

NORTHEAST GATEWAY SMALL AREA STUDY





TABLE OF CONTENTS

| | |
|--|----|
| INTRODUCTION | 6 |
| PROCESS | 10 |
| CONTEXT | 14 |
| Natural Features | 14 |
| Land Use | 16 |
| Market Analysis | 18 |
| Transportation Analysis | 20 |
| MASTER PLAN OPTIONS | 34 |
| Option 1 | 36 |
| Option 2 | 38 |
| IMPLEMENTATION & CONCLUSION | 42 |
| APPENDICIES | 44 |



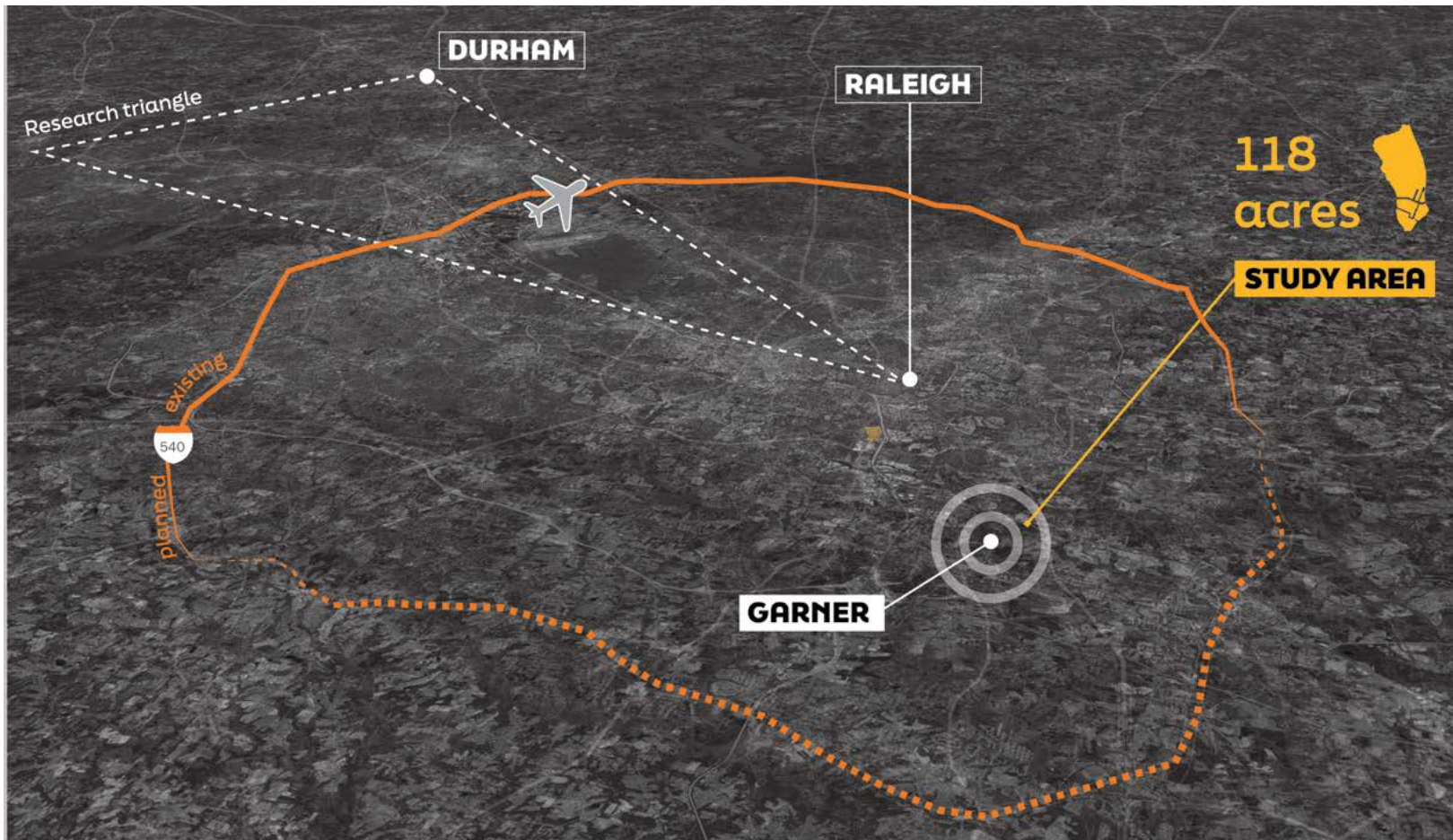
1

INTRODUCTION



INTRODUCTION

The Town of Garner is located in Wake County, North Carolina, just south of Raleigh and approximately 20 miles southeast of the Research Triangle Park. This suburban town of approximately 35,000 residents covers about 39 square miles within its corporate boundaries and extraterritorial jurisdiction (ETJ), with an additional 45 square miles set aside for future urban development. The planned extension of I-540 will complete a beltway around the Raleigh-Durham Metro Area and strengthen Garner's position as a southern gateway to the region.



The Garner Economic Development Corporation (GEDC) is an economic development, non-profit corporation that advises the Town Council and works with local leaders to promote and further the Town of Garner's economic development interests. In partnership with the Town of Garner, the GEDC identified a 118-acre study area in the northwest

quadrant of the Jones Sausage Road/ I-40 interchange to advance a small area study. This small area study examined twenty-nine properties owned by fifteen unique property owners, including the GEDC which owns a 15.84-acre parcel located in the middle of the study area.

The GEDC identified four main objectives for this small area study:

- 1 Conduct a market analysis to determine the types and densities of development that will balance job creation and tax base with proximity to neighbors, traffic congestion and infrastructure.
- 2 Ensure that new development aligns geographically and aesthetically with adjacent neighborhoods.
- 3 Develop a land use plan that suggests optimal uses and densities in alignment with the principles of the 2023 Garner Forward Comprehensive Plan.
- 4 Identify transportation constraints and opportunities along Jones Sausage Road and its intersection with I-40, including specific improvements to facilitate the maximum development of the area.

NORTHEAST GATEWAY STUDY AREA





2

PROCESS



PROCESS

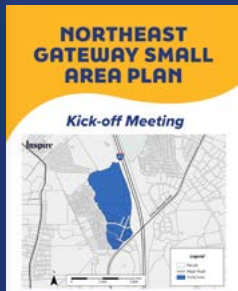
PROJECT TIMELINE



Kick-Off Meeting 11/29



- Reviewed data collection needs
- Revised schedule
- Discussed public outreach efforts and project objectives



YOU'RE INVITED!

The Garner Economic Development Corporation, in partnership with the Town of Garner, and its consultants, Inspire Placemaking Collective, Inc. invite you to the first meeting of a six-month long process to prepare a small area plan for 29 properties consisting of 118 acres. The plan will include a market study, evaluate potential roadway configurations, as well as create development scenarios. At the meeting we will introduce the study, explain the process, provide the schedule for upcoming meetings, and answer any questions.

Dates: January 18, 2024

Time: 6:00 PM

Location: Garner Senior Center
205 E Garner Rd,
Garner, NC 27529



Stakeholder Meeting #1 01/18

- 📍 **Garner Senior Center 6-8PM**
- Introductions
- Project Schedule/Process
- Concerns from Hunter's Mark residents (noise and traffic)



Market Analysis Submitted 02/01

Analyzed demographic and market data sets that define the Garner market



NCDOT Meeting 02/21

Team met with NCDOT to discuss options and challenges with the site

Design Workshop 02/20-02/22

📍 Garner, NC

NOV 2023

DEC 2023

JAN 2024

FEB 2024

Stakeholder Meeting #2
02/22

Garner Town Hall
6-8PM 

- Reviewed comparable projects
- Provided overview of market study
- Examined development constraints



NORTHEAST GATEWAY SMALL AREA PLAN

Public Meeting



YOU'RE INVITED!

The Garner Economic Development Corporation, in partnership with the Town of Garner, and its consultants, Inspire Placemaking Collective, Inc. invite you to a public meeting to discuss ideas for the Northeast Gateway Small Area Plan and provide an update on a recently completed market study for this area. This includes 29 properties consisting of 118 acres and is the second meeting in a six-month long process to gain input on a potential plan.

