

RALEIGH CIVIC CAMPUS MASTER PLAN

Prepared by:

SOM

in association with:

HH Architecture

RCLCO

Planning Communities

DAVENPORT

Cumming



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ACKNOWLEDGEMENTS

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Raleigh Civic Campus Master Plan

Executive Summary

Completed in September 2018, the Civic Campus Master Plan is a master planning effort led by the City of Raleigh to develop a comprehensive vision to transform the publicly-owned Avery C. Upchurch block in downtown Raleigh into a mixed-use civic campus anchored by a new and expanded City Hall building.

The Opportunity

Redevelopment of the four-acre parcel presents a generational opportunity to rethink a key property and critical public asset in the very heart of the city. The site is exceptionally located on the block immediately north of Nash Square. Today, the property accommodates the Raleigh Municipal Building (RMB), the vacant Police Headquarters Building, and a multistory parking deck.

The future Raleigh Civic Campus will be a mixed-use, walkable destination consisting of a New City Hall with public-facing government functions, expanded municipal departmental space, and pedestrian-connected public spaces. Other land uses may be arranged around the campus, including urban retail, commercial office, housing, and a combination of below-grade and structured parking. The total potential of the Civic Campus is approximately 2.2 million gross square feet, excluding underground parking and services. The full build-out of the campus is dependent upon the execution of several capital projects over three phases and employing a suite of delivery methods, including City-owned and managed development, private capital-led development, and potentially a collaborative public-private partnership.

The City of Raleigh Civic Campus Master Plan represents the culmination of an 18-month process of discovery, consultation, and planning with a broad group of stakeholders including elected officials, department leadership, department staff advisory group, leadership from the Department of City Planning and Engineering Services Department, City Manager's Office, design professionals, and citizens. The Master Plan provides a road map towards a well-integrated Civic Campus in alignment with many other significant city-building initiatives that are fueling the renaissance of downtown Raleigh as a dynamic, inclusive, and inviting urban center for the city and region.



Illustrative vision of the
Raleigh Civic Campus at full build-out

Phase I – New City Hall, East Building

The initial phase of the Civic Campus development will deliver the first building of a new City Hall project. Located on the site of the vacant Police Headquarters Building, which will be demolished, this new building will be 20 stories in height and potentially 420,000 GSF of floor area above grade, excluding parking. RMB may be vacated but not demolished in Phase I. This first phase of the Master Plan will be delivered approximately five years from City Council approval.

- The new building will champion centralized municipal facilities including new departmental office space and conference facilities for approximately 1,400 staff, public facing functions and Council Chambers, as well as potential ground floor retail, and parking. The new building will enable the City to consolidate most of its currently fragmented downtown workforce from multiple offices (RMB, OEP, 310 W. Martin, Professional Building, Briggs Building, One City Plaza and any new leases).
- RMB can be entirely vacated upon completion and occupancy of the new building, allowing flexibility of use and timing to possibly launch Phase II of the Master Plan.
- The Phase I building will accommodate projected growth of City staff for approximately 9 to 14 years from the move-in date; the new building will be expected to reach capacity in 2032 (assuming 2% annual growth rate), or more conservatively, in 2037 (assuming 1.5% annual growth rate). Phase I plus continued occupancy of RMB (if desired) could provide for 20-30 years of City workforce growth capacity after Phase I is completed.
- Required parking to support the needs of Phase I development program will be satisfied by the continued use of the existing Municipal Deck plus supplemental parking developed with the new building. The existing Municipal Deck will be maintained throughout Phase I of the Master Plan.
- The New City Hall will be a public project. The land and new building will be owned by the City and will be maintained by the City. The City anticipates a project cost of \$190 Million to implement Phase I, which would be funded through a combination of lease savings, asset sales and debt capacity.

Phase II – New City Hall, West Building

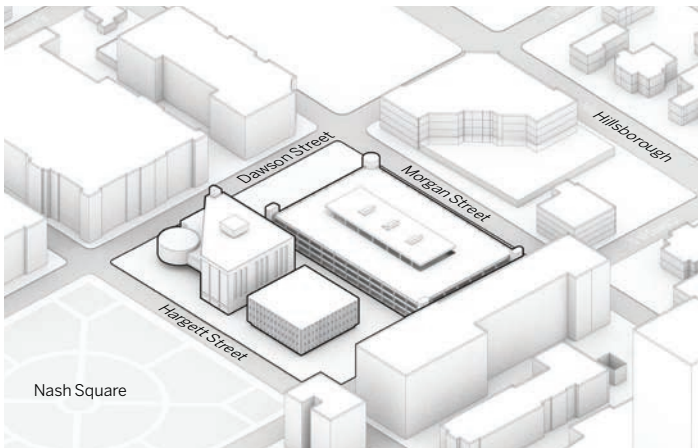
The second phase of the Civic Campus development may see the RMB demolished and replaced with a second new municipal building. Envisioned as a 'twin' of the Phase I development, the second building would provide expansion space for departmental offices, additional conference facilities, and additional public facing functions, retail and parking. Phase II would also see the creation of a public plaza in the space between the two buildings, creating a beautiful civic forecourt and gateway to the government's center.

- If Phase II is built to the maximum height of 20 stories, as for Phase I, the building will likely provide excess floor area which can be used as leasable space to third parties, or shell space for future fit out by the City. The City's macro programming assumes the need for approximately 180,000 GSF of municipal space in Phase II. Delivery of Phase I + II buildings together could provide City workforce growth capacity for 45-60 years.
- This second phase of the Master Plan could be completed five years after council direction to start Phase II. Phase II would see the southern half of the Upchurch block in its final configuration. This would complete the municipal building projects, and realize the nucleus of the Campus Master Plan.

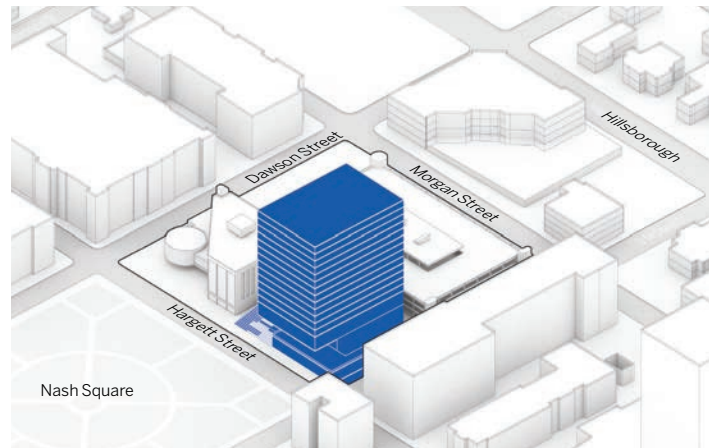
Phase III – Mixed-Use Development

The third and final phase of the Civic Campus development concerns the northern half of the Upchurch block. Phase III may see the existing municipal parking structure demolished and replaced with a third-party mixed-use development project.

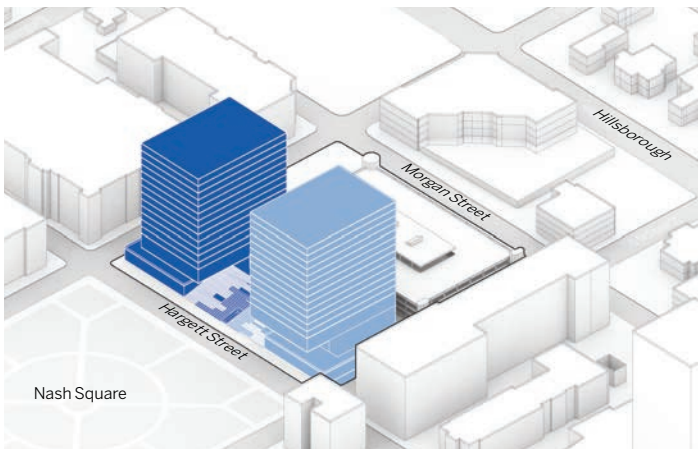
- The development could be up to 20 stories in height, and has the potential of approximately 1.25 million GSF, excluding below-grade parking and services. Phase III development may complement the civic functions of Phases I and II, providing a combination of active ground-floor retail, creative office, and residential uses.
- Phase III could be an excellent opportunity for a private sector-led project, completed by a third-party in collaboration with the City. The City could sell or ground-lease the land, with new buildings associated with Phase III to be developed, owned and maintained by the third-party partner. This relationship would be determined during the outset of Phase III with the goal of providing some offset to the overall development costs incurred by the City.
- This third phase could be completed five to ten years after the completion of Phase II, depending on real estate market dynamics and City Council leadership.



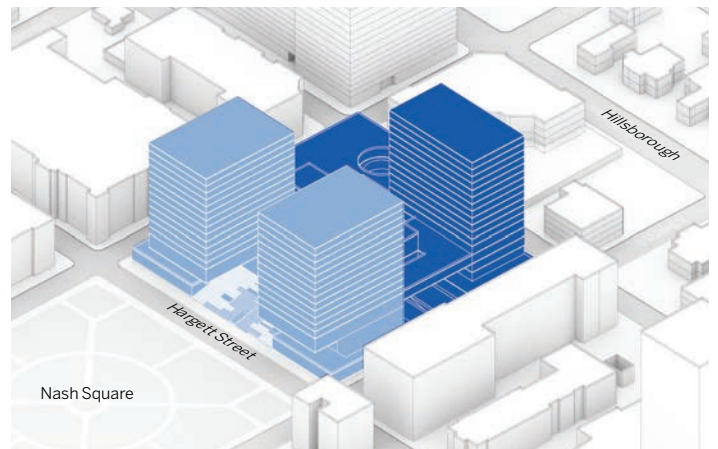
Existing Condition
2018



Phase I:
New City Hall, East Building



Phase II:
New City Hall, West Building



Phase III:
Mixed-Use Third-Party Development/ Parking Deck

Master Planning Goals

A set of overarching planning goals and design objectives underlies the Civic Campus Master Plan and represents a shared commitment to city building, design excellence, fiscal responsibility, economic growth and prosperity. City leadership believes there are five fundamental reasons to move this project forward now:

- 1. Customer Service.** The Civic Campus will consolidate public services into a one-stop-shop in a single downtown location for all citizens, unlike the situation today where these services are currently spread across nine different customer service locations throughout downtown Raleigh. The new City Hall will provide spaces to accommodate public meetings, large formal hearings, and informal gatherings for the 400+ public events the City of Raleigh conducts every year. Spaces will be intentionally flexible to accommodate the City's boards, committees, and other private and non-profit organizations. The Civic Campus will be the front door to the City for all residents.
- 2. Fiscal Responsibility.** The Civic Campus will provide efficient management of resources and thus greater operating value by consolidating duplicative services that are currently spread over Raleigh into a single downtown location. The centralized operation will become a key asset by providing a significant annual cost savings of approximately \$1 million per year, and rising, for leasing third-party space for city staff and realize significant savings in reduced maintenance and overall cost of energy consumption.
- 3. Changing Workplace.** The new Civic Campus will provide greater flexibility to meet the dynamic needs of city employees, a workforce that has doubled in size over the past 30 years. Phase I of the Master Plan allows for the incremental accommodation of city staff located across downtown today. The City will continue to grow its facilities on campus, eliminating the possibility of outgrowing or relocating services every two to ten years as the City of Raleigh has been forced to do in the past.
- 4. Security, Safety, Accessibility and Equity.** The Civic Campus will bring significant improvements to secure and protect public officials, City staff, and all citizens active in municipal services. The new facility will organize access clearly and equitably for the public, while providing unambiguous semi-restricted and restricted areas. Upgraded technology will provide more effective and efficient conferencing, community meetings, and media engagement, while thoughtful organization will promote accessibility and equity.
- 5. Culture of Collaboration.** The new City Hall will provide efficient and flexible works spaces, adequate and centralized training space, employee health services, and potentially on-site food services. Not only will the Civic Campus encourage more collaboration among staff, it will also become a platform to encourage partnership with the private sector and non-profit organizations. The physical organization of the campus and design of the public spaces and architecture will exude this ethos.

Seven Principles for a 21st-Century Civic Campus



Inviting

- Physically welcoming and accessible
- Open and transparent
- Accessible to employees and the public



Mixed-Use

- A home for people beyond government
- Centralized amenities for employees
- Collaborative and informal spaces



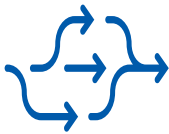
Integrated

- A campus of consolidated facilities
- Shared amenities for collaboration
- A shared campus brand and identity



Sustainable

- Designed to accommodate growth
- Resilient to alternative futures
- Adaptable to changing best practices



Flexible

- An efficient, modern workplace
- Accommodates departmental needs
- Reflects 21st-century best practices
- Heightened municipal customer service



Cost-Conscious

- A high-quality facility
- Balances economy and aspiration
- Maximizes return on investment



Secure

- Design reflects gravity of government
- Visibly and functionally secure
- Designed strategically to ensure safety

1

The Opportunity

Challenges of Fragmented Facilities

Today, more than one thousand City of Raleigh employees work in offices dispersed among multiple downtown facilities. Beyond the Raleigh Municipal Building (RMB), which serves as City Hall, five separate facilities accommodate departmental staff, including 310 West Martin (Dillon Building), One Exchange Plaza (OEP), Professional Building, Briggs Building, and One City Plaza.

