

WAKE FOREST: Burlington Mills

Typology: Reimagining & Changing Low Density



VISION

Develop a mixed-use employment hub, centered around an adaptive reuse of the Burlington Mill site, that capitalizes on access to the Neuse River Greenway, Capital Boulevard, and regional transit.



MARKET READINESS

5 = Strongest; 1 = Weakest

Current Market Strength

| | | | |
|---|---|---|---|
|  |  |  |  |
| Residential | Office | Retail | Hotel |

Given the easy access to major arterial roads, the transit station may benefit from having park-and-ride services, which could phase to include TOD opportunities over time. Opportunities could include 4-5 story multifamily apartments as well as a moderate amount of professional office uses. However, readily available greenfield sites are fairly limited in this area. Furthermore, the station area lacks the market strength required to compel the widespread redevelopment of existing structures.

Development Demand Projection (20 years)

| | | | |
|---|---|---|---|
|  |  |  |  |
| 75 units <small>(No-Build = 0 units)</small> | 60,000 sq. ft. <small>(No-Build = 50,000 sq. ft.)</small> | 45,000 sq. ft. <small>(No-Build = 45,000 sq. ft.)</small> | 0 rooms <small>(No-Build = 0 rooms)</small> |
| Residential | Office | Retail | Hotel |

Note, the market study and forecast was originally completed for the area North of the site and the TOD vision was moved to Burlington Mill post market study. These projections are expected to differ slightly in the new site context. The development demand projections are estimates of the development activity that may occur by 2042 if a passenger rail station is built in this study area. The demand projections are based on historic development patterns, pipeline development projects, and a qualitative assessment of the future real estate market dynamics for each study area. The projections are not calibrated to the actual development capacity of the study area as determined by current land availability, current local zoning regulations.

TOD Vision Plan



Future street connections
(See infrastructure Plan map)

The train station associated with this site (location to be determined) should anchor the new development associated with this site.

Future Development

Connection to Burlington Mills Rd (See Infrastructure Plan map)

Medium density transit-supportive residential uses (e.g., townhomes) can support dense walkable neighborhoods adjacent to the mobility hubs

BIG IDEA: Focus on adaptive reuse of Burlington Mill and redevelopment of the mill site.

The main street of this proposed project serves as an anchor for new development, providing opportunities for walkable retail and connecting the historic mill buildings to the proposed station.

Preserve the largest pond on the site and restore it to create a clean pond that connects the open space anchored by the park to the core of the site anchored by the main street.

BIG IDEA: Develop a new, large public open space in the floodplain along the Neuse River.

Connect greenways and trails to the local network to develop multimodal alternatives to the stations and mobility hub.

Legend
Concept plans illustrate potential development scenarios for S-Line mobility hubs and future development.

- Retail/commercial or office building
- High-density office/commercial mixed-use building
- Low-density multi-family residential building
- Residential-based mixed-use building
- Townhomes
- Single-family residential
- Existing building
- Trail/greenway
- Parks/open space

* This plan illustrates one potential development scenario that demonstrates principles of transit-oriented development. This concept does not demonstrate planned or programmed land development or infrastructure projects, unless otherwise indicated.

Built Form & Development Recommendations - Burlington Mills

The below table summarizes the key elements of the built form that are best practices applicable to this typology. The table summarizes which of these elements are already in place within the current regulatory tools and zoning, what is not in place and which elements are in progress. For applicable elements, a policy recommendation or action item is recommended.

 Already in Place
  In Progress
  Not in Place

| Built Form Needs | Status | Policy Recommendation/Action Item |
|---|---|---|
| Building & Architectural Character | | |
| Redevelop and adaptively reuse the former Burlington Mill site (current location of U-Haul storage) to create a more compact, walkable, and urban environment with an internal grid of streets. |  | Update the Community Plan's policies and future land use map to reflect opportunities for mixed-use development west of Capital Boulevard to anchor the redevelopment of the Burlington Mills area (as illustrated in the TOD Vision Plan). |
| Orient buildings close to and fronting internal streets, primary intersections, and open spaces. |  | Update UDO to reflect this requirement in TOD areas. Update zoning to a higher density or TOD-supportive land use category |
| Design the ground floors of buildings within commercial, mixed-use, and adaptive reuse areas to engage the street with transparent façades (fenestration) and active uses. |  | Update UDO to reflect this requirement in TOD areas. Update zoning to a higher density or TOD-supportive land use category |
| Within the redeveloped commercial use clusters, encourage building design that is complementary to, or takes design cues from, existing, mill building architectural features (e.g., façade treatments, materials, roof and window treatments, etc.) |  | Follow Town's Historic Design Standards |
| Utilize existing landmark features of the site, such as the iconic water tower, to create public open spaces and plaza areas as part of new development and adaptively-reused buildings. |  | Consider preparing a small area plan for the mobility hub area to further explore TOD-supportive open space opportunities |
| For buildings located on corners at primary intersections or gateways to the station area, incorporate distinctive form variations that accentuate the building's prominent and visible location and can serve as a gateway to the station area (e.g., additional building height relative to surrounding buildings, distinctive rooftops and rooflines, distinctive façade treatments, variations in building geometry, locating seating areas and outdoor dining spaces at street corners). |  | Update UDO to reflect this requirement in TOD areas Update zoning to a higher density or TOD-supportive land use category |
| Discourage large-scale, auto-oriented commercial uses. |  | Update UDO to reflect this requirement in TOD areas |
| Height, Massing & Development Transitions | | |
| Encourage building heights of up to 6 or more stories. |  | Update UDO to reflect this requirement in TOD areas |
| Provide transitions in height and massing to new residential e, such that buildings within commercial and mixed-use areas "step down" in height and scale in the vicinity of the smaller-scale residential neighborhoods to the north. |  | Update zoning to a higher density or TOD-supportive land use category |
| Break up the horizontal and vertical massing of buildings through approaches such as: variations in façade elements, modulation of rooflines; dividing single building masses into multiple buildings, especially for redevelopment within the existing Mill building area; or variations in building form and massing, such as step-backs and terracing. |  | Update UDO to reflect this requirement in TOD areas |
| Encourage the use of trees, vegetation, and green spaces as visual buffers and transitions between different land uses. |  | Update UDO to reflect this requirement in TOD areas |
| Establish consistent building frontages along internal streets closest to the station by minimizing the space between buildings. |  | Consider preparing a small area plan for the mobility hub area to further explore TOD-supportive open space opportunities |
| Infill Development and Adaptive Reuse | | |
| Create a new street network as new development occurs, including establishing an interconnected street grid within large parcels. |  | Prepare a detailed small area plan that includes recommended new streets in the TOD vision. |
| Promote medium-density, transit-supportive residential uses (e.g., townhomes) and walkable neighborhoods adjacent to the mobility hub area. |  | Update UDO to reflect this requirement in TOD areas |
| Incorporate courtyards, plazas, other small green spaces as part of new development, including a signature open space with community recreational amenities adjacent to the Neuse River |  | Consider preparing a small area plan for the mobility hub area to further explore TOD-supportive open space opportunities |
| Encourage the adaptive reuse of existing mill structures with distinctive and/or historically-significant architecture. |  | Follow Town's Historic Design Standards |
| Encourage affordable housing options and a mix of housing types, including senior housing, within residential areas |  | Follow the Town's established affordable housing plan |
| Multimodal Transportation & Parking | | |
| Provide on-street, parallel parking on streets in the vicinity of the mobility hub. |  | Update UDO to reflect this requirement in TOD areas |
| Locate off-street surface parking area at the rear and side of buildings while meeting Americans with Disabilities Act (ADA) requirements for accessible parking. |  | Update UDO to reflect this requirement in TOD areas |
| Screen off-street surface parking areas from surrounding land uses by locating them at the rear of buildings as well as by utilizing trees, landscaping, and architectural treatments as visual buffers. |  | Update UDO to reflect this requirement in TOD areas |
| Explore opportunities for shared parking arrangements between multiple lots, uses or buildings. | | Update UDO to reflect this requirement in TOD areas |
| Consider shared and consolidated driveway access, where possible, for pedestrian safety, shared parking access and to maintain the integrity of the streetscape. | | Update access management policies |