Date: February 22, 2024
Time: 6:00 PM
Location: Garner Town Hall
900 7th Ave
Garner, NC 27529
2nd Floor Training Room

GARNER
ECONOMIC DEVELOPMENT



MAR
2024



APR
2024

 = Bi-Weekly Coordination Call

Land Use Plan Presented
05/16

Included two concepts:

- Option 1: Near-term development
- Option 2: Longer-term positioning



Transportation Plan Submitted
06/26

- Modeled two concepts/options
- Underscored the importance of full movement intersection at Jones Sausage Road



MAY
2024

JUN
2024



3

CONTEXT



CONTEXT

Natural Features

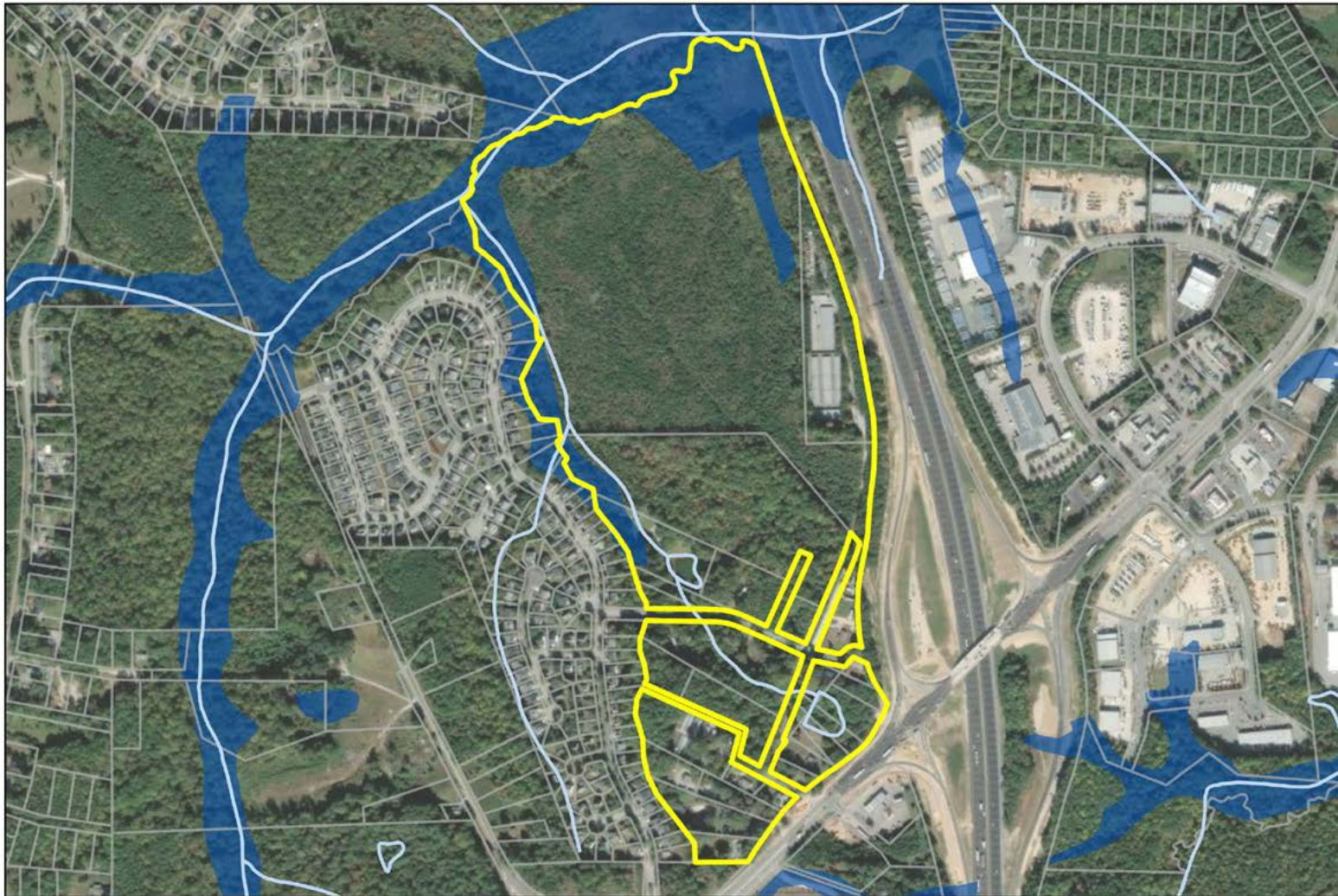
Little Arm Branch, which is a tributary of Walnut Creek, defines the northern boundary of the study area. This significant water system discharges into the Neuse River then Palmico Sound and ultimately the Atlantic Ocean. These natural water bodies and their floodplains are environmentally sensitive and serve as constraints to road connections and development. However, these “blueways” (waterway corridors) also improve the area’s quality of life, serving as an amenity for residents and habitat for wildlife.

The study area contains dense tree canopy that is particularly mature on the 15-acre GEDC property and rural residential parcels to the south. Like the water, preserved tree canopies can serve as a natural buffer as well as an amenity that supports walking trails and wildlife habitat.

The topography of the site is significant, showcasing a 100-foot change in elevation across the length of the study area. Southern parcels near Jones Sausage Road exceed 300 feet in elevation and decline to just over 200 feet in the northern boundary near Little Arm Branch.



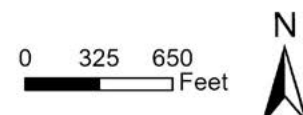
EXISTING NATURAL FEATURES



LEGEND

 Study Area
 Stream

 Parcel
 Flood Prone Soil



Land Use

Existing Land Uses

The existing land uses within the study area include rural/low-density single-family homes in the southern and western portions of the site, along with larger undeveloped parcels to the north. A light industrial use, Affordable Mini-Storage, is located in the northeast portion of the study area, abutting Interstate 40.

The north boundary of the study area is a natural buffer (Little Arm Branch), while man-made buffers, Interstate 40 and Jones Sausage Road, define the eastern and southern boundaries respectively. The western boundary is bordered by Hunter's Mark Subdivision, which is comprised of large lot single-family homes.

Zoning

The majority of the study area is currently zoned Residential 4 (R4), which allows a gross density of four single-family detached dwelling units per acre. The Affordable Mini-Storage parcel is zoned Light Industrial. Several parcels in the southern portion of the study area, with frontage on Jones Sausage Road and/or I-40 ramps, are designated Commercial Mixed Use (CMX) and CMX-C. The "C" represents a conditional zoning designation that requires development projects to meet approval thresholds that are either alternative or higher to the regular requirements of the Town's UDO.

Limited Highway Access Overlay (LHO)

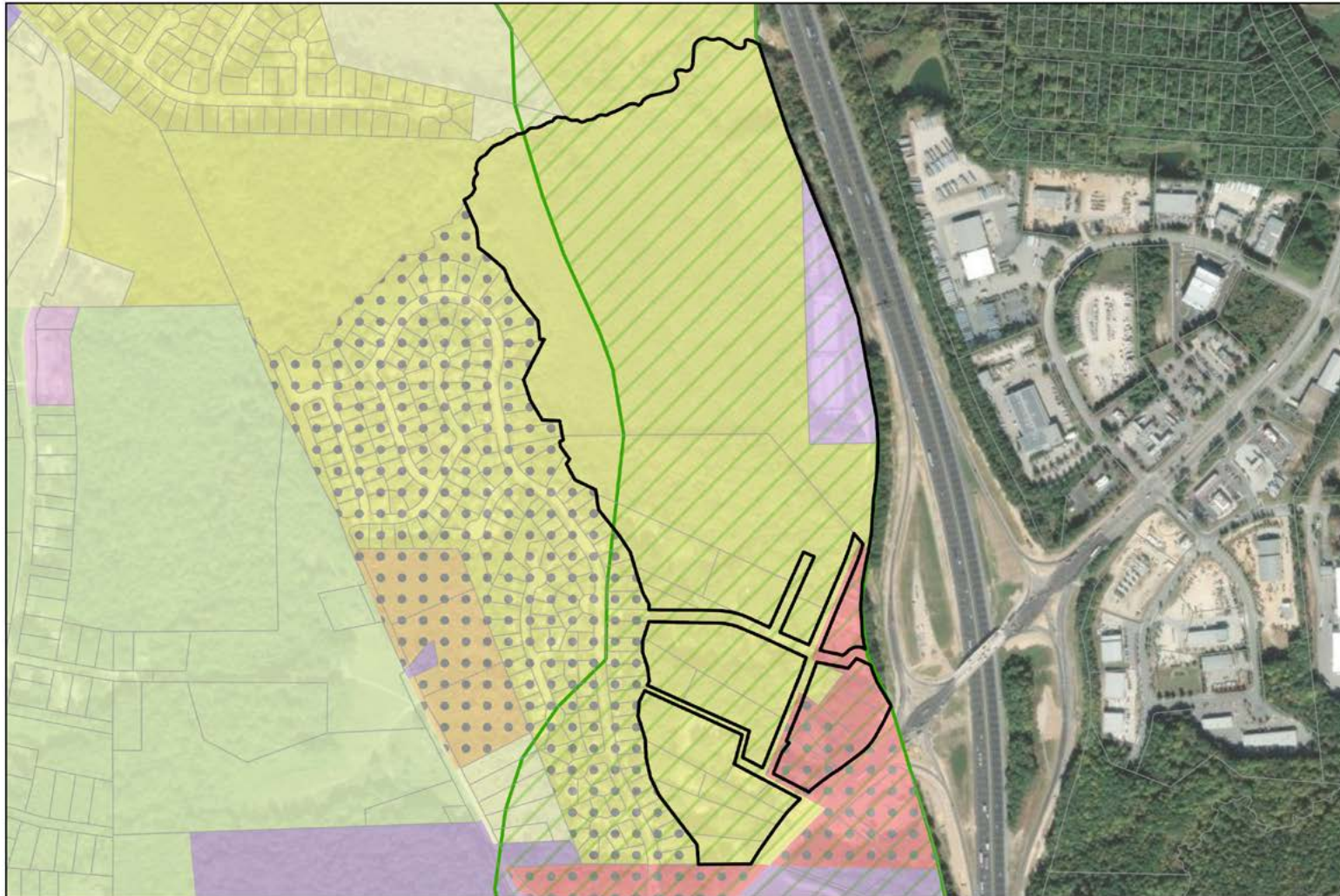
The study area falls within the Limited Highway Access Overlay District. This district, codified in the Town Unified Development Ordinance, provides specific regulations for lot dimensions, building height, setbacks, and buffering/screening. Developments are approved via the process identified for the underlining zoning. There are additional standards imposed by the LHO.

