

WAKE COUNTY PLANNING



Table of Contents

- I. BACKGROUND
- II. VISION STATEMENTS, GOALS, & STRATEGIES
 - A. VISION STATEMENT
 - B. GOALS AND STRATEGIES
- III. LAND USE PLAN
 - A. INTRODUCTION
 - B. GENERAL CLASSIFICATIONS AND RELATED POLICIES
 - 1. Introduction
 - 2. Urban Service Area Classifications
 - a. Introduction
 - b. Short-Range Urban Services Area
 - c. Short-Range Urban Services Area / Water Supply Watershed
 - d. Long-Range Urban Services Area
 - e. Long-Range Urban Services Area / Water Supply Watershed
 - 3. Transitional Urban Development Policies
 - a. Introduction
 - b. Promote Centralized Water and Sewer Service
 - c. Promote Urban Intensities
 - d. Promote Urban Transportation Facilities
 - e. Promote Neighborhood Recreation Facilities
 - 4. Non-Urban Area Classifications
 - a. Introduction
 - b. Non-Urban Area
 - c. Non-Urban Area / Water Supply Watershed
 - 5. Non-Urban Area Policies
 - 6. General Classifications Map
 - C. LAND USE CLASSIFICATIONS AND RELATED POLIICES
 - a. Introduction
 - b. Land Use Classification and Related Policies
 - a. Land Use Classifications
 - b. Policies for Activity Center Classification
 - 3. Countywide Land Use Classifications Map
- IV. EXPANSION OF MUNICIPAL PLANNING JURISDICTIONS
- V. WATER SUPPLY WATERSHED PROTECTION POLICIES

- A. WATER QUALITY GOAL
 - B. BACKGROUND
 - C. STATE WATER SUPPLY WATERSHED CLASSIFICATIONS
 - D. LAND USE PLAN CLASSIFICATIONS OF WATER SUPPLY WATERSHEDS
 - E. STATE CONTROLS IN WATER SUPPLY WATERSHEDS
 - F. LOCAL LAND USE CONTROLS IN WATER SUPPLY WATERSHEDS
 - 1. Location
 - 2. Impervious Surface Coverage and Housing Density Limits
 - 3. Watershed and Drainageway Buffers
 - 4. Nonresidential Land Use Limits
 - 5. Hazardous Material Controls
 - 6. Water Quality Protection Design Standards
 - G. SWIFT CREEK LAND MANAGEMENT PLAN POLICIES
 - 1. Competing Objectives
 - 2. Level of Water Quality Protection
 - 3. Urban Densities
 - a. Delineation of Watershed
 - 4. Development Regulation
 - a. Definition of Critical Area and Stream Buffers
 - b. Performance Standards
 - 5. Land Uses
 - a. Existing Land Use Patterns
 - b. Potential Future Land Use Patterns
 - c. Land Use Scenario
 - 6. Issues for Further Study
 - 7. Conclusion
 - 8. Maps and Performance Standards
 - a. Current Jurisdiction
 - b. Critical Areas and Vegetative Buffers
 - c. Existing Land Use & Approved Plans
 - d. Land Use Scenario (.pdf file – requires Adobe Acrobat)
 - e. Performance Standards (.pdf file – requires Adobe Acrobat)
- VI. PLAN REVIEW AND AMENDMENTS
- A. INTRODUCTION
 - B. FIVE-YEAR COMPREHENSIVE REVIEW AND AMENDMENT
 - C. ANNUAL REVIEW AND AMENDMENT
 - D. INTERIM REVIEW AND AMENDMENT