Open Space

The open space south of primary activity center - located today between Burlington Mill, the Neuse River, the S-Line, and Capital Boulevard - offer an opportunity to create a regionally significant park. Creating an attractive public space here supports the mobility hub area by making it a destination that serves nearby residents, provides connections to the regional greenway system along the Neuse River, and connects to residents in Raleigh south and west of the river. The park provides ample space to place multiple features to attract and entertain users. This illustration highlights a playground, picnic space, tennis courts, athletic fields, walking trails, and a bridge across the river.



Catalytic TOD Sites

Opportunity Sites

Three sites within the Burlington Mills station area have been identified as strong candidates for supporting TOD. Potential opportunity sites include:

A

Burlington Mills (9701 Capital Blvd)

This privately-owned, 35.2 acre site sits between Capital Boulevard and the S-Line. It holds a large industrial facility on its north end, housing a logistics company, and is undeveloped to its south end. It has been recognized by the Town of Wake Forest as a key adaptive reuse priority and potential mobility hub site, using the existing, underutilized facility to create a new-mixed use development. Both priority infrastructure projects in the mobility hub area focus on Burlington Mills, through a station access road from Capital Boulevard and a new multimodal connection to the existing Neuse River Greenway. With this interest and the redevelopment potential, it is the clear first mover candidate.

Parcel number: 1738272828

B

Burlington Industries (O Capital Blvd)

This publicly-owned, 41.4 acre-site sits north of Capital Blvd's intersection with the Neuse River. This is the former waste water treatment plant associated with the old Burlington Mill. It is now defunct and in need of environmental remediation. It is completely undeveloped and runs parallel to the Neuse River Greenway located across the river. Its proximity to both Burlington Mills and the greenway provides an opportunity for outdoor recreation or park related redevelopment through potential greenway connectivity, which is a major priority for this mobility hub.

Parcel number: 1738360348

C

Proposed River Trail connection site (O Capital Blvd)

This privately-owned, 61.8 acre site is completely undeveloped. Bordered by the Neuse River to its west and the S-Line to its east, the site would connect the Neuse River trail to the Burlington Mills site through a proposed railroad bridge. It may provide an opportunity for further greenway expansion that can support the mobility hub area's major outdoor recreation focus, or to hold additional mixed-use development to accompany the Burlington Mills' redevelopment. Note, approximately half of the parcel is within a designated floodplain.

Parcel number: 1738089594



Catalytic TOD Sites - ACTION PLAN

As Wake Forest experiences rapid population growth, available greenfield sites in the southern portion of town are being developed into single-family subdivisions. As one of the few remaining large-scale development sites, the Burlington Mills property can be repositioned as a mixed-use district and serve as the “Gateway to Wake Forest”. Additionally, the mobility hub area’s access to the Neuse River can offer enticing recreational amenities for future residents, workers, and visitors to the mobility hub area.

Near-Term (12-18 months)

- Work with the property owner to conduct a study and determine the level of environmental contamination on the Burlington Mills property.
- Engage in discussions with current Burlington Mills property owner to either acquire the property or facilitate transaction to trusted private development partner.
- Identify infrastructure funding needs for mobility hub, parking, and bike/ped improvements for the station area, especially as single-family residential developments expand into lots surrounding the mobility hub area.
- Coordinate with Wake County and other public agencies (i.e., Wake Technical Community College, Wake County Public Schools) to identify space needs which could be supported within the Study Area.
 - Administrative offices could serve as anchors for future TOD developments.
- Review the Town’s existing Unified Development Ordinance to ensure that moderate density residential uses are allowed by-right within the mobility hub area.
 - These uses include multifamily rental and single family attached housing typologies, such as townhomes, duplexes, and other small to medium scale housing typologies.

Mid-Term (2-5 years)

- Pursue state grants opportunities, such as the NC State Parks Trails Program Grant, to enhance greenway connections to the Neuse River Trail from Burlington Mills Site.
 - Commence greenway enhancements, such as the southern bridge to the Neuse River Trail as a recreational amenity for surrounding residential subdivisions and future Burlington Mills site users.
- Pursue other federal and state funding sources to support infrastructure costs and other open space enhancements, such as public parks.
- Pursue funding needed to implement necessary environmental remediation to ensure any contaminants found are removed or contained.

Long-Term (5+ years)

- Leverage recreational amenities, surrounding residential base, and access to Capital Boulevard to attract office and other commercial tenants.
- Support development of surrounding Town-owned greenfield properties and redevelopment of existing commercial spaces to maximize lot development potential in a way that complements the Town’s desired development pattern.

Priority Infrastructure Projects

1

Burlington Mills Station Access Road

A new street providing access to the Burlington Mill site is identified in the Capital Boulevard North Upgrade (U-5307). Creating a connection to this street from the mobility hub is critical for access and general traffic circulation.

2

Neuse River Trail Connections

This project will construct an off-street pedestrian and bicycle trail while connecting the neighborhoods to the west and the south to the potential mobility hub.



WAKE FOREST: Old Forestville

Typology: Reimagining & Changing Low Density



VISION

Develop a South Main Street Transit-oriented Development (TOD) District that utilizes the current Public Works Yard and supports future TOD infill and a park-and-ride with access to Calvin Jones Highway.



Today

MARKET READINESS

5 = Strongest; 1 = Weakest

Current Market Strength



Residential



Office



Retail



Hotel

The station area is currently challenging for TOD opportunities given its auto-oriented character and limited development activity to date. Existing structures are mostly low-density and uses that are not friendly to transit, such as car dealerships or warehouses. The inclusion of commuter rail would likely generate modest growth in retail while creating demand for smaller-scale multifamily project to complement the station area's predominately single-family housing stock. The old Burlington Mills on Capital Boulevard, currently a U-Haul center, could be reimagined and serve as a gateway to Wake Forest from Raleigh.