The environmental sensitivity of Little Arm Branch and its floodplain restrict the ability to connect Creech Road from the northern boundary to the existing Hunters Mark Subdivision. Additional planned subdivisions prevent access to Creech Road beyond neighborhood roads that are not designed to handle regional traffic. ***These road connectivity constraints have essentially restricted the study area to a single point of access on Jones Sausage Road near existing Martin Branch Road.***

Further complicating site access is the new diverging diamond interchange at I-40 and Jones Sausage Road. To maximize the efficiency of this interchange design, NCDOT recommends a desired spacing of intersections no less than 1,000 feet from the interchange. Martin Branch Road is located approximately 300 feet from the interchange ramp.

Initial meetings with NCDOT included discussions on the need for a full intersection at Martin Branch Road, or in proximity, to provide access to the Northeast Gateway, which is important for the Town's economic development objectives. Although NCDOT was receptive to exploring options to provide a signalized intersection and improved access to the study area, they viewed a multi-phased signal (with full movements, including left turns in and out of the site) as difficult to accommodate.

EXISTING ZONING



LEGEND

- Study Area
- I-40 Overlay District
- Parcel

- Zoning**
- CMX
 - CMX-C

- HI
- LI
- MF-A

- MF-A-C
- MF-B-C
- R2

- R4
- R4-C
- RA

0 325 650 Feet



Market Analysis

The team conducted a real estate market analysis at the beginning of this planning process. The following is a summary of the methodology and findings of that report.

Methodology

The methodology employed for the market analysis included analyzing available demographic and market quantitative data sets that define the Garner market area and its associated real estate landscape.

The analysis commenced with a review of the Garner Forward Comprehensive Plan and the O'Brien Atkins Associates Business Park Study. The team reviewed existing real estate market analysis research including CBRE reports of the various Raleigh-Durham market segments (Industrial, Office and Retail) as well as similar Lee & Associates reports. Finally, the analysis included a review of an ESRI Community Summary, Economic Development Profile and Employment Overview to further refine the view of the community economic development environment.

Additionally, two Economic Development groups vetted the quantitative data, bringing to the study a practitioner's view of existing conditions in the regional market area. The first group interviewed consisted of prospective economic development partners at the State, County, and University level; the second group represented local commercial real estate brokerage and development professionals.

The study performed a Strengths, Weaknesses, Opportunities and Threats (SWOT) analysis regarding development prospects for the subject site within the context of quantitative and qualitative research conducted on the existing market.



STRENGTHS

- Subject site location
- GEDC leadership and ownership of independent subject site large parcel
- Receptive posture by Town of Garner



WEAKNESSES

- Internal transportation access management
- Diversity of property ownership
- Potential extended project implementation timeline



OPPORTUNITIES

- Vibrant local market
- Supportive economic development partners in alignment on target industries identification
- Initial cooperative relationship with larger property owner
- GEDC site as potential catalyst
- Perception by surrounding residential development



THREATS

- Reluctant subject site property owners
- Any changes in local market dynamics because of macro-economic factors
- Perception by surrounding residential development
- Current unknowns such as any outstanding hurdles regarding environmental, regulatory or infrastructure considerations

Overall strengths: The subject site location is seen as an internal strength objectively and has been reinforced by those interviewed. It is proximate to I-40 and downtown Raleigh and its various assets. Development that is under construction or under review in the area bears this out. The ability to have GEDC and the Town of Garner supporting the effort is an inherent strength because it will take the positioning support from GEDC and regulatory support from the Town of Garner.

Overall weaknesses: The subject site has diverse property ownership (one property, under contract, represents roughly 50% of overall acreage) and access management challenges. Therefore, there will need to be a consensus on the development vision for the property to pursue implementation over time.

Overall opportunities: There are opportunities to position the subject site for future development (there is prima facie evidence based upon proximate development activity and subject site property control). The subject site location is strong, a market is present and economic development partners exist that are supportive of the effort.

Overall threats: Contingencies outside of the control of GEDC in regard to this effort deal with the future direction of the independent control of property within the subject site boundaries as well as current unknowns dealing with the environmental/regulatory conditions. Perceptions by surrounding residents may influence the project as may any macro-economic changes that would upset existing strong local market dynamics. Examples of the latter could be the broader working trends that are affecting the office market; the prospect of a slowdown in macro-economic growth in the economy this year due to recent Federal Reserve policy actions; and wider global economic disruptions resulting from various military conflicts occurring in Europe and the Middle East.

Transportation Analysis

At first glance, access to I-40 and the regional transportation network seem to put the study area in a favorable and strategic location for economic development. Although the site benefits from I-40 visibility and access to the Jones Sausage Road interchange, barriers to external road connections limit the development potential of the study area.

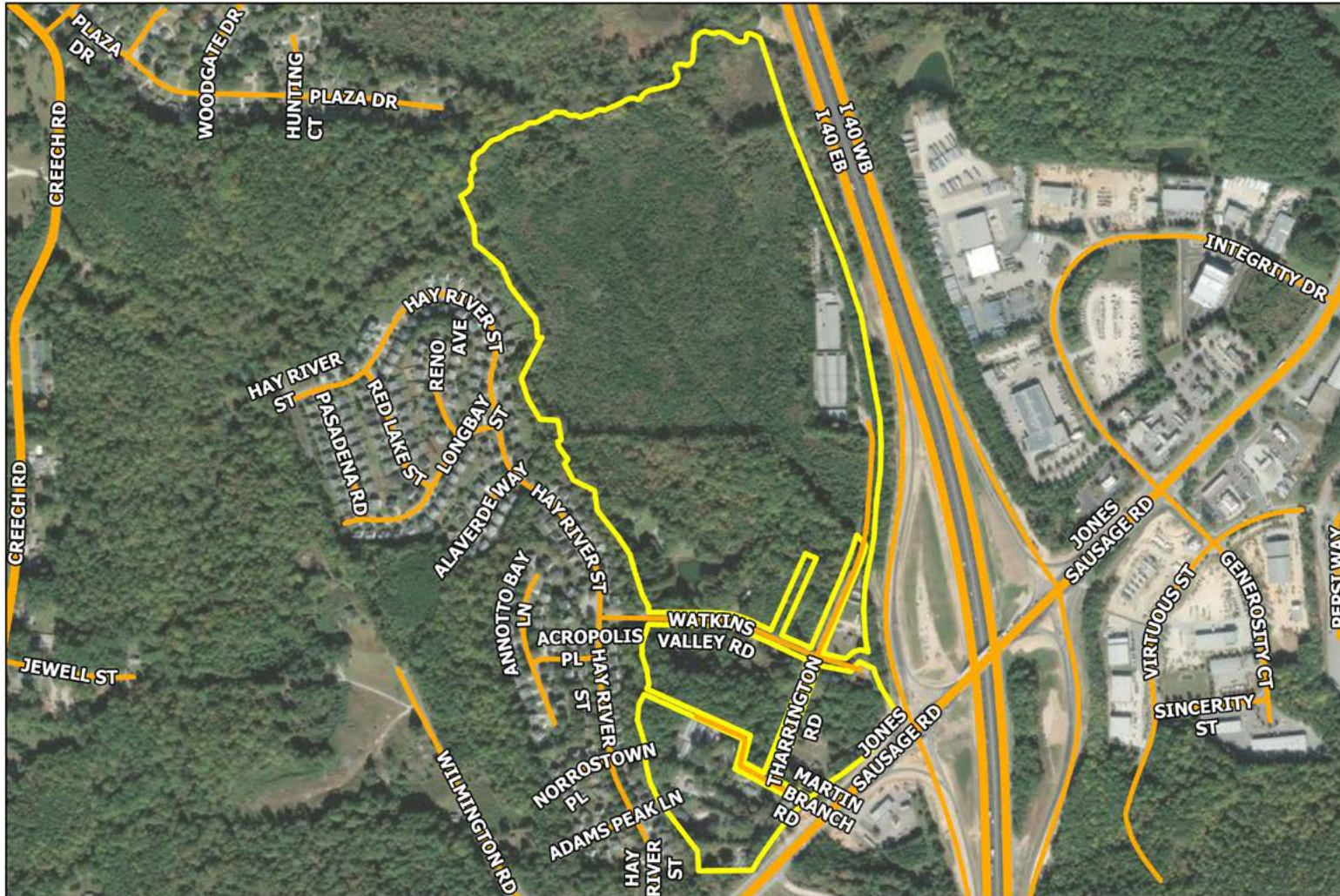
Adequate road access is crucial for maximizing development potential. Because I-40 is a limited access highway, it creates a barrier and prevents additional roadway connections to the east. This constraint increases the importance of trying to connect to Creech Road, a significant north/south arterial located west of the study area.