All of the City's downtown facilities struggle with competing public and secure uses, lack adequate security screening for facility visitors, and to various degrees, vulnerability to threats. The RMB is at capacity and nearing the end of its useful lifecycle. To ensure the building's continued use, significant investment in the RMB's physical state of repair, operation and maintenance would be necessary.

The City's departments are constrained in their existing facilities, some of which are in leased space, and all of them are projected to grow over the next ten to thirty years, with inadequate space for future expansion. Both a near-term and long-term solution is needed to address staff consolidation, mitigate duplication of resources, and achieve greater operating and cost efficiency. Maintaining a fragmented campus presents multiple challenges:

Security

- Multiple building entrances
- Unsecured parking
- Lack of site perimeter security (bollards)
- Lack of security screening (turnstiles, metal detectors)
- Inconsistent level of security between facilities (owned vs. leased)

Customer Service

- Currently nine service locations spread across six facilities
- Public meeting spaces are too few and undersized
- Access and proximity to available parking and public transit
- A fragmented organization is confusing for citizens

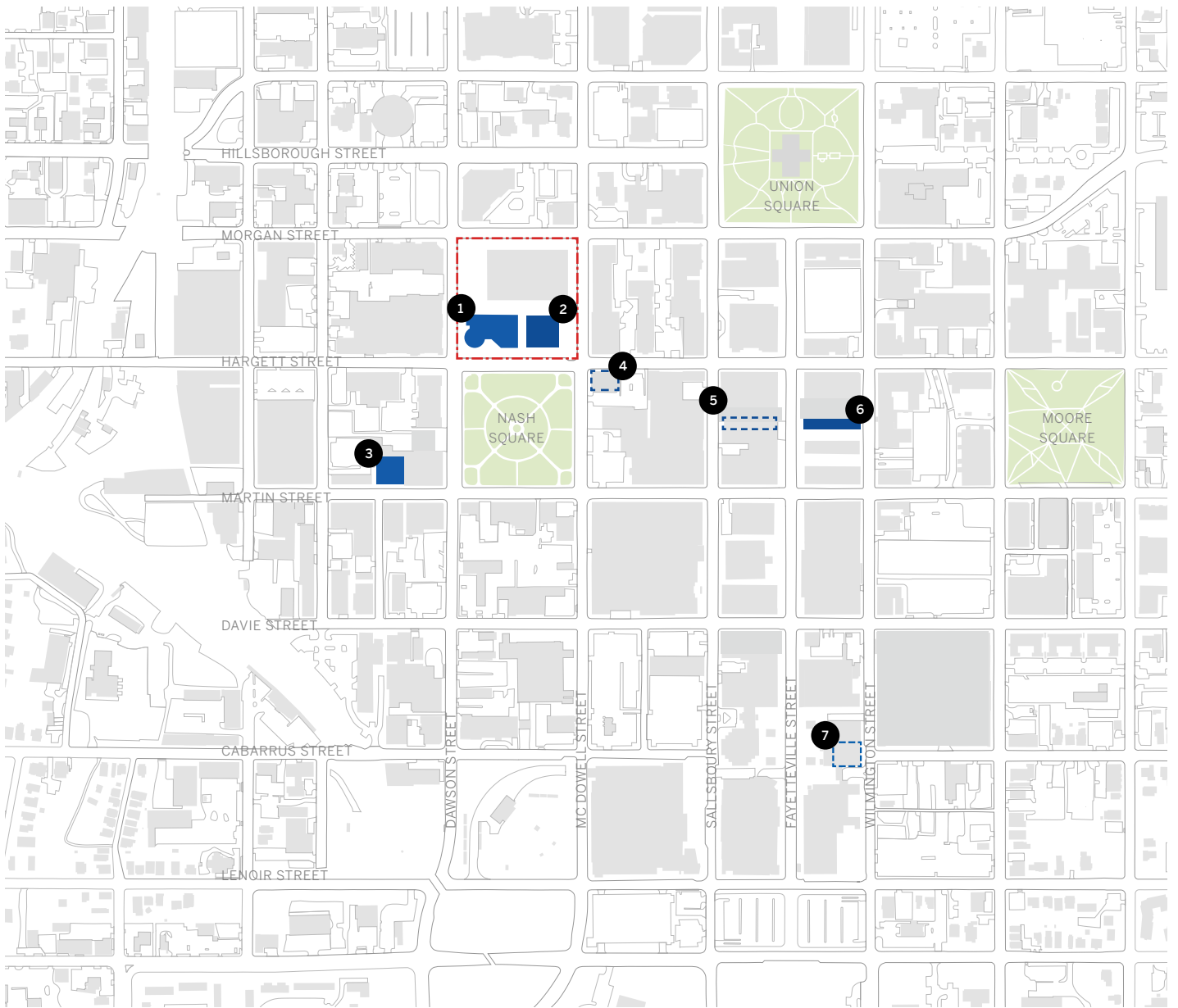
Accessibility

- City-owned facilities need ADA renovations
- Two of three leased facilities do not meet ADA requirements
- Adjacency of parking is not present at most facilities

Cost of Infrastructure

- Information technology: servers, fiber optic lines and networks
- Building systems for fire, access and backup emergency power (generators)
- Additional personnel required for maintenance and operations
- Inefficient or insufficient use of space
- Duplication of resources
- Upfit costs to accommodate growth and churn
- Unique layouts for each building occupied
- Increased cost of providing infrastructure
- Loss of time and cost due to employee churn

- 1 Raleigh Municipal Building (RMB)
- 2 110 McDowell Building (vacant)
- 3 310 West Martin Building
- 4 Professional Building
- 5 Briggs Building
- 6 One Exchange Plaza
- 7 One City Plaza



Existing City of Raleigh Downtown Facilities for Potential Consolidation

- City-Owned
- Leased

The Cost of Maintaining a Fragmented Workforce

As each department continues to grow, accommodation of the City's expanding workforce in an organized and fiscally responsible manner will become increasingly difficult. City staff has conservatively estimated the need to invest more than **\$245 Million** (in today's dollars) over the next 30 years just to maintain the status quo.

The City of Raleigh is growing, prospering and flourishing. In 1983, when the RMB was opened, the capital city's population consisted of 147,000 residents spread over 64 square miles. Today, in 2018, the City's population has grown to 460,000 residents and covers over 147 square miles.

The time is right for a new City Hall that speaks to Raleigh's future.

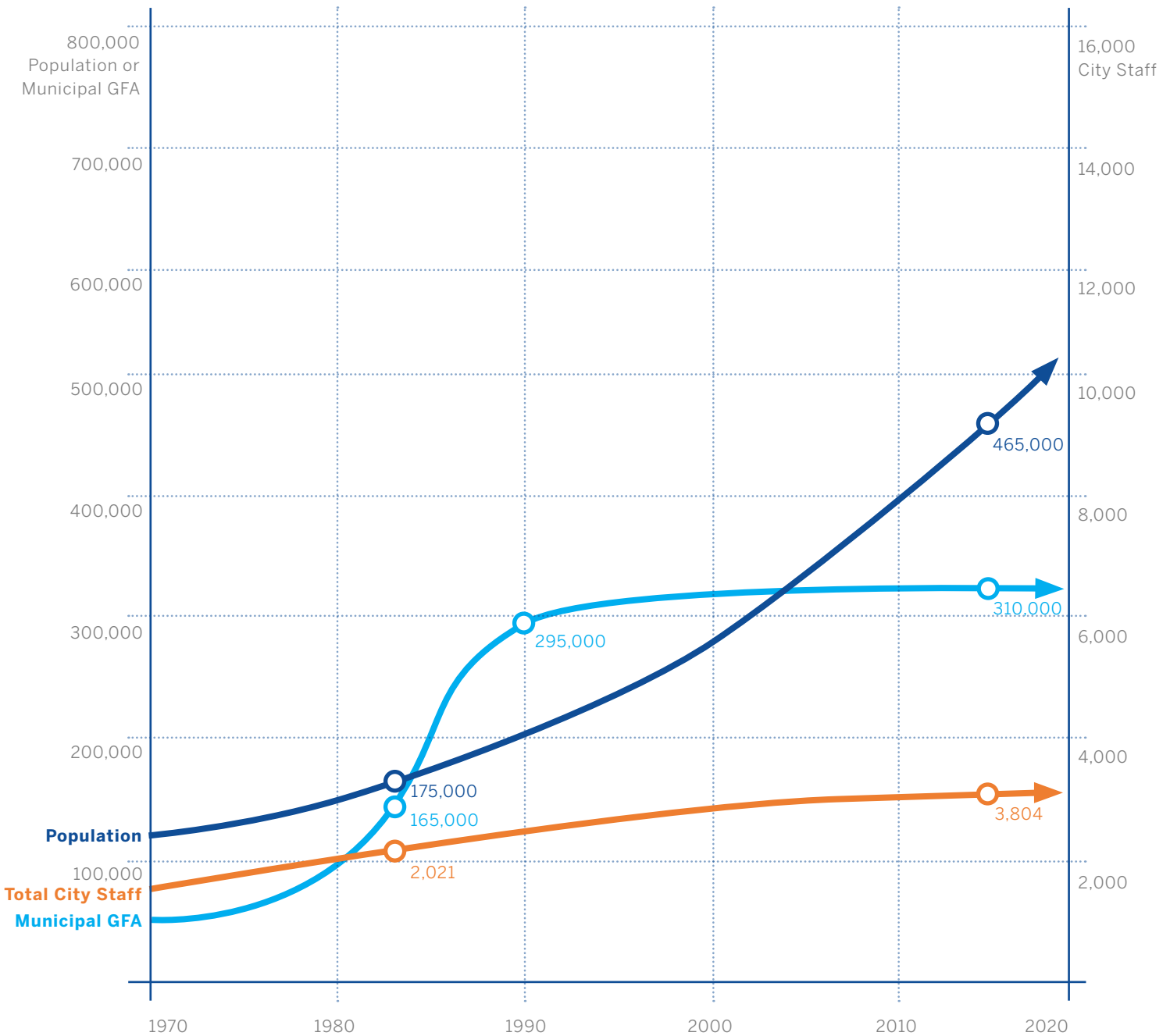
The average building age of City-owned buildings downtown is now 45 years. These buildings are nearing the end of their useful lifecycle and will require significant investment for continued use or demolition and replacement. As of the writing of this report, the City projects that retaining current functions at RMB, One Exchange Plaza and the municipal parking desk, without the addition of any new development would itself cost more than **\$80 Million** (in 2018 dollars):

Demolish Police HQ	5 Years	\$172,000
RMB & OEP Security	5 Years	\$2,500,000
RMB ADA Upgrades	5 Years	\$3,000,000
Demolish Municipal Deck	10-15 Years	\$262,000
Replace Municipal Deck	10-15 Years	\$14,030,000
RMB Systems Upgrade	15 Years	\$32,000,000
OEP Systems Upgrade	20 Years	\$19,500,000
Soft Cost		<u>\$8,750,000</u>
		\$80,214,000

Leasing facilities for departmental use over the next 30 years could cost the City an additional **\$160 Million**, based on a 1.5% lease inflation rate, with annual costs projected to rise about \$1 million per year or more as the City's workforce continues to grow and demand more space.

Compounded with these sunk costs, the City estimates over **\$5 Million**, excluding the cost of improvements, in lost taxes from publicly owned real estate that is currently consumed by administrative functions exempt from the tax roll

The City's study assessed the costs associated with a "no-build" scenario—i.e., essentially maintaining the status quo and managing growth in an ad hoc way—versus a "build" scenario for phased development of the Upchurch block. Since the cost of doing nothing is expected to exceed **\$245 million**, we asked how the city can do more for less and achieve greater impact in the process, including various alternatives for the size, timing and cost of new construction and swing space, sunk cost, payback and return on investment.



City Population, City Staff*, and Municipal GFA
 *does not include Fire or Police

The Case for a New Downtown Civic Campus

City Manager's Office challenged the Planning Team to devise a balanced vision to develop a new, iconic Civic Campus in alignment with the City's fiscal responsibilities, growth needs and citizen-serving priorities. The Avery C. Upchurch block, property under public ownership of the City and located in the heart of downtown, was affirmed by City Council as the site for the new Civic Campus.

The Planning Team and City stakeholders entertained approaches to redeveloping the Upchurch block:

- **Option 1:** Retain the existing RMB and redevelop the rest of the block around it
- **Option 2:** Eliminate the existing RMB and redevelop the entire block fully from scratch

Both approaches considered macro-level departmental programming and space planning, parking, real estate submarket analysis, and economic development potential, as well as the implications of vacating part or all of the existing Upchurch block, temporarily relocating City's employees from RMB and other facilities to swing space, divesting from other City-occupied properties, and ultimately consolidating functions in the new facilities of the Civic Campus.

Goals of a Downtown Civic Campus

City Council in June 2017 supports the elimination of the RMB and phased development of the entire Upchurch block in a measured, incremental manner in pace with the City's mandate for fiscal responsibility, anticipation of continued departmental growth and appetite for responsible economic development.

