


Community Facilities and Services

H. Community Facilities and Services

A community facility is established primarily for the benefit and service of the population of the community in which it is located. This Element focuses on community facilities and the policies and actions that will drive future decisions about siting, acquisition, co-location, programming, design, and construction. Community facilities and services covered include:

- Municipal buildings;
- Solid Waste Services;
- Police stations;
- Fire stations—engine, ladder, rescue, EMS, arson investigation; and
- Health and Human Services.



Two important community facilities, public schools and libraries, are provided by Wake County—the City does not maintain separate systems of its own. As such, the City's role in ensuring Raleigh's residents receive the schools and libraries they need is one of collaboration and coordination with the county. Policies and actions related to both schools and libraries can be found in Element L: 'Regional and Inter-Jurisdictional Coordination'.

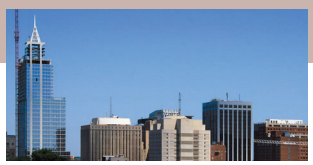
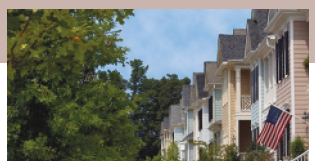
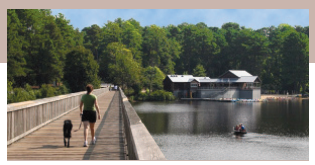
Population growth drives decisions to add community facilities to the City's landscape. Currently, City of Raleigh community facilities include: eight police facilities; twenty-eight fire stations; three solid waste services facilities; seven municipal buildings; thirty community centers; nine public libraries; seventy-five public schools; and three hospital networks.

The City has outgrown its current operational facilities and will be challenged by significant growth in the future. Service delivery has become a challenge as land, energy, and water resources have steadily decreased and land acquisition, construction, operation, and maintenance costs have risen sharply. All departments are experiencing excessive drive times to work sites due to policies that historically have centralized facilities. Given Raleigh's explosive growth and continuing low-density development, there an increasing demand for the dispersion of community facilities and services.

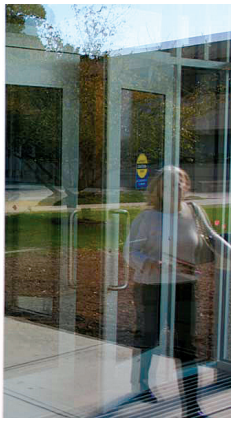
The Evaluation of Remote Operational Facilities study conducted by consultants to the Public Works Department set the stage for a new approach. City Council has approved and funded the implementation of a network of five decentralized Service Centers (in addition to the current seven operations facilities). Municipal crews will achieve shorter drive times and greater productivity as less time is spent bringing vehicles to and from the shop. Future decentralization of community facilities includes objectives to co-locate, or share space and costs, as the City brings more services to residents in new and emerging urban centers. While departments currently plan year-to-year, new strategies include forecasting 5, 10, 15, and 20 years out to secure land to build community facilities and to be prepared for the growth Raleigh continues to experience.

This element addresses the siting, acquisition, co-location, programming, design, and construction of community facilities downtown and in the new and emerging urban centers. In a time of dwindling land, financial, energy, and water resources, Raleigh's future viability and quality of life depend on aligning the planning processes of municipal departments and partners, and strategic use of land for siting of capital improvement projects. Issues include:

- Municipal departments and their current and potential partners often work independent of a collaborative process when forecasting land acquisition for siting facilities;

- Demographic and growth projections are derived from a variety of sources and not aligned;
- The Comprehensive Plan and the Capital Improvement Program are viewed as unrelated processes. There is a need to align both documents and better set priorities for capital improvement projects;
- No mechanisms exist to articulate levels of service that determine the adequacy of police, fire protection, and emergency services to meet community needs; and
- Projects often lack the benefit of feedback from the development services review team, which results in adverse fiscal, timeline, operations, and maintenance implications.

More information on these issues can be found in Chapter 10 of the Community Inventory Report. For information on community centers and athletic facilities, see Element F: 'Parks, Recreation, and Open Space'.

As described in 2 'Framework', Raleigh's Vision for 2030 is structured to address these community facilities and service issues through five of the six vision themes or citywide goals. The Community Facilities and Services Element will allow the City to meet these goals in numerous ways.