The environmental sensitivity of Little Arm Branch and its floodplain, however, limits the possibility of connecting to Creech Road from the northern boundary. Additionally, the existing Hunters Mark Subdivision and other planned subdivisions, prevent access to Creech Road except through neighborhood streets, which are not designed for regional traffic. ***These road connectivity constraints have effectively restricted the study area to a single access point on Jones Sausage Road near Martin Branch.***

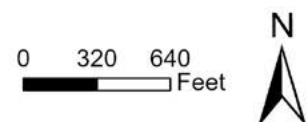
Further complicating site access is the new diverging diamond interchange at I-40 and Jones Sausage Road. To maximize the efficiency of this interchange design, the North Carolina Department of Transportation (NCDOT) recommends a desired intersection spacing of no less than 1,000 feet from the interchange. Martin Branch Road is located approximately 300 feet from the interchange ramp.

Initial meetings with NCDOT included discussions on the need for a full intersection at Martin Branch Road, or in proximity, to provide access to the Northeast Gateway and realize the Town's economic development objectives. Although the NCDOT was receptive to exploring options to provide a signalized intersection and improved access to the study area, they viewed a multi-phased signal (with full movements, including left turns in and out of the site) as difficult to accommodate.

EXISTING ROAD NETWORK



LEGEND
 Study Area
 Major Road



The Transportation Plan analyzed and compared the projected traffic impacts of two potential development scenarios (alternative 1 and 2) using the Institute of Transportation Engineers (ITE) Trip Generation Manual.

This manual provides trip generation rates for various land uses, essential for transportation engineers and planners to estimate the number of trips a specific development will produce. Each type of land use is assigned a unique Land Use Code (LUC) in the manual, covering

categories such as residential, commercial, industrial, educational, and recreational. Trip generation rates are typically measured per unit, such as trips per dwelling unit, per 1,000 square feet of floor area, or per employee. The following is a summary of these findings, which were completed in conjunction with the land use plan, as part of this planning process.



The first alternative evaluated was a traditional suburban development consistent with the existing real estate market and development form present in Garner today. The second alternative diversified the market and maximized limited access to the study area by proposing an integrated mix of residential, office, and retail uses to increase the “internal capture” of vehicle trips. Internal capture is a term used to describe trips generated by a mixed-use project that travel from one onsite land use to another onsite land use without using the external road network. The specific development programs for each alternative are described as follows.

ALTERNATIVE 1:

The proposed development consists of a 500,000 sq. ft. flex warehouse (ITE Trip Generation Land Use code (LU) 150 – industrial warehouse) and 300 apartments (LU 220 – multi-family low-rise housing).

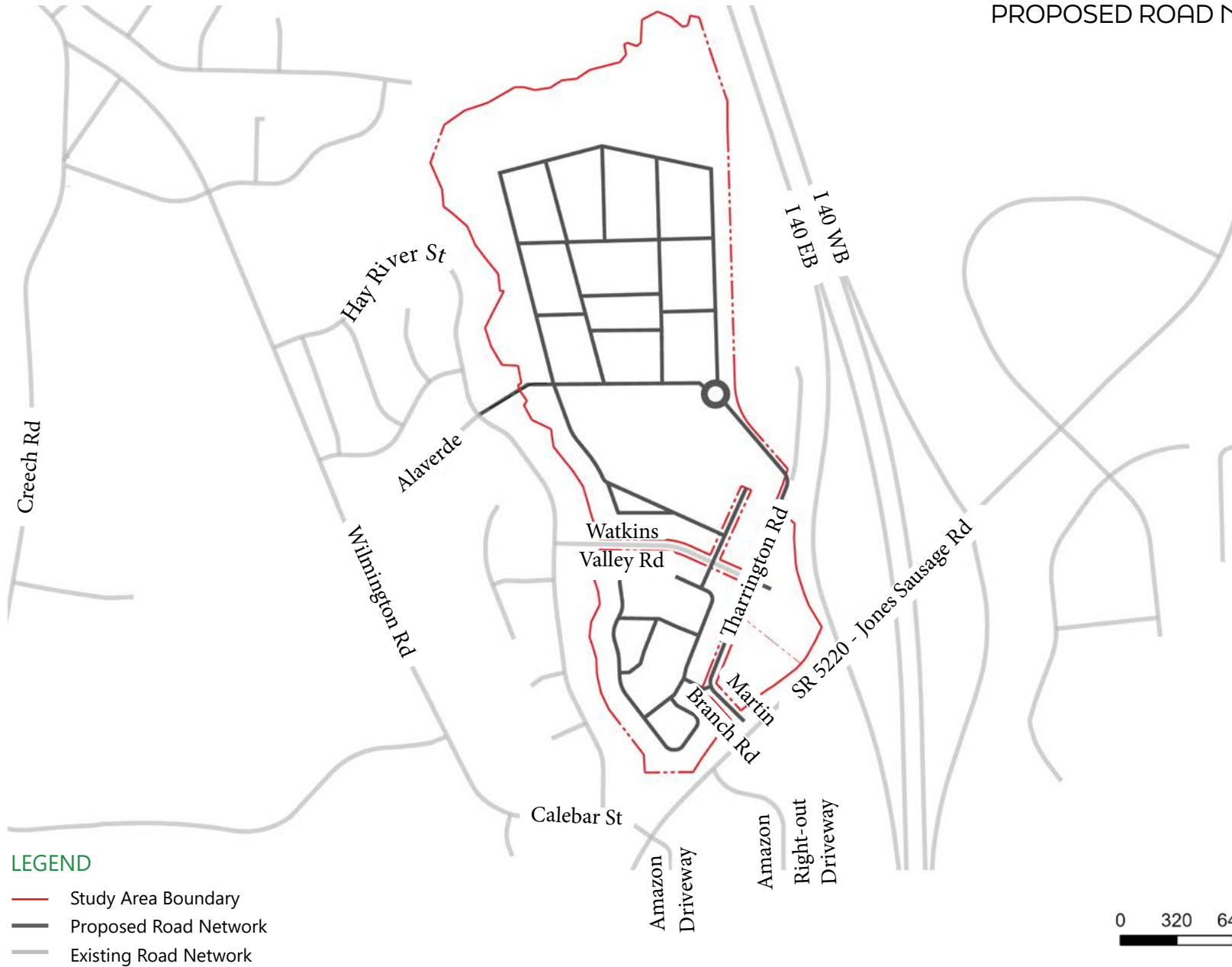
ALTERNATIVE 2:

The proposed development consists of the following:

