



WESTERN WAKE AREA PLAN

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SECTION 1

Study Overview

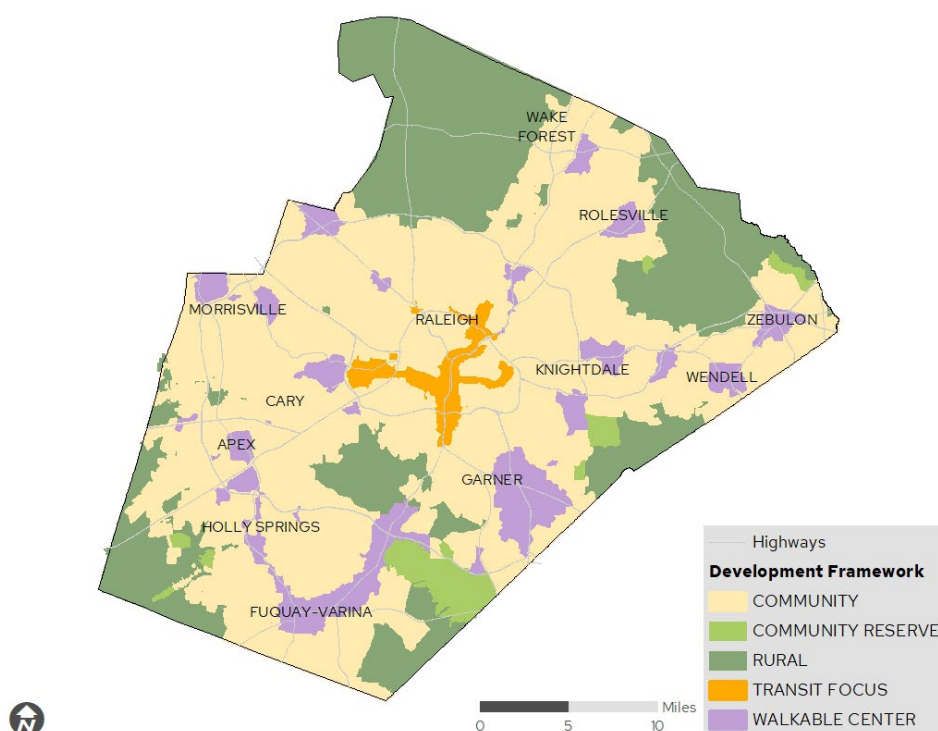
While PLANWake will continue to serve as the overarching vision for Wake County, the Western Wake Area Plan will provide more localized land use and development goals. The study process will also specifically create opportunities for localized public input and engagement.

Purpose of the Plan Update

The County is working with its partners and the public to update the Western Wake (WW) Area Plan to:

- Modernize the plan.**
 Previous planning studies were completed as part of the Southwest Area Plan adopted in 2011. This area plan will replace and supplant the portions of those plans covered by the WW study area.
- Align with the Wake County Comprehensive Plan, PLANWake.**
 Adopted in 2021, PLANWake established notable new goals for the Western Wake study area and county at large.
- Align with municipal plans.**
 The towns of Cary, Apex, Holly Springs and Fuquay-Varina have all updated their municipal plans multiple times since 2011.
- Address resident and stakeholder concerns.**
 This study will build off the community-wide engagement efforts conducted as part of PLANWake and will focus on resident and stakeholder concerns within the WW study area.
- Set the groundwork for next steps.**
 Issues identified by the WW study will be programmed for follow-up activities. For example, recommendations from this plan will be considered for inclusion in county-wide updates to related plans, i.e., transportation, housing affordability and preservation.

PLANWake Development Framework Map



Area Plans

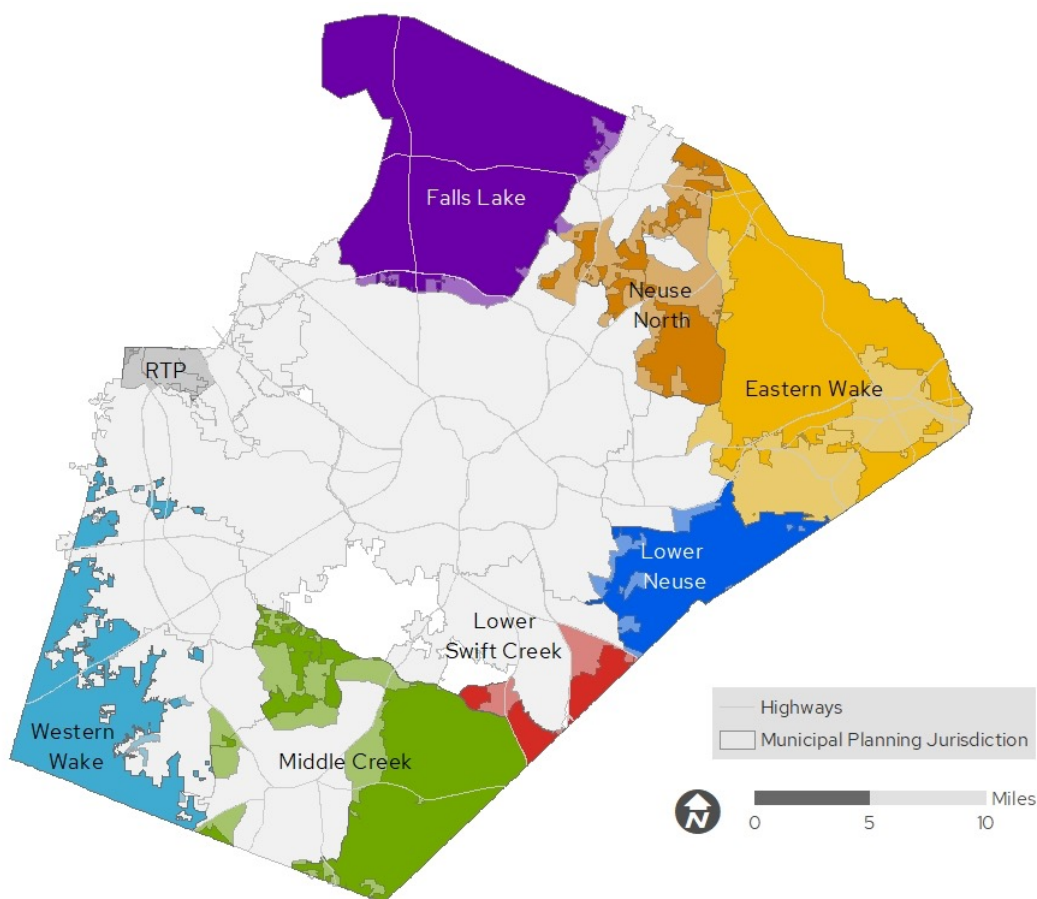
To meet the goals set forth in PLANWake, numerous Wake County policies and documents had to be updated or overhauled as part of the implementation process. One such example is adoption of area plans encompassing the unincorporated areas of Wake County. These area plans are designed to provide more localized land use (applications) analysis and public engagement. The Western Wake Area Plan is the fourth of seven area plans that will replace the current area land use plans. In this case, the Western Wake Area Plan will replace and update the Southwest Area Land Use Plan that was adopted in 2007 and updated in 2010.

Municipalities have grown significantly over the past 20 years, either through annexation or expansions of

extra-territorial jurisdictions. This growth has resulted in the considerable reduction of Wake County's planning jurisdiction, which rendered the former area land use plan geographies obsolete and their policies outdated. The new boundaries for the area plans represent the logical and updated geographic groupings of the remaining area. Additional considerations such as watersheds, rights-of-way and U.S. Census block groups contributed to the updated boundaries.

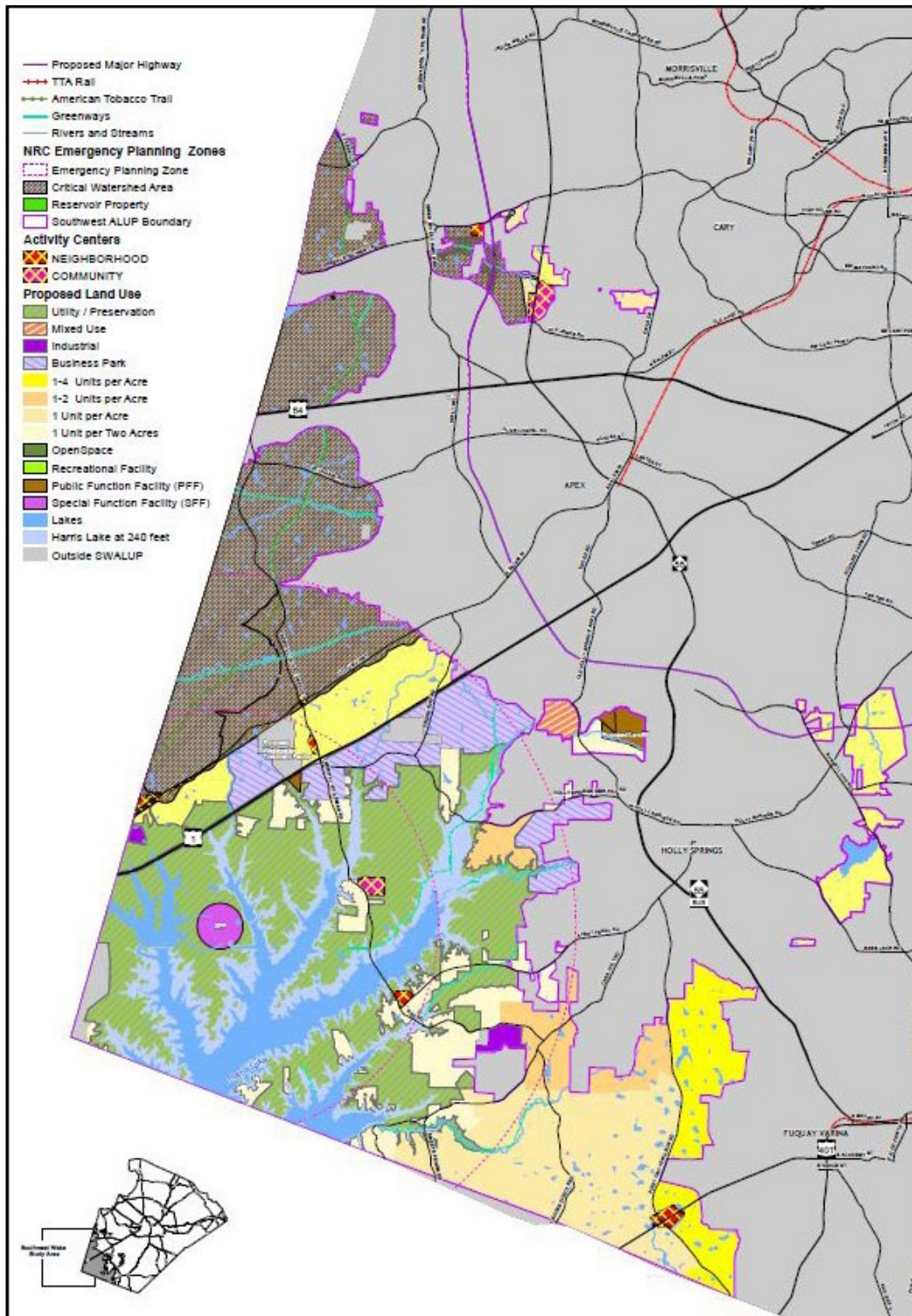
While PLANWake will continue to serve as the overarching vision for the county, the area plans can and should be used as an opportunity for certain elements — i.e., the development framework — to be modified, updated or amended as necessary.

Wake County Area Plans



NOTE: While there is an area plan on the map for the Research Triangle Park (RTP), the RTP Foundation is responsible for any long-range or master planning initiatives in this area. Its inclusion is to identify it as an unincorporated area in Wake County's jurisdiction. Wake County will NOT be conducting an area plan in RTP.

Southwest Area Land Use Plan



Southwest Wake
ALUP Update
Adopted July 9, 2007
(Amended 4/5/10, LUPA 03-09)

The Map: 810005 and 810006 (Southwest ALUP) 030500SouthwestALUP_030500.mxd
Created by: Wake County
Wake County Planning Department
Mar. 20, 2011

Western Wake Study Area

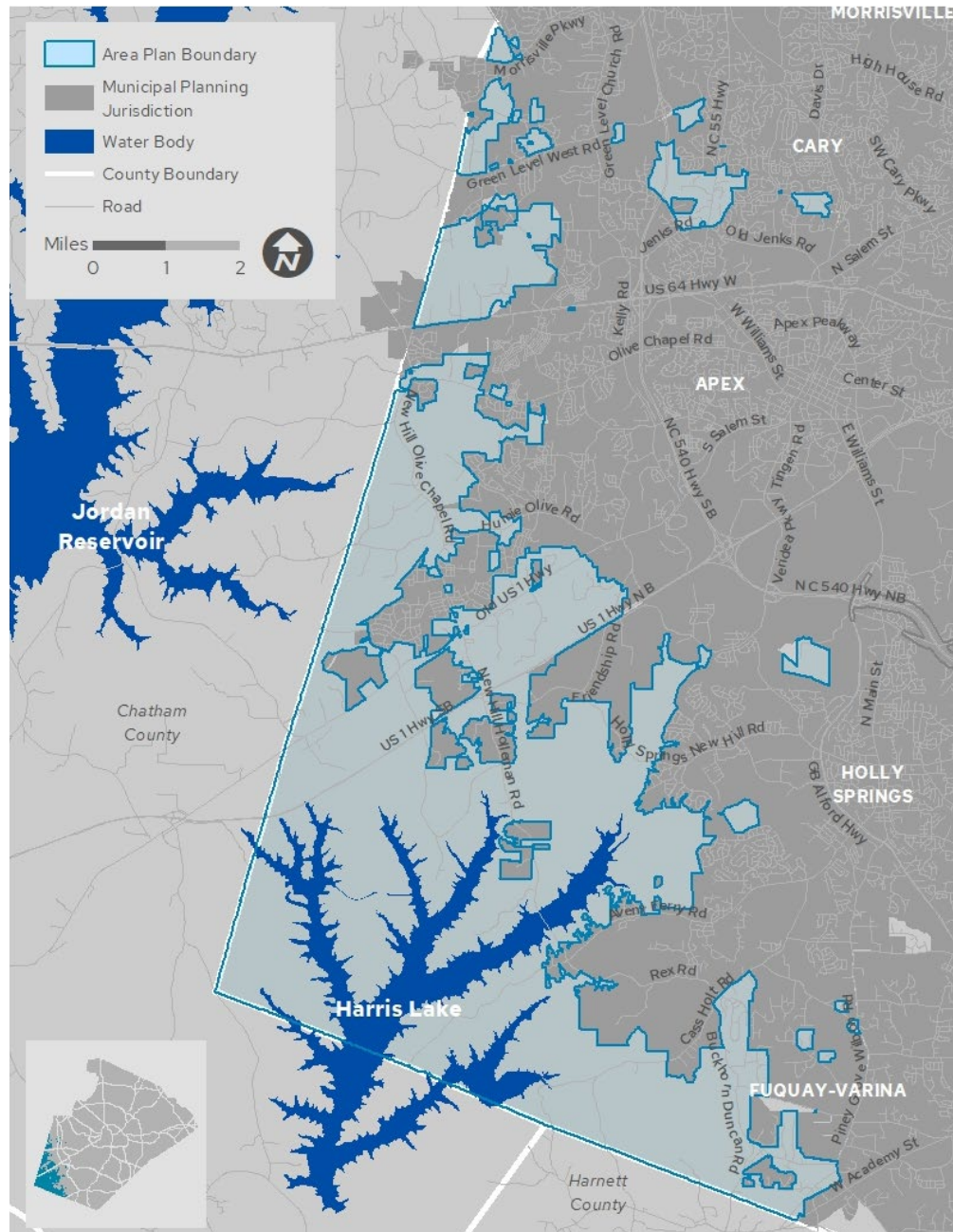
The Western Wake Area Plan covers approximately 27,480 acres or just under 43 square miles. It is in the southwestern portion of Wake County and borders the Chatham and Harnett county lines on its southern and western edges.

East of the area plan lies four of Wake County's 12 municipalities (from north to south): the Town of Cary, the Town of Apex, the Town of Holly Springs and the

Town of Fuquay-Varina. An aspect of the WW Area Plan is that it split up into multiple islands; some of which are planned to remain county and others that are expected to become municipal in the future.

The largest feature of the area plan is Harris Lake, which is also the site of the Harris Nuclear Plant.

**Area Plan
Base Map**



SECTION 2

Existing Conditions

Population and Housing

The population of the WW study area has bucked the trend of rapid growth that Wake County at large as seen over the past 20 years. While the number of residential units has gone up slightly, the overall population has remained largely the same.

It is worth noting that while the WW study boundary was used for both the 2014 and 2024 data, Wake County’s jurisdiction has shrunk considerably since then. The Southwest Area Land Use Plan that preceded this current plan was much larger. Most of the growth that has occurred in this area is due to municipal annexation.

The physical constraints to development in this area, such as the lake, the county boundary and large tracts of land owned by Duke Energy and United States Army Corps of Engineers (USACE) are the most likely causes. These constraints are not as common in other parts of the county nor are they grouped together in such a geographically small area, allowing for development to occur at much more robust scale.

This is consistent with PLANWake’s Development Framework map, which has designated this area as Rural (expected to remain in the county’s jurisdiction).

Western Wake Area Plan Housing 2014-2024				
	Residential Units	Manufactured Homes	Total Units	Total Occupied Units
2014	1,099	194	1,293	1,215
2024	1,311	166	1,477	1,344

Western Wake Area Plan Population 2014-2024			
	Household Population	Group Quarters Population	Population Estimate
2014	3,403	19	3,422
2024	3,454	0	3,454

Sources: Wake County Property Data, U.S. Census

Affordable Housing

The Wake County Affordable Housing Plan, adopted in 2017, identifies challenges to housing affordability in the county, namely population growth, an incommensurate household income-to-cost ratio, lack of affordable housing options among new residential development, and loss of existing affordable housing to redevelopment or market conversion.

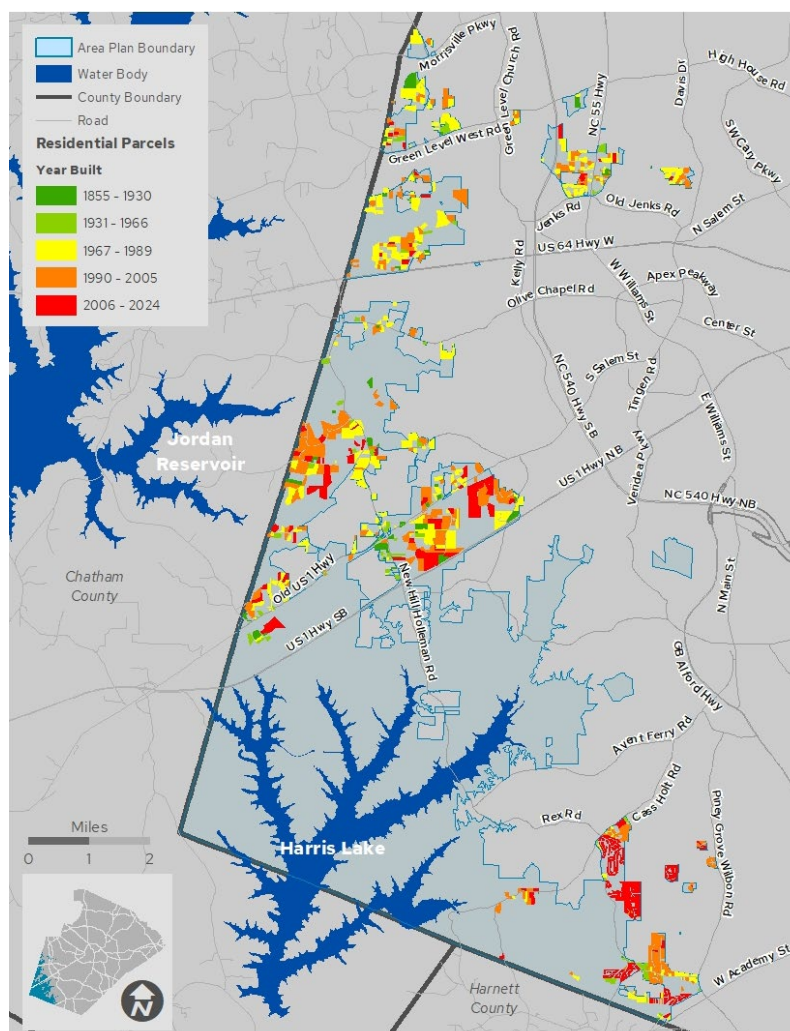
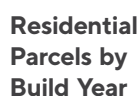
To put these trends into a real-world context, there is a current shortage of approximately 56,000 homes in Wake County that are affordable to households earning less than 50% of the County’s Area Median Income (AMI), which equates to \$61,650 annually for a four-person household. Further, approximately 3,000 people in Wake County experience homelessness in a given year.

The housing plan looks to ensure that quality affordable housing is available for all Wake County residents. Housing that is close to transit, employment centers, and other amenities is crucial to improving equity across the county. It also goes far in reducing affordability challenges to low-income households and improving health, community connectivity and mobility to jobs and necessary services.

According to Wake County Parcel Data, there are a total of 1,067 residential parcels in the WW study area where the average home sale price is \$334K and the median sales price is \$304K. According to Redfin, the median sales price for homes in all of Wake County was \$490,420 as of August 2024, indicating that housing in the study area is relatively more affordable than Wake County as a whole. Approximately 52% of the homes in the study area were built since 2000, and the median year built is 2001. Housing values in the study area have been largely affected by the

recent conditions of the housing market. Units built since 2020 have a median sales price of \$460,000, a significant increase compared to units built in between 2000 and 2023 which have a median sales price of \$331,000.

There are over 100 manufactured homes in the study area with a median year built of 1993 and a median sales price of \$64.5K. Manufactured housing in Wake County tends to serve very low-income households, and the data indicate that manufactured homes in the study area may face more prevalent age and quality issues than conventional or “stick-built” homes. Climate resiliency, a concern for all residential construction, is of particular concern for older manufactured housing. Addressing necessary repairs can be a burden for low-income households, which threatens manufactured housing residents’ ability to remain safely and stably in their homes.



Race and Ethnicity

The WW area's population has experienced somewhat of a diversification from 2010 to now. Most notably, the percentage of the area's Asian population has seen the most growth, increasing by 113% from 2010 to 2020.

Western Wake			
	Percent Race and Ethnicity		Percent Change
	2010	2020	2010-2020
Asian	15.32%	32.67%	113.23%
Black	5.43%	5.12%	-5.68%
White	70.15%	50.29%	-28.3%
Hispanic	6.76%	7.04%	4.12%
Two or More Races	2.35%	4.88%	108.3%
	100%	100%	

Source: 2010 and 2020 U.S. Census by Block Group

When compared to the rest of Wake County, the WW area does show similar growth patterns in the Asian population; however, there are stark differences in the other categories. Namely, where the Black and White populations are decreasing in the WW area, they are increasing countywide.

Wake County		
	Total Percent	Total Percent Change
	2020	2010-2020
Asian	9%	100%
Black	18%	12%
White	57%	15%
Hispanic	11%	46%
Two or More Races	5%	22%
	100%	

Source: 2010 and 2020 U.S. Census by Block Group

NOTE: The U.S. Census Block Group sizes are based on population; less populated areas tend to have larger geographic block groups as a result. Over time, these are amended to reflect the increase/decrease in population. As Wake County has grown the number of block groups has increased, and the WW area experienced this as well.

Social Equity

Social Equity identifies the health and well-being characteristics of the community by analyzing socioeconomic statistics (U.S. Census) including housing, education, food security, poverty levels and income, among others.

Wake County has created a Social Equity Atlas that combines these factors to indicate populations with varying degrees of vulnerability. Community Vulnerability and Economic Health are two key indices

that the Social Equity Atlas uses to identify and measure our communities' socioeconomic conditions. The main source of these data is the most recent 5-year estimates of U.S. Census Bureau's American Community Survey at the Block Group level.

For the most up-to-date information, refer to [Wake County's Social Equity Atlas webpage](#).

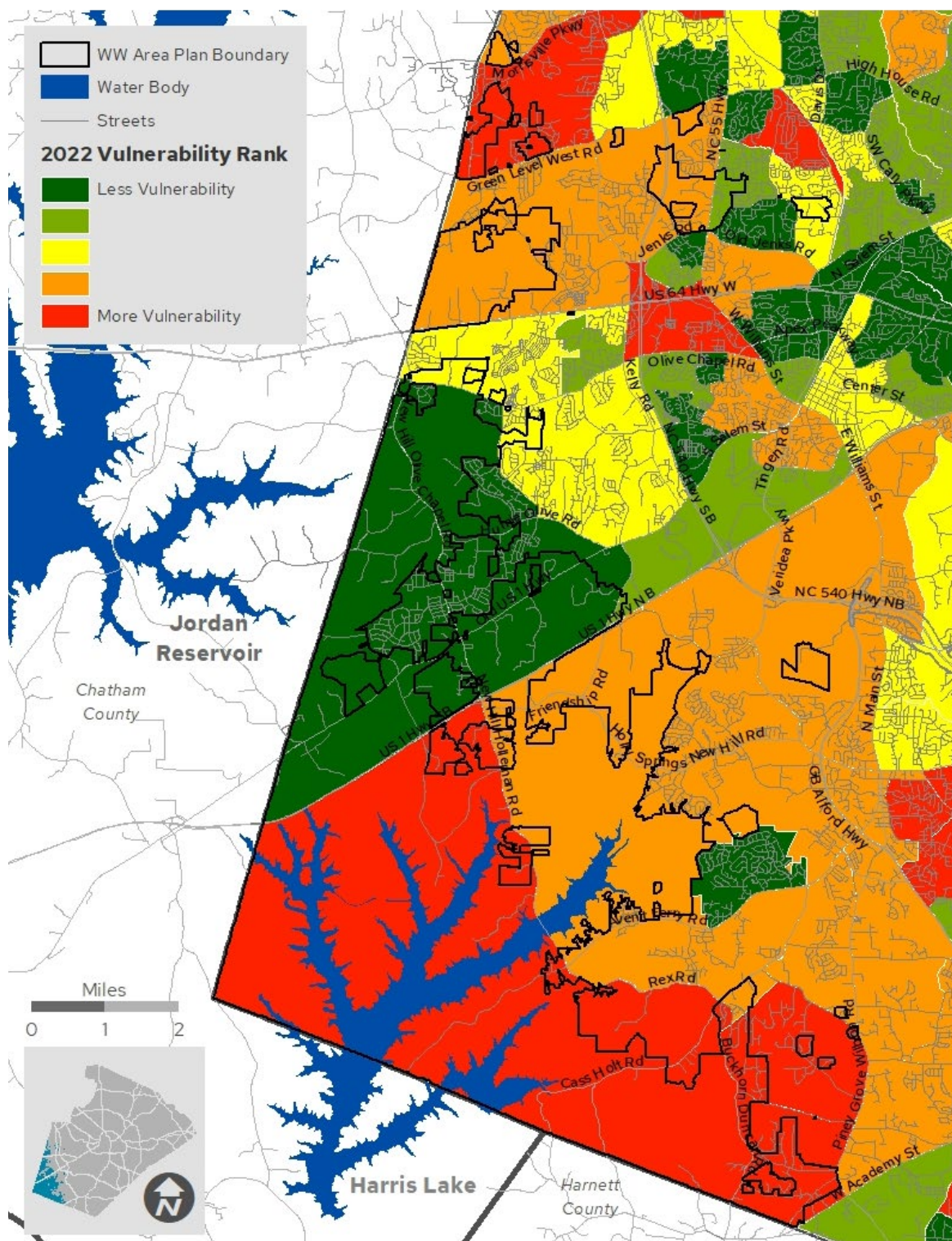
COMMUNITY VULNERABILITY INDEX

The Community Vulnerability Index helps determine where resources and initiatives are lacking by using a combination of the following factors.