- VII. IMPLEMENTATION STRATEGIES
- VIII. AREA LAND USE PLANS
 - A. INTRODUCTION
 - B. SOUTHWEST WAKE AREA LAND USE PLAN
 - 1. Introduction
 - a. Why a Plan for Southwest Wake?
 - b. Main Uses of the Plan.
 - 2. The Plan
 - a. The Map
 - b. Main Features of the Plan Explained
 - 3. Method
 - a. Citizen Participation
 - b. Developing the Map
 - 4. Appendix
 - a. Description of Parks and Greenways on the Plan Map
 - b. Illustrations of Activity Centers
 - c. Previously Adopted Water and Wastewater Plans
 - 5. Land Use Classification (.pdf file – requires Adobe Acrobat)
 - C. EAST RALIEGH – KNIGHTDALE AREA LAND USE PLAN
 - 1. What is an Area Land Use Plan
 - a. Introduction
 - b. Citizen Planners
 - c. Citizen Participation and Schedule
 - d. East Raleigh-Knightdale Area Communities
 - 2. Adopted Goals for the East Raleigh-Knightdale Area Land Use Plan
 - 3. Location, Location, Location
 - 4. Population and Housing
 - 5. Local Economy
 - 6. Transportation Issues
 - a. Introduction
 - b. Developing a Roadway Network
 - c. Roadway Improvements
 - d. Collector Road Planning
 - e. Special Highway Overlay District
 - f. Sidewalks and Bikeways
 - g. Public Transportation
 - 7. Natural Resources

- a. Introduction
- b. Stormwater Management
- c. Neuse River Basin Nutrient Sensitive Water Management Strategy
- 8. Urban Services Plan
 - a. Introduction
 - b. Water and Sewer Systems
- 9. Wake County Water/Sewer Plan
 - a. Introduction
 - b. Water/Sewer Funding Program
 - c. Non-Municipal Water Sewer System Standards
- 10. Resource Management
 - a. Water/Sewer Best Management Practices
 - b. Groundwater Resources Management
 - c. Summary for Water/Sewer and Stormwater Management Planning
- 11. Transitional Urban Development Standards
 - a. Introduction
 - b. Short-Range/Long-Range Urban Services Areas Boundaries
- 12. Standards for Activity Centers
 - a. Introduction
 - b. Activity Centers' General Principles
 - c. Activity Centers: Principles by Type
- 13. Municipal Planning Jurisdiction
- 14. Affordable Housing
- 15. Historic Preservation
- 16. Preserving Open Space
 - a. Introduction
 - b. Neuse River Basin Nutrient Sensitive Water Riparian Areas
 - c. Protecting the Neuse River
 - d. Open Space Planning and the Neuse River Watershed Plan
 - e. Neuse River Watershed Parks and Greenways
 - f. Special Open Space Areas
- 17. Farmland Preservation
 - a. Introduction
 - b. Wake County Existing Program
 - c. Voluntary Agricultural Districts Program
- 18. Summary of May 13, 1999 East Raleigh-Knightdale Area Issues Forum
- 19. Appendix

- a. Historic Sites Located in the East Raleigh-Knightdale Study Area
 - b. Historic Sites Bordering the East Raleigh-Knightdale Study Area
 - c. East Raleigh-Knightdale Area Population
 - d. Thoroughfares / Local Collector Roads
 - e. Special Highway Overlay District Regulations
 - f. Proposed Changes to Short-Range Urban Services Area
20. Land Use Classification Map (.pdf file – requires Adobe Acrobat)

D. SOUTHEAST WAKE AREA LAND USE PLAN

- 1. What is an Area Land Use Plan?
 - a. Introduction
 - b. Southeast Study Area
 - c. Public Participation
 - d. Results of Public Participation
 - e. Land Use Plan Goals
 - f. Purpose of Southeast Area Land Use Plan
 - g. What does the Future Hold for the Communities
- 2. Principles form Adopted Land Use Plan
 - a. Features of Plan
 - b. Wendell USA
 - c. Zebulon USA
 - d. Activity Centers
 - e. Activity Centers' General Principles
 - f. Land Use Classifications
 - g. Urban Neighborhood Activity Centers
 - h. Urban Neighborhood Activity Centers Core
 - i. Urban Community Activity Centers
 - j. Urban Community Activity Centers Core
 - k. Urban Regional Activity Centers
 - l. Multi-County Regional Activity Centers
 - m. Industrial / Major Employment Centers
 - n. Residential Land Uses
 - o. Low Density Residential
 - p. Medium Density Residential
 - q. High-Density Residential
 - r. Open Space
 - s. Historic Preservation
 - t. Thoroughfares

3. Summary of November 18, 1999 Issues Survey
4. Points of Interest Map
5. Land Use Classification Map (.pdf file – requires Adobe Acrobat)