Development Demand Projection (20 years)



400 units
(No-Build = 75 units)

Residential



110,000 sq. ft.
(No-Build = 60,000 sq. ft.)

Office



45,000 sq. ft.
(No-Build = 35,000 sq. ft.)

Retail



0 rooms
(No-Build = 0 rooms)

Hotel

The development demand projections are estimates of the development activity that may occur by 2042 if a passenger rail station is built in this study area. The demand projections are based on historic development patterns, pipeline development projects, and a qualitative assessment of the future real estate market dynamics for each study area. The projections are not calibrated to the actual development capacity of the study area as determined by current land availability, current local zoning regulations, etc.

TOD Vision Plan

| Legend | |
|--------|---|
| | Retail/commercial or office building |
| | High-density office/commercial mixed-use building |
| | Low-density multi-family residential building |
| | Residential-based mixed-use building |
| | Townhomes |
| | Single-family residential |
| | Existing building |
| | Trail/greenway |
| | Parks/open space |

BIG IDEA: Improve pedestrian and bicycle facilities along South Main Street to improve multimodal access around the mobility hub and to the station.

New residential uses can be in the form of multi-family buildings.

BIG IDEA: Create a new, central green space that connects a potential mobility hub with South Main Street.

New residential uses can be in the form of multi-family buildings.

Recommended rail crossing for consideration as part of future capital investments by the Town of Wake Forest.

Potential new residential uses can include medium density development (such as town homes), stepping down to single-family uses adjacent to existing neighborhoods

BIG IDEA: Build a pedestrian overpass at Friendship Chapel Road to connect neighborhoods east of the railroad tracks and provide station and mobility hub access.

Potential new residential uses, such as townhomes can introduce new transit users while minimizing impacts to existing single-family neighborhoods.

Connect greenways and trails to the local network to develop multimodal alternatives to the mobility hub.

* This plan illustrates one potential development scenario that demonstrates principles of transit-oriented development. This concept does not demonstrate planned or programmed land development or infrastructure projects, unless otherwise indicated.

Built Form & Development Recommendations - Old Forestville/Capital Blvd

The below table summarizes the key elements of the built form that are best practices applicable to this typology. The table summarizes which of these elements are already in place within the current regulatory tools and zoning, what is not in place and which elements are in progress. For applicable elements, a policy recommendation or action item is recommended.

 Already in Place

 In Progress

 Not in Place

| Built Form Needs | Status | Policy Recommendation/Action Item |
|---|---|--|
| Building & Architectural Character | | |
| Retrofit large-scale, auto-oriented commercial uses, primarily along South Main Street, to create a pedestrian-friendly commercial and mixed-use environment. |  | Review and update the Community Plan's policies for the Old Forestville Road station area. Consider the potential for a greater mix of uses, including residential, in the area along South Main Street (as illustrated in the TOD Vision Plan). |
| Orient buildings close to and fronting streets, primary intersections at Friendship Chapel Road as well as new intersections along South Main Street, and open spaces. |  | Update UDO to reflect this requirement in TOD areas |
| Design the ground floors of buildings to engage the street with transparent façades (fenestration) and active uses. |  | Update UDO to reflect this requirement in TOD areas |
| Where appropriate, encourage building design that is complementary to, or takes design cues from, existing historic or culturally-significant architectural features such as existing neighborhood character on the west side of South Main Street. These features include the scale and form of historical development patterns and the prevailing architectural styles of the surrounding area (e.g., façade treatments, materials, roof and window treatments, etc.). |  | Follow Town's Historic Design Standards |
| For buildings located on corners at primary intersections, such as South Main Street and Friendship Chapel Road and serve as gateways to the mobility hub area, incorporate distinctive form variations that accentuate the building's prominent and visible location and can serve as a gateway to the station area (e.g., distinctive rooftops and rooflines, distinctive façade treatments, variations in building geometry, seating areas and outdoor dining spaces at street corners). |  | Update UDO to reflect this requirement in TOD areas |
| Height, Massing & Development Transitions | | |
| Encourage building heights of up to 2 stories in most instances; consider heights of up to 4 stories on a case-by-case basis around transit station at this location. |  | Update UDO to reflect this requirement in TOD areas |
| Provide transitions in height and massing to existing and new residential neighborhoods, such that buildings "step down" in height and scale in the vicinity of smaller-scale residential neighborhoods. |  | Consider preparing a small area plan for the Old Forestville Road station area to further explore TOD-supportive development potential within this area. |
| Break up the horizontal and vertical massing of buildings through approaches such as: variations in façade elements, modulation of rooflines; dividing single building masses into multiple buildings, especially on long blocks along South Main Street and Friendship Chapel Road; or variations in building form and massing, such as step-backs and terracing. |  | Update UDO to reflect this requirement in TOD areas |
| Encourage the use of trees, vegetation, and green spaces as visual buffers and transitions between different land uses. |  | Update UDO to reflect this requirement in TOD areas |
| Infill Development and Adaptive Reuse | | |
| Promote and celebrate the area's history by encouraging the preservation and/or adaptive reuse of historic structures. |  | Follow Town's Historic Design Standards |
| Extend and connect the street network as new development occurs, including establishing an interconnected street grid within large parcels. |  | Prepare a detailed downtown small area plan that includes recommended new streets in the TOD vision. |
| Incorporate courtyards, plazas, other small green spaces as part of new development. |  | Update UDO to reflect this requirement in TOD areas |
| Encourage affordable housing options and a mix of housing types, including senior housing. |  | Follow the Town's established affordable housing plan |
| Enhance the character and privacy of residential infill development by incorporating limited front setback areas with landscaping. |  | Update UDO to reflect this requirement in TOD areas |
| Multimodal Transportation & Parking | | |
| Provide on-street, parallel parking on streets in the vicinity of the mobility hub. |  | |
| Wrap parking structures with active building frontage. |  | Update UDO to reflect this requirement in TOD areas |
| Locate off-street surface parking area at the rear and side of buildings while meeting Americans with Disabilities Act (ADA) requirements for accessible parking. In limited instances downtown and transition areas, front-lot "teaser" parking may be considered for local businesses, but parking should be limited to a single row of cars to maintain an attractive, pedestrian oriented streetscape. |  | Update UDO to reflect this requirement in TOD areas |
| Where feasible, incorporate parking structures into new development. Parking structures should be wrapped and concealed by active building frontage, to foster a comfortable and active pedestrian environment. Require design considerations, such as landscaping, to conceal garage entrances where visible. |  | Update UDO to reflect this requirement in TOD areas |
| Screen off-street surface parking and parking structures areas from surrounding land uses, utilizing trees, landscaping, and architectural treatments as visual buffers. |  | Update UDO to reflect this requirement in TOD areas |
| Explore opportunities for shared parking arrangements between multiple lots, uses or buildings. |  | Update parking requirements and policies |
| Consider shared and consolidated driveway access, where possible, for pedestrian safety and to maintain the integrity of the streetscape. |  | Update access management policies |

Open Space

This area, if selected as a mobility hub location, offers limited opportunities for open space. However, it will be important to create an inviting space that provides park space for nearby residents while supporting active transportation connections across the S-Line to the mobility hub. This concept illustrates three key concepts:

A. OLD FORESTVILLE PARK

Located at the intersection of Friendship Chapel Road and South Main Street, this park creates a welcoming front door to the mobility hub and creates a landing zone for the Friendship Chapel Road pedestrian and bicycle bridge. The park provides access across the street and provides open space for nearby residents.