- **Unemployment** - The population age 16 and older who are unemployed in the civilian labor force.
- **Age Dependency** - The population younger than the age of 18 and older than the age of 64 combined.
- **Low Educational Attainment** - The population of ages 25 and older who have less than a high school diploma.
- **Housing Vacancy** - The total number of vacant or unoccupied housing units in a block group.
- **Below Poverty Level** - The population living below the federal poverty threshold in Wake County.

In terms of the WW study area, the community vulnerability is higher in the areas south of US 1 to the county line. The main driver in this area is the higher percentages of residents being younger than 18, but high percentages of residents over 65 and those living below the poverty level contribute as well. It should be noted that this area has a small population relative to its large size, and that may contribute somewhat to the overall score. For context, the entire Western Wake study area, including the green areas, has higher percentages of residents younger than 18, regardless of how the other factors stacked up. This represents a strong need for community infrastructure, such as schools, to support these residents.

Community Vulnerability Index



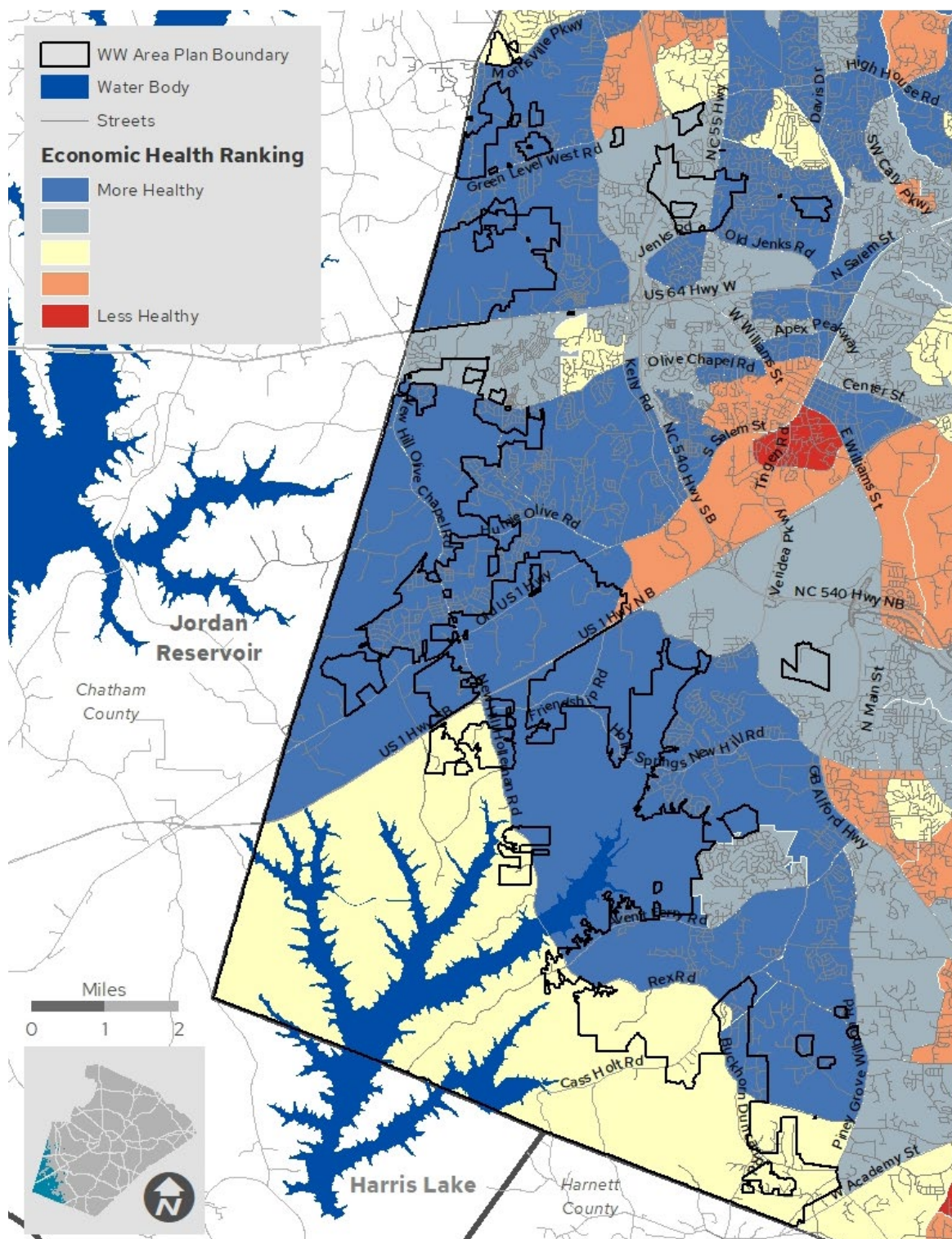
ECONOMIC HEALTH INDEX

The Economic Health Index uses the following factors to compare the conditions within each community to better understand what type of financial constraints residents within that community may be facing. Federal initiatives, such as the U.S. Department of Agriculture Food Program and the U.S. Department of Housing and Urban Development, utilize similar factors to identify low-income neighborhoods and household types, respectively.

- **Median Household Income** – The median household income in the past 12 months.
- **Food Stamps** – Measured as a percentage of households in each block group.
- **Rent as Greater than 30% of Income** – Gross rent as a percentage of household income.
- **Home Mortgage as Greater than 30% of Income** – Mortgage status by owner cost as a percentage of household income.
- **Persons Living 100%–200% of Federal Poverty Level** – Ratio of income to poverty level for whom poverty status is determined between 100 and 200 percent.

Overall, the WW area is economically healthy, and there are no areas that are considered the least healthy. However, similar to the social vulnerability map, the southern portion has a lower score due to higher percentages of the population spending 30% of their income on their mortgage or rent. Again, the large size of the area relative to its smaller population may contribute to this. Also similar to the social vulnerability map is the consistency of higher percentages of residents spending at least 30% of their income on either rent or mortgage regardless of the other metrics.

Economic Health Index



Current Land Use

In order to get a better understanding of how land in the study area is being utilized (instead of how it is zoned), staff grouped and analyzed the current land use via property data and how it is being taxed.

The predominant land use in the WW area is Institutional, totaling 5,465 acres with 133 parcels. This is unusual for unincorporated Wake County in that residential land uses tend to hold that rank. The study area's proximity to the Harris Nuclear Plant and the associated lands owned by Duke Energy creates most of this land use in the southern portions; and property owned by the United States Army Corps of Engineers buffering the Jordan Lake watershed comprises the institutional lands in the north.

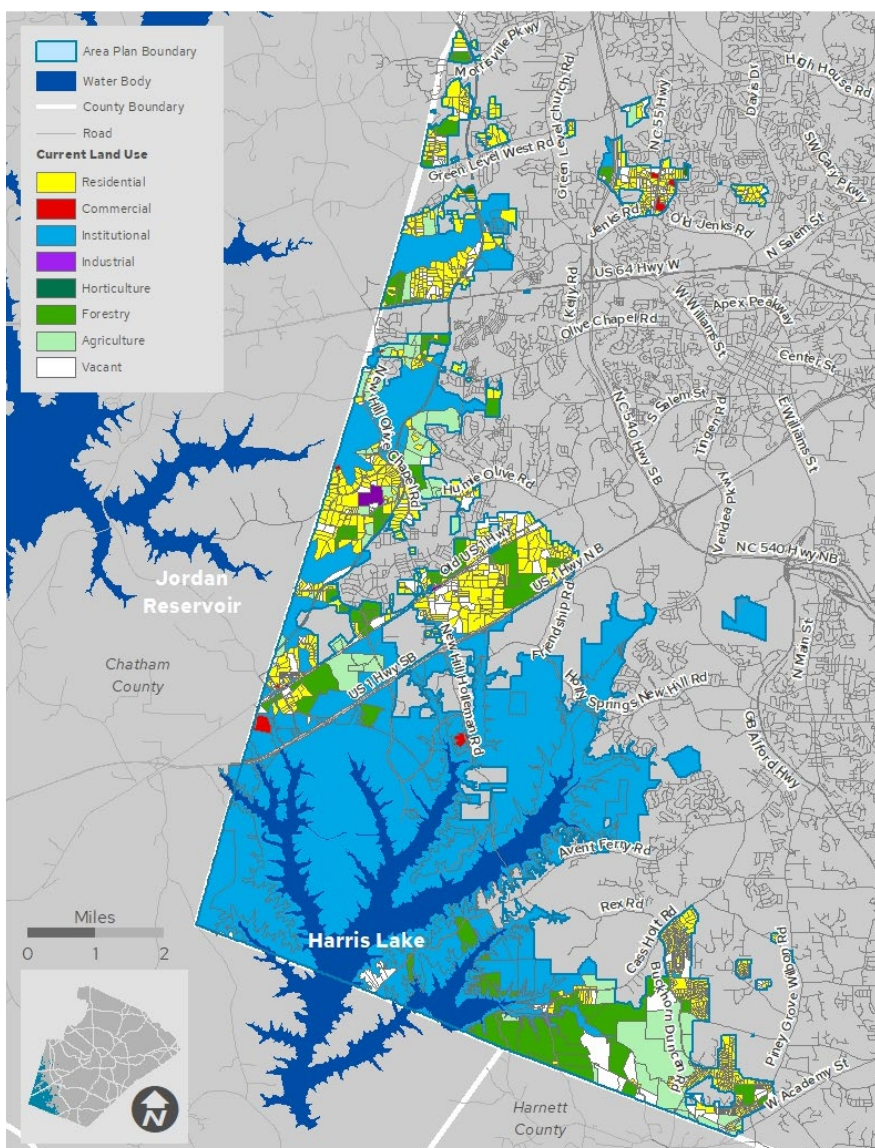
Despite the expected higher percentages of residential and institutional uses in the study area, it is important to highlight just how much land is still being used for agriculture and forestry despite development pressures and other constraints in this part of the county. Agricultural uses comprise 60 parcels spanning nearly 1,800 acres, and forestry still occurs on 81 parcels over 2,300 acres. Most of the larger parcels that account for this are located in the southern part of the WW study area.

NOTE: While this analysis can be useful in observing overall land use trends, some of the land uses displayed may not be completely reflective of how the land is presently being used. This could be due to a discrepancy in the tax code, or it has not been updated as of this writing.

Western Wake Study Area			
Property Owner	Acres	Parcels	
Duke Energy	16,811	54	
US Army Corps of Engineers	1,562	3	
Private Owner	707	8	
Private Owner	237	2	
Martin Marietta	231	7	

Current Land Use	Acres	Parcels	Percentage
Institutional	5,465.57	133	37%
Residential	3,646.61	1,428	25%
Forestry	2,316.20	81	16%
Agriculture	1,782.92	60	12%
Vacant	1,457.46	365	10%
Industrial	57.20	3	0.4%
Commercial	33.38	11	0.2%
Horticulture	32.77	4	0.2%
TOTAL	14,792.11	2,085	100%

Current Land Use



Agriculture and Farmland Preservation

The 2040 Farms Under Threat Report is a multi-year initiative conducted by the American Farmland Trust to document the country's farmland status. The report projected that, at the current rate of development, North Carolina will have lost nearly 1.2 million acres or 11.6% to development between 2016 and 2040, which rank No. 2 and No. 6 nationally. Wake County, specifically, is projected to lose 46,600 acres between 2016 and 2040.

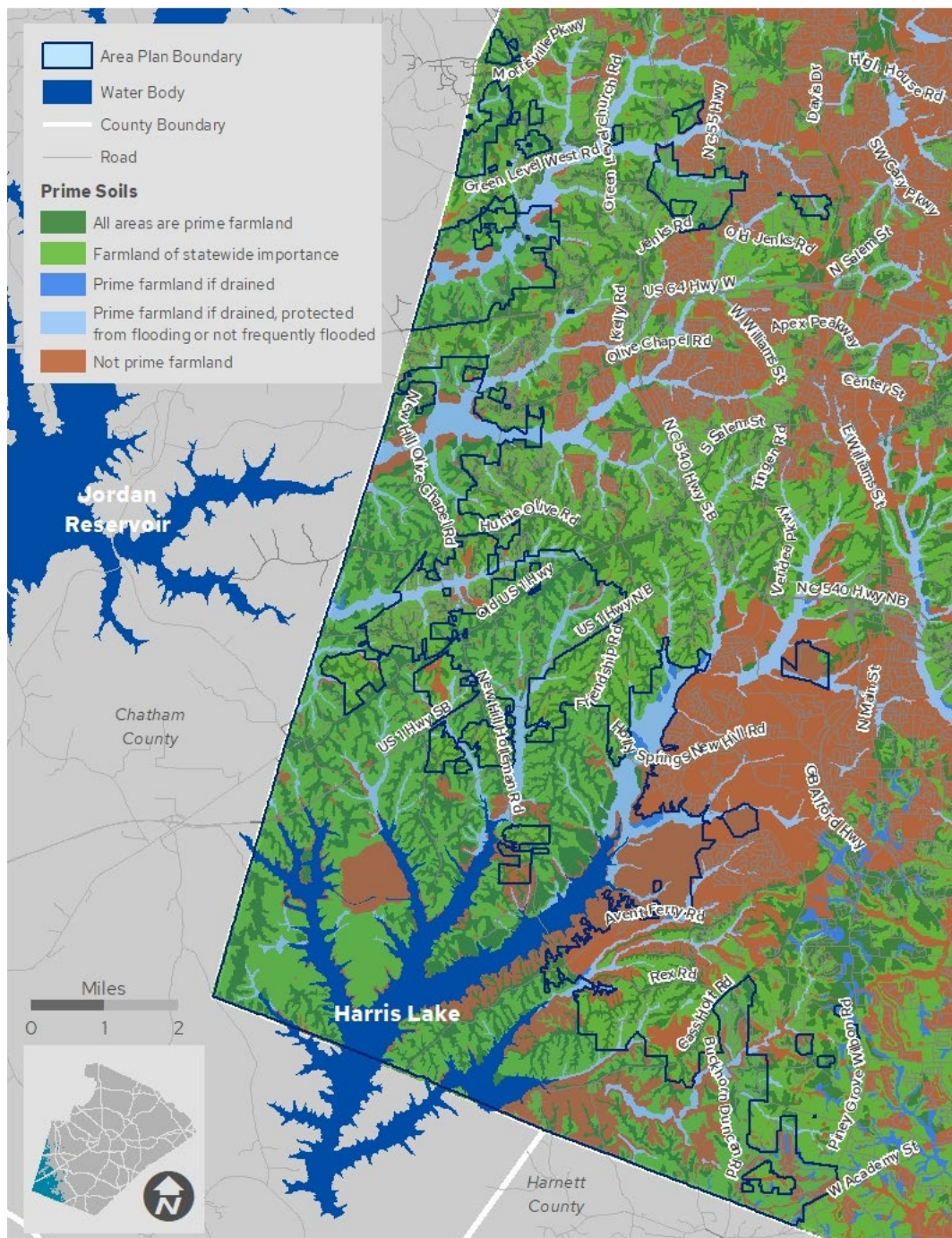
PLANWake has a goal to help preserve rural areas by easing the development pressures that they face. This is inherent in its policies to direct more dense development to the municipalities as opposed to low density development that takes up more land, which contributes to a loss of natural resources and increases roadway congestion. The process to develop PLANWake included in depth discussions and planning exercises about where growth should be directed and where land should be prioritized for protection.

Prime Farmland

The Prime Farmland map shows varying types of soils in the WW area that are or are not considered prime farmland. In addition, that map shows areas where there is the potential for farmland if the land is

drained, or if the land is drained and either protected from flooding or doesn't frequently flood during the growing season.

Prime Soils



Western Wake Farmland and Agriculture

According to the Wake Soil and Water Conservation District (SWCD) in 2022, there are more than 77,000 acres of farmland and 691 farms in Wake County. In the WW area, there are 1,783 acres on 60 agricultural parcels. In other words, Western Wake is home to approximately 2% of the farmland in all of Wake County.

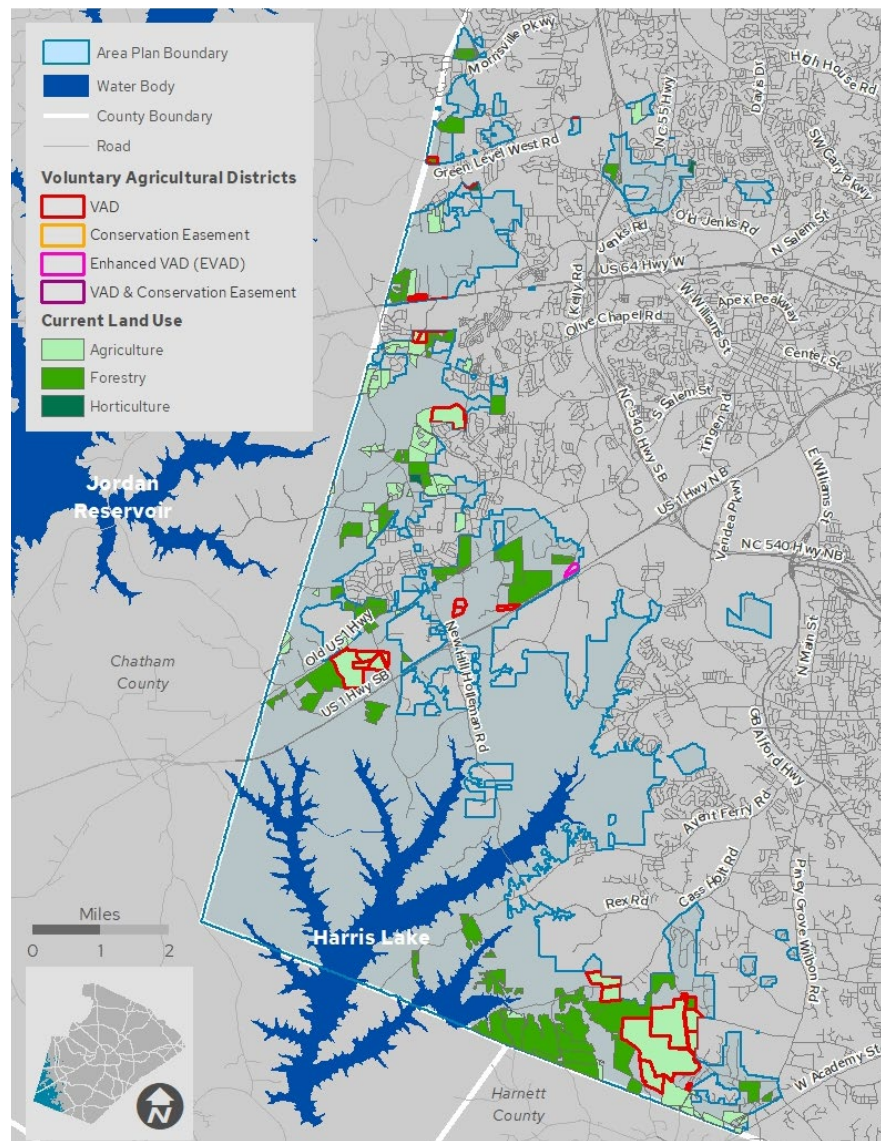
There are also 19 properties within the WW area that are designated as Voluntary Agricultural Districts (VADs) and one designated as an Enhanced Voluntary Agricultural District (EVAD). This is a program overseen by SWCD that allows owners of farmland to voluntarily agree to keep their land in agricultural use for 10 years. Where VAD farmers are able to

withdraw from the program before the 10 years are up, EVAD farmers are committed to the full 10 years and also have additional requirements in order to be considered.

A third program, conservation easements, is not present within the WW area; however, it is a valuable tool that permanently preserves the existing farmland from growth and development. As the easement is a recorded deed, the agreement is binding and stays with the land even if the ownership changes.

Presently, there are 374 total properties in all of Wake County that are in one of these three programs.

Agricultural Lands



Retail and Commercial Locations

According to Wake County parcel data, there are 11 commercial parcels within the WW study area, but they are mostly a mix of offices, warehouses and bars. While there are some residents who felt strongly about having closer commercial/retail locations to

them in the WW study area, the majority of residents were satisfied with (and even preferred to) driving 10–15 minutes to where they currently are in Holly Springs and Apex.

Institutional & Civic Uses

Duke Energy, which operates the Harris Nuclear Plant, is the largest landowner in the WW study area with 54 parcels totaling 16,800 acres. The plant itself is located on 5,400 acres of that land, and Harris Lake, which provides the cooling water for the plant, is 4,100 acres.

Wake County Parks, Recreation and Open Space has leased 680 acres of Duke Energy's land for its Harris Lake County Park since 1985, and the park opened in 1999.

The United States Army Corps of Engineers owns and operates on three parcels covering 1,500 acres in the northern part of the study area. These are Jordan Lake floodplains that extends into Wake County from Chatham County.

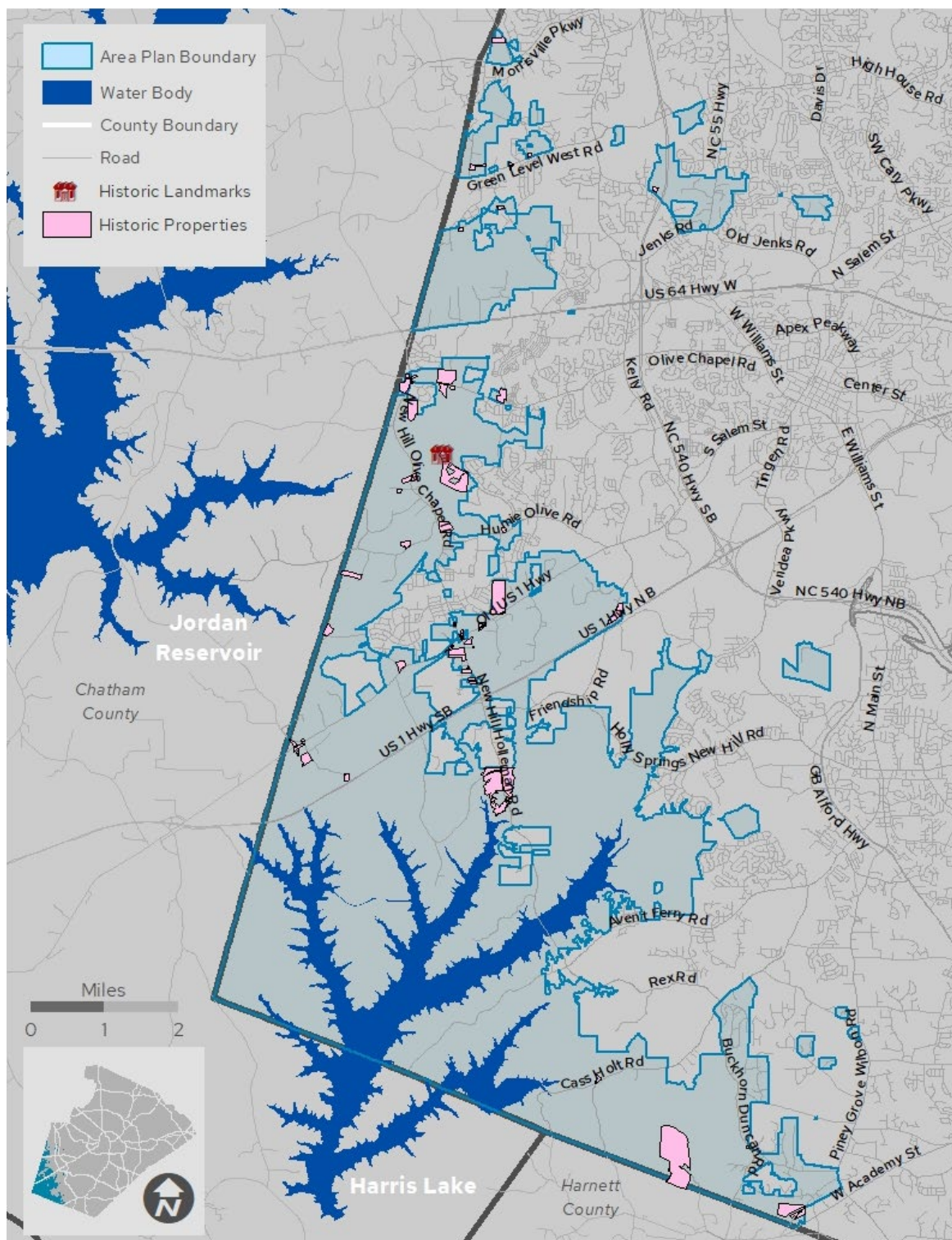
There are six religious institutions cited in the parcel data in the WW area: Cedar Rock Baptist Church, First Baptist Church of New Hill, New Hill Baptist Church, Olive Chapel Baptist Church, Scotts Grove Church and Sweet Spring Methodist Church.

Historic Properties & Landmarks

According to Capital Area Preservation, in order for a building, structure, site or object to be considered a historic local landmark, it must have "historical, architectural, archaeological or cultural significance and integrity and has been recognized by official designation for its importance." This is a different designation than the National Register of Historic Places, which is a federal program administered by the state.

Within the WW area, there is currently only one historic landmark that meets these criteria: the Calvin Wray Lawrence House on Ragan Road. There are 49 historic properties within the study area, but they were deemed either not significant to achieve landmark status or they lost their historic significance over time for various reasons.

Historic Landmarks & Property



SECTION 3

Community Engagement and Outreach

While the COVID-19 pandemic caused disruptions to traditional in-person engagement, the lessons learned from these experiences have only served to improve the notion that many planning agencies have on what engagement can and should look like. Virtual or online options are no longer looked down on, but instead, are now a vital part of any conversation to engage residents.

Many community members are often not able to attend an in-person community meeting for many reasons, including childcare, transportation, work or

finances, and others may not have even known about it. As a result, the responses and input received were often not representative of the community at large. Moreover, even as the restrictions from the pandemic continually lessen and more in-person events take place, portions of the population who are unable to attend for various reasons will always exist. Virtual or online community engagement can bridge this gap and allow more members of the community to provide their input and be heard, and even more so when it is accessible from a cell phone.

Online / Virtual Engagement

Wake County staff kicked off the online engagement with a virtual community meeting on May 21, 2024. In the meeting, staff provided background information about planning in Wake County, the goals of the area plan and ways to participate in the process. The meeting was livestreamed on Facebook and YouTube and is available to view on the WW Area Plan webpage at wake.gov/ww.