E. NORTHEAST WAKE AREA LAND USE PLAN

1. Introduction
 - a. Why Plan for Northwest Wake?
 - b. Main Uses of the Plan
2. The Plan
 - a. The Map
 - b. Main Features Explained
3. Other Considerations
 - a. Fire Station
 - b. Option of Municipal Water and Sewer
4. Appendices
 - a. How the Plan Was Developed
 - b. Smart Growth Principles
 - c. Description of Parks
 - d. Description of Historic Sites
 - e. Description of Natural Heritage Sites
 - f. Previously Adopted Water and Sewer Plans
 - g. Proposed Changes to Urban Services Area
5. Land Use Classification Map (.pdf file – requires Adobe Acrobat)

F. FUQUAY-VARINA / GARNER AREA LAND USE PLAN

IX. AREA OPEN SPACE PLANS

A. INTRODUCTION

B. HARRIS LAKE WATERSHED OPEN SPACE PLAN

1. History of Watershed
2. Present Land Use in Watershed
 - a. Progress Energy (formerly CP & L)
 - b. Native Forest Communities
 - c. Hunting and Timber Lands
 - d. Parks and Greenways
 - e. Agriculture
 - f. Communities
 - g. Regulatory Mechanisms
3. Policies
 - a. Protect Water Quality

- b. Protect and Improve Wildlife Habitat
 - c. Protect Agriculture in the Watershed
 - d. Protect Historic and Cultural Resources Related to Open Space
 - e. Protect Land for Recreation, Greenways and Bike Routes
 - f. Preserve Places for Hunting and Fishing
- 4. References
 - 5. Harris Lake Watershed Area Plan (map)
- C. [Other Area Open Space Plans being developed]
- X. WATER/SEWER PLAN MAPS (.pdf files – requires Adobe Acrobat)
 - A. EAST WAKE COUNTY WATER FACILITIES
 - B. WEST WAKE COUNTY WATER FACILITIES
 - C. EAST WAKE WASTEWATER FACILITIES
 - D. WEST WAKE WASTEWATER FACILITIES
- XI. TABLE OF AMENDMENTS
 - XII. APPENDIX: Land Use Task Force Goals, Strategies, & Discussion Papers

Land Use Plan

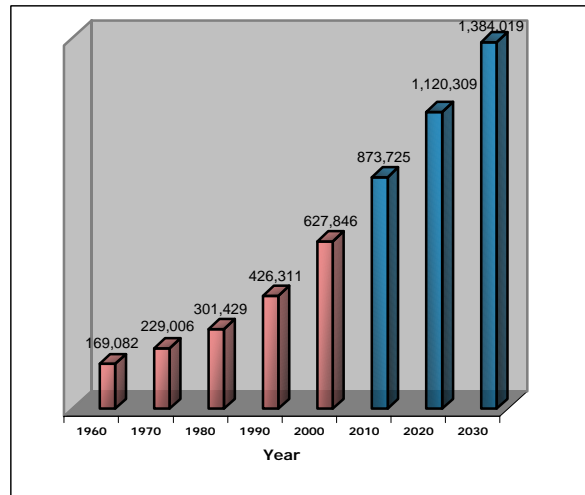
I. Background

In 1982 the Wake County Board of Commissioners adopted the *General Development Plan* (GDP) as Wake County's first growth plan. The Board has revised the GDP a number of times since then, most substantially in June 1988. At that time, the Board revised the Perimunicipal Planning Areas (PPAs) (which were the 10-15 year growth areas for municipalities), established the joint planning program, and established criteria for evaluating requests for extraterritorial jurisdiction. Since 1988, the Board and municipal governments have adopted eight joint plans for the PPAs.

Recently, a number of factors have suggested that there was a need to prepare a more comprehensive plan for Wake County, and a more detailed land use plan to replace the General Development Plan. The factors include:

Growth in Wake County: Between 1960 and 1990, Wake County's population increased by more than 150%. This rate of growth raised the issues of how to balance growth with a high quality of life, how to foster and continue economic expansion, while at the same time maintaining the features which make this area so attractive.

Wake County Population
Past, Present, + Projected



By 2027, the population of Wake County is projected to exceed 1 million.

Municipal Growth. Another factor were concerns that development was occurring without municipal standards in areas of the County, which would soon be annexed into towns' corporate limits. After annexation, these areas required a significant expenditure of funds to bring them up to municipal standards.