B. FRIENDSHIP CHAPEL ROAD PEDESTRIAN & BICYCLE CROSSING

Maintaining access across the tracks is of critical importance to residents and business owners in Wake Forest. This concept explores a grade-separated crossing that was not identified in the S-Line's 2015 Final Environmental Impact Study (FIES). The proposed grade-separated crossing will need to be further evaluated and vetted with NCDOT. Town staff will also need to coordinate on topics including feasibility, cost, funding, construction, and maintenance.



New park space provides a focal point for the transit hub and provides open space for nearby residents.



Parks and recreational amenities can function as trailheads for regional trails and greenways.



Greenways and trail connections serve both as recreational facilities as well as key transportation corridors for active transportation modes.

The concept shown here illustrates a new, grade-separated pedestrian crossing on Friendship Chapel Road.

Pedestrian and bicycle bridges are commonly used in North Carolina, and NCDOT has approved their construction in many locations, including Kannapolis and Charlotte. The primary advantages of a bridge are its more predictable cost and increased visibility. The design should also consider the area around the foot/landing on each side, as these spaces are opportunities to create inviting public plazas that are attractive to users. Bridges also create some challenges - notably they can function as a barrier due to the time it takes people and cyclists to ascend/descend using stairs and/or an elevator. The maintenance costs and responsibility for a public elevator would also need to be determined.

C. GREENWAY TRAILS

East of the S-Line, the Town of Wake Forest Public Works site offers an opportunity to create a trail system that can provide additional active transportation connection options to access the pedestrian and bicycle bridge and the mobility hub for nearby residents.



Catalytic TOD Sites

Opportunity Sites

Six sites within the Old Forestville mobility hub area have been identified as strong candidates for supporting TOD.

A

Wake Forest Public Works Operation Center (234 Friendship Chapel Rd)

This 11.1 acre, publicly-owned site is just east of the S-Line on the south side of Friendship Chapel. The site includes a number of offices/treatment facilities, a water tower, and some undevelopable land, but is mostly covered by underutilized parking. It borders two additional, publicly owned undeveloped sites and is proximate to churches, a single-family subdivision, and the mostly-undeveloped Holding Village, multi-family site. The site provides an opportunity to complement the ongoing residential development in the area or provide a site to expand municipal offices, while also creating a multimodal connection and access point along the railroad tracks. Due to its public ownership, size, and proximity to additional publicly owned land that could support a larger redevelopment, the Public Works Operations Center is the best first mover candidate.

Parcel Number: 1840346835

B

125 County Rd

This 2.1-acre, privately-owned site sits at the corner of S Main Street and Friendship Chapel Road. It consists of underutilized parking to support a small, mostly occupied shopping center. It provides an opportunity for park or plaza redevelopment that can connect to the area's proposed train station.

Parcel Number: 1840346835

C

905 S Main St

This 0.9 acre, privately-owned site is at the corner of Dr. Calvin Jones Highway and South Main St, just west of the S-Line. It sits across from a Lidl Super Market and borders some multifamily housing. Due to its positioning and access to two major roads, it offers a number of potential redevelopment opportunities that complement the proposed train station.

Parcel Number: 1840346835

D

113 Forestville Rd

The privately-owned, 1.8-acre site consists of three parcels at the corner of Forestville Road and Liberty Street. Sitting just west of the S-Line, the site holds a small construction company office and is otherwise undeveloped. The site offers an opportunity for infill transit-supportive development proximate to the proposed mobility hub.

Parcel Numbers: 1840247906, 1840247711, 1840247810



Catalytic TOD Sites - ACTION PLAN

Given the station area's predominately residential character, proximity to Downtown, and adjacency to Dr. Calvin Jones Highway, future development in Old Forestville can serve as a transition between higher-density residential uses in downtown and single-family detached neighborhoods heading south towards Raleigh. Repositioning the Public Works Department operations center site to support townhomes and other housing typologies can preserve the residential character of the mobility hub while increasing housing density in Wake Forest. Office and governmental users may also be attracted to the mobility hub area following transit investments and greenspace enhancements.

Near-Term (12-18 months)

- Coordinate with the Town's Public Works Department to identify existing space needs for the operation center to understand the site's redevelopment potential, especially on the eastern portion bordering the rail line.
- Coordinate with Wake County and other public agencies (e.g, Wake Technical Community College, Wake County Public Schools) to identify space needs which could be supported within the Study Area.
- Review the Town's existing Unified Development Ordinance to ensure that moderate density residential uses are allowed by-right within the mobility hub area.
 - These uses include multifamily rental and single family attached housing typologies, such as townhomes, duplexes, and other housing typologies.
 - Continue to work with NCDOT Rail Division on site selection and development, including the upcoming Mobility Hub Study and associated NEPA work.
- Complete the Town's Access Management Study for S. Main Street to identify solutions to enhance bike/ped safety and improve traffic flow along that corridor to support future TOD.

Mid-Term (2-5 years)

- Create a small area plan to explore TOD-supportive development and public realm enhancements for Old Forestville.
- Begin marketing of state and federal funding sources to improve public infrastructure, enhance pedestrian and bicycle facilities, and construct greenspaces.

Long-Term (5+ years)

- Commence public infrastructure improvements (i.e. bike and pedestrian facility expansions along South Main Street) and green space development (i.e., open space and greenway connection surrounding Public Works Department operations facility and expansion towards the existing Smith Creek and Dunn Creek Greenway network).
- Begin to market publicly owned sites to support higher-density residential uses, office development (governmental or private-sector) and neighborhood serving retail uses.
- Support development of surrounding Town-owned greenfield properties and redevelopment of existing commercial spaces to maximize lot development potential in a way that complements the Town's desired development pattern.

Priority Infrastructure Projects

1

South Main Street Multimodal and Safety Improvements

This street primarily serves drivers today. This project, identified by this TOD Study, will make improvements to add dedicated spaces for pedestrians and cyclists while examining the allocation of existing (and proposed) roadway space for drivers to determine the best options to improve multimodal access to the Old Forestville community as well as the proposed mobility hub.