Relative to *Economic Prosperity and Equity*, clustering and co-locating community facilities and services is cost effective and creates conditions for economic development, including new business and job growth. Residents reap the benefits from a broader tax base, easy access to services, and reduced travel times. Social equity is reinforced as internal and external communication is improved and more residents can access the services they need.

For *Managing Our Growth,* service needs will grow proportionate with Raleigh's population. The City must have the ability to maintain high service levels at the same time reducing operation and maintenance costs. Clustering and co-locating facilities and services can be a means to sustain service levels as the City strives to lower costs. Aligning long-range construction and service plans with the Comprehensive Plan, the Future Land Use Map, and growth and demographic projections will enable the City to effectively address service needs and cost goals in the Capital Improvement Program.

For *Coordinating Land Use and Transportation,* more than two-thirds of the nation's petroleum consumption is for transportation, and that includes the delivery of municipal services. Better coordination between transportation and land use will allow Raleigh to plan more effectively for public services, while reducing its energy consumption. The City will save by distributing operational locations around the City, resulting in shorter deployment distances for employees who provide services to Raleigh residents and business owners.

For *Greenprint Raleigh*, the protection and wise use of resources will be one of the key building blocks for a sustainable future. Several priorities have already set the stage. By applying LEED certification and other sustainable practices to the siting, design, and construction of Community Facilities, the City's natural and environmental resources will be conserved and the goals of energy and water conservation advanced.

For *Growing Successful Neighborhoods and Communities*, community services and facilities are often viewed as anchors and stabilizing forces in urban neighborhoods. Building on the concept of clustering and co-location, community facilities—along with shopping, business, recreational and office services, and open space—will create focal points for success. Urban centers and their surrounding neighborhoods and communities can become destinations. The inclusion

of public art can make them distinctive, all of which will contribute to livability, sense of place, and identity.

Policies and actions in the Community Facilities and Services Element appear in the next section. To track the efficiency of the City's policies, numbers that relate to the City's six vision themes are used throughout the policy section as follows:

1. Economic Prosperity and Equity
2. Expanding Housing Choices
3. Managing Our Growth
4. Coordinating Land Use and Transportation
5. Greenprint Raleigh
6. Growing Successful Neighborhoods and Communities

H.1 Community Facilities and Services

Raleigh needs to optimize limited resources, reduce costs, and secure the capacity to support continued growth and prosperity. Sustainability is the organizing principle that City departments will use as they evaluate new construction and renovations to City-owned property. The City's sustainability polices and procedures will create an action plan for Raleigh's future viability. The LEED green building rating system will be a key tool the City and its public and private partners will use to benchmark development practices, construction management, and facilities management and maintenance. See also Element C: 'Environmental Protection' for additional policies on environmental sustainability.

Key drivers in the City's community facilities efforts are the Administrative Services Department, the Construction Management Division of the Public Works Department, and the Facilities and Operations Division of the Parks and Recreation Department.

- Administrative Services coordinates the development of the City operating budget and Capital Improvement Program, provides real estate services related to the acquisition of real property for City purposes, and coordinates the City's sustainability efforts.
- Construction Management manages capital building and general improvement projects for Public Works and many other departments through conceptual planning and budgeting, site evaluation and acquisition, consultant evaluation and selection, project development and design, selection of construction delivery systems, awarding and administering contracts, and constructing improvements.
- Facilities and Operations within Parks and Recreation oversees a portion of the Capital Improvement Program and general improvement funding for projects that improve and maintain existing City facilities including police, public works, solid waste, and downtown commercial facilities. Sustainable efforts are incorporated into the life cycle replacement of these systems.

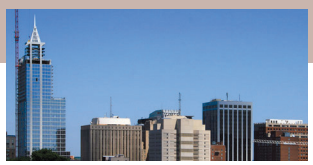
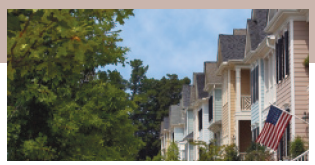
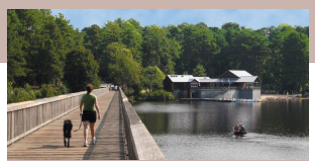
Likewise, other municipal departments responsible for community facilities and services will need to change their business model from one founded on seemingly abundant land and energy resources to one structured to be sustainable in an environment of decreasing resources. Departments will need to work collaboratively to align their growth projections, needs, studies, siting, acquisition, design, programming, construction, and maintenance. The City also will need to expand current collaborative efforts with the county, state, and regional partners.