To that end, the vision and implementation roadmap illustrated in this master plan represent a first step toward creating a new downtown Civic Campus, with the following broad aspirations:

- **Centralize the City's downtown departmental facilities** to consolidate space, improve coordination and communication, share office resources and training spaces, and anticipate growth in employee space needs over time
- Leverage the building program on the Upchurch block to **replace the existing RMB with a modern, architecturally compelling building or buildings** that will function as a center for democratic interaction and anchor a government-centered complex that also features a vibrant mix of land uses, public open space and public art
- **Accommodate the current and projected user needs** and use patterns of the City's administrative services to enhance operational efficiencies, provide appropriate employee amenities, and fully integrate outward-facing public functions to better serve the estimated 500 walk-in customers a day
- **Reflect the transparency of City government** and promote public customer service excellence
- **Provide secure access** to all new municipal buildings
- **Promote cross-collaborative work spaces** for City staff

- **Satisfy employee and public parking needs** with an efficient parking supply and convenient access
- **Incorporate sustainable planning and design**, including a LEED Certified project that is highly functional and energy efficient
- **Reduce long-term maintenance costs**, increase energy efficiency and maintain or reduce existing operating expenses
- **Engage Nash Square** thoughtfully and contribute to its transformation as a destination park with a mix of recreational amenities for residents, downtown workers and visitors
- **Envision the Civic Campus as a world-class, place-based destination** with an accessible public realm, generous sidewalks and inviting plazas
- **Attract non-governmental, mixed-use functions** such as retail, community space, housing and commercial office, in alignment with local elected leaders' aspirations
- **Maximize the City's return on investment** and general economic well-being
- **Include citizens and stakeholders** in the process of planning the project

2

The Site

The Avery C. Upchurch Block

The Avery C. Upchurch block is immediately north of Nash Square, bounded by McDowell Street to the east, Hargett Street to the south, Dawson Street to the west, and Morgan Street to the north. The four-acre block is exceptionally located just blocks from Fayetteville Street, and today accommodates the Raleigh Municipal Building (“RMB”), the vacant Police Headquarters Building, and a multistory parking deck. All parcels on the block are owned by the City of Raleigh.

The Upchurch block today houses many important City functions. The RMB includes offices for several of the City’s municipal departments as well as City Council offices and Council chamber. The nearby parking deck includes parking for most municipal employees who work at the RMB. The block also includes a small park and a memorial to fallen police servicemen within the city. Of the built assets on the block today, RMB has the longest remaining useful life. As of the writing of this report, all buildings on the campus require significant maintenance and the City projects that retaining the block’s current buildings and other core downtown facilities with the addition of no new development would itself cost as much as \$80 million in maintenance and repairs.

Despite the block’s significant municipal function and its excellent location, it is not a complete composition: developed in parts, its buildings today are of multiple styles and ages without a unifying character. Because they were developed piecemeal, the buildings are inefficiently organized and not conducive to efficient municipal operations in the 21st century. Particularly concerning, they do not provide adequate security measures, and a lack of clarity about which parts of the buildings are public and which are not. Existing buildings also do not occupy the full zoning potential of the site, limiting efficient growth. Most of the buildings are inward-facing, while open space within the block is residual rather than intentional, generally inhospitable to human enjoyment. There are few central spaces where employees can gather and mingle, as well as a lack of common departmental spaces.

This lack of coherent composition means that the block also lacks a strong public, city-fronting orientation. Several regrettable attributes contribute to this perception: the lack of an iconic front door or identifiable center, poor orientation to the adjacent Nash Square, several large blank walls facing prominent streets, intimidating architectural forms, and the lack of pedestrian or retail frontages. On the northern side of the block, the pedestrian experience is dominated by the multistory parking garage, while on the east and west, the lack of a significant pedestrian orientation on either side of McDowell or Dawson Streets exacerbates the perception of high-speed traffic dominating the urban experience. Given its location, these are attributes of an underperforming urban block without a meaningful sense of place within the City today.

- 1 Imposing architecture of the 1950s and 1980s limits engagement with the civic context
- 2 RMB lacks an iconic front door
- 3 Open spaces are residual and not hospitable to pedestrians
- 4 Parking dominates the northern face of the block



Urban Context

The Right Place and the Right Moment

The Upchurch block lies in the heart of downtown Raleigh, one of the fastest-growing regions of the country. Planned in 1792 around four central squares and an intersectional axis of streets framing the North Carolina state capitol, downtown Raleigh today is an emergent mecca. Halfway between the Warehouse District and Fayetteville Street, two of the City's most thriving areas, the future Civic Campus will anchor an emergent corridor with significant development potential along Hargett Street that also has the potential to be a catalytic centerpoint for the future of downtown.

The immediate urban condition surrounding the Upchurch block is today varied and inconsistent. While Nash Square is located immediately south of the block, the park is underserved, and slated for significant improvements. Hargett Street is a barrier. To the east and west, McDowell Street and Dawson Street are both high-speed north-south arterial streets whose primary function today is carrying traffic across downtown. Buildings along McDowell Street across from the Upchurch block front the street with tall and imposing concrete walls, while the buildings fronting Dawson Street comprise a mix of development of several styles, most of which are lacking in urban character. To the north of the block, Morgan Street is fronted by a split-level parking garage and the Campbell University Norman Adrian Wiggins School of Law. Many of the surrounding streetscapes feel less than urban, lacking regular retail frontages, consistent streetscaping, adequate shading, or consistency in building form, style, or setback. Many street-fronting buildings are older and modest in scale, even while large new developments are planned in the vicinity.

Due to the inconsistency in the urban condition surrounding the Upchurch block, it feels disaggregated from the life of the city, and disconnected from downtown's major activity centers despite their close physical proximity. Rather than a public heart, the block contributes to the perception of a lack of human activity and is a void in the urban fabric rather than a district unto itself.

Downtown's Momentum

While there is significant potential improvement in the urban fabric surrounding the Upchurch block, momentum is already taking shape. The heart of one of the fastest-growing cities in the country, downtown Raleigh is seeing significant investment in new development. Since the 2006 re-opening of Fayetteville Street to vehicular traffic, several significant projects have opened along downtown's central spine. Complementing the city's historic assets, including the State Capitol, the Duke Energy Center for the Performing Arts, and City Market, the City in 2008 opened a new convention center and the adjacent Red Hat Amphitheater, as well as PNC Plaza, the tallest building in the city. The recent reemergence of the Warehouse District has coincided with significant rehab development and the introduction of residential development and offices for start-ups and technology companies.

The recent inauguration of Raleigh Union Station in the Warehouse District is opening the door to increased rail service to the city. Near the Upchurch block, several new development projects are planned or underway, including:

- 301 Hillsborough
- The Dillon
- 400 Hillsborough
- News & Observer Redevelopment
- FNB Tower
- 220 Glenwood



FNB Tower



Duke Energy Center for the Performing Arts



Raleigh Convention Center



Red Hat Amphitheater



Raleigh Union Station



The Dillon

Site Capacity

What's Possible with As-of-Right Zoning

In an effort to steer downtown's recent development momentum, the City of Raleigh adapted the Avery C. Upchurch block and other downtown locations in 2016 to allow for greater development capacity. The yet-to-be-realized capacity presents an opportunity for the Civic Campus to not only realize the space needs for the municipal program, but also allows for a suite of complementary, third-party uses.

Unrealized Capacity

The Avery C. Upchurch block was formally transitioned from the previous municipal zoning code to the current Raleigh Unified Development Ordinance, effective February 14, 2016.

The block today is host to approximately 418,000 GSF, including the Raleigh Municipal Building with approximately 120,000 GSF, the vacant Police Headquarters Building with approximately 58,000 GSF, and the municipal parking deck with approximately 240,000 GSF.

The new total developable area, defined by a maximum height, right-of-way setbacks, maximum bulk, and required frontages yields a total approximate developable gross floor area of 2.2 million GSF.

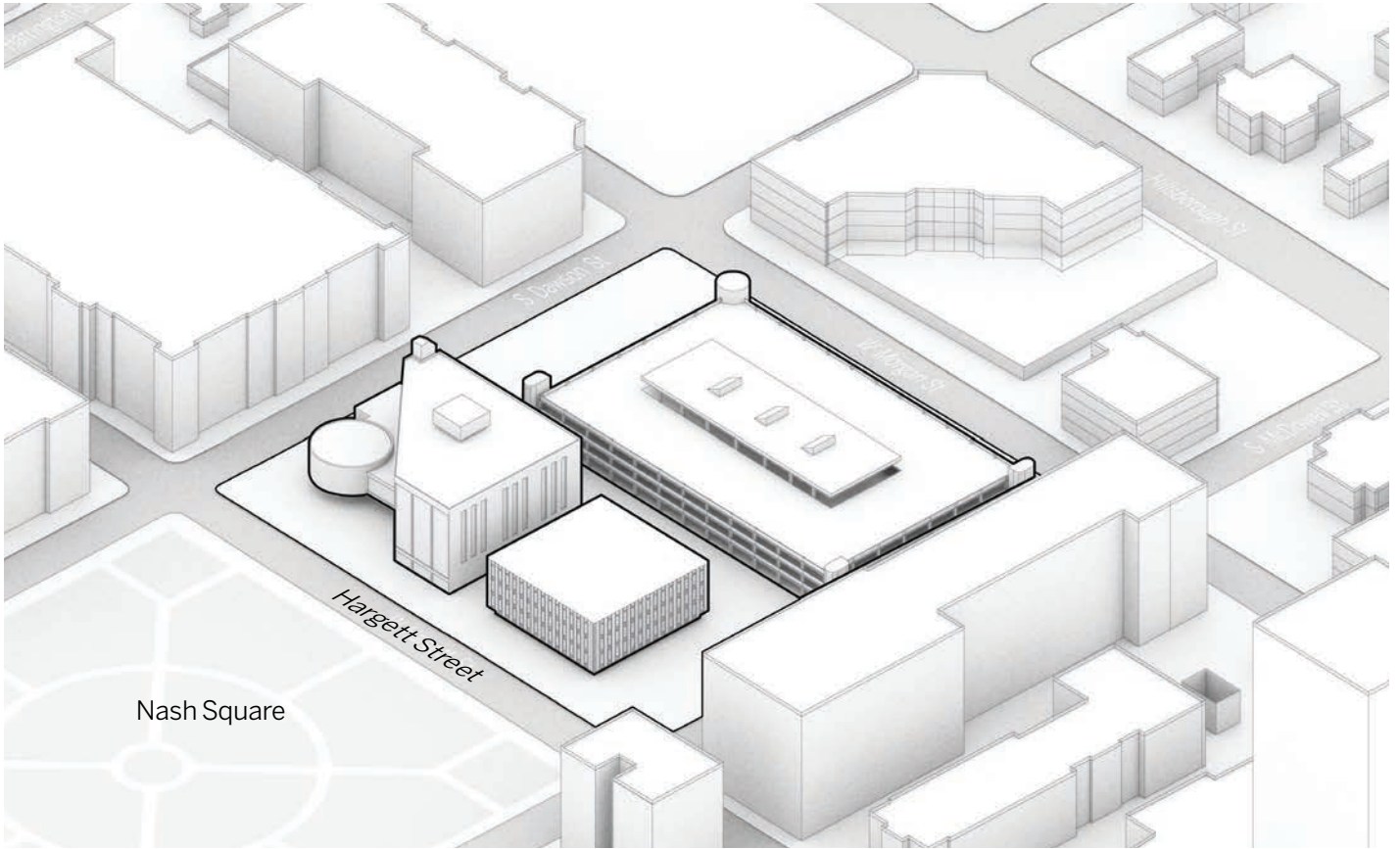
Notable Zoning Limitations

The Avery C. Upchurch block is today zoned as DX-20-SH. Its use is defined as Downtown Mixed Use, has a maximum allowable height of 20 stories, and has a frontage requirement of Shopfront (UDO 3.1.2).