As in prior area plans, staff utilized an online engagement platform specifically designed for

this type of community participation. Through an interactive map, email listservs and online surveys, staff was able to get a better understanding of those issues that affected the WW area or that were important to residents.

Staff used the interactive map platform for two separate rounds: one to gather initial thoughts and comments about the area, and a second to receive comments on the proposed draft land uses. The draft land use map went live in August 2024.

Wordcloud of Most Upvoted Comments in First Round of Online Engagement



Most upvoted comments in First Round of online engagement



Ideas and Suggestions

Public Library for kids. This area has schools. Please consider constructing a library in this area.



Ideas and Suggestions

This intersection is getting too much volume with people turning left in the morning and evenings. A turn lane and light would help significantly.



Ideas and Suggestions

Improved bike trails along Avent Ferry/New Hill Holleman for people to access Harris Lake. The two lane road is very unsafe!



Leave a Comment

It would be nice if we could have something commercial here. A gas station or restaurant for folks who want to spend the day outdoors but need some supplies/sustenance.



Ideas and Suggestions

Construct a road from buckhorn duncan road to connect to biogen new campus. Once biogen opens we have to travel to long to reach corporate park in Holly Springs

Wordcloud of Most Upvoted Comments in Second Round of Online Engagement



Most upvoted comments in Second Round of online engagement



Ideas and Suggestions

Secure unused rail corridor for Greenway path. Preserves rail corridor while providing spur to link Fuquay, Cape Fear River basin, etc. with primary route south to Lillington and Fayetteville that would extend American Tobacco Trail.



Ideas and Suggestions

Not sure why this is up for discussion to do anything with this land. It should all be protected as a watershed, agricultural use or parks. Any other use is just poisoning our water and destroying our important natural environment.

Most upvoted comments in Second Round of online engagement, continued



Ideas and Suggestions

How about leaving these beautiful horse properties alone. There are limited spaces available in Wake County for these families and their furry family members



Ideas and Suggestions

Consider adding an on/off ramp from Friendship road to US1. Would help take pressure off saturated intersections from the industrial businesses in the area as that traffic tries to get to the highway. Might solve a lot of other congestion problems in other areas.



Leave a Comment

This area does not contain developments with 4 units per acre. For example, Duncan's Ridge has around 1 per acre. Why on earth would you allow development adjacent to that with up to 4 units per acre? That does not fit in with the surrounding areas at all. It destroys the serenity of this part of Western Wake County

In-Person Community Meetings

The first in-person community meeting took place on June 12, 2024, at the New Hill Community Center. The drop-in style meeting included four informational

stations and a fifth feedback station. Much of the feedback centered around the rate of development, growth and ways to protect the area's character.

New Hill Community Center



First Community Meeting



The second community meeting occurred on Wednesday, Sept. 11, 2024, at the White Oak Foundation Community Resource Center in Cary. At this meeting, along with informational stations, residents were able to view and comment on the draft land use plan and greenway maps. While the drafts utilized information received from the first community

meeting, this was an opportunity to further refine the map as a way to reflect the community's vision.

Similar to the first meeting, Wake County partner agencies (Soil and Water, Water Quality and Affordable Housing) set up tables in order to promote and answer questions about various services they provide.

White Oak Foundation, Inc.



Second Community Meeting



SECTION 4

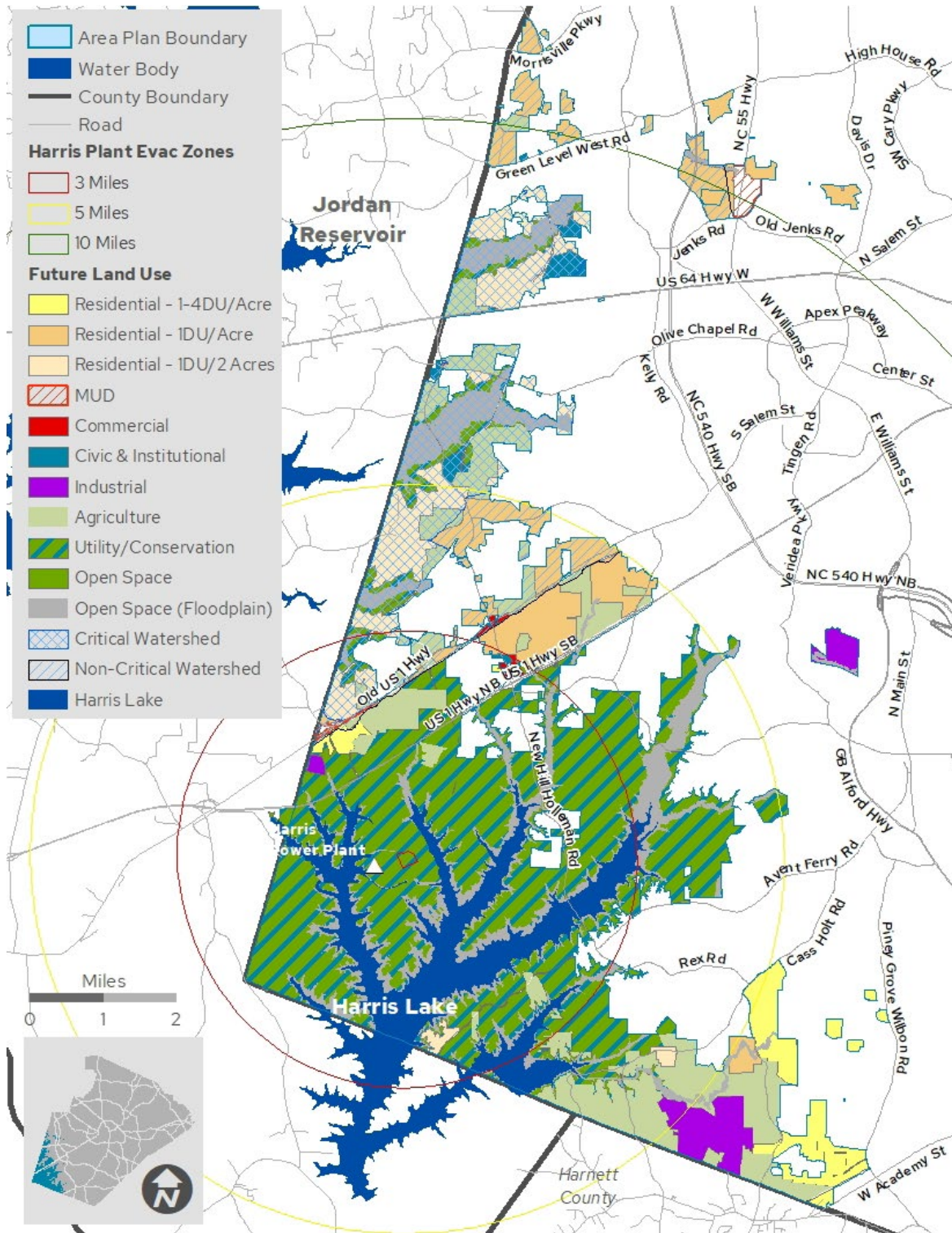
Western Wake Future Land Use Map

Land use planning is typically performed by looking 20 to 30 years into the future to establish the best possible uses of land as determined by the public, planning staff and stakeholders. However, it is reasonable to assume what is considered the best use of this land now can and often does change well before the 20 years are complete. For this reason, planning documents are referred to as

“living documents” in that they can and should be amended and updated as necessary. Amendments can be requested by individual property owners, which undergo a public hearing process, and updates are typically conducted by planning staff every five years or so to ensure the data and information are still accurate and relevant. The future land use map is based on the most recent and up-to-date information.

Land Use Classification	Description
Residential – 1-4 DU/Acre	The Residential classification indicates future areas for any residential land uses with a maximum density of four dwelling units per acre.
Residential – 1 DU/Acre	The Residential – 1 DU/Acre classification indicates future areas for any residential land uses with a maximum density of one dwelling unit per acre.
Residential – 1 DU/2 Acre	The Residential – 1 DU/2 Acre classification indicates future areas for any residential land uses with a maximum density of one dwelling unit per two acres.
Commercial	The Commercial classification indicates commercial uses outside of Multi-Use Districts (MUDs) that are currently in existence.
Multi-Use District	Formerly known as Activity Centers, Multi-Use Districts are areas near transportation corridors where non-residential development is envisioned to serve the community.
Civic & Institutional	The Civic & Institutional classification indicates areas intended for neighborhood-oriented non-residential development including schools, religious institutions or community centers. This classification is intended to be less intensive than other non-residential areas such as Multi-Use Districts.
Industrial	The Industrial classification indicates areas with existing or future industrial operations.
Utility / Conservation	The Utility / Conservation classification indicates areas owned by Duke Energy or the United States Army Corp of Engineers. These are areas that are intended to serve either as natural buffers between developed areas and the Harris Nuclear Plant, Harris Lake, and the Jordan Lake watershed.
Agriculture	The Agriculture classification identifies areas where agricultural, horticultural or forestry uses are expected to continue.
Open Space (Floodplain)	The Open Space (Floodplain) classification indicates areas that are restricted from development or redevelopment to reduce impacts from regular flooding. These areas can be used for appropriate active or passive recreation, including greenways.
Open Space	The Open Space classification indicates areas that are intended to be used for appropriate active or passive recreation, including greenways.

Future Land Use



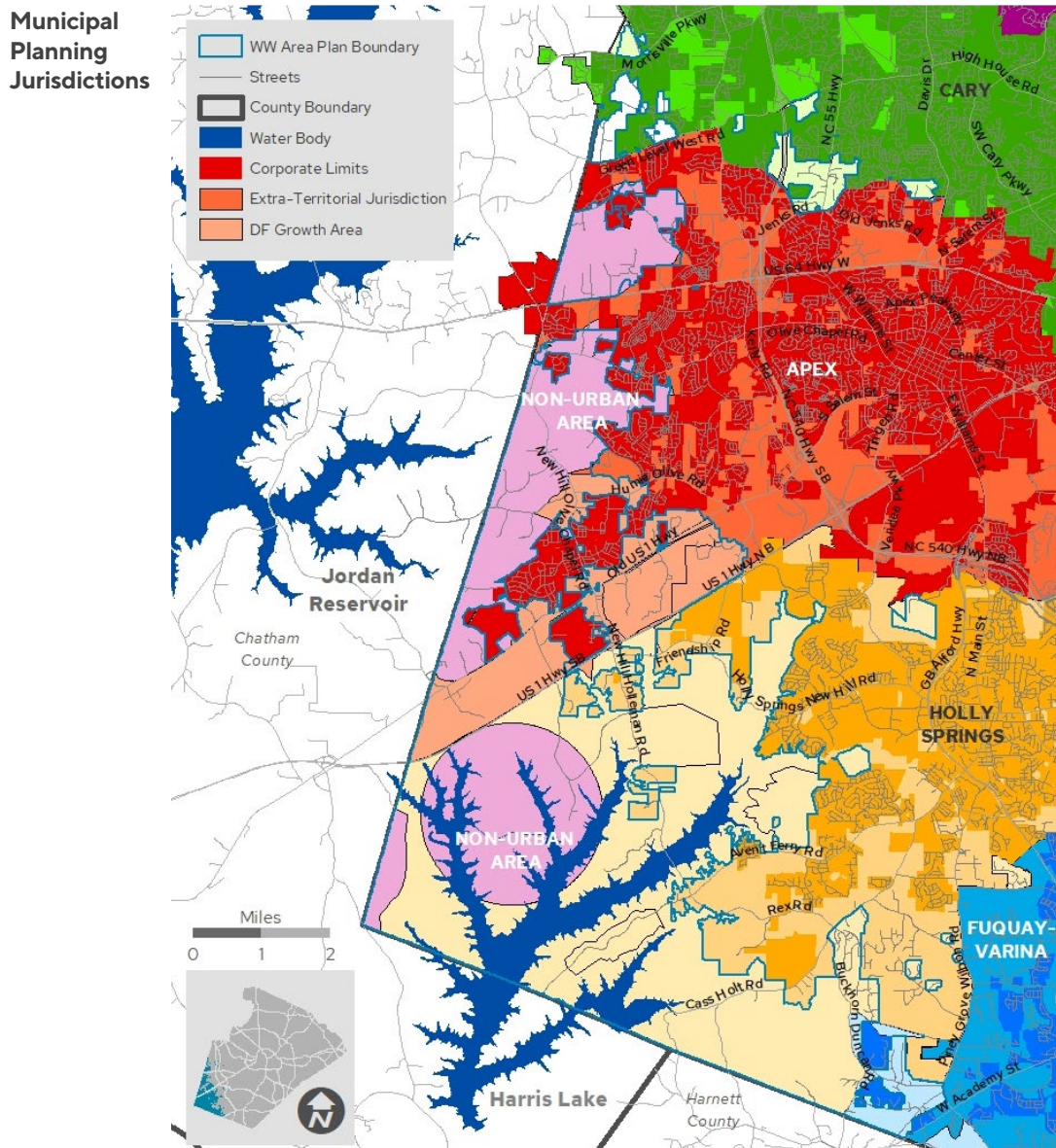
SECTION 5

Additional Planning Elements

Municipal Planning Jurisdictions

A municipality's planning jurisdiction includes the land within its corporate limits plus the land within its extraterritorial jurisdiction (ETJ). North Carolina state statutes have authorized municipalities to regulate development in their ETJs through their zoning laws and development ordinance since it is expected

that they will become part of the corporate limits in the future. Wake County does not provide water and sewer services — this allows municipalities to better ensure development patterns and associated infrastructure will allow the efficient provision of urban services.



Municipal Transition Standards (MTS)

In 2022, to better align policies with the goals of PLANWake, Wake County adopted its MTS policy. This policy builds off and expands the requirements of the Transitional Urban Development Policy (TUDS) that was put in place around the time the area plans were originally adopted in 2000-04. The older TUDS policy applied to residential developments proposed in Wake County's jurisdiction that were located less than 2,500 feet to an existing public water or sewer line (utilities). The TUDS policy required the developments to either connect to utilities and become municipal or to justify why a connection was not feasible.

The MTS policy expanded applicability of the policy to commercial as well as residential developments. It included all properties designated as Community, Walkable Center or Community Reserve on the PLANWake Development Framework Map well as those within proximity to an existing utility. The policy requires any potential developer in these areas to talk with the municipality before applying to the County. The MTS tool, combined with many of the other planning elements listed, will better link municipal and developer efforts to achieve important goals set forth in PLANWake.

Multi-Use Districts

Formerly known as Activity Centers, Multi-Use Districts (MUDs) are the places stakeholders have felt are most appropriate for commercial and mixed-use development to occur. Typically, these are located at the intersections of major or moderate-sized roadways. In many instances, the district is centered around a location that is or has historically been a commercial use. A good example of this would be a gas station or community store that historically served the needs of the area population. The County uses MUDs to guide decisions on rezoning requests and development permits.

Multi-use districts are intended to play two primary roles. The first is to identify the most appropriate location for commercial development to help serve the daily needs of the surrounding neighborhoods. In this role, the county uses multi-use districts to guide decisions on rezoning requests and development permits. The county is also interested in how a proposed use fits and serves the existing population. The second role of the multi-use district is to preserve opportunity areas for commercial development to occur as the municipal areas expand to accommodate continued population growth.

The multi-use district policy provides guidance on the intended maximum size of each multi-use district category. In this role, the county's interest is how a proposed use would serve the needs of a future population.

To align multi-use districts with the intentional growth framework set out in PLANWake, the county will take a two-tiered approach (Rural and Municipal) with multi-use districts.

Rural Multi-Use Districts are multi-use districts designated as Community Reserve or Rural on the PLANWake Development Framework Map. These areas are intended to either remain in county jurisdiction in perpetuity or are not intended to become municipal in the foreseeable future. Non-residential development will occur on well and septic or private utility and will be small-scale in nature, especially within water supply watershed areas.

Municipal Multi-Use Districts are multi-use districts designated as Community or Walkable Center on the PLANWake Development Framework Map. These areas are intended to be annexed and served with municipal public utilities in the future. Multi-use districts in these areas generally align with municipal plans for development. The goal of development that occurs in the county jurisdiction is to harmonize with future expected municipal development.

Multi-Use District Amendment Recommendations

There are seven multi-use districts located in, adjacent to or in the vicinity of the Western Wake study area. There is one rural-designated MUD and six municipal-designated MUDs.

The Western Wake Area Plan makes the following recommendations:

- **Remove** three MUDs located outside of the study area, and by extension, outside of Wake County's jurisdiction.

Location	Acres	Parcels
1. Avent Ferry Road and New Hill Holleman Road	25	5
2. New Hill Holleman Road (N) of Ironrod Way	175	4
3. Green Level West Road (W) of NC 540	20	3

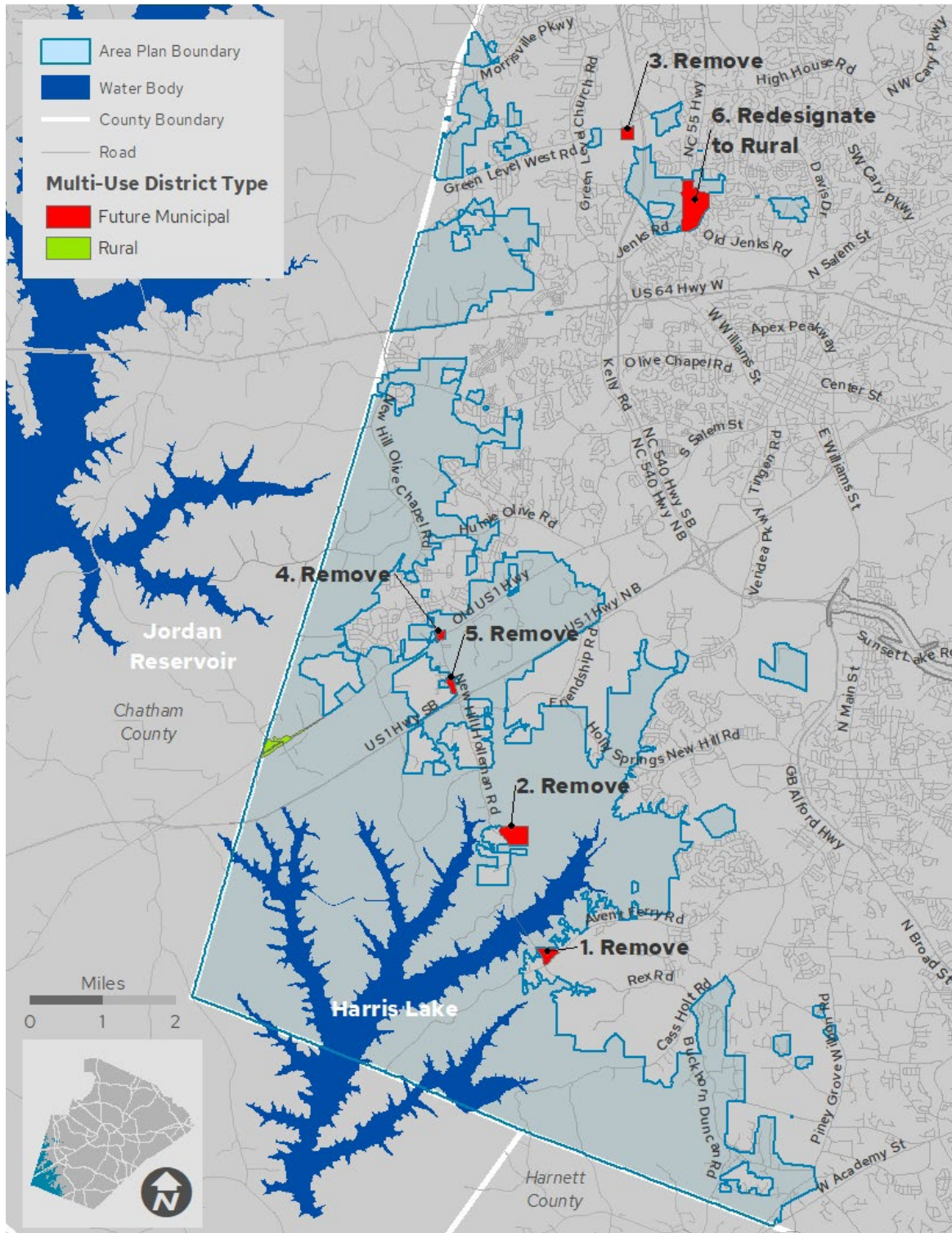
- **Remove** two MUDs with portions that are both in municipal jurisdictions and have been rezoned to a commercial Wake County zoning district.

Location	Acres	Parcels
4. New Hill Holleman Road and Old US 1 Hwy	8	13
5. New Hill Holleman Road and US 1 Hwy	12.5	13

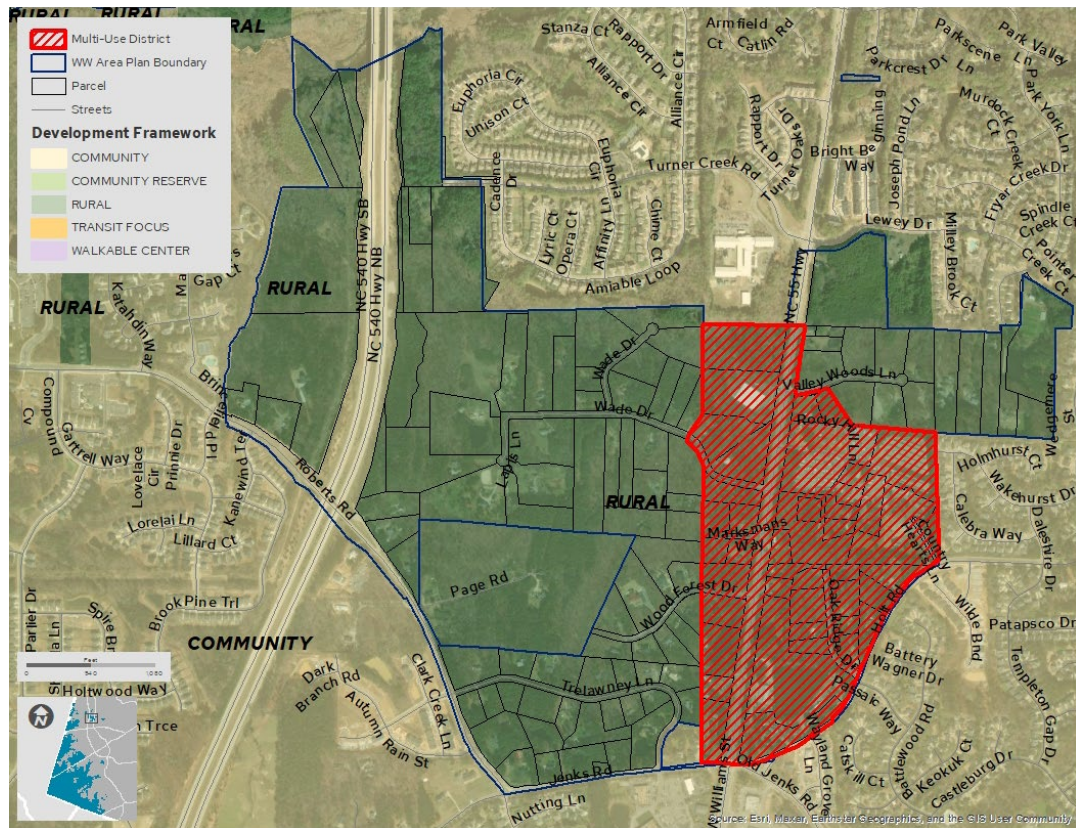
- **Redesignate** one MUD from Municipal to Rural where the municipality has expressed no interest in extending water/sewer in order to be eligible for future annexation. This MUD is designated in the WW Area Plan's Future Land Use map and profiled below.