Informed by an agreed-upon sustainable development action plan, the City of Raleigh will base activities on the following policies and actions.

Policy CS 1.1

Community Services in Urban Centers

Use the Future Land Use Map to ensure all new and emerging urban centers are connected by transit corridors and supported appropriately with fire, police, and other community facilities and services. (1, 4, 5, 6)

Policy CS 1.2

Responding to Demographic Change

Consider anticipated demographic changes and the importance of aging in place in all land use, transportation, and community service planning and decisions. (3, 4, 6)

Policy CS 1.3

Land Reservation for Community Facilities

During development and redevelopment, sufficient land areas should be retained for future schools, parks, greenways, streets, fire and police stations, and other public purposes and essential services. (3, 5, 6)

Policy CS 1.4

Equitable Facility Distribution

Provide equitable facilities and services to all of Raleigh's neighborhoods. (3, 4, 6)

Policy CS 1.5

Adequacy of Community Facilities

Plan for community facilities that are adequate to provide residents with the activities, programs, and services—including choices for passive and active pursuits—necessary to maintain a high quality of life. (5, 6) *See also F.2 'Park System and Land Acquisition' in Element F: 'Parks, Recreation, and Open Space'.*

Policy CS 1.6

Transit Accessibility of Community Facilities

Concentrate community facilities in transit accessible areas and walkable communities to increase access to and delivery of services. (1, 4, 5, 6)

Policy CS 1.7

Equitable Facility Distribution

Ensure that community centers, senior centers, libraries, schools, and other community facilities are sited equitably across Raleigh and are accessible to those requiring adaptive services. (1, 4, 6)

Policy CS 1.8

Community Facilities as Centers

Use recreation centers, senior centers, schools, and libraries as a means of enhancing and strengthening a neighborhood's sense of community. (6)



Policy CS 1.9

Co-Location

Co-locate community facilities and services when and where feasible to provide residents and businesses with easily accessible and convenient City services and to encourage the efficient use of land and resources. (3, 6)

Policy CS 1.10

Alignment of Growth Projections

Align long-range construction and service plans with the Comprehensive Plan, the Future Land Use Map, and growth and demographic projections to develop a Capital Improvement Program to meet future needs. (3)

Policy CS 1.11

Joint-Service Space

Provide space for joint-services with other municipal, county, and state entities when feasible. (3)

Policy CS 1.12

Operations and Maintenance Staffing

Maintain adequate community facility maintenance and management operations and staff as land is acquired and sites are developed. (3)

Action CS 1.1

Land Demand Projections

Develop and maintain 20-year projections for the land needs for each City department.

Action CS 1.2

Sustainable Development Plan

Develop a sustainable development action plan for community facilities.

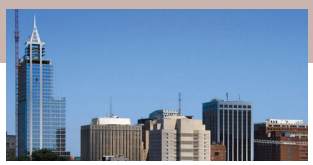
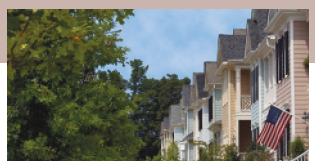
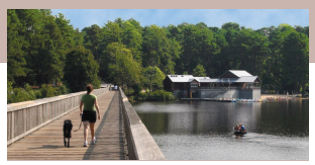
Action CS 1.3

Land Acquisition

Purchase land in the short-term for long-term construction of community facilities (i.e., land bank).

Action CS 1.4

Reserved

Action CS 1.5

Building Design Team

Implement a procedure to include Raleigh Public Works Department Construction Management, Parks and Recreation, Solid Waste Services, and Sustainability staff in programming, concept and design phases for new civic buildings.

Action CS 1.6

Retrofitting of Municipal Buildings

Retrofit current municipal buildings using the agreed-upon sustainable development plan.

Action CS 1.7

Shared Space

Investigate joint agreements between City departments to maximize space and share costs.