2

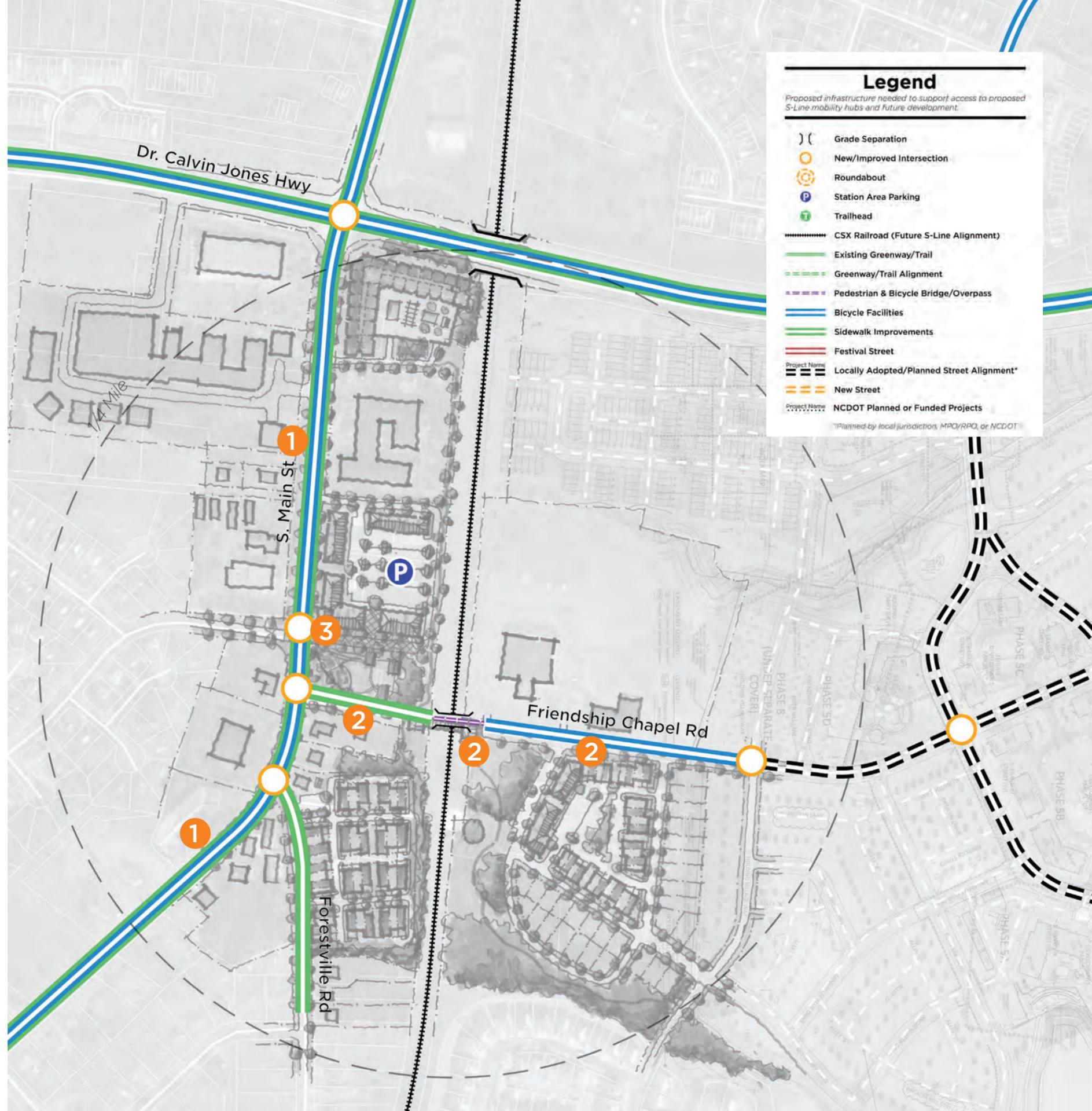
Friendship Chapel Road Multimodal Improvements

This project, identified by this TOD Study, will preserve pedestrian and bicycle access along Friendship Chapel Road by installing sidewalk and bicycle facilities, creating a grade-separated connection to South Main Street to preserve access across the railroad, and to the proposed station for neighborhoods to the east.

3

South Main & Cimmaron Parkway Intersection Improvements

This project, identified by this TOD Study, will install a new traffic signal to improve access into and out of the proposed mobility hub and train station while providing safer and more comfortable pedestrian and bicycle access to the mobility hub for residents west of South Main Street.



WAKE FOREST: Downtown Wake Forest

Typology: Downtown



VISION

Support the growth and success of downtown with regional transit connections and targeted transit-oriented development (TOD) investment that preserves Wake Forest's historic character.



MARKET READINESS

5 = Strongest; 1 = Weakest

Current Market Strength

| | | | |
|---|---|---|---|
|  |  |  |  |
| Residential | Office | Retail | Hotel |

Though the station area is built out and lacks large-scale development sites, the attractiveness of downtown Wake Forest will still garner development activity over the next 20 years. The station area has the highest TOD potential compared to the other two mobility hub areas in Wake Forest. Transit can make Wake Forest more attractive to people who prefer walkability and density, and allow residents access to jobs along the S-Line. With a mobility hub in downtown Wake Forest, higher-density multifamily projects (100 to 200 units) could likely be absorbed in the market, along with a moderate quantity of professional office uses, supportive retail, and a small hotel that takes advantage of the area's amenities.

Development Demand Projection (20 years)

| | | | |
|---|---|---|---|
|  |  |  |  |
| 450 units <small>(No-Build = 125 units)</small> | 100,000 sq. ft. <small>(No-Build = 50,000 sq. ft.)</small> | 40,000 sq. ft. <small>(No-Build = 35,000 sq. ft.)</small> | 80 rooms <small>(No-Build = 40 rooms)</small> |
| Residential | Office | Retail | Hotel |

The demand projections are based on historic development patterns, pipeline development projects, and a qualitative assessment of the future real estate market dynamics for each study area. The projections are not calibrated to the actual development capacity of the study area as determined by current land availability, current local zoning regulations.

TOD Vision Plan

Legend

-  Retail/commercial or office building
-  High-density office/commercial mixed-use building
-  Low-density multi-family residential building
-  Residential-based mixed-use building
-  Townhomes
-  Single-family residential
-  Existing building
-  Trail/greenway
-  Parks/open space

BIG IDEA: Expand the footprint of downtown with medium scale (2-6 story) development along Roosevelt Avenue to the north and higher density development.

Recommended rail crossing for consideration as part of future capital investments. The pedestrian bridge allows for access along both sides of the potential mobility hub and keeping the connection to downtown.

BIG IDEA: Reimagine Roosevelt Avenue and Wait Avenue by converting the intersections at White and Front Streets into mini-roundabouts to better process vehicular traffic.

BIG IDEA: Add bicycle lanes along East Roosevelt Avenue from South Franklin Avenue to South White Streets, and convert Wait Avenue from Brooks Streets to East Roosevelt Avenue into shared/festival street.

Neighborhood-serving commercial uses front and frame the new shared space/festival street.

BIG IDEA: Expand the footprint of downtown south to Elm Avenue with medium to higher density residential-based, mixed use development that steps down to lower density residential uses, such as townhomes.

New parks and open space created as part of new transit-oriented development act as a seam to the area while serving existing neighborhoods.