Location	Acres	Parcels
6. NC 55 Hwy (N) of Jenks Road	175.5	42

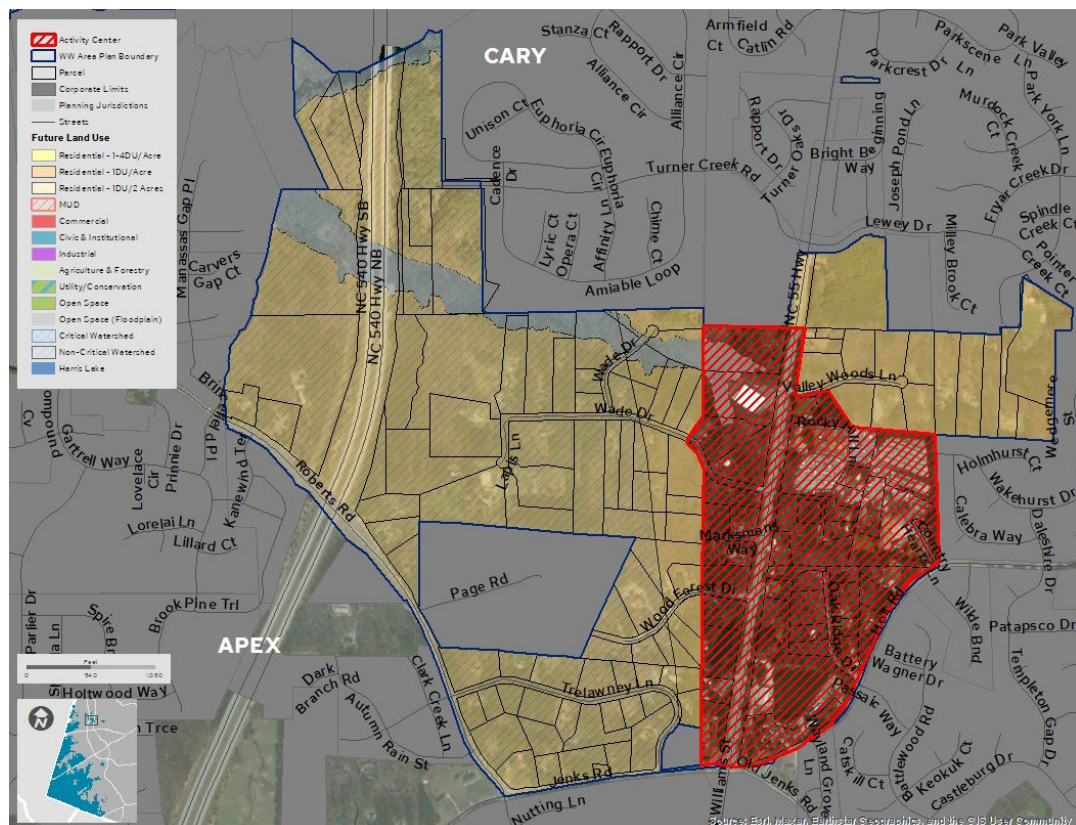
Multi-Use District Amendments



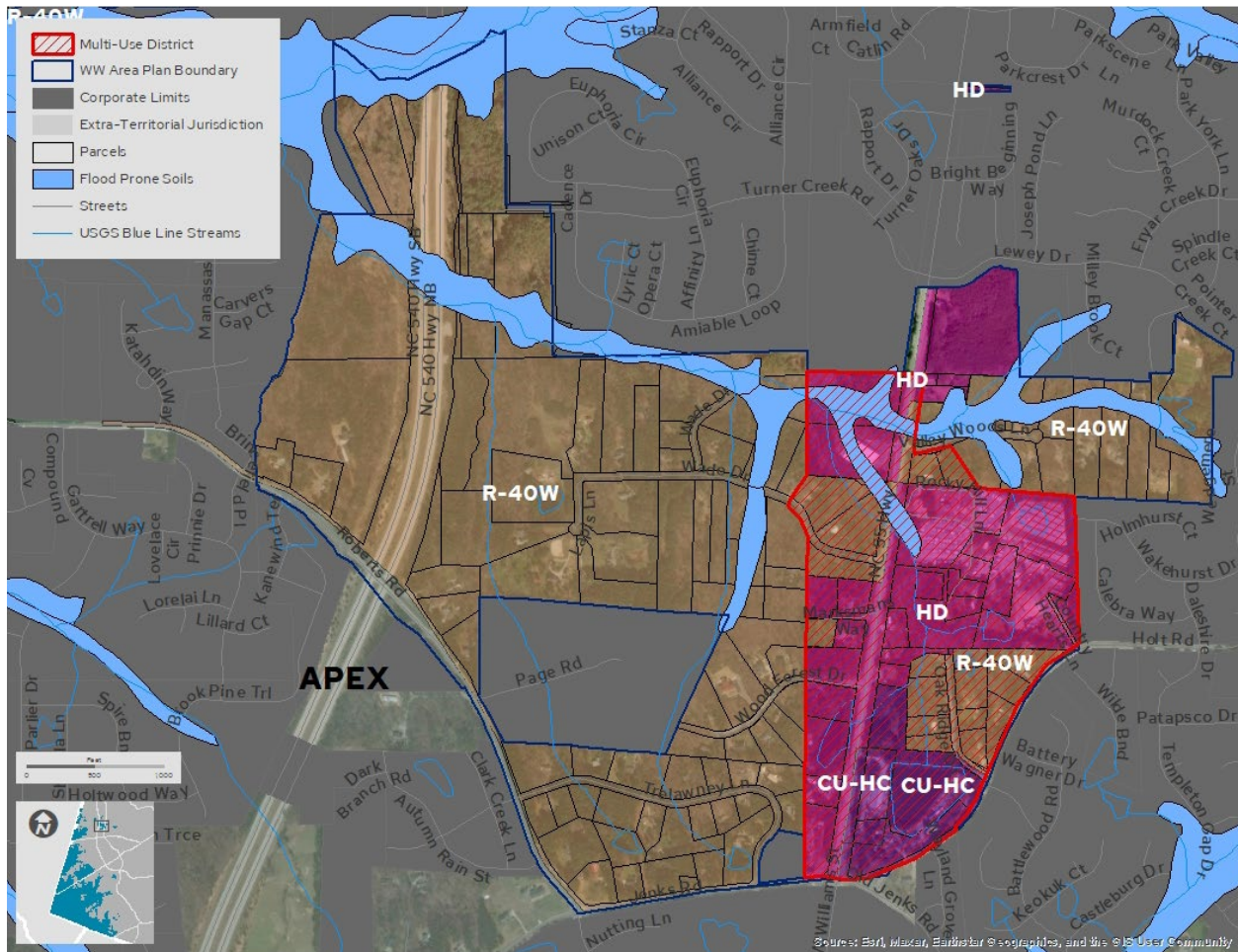
Development Framework



Future Land Use



Zoning



Old US 1 Hwy Multi-Use District

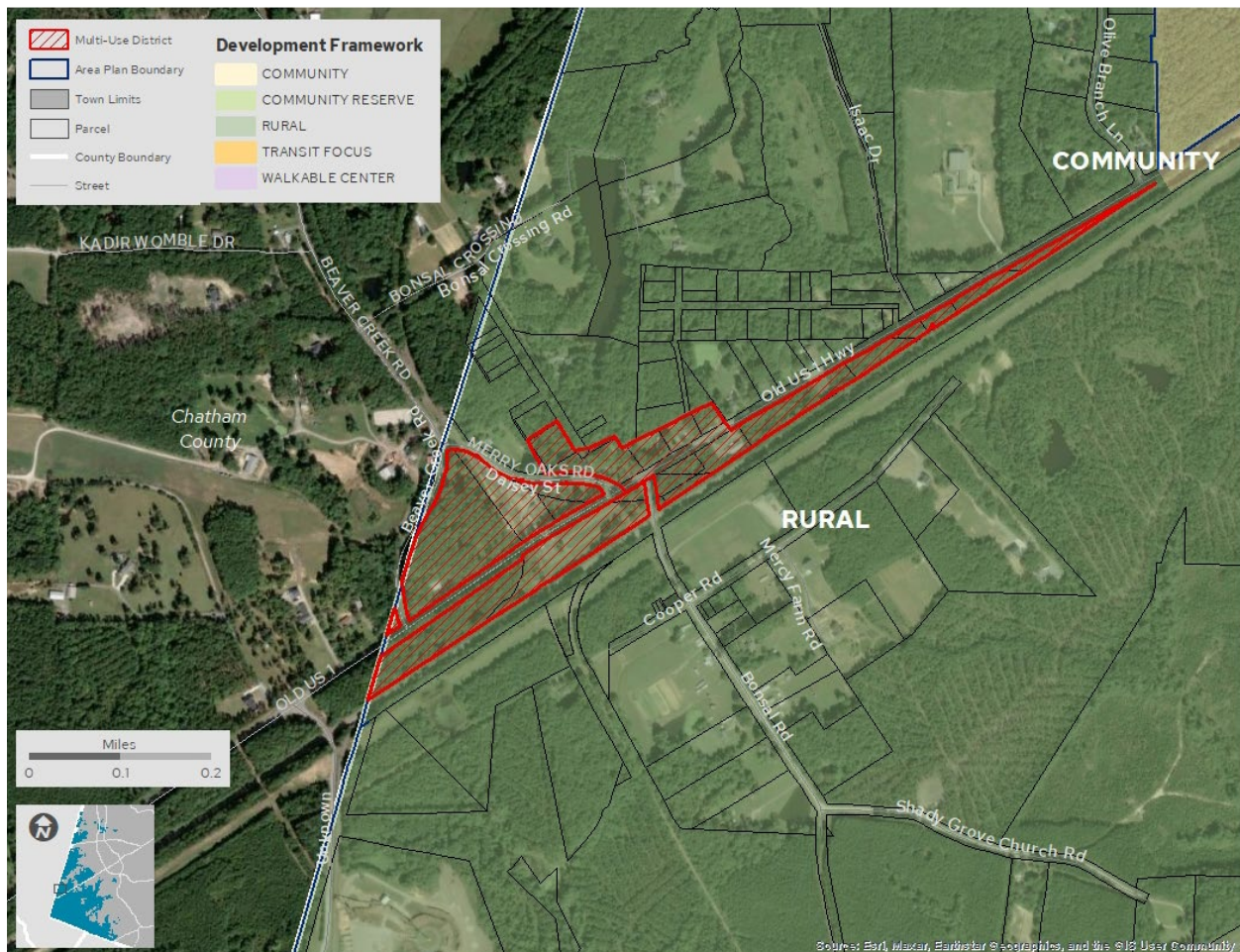
This MUD is located on Old US 1 Highway adjacent to the county boundary with Chatham County. It is 32.5 acres comprising 19 parcels in the western portion of the WW study area. It is a mix of residential, vacant, commercial and institutional uses. The largest use is the North Carolina Railway Museum, which has three parcels totaling 13.68 acres and promotes the state's railroad history to the public.

This MUD is within PLANWake's Rural Development Framework designation as it is expected to remain

within the county's jurisdiction for the foreseeable future. There are currently no plans to extend water and sewer utilities to this area.

The MUD parcels are zoned Heavy Commercial (HC), Residential-30 (R-30) and Residential-40 Watershed (R-40W).

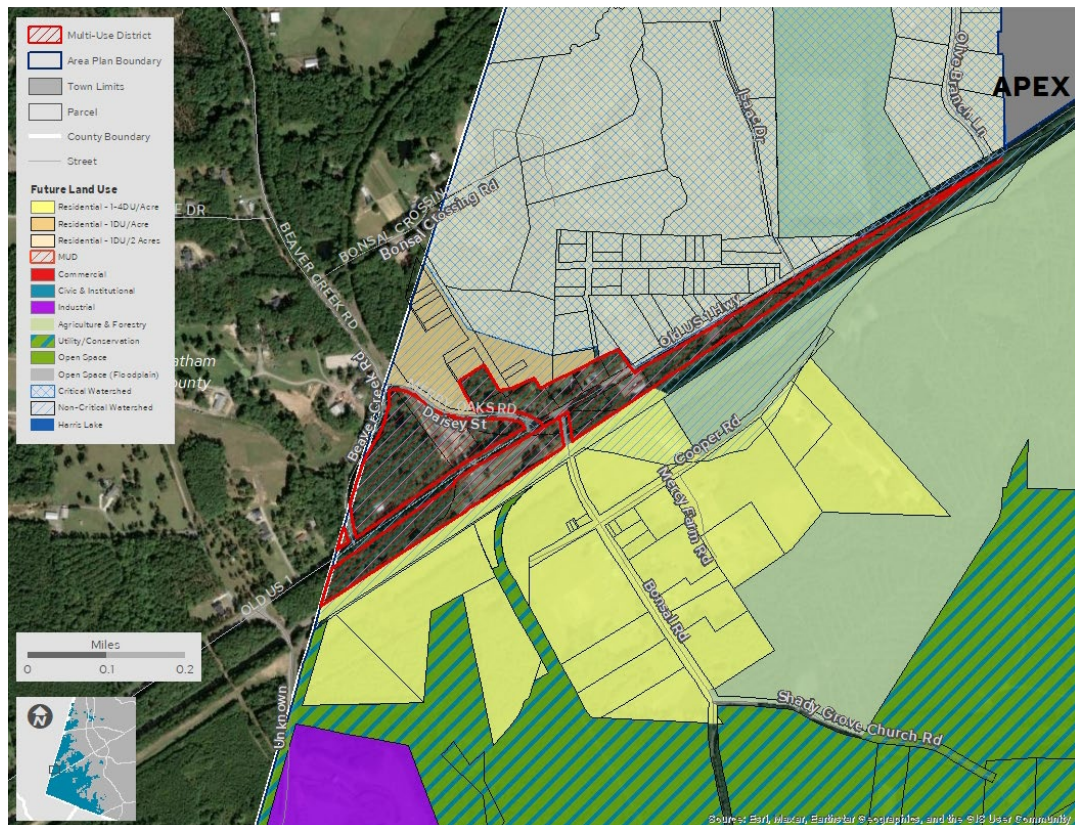
Development Framework



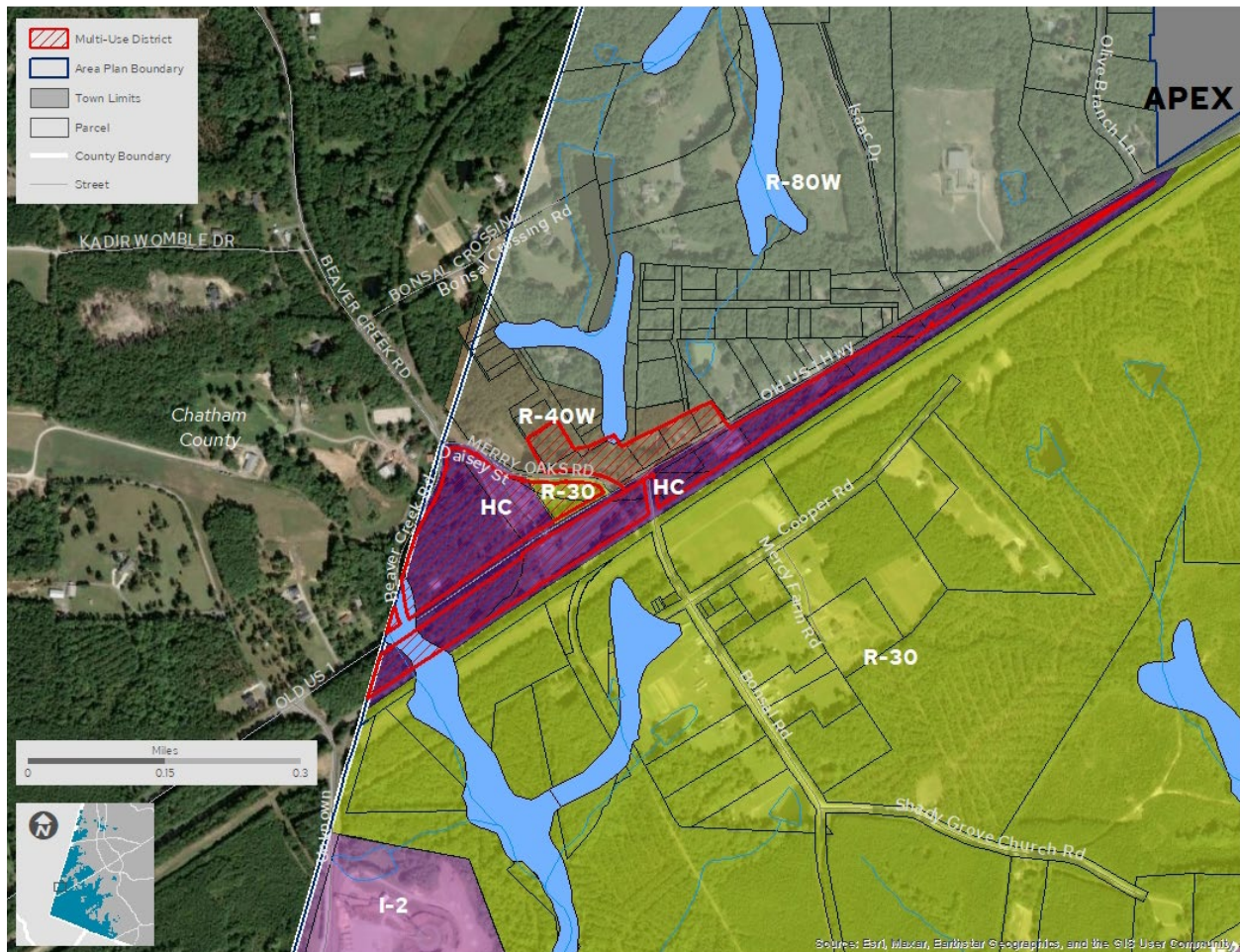
Current Land Use



Future Land Use



Zoning



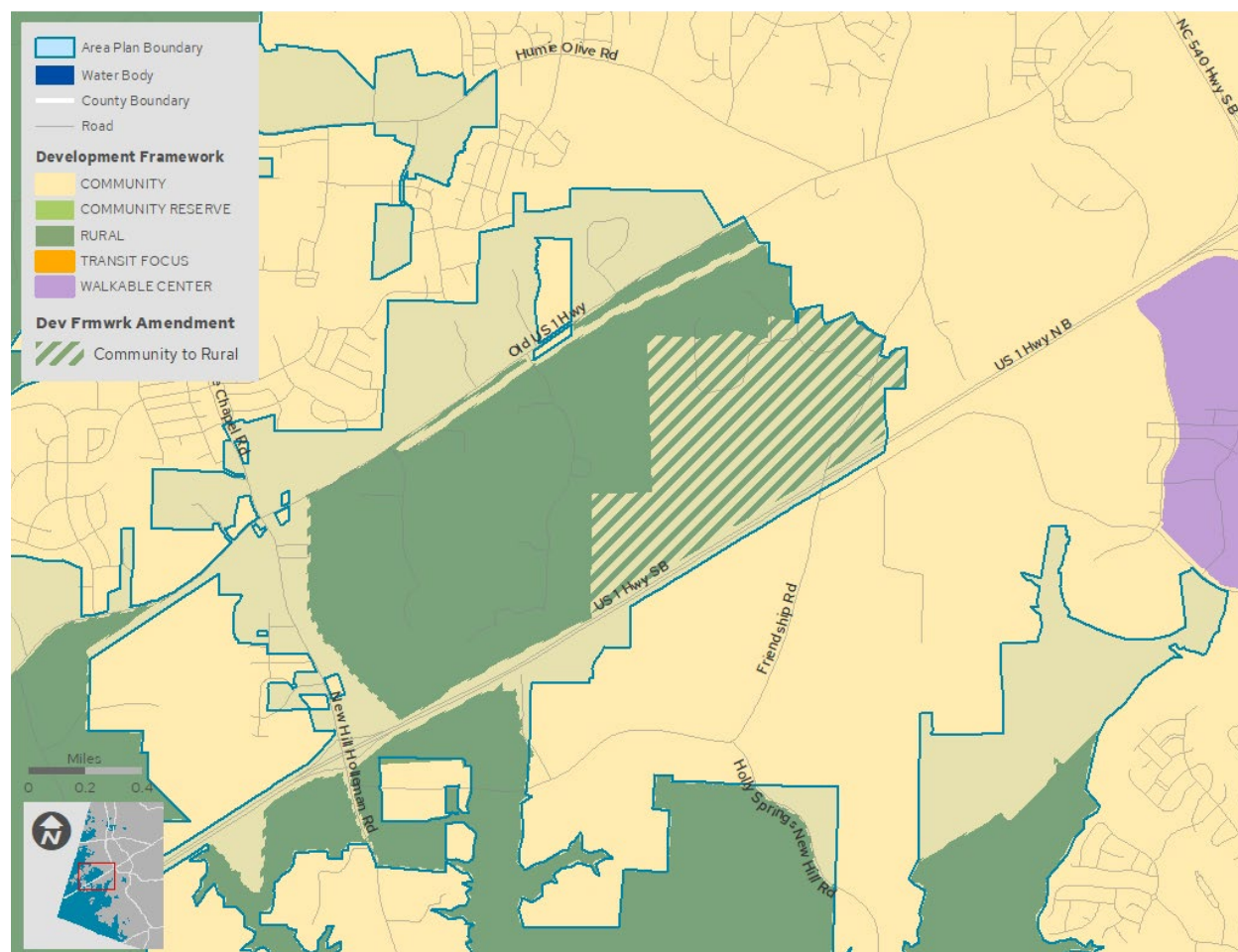
PLANWake Development Framework Map Amendment Recommendations

The PLANWake Development Framework Map is expected to stay conceptually the same for a long time. This works because the map is big picture with resiliency built in and no single development is required to move the needle over time. That said, it was always expected that the Development Framework Map would be changed and adjusted to best project is fine the overarching vision and align with new information.

For the WW Area Plan, residents of the New Hill and Friendship communities voiced their concern

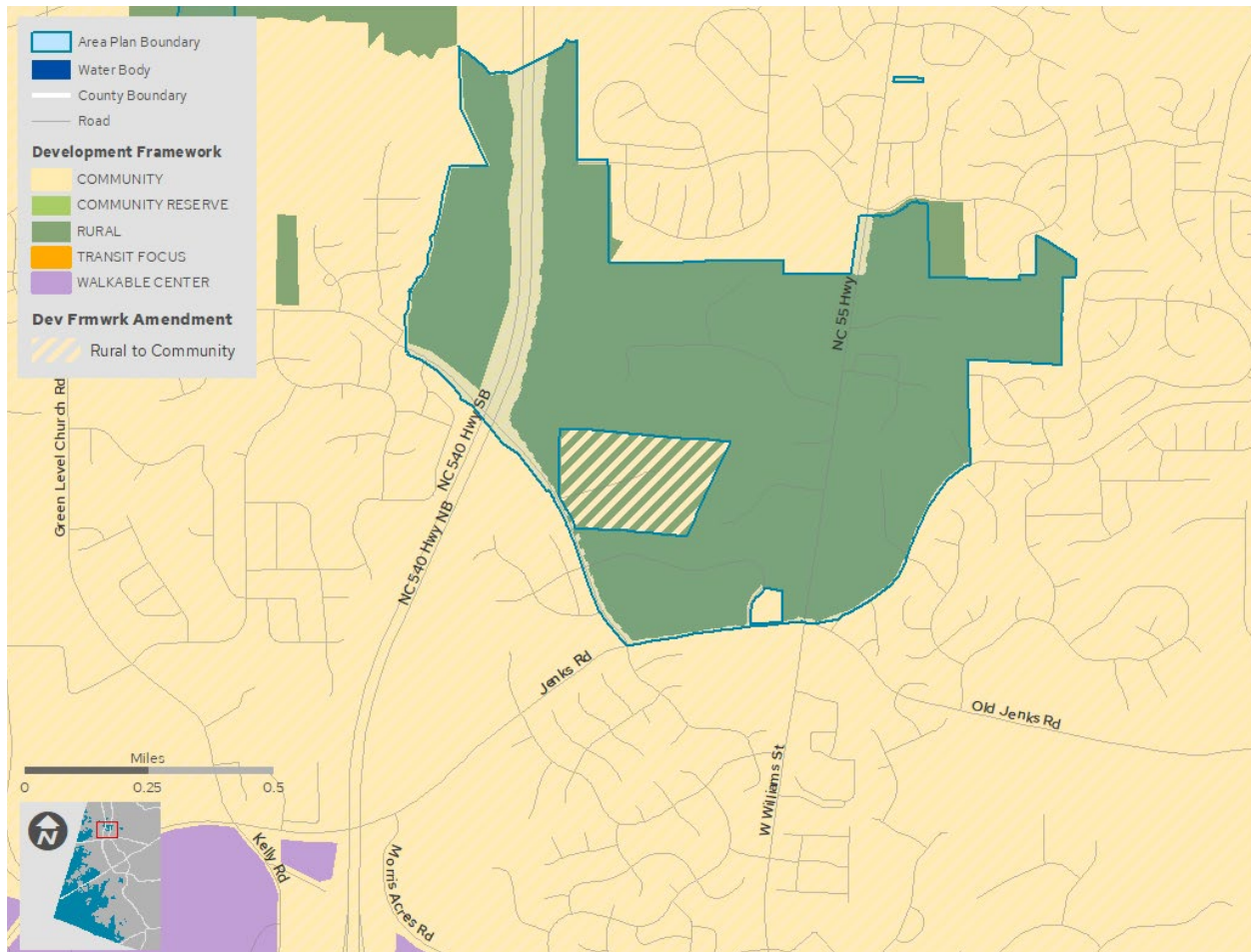
over the development pressures their neighborhood face. Moreover, the Development Framework map designated much of this area as Community or an area that is envisioned to become municipal in the future should any development occur. After discussions with the Town of Apex, which was undertaking its own Western Big Branch Area Plan, and hearing from residents on the matter, it is recommended that this portion totaling approximately 383 acres be amended to the Rural Designation.

Development Framework Amendment #1



Additionally, it is recommended that a 36-acre parcel on Page Road be amended from Rural to Community to reflect that parcel's annexation by the Town of Apex.

Development Framework Amendment #2



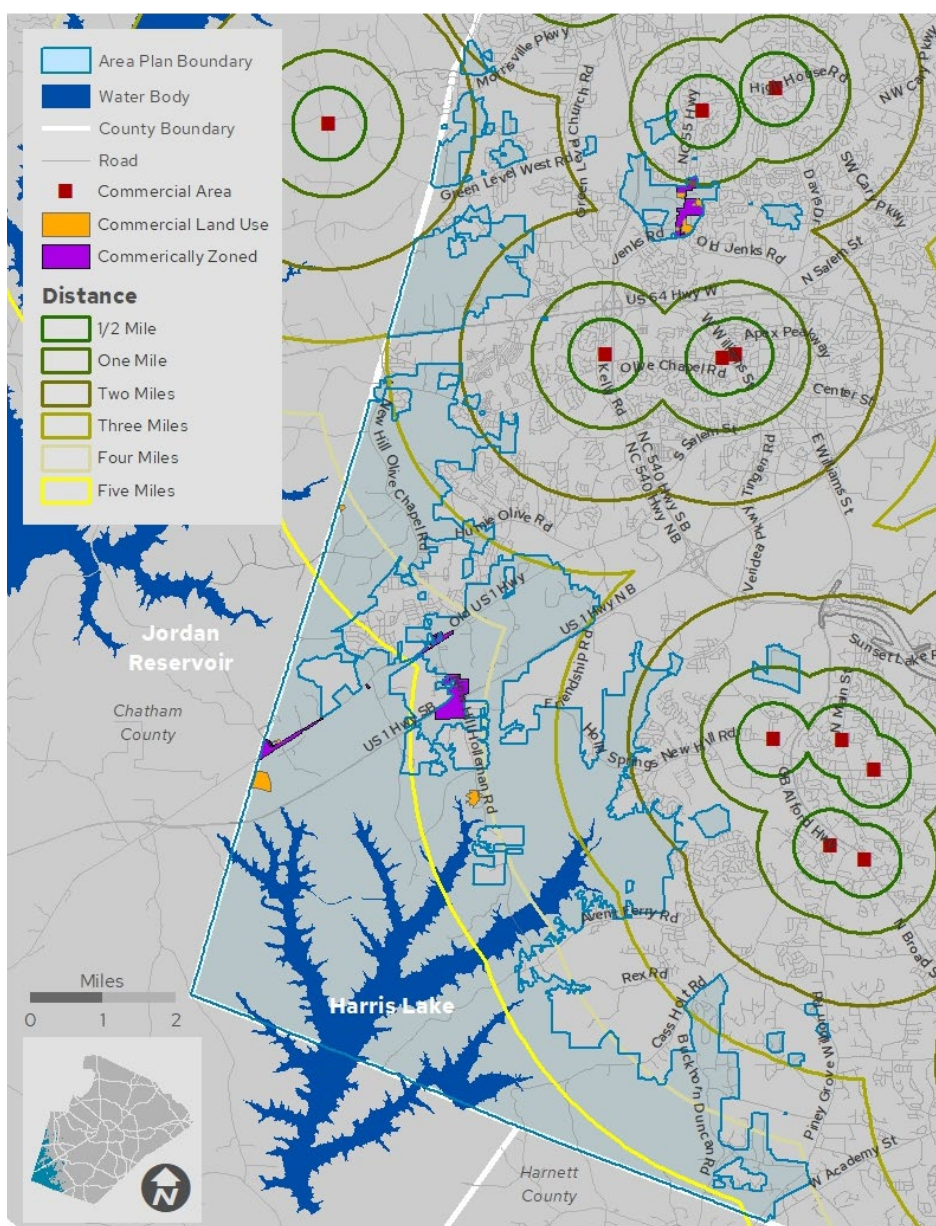
Commercial Area Location Strategy

Overall input from residents suggested that a lack of retail locations within WW was not an issue as a 15-minute drive is part of living in a rural area. However, there should be some discussion as to where such locations could be in the WW area should an opportunity arise in the future.

As the map shows, most of the WW area is at least two miles from the nearest commercial area, including in neighboring Chatham County, and at most more than five miles away. There are various

properties within the WW area that are either zoned for a commercial use or are currently operating as a commercial land use. Two of these areas are profiled in the section detailing multi-use districts. To minimize the negative impacts that large-scale commercial developments may cause, there may be some advantages to supporting smaller-scale commercial establishments such as corner stores or local shops to serve the community.