H.2 Solid Waste

Raleigh's solid waste stream consists of household refuse destined for landfills, recyclables collected and sorted separately, and yard waste such as leaves and trimmings that are prohibited from landfills. All three are collected curbside within the City limits. Debris generated through construction and demolition is also a significant part of the waste stream, representing nearly 23 percent of waste countywide. In 2005, the City of Raleigh generated over 130,000 tons of solid waste, of which only 11 percent, or about 16,000 tons, was recycled. The City also collected and processed over 32,000 tons of yard waste, which was ground for mulch at the City's yard waste processing facility.

Municipal solid waste generated in Wake County, which totaled about 620,000 tons in 2004, is collected at five transfer stations. About 60 percent is disposed at the County's only municipal waste landfill, with the remainder destined for out-of-county and even out-of-state landfills. The Southwest/Holly Springs (Southern Wake) landfill opened in January 2008 and the Northern Wake Landfill closed in May of the same year. Trends indicate that in the future the county may eventually rely on privately-owned and -operated landfills for municipal waste disposal.

The policies below are designed to decrease the overall amount of waste generated and to divert as much of the remaining waste stream away from landfill as is practicable. These policies also reflect and incorporate the vision and goals articulated in the 2006 – 2016 Wake County Solid Waste Management Plan.

See also Element L: 'Regional and Inter-Jurisdictional Coordination' and Element C: 'Environmental Protection' for related policies on solid waste.

Policy CS 2.1

Solid Waste Collection and Disposal

Provide an adequate and cost-effective solid waste collection and disposal system that includes recycling, land reclamation, and re-use of waste materials. (5)

Policy CS 2.2

Completeness of Solid Waste Services

Ensure that solid waste management and recycling collection services are made available to all solid waste generators. (3, 5)

Policy CS 2.3

Waste Reduction Target

Reduce, re-use, and recycle and recover beneficial end products of municipal solid waste to the maximum extent practicable, with the overall objective of achieving or surpassing the State's waste reduction goal of 40 percent by 2016 as measured against a baseline of fiscal year 1988 – 89. (3, 5)

Policy CS 2.4

Expanding Recycling Programs

Continue to add new types of waste items to the recycling program as recycling technology evolves and markets for recycled materials develop. Zero waste will be the long-term goal of the City. (5)

Policy CS 2.5

E-Waste Disposal

Continue solid waste management programs including computer and other electronic equipment recycling, the Charge Up to Recycle program, ink jet and toner cartridge recycling, and the Solid Waste Services Department Swap Shop. (3, 5)

Policy CS 2.6

Safe Waste Handling

Properly manage waste requiring special handling, including hazardous materials. (5)

Policy CS 2.7

Land Clearing and Inert Debris Landfills

Ensure that land clearing and inert debris (LCID) landfills that operate in Raleigh comply with applicable rules and regulations. (3, 5)

Policy CS 2.8

Funding of Waste Management

Pursue a fair and equitable funding system to cover current and future costs associated with the programs and services needed to meet adopted solid waste reduction and management goals. (1, 3)

Policy CS 2.9

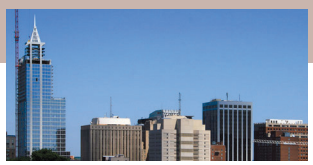
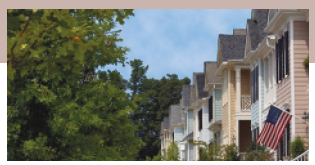
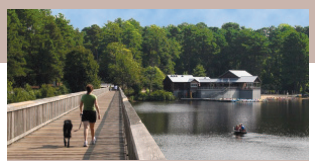
Waste-to-Energy

Pursue opportunities to utilize landfills and the waste stream as a source of energy; potential examples could include technologies such as landfill gas capture and combustion, thermal depolymerization, and the Day Cycle (incineration of waste in electric plasma furnaces at temperatures over 15,000 degrees Celsius, with excess heat used to generate electricity). (1, 3, 5)

Policy CS 2.10

Agency Coordination in Waste Management

Encourage cross-agency collaboration in managing solid waste, including participation in Development Plans Review Group site plan meetings and similar. (1, 3, 5)

Action CS 2.1

Enterprise Resource Planning and Solid Waste

As part of the Enterprise Resource Planning (ERP) project, build into Solid Waste Service's billing system the flexibility needed to implement the accounting and cost recovery practices identified in the Plan policies.

Action CS 2.2

Full-Cost Accounting for Waste Management

Utilize full-cost accounting practices for identifying and monitoring all solid waste management program costs.