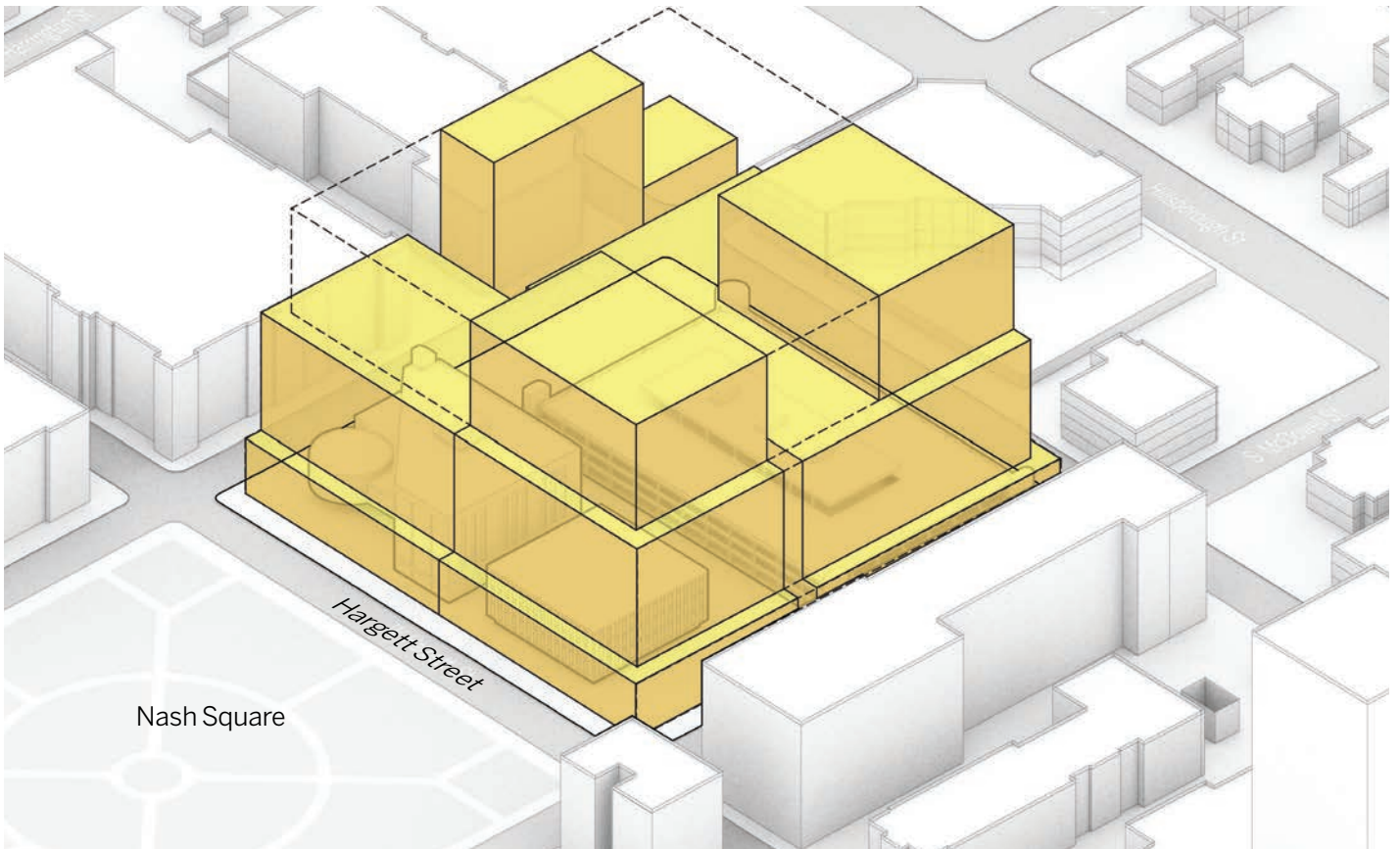
The block is defined by a mix of uses – as permitted, limited or special use by-right. Most uses are permitted are urban format, with the exceptions of most industrial, manufacturing, agricultural and distribution uses (UDO 6.1.4).

The block has a height limitation of 20 stories, or 250', whichever is more restrictive. This is the second highest zone in all of Raleigh, only behind DX-40, which has a height limitation of 500' and is rarely used throughout the City (UDO 3.3.2).

The City qualifies building massing standards to manage the impacts of tall buildings located near the public right-of-way. Most notable is that all floors over 13 stories tall have a maximum floor plate area of 25,000 square feet, along with a handful of stepback rules to provide access to light and air at street level (UDO 3.3.3).



Avery C. Upchurch Block today



As-of-Right Developable Area

Municipal Demand

What's Needed to Meet the City's Departmental Space Projections

The city has forecasted a conservative increase in municipal staff over the next 30 years to meet the continued customer service needs of a growing population of Raleighites. To accommodate this additional staff, the city anticipates to provide a total of 500,000-600,000 GSF of municipal office space by 2048.

The Civic Campus will provide the city's departmental space for administrative staff over two phases. Phase I will provide 420,000 GSF, while Phase II will provide the remaining 140,000 - 180,000 GSF.

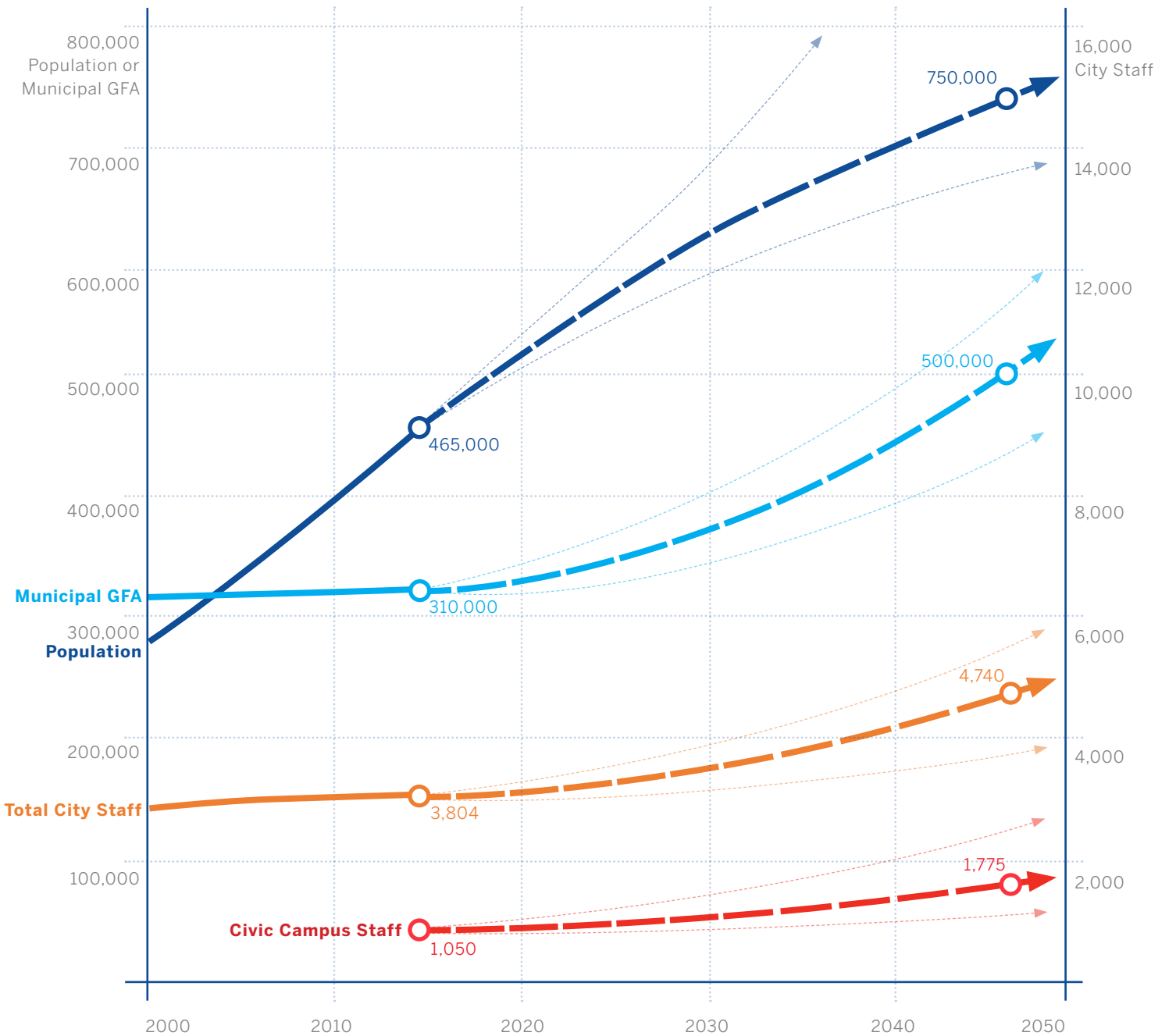
The City of Raleigh projects municipal staff (to be consolidated to the Civic Campus) will continue to grow at a rate of 1.5%-2% over the next 30 years, as follows:

- +/- 1,050 City staff today
- approximately 1,130-1,160 Civic Campus City staff by 2023
- approximately 1,310-1,420 Civic Campus City staff by 2033
- approximately 1,640-1,910 Civic Campus City staff by 2048

The City of Raleigh projects additional space (at the Civic Campus) will be provided incrementally over the next 30 years, as follows:

- approximately 310,000 Downtown Municipal GSF today
- approximately 334,000-343,000 Civic Campus Municipal GSF by 2023
- approximately 389,000-419,000 Civic Campus Municipal GSF by 2033
- approximately 500,000-600,000 Civic Campus Municipal GSF by 2048





Projected City Population, Municipal GFA, Total Staff* and Civic Campus Staff

*does not include Fire or Police

Market Demand

What's Possible Based on Market Analysis

Raleigh's growth of 100,000 new residents in ten short years has fueled the heightened real estate market demand throughout the City of Oaks. Today, this demand is felt most palpably downtown. Genuinely mixed-use at its core, Raleigh boasts a true 24/7 downtown, filled with places to live, work, visit, shop, and play. The future Civic Campus will not only provide a rich civic experience, but will also further downtown's mission of supporting vibrancy and vitality.

The market demand for the Civic Campus has several potential land uses, including rental housing, for-sale housing, commercial office, and hospitality.

Rental Housing

Downtown is an increasingly popular residential location. While many new buildings have been delivered recently, the overall market in downtown is still undersupplied relative to the long-term market potential. There are two primary customers for residential in downtown: young professionals working downtown or in the Triangle area who desire an urban lifestyle, and empty nesters downsizing from single-family homes. Raleigh has also experienced a demand for mixed rate developments.

For-Sale Housing

The downtown for-sale condominium market has seen few new deliveries since 2010, but the market potential from a demand perspective is quite strong. The current challenge is that from a financial perspective, rental apartments are a more valuable and lower risk development proposition, and it's unlikely that the higher quality construction necessary to attract empty nesters to the downtown market is construction feasible.

Commercial Office

Downtown Raleigh is an established office core that serves government-related and professional tenants. Employment growth has fueled demand both downtown and in other areas of the City and region. However, downtown competes with many other office environments elsewhere in the city, and there are known pipeline sites in search of anchor tenants. A large scale new office component, in addition to the City's offices, could siphon demand from other sites within the City rather than attract net new employment that wouldn't otherwise have located in Raleigh.

Retail

The retail market in downtown has expanded substantially in recent years as many ground floor spaces or small warehouse buildings have been renovated to attract new retail tenants. Most retail spaces are clustered in the Warehouse District, to the west of the site, and near Moore Square, to the east of the site. While a large scale lifestyle retail center is also missing from the downtown market, attracting this type of user to the Civic Campus site may be challenging because of proximity to Cameron Village and North Hills. In addition, a large-scale retail destination in between the two existing downtown retail districts may pull energy away from those locations rather than enhancing them. The best market opportunity for the Civic Campus is consistent with the Downtown Plan recommendations for small scale retail facing Nash Square.

Hospitality

The downtown hotel market is quite strong, as evidenced by rising occupancies and average daily rates. However, the opportunity for new development is not unrecognized and there are four additional hotels proposed that would add at least 600 new keys to the market.

Both limited service and full service hotel are likely construction feasible in today's environment, though the hotel market cycle is shorter and harder to time than other land uses which makes a hotel component more risky to include in a development plan. The Civic Campus site is well positioned to attract a limited service upscale or lifestyle hotel flag, such as the recently built Aloft, which would attract both business travelers and visitors. Full-service conference hotel can be better served in other locations closer to the convention center.

Table of Potential Real Estate Market Products



	Product Type	Approximate Unit/Keys	Typical Building Size	Absorption Frequency	Market Audience	Legacy Value (Contribution to Raleigh's Long-Term Objectives)	Feasibility (Construction Cost vs Development Value)
Rental Housing	Mid-rise	250 DU	250,000 GSF	Every 2-3 years	Young Professionals	+	0
	High-rise	300 DU	300,000 GSF	Every 2-3 years	Broad Appeal	+	-
	Low-rise (market rate)	250 DU	250,000 GSF	Every 2-3 years	Young Professionals	+	+
	Low-rise (affordable)	250 DU	250,000 GSF	Every year	80% AMI	++	--
For-Sale Housing	Mid-rise	100 DU	90,000 GSF	Every 3-4 years	Broad Appeal	--	0
	High-rise	70 DU	110,000 GSF	Every 3-4 years	Empty Nesters	--	0
Commercial Office	Mid- or High-rise	-	250,000 - 300,000 GSF	Every 2-3 years	Multitenant	+	+
	Mid- or High-rise	-	200,000 GSF	Once	Corporate HQ	+	+
	Ground Floor	-	30,000 - 50,000 GSF	Once	Local-serving/ Non-Profit	-	++
Retail	Ground Floor	-	15,000 - 20,000 GSF	As other uses deliver	Residents & Visitors	++	++
	Urban-Format Neighborhood	-	80,000 - 120,000 GSF	Once	Primarily Residents	+	0
	Lifestyle Center	-	150,000 - 200,000 GSF	Once	Residents & Visitors	0	0
Hospitality	Select Service Upscale	100-150 Keys	60,000 - 90,000 GSF	Every 2-3 years	Leisure & Business Travel	--	++
	Full Service Upscale	200-250 Keys	100,000 - 150,000 GSF	Once	Business Travel	--	++

3

The Vision

The Civic Campus Vision

Investing in a new City Hall and municipal facilities for Raleigh presents a once-in-a-generation opportunity to create public infrastructure that balance fiscal responsibility and civic benefit.

The vision includes two new, connected multistory office buildings framing a central public plaza. The pair of office buildings will anchor the corners of the Upchurch block and consolidate administrative functions in efficient office towers. The urban composition will provide an outward-facing City Hall fully and will bring a new face to city government along the full length of Hargett Street and Nash Square. The central open space between office buildings will become the focal point of the new civic center, whose accessible public realm, generous sidewalks, and ceremonial axis will serve as a gateway to the rest of the development.