Commercial Area Distances

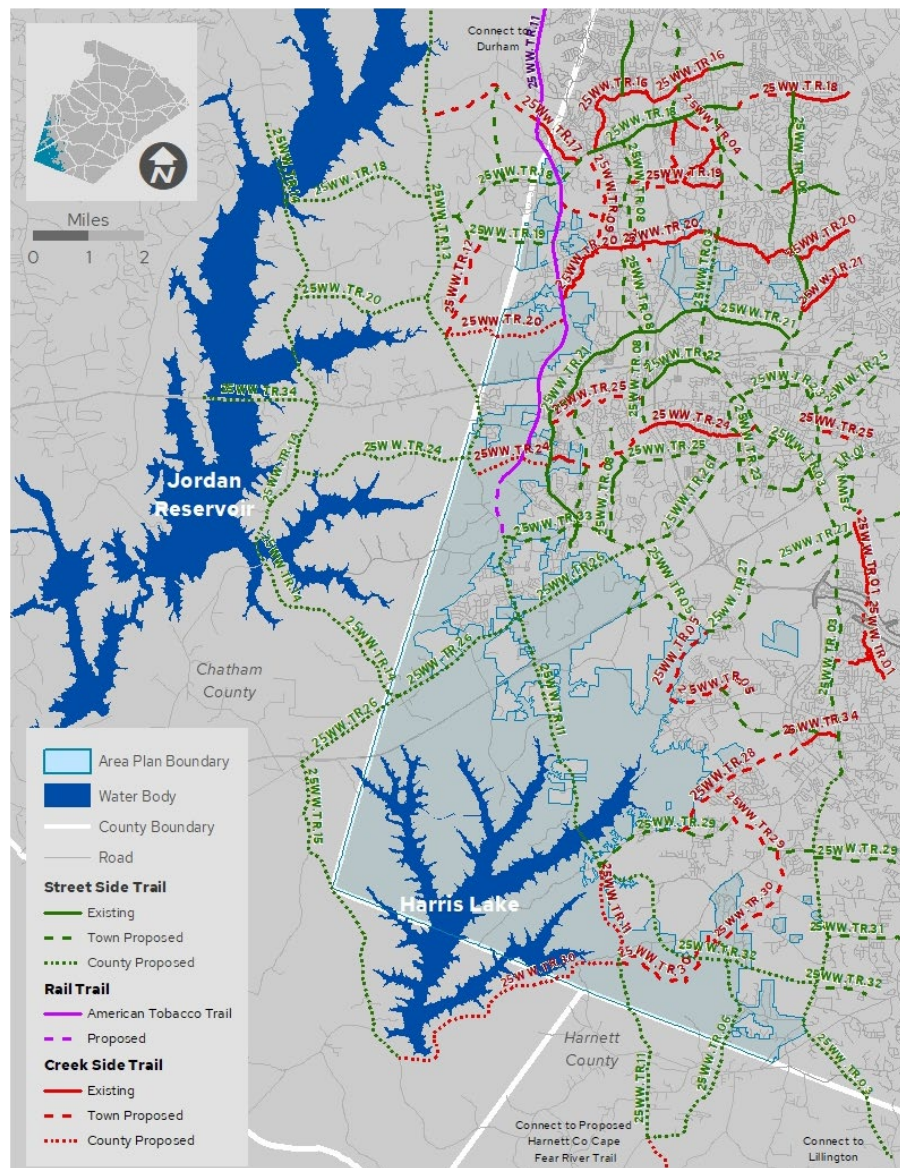


Greenway / Walkability Network

Wake County has an amazing existing trail network with segments in each municipality. Many of the segments connect between communities. Wake County also has a good track record of finding the right solutions for different areas with the county, NCDOT and the municipalities experimenting with creek-side trails, road-side trails and through-trails across new development, park land and open space. These trails, especially the long and connected segments, do not happen by accident or overnight. Completing these trails take a broad vision and years or decades of commitment.

The Wake County Greenway Systems Plan focused on the greenways aspect as it is a “[unique] investment that can be made on a local and regional scale that provides such a wide range of positive impacts. Greenway trails – and the on-road bicycle facilities and sidewalks that connect them – improve quality of life by providing opportunities for transportation, recreation, public health, economic development and environmental stewardship.”

Greenway/ Walkability Network



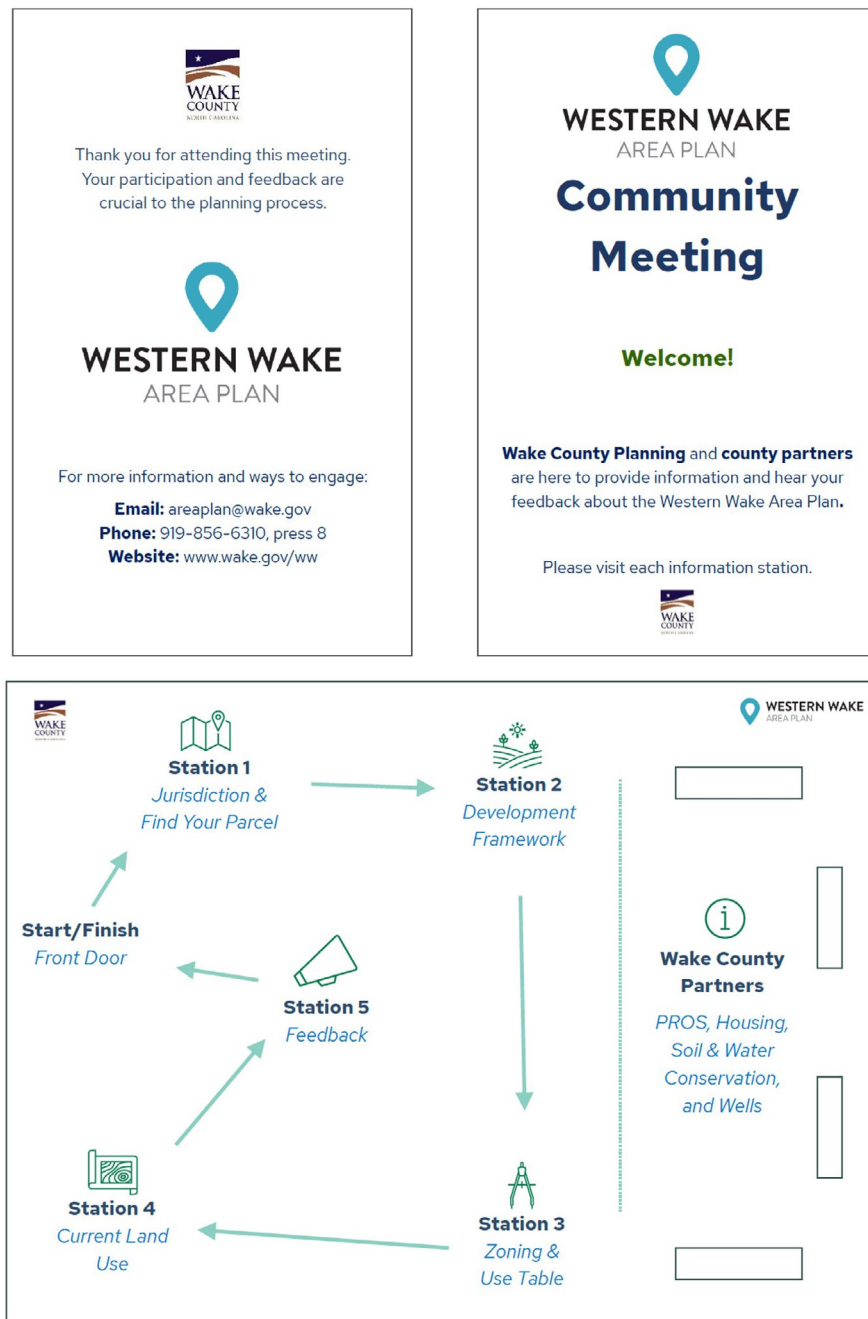
Trail Segment	Common Name	Notes
25WW.TR.01	Middle Creek Greenway	Connects from Apex to Holly Springs. Key connection to major east/west greenway along Middle Creek.
25WW.TR.02	Davis Drive	Connects from Morrisville Parkway to Apex Peakway.
25WW.TR.03	NC 55 / Piney Grove Wilbon	Connects from Morrisville Parkway to Harnett County. Runs through the downtowns of Apex and Holly Springs. Runs parallel to NC 540 on the eastside.
25WW.TR.04	High Croft Village Greenway	Local greenway between Morrisville Parkway and Batchelor Branch greenway.
25WW.TR.05	Friendship / Woods Creek	Connects north south in western Holly Springs. Connects from Avent Ferry Road to Old US 1.
25WW.TR.06	Cokesbury Road	Connects from Phelps West Road to American Tobacco Trail Extension in Harnett County.
25WW.TR.07	High Croft Drive Greenway	Connects from NC 55 to Batchelor Branch greenway. Runs parallel to NC 540 on eastside.
25WW.TR.08	Green Level Road / Kelly Road	Connects from Morrisville Parkway to Olive Chapel Road. Runs parallel to NC 540 on westside.
25WW.TR.09	Flat Branch Greenway	Connects from Morrisville Parkway to American Tobacco Trail.
25WW.TR.10	Mt Zion Church Extension	Connects from Jenks Road to Apex Barbeque Road.
25WW.TR.11	American Tobacco Trail	Connects from North of Durham to Cape Fear River. Major intercounty trail.
25WW.TR.12	Thompson Creek Greenway	Connects from Indian Creek greenway to White Oak Greenway.
25WW.TR.13	NC 751	Connects from Lake Jordan to Beaver Creek Greenway. Major north south connection from Chatham to Wake County.
25WW.TR.14	Beaver Creek Rd / Farrington Road	Connects from Chatham County to Old US 1. Lake Jordan Access.
25WW.TR.15	Christian Chapel Church Road	Connects from Old US 1 to Buckhorn Creek greenway. Part of Harris Lake Trail.
25WW.TR.16	Park Lake Greenway	Connects from Morrisville to Flat Branch greenway.
25WW.TR.17	Indian Creek Greenway	Connects from Morrisville Parkway to NC 751.
25WW.TR.18	Morrisville Pkwy / Lewter Shop Road	Connects from Davis Drive to Lake Jordan.
25WW.TR.19	Batchelor Branch / High House Road	Connects from American Tobacco Trail to NC 751.
25WW.TR.20	White Oak Greenway	Connects from Umstead Park to Lake Jordan. Major regional trail.

Trail Segment	Common Name	Notes
25WW.TR.21	Jenks / Richardson Road	Connects from Davis Drive to Old US 1.
25WW.TR.22	Beaver Creek Commons	Connects from NC 55 to Kelly Road.
25WW.TR.23	Apex Peakway	Provides a loop around downtown Apex. Links to radial trails.
25WW.TR.24	Beaver Creek Greenway	Connects from north of US 64 to NC 751.
25WW.TR.25	Laura Duncan / Apex Barbeque	Connects from eastern Apex to Beaver Creek greenway.
25WW.TR.26	Salem Street / Old US 1	Connects from downtown Apex into Chatham County.
25WW.TR.27	Veridia Parkway	Connects from Middle Creek greenway to NC 1154.
25WW.TR.28	Braxton Village Greenway	Connects from NC 55 to Avent Ferry Road.
25WW.TR.29	Wade Nash / Avent Ferry	Connects from Fuquay-Varina to American Tobacco Trail Extension.
25WW.TR.30	Buckhorn Creek Greenway	Connects from Honeycutt Road to Christ Chapel Church Road. Part of the Harris Lake Loop Trail.
25WW.TR.31	Wilbon Road	Connects from Fuquay-Varina to Piney Grove Wilbon Road.
25WW.TR.32	Rex / Phelps West Road	Connects from Fuquay-Varina to American Tobacco Trail Extension.
25WW.TR.33	Humie Olive	Runs between Old US 1 and American Tobacco Trail Extension.
25WW.TR.34	US 64 Lake Jordan Crossing	Provides a connection across Jordan Lake east / west.

SECTION 6

Appendix

- Community Meeting Booklets






Thank you for attending this meeting.
Your participation and feedback are
crucial to the planning process.



WESTERN WAKE
AREA PLAN

For more information and ways to engage:

Email: areaplan@wake.gov
Phone: 919-856-6310, press 8
Website: www.wake.gov/ww




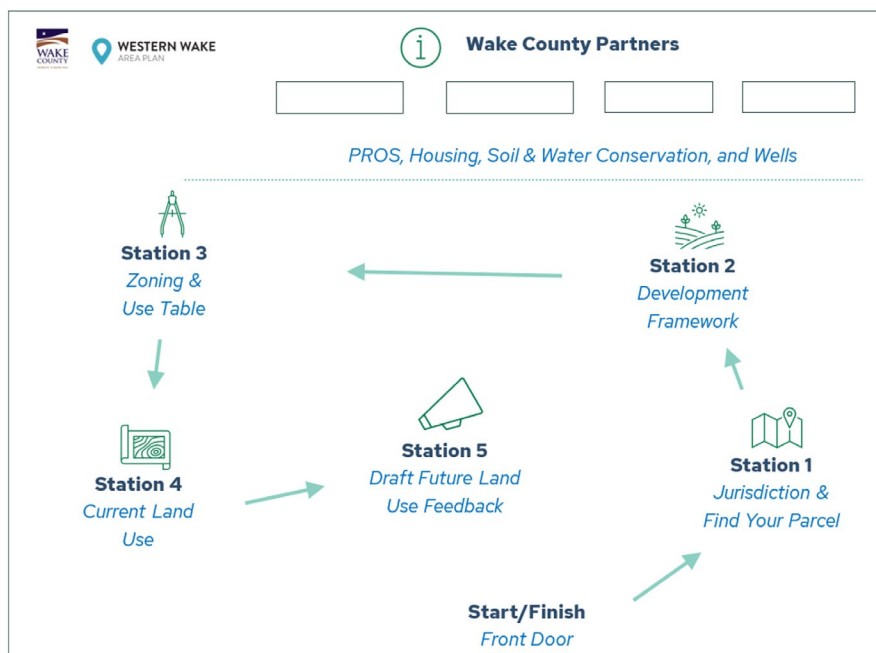
WESTERN WAKE
AREA PLAN

**Community
Meeting #2**

Welcome!

Wake County Planning and **county partners**
are here to provide information and hear your
feedback about the Western Wake Area Plan.

Please visit each information station.

Western Wake Area Plan

Wake County Planning Board Land Use Committee

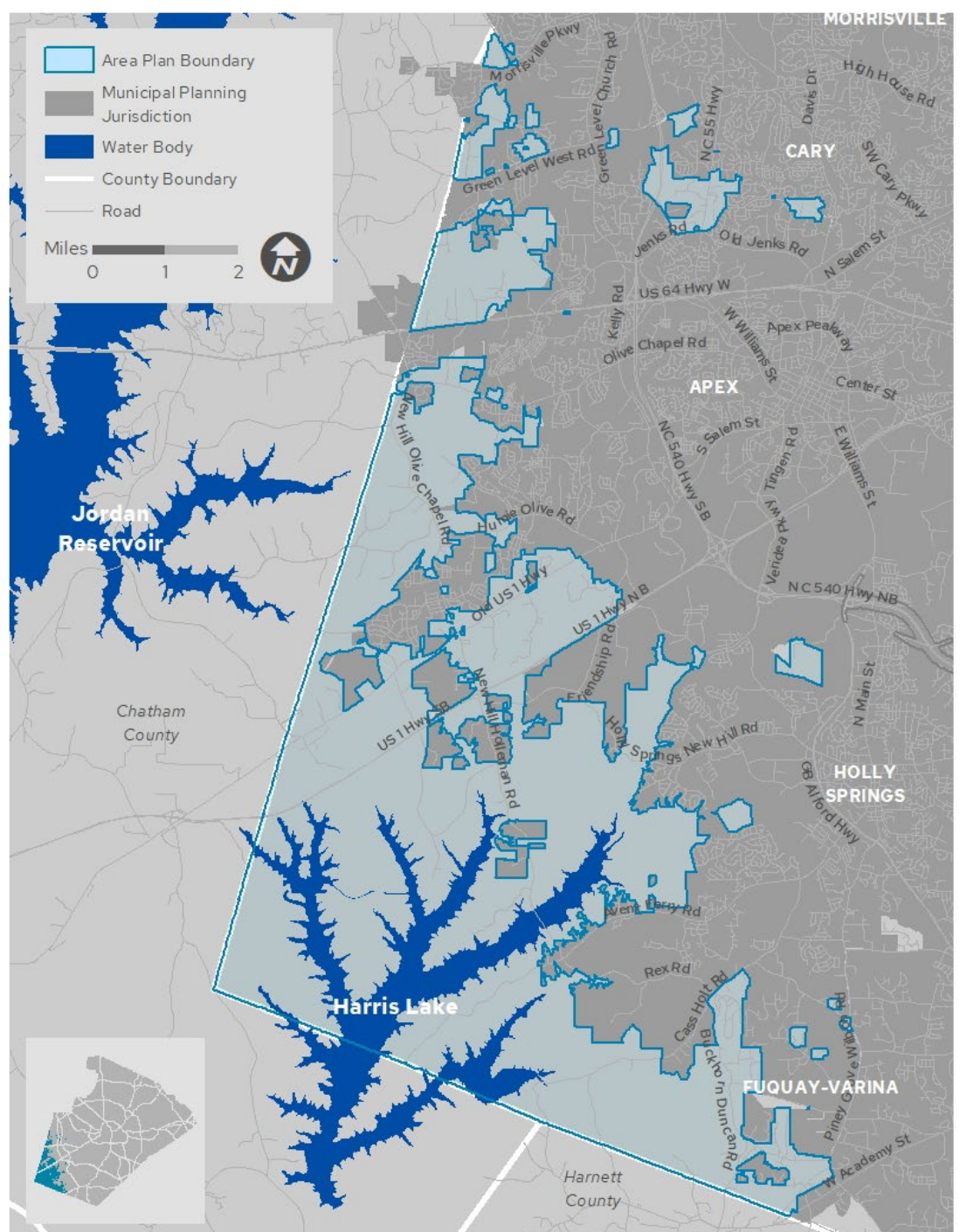
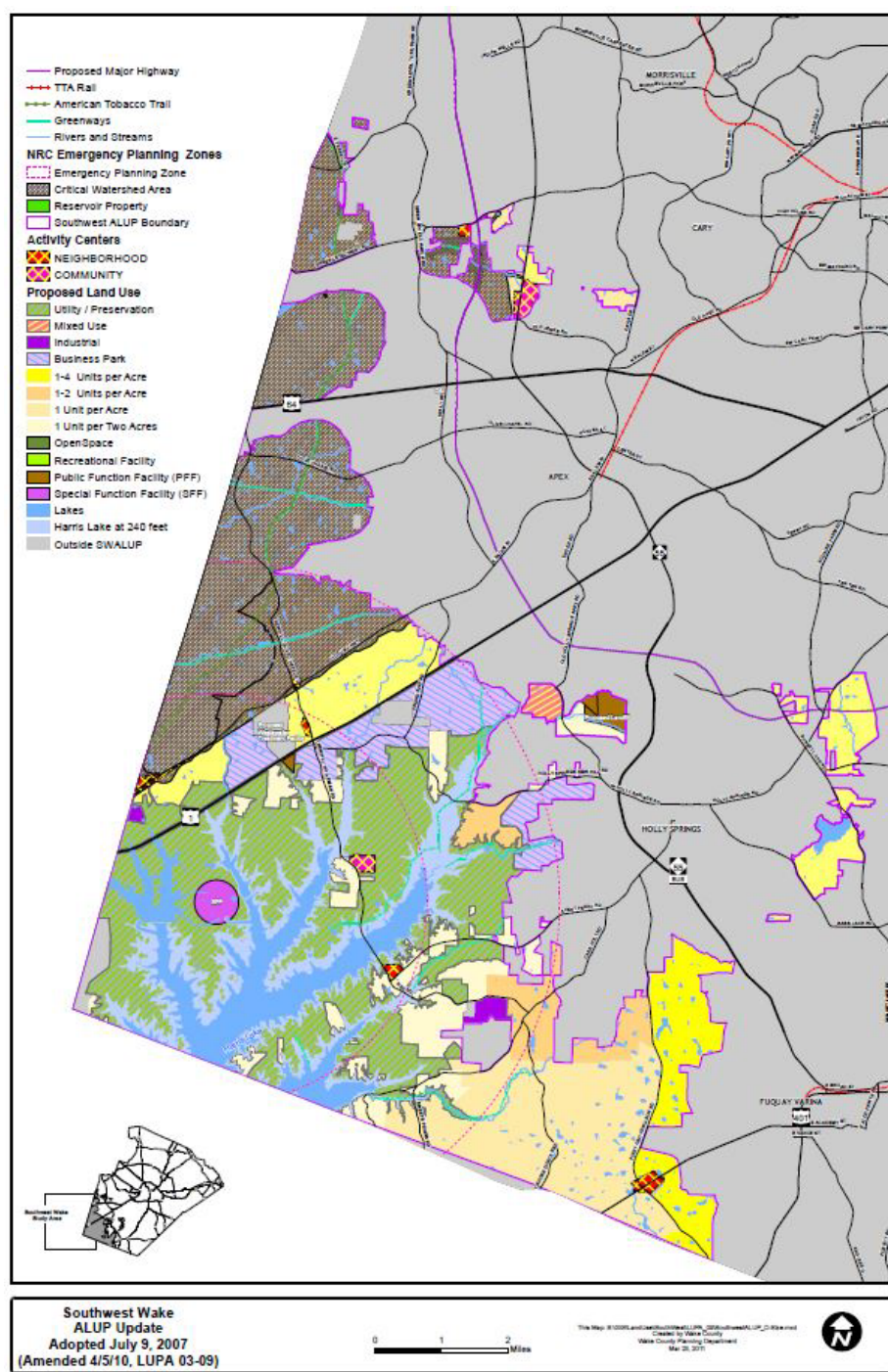
Akul Nishawala, AICP

November 6, 2024



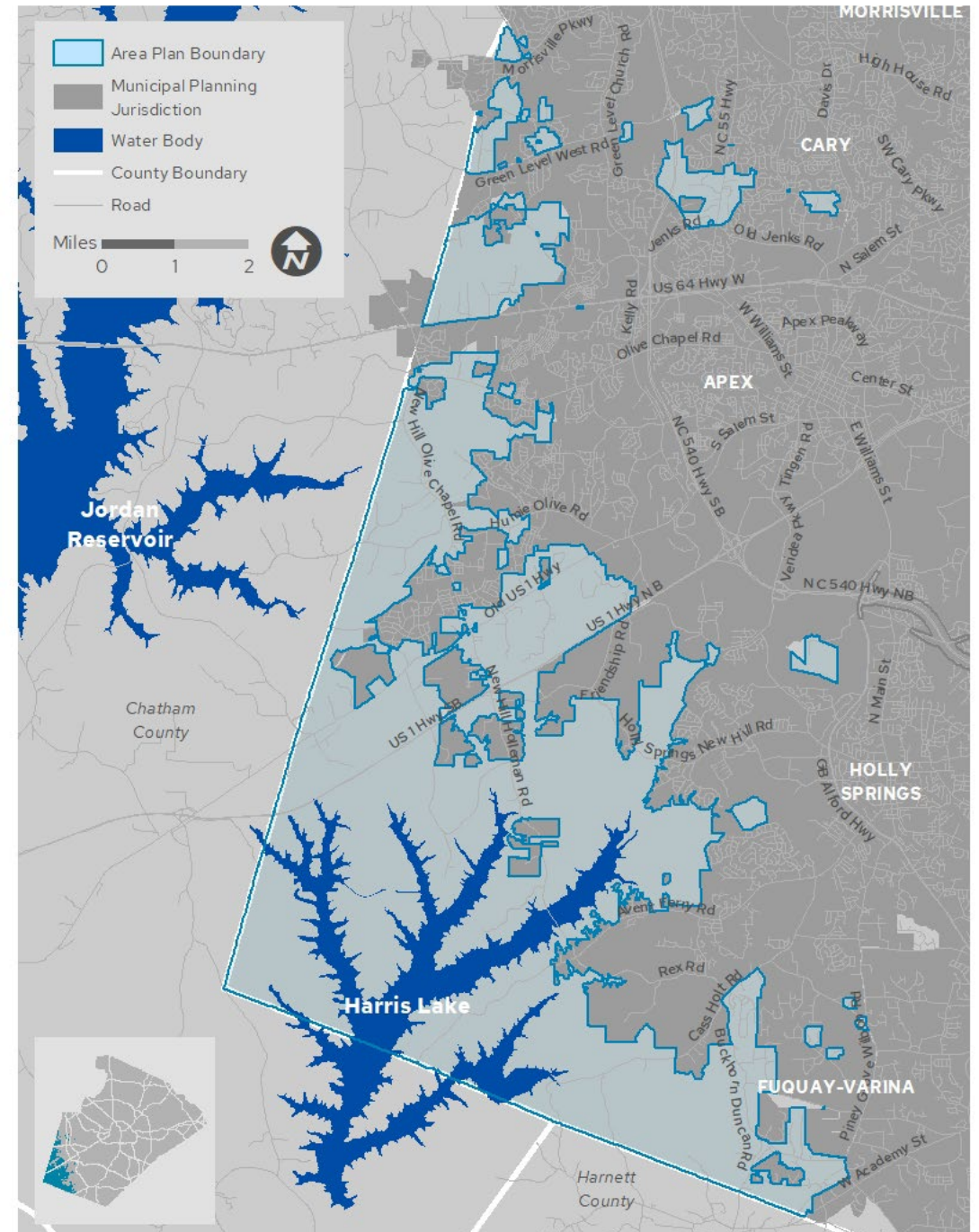
@wakegov    

wake.gov



Overview

- Approx 43 sq. mi (27,480 acres)
- Cary, Apex, Holly Springs, Fuquay-Varina
- Chatham County / Harnett County
- Harris Lake
- Harris Nuclear Plant