Farmland and Open Space. Concerns were raised about the desire to preserve dwindling farmland and open space. The Wake County Board of Commissioners had endorsed the recommendations of an Open Space Task Force, and had created, but provided limited funding for, a Purchase of Development Rights program for farmland preservation.

Public Transportation. The Board of Commissioners had endorsed an action agenda for regional public transportation, which included proposals to change land use patterns to support public transportation. On a regional scale, the aim was to focus much of the region's

growth over the next twenty years within potential transit corridors.

To address these issues, the Board of Commissioners in 1991 asked the Planning Board to prepare a Comprehensive Plan, including a Land Use Plan to replace the GDP.

Land Use Plan Process. During 1992, the Planning Board and planning department staff conducted 5 public forums, one each at Wake Forest High School, East Wake Middle School, Fuquay-Varina Middle School, Apex High School, and the County Courthouse, to hear from the citizens about the direction of the County's growth. Several discussion meetings were also held with planners from each municipality in Wake County, plus the planners from Wake County schools, the Raleigh-Durham Airport, and the Triangle Transit Authority. The Planning Board prepared a *Vision Statement and Goals and Objectives for the Comprehensive Plan*, using the ideas and suggestions from these forums and meetings.

The Board of Commissioners adopted the *Vision Statement and Goals and Objectives for the Comprehensive Plan* in September 1992. The Board of Commissioners established the elements of the Comprehensive Plan as follows:

- Land Use
- Environment, Natural Resources and Energy
- Transportation
- Housing and Community Revitalization
- Human Services
- Public Safety
- Public Utilities
- Education, Cultural and Leisure Resources
- Economic Development

(The Board of Commissioners has since then adopted Plans for the Transportation, Housing and Community Revitalization elements, as well as parts of the Human Services, Public Utilities, Environment and Natural Resources, Education, and Cultural and Leisure Resources elements.)

The Land Use element is related to all other elements of the Comprehensive Plan. For instance, the Land Use Plan outlines the location, intensities and timing of development, and the transportation element recommends ways to accommodate trips between land uses. Similarly, the water and sewer plan shows how planned urban land uses can be provided with central water and sewer services. In the case of the Wake County Land Use Plan, the Water and Sewer Plan will provide the phasing

sequence for the Land Use Plan in Urban Service Areas of the County.

1994 Draft Plan- Phase IA. From the Goals and Objectives and the 1992 meetings, the planning department produced a draft of the first phase of the land use element in 1994. The draft element primarily addressed the rural areas of the County. Given the interest expressed by the Soil and Water Conservation District Board and others in maintaining viable agriculture and rural character, the plan suggested policies designed to help maintain the low-density, rural character of agricultural and forested areas, where desired by property owners. But public response was negative, and since the success of the land use plan depended on acceptance by the community, the Planning Board created a task force to prepare the land use plan.

Land Use Task Force (LUTF) and Advisory Group (AG). At the end of 1994, the Planning Board appointed a 17 member task force and a 28 member advisory group to develop a land use plan.

During 1995 and 1996, the Land Use Task Force (LUTF) prepared a Vision Statement, Goals, and Strategies for the plan. Committees of the LUTF and AG also prepared discussion papers outlining ways to implement the goals and strategies, which the LUTF asked be used in preparing the Land Use and other elements of the Comprehensive Plan. These discussion papers are included in Chapter XII, Appendix. The LUTF did not prepare an actual land use plan.

On July 3, 1996, the Planning Board accepted the LUTF's recommended Vision Statement, Goals, and Strategies of the Land Use Plan. The Planning Board asked County Planning Staff to prepare a new Land Use Plan which incorporates the LUTF's recommendations and uses the recommendations contained in the discussion papers. The Planning Board also asked that the plan:

- *Has a long term time frame, during which most of the County will be urbanized.* The plan should indicate where municipalities anticipate extending urban services during that time frame, consistent with the ability of governments to extend water and wastewater services, as well as provide needed transportation improvements. If property owners

wish to accelerate the extension of service lines, they may do so at their cost.

- *Emphasizes the development of communities.* The plan should designate residential areas (in municipal, County and joint land use plans) with adequate land at appropriate densities, including mixed uses in suitable locations, served by community facilities, such as schools, parks, transportation and other governmental services.