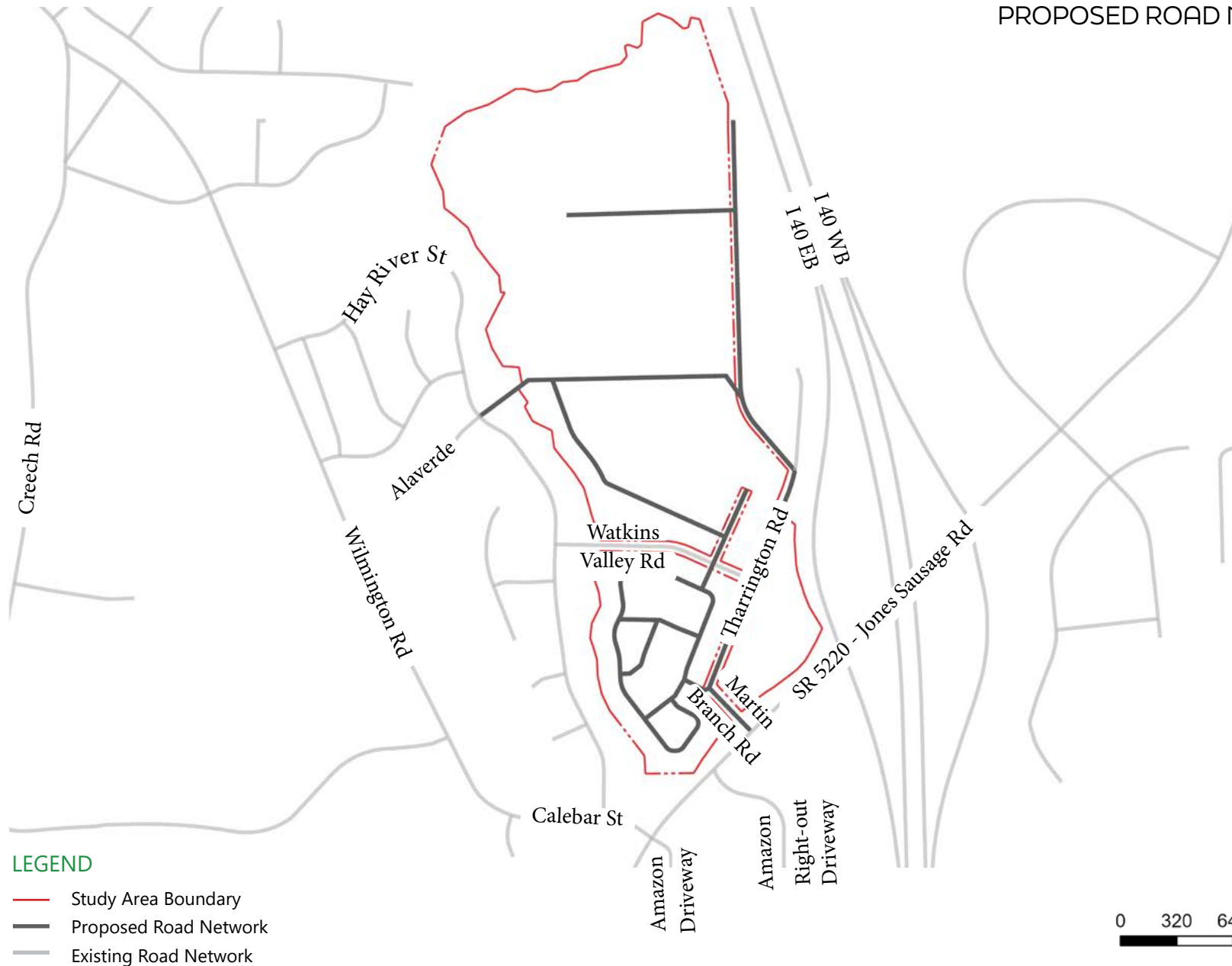
- 46 Single-family lots (LU 210 – single-family detached housing)
- 16 Live-work housing (LU 215 – single-family attached housing)
- 41 Cottages (LU 210 – single-family detached housing)
- 250 Workforce housing (LU 220 – multifamily low-rise housing)
- 20 Townhomes (LU 215 – single-family attached housing)
- 200 units of Assisted Living Facility (LU 254 – assisted living)
- 75,000 sq. ft. of Office space (LU 710 – general office building)
- 20,000 sq. ft. of Retail (LU 822 – strip retail plaza)
- 6,000 sq. ft. of Restaurant (LU 932 – high-turnover sit-down restaurant) for this alternative

The site plan proposes access points at the existing intersection of Martin Branch Road in Alternative 1 and Martin Branch Road and Calebar Street (via a new connection to Hay River Street by extending Alaverde Way northeast to the proposed development site) in Alternative 2.

ALTERNATIVE 1 | PROPOSED ROAD NETWORK



ALTERNATIVE 2 |
PROPOSED ROAD NETWORK



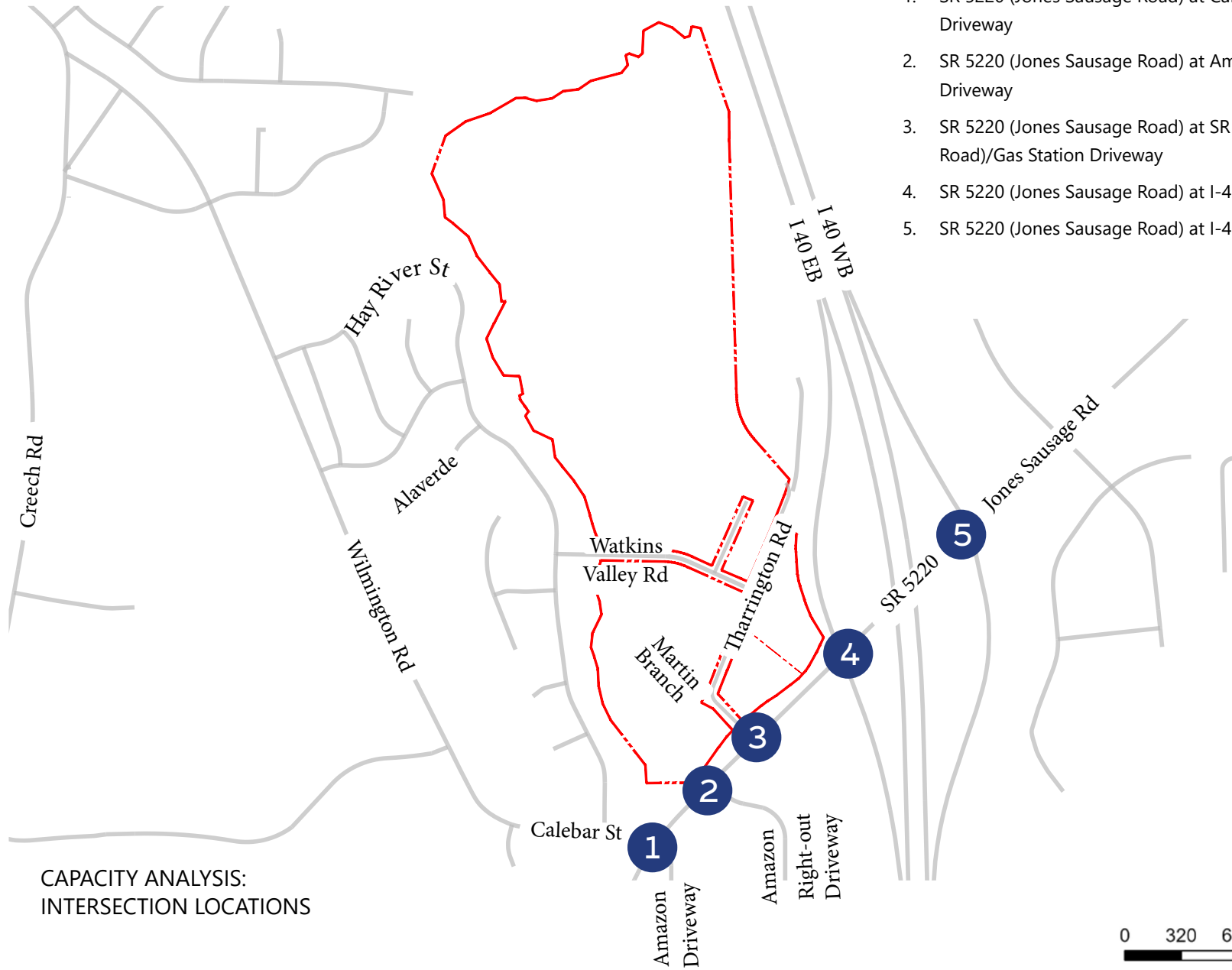
Site Trip Calculation (ITE Trip Generation 11th Edition)

| Trip Generation | | Inbound Trip % | | Outbound Trip % | | Peak Hour In | | Peak Hour Out | |
|---|-----------------|----------------|-----|-----------------|-----|--------------|------------|---------------|------------|
| | | AM | PM | AM | PM | AM | PM | AM | PM |
| Alternative 1 | | | | | | | | | |
| Flex warehouse (LU 150) | 500,000 sq. ft. | 77% | 28% | 23% | 72% | 64 | 24 | 20 | 62 |
| Apartments (LU 220) | 300 units | 24% | 63% | 76% | 37% | 28 | 94 | 88 | 56 |
| Total | | | | | | 92 | 118 | 108 | 118 |
| Alternative 2 | | | | | | | | | |
| Single-family lots and Cottages (LU 210) | 87 units | 25% | 63% | 75% | 37% | 16 | 55 | 50 | 32 |
| Live-work housing and Townhomes (LU 215) | 36 units | 25% | 59% | 75% | 41% | 3 | 10 | 10 | 8 |
| Workforce housing (LU 220) | 250 units | 24% | 63% | 76% | 37% | 24 | 81 | 76 | 47 |
| Assisted living facility (LU 254) | 200 units | 66% | 45% | 34% | 55% | 29 | 30 | 15 | 36 |
| Office space (LU 710) | 75,000 sq. ft. | 88% | 17% | 12% | 83% | 115 | 22 | 16 | 109 |
| Retail (LU 822) | 20,000 sq. ft. | 60% | 50% | 40% | 50% | 28 | 66 | 19 | 66 |
| Restaurant (LU 932) | 6,000 sq. ft. | 57% | 51% | 43% | 49% | 47 | 50 | 35 | 48 |
| Assumed internal capture: 30% | | | | | | | | | |
| Total | | | | | | 183 | 220 | 155 | 242 |

The estimated number of trips shown in the table on page 26 allows traffic engineers to predict level of service (LOS) at various intersections for both alternatives. LOS is a qualitative measure categorized into six levels, labeled from A to F, representing a spectrum of traffic conditions from A (free flow with minimal delays) to F (breakdown flow with extreme delays and heavy congestion).