The new City Hall will be transparent, open, and accessible, reflecting the values of Raleigh. Enhancing the public engagement with the city is a priority. The design of the two office wings – first the East Building, and later the West Building – will be contemporary in their massing and architectural design. The entire complex will be carefully programmed to stimulate an activated streetscape and leverage creative, artful placemaking to achieve a beautiful downtown destination for all Raleighites.

Beyond the City Hall building program, additional future mixed-use development will be fluid, with the market driving the exact mix of uses while realizing the urban design character goals stated in this master plan.



Illustrative vision of the
Raleigh Civic Campus at full build-out





RALEIGH CITY HALL

Urban Design Principles

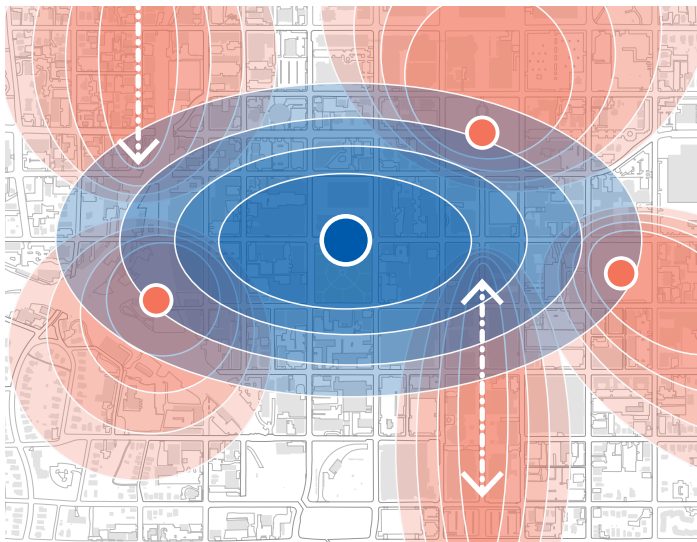
The vision for the urban design of the Civic Campus reflects the Campus' potential to be a transformational project for the City and a catalytic anchor for downtown. More than just a new municipal development, the campus will be a downtown destination that cultivates a unique brand for its surrounding Nash Square neighborhood.

The design for the facility promotes the campus' role as a public center, with robust pedestrian permeability and seamless connectivity with the adjacent park. Its urban design envisions the future campus and Nash Square as a single composition that incorporates Hargett Street as a central pedestrian axis. The square will be a front lawn for city government, while the campus' gateway plaza and central court will be experienced as an extension of the square. Together, these elements will connect as part of a broader citywide open space network.

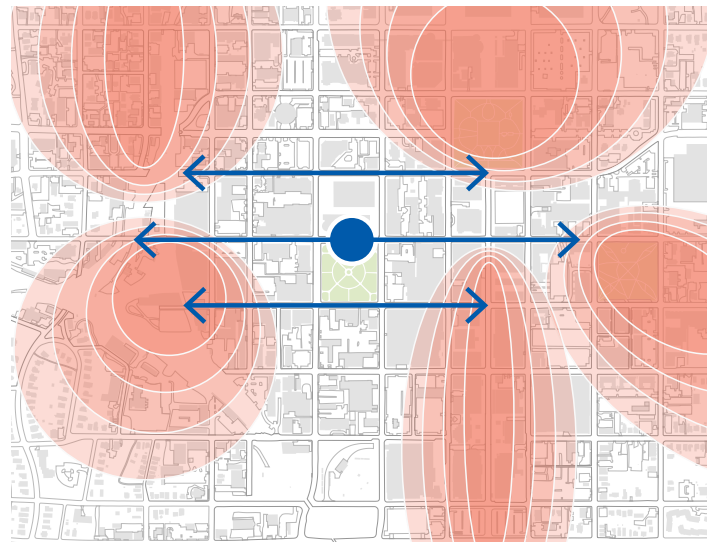
The campus will be oriented toward the street, with outward-facing elements helping to reshape surrounding streets into pedestrian-friendly streetscapes. These improvements will help build pedestrian connectivity across downtown, promoting east-west walkability as part of a complete streetscape network from Fayetteville Street Mall to the Warehouse District.

Most importantly, the urban design of the campus will be unique, original, and fresh, incorporating new kinds of urban experiences and reinforcing the campus' placemaking identity through its public amenities. The new buildings will be positioned within this public realm with seamless connectivity in the experience of spaces between inside and outside.

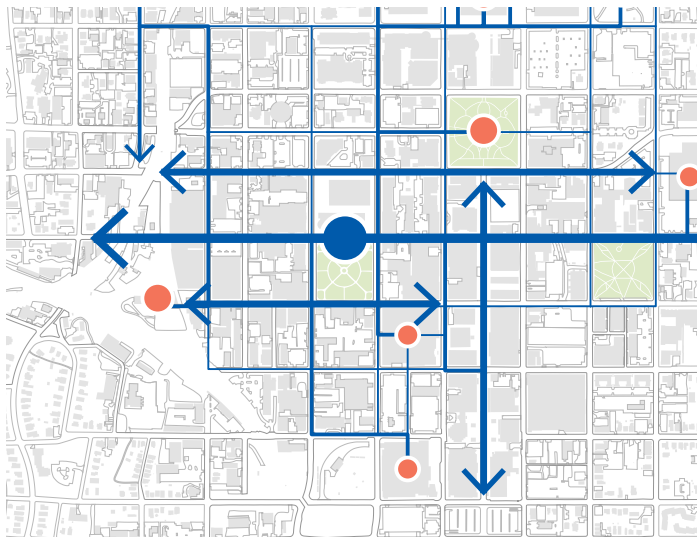
The urban design is shaped by **four urban design principles**, manifested across **eight urban design elements**, detailed over the next several pages.



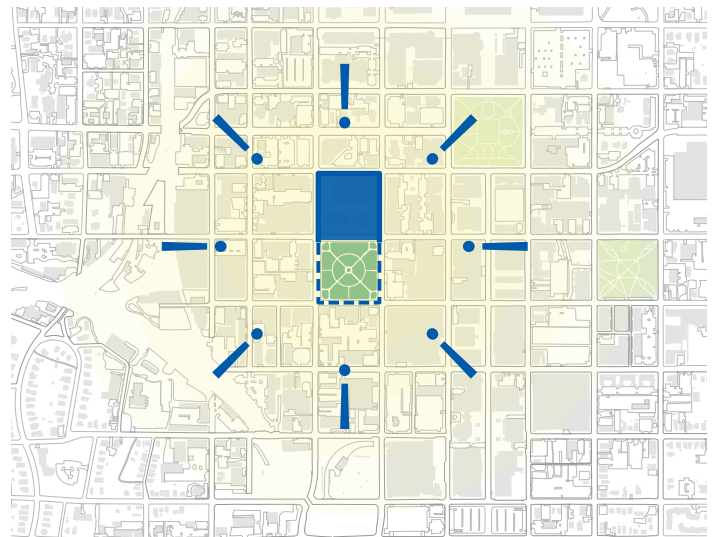
Envision the Campus as Raleigh's Public-Civic Heart



Connect Fayetteville Street District, Warehouse District, Moore Square, Glenwood Avenue and the State Capital

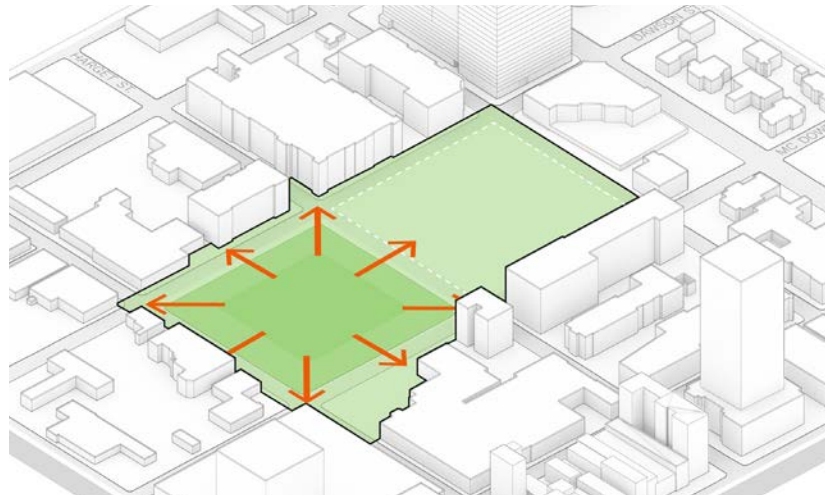


Expand Raleigh's Intimate, Downtown Pedestrian Network



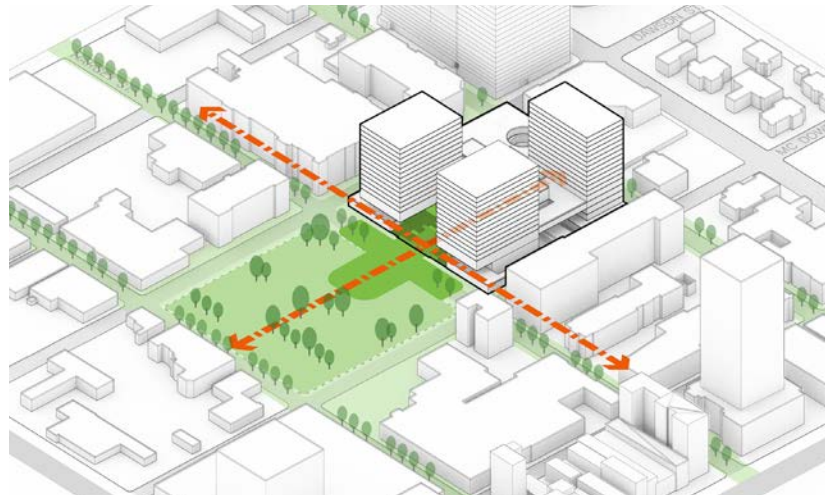
Create a Continuous, Public Experience with Nash Square

Urban Design Elements



Extended Experience of Nash Square

- Continuous public experience extending across Hargett Street
- Language of the park felt throughout the Civic Campus site



Public Prioritization of Hargett Street

- Central plaza is the “front lawn” to public service
- A gateway to the campus that’s public and welcoming
- Hargett Street prioritized as a pedestrian street



Burlingame, California

Strong East-West Connections

- Lush, walkable east-west streetscapes
- Building orientations that provide visibility across downtown



Time Warner Center, New York

Central Gallery as a Gateway

- A multistory public place at the core of the development
- An iconic moment symbolizing transparency in government
- A place for interactions and collaborations amongst City staff

Urban Design Elements



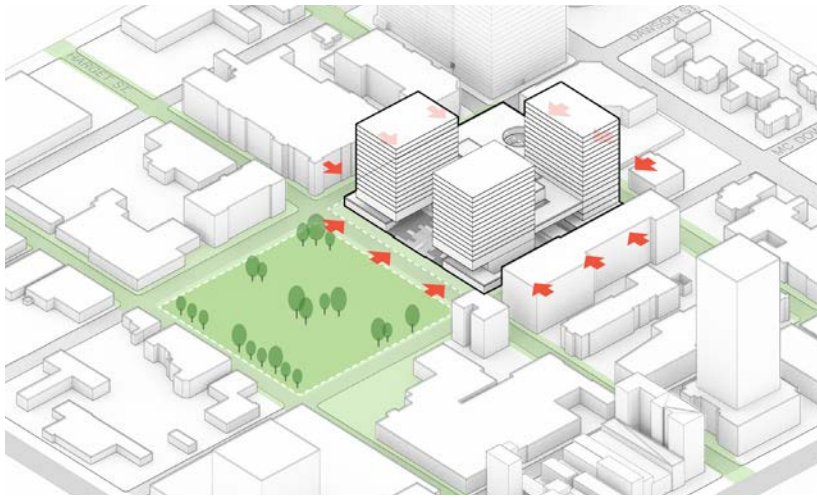
Prominent Face Fronting Nash Square

- An iconic façade showcasing great design
- A public expression, exuding the gravitas of public service