- *Encourages development in and around municipalities and where urban services are or will soon be available.*

The plan should encourage local governments to:

- pre-zone enough land in appropriate locations to satisfy demand for urban land uses,
- systematically extend water and wastewater services,
- ensure that development regulations do not discourage development within their jurisdictions, and
- streamline their development review procedures.

- *Does not discourage development in outlying areas.* If the municipalities provide adequate services and make it easy to develop in accordance with their plans, the market should respond by developing close to municipalities and their services.

- *Proposes intensities and locations for land uses that can be supported by the transportation system and design access to roads so that their ability to carry traffic safely and effectively is not diminished.* The plan should encourage transit-oriented developments along existing and planned transit corridors. The transportation plans should similarly be reevaluated to accommodate changes in land use patterns.

- *Defines what resources should be maintained, sets priorities, and proposes incentives and voluntary ways to encourage their maintenance.* These resources might include: natural areas, historic sites, major

wildlife corridors, parks and greenways, scenic highways, water-supply watersheds and significant groundwater recharge areas.

- *Incorporates the Land Use Task Force's common interests, which are:*

- The plan should be created through the direct involvement of people (or at least their representatives) affected by the plan.
- The plan should address the land use needs of Wake County in a way which coordinates with the ability of governments to provide water and sewer utilities, transportation improvements, schools, protective and other services.
- The plan should try to achieve its objectives by providing incentives and by supporting and guiding market forces rather than by fighting them.
- The plan should not try to micro-manage land use, but should set forth basic principles and let those who are developing the land determine the details.

This document, which includes two maps, provides the framework for meeting those objectives.

The first map - General Classifications, addresses the long-term time frame. Working with municipal planners, Wake County Planning identified areas where each municipality is likely to provide urban services over the long term. This map is substantially complete, with the exception of the status of land in the vicinity of the Shearon Harris Nuclear Power Plant. Both Apex and Holly Springs identified portions of that land as a future Urban Services Area, but any urbanization there will have to be planned to maintain adequate evacuation time in case of a nuclear release. The map also needs to be refined to define which municipality will be responsible for certain portions of the Urban Services Areas between Apex and Holly Springs.

The second map - Land Use Classifications, is a work in progress. Working with municipal planners, Wake County Planning agreed that revisions to adopted land use plans should be done only with public input. Since it was not feasible to conduct public input sessions throughout the County at that time, the map outlines recommended land uses from

previously adopted plans. This map will need to be revised for two reasons. First, the previous plans were not prepared to implement the LUTF's recommendations, and second, those plans were intended for a shorter time frame, so they cover less land area.

[Note: The countywide Land Use Classifications Map is being replaced by a series of land use classification maps prepared and adopted as part of the Area Land Use Plans (see Section VIII A).

The land use plan text will need to be revised and refined to be more specific on how the plan will be implemented.

This Land Use Plan differs from the General Development Plan by using a longer time frame, emphasizing property rights to a greater extent, and maintaining water quality protection policies in water supply watersheds. As it is refined and revised, the plan will emphasize the development of communities, coordinate with the transportation system better, define which natural resources should be maintained, and propose incentives and voluntary ways to maintain them.

This land use plan will concentrate more on positive actions to encourage development in and around municipalities, e.g., coordinating with the water and sewer plan, working with municipalities to revise their regulations and procedures to encourage development there.



Land Use Plan

II. Vision Statement, Goals and Strategies

A. VISION STATEMENT

Wake County will be an outstanding community of urban and rural areas, where the demand for quality and affordable growth is met, economic development and opportunity is enhanced, environmental quality and cultural heritage are maintained, and all of these objectives are balanced with protecting the property rights of landowners.

B. GOALS AND STRATEGIES

[Note: The discussion papers in Section XII discuss the following goals and strategies in detail, and suggest methods for achieving them.]

GOAL # 1

To guide quality growth throughout the County in conjunction with affected local governments. Wake County recognizes that its actions impact other local governments in the area, and its Land Use Plan will consider those impacts.

a. Seek regional solutions to regional issues, incorporating regional planning goals into the Land Use Plan as appropriate. Regional issues can be broadly defined as those where actions in one geographic area impact other areas. Easily identifiable regional issues affected by land uses include transportation, surface water and wastewater and air quality.

b. Adopt joint land use and community facility plans with municipalities for short and long range urban services areas and use those plans as a guide in land use, community facilities and infrastructure decisions.