Capacity, or “the maximum hourly rate at which persons or vehicles can reasonably be expected to traverse a point or uniform section of a lane or roadway during a given time period under prevailing roadway, traffic, and control conditions,” was analyzed for the following five intersections under 2023 existing, 2024 no-build, and 2024 build traffic conditions:

- SR 5220 (Jones Sausage Road) at Calebar Street/Amazon Driveway;
- SR 5220 (Jones Sausage Road) at Amazon Right-out Driveway;
- SR 5220 (Jones Sausage Road) at SR 2698 (Martin Branch Road)/Gas Station Driveway;
- SR 5220 (Jones Sausage Road) at I-40 Eastbound Ramps; and
- SR 5220 (Jones Sausage Road) at I-40 Westbound Ramps.



1. SR 5220 (Jones Sausage Road) at Calebar Street/Amazon Driveway
2. SR 5220 (Jones Sausage Road) at Amazon Right-out Driveway
3. SR 5220 (Jones Sausage Road) at SR 2698 (Martin Branch Road)/Gas Station Driveway
4. SR 5220 (Jones Sausage Road) at I-40 Eastbound Ramps
5. SR 5220 (Jones Sausage Road) at I-40 Westbound Ramps

CAPACITY ANALYSIS:
INTERSECTION LOCATIONS

2045 Build Alternatives 1 and 2 - Level of Service and Delay

| Node # | Intersection | Approach | 2045 Build Alt 1 | | 2045 Build Alt 2 | |
|--------|---|----------------|--------------------------------------|-----------------|--------------------------------------|-----------------|
| | | | Level of Service and Delay (sec/veh) | | Level of Service and Delay (sec/veh) | |
| | | | AM | PM | AM | PM |
| 101 | SR 5220 (Jones Sausage Road) at Calebar Street/Amazon Driveway - Signalized | Overall | B (17.0) | B (16.3) | B (19.4) | B (19.3) |
| | | EB | D (54.1) | D (52.0) | E (56.3) | E (57.5) |
| | | WB | B (13.1) | B (12.2) | B (12.8) | B (12.0) |
| | | NB | C (23.8) | C (23.7) | C (25.1) | C (25.2) |
| | | SB | A (8.4) | A (7.7) | B (10.2) | B (10.6) |
| 102 | SR 5220 (Jones Sausage Road) at Amazon Right-out Driveway - Unsignalized | WB | B (11.3) | B (13.4) | B (11.3) | B (13.4) |
| 103 | SR 5220 (Jones Sausage Road) at SR 2698 (Martin Branch Road)/Gas Station Driveway - Signalized | Overall | B (17.4) | B (19.0) | B (19.6) | C (20.1) |
| | | EB | D (51.6) | D (54.3) | D (51.5) | D (54.9) |
| | | WB | D (36.6) | D (38.2) | C (34.2) | C (32.0) |
| | | NB | A (9.1) | B (10.7) | A (8.5) | A (7.0) |
| | | SB | B (12.1) | B (15.6) | B (17.2) | B (19.6) |
| 104 | SR 5220 (Jones Sausage Road) NB and SB - Signalized | Overall | B (17.4) | B (19.4) | C (20.1) | C (22.5) |
| | | NBT | B (12.8) | B (15.3) | B (16.8) | B (20.0) |
| | | SWT | C (24.0) | C (25.3) | C (24.8) | C (26.2) |
| 204 | SR 5220 (Jones Sausage Road) at I-40 Eastbound Off-Ramp - Signalized | Overall | A (9.5) | B (10.8) | A (9.7) | B (11.6) |
| | | SBT | A (5.4) | A (5.2) | A (4.6) | A (5.2) |
| | | SER | B (14.3) | B (17.2) | B (15.5) | B (18.7) |
| 304 | SR 5220 (Jones Sausage Road) at I-40 Eastbound Off-Ramp - Signalized | Overall | B (10.9) | B (12.0) | B (11.3) | B (10.9) |
| | | EBL | C (33.8) | C (33.7) | C (32.5) | C (32.3) |
| | | NBT | A (2.7) | A (3.0) | A (3.9) | A (2.4) |
| 105 | SR 5220 (Jones Sausage Road) NB and SB - Signalized | Overall | C (25.3) | C (26.8) | C (27.4) | C (26.3) |
| | | SBT | D (35.6) | C (34.1) | D (35.3) | C (34.1) |
| | | NET | B (15.5) | B (19.5) | B (19.9) | C (18.5) |
| 205 | SR 5220 (Jones Sausage Road) at I-40 Westbound Off-Ramp - Signalized | Overall | B (14.8) | A (7.9) | B (15.0) | A (8.3) |
| | | NBT | A (2.1) | A (3.2) | A (2.8) | A (3.8) |
| | | NWR | C (34.7) | C (24.4) | C (34.3) | C (24.3) |
| 305 | SR 5220 (Jones Sausage Road) at I-40 Westbound Off-Ramp - Signalized | Overall | A (7.6) | A (6.5) | A (7.8) | A (6.8) |
| | | SBT | A (5.8) | A (4.1) | A (5.8) | A (4.1) |
| | | NWL | B (14.7) | B (18.1) | B (15.1) | B (18.4) |

The development programs in both options require a full movement intersection. The assumption made for the analysis for Alternatives 1 and 2 was therefore that a full movement intersection would be proposed and approved. The team consulted NCDOT during the study and they are aware of this need, however, at the time of the study's conclusion, they had not agreed to this condition. We strongly recommend additional discussions with NCDOT. It should be noted that the level of service analysis assumes a full movement intersection at Martin Branch and Jones Sausage Road. This has taken into considering the level of service of the diverging diamond as well in both alternatives.

The capacity analysis, which takes into account existing conditions, no-build related growth, and the build scenarios with a full movement intersection, determined that all approaches operate at overall LOS C (stable flow, at or near free flow) or better. Existing peak hour traffic volumes were determined based on traffic counts conducted at the study intersection listed above, in December of 2023 during a typical weekday AM (7:00 AM –9:00 AM) and PM (4:00 PM – 6:00 PM) peak periods.

To estimate traffic conditions with the site fully built-out, we added additional predicted site trips to the 2024 no-build traffic volumes (presumes an annual growth rate of 1%).

In both proposed 2045 Build Alternatives, all signalized intersections operate at overall LOS C or better and all approaches operate at LOS D (approaching unstable flow) or better, with the exception of Calebar Street. In Alternative 2, the eastbound approach at the signalized intersection of SR 5220 (Jones Sausage Road) at Calebar Street/Amazon Driveway operates at LOS E (unstable flow, operating at capacity). It should be noted that the delay for Calebar Street in 2045 Build Alternative 2 in both AM and PM peak is above the threshold for LOS D by only a few seconds. It should also be noted that not all of the trips generated by the proposed development will be new trips. We also considered pass-by and diverted trips.

Other considerations include the Garner Forward Plan, which identified strengths and weaknesses for selected roadways. The opportunity to improve pedestrian and bike facilities along Jones Sausage Road was highlighted, but not specifically identified near the subject site.

Findings

Based upon the quantitative and qualitative site research conducted and reported in this analysis, market conditions appear to be generally favorable for development. Nevertheless, if the subject site is to be developed in alignment with GEDC identified target industries and to further the employment center objective, the GEDC will need to address and/or pursue certain issues inclusive of the following:

1. The adoption of a joint future development vision by larger controlling property interests;
2. More in-depth conversation with an interested development company (roughly 62 acres of the subject site through option) based on their expertise in office and mixed-use space;
3. Further consideration of private real estate investment and development companies that have an expertise in building in the GEDC identified target space: advanced manufacturing, technology, and/or life sciences;
4. The positioning of the GEDC to trigger implementation of a joint vision, either as a catalyzing agent itself or as a property that could be incorporated into a larger development;
5. Review of case studies associated with other identified communities that have developed proactively in this space (see Competitive Scan Section of Market Analysis for examples);
6. Identification of suitable development area based on a thorough assessment of current environmental and natural conditions;
7. Coordination with Economic Development partners to facilitate participation in leveraging resources to further implement the joint vision (inclusive of educational institutions driving talent, NCSU and Wake Technical Community College);
8. Pursuance of infrastructure improvements (transportation access, stormwater, provision of utilities) that would add value to controlling property interests in service of the joint vision;
9. Proactive consultation of residential development near the site to provide advanced notice, solicit input and potentially develop a future adjacent market; and
10. Coordination with the Town of Garner to pursue appropriate regulatory approvals required to implement the joint vision.