* This plan illustrates one potential development scenario that demonstrates principles of transit-oriented development. This concept does not demonstrate planned or programmed land development or infrastructure projects, unless otherwise indicated.

Built Form & Development Recommendations - Downtown Wake Forest

The below table summarizes the key elements of the built form that are best practices applicable to this typology. The table summarizes which of these elements are already in place within the current regulatory tools and zoning, what is not in place and which elements are in progress. For applicable elements, a policy recommendation or action item is recommended.

 Already in Place

 In Progress

 Not in Place

| Built Form Needs | Status | Policy Recommendation/Action Item |
|--|---|--|
| Building & Architectural Character | | |
| Ensure that building siting, massing, and architectural elements are consistent with and contextually sensitive to surrounding Downtown Wake Forest architecture and historic character. |  | Develop design guidelines for downtown that expand on the Historic Design Standards as appropriate. |
| Orient buildings close to and fronting streets (specifically, South White Street as well as Elm Street and Brooks Street), primary intersections, and open spaces within Downtown and adjacent transition areas to preserve the integrity of Downtown's character. |  | Update UDO to reflect this requirement in the TOD areas |
| Where appropriate, encourage building design that is complementary to, or takes design cues from, existing historic or culturally-significant architectural features, including the scale and form of historical development patterns and the prevailing architectural styles of Downtown Wake Forest (e.g., façade treatments, materials, roof and window treatments, etc.) |  | Follow Town's Historic Design Standards |
| Protect and enhance the existing visual character and integrity of downtowns by maintaining significant viewsheds of significant downtown landmarks (e.g., signature buildings along South White Street). |  | Follow Town's Historic Design Standards |
| For buildings located on corners at primary intersections—such as the intersections of South White Street with Wait Avenue, Roosevelt Avenue and Elm Street—or at gateways to the mobility hub area at Wait Avenue, incorporate distinctive form variations that accentuate the building's prominent and visible location and can serve as a gateway to the station area (e.g., additional building height relative to surrounding buildings, distinctive rooftops and rooflines, distinctive façade treatments, variations in building geometry, locating seating areas and outdoor dining spaces at street corners). |  | Update UDO to reflect this requirement in TOD areas |
| Discourage large-scale, auto-oriented commercial uses and strip center development. |  | Update UDO to reflect this requirement in TOD areas |
| Height, Massing & Development Transitions | | |
| Encourage building heights of up to 3 stories in most instances to complement the existing height and intensity of buildings in the downtown area; consider heights of up to 5 stories on a case-by-case basis around transit stations. For buildings with 3+ stories, recommend appropriate stepback of for levels 4 and above (see stepback guidance below). |  | Update UDO to reflect this requirement in TOD areas |
| Provide transitions in height and massing between higher-intensity development and lower-scale residential neighborhoods, such that buildings “step down” in height and scale in the vicinity of smaller scale residential neighborhoods. |  | Update UDO to reflect this requirement in TOD areas |
| Break up the horizontal and vertical massing of buildings through approaches such as: variations in façade elements, modulation of rooflines; dividing single building masses into multiple buildings, especially on long blocks; or variations in building form and massing, such as step-backs and terracing. |  | Update UDO to reflect this requirement in TOD areas |
| Distinguish the base, middle, and upper floors of building to create a human-scaled environment at street level. Incorporate changes in façade materials, cornice lines, and varied window treatments, as appropriate to the architecture and the Downtown Wake Forest context. |  | Update UDO to reflect this requirement in TOD areas |
| Incorporate variations in form and massing into building design— such as step-backs and terracing—to create visual interest and variety, allow for sunlight at street level, and establish usable outdoor terraces. |  | Update UDO to reflect this requirement in TOD areas |
| Establish consistent building frontages along streets closest to the mobility hub by minimizing the space between buildings closest to the mobility hub; transition to lower intensities on blocks located further from the mobility hub. |  | Update UDO to reflect this requirement in TOD |
| Infill Development and Adaptive Reuse | | |
| Promote and celebrate the downtown's history by encouraging the preservation and/or adaptive reuse of historic structures. |  | Follow Town's Historic Design Standards |
| Encourage affordable housing options and a mix of housing types, including senior housing. |  | Follow the Town's established affordable housing plan |
| Promote adaptive reuse opportunities within existing buildings in the downtown area. For example, upper floors of existing buildings can be used for residential retrofits. |  | Follow Town's Historic Property Handbook and Design Standards |
| Extend and connect the street network as new development occurs, including establishing an interconnected street grid within large parcels. |  | Prepare a detailed downtown small area plan that includes recommended new streets in the TOD vision. |
| Incorporate courtyards, plazas, other small green spaces as part of new development to serve existing and future residents as well as business needs. |  | Update UDO to reflect this requirement in TOD areas |
| Multimodal Transportation & Parking | | |
| Provide on-street, parallel parking on streets in the vicinity of the station. |  | Follow UDO guidance |
| Wrap parking structures with active building frontage. |  | Update UDO to reflect this requirement in TOD areas |
| Locate off-street surface parking area at the rear and side of buildings while meeting Americans with Disabilities Act (ADA) requirements for accessible parking. In limited instances outside the downtown and transition areas, front-lot “teaser” parking may be considered for local businesses, but parking should be limited to a single row of cars to maintain an attractive, pedestrian oriented streetscape. |  | Follow UDO guidance |
| Where feasible, incorporate parking structures into new development. Parking structures should be wrapped and concealed by active building frontage, to foster a comfortable and active pedestrian environment. Require design considerations, such as landscaping, to conceal garage entrances where visible. |  | Update UDO to reflect this requirement in TOD areas |

[continue >>](#)

Built Form & Development Recommendations - Downtown Wake Forest

<< continue

| Built Form Needs | Status | Policy Recommendation/Action Item |
|--|--------|---|
| Screen off-street surface parking and parking structures areas from surrounding land uses, utilizing trees, landscaping, and architectural treatments as visual buffers. | ⚠️ | Update UDO to reflect this requirement in TOD areas |
| Explore opportunities for shared parking arrangements between multiple lots, uses or buildings. | ⚠️ | Update parking requirements and policies |
| Consider shared and consolidated driveway access, where possible, for pedestrian safety, shared parking access and to maintain the integrity of the streetscape. | ⚠️ | Update access management policies |

Precedent Image Examples of Built Form Recommendations



Open Space

The short, one-way section of Wait Avenue is primarily used for parking, and the concept shown in this study illustrates it being disconnected from vehicular traffic at East Roosevelt Street to remove an unsafe traffic movement and improve conditions for bicycles and pedestrians. The Town of Wake Forest currently closes streets in downtown for community events. As downtown continues to grow and intensify it will be important to consider new opportunities to provide open space. Wake Forest has limited open space opportunities in downtown, so plaza space should be integrated into new sites as privately-owned public space, and South White Street and Wait Avenue should be redesigned as pedestrian-oriented streets (as indicated on the Vision and Infrastructure maps). The potential mobility hub also offers the opportunity to create a plaza space attached to the mobility hub location, and integrate a pedestrian-oriented festival street that can be designed to support the goals of the town, local businesses, and potential future TOD.