Action CS 2.3

Mandatory Recycling

Explore implementing a mandatory recycling program by 2012, consistent with the 10-year Solid Waste Plan.

Action CS 2.4

Solid Waste Monitoring

Establish program measures and an evaluation system to monitor progress toward attaining local solid waste management goals, including waste reduction rates.

Action CS 2.5

Alternative Waste Disposal Techniques

Study economically viable opportunities for incineration, as well as other disposal alternatives, that arise in the future, including opportunities involving regional cooperation.

Action CS 2.6

Solid Waste Services and Design Standards

Develop and adopt regulations that establish Design Standards to accommodate Solid Waste Services operations.

Action CS 2.7

Regulations for Recyclables Storage

Update the site plan regulations to include mandatory accommodations for recycling in all new public (and private) developments.

Action CS 2.8

Retrofits to Facilitate Recycling

Explore design changes on how to retrofit existing residential and non-residential developments that facilitate participation in the recycling program.

H.3 Public Safety

The Police Department works in partnership with the community to identify and address conditions that may contribute to crime. The Department employs an approach to policing that emphasizes prevention and enforcement. Under the District Policing System, officers are becoming more involved with, and more closely linked to, the citizens they serve and protect. The Department is committed to building its capacity to meet the challenges of a growing population.

Policy CS 3.1

Planning for Adequate Police Stations

Plan and provide for police stations and supporting facilities adequate to protect the health and safety of Raleigh's current and future citizenry and business population, and to support Police Department level of service policies. (1, 3, 4, 6)



Policy CS 3.2

City Ownership of Police Stations

Police stations should be City-owned facilities providing a civic presence and appropriately designed for police functions, rather than rented space. (6)

Policy CS 3.3

Co-Location of Police and Non-Police Facilities

Co-locate police stations, training facilities, and administrative offices when feasible. In addition, consider co-locating with other community facility services, including sharing a common lobby. (3)

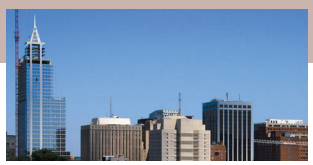
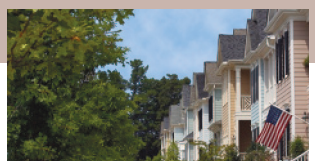
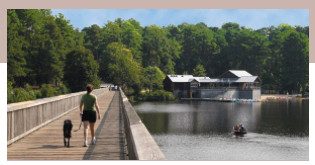
Policy CS 3.4

Crime Prevention through Environmental Design

Encourage use of the Crime Prevention through Environmental Design (CPTED) program standards as one of many tools to improve environments and deter crime. (1, 6)

The Four Strategies of Crime Prevention through Environmental Design

1. **Natural Surveillance:** A design concept directed primarily at keeping intruders easily observable.
2. **Territorial Reinforcement:** Physical design can create or extend a sphere of influence.
3. **Natural Access Control:** A design concept directed primarily at decreasing crime opportunity by denying access to

crime targets and creating in offenders a perception of risk.

4. **Target Hardening:** Accomplished by features that prohibit entry or access: window locks, dead bolts for doors, and interior door hinges.

Source: CPTED Watch The City of Raleigh supports the national CPTED program and encourages implementation of its recommendations in facilities siting, design, and construction activities.

Action CS 3.1

CPTED Development Plan Review

Include components of the Crime Prevention through Environmental Design (CPTED) program in the Development Plan review process.

Action CS 3.2

CPTED Partnerships

Partner with private and non-profit sectors to create demonstration projects throughout the City that incorporate CPTED design elements.

Action CS 3.3

Police Facility Plan

Conduct a public facilities plan for public safety to identify police station, office space, parking, and support facilities that will be required to maintain service and meet future needs.

Action CS 3.4

NE/NW Raleigh Field Offices

Evaluate need for field offices in northeast and northwest Raleigh.

Action CS 3.5

Training Facility Economies

Examine ways to work with Wake County to share space and costs at the Police training facility.

Action CS 3.6

Police Training Center

Complete construction of a Police Training Center on City-owned land at Battle Bridge Road adjacent to the current Police Range facility.