Existing Conditions

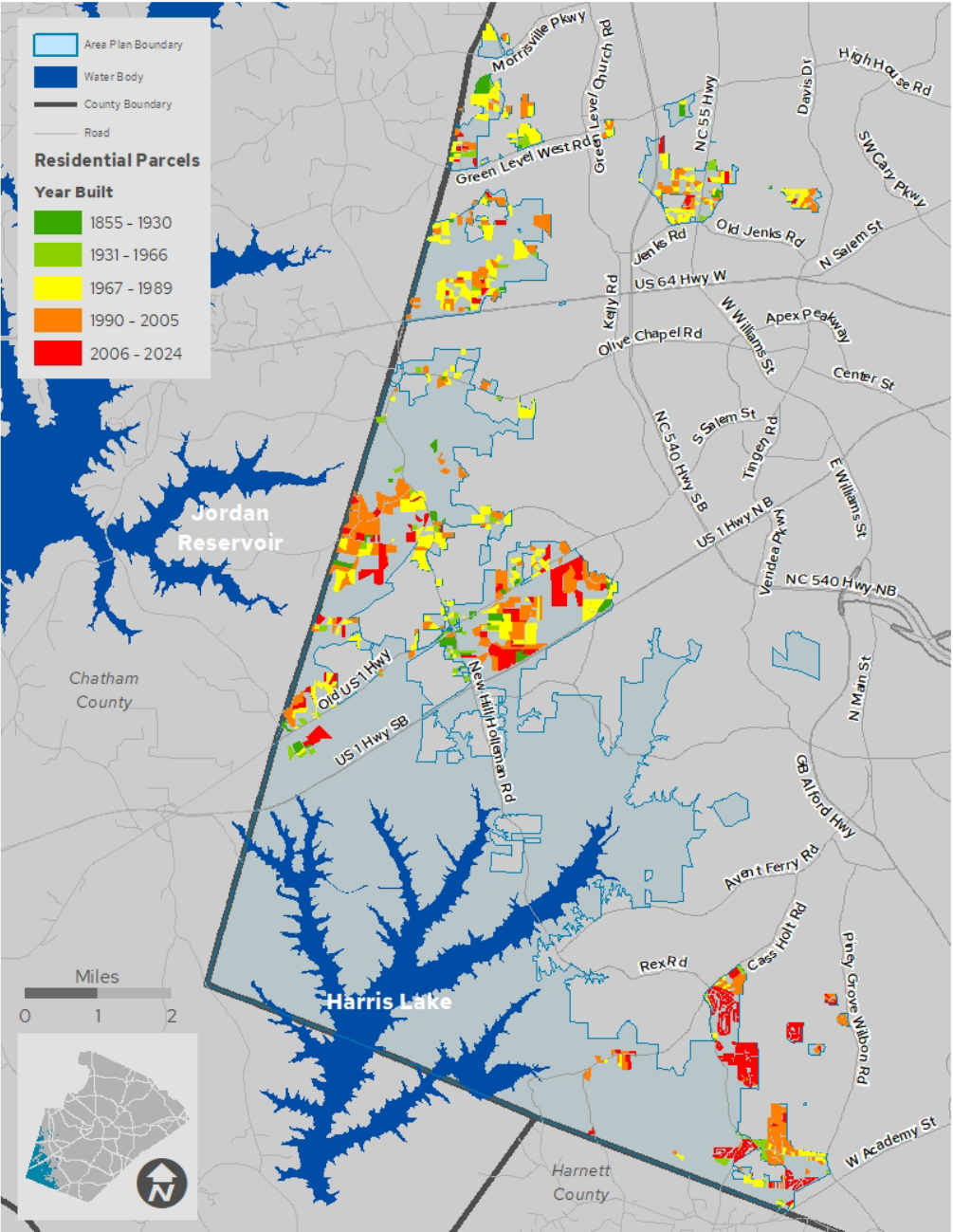
Western Wake Area Plan

Population & Housing

Western Wake Area Plan Housing 2014-2024				
	Residential Units	Mobile Homes	Total Units	Total Occupied Units
2014	1,099	194	1,293	1,215
2024	1,311	166	1,477	1,344

Western Wake Area Plan Population 2014-2024			
	Household Population	Group Quarters Population	Population Estimate
2014	3,403	19	3,422
2024	3,454	0	3,454

Sources: Wake County Property Data, U.S. Census



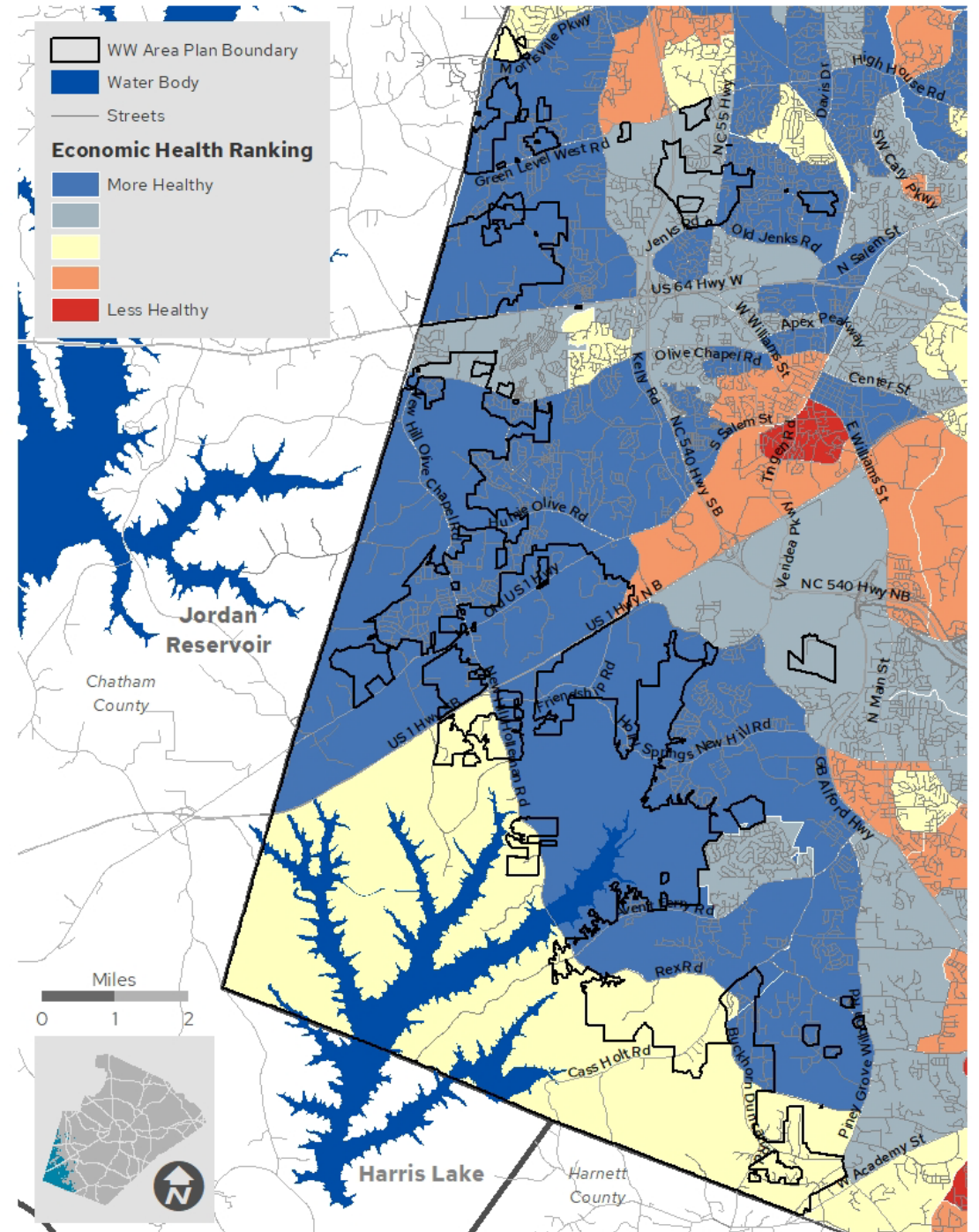
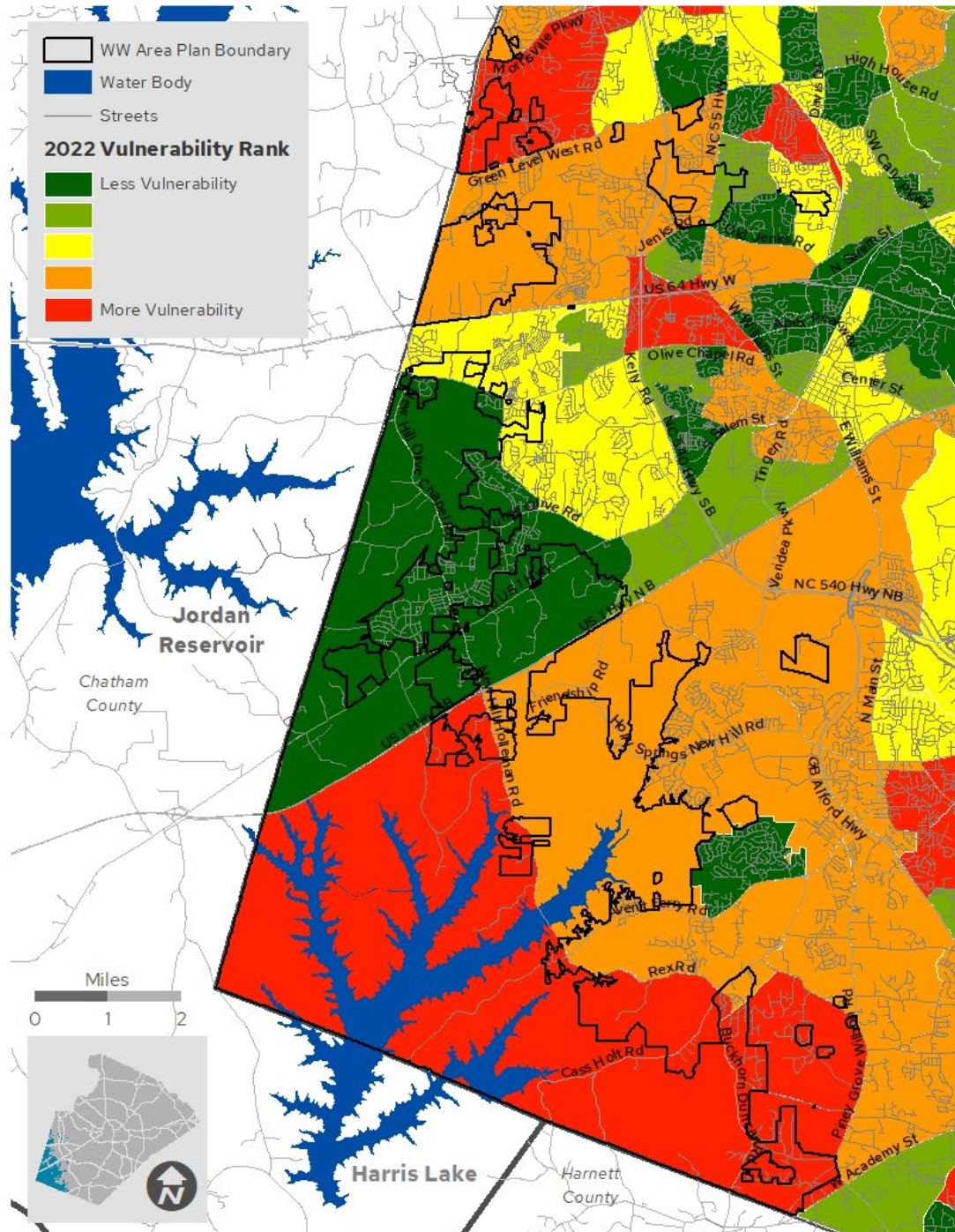
Social Equity

- **Community Vulnerability**

- Unemployment
- Age-Dependency (under 18; over 64)
- Low Educational Attainment (over 25 w/o HS diploma)
- Housing Vacancy
- Below Poverty Level

- **Economic Health**

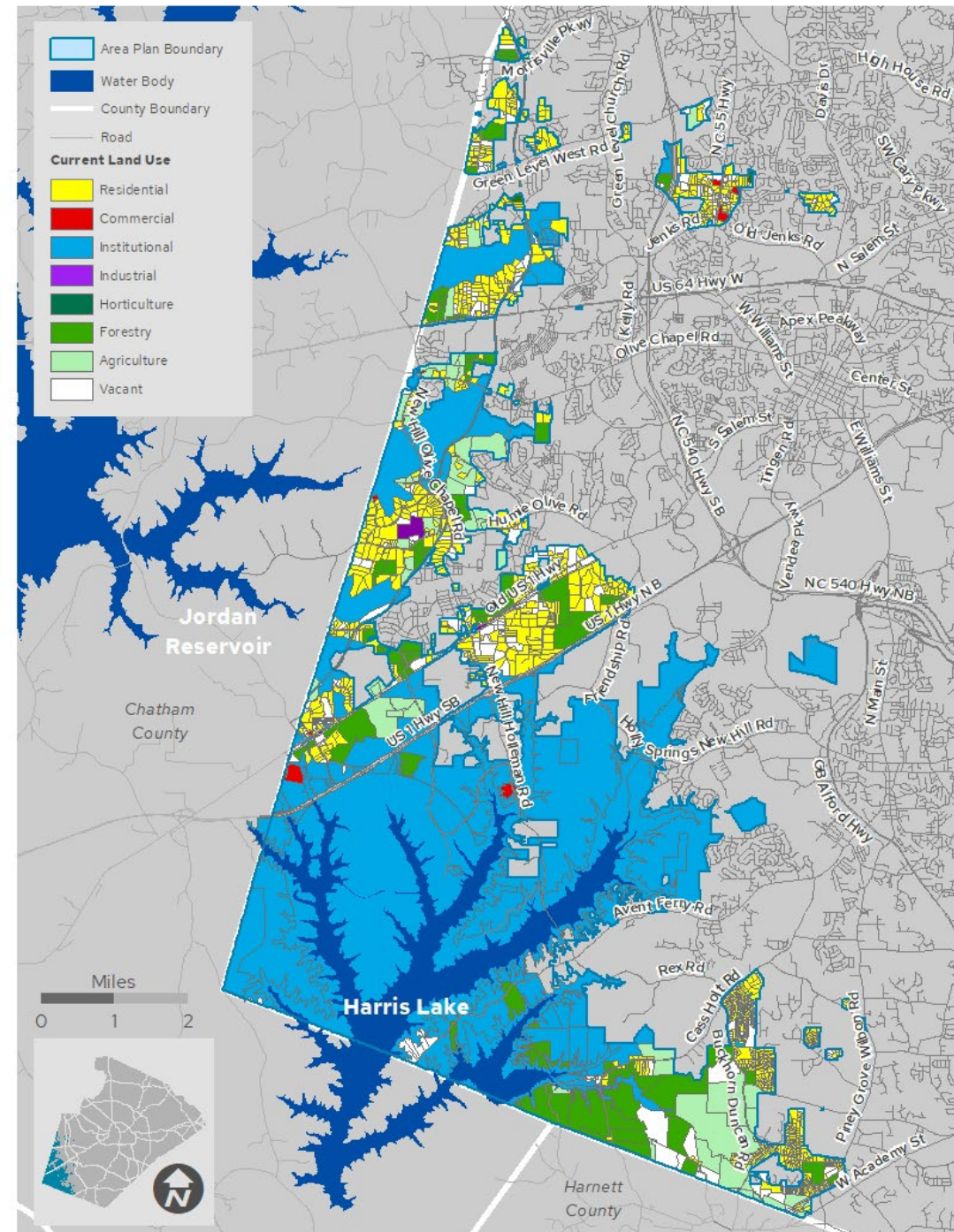
- Median Household Income
- Food Stamps
- Rent Greater than 30% Income
- Home Mortgage Greater than 30 % Income
- Persons Living 100-200% of Federal Poverty Level



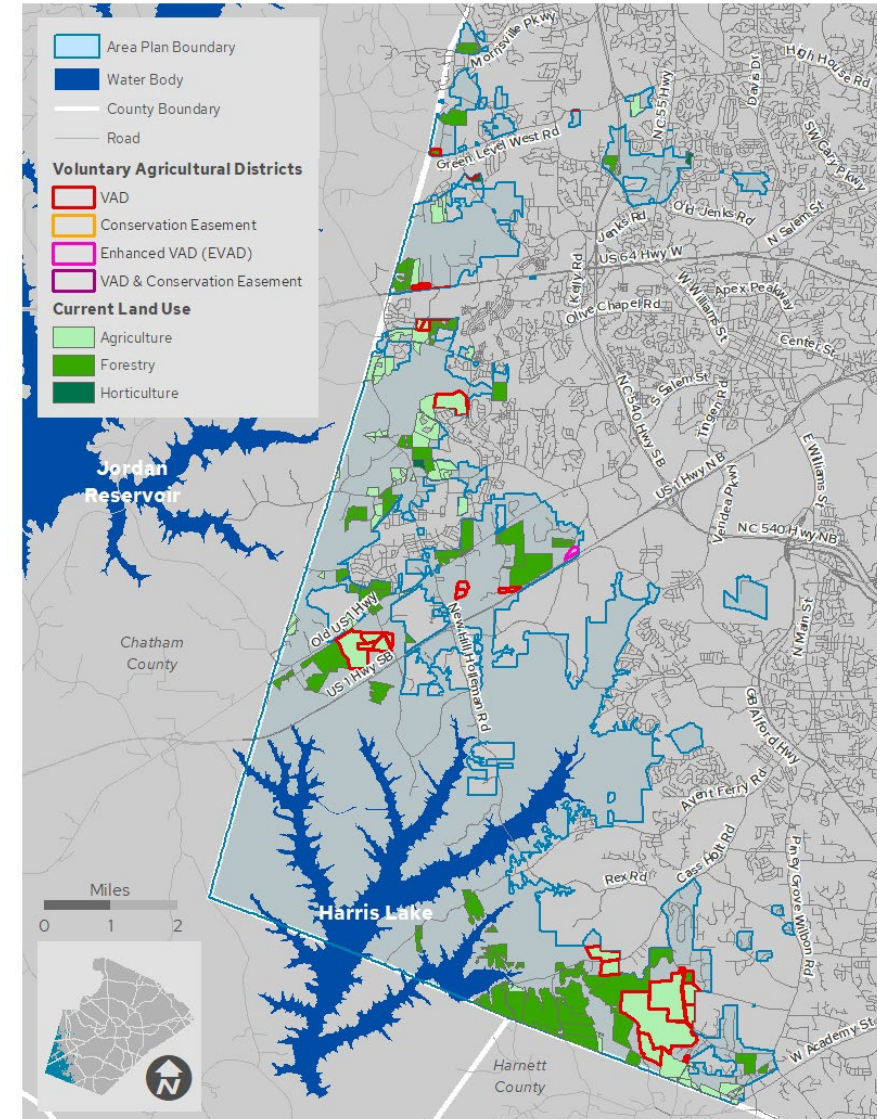
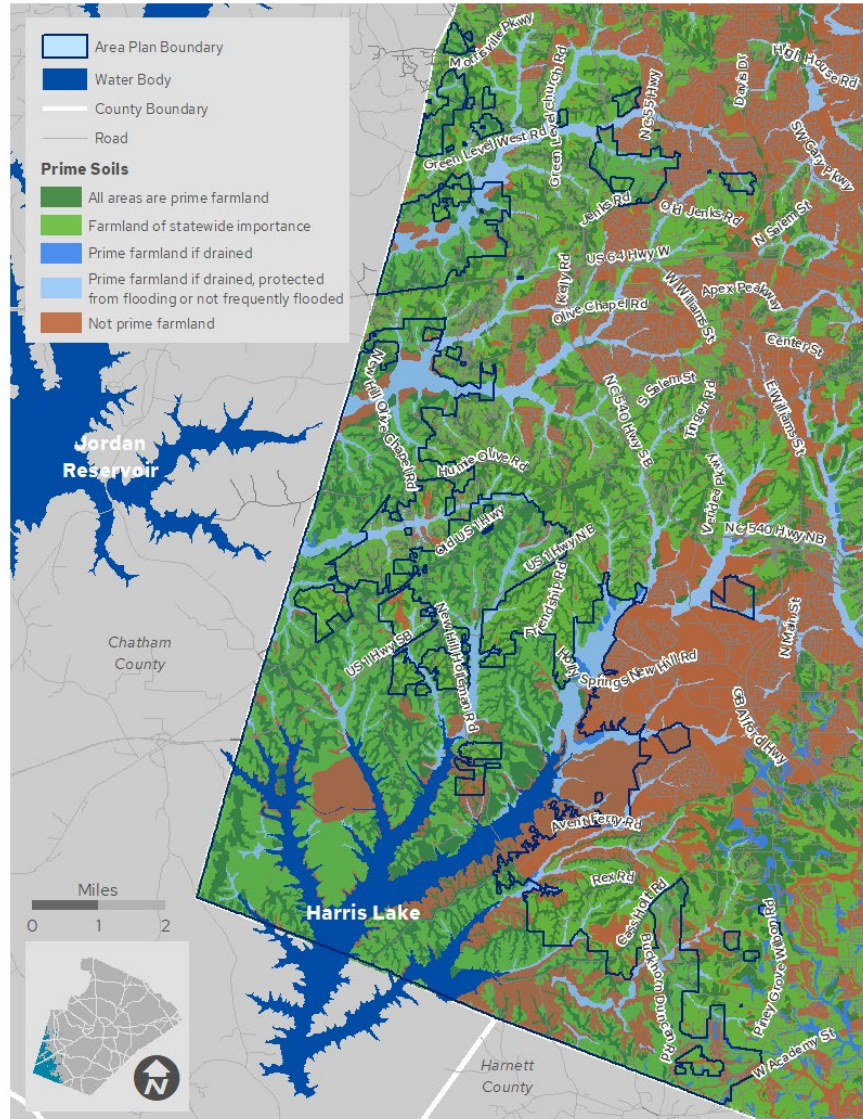
Current Land Use

Property Owner	Acres	Parcels
Duke Energy	16,811	54
US Army Corps of Engineers	1,562	3
Private Owner	707	8
Private Owner	237	2
Martin Marietta	231	7

Current Land Use	Acres	Parcels	Percentage
Institutional	5,465.57	133	37%
Residential	3,646.61	1,428	25%
Forestry	2,316.20	81	16%
Agriculture	1,782.92	60	12%
Vacant	1,457.46	365	10%
Industrial	57.20	3	0.4%
Commercial	33.38	11	0.2%
Horticulture	32.77	4	0.2%
Total	14,792.11	2,085.00	100%



Agriculture





Community Engagement

Western Wake Area Plan

Engagement Summary

- Webpage
- Social Media
- ArcGIS StoryMap
- Interactive Maps
 - General Comments
 - Draft Land Uses
- Online Surveys
 - Community
 - Proximity and Access
- Road Signs
- Email Listservs
- Virtual Community Meeting
 - May 21
- In-Person Community Meetings
 - New Hill Community Center – June 12
 - White Oak Foundation – September 11



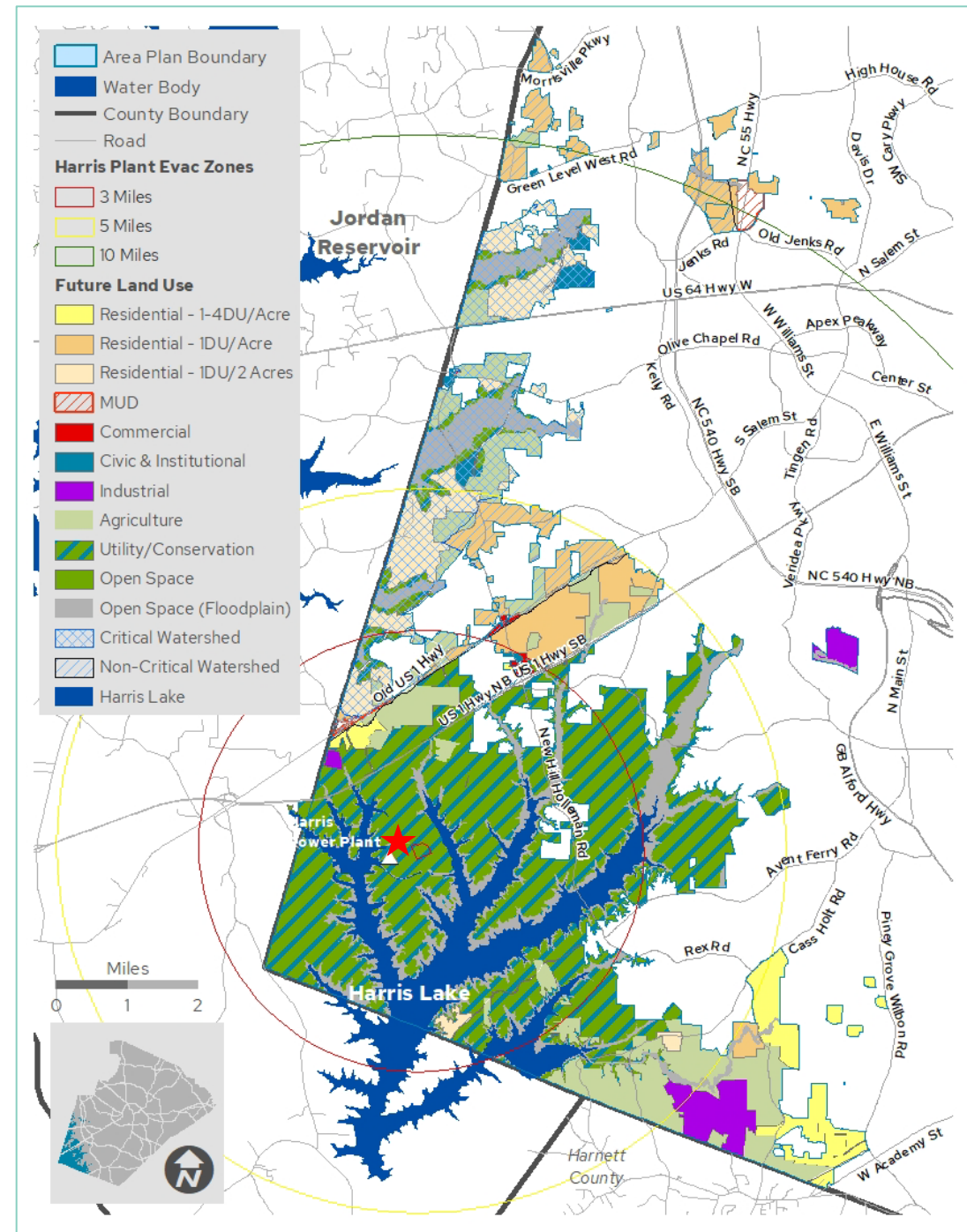
Future Land Use

Western Wake Area Plan

Future Land Uses

Overview

- Utility/Conservation
 - Duke Energy & USACE
- Lowered residential density
 - Friendship/New Hill
 - Dev. Framework Amendment
- Industrial
 - Fuquay Quarry
- Two Multi-Use Districts (MUDs)