Pedestrian-Oriented Streets

As shown on the priority infrastructure map, a network of pedestrian-oriented streets is proposed on Wait Avenue between South White Street and East Roosevelt Avenue, and on South White Street between Wait Avenue and East Jones Street. A pedestrian-oriented street, sometimes called a festival street, is designed to give equal priority to all modes of transportation. Pedestrians, cyclists, and vehicles may all use the space. These streets include wide sidewalks, street trees to provide shade, and often include a curbsless design, with vehicular space delineated by bollards. These streets offer flexibility and versatility for the town, allowing the street to provide circulation for drivers that need to access the mobility hub or parking, while also allowing the street to be closed to host community events. Navigating this type of street requires drivers to slow down, which creates a safer environment for pedestrians and other vulnerable road users.



Catalytic TOD Sites

Opportunity Sites

Six sites within the downtown Wake Forest mobility hub area have been identified as strong candidates for supporting TOD.

A Downtown Pedestrian Crossing (0 Front St)
 This 0.12 acre, publicly-owned site sits west of the S-Line and on the eastern corner of the Southern Baptist Theological Seminary campus. Currently vacant, it is envisioned as a landing point for a potential pedestrian bridge and a small parking lot. The proposed bridge - which was not evaluated in the 2015 FEIS) would be located directly across the tracks from Wait Avenue at the start of the proposed festival street, which is envisioned to offer pedestrian-friendly space that can easily be closed off to vehicles for community events. The site appears to be a clear first mover, due to its opportunity to provide residents and students with increased, safe access to downtown and the S-Line, provide parking for S-Line riders and downtown visitors while decreasing downtown traffic during community events, and act on a critical redevelopment priority for the Town.

Parcel Number: 1841419668

B 353 S White St
 This 0.85-acre, publicly-owned site sits at a corner with Elm, S White, and Brooks Streets. It currently holds a large, underutilized parking lot and a small vacant building and shares a block with a law office, land surveyor, and coffee shop. One block east of the S-Line, It is already being considered for a mixed-use development with a parking garage that could potentially offer park-and-ride abilities for prospective riders.

Parcel Number: 1841500374

C Brooks and Elm Shopping Center (407 Brooks St)
 This 6-acre, privately-owned site is at the corner of Brooks and Elm Avenue. It holds a large shopping center with a bowling alley, arts center, book store, dance studio, and restaurant, but is mostly covered by underutilized parking. The shopping plaza parking lot is well-suited for densification and mixed-use redevelopment, and the entire site is suited for infill development that supports the downtown core and a potential train station. Utilizing the site to its highest use may require purchasing the Dollar General site

located at the southwest corner of the site, while also incorporating the proposed restaurant at the northwest corner into redevelopment plans.

Parcel Number: 1840593856

D 407 Brook St (adjacent to Brooks and Elm Shopping Center)
 This 2.2-acre, privately-owned site sits between S White and Brooks Streets a block east of the S-Line. Currently undeveloped, the site sits north of an industrial adaptive reuse development that contains a coworking space, medical supply store, and farmers market. There is local desire to create mixed-use development that matches the scale of southern parts of downtown Wake Forest, and development at the site could complement a larger redevelopment for the shopping center or existing adaptive reuse project.

Parcel Number: 1840498853

E Fidelity Bank Site (231 S White St)
 This 0.54-acre, privately owned site sits at the corners of S White Street and E Owen Avenue. It sits on the main downtown commercial strip and currently holds the Downtown Wake Forest Fidelity Bank location and a 20-car parking lot. The Town of Wake Forest has identified it as a potential multi-story, mixed-use redevelopment, which could complement the surrounding character and increase density with added retail, office space, and/or housing.

Parcel Number: 1841501993; 1841501935

F CVS (245 E Roosevelt Ave)
 This 1.6-acre site sits at the corner of N White Street and E Roosevelt Avenue one block north of the proposed Festival Street and one block east of the S-Line. It holds a CVS Pharmacy and a large, underutilized parking lot located within walking distance from multiple recent infill redevelopments and other sites with high redevelopment potential. E Roosevelt is already slated for multimodal expansion and safety improvements including potential bicycle lanes and new roundabouts. This site could provide additional parking for community events and S-Line riders and/or mixed-use redevelopment to complement the infill trends in the surrounding blocks.

Parcel Number: 1841513719; 1841514840



Catalytic TOD Sites - ACTION PLAN

The Town should capitalize on the ongoing residential development momentum within Wake Forest to bolster its downtown. While the Town's downtown is active and has fostered the growth of local businesses, investing in enhancements such as a festival street and grade-separated pedestrian and bicycle crossings across the S-Line track can further increase visitation to downtown Wake Forest, support community events, and attract desired retail tenants to the mobility hub area.

Near-Term (12-18 months)

- Launch new downtown strategic planning process to address the Town's rapid growth, such as identifying strategies for retail tenancing and encouraging the development of denser housing typologies.
 - The planning process should also create development design guidelines (see Built Form & Development Recommendations) for the downtown district which encourage TOD.
 - Additionally, the process should also include a study of the downtown area's current parking needs and future parking demand to accommodate multi-modal transit.
 - During the planning process, the Town should review its existing Unified Development Ordinance to ensure that desired TOD development is allowed by-right in downtown Wake Forest.
- Finalize selection of a mobility hub site which could support a potential S-Line station and accompanying TOD.
 - If the target site is publicly owned, begin marketing site for public-private partnership to develop mixed-use building, leveraging existing tools and enhancements such as the downtown municipal service district.
 - If candidate sites are privately-owned, begin outreach to landowners to explore potential sale of land or facilitation of partnership with private developers.
 - Continue to coordinate with NCDOT Rail Division on site selection and development, including the upcoming Mobility Hub Study and associated NEPA work.

Mid-Term (2-5 years)

- Pursue federal and state funding sources to finance priority infrastructure projects, such as the downtown pedestrian crossing, South White Festival Street, and multimodal safety improvements along Roosevelt Avenue and Wait Avenue
- Launch RFQ/RFP to develop infrastructure projects.
- Leverage the downtown brand, municipal service district, and partner organizations such as Wake Forest Downtown, Inc. (WFD) to market remaining publicly-owned sites and privately-owned catalytic sites to attract commercial and mixed-use development.
- The downtown area's growing residential base can also be leveraged to attract desired retail tenants, such as specialty grocery stores, convenience, and 'med-tail'/medical offices, along with growing the existing commercial base of restaurants, bars, and boutique clothing stores.
- Create an inventory of downtown properties which could be available for redevelopment. These sites will primarily consist of privately-owned surface parking lots and chronically vacant storefronts.
- Begin outreach to property owners to identify which properties could be available for redevelopment and/or acquisition by the Town to position for public-private partnerships.