Action CS 3.7

Field Operation Units

Continue to plan and operate field operation units in combination with other public facilities. These sites are generally located in the northwest, northeast, southeast, and southwest portions of the Raleigh metropolitan area and are typically part of outlying Municipal Service Centers.

H.4 Fire and Emergency Response

The Fire Department protects life and property by providing fire prevention, fire suppression, rescue, emergency medical services, hazardous materials response, and life safety education for residents of the City of Raleigh. Construction plans reflect the Department's core response time mandate. The Department maintains an ISO Class III Fire Protection rating. The purpose of the Insurance Service Organization is to give insurance companies a uniform system on which to base their insurance premiums. The ISO uses a consistent set of guidelines to evaluate a fire department, including the number of personnel on duty, training, level of personnel (paid or volunteer), the amount of water the fire department can get to a fire, and the amount and quality of equipment used such as fire engines and hand tools. In the nation only 3.6 percent of fire departments are an ISO Class III.

The Department also follows standards established by the National Fire Protection Association to strategize the location of fire stations. The location strategy incorporates the Department's design and construction commitment to environmental initiatives to capitalize on solar energy and water re-use, adhering to the City's sustainability policies and procedures.

Policy CS 4.1

Fire and Emergency Response Facilities

Plan and provide for fire and emergency facilities adequate to protect the health, life, livelihood, and property of Raleigh's current and future citizenry and business. (1, 3, 4, 6)

Policy CS 4.2

Ancillary Fire Protection Facilities

Provide facilities equipped to meet the operational needs of the Department, including training and fire equipment service and repair. (3)

Policy CS 4.3

Fire Protection Service Standards

Adhere to standards established by the ISO and the National Fire Protection Association. Maintain the ISO Class III Fire Protection Rating. (6)

Policy CS 4.4

Response Time Standards

Maintain standards in response time/coverage for fire calls and emergency medical response calls as outlined in the National Fire Protection Association 1710 (standard for the organization and deployment of fire suppression operations, emergency medical operations, and special operations): one minute from 911 call to wheels rolling and four minutes total response time. (6)

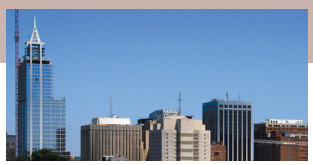
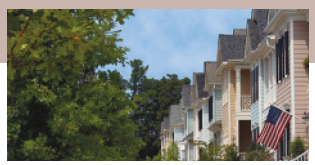
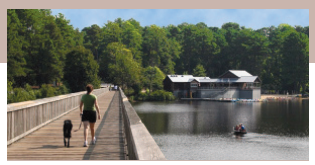
Action CS 4.1

Measuring Level of Service

Develop a mechanism to identify levels of service to determine the capacity of police, fire protection, and emergency services to meet community needs.

H.5 Health and Human Services

While the City of Raleigh does not provide health and human services directly, the City does influence the actions of private sector health care providers (including the three major hospital systems—WakeMed, Rex, and Duke Healthcare) through zoning and development review. The City of Raleigh partners with the county in working to address human service needs—including childcare and elder care. Moreover, the City's plans and

ordinances must keep current as new types of service delivery evolve—an example is continuing care retirement communities—which did not exist 20 years ago. The following policies seek to facilitate the provision of these vital services.

Policy CS 5.1

Best Practices in Health Care

Work with private and public institutions, Wake County, and non-profits to ensure medical and health facilities adhere to best practices. (3)

Policy CS 5.2

Supportive Services

Provide supportive services and facilities to Raleigh's families, elderly, special needs, and others in need of adaptive services that contribute to their quality of life. (1, 3)

Policy CS 5.3

Access to Health Care

Support the siting of health care facilities and services in appropriate and accessible locations. (6)

Policy CS 5.4

Publicity of Social and Health Programs

Improve the effectiveness of communication methods used to publicize social and health programs. Maximize participation of and support for low-income residents. (1, 3)

Policy CS 5.5

Transit Access to Health and Human Services

Promote transit accessibility for health and human service facilities. (1, 4, 6)

Policy CS 5.6

Childcare Facilities

Plan and provide for childcare facilities adequate to meet the needs of Raleigh families. (1, 3, 6)

Policy CS 5.7

Elder Care Facilities

Plan and provide for elder care facilities adequate to meet the needs of Raleigh's aging population. (1, 3, 6)

Action CS 5.1

Reserved