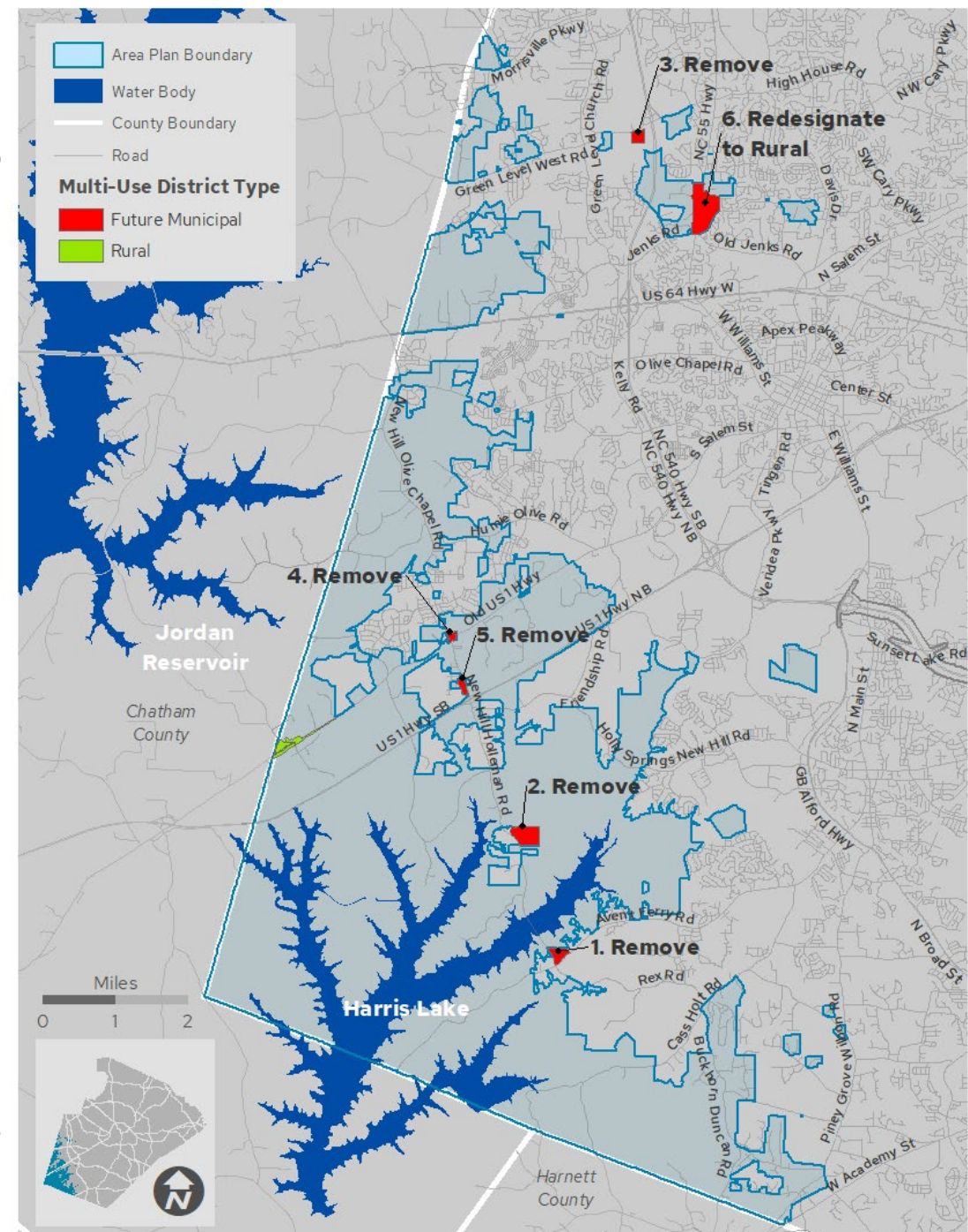
Additional Planning Elements

Western Wake Area Plan

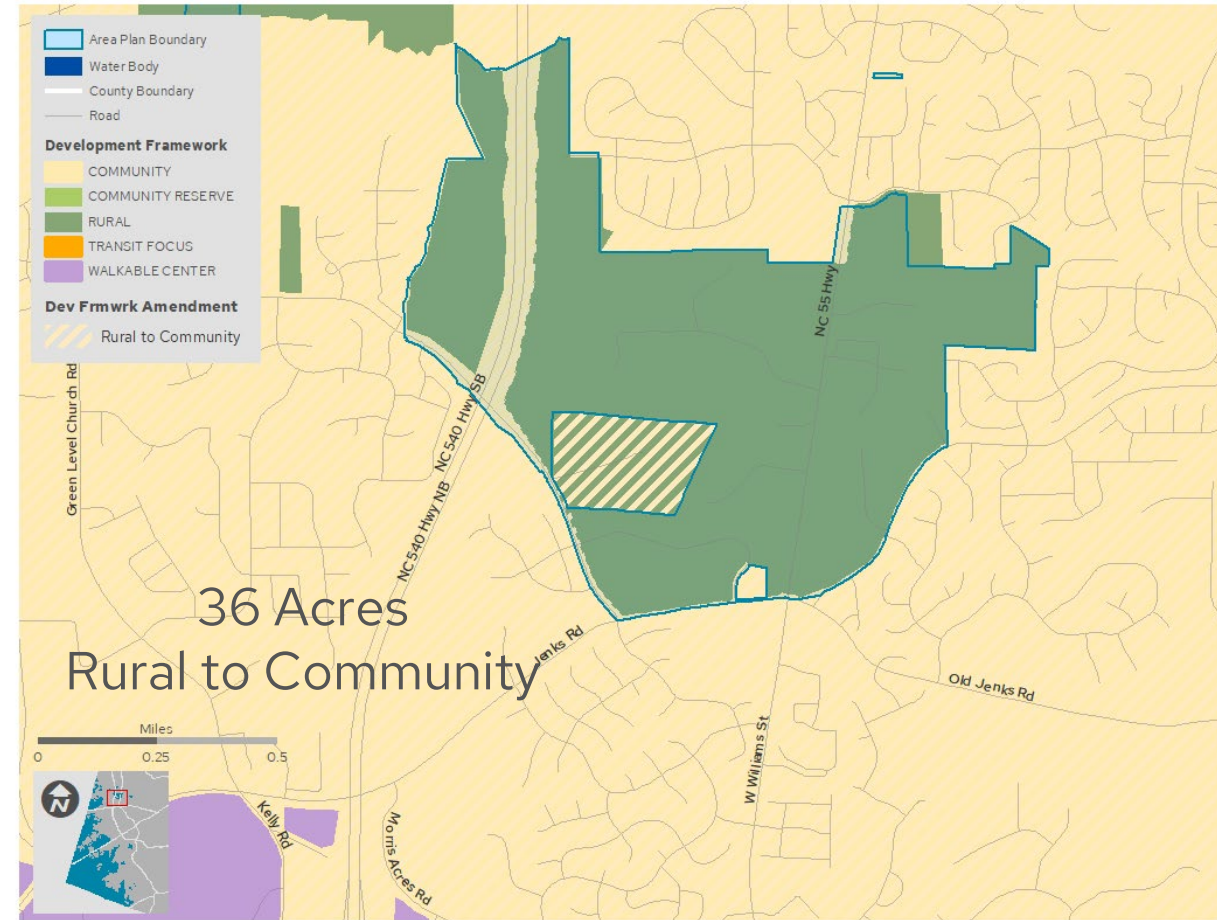
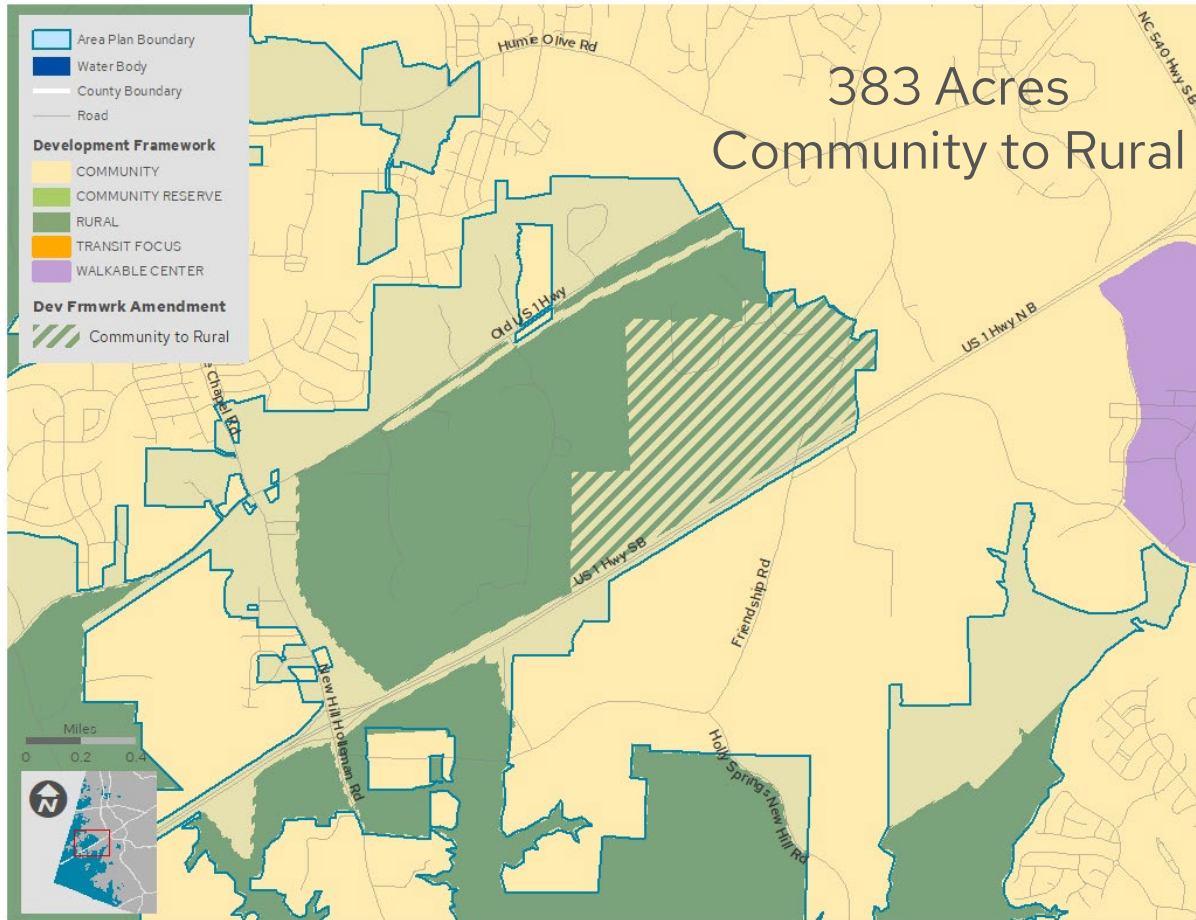
Multi-Use Districts

Remove	Acres	Parcels
1. Avent Ferry Rd & New Hill Holleman	25	5
2. New Hill Holleman Rd & Ironrod Way	175	4
3. Green Level West Rd & NC 540	20	3
4. New Hill Holleman Road and Old US 1 Hwy	8	13
5. New Hill Holleman Road and US 1 Hwy	12.5	13

Redesignate	Acres	Parcels
6. NC 55 Hwy (N) of Jenks Road	175.5	42



Development Framework Amendments



Western Big Branch Area Plan

Overview

- Town of Apex
- Friendship & New Hill Communities
- Revisions to 2045 Land Use & Transportation Plans
- Protection of rural and agricultural character
- [Project website](#)

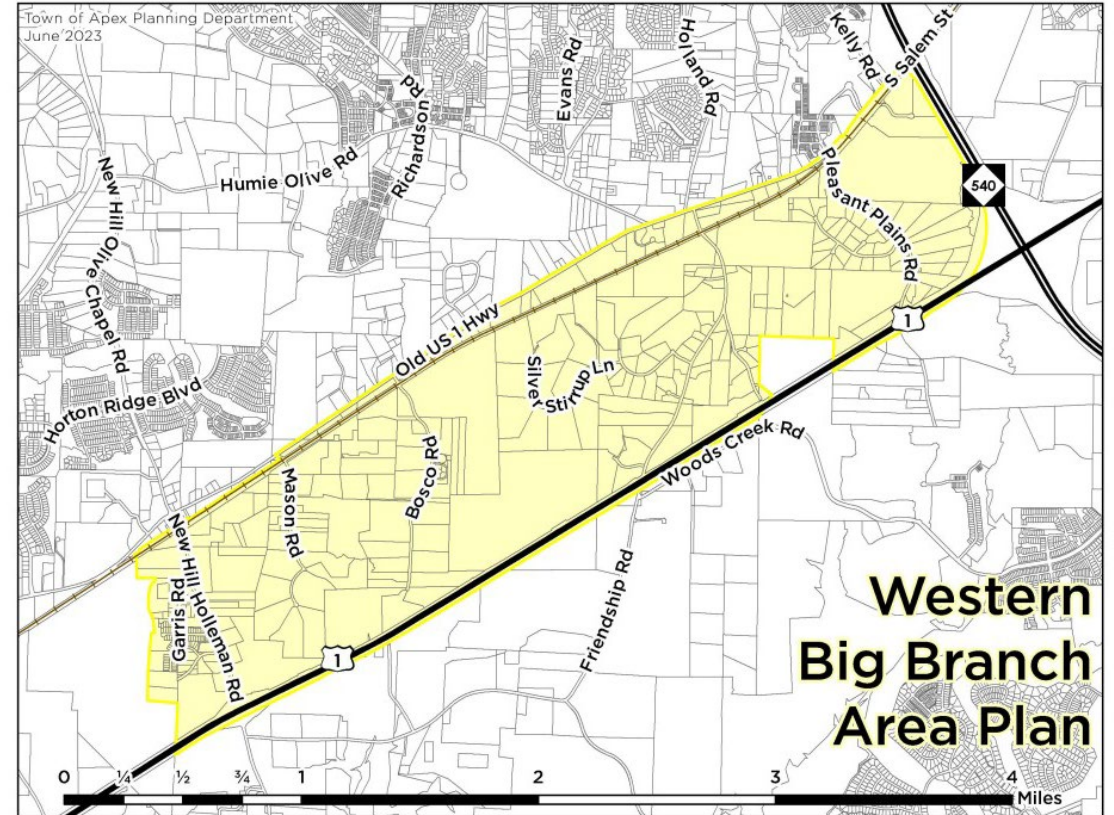


Image Source: <https://publicinput.com/i5237#tab-45672>

Public Review Timeline

- **November 6, 2024**
 - Land Use Committee - Recommendation
- **December 4, 2024**
 - Planning Board - Recommendation
- **January 6, 2025**
 - Board of Commissioners – Final Action

Questions



WAKE.GOV



Planning, Development & Inspections

TEL (PLANNING) 919 856 6310
TEL (INSPECTIONS) 919 856 6222

A Division of Community Services
P.O. Box 550 • Raleigh, NC 27602
www.wakegov.com

TO: Planning Board Land Use Committee

FROM: Terry Nolan, Planner III

SUBJ: Town of Garner ETJ Request

DATE: November 6, 2024

REQUEST: Extend Town of Garner's Extraterritorial Jurisdiction (ETJ) by 8,858 acres.

PETITIONER: Town of Garner

On May 7, 2024, the Garner Town Council adopted a resolution requesting that the Wake County Board of Commissioners consider granting extension of the town's Extraterritorial Jurisdiction by 8,858 acres. The request includes areas east along US 70, south along the extension of NC 540, and northwest along US 401 within the Town of Garner future growth area.

ETJ allows towns to apply and enforce their zoning and development regulations in unincorporated areas where they intend to grow. This provision proactively influences the character of development in an area that is expected to urbanize and be serviced by municipal utilities in the near future. This enables the municipality to plan for timely, efficient provision of development and associated infrastructure and urban services, and address code enforcement issues that might impair their development. Property in ETJ cannot be forced to annex into a municipality. Residents in ETJ do not pay municipal taxes.

State Law

By State law, a municipality of more than 25,000 in population may exercise ETJ over an area not more than three miles beyond its corporate limits. The area beyond the corporate limits is defined as extraterritorial jurisdiction (ETJ). In determining the population of a city for the purposes of an ETJ extension, the town council and the board of county commissioners may use the most recent annual estimate of population as certified by the Secretary of the North Carolina Department of Administration. The State Demographer released the most current certified municipal population estimates in July 2023. The July 1, 2023 certified population estimate for the Town of Garner is **38,211**.

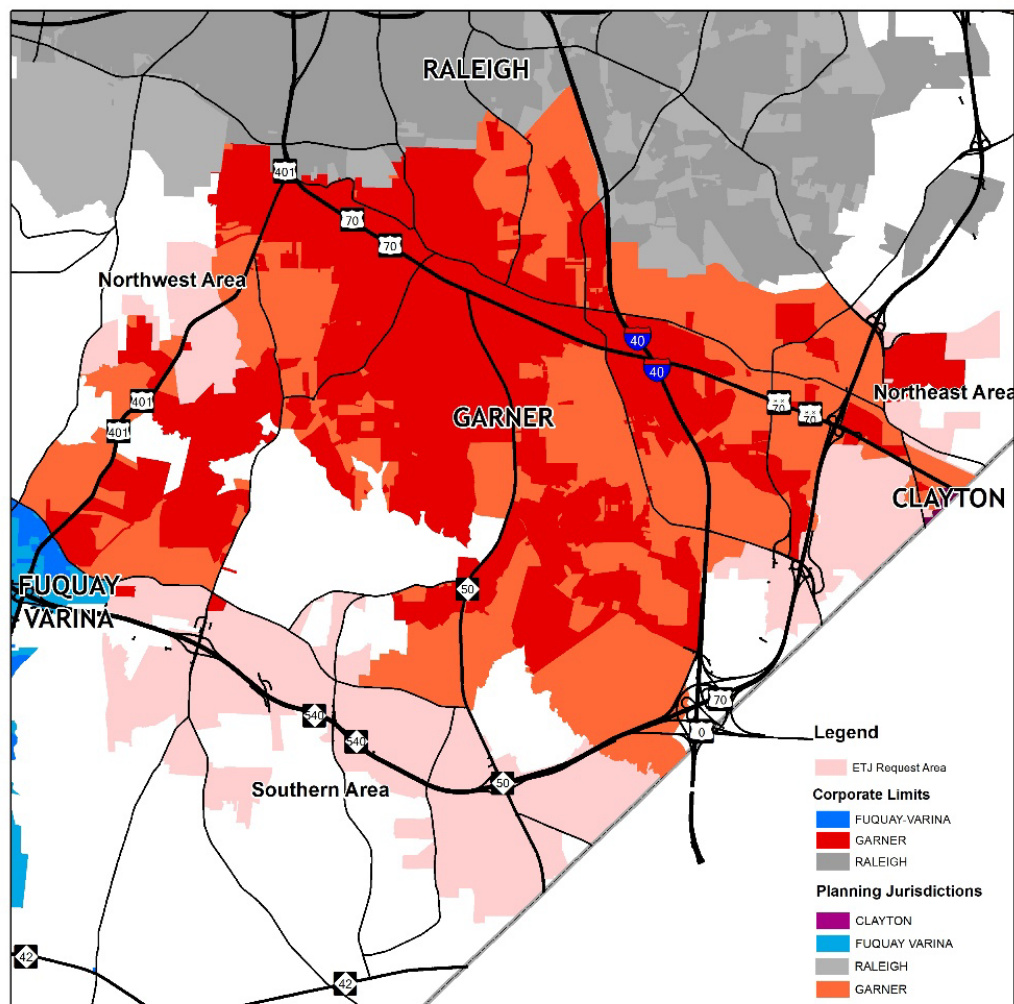
In accordance with North Carolina General Statutes, if you operate a bona-fide farm and are added into a municipality's ETJ, only land area being used for bona-fide farm purposes is exempt from the municipality's zoning and building requirements. Once a bona fide farm use ceases, the land area is subject to the municipality's development regulations.

Requested Area

The largest area of request (Southern) is along the NC 540 extension between Fanny Brown Road and the new NC 540/I-40 interchange. This area is roughly 5,973 acres and generally follows the NC 540 corridor. The area is a mix of Wake County residential subdivisions and land in present-use-value. Present Use Value is a program that allows property owners to defer some of their property taxes on land used for agriculture, horticulture, or forestry.

The second largest area of request (Northeast) is along the US 70 and I-40 corridors. This area is roughly 1,949 acres. Municipal public utilities have been extended east to Guy Road and north along Rock Quarry Road to serve new residential and industrial development.

The smallest area of request (Northwest) is on both sides of US 401 and Simpkins Road. Wake Christian Academy and Wake County Speedway are in the vicinity, although it should be noted the speedway is not included in the ETJ request. The northwest area is roughly 936 acres in size and is primarily older residential single-family or manufactured homes.



Although state law specifies the requirements for municipal ETJ expansion, it does not provide detailed evaluation criteria. PLANWake outlines six criteria to be used when the county evaluates municipal ETJ requests. The ETJ criteria are used to determine a municipality's ability to provide services and its capability and commitment to good planning and managing of development in the area requested. This report analyzes Garner's ETJ request against Criteria 1-3 in anticipation of the Planning Board's November Land Use Committee meeting. Criteria 4-6 will be analyzed and presented at the Planning Board's Land Use Committee meeting in December.

Criterion 1 - Wake County Development Framework Map Designation

The requested ETJ must be located within an area designated as Walkable Center or Community on the PLANWake Development Framework Map. ETJ expansion in areas not noted as one of these two designations will require an amendment to the Wake County Comprehensive Plan. Any ETJ requests for Community Reserve or Rural areas will require an amendment to the PLANWake Comprehensive Plan to change the designation of the area to a more appropriate category that supports municipal development. Likewise, any applicable Small Area Plan will also need to be amended to identify the area as a site for municipal development.

The request does not meet Criterion 1. Part of the request area includes parcels that are designated Rural on the Swift Creek Land Management Plan Map. An amendment to the Swift Creek Land Management Plan and to the multi-jurisdictional interlocal agreement would be required to allow ETJ extension.

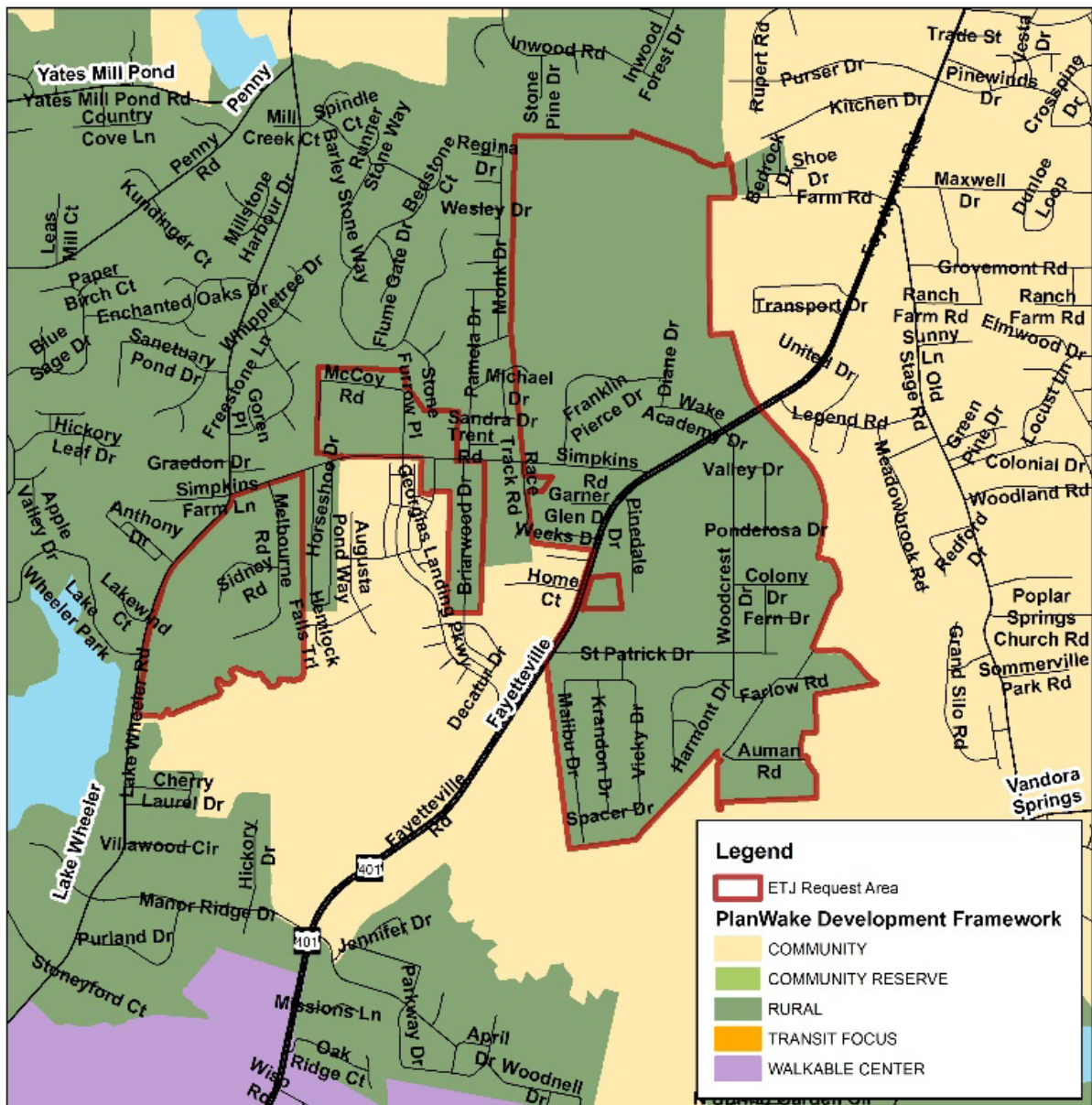
All three areas have acreage designated Rural or Community Reserve on the Development Framework Map. The Planning Board will consider the appropriateness of amending the Development Framework Map to change the designation from Rural or Community Reserve to Community to align the request with the criterion. The following information is focused on analysis of Criterion 1.

Northwest Area

All acreage in the Northwest Area (NW) area is designated Rural on the Development Framework Map.

- Georgia's Landing Phase 2, a development in the town's corporate limits, extended public utilities to the area around 2023.
- There is private well failure occurring with one or more households in the vicinity of Simpkins and Conly roads.
- The Swift Creek Land Management Plan shows most of the NW area as either New Suburban or Existing Urban Compliance. These designations are suitable for municipal growth and urban services. Two areas in the NW area are Rural on the Swift Creek Management Plan. Municipal sewer is prohibited in the Rural areas and not suitable for municipal growth and urban services. Those two areas are as follows:
 - North of Simpkins Road, generally following McCoy Road.
 - Off Lake Wheeler Road, along Melbourne Road. These parcels are in protected open space.