Long-Term (5+ years)

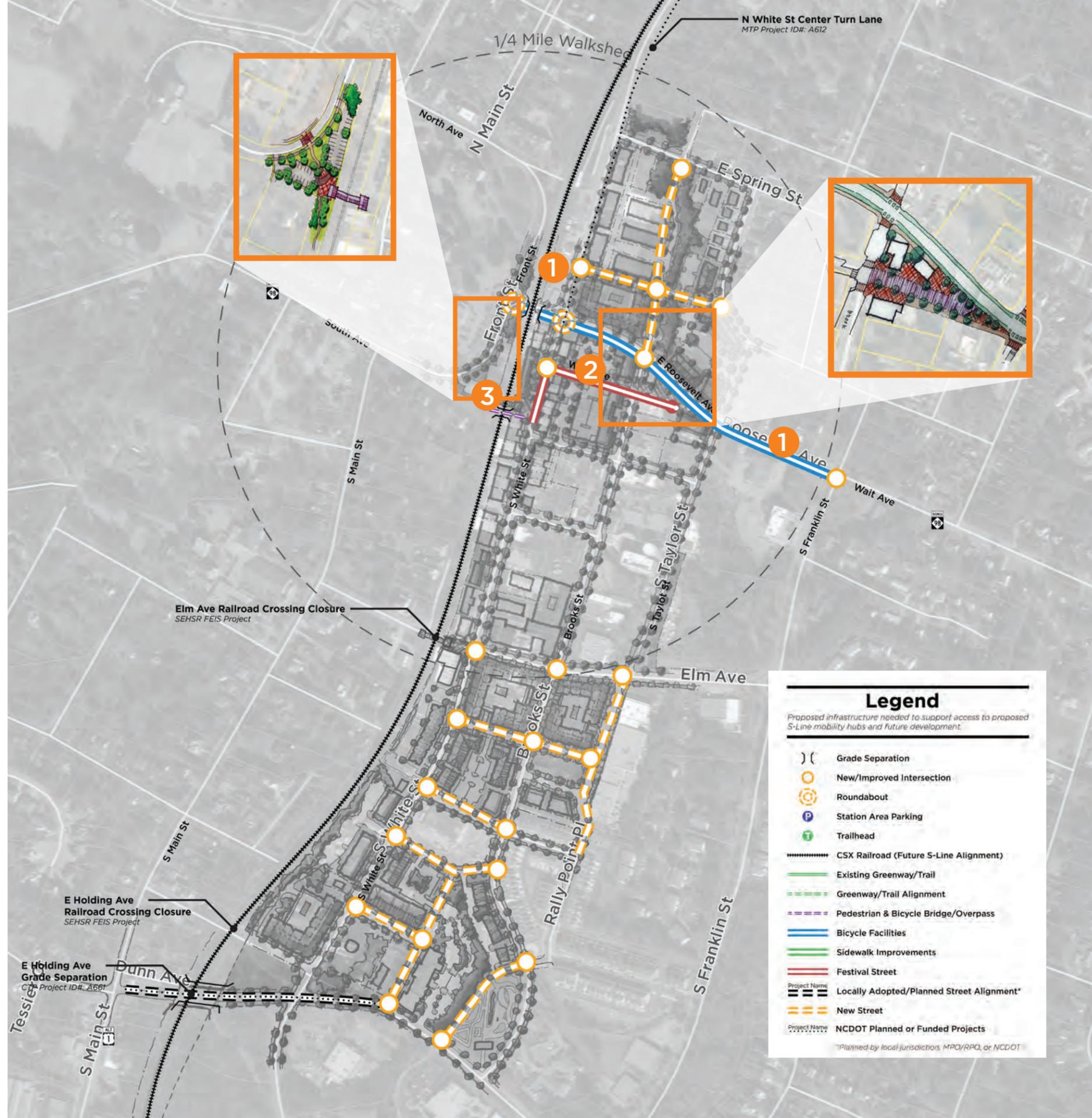
- Support redevelopment of existing retail and commercial spaces to maximize lot development potential in a way that complements the Town's desired development pattern.

Priority Infrastructure Projects

1 Roosevelt Avenue + Wait Avenue Multimodal Safety Improvements
 Due to at-grade crossing closures in other parts of town, this street will see increased pressure for vehicular traffic. The street currently has narrow and uncomfortable sidewalks and lacks bicycle facilities. This project, identified by this study, will install roundabouts at East Roosevelt Avenue & Front Street and East Roosevelt Avenue & North White Street to allow for improved safety and traffic flow without needing to significantly widen the intersections. The removal of turning lanes creates the opportunity to install improved pedestrian and bicycle facilities, including protected bike lanes on Wait Avenue. The section of Wait Avenue from East Roosevelt Avenue to South White Street will be disconnected (for vehicular movements) in order to improve safety and to allow for the Wait Avenue Festival Street project (see below).

2 Wait Avenue + South White Festival Street
 This project, identified by this study, will reconstruct Wait Avenue between East Roosevelt Avenue along with South White Street from Wait Avenue to East Jones Street to create a pedestrian-friendly street that can be easily closed for community festivals or events. This street design is a curbsless design, typically using brick or other material to define the pedestrian space. Bollards or other vertical features protect pedestrian spaces, and can be removed to create a wider pedestrian zone during events. The design also allows for vehicular circulation to access businesses and the potential mobility hub. The street design allows for increased space for pedestrians and parking for businesses in downtown.

3 Downtown Pedestrian Crossing
 This proposed pedestrian bridge, identified during this TOD Study, will link Southeastern Baptist Theological Seminary and neighborhoods west of the railroad tracks to downtown and the proposed mobility hub.



Grant Funding Database

Federal

- Federal Historic Preservation Tax Incentives Program
- Opportunity Zone
- Community Development Block Grants (CDBG) (includes Building Demolition funds)
- INFRA Grants program
- Federal Historic Tax Credits

State

- State Rural Grants - Building Reuse (includes Vacant Building and Existing Building grants)
- State Transportation Improvement Program (STIP)
- Historic Preservation Tax Credits

Local

- Obligation Bond
- Capital Reserve
- Powell Bill



View the *Eligible Grant Dashboard* online
←----- (click here)

Wake Forest Summary Recommendations

1. As part of the UDO update, include standards to promote TOD-supportive land uses and building character in the vicinity of the transit station area, as identified in this plan. Prepare a detailed downtown small area plan and urban design guidelines to include policies and guidelines to support TOD vision for built-form.

If Downtown is selected for a mobility hub, consider the following actions:

2. Review and update parking requirements and access management policies as part of the downtown small area plan to align with TOD vision.

If Old Forestville is selected for a mobility hub, consider the following actions:

3. Prepare a small area plan for Old Forestville area to advance the TOD vision.

If Burlington Mills is selected for a mobility hub, consider the following actions:

4. Update Community Plan's policies and future land use map to reflect opportunities for mixed-use development west of Capital Boulevard to anchor the redevelopment of the Burlington Mills area.
5. Consider preparing a small area plan for the mobility hub area to advance TOD-supportive uses and open space opportunities.