MASTER PLAN OPTIONS



MASTER PLAN OPTIONS

Garner Forward, the 2023 update to the Garner Comprehensive Plan, identified the Northeast Gateway as one of six focus areas for economic development. The plan included conceptual illustrations for the property within the study area and highlighted that “building on the existing pattern of light industrial and warehouse/distribution can advance economic development efforts.” The section also referenced the need to enhance the streetscape of Jones Sausage Road as well as the opportunity for “human scale” retail development that is supported by public spaces, plazas, art and tree canopy.

Garner Forward did not include a detailed site analysis of the Northeast Gateway or any of the other five focus areas. Therefore, site constraints such as environmental systems, property ownership patterns, and transportation access were not part of the conceptual illustrations or highlights.

Although the study area’s visibility from I-40 and access to the newly constructed diverging diamond interchange at Jones Sausage Road seem to position the 118-acres for a regionally significant economic development initiative, the reality is that vehicular access to the site is severely constrained. We found no viable opportunities to provide a western connection from the site to Creech Road. With no other opportunities for connections outside of the study area, Tharrington Road will essentially continue to function as a large cul-de-sac.

In any development scenario, a full (3-signal) intersection at Jones Sausage Road must be permitted and constructed to maximize the limited development potential of the site. The realization of an improved intersection at this location is complicated by two primary factors. The first challenge is the diverse property ownership surrounding Martin Branch Road. A fully signalized intersection that will provide access to the study area requires additional right-of-way for proper design and construction. The second challenge is NCDOT’s intersection spacing standards in proximity to diverging diamond interchanges. The preferred minimum standard is 1,000 feet. Martin Branch is located approximately 300 feet from the on-ramp and the existing Calebar/Jones Sausage Intersection is located approximately 835 feet (southwest) of Martin Branch.

Providing a signalized intersection to support the study area will require extensive coordination with NCDOT and obtaining permission for three-signals will be an even greater challenge. Addressing the challenge of providing a fully signalized intersection at this location is critical to advancing the development alternatives offered in this report or any other plan that seeks to develop within the study area.

Based on the analysis conducted in this report, this section presents two alternatives for development of the study site.

PRIMARY SITE DEVELOPMENT CONSIDERATIONS

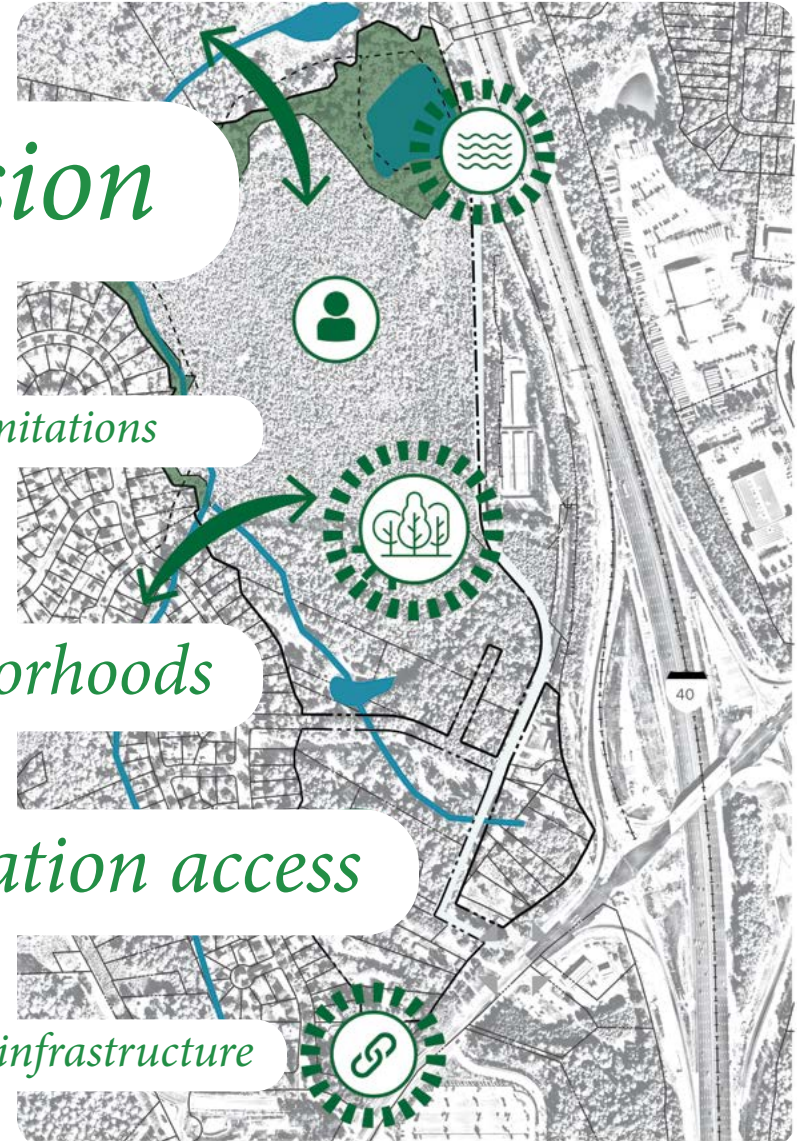
Create a joint vision

Consider environmental and natural limitations

Connect to adjacent neighborhoods

Provide transportation access

Improve infrastructure



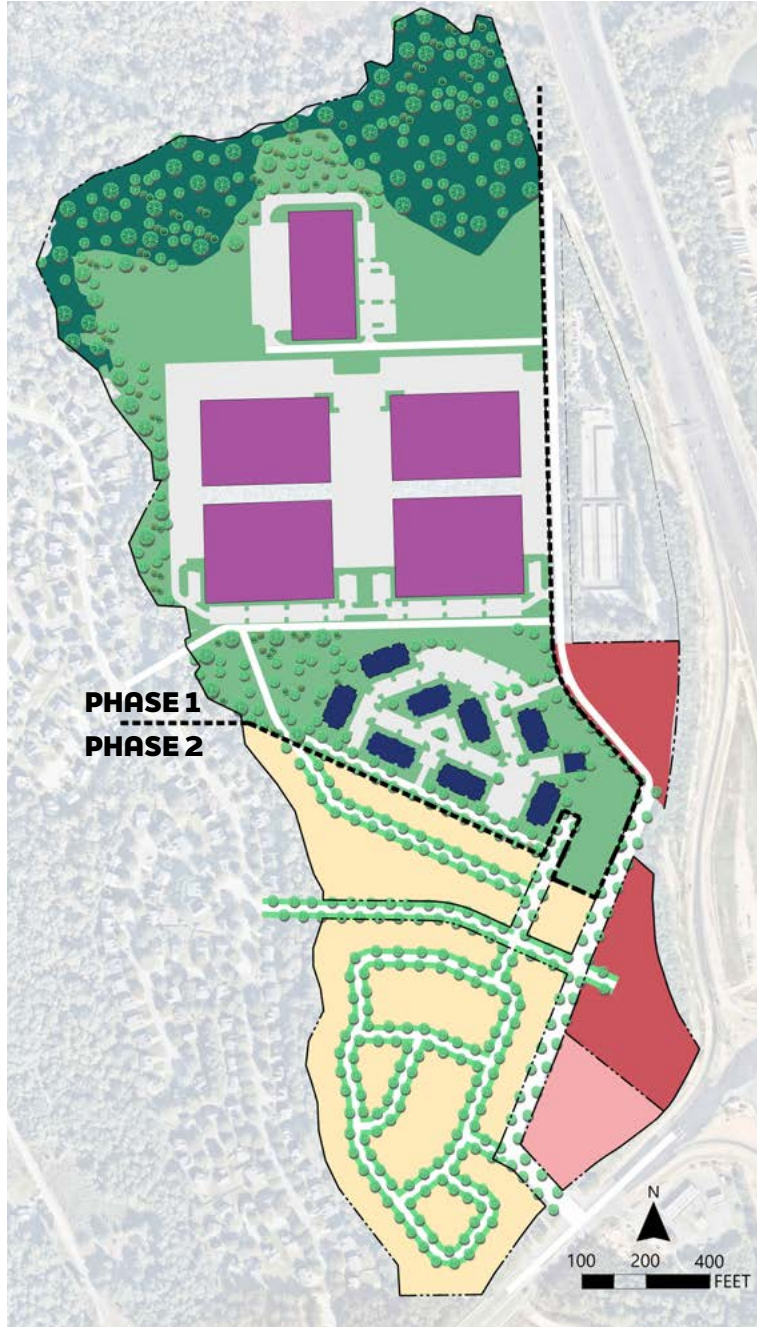
ALTERNATIVE 1

The first master plan option seeks to advance an existing pattern of light industrial and warehouse distribution; seizing an opportunity highlighted by Garner Forward. The first phase of this alternative includes the development program that the traffic analysis modeled. The location of Phase 1 in this alternative is due to the large parcel size and control by two property owners, one of which is the GEDC.