Third Party Uses Anchoring the Site's Northern Corners

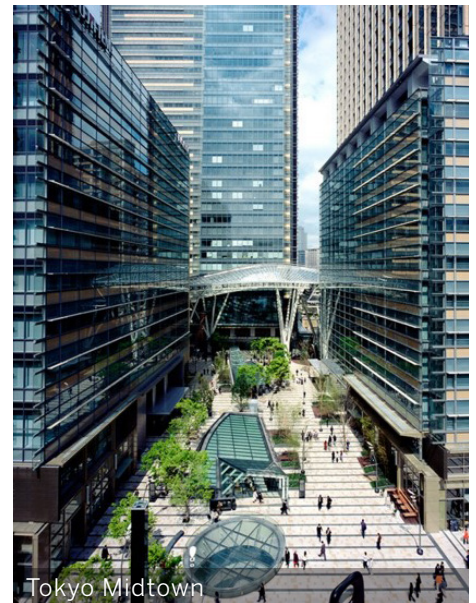
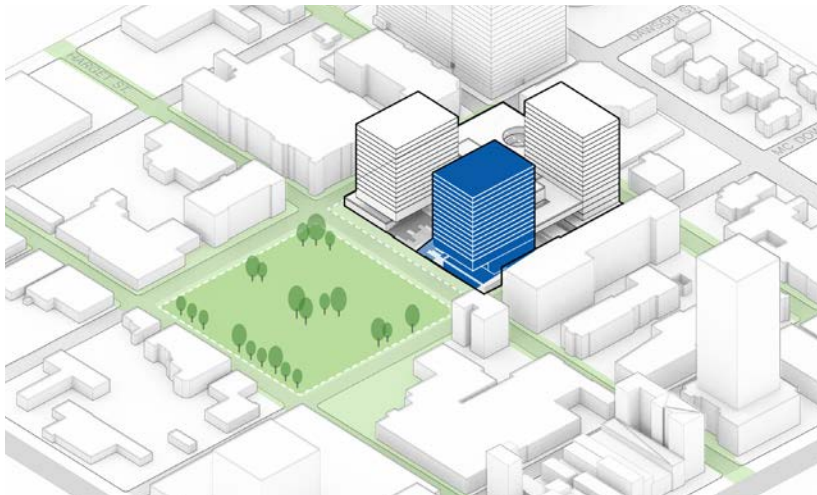
- Alternative experience that's both different and connected
- A future site for residential and commercial development



Rittenhouse Square, Philadelphia

A Presence on All Sides

- Entry points on all sides of the development as security allows
- A unique identity to each surrounding street



Tokyo Midtown

Phaseable design

- New City Hall can coexist with existing development
- Successful public experience at all phases of development

Civic Campus Site Plan



1 Revitalized Nash Square

The new design will re-establish Nash Square as the front lawn for the City with robust year-round access



5 Central atrium

A grand entrance to the spaces of City Hall, the atrium will link the East Tower and RMB in the short-term



2 The new Hargett Street

Hargett Street will become a pedestrian priority street with lush tree canopy, special ground surfaces, and flush ground plane



6 Center court

Lush with trees and places to sit, the court will be a series of elevated open spaces for City staff and guests



3 Gateway plaza

A public space with a variety of public amenities, the gateway will be the front door to City Hall



7 Future development

The site's northern corners may be anchored by vibrant mixed-use development with active retail, restaurants, and places to socialize



4 New City Hall

Overlooking Hargett Street and Nash Square, the City Hall may be anchored by active ground-floor retail



8 Parking & loading entry

Inconspicuous entrances to underground and structured parking will also support internal service & loading



The New City Hall



1 Ground-floor retail

Opportunity for ground-floor retail will anchor the corners of Hargett Street and activate the sidewalk



5 Collaborative areas

Shared amenities will have outdoor access and be places to informally socialize



2 Department gallery spaces

Publicly-accessible ground-floor spaces will showcase the transparency of City government



6 Meeting & training rooms

Shared departmental amenities will have views of Nash Square and support the efficient use of space



3 Centralized entrances

Clearly delineated from private spaces, public entry spaces will be interactive and inviting



7 Departmental office space

Class A departmental offices will support the public and private operations of City government



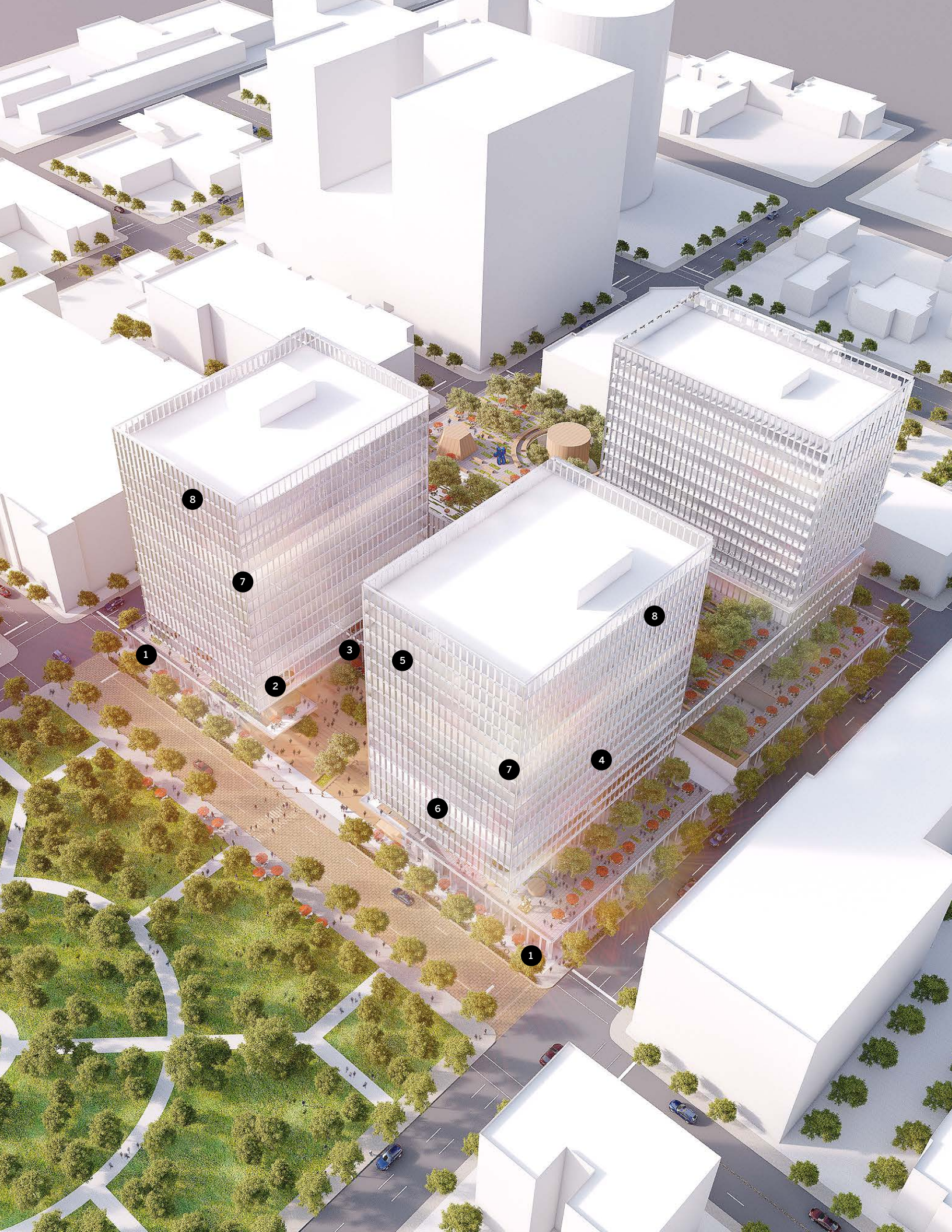
4 City Council chambers

Secure and accessible, the new City Council chambers will be centrally located and visually inviting



8 Elevated galleries

Elevated galleries will be areas to showcase the past, present, and future of Raleigh while offering expansive city views



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Implementation

Civic Campus Phasing

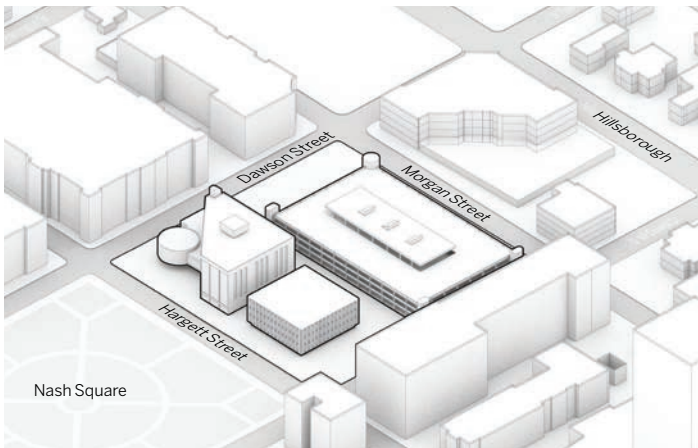
When fully implemented, the new Civic Campus will be a transformational project. Shaped around an iconic design, the campus will transform the Upchurch block into a civic destination and an urban catalyst that is public, permeable, and dynamic. Fully developed, it will feature centralized municipal facilities at its southern corners, including new departmental office space and conference facilities for approximately 3,000 staff, while at its northern corners it will include a mixed-use private development.

The campus will be implemented over three phases, allowing for new building development without disrupting the serviceability of the block's existing facilities.

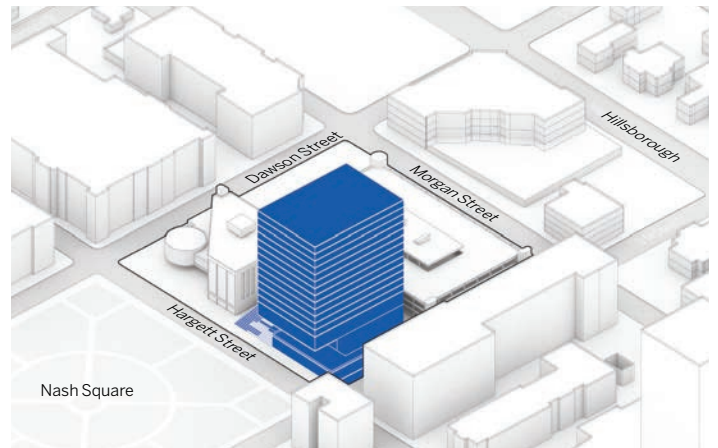
Phase I will include the development of the East Tower of the New City Hall and retention of RMB and the municipal parking deck. Phase I will require that the old vacant police headquarters be demolished. The new building will accommodate projected growth of City staff for approximately 9 to 14 years from the move-in date; that is, until approximately 2032 (assuming 2% annual growth rate) or more conservatively, approximately 2037 (assuming 1.5% annual growth rate), and will facilitate the transitioning of staff until Phase II can be developed.

Phase I will enable the City to fully consolidate its currently fragmented downtown workforce from multiple offices (RMB, OEP, 310 W. Martin, Professional Building, Briggs Building, One City Plaza and new leases). The development of the West Tower in Phase II will complete the full build-out of the new City Hall and provide space for growth until 2060 or longer.

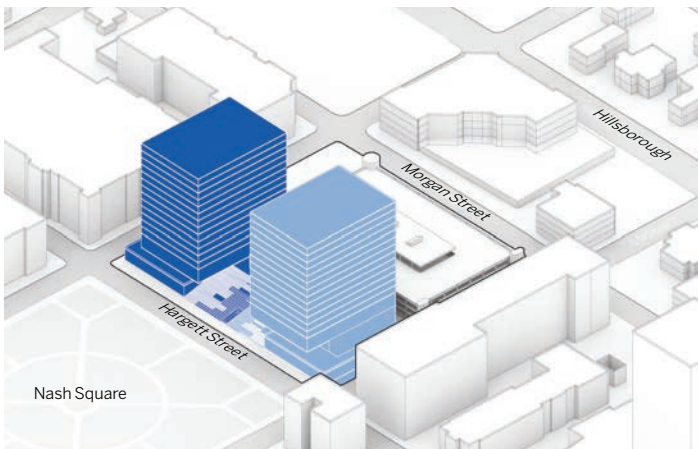
Phase III of the development will replace the existing municipal parking deck with mixed-use private development and new parking facilities.