GOAL #2

To encourage growth close to municipalities, to take advantage of existing and planned infrastructure, such as transportation, water and sewer facilities.

a. Encourage higher densities and a wider range of land uses which are compatible with adopted plans where existing and planned short-range community facilities and infrastructure can support them.

b. Enhance the ability of local governments to provide water and wastewater treatment services in accordance with joint plans for urban services areas.

GOAL #3

To encourage the development of communities which provide adequate land for anticipated demands, in a pattern which allows a mixture of uses.

a. Encourage appropriate design and a compatible mix of land uses and locate community facilities where they can be focal points for communities.

b. Encourage local governments to properly zone a sufficient amount of land for short-range land use demands.

GOAL #4

To encourage maintenance of: open space, scenic aspects of rural areas, entrance ways to urban areas, and transition areas between urban areas.

a. Identify the open space, scenic aspects of rural areas, entranceways to urban areas, and transition areas between urban areas of Wake County that significantly contribute to the County's character. Provide incentives for

property owners who choose to maintain them, or acquire an appropriate public interest in the property.

These may include such measures as design flexibility to incorporate a feature into a development while still deriving the allowed intensity of use from it, adaptive reuse of structures, land acquisition, purchase or transfer of development rights, and density credits for open space reservation or dedication.

GOAL # 5

To encourage the conservation of environmentally significant areas and important natural and cultural resources.

a. Identify areas, which provide habitat for significant plant or wildlife species or make a significant contribution to environmental quality, and identify areas, sites, structures, or objects with historical, architectural, or cultural significance. Provide incentives for property owners who choose to maintain them, or acquire an appropriate public interest in the property. These may include such measures as design flexibility to incorporate a feature into a development while still deriving the allowed intensity of use from it, adaptive reuse of structures, land acquisition, purchase or transfer of development rights, and density credits for open space reservation or dedication.

GOAL #6

To allow owners of significant farmlands and forest lands the opportunity to maintain the productivity of their land.

a. Provide incentives, which help property owners to maintain farms and forests.

GOAL #7

To ensure that the land use plan and transportation plan mutually support each other.

- a. Ensure that the land use plan reflects the ability of the transportation system to maintain an acceptable level of mobility.
- b. Ensure that the intensity and design of land uses maintain, to the extent practical, the ability of roads to carry traffic safely and effectively.
- c. Promote transit-oriented development along existing and planned transit corridors by encouraging appropriate design, mixed land uses and intensities.
- d. Plan transportation facilities in relation to planned growth.

GOAL #8

To ensure that the County always protects the property rights of landowners.

a. Where achieving public purposes affects private property, work with property owners to determine the most appropriate means to balance public purposes with individual property rights. These may include such measures as providing design flexibility to incorporate a feature into a development while still deriving the allowed intensity of use from it, adaptive reuse of structures, land acquisition, purchase or transfer of development rights, and density credits for open space reservation or dedication. Use incentives or public acquisition of property rights, as appropriate, instead of regulations.

GOAL #9

To maintain the quality and develop the capacity of surface water resources, using them for recreation sites, where appropriate.

a. Minimize pollutants from storm water runoff, protect drinking water, and protect water quality suitable for fishing, boating, and swimming by allowing only appropriate land uses and

densities which meet or exceed applicable State water quality regulations.

GOAL #10

To prevent contamination of and maintain the capacity of groundwater resources.

a. Use groundwater monitoring and modeling to better understand the dynamics of groundwater movement in areas where groundwater is the primary source of drinking water to be able to determine the sources of groundwater contamination and ensure that land uses do not contribute to contamination.

GOAL #11

To ensure that local governments provide adequate, properly located land for recreational and leisure opportunities.

a. Enhance access to scenic and recreational opportunities near lakes and other surface waters, where appropriate, without threatening water quality.

b. Encourage local governments to acquire sufficient land in appropriate locations, and develop it to meet the park, recreation, leisure and open space needs in Wake County.

c. Ensure that regulations addressing recreational facilities in residential areas encourage developers to provide them as an amenity.

d. Ensure that regulations addressing commercial recreational facilities do not unnecessarily discourage providing them.