The southern location, Phase 2, includes 26 distinct parcels. Not all of these property owners are looking to sell at this time or in the near future. Recognizing the challenges of parcel assembly, we designed this second phase as a low-density single-family neighborhood, with some general commercial uses located east of Tharrington Road fronting Jones Sausage Road and I-40.



BUILD OUT FOR TODAY



ALTERNATIVE 1

PHASE 1 PROGRAM

- Warehouse (Industrial) – 500,000 SF
- Workforce Housing – 300 units

LEGEND

- Industrial/Warehouse
- Workforce Housing
- Single Family
- Office Space
- Commercial Mixed-Use

ALTERNATIVE 2

Rather than meet the market trends of today, the second master plan seeks to advance the six themes of Garner Forward Chapter 3: Land Use and Community Character as shown below:

Theme 1: Emphasis on the Public Realm

Includes multiple public greens and walking trails.

Theme 2: Land Use Mix and Development Intensity

Offers mixed-use development that provides new opportunities to work, live, shop, play, and entertain in Garner.

Theme 3: Home and Neighborhood Choices

Provides for greater home choices at different price points.

Theme 4: Site Design and Development Scale

Provides for a “highly-sociable” place and meets the intent of recommended design standards for development.

Theme 5: Community Connections

Seeks to maximize both road and trail connectivity.

Theme 6: Natural Conservation and Historic Preservation

Provides a site design that respects natural features of the landscape.

The first phase of this alternative includes the development program that the traffic analysis modeled. The location of Phase 1 in this alternative is due to the large parcel size and control by just two property owners, one of which is the GEDC.

The southern location, Phase 2, includes 26 distinct parcels. As mentioned in the previous alternative, not all of these property owners are looking to sell at this time or necessarily in the near future. In order to address the challenges of parcel assembly, in both alternatives the second phase consists of a low-density single-family neighborhood, with some general commercial uses located east of Tharrington Road fronting Jones Sausage Road and I-40.










POSITION FOR TOMORROW

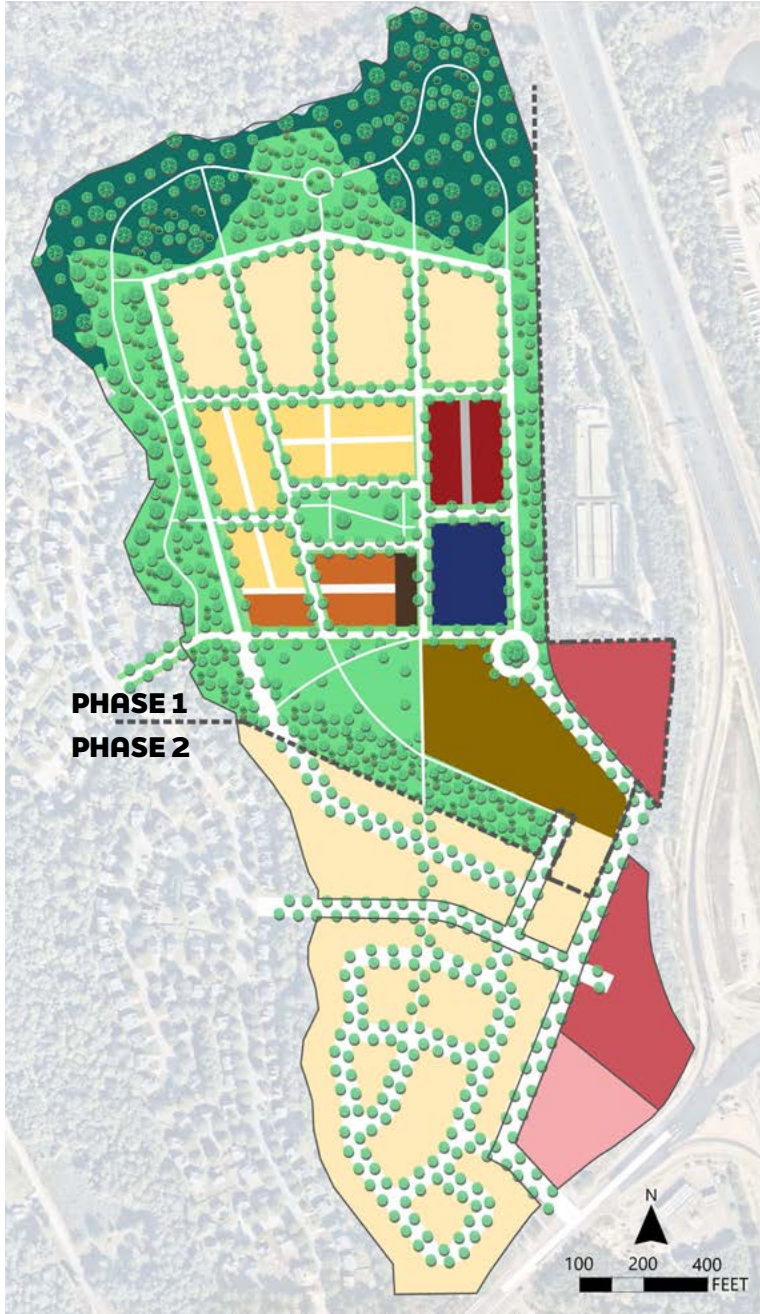
ALTERNATIVE 2

PHASE 1 PROGRAM

- Single-Family – 46 units
- Live-Work housing – 16 units
- Cottages – 41 units
- Workforce housing – 250 units
- Town Homes – 20 units
- Assisted Living – 200 units
- Class A Office – 75,000 SF
- Restaurants (2)- 6,000 SF
- Retail – 20,000 SF
- 10,000 SF Community Building/Co-working space

LEGEND

-  Workforce Housing
-  Assisted Living
-  Live-work Housing
-  Community building/Co-Working Space
-  Town Homes
-  Cottages
-  Single-Family
-  Office Space
-  Commercial Mixed-Use





5

IMPLEMENTATION & CONCLUSION



IMPLEMENTATION & CONCLUSION

The Raleigh-Durham Metro Area continues to serve as a model for economic growth in North Carolina and throughout the United States. Continued regional transportation improvements, such as the extension of I-540, strengthen Garner's position as a southern gateway to this important and growing region. Development of the Northeast Gateway poses significant challenges, however, the opportunity to develop an area of this size in this location is worth pursuing.

In any development scenario the GEDC must work with the Town of Garner and NCDOT to provide access to the site via a full (three-signal) intersection at Jones Sausage Road. This effort will be costly in terms of money, time, and political capital. Additionally, as detailed in the land use section of this report, a large portion of the study area is currently zoned Residential-4 (R4). Portions of the study area will need to be rezoned to Commercial or Planned Development District, which will also require approval by the Garner Town Council.

The GEDC currently owns just over 15 acres of the 118-acre study area, therefore the development of the property will require working with the private sector. GEDC is in a unique position because it serves as both a property owner and booster for overall economic development in Garner. As a property owner, the GEDC should seek to execute a formal agreement with any private developers prior to advancing efforts to provide additional infrastructure improvements or development entitlements within the study area. This formal agreement should consider an option for the private developer to purchase and develop the 15-acre parcel owned by GEDC. Due to the vehicular access constraints, others could expend the limited development potential prior to the sale or development of the GEDC property. Therefore, the GEDC should not support rezoning or support infrastructure improvements without a formal agreement with a developer or a plan to develop the GEDC parcel first.



NEXT STEPS:

1. CHOOSE A PATH:

Select Master Plan Alternative 1, 2, or develop another option.

2. DETERMINE REQUIRED INFRASTRUCTURE AND DEVELOP COST ESTIMATES AND SCHEDULE:

Include hard and soft costs, including right-of-way acquisition, for needed intersection/road improvements and utility extensions.

3. BUILD A LEADERSHIP TEAM:

Identify a smaller group within the Town/GEDC who possess a background in real estate and economic development and are tied in with local decision makers.

4. EVALUATE POTENTIAL DEVELOPMENT PARTNERS:

If one is selected, formalize an agreement before proceeding with development positioning.

5. POSITION THE PROPERTY FOR PHASE 1 DEVELOPMENT:

- Work with NCDOT and the Town to provide for a full (three-signal) intersection at Jones Sausage Road.
- Design access road improvements for Martin Branch and Tharrington Roads.
- Re-zone R-4 properties to Commercial or Planned Development District.



APPENDICES

APPENDIX A

Public Engagement Process
Stakeholder Meeting 1 Summary
Stakeholder Meeting 2 Summary

A1
A2-A5
A6-A15

APPENDIX B

Market Analysis

B1-76

APPENDIX C

Transportation Analysis

C1-C290