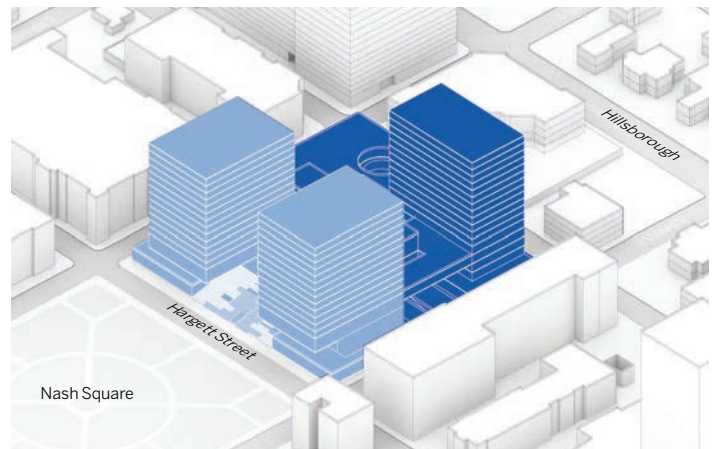
Existing Condition
2018



Phase I:
New City Hall, East Building



Phase II:
New City Hall, West Building



Phase III:
Mixed-Use Third-Party Development/ Parking Deck

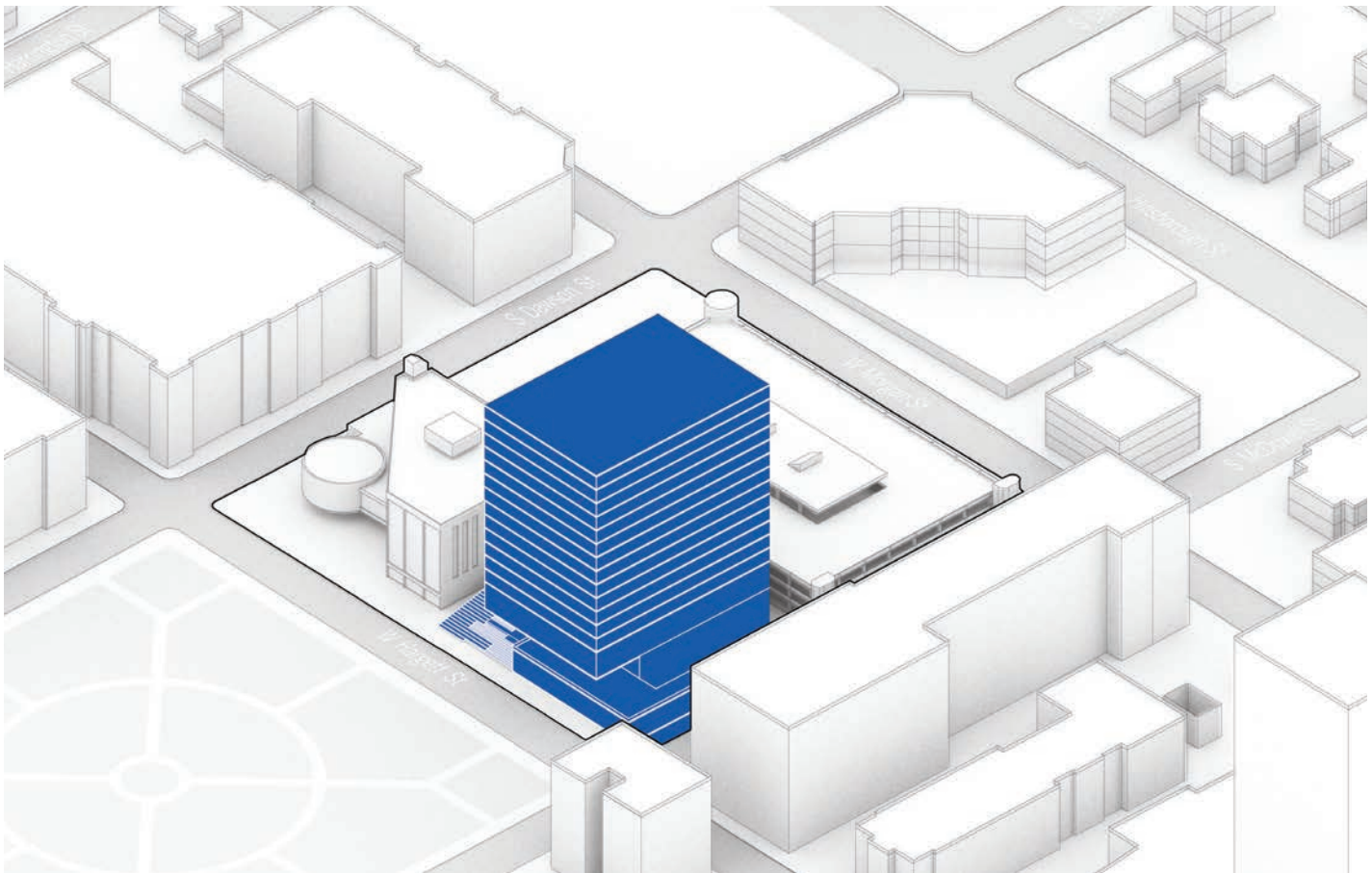
Phase I: City Hall, East Tower

The initial phase of the Civic Campus development will deliver the first building of a two-building New City Hall project. Located on the site of the vacant 110 McDowell Building, which will be demolished, this first new building is expected to be 20 stories in height and approximately 420,000 GSF of floor area above grade, excluding parking. RMB is expected to be vacated but not demolished in Phase I. This first phase of the Master Plan is expected to be delivered in 2023, approximately five years from City Council approval.

The Phase I building will accommodate projected growth of City staff for approximately 9 to 14 years from the move-in date; that is, the new building will be expected to reach capacity by approximately 2032 (assuming 2% annual growth rate), or more conservatively, in

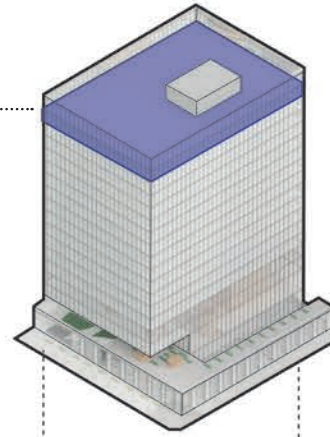
2037 (assuming 1.5% annual growth rate). Phase I plus continued occupancy of RMB (if desired) could provide for 20-30 years of City workforce growth capacity after Phase I is completed. Alternatively, RMB can be entirely vacated upon completion and occupancy of the new building, allowing flexibility of use and timing to launch Phase II of the Master Plan.

Required parking to support the needs of Phase I development program will be satisfied by the existing municipal deck plus supplemental use of parking developed with the new building. The existing municipal deck will be maintained throughout Phases I and II of the Master Plan.



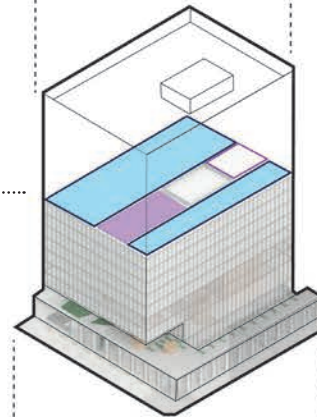
Upper Floors

Top floors of the East Tower will offer one-of-a-kind views atop the city. Program will be determined based on goals of the city.



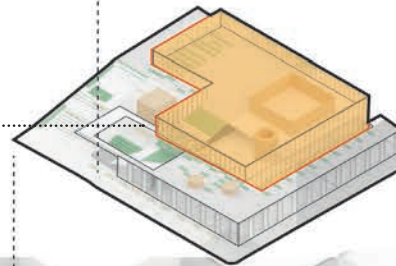
Typical Floor

Typical floors in the East Tower will include the offices of City departments, including centralized spaces for residents to engage with their government, as well as secure working areas for departmental employees. Private and open office spaces will both be included, as will conference rooms, collaborative working areas, and small cafe spaces.



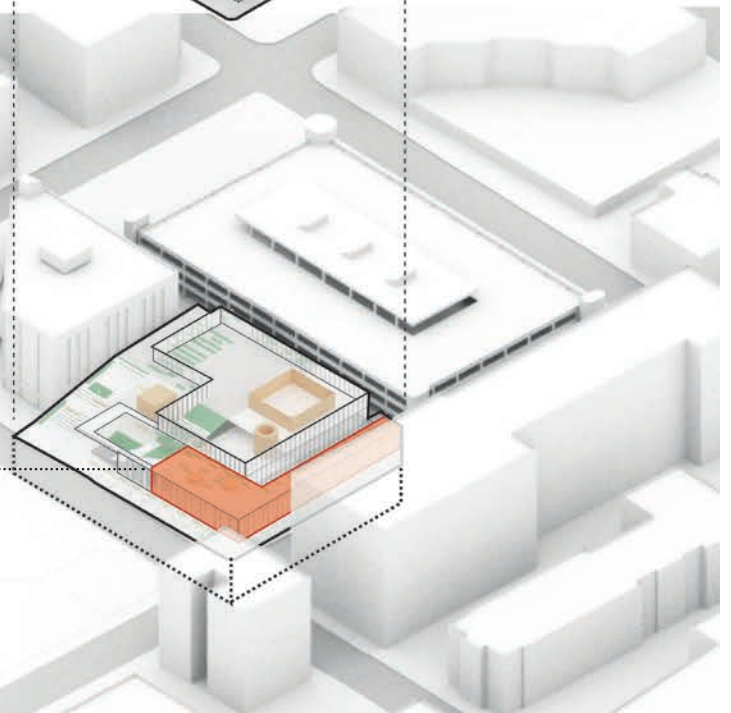
First Floor

The first floor of the East Tower is the gateway to city government, accessed via the central gateway, which will, in the short-term connect the East Tower to the RMB, and in the long-term the East Tower to the West Tower. From the gateway, visitors will enter through the central atrium into a navigable main lobby with access to the new City Council chamber, central galleries, and public meeting spaces. Collaborative gathering spaces for city employees and citizens, shared training rooms, and central amenities, potentially including a cafeteria, fitness center, and daycare, could also occupy the first few floors of the building.



Ground Floor + Parking

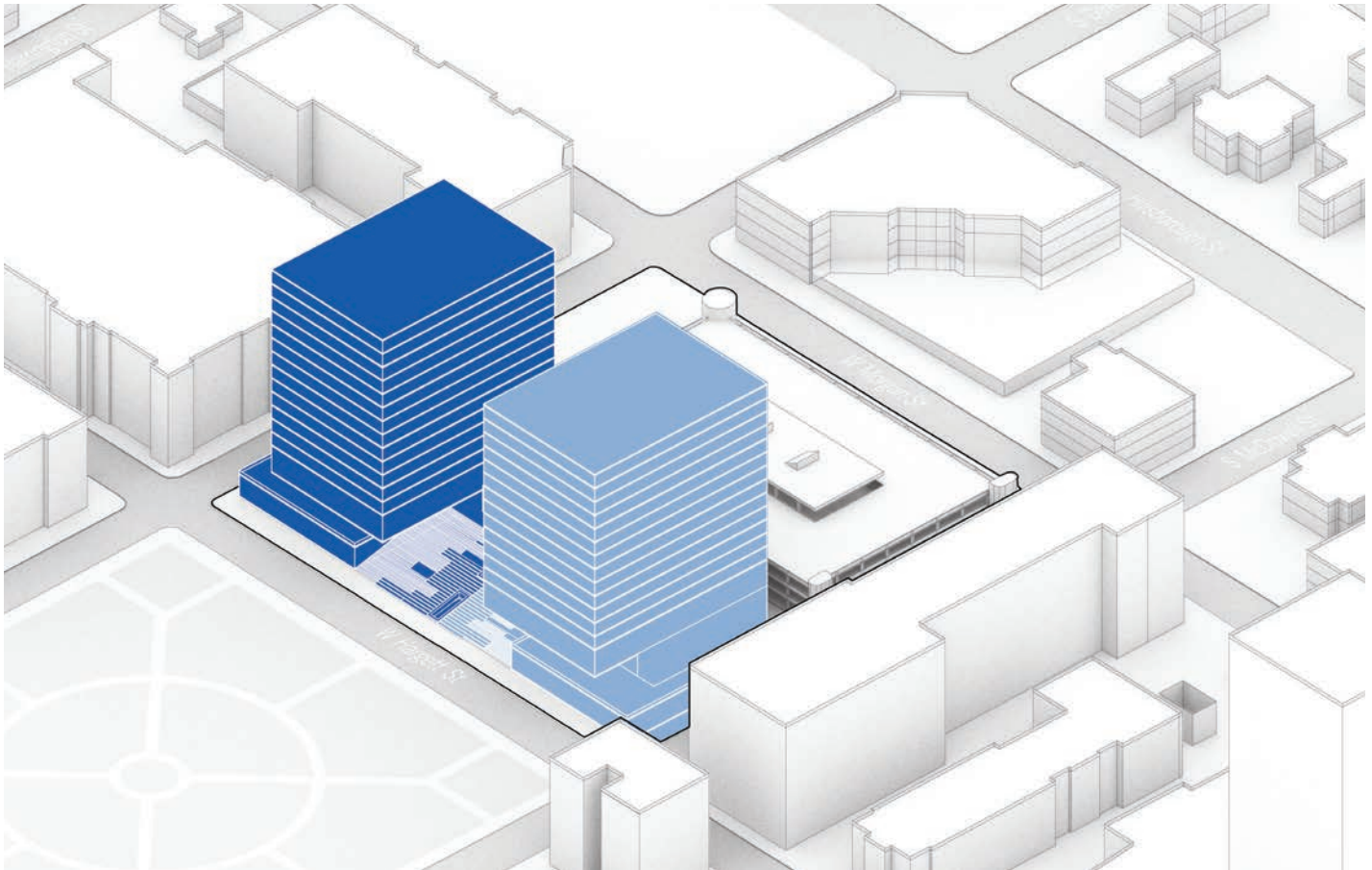
The ground floor is designed to engage the street, and may include storefront retail at the southeast corner of the campus. The ground floor will also include access to the East Tower underground parking garage.



Phase II: City Hall, West Tower

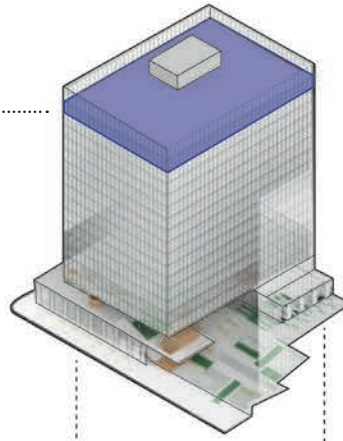
The second phase of the Civic Campus development will see the RMB demolished and replaced with a second new building to expand Phase I of the New City Hall. The second building will be up to 20 stories in height, and partially contains approximately 180,000 GSF of municipal space, providing additional departmental offices and conference facilities for staff and additional public facing functions. As for Phase I, the new building will deliver additional ground floor retail and parking. If Phase II is ultimately built to provide the maximum height, the building will likely have excess floor area, which may be used as leasable space to third parties, or shell space for future fit out. This second phase of the Master Plan is anticipated to be completed approximately five years after City Council approval.

Phase I + II buildings together could provide City workforce growth capacity for 45-60 years. Phases I + II will see the southern half of the Upchurch block in its final configuration. This milestone will complete the municipal building projects on site, and thereby realize the nucleus of the Civic Campus Master Plan.



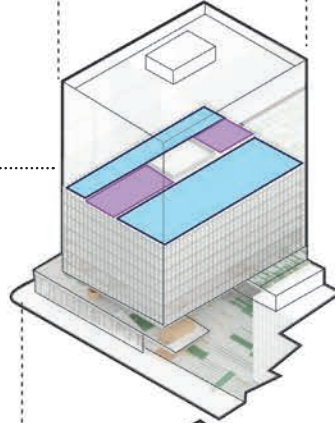
Upper Floors

Much like the East Tower, the top floors of the West Tower will include one-of-a-kind views atop the City. Program for this area will be determined based on goals of the city.



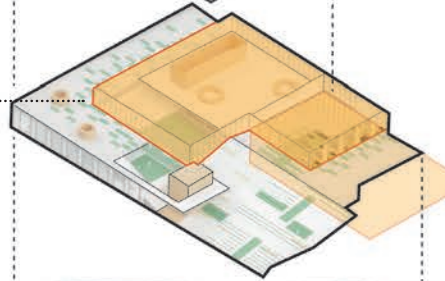
Typical Floor

Typical floors in the West Tower will include the offices of city departments not included in the East Tower, including centralized spaces for residents to engage with their government, as well as secure working areas for departmental employees. Private and open office spaces will both be included, as will conference rooms, collaborative working areas, and small cafe spaces.



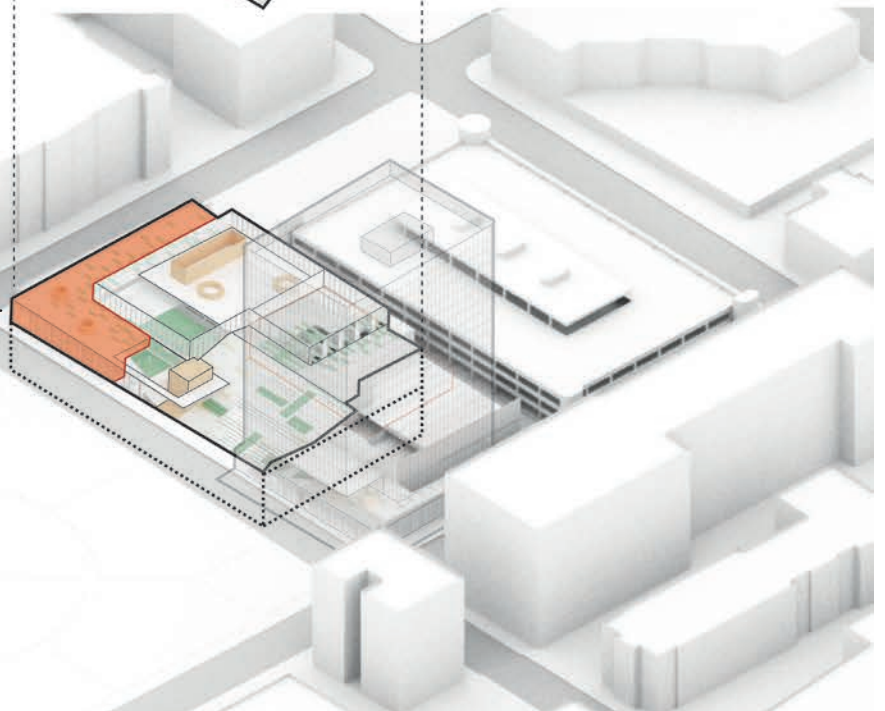
First Floor

The first floor of the West Tower will be an extension of the public realm established in the East Tower, similarly accessed via the central gateway. A navigable main lobby will provide access to central galleries, public meeting spaces, collaborative gathering spaces for city employees, shared training rooms, and centralized amenities.



Ground Floor + Parking

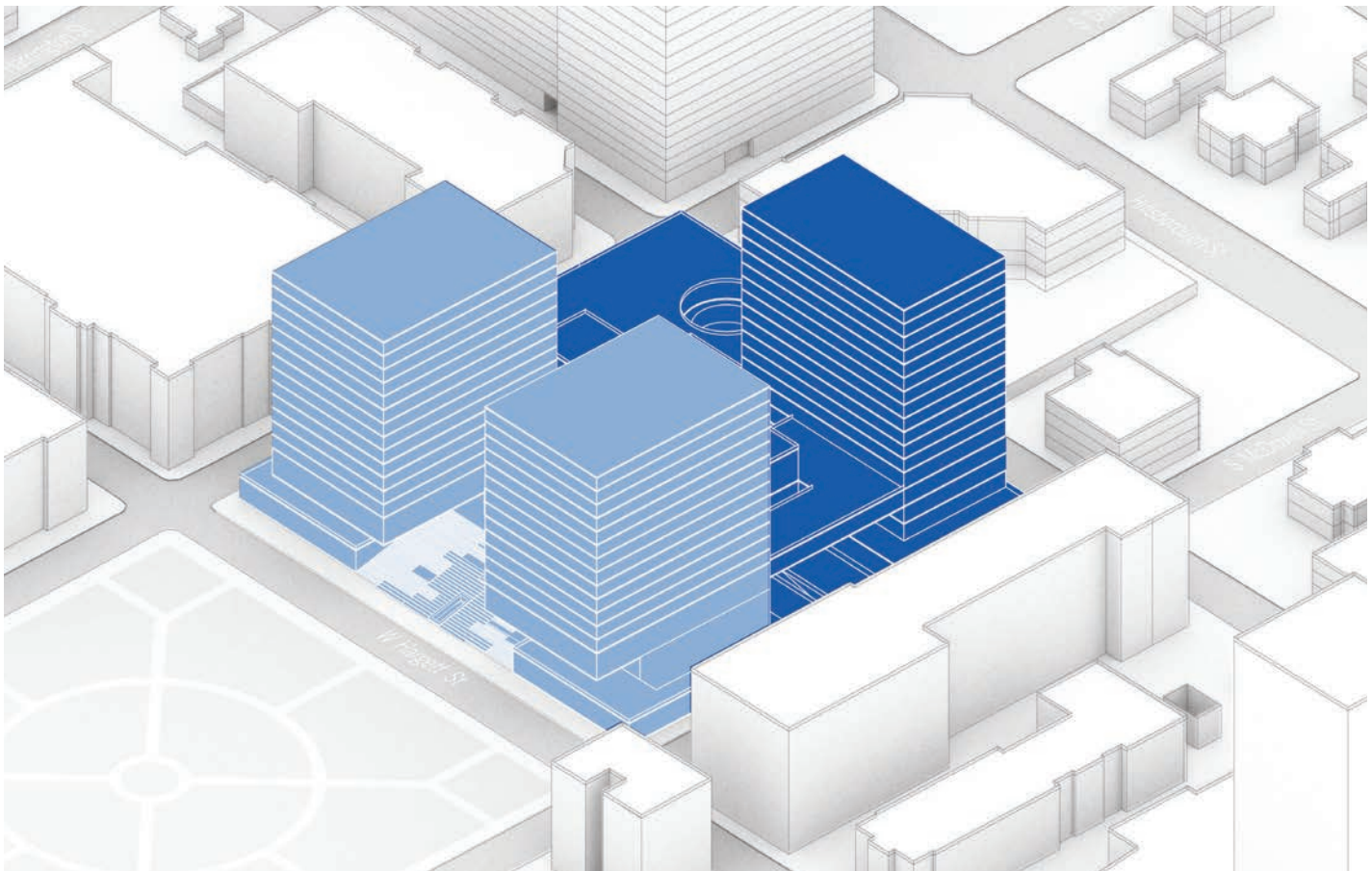
The ground floor of the West Tower will engage the southwest corner of the street with storefront retail. It will also include access to the West Tower's underground parking garage.



Phase III: Mixed-Use Third-Party Development

The third and final phase of the Civic Campus development concerns the northern half of the Upchurch block. Phase III may see the existing municipal parking structure demolished and replaced with a third-party project. The development may be up to 20 stories in height, and has the development potential of approximately 1.25 Million GSF, excluding below-grade parking and services. It should complement the civic functions of Phase I and Phase II, providing a combination of active ground-floor retail, creative office, and residential uses.

Phase III will be a private project, completed by a third-party in collaboration with the City of Raleigh. The City may consider options to sell or lease the rights to the Phase III land, and any new buildings associated with Phase III will be developed, owned, and maintained by a third-party. This third phase of the Master Plan is anticipated to be complete five to ten years after the completion of Phase II, depending on real estate market dynamics, and council approval.



Residential Development

While the mix of uses for the mixed-use private development have not been pre-established, residential development is encouraged as part of its design. Mixed-income residences can be oriented efficiently on this portion of the block, with access through a centralized lobby.

Rooftops

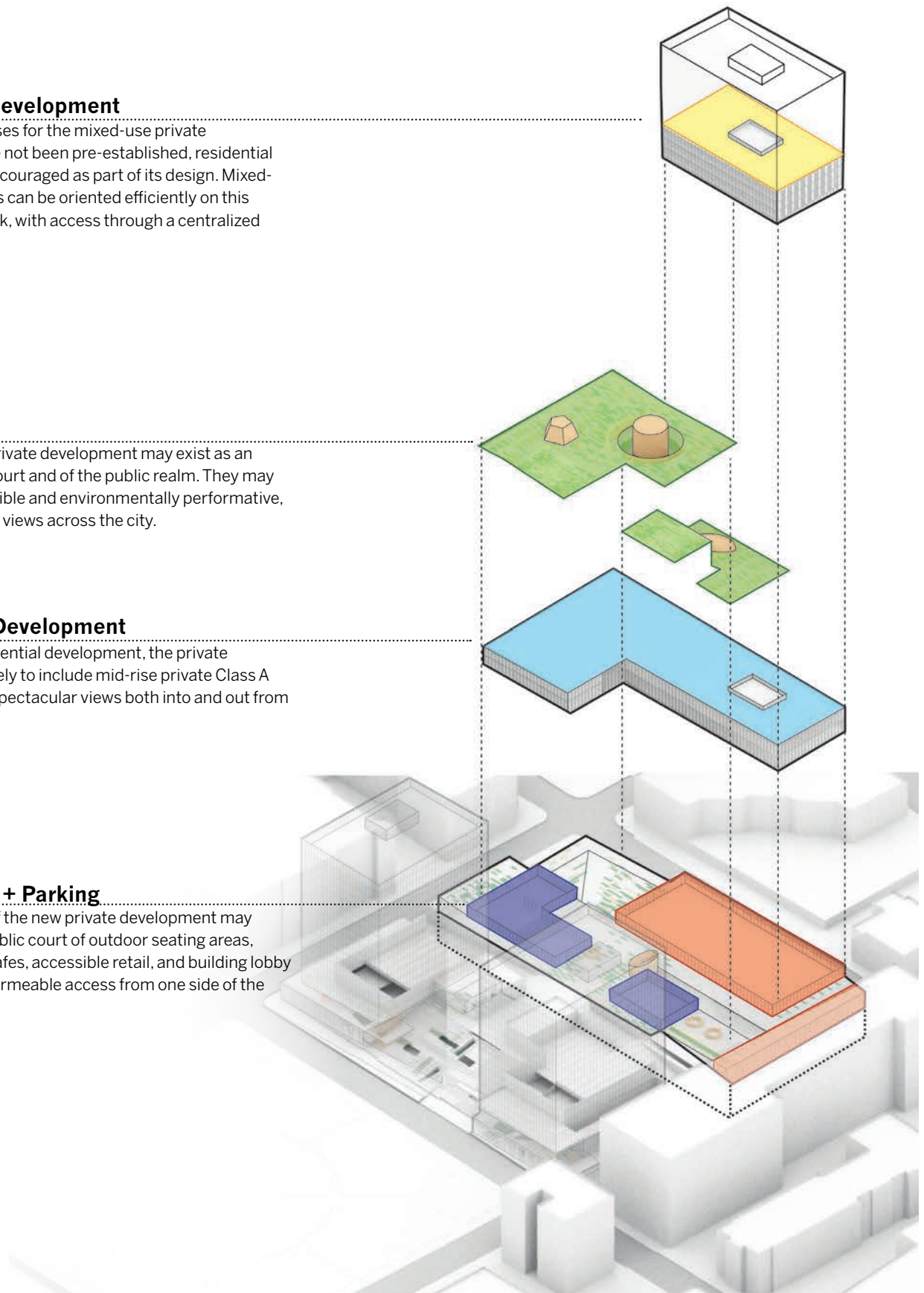
Rooftops on the private development may exist as an extension of the court and of the public realm. They may be publicly accessible and environmentally performative, offering expansive views across the city.

Commercial Development

In addition to residential development, the private development is likely to include mid-rise private Class A office space with spectacular views both into and out from the campus.

Ground Floor + Parking

The lower floors of the new private development may frame a central public court of outdoor seating areas, restaurants and cafes, accessible retail, and building lobby areas providing permeable access from one side of the block to the other.



September 6, 2018

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DAVENPORT

Cummings