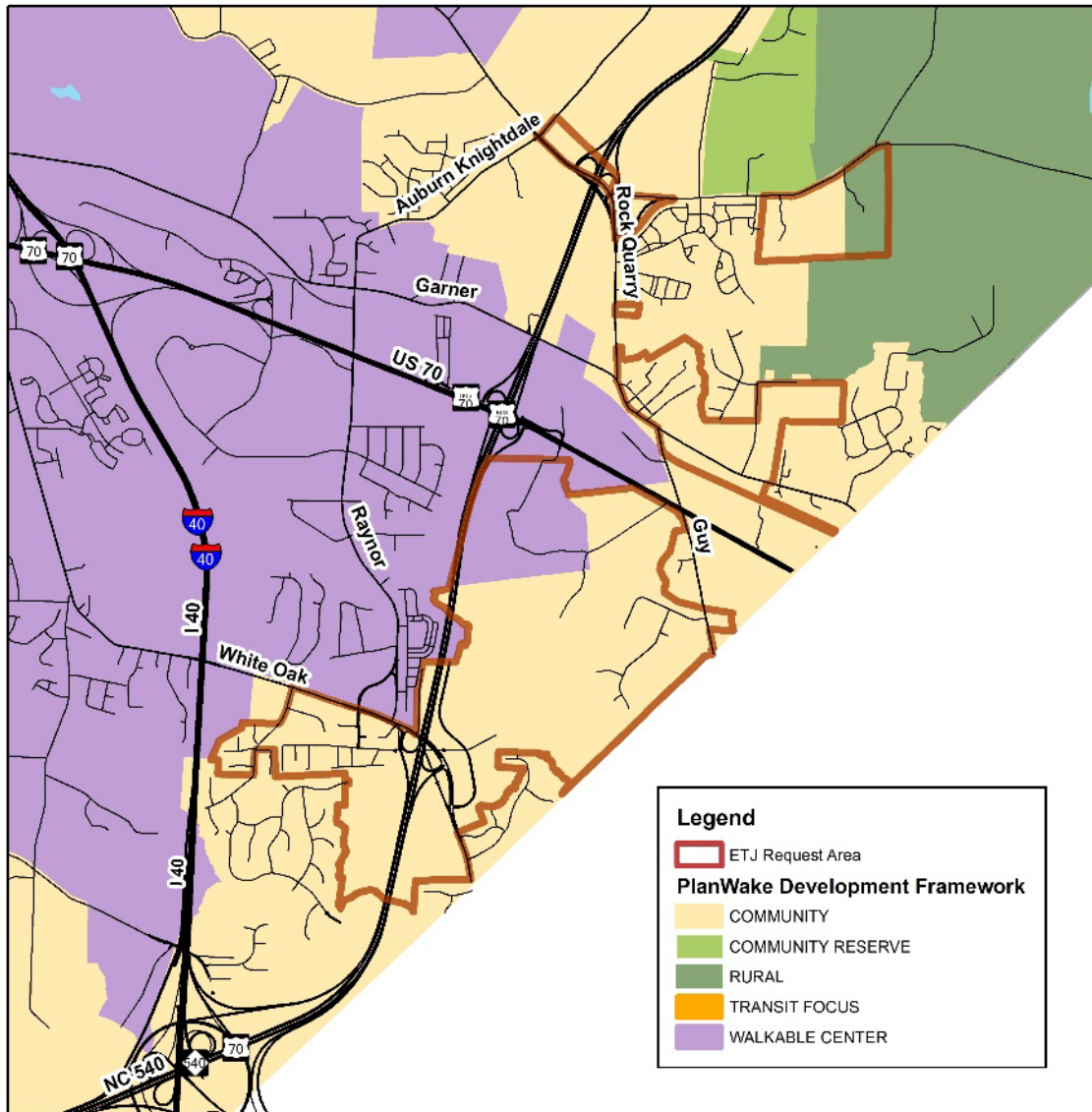
Northwest Area showing all acreage in the request is Rural on the Development Framework Map.



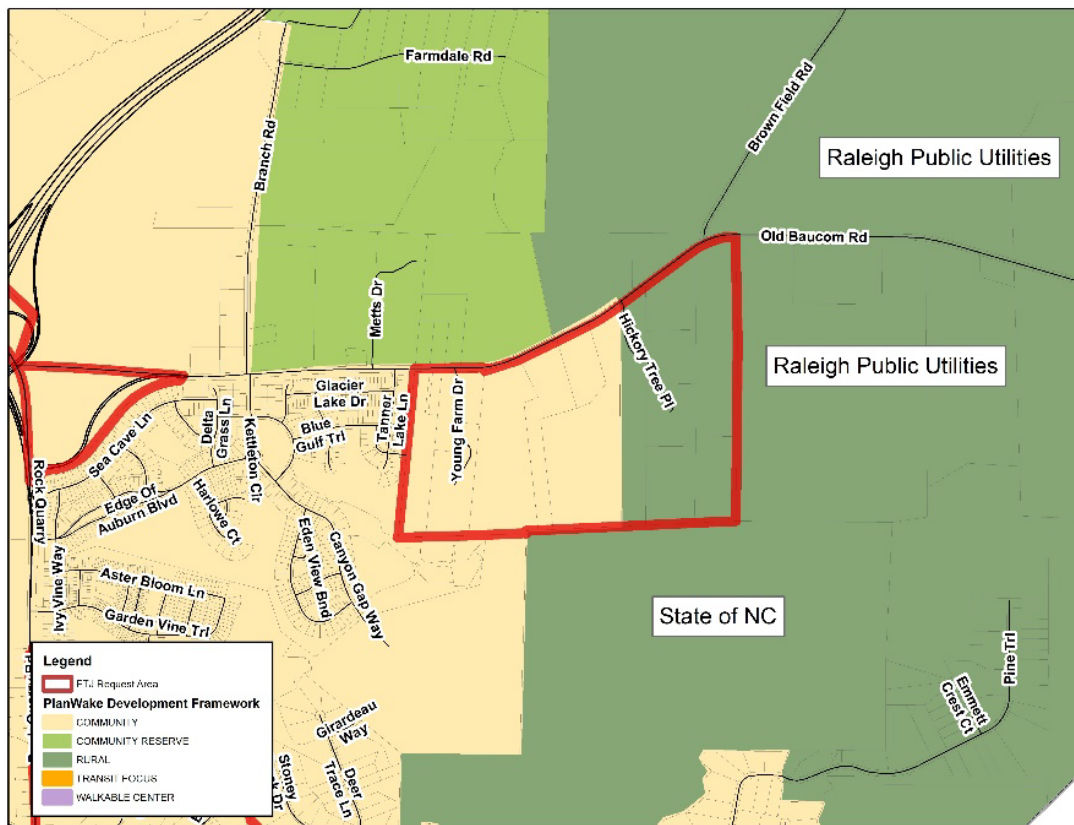
The Northeast (NE) area is designated as Community or Walkable Center on the Development Framework Map, except for one small area off Rock Quarry and Old Baucom Roads which are designated as Rural. Information and considerations about the seven parcels in the Rural designation are included below.

- Edge of Auburn, a Town of Garner municipal subdivision, is served with public utilities.
- The Wake County Lower Neuse Area Plan designates the parcels as Residential future land use.
- None of the parcels are in a farmland preservation program, but two parcels are in present use value.
- Raleigh Public Utilities owns the land directly to the east; the state of North Carolina owns the parcels to the south and southeast.

Northeast Area is primarily Community or Walkable Center on the Development Framework Map



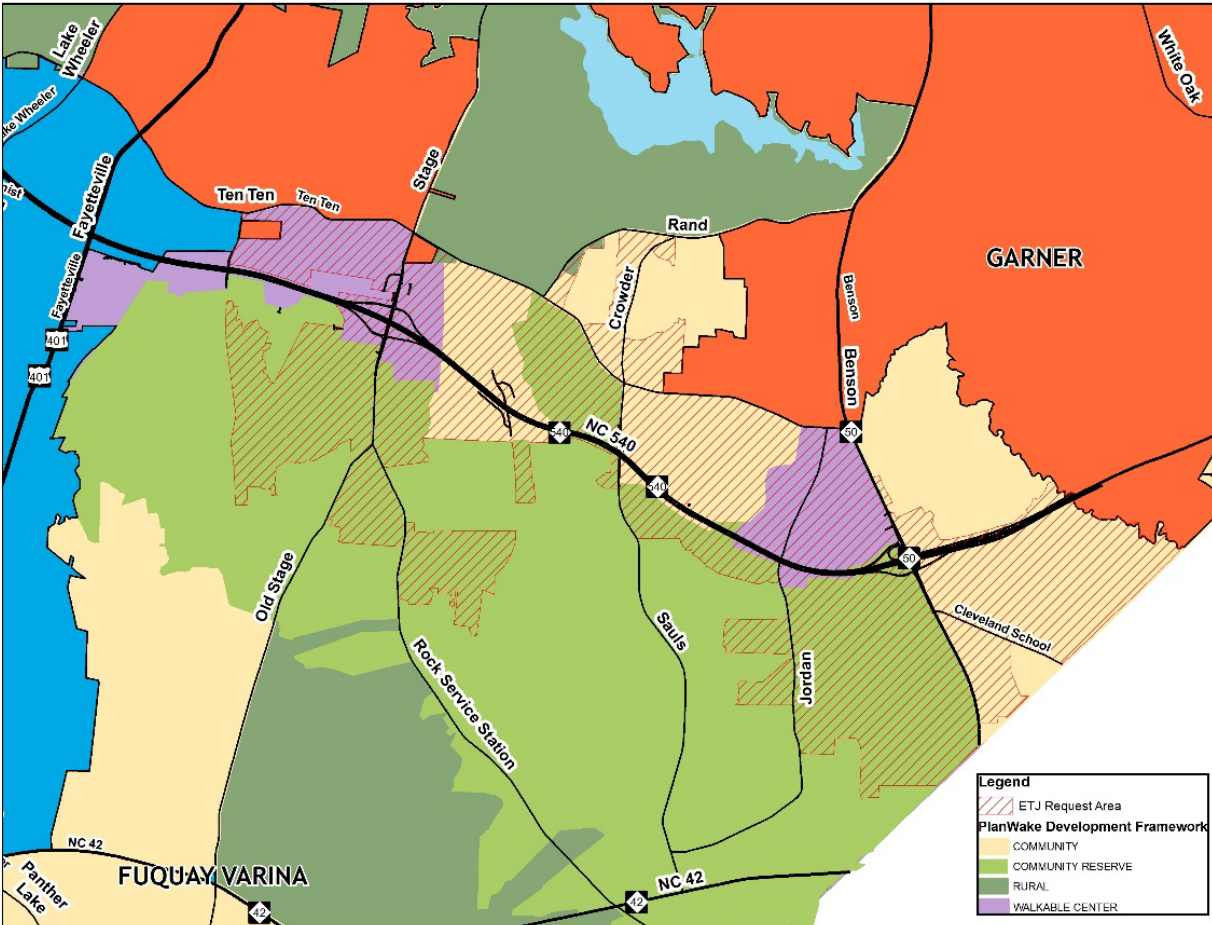
Close up of NE area where Rural parcels are located.



Southern Area

Much of the requested area south of NC 540 is designated as Community Reserve. PLANWake describes Community Reserve as proximate to municipal boundaries but not currently served by public utilities. PLANWake did not anticipate municipal expansion into Community Reserve areas to occur within the next 5-10 years of the plan horizon.

- Wake County and Garner staff worked closely in 2019/2020 to ensure the Development Framework Map reflected the information available at the time. We knew the extension of NC 540 would increase development demand along the corridor, but it was unknown when or how public utilities would be able to serve the area. Staff decided Community Reserve was the most suitable category to reflect that this area will *someday* be served by Garner.
- Garner is currently reviewing two significant development projects located south of NC 540 in the vicinity of Benson Road/Hwy 50. The projects have the potential to extend public utilities south of NC 540 and allow for municipal development opportunities.



Criterion 2 - Growth and Development within the ETJ Expansion Area

Requests for ETJ expansion should be where joint planning has taken place between the county and the municipality in areas that are prime for investment. The municipality must demonstrate recent growth and development activity (annexations, development requests, water and sewer expansion, new roadways) within the requested ETJ area. This activity, along with population and job growth, must be compared to areas already within the municipality's corporate limits.

Garner had a growth rate of 20% based on state estimates - from a population of 25,879 in 2010 to 31,159 in 2020. Garner Forward, the Town's Comprehensive Land Use Plan, projected that the town would need 16,000 more residential housing units by 2040. Currently, 14,435 units are in some point of the development phase.

The Town of Garner has made progress providing infrastructure and municipal services to existing ETJ and the ETJ areas granted in 2016. There has been significant investment in the US 70/White Oak Road area, with new construction of retail, housing, and medical facilities, including Wake Med and Duke Health. Several developments have been constructed or are in process in the

2016 request areas that provide a variety of housing types, open space, services, and amenities including Georgia's Landing (420 housing units), Exchange at 401 (1,320 housing units), and Auburn Village (350+ housing units).

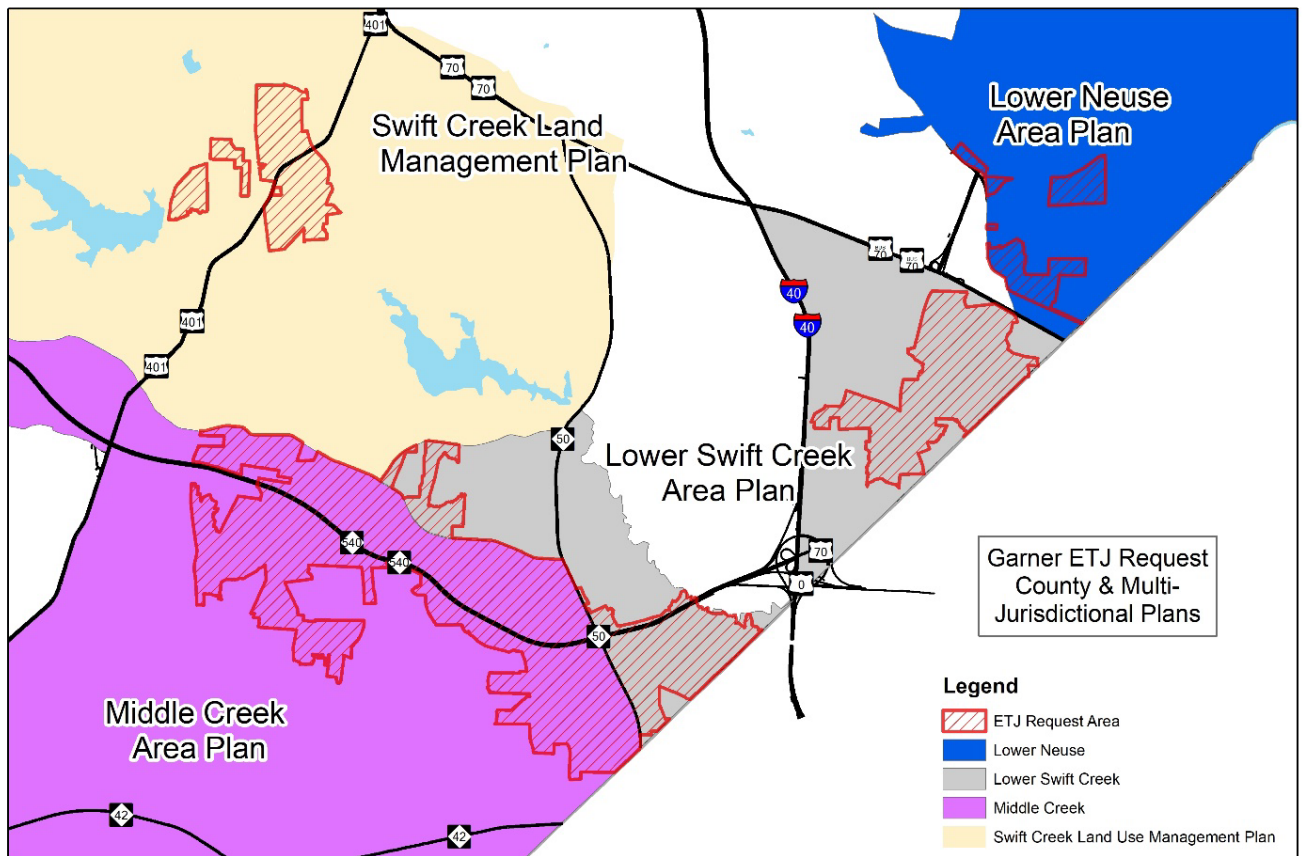
Criterion 3 - Municipal Comprehensive Plan Alignment

The Municipal Comprehensive Plan must align with the Wake County Comprehensive Plan and Development Framework. The municipality should demonstrate past examples of working with the development market to implement projects consistent with the Municipal Comprehensive Plan.

This Criterion evaluates how municipal plans and development activity are carrying out the County's plans and goals. There are four Wake County area plans with overlap in the request area: Middle Creek, Lower Swift Creek, Lower Neuse, and the Swift Creek Land Management Plan. See Appendix for map showing county area land use plan coverage.

The 2023 Garner Forward Comprehensive Plan was developed to guide future growth, conservation, and development decisions throughout the community.

- Wake County Lower Swift Creek Area Plan overlaps small areas of the request. The county plan aligns well with Garner municipal plans and reflects Garner's collaboration with the county planning process.
- Wake County Lower Neuse Area Plan overlaps small areas of the request. The county plan aligns well with Garner municipal plans and reflects Garner's collaboration with the county planning process.
- Wake County Middle Creek Area Plan overlaps much of the southern request area. The county plan identifies future agricultural uses which should be considered by the Planning Board during the review. See Appendix for map showing the Middle Creek Area Plan.
- Swift Creek Land Management Plan covers the NW area of the ETJ request. Two areas of the request do not align with the plan. The Planning Board should consider removing the areas from the ETJ request.
- PLANWake and Garner Forward align well geographically where major infrastructure investment are opportunities for walkable, mixed use, transit served nodes. Garner Forward identifies several future growth opportunity areas as Controlled Investment Areas. The Controlled Investment Area classification is similar to PLANWake's Walkable Center in terms of desired density, mix of uses, and transportation options. Garner Forward identifies NC 540 interchanges at Old Stage Road and Benson Road as Controlled Investment Areas consistent with PLANWake's designation of the interchanges as Walkable Centers.
- Garner's goals surrounding Regional Transit Activity Centers in Garner Forward align with PLANWake Transit Focus Areas. Garner Forward contains a concept for Bus Rapid Transit at Garner Station. Garner Station is Transit Focus Area in PLANWake.



Extra-Territorial Planning Jurisdiction

Garner ETJ Request

Terry Nolan, Planning Development & Inspections

November 6, 2024



@wakegov    

wake.gov

Purpose of ETJ

- ETJ is an area outside of municipal limits where the town can apply its zoning and land use regulations.
- State law allows towns to effectively plan for infrastructure and regulate development.
- ETJ areas can help ensure that new construction on adjacent properties is in line with the town's future land use plan and can help manage infrastructure expansion.

Process for ETJ Expansion Requests

- ☒ Town submits ETJ expansion request with a report and resolution to the County.
- ☒ Town conducts community meetings with residents in the request area.
- ☐ County reviews the town's request for compliance with the County's six ETJ review criteria and prepares a staff report.
- ☐ The request is reviewed by the Planning Board's Land Use Committee and full Planning Board.
- ☐ The Wake County Board of Commissioners considers the request for final approval.

Timeline

Action	Date
Community Meeting about VAD exemption	December 3, 2024
Land Use Committee	December 4, 2024
More Land Use Committee meetings?	TBD
Planning Board Public Hearing, Recommendation	TBD
Board of Commissioner Work Session	TBD
Board of Commissioner Public Hearing, Action	TBD

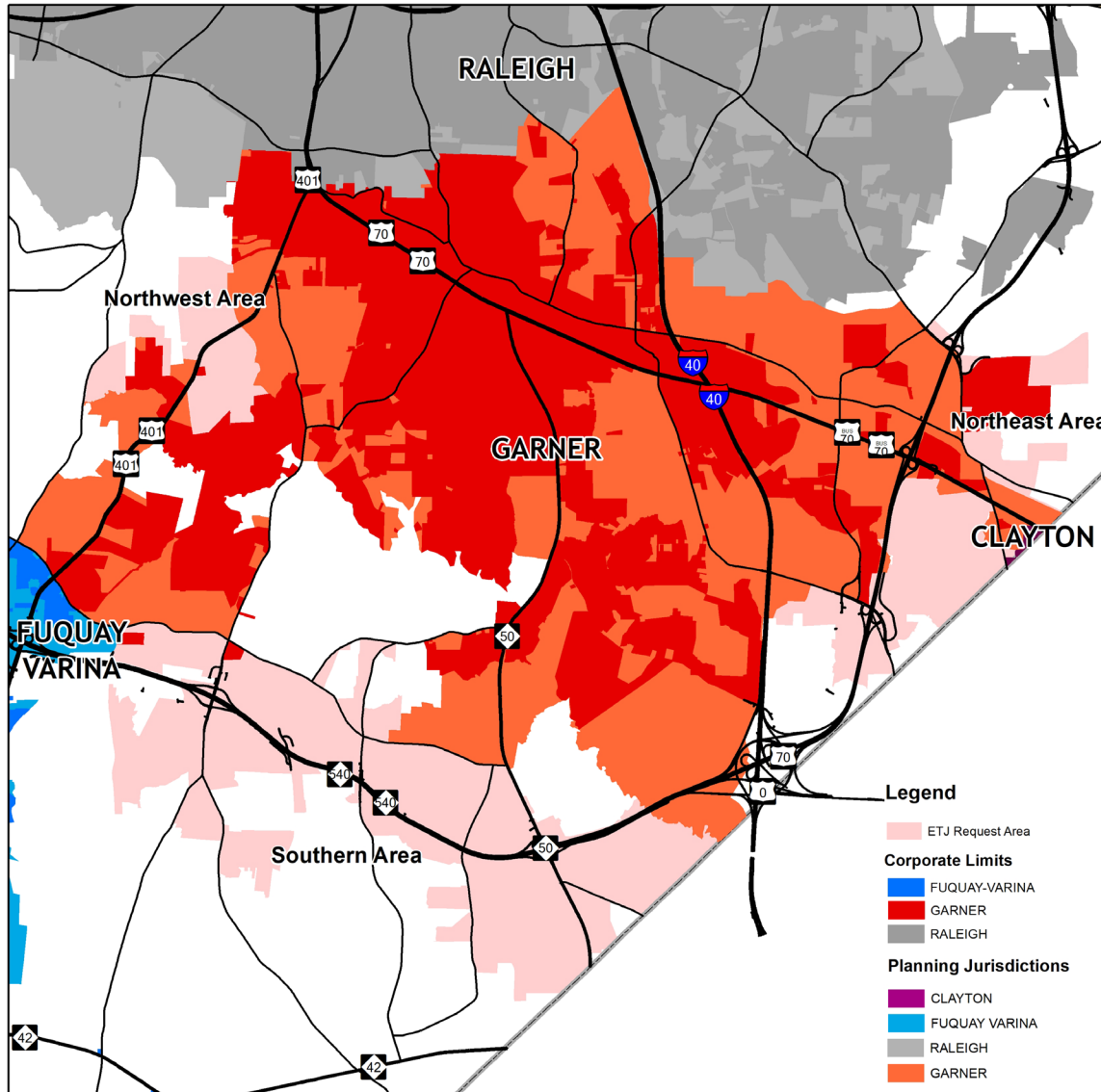
Common Resident Concerns with ETJ

- Residents in the ETJ cannot vote for officials on town board/council.
 - Pursuant to state law, residents in ETJ can serve on town planning board and board of adjustment.
- Residents may have to follow different zoning rules.
 - Pursuant to state law, existing land uses that are taken into ETJ cannot be negatively impacted by the town's zoning (grandfathered).
- ETJ is perceived as a precursor to annexation and town taxes.
 - Pursuant to state law, annexation can only occur voluntarily when the property owner agrees to it.

Agriculture & Bona-Fide Farms

- Pursuant to state law, bona-fide farm **uses** are exempt from zoning.
- Regardless, the farming community raises concern about ETJ and implications of being in the town's planning and zoning jurisdiction.
- Wake County & Garner support exempting farms participating the Voluntary Agricultural District or (VAD) or Enhanced Voluntary Agricultural District (EVAD)
 - VAD/EVAD farm property will be exempt from the ETJ request.
 - VAD/EVAD farm property will automatically transfer to Garner ETJ when removed from the VAD/EVAD program.

Garner ETJ Request



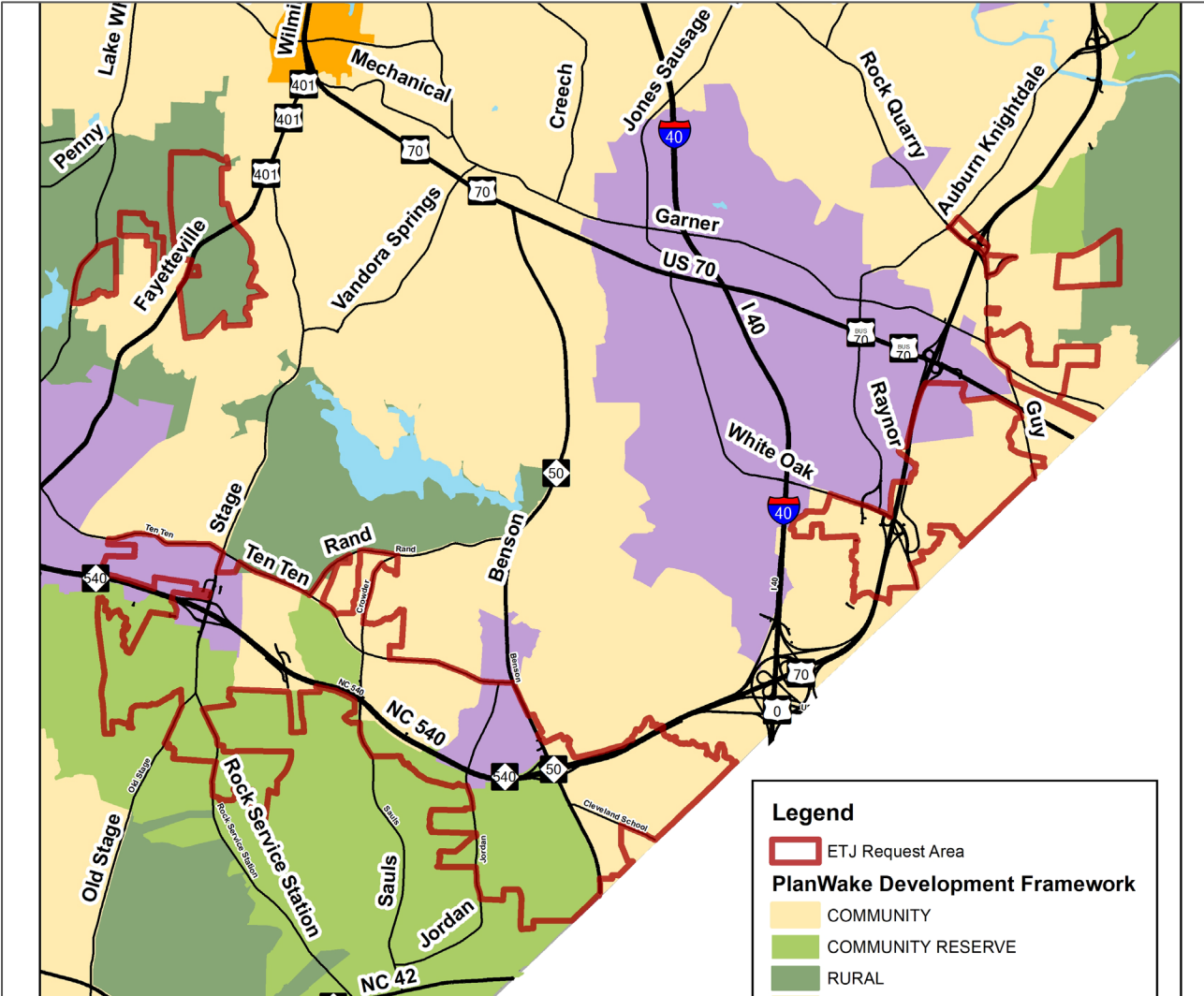
- Submitted May 2024
- Garner held public four drop-in sessions June
- 8,858 acres total
- 3 Sub-areas
 - Northwest = 936 acres
 - Southern = 5,973 acres
 - Northeast = 1,949 acres

ETJ Criteria

- 1. Alignment with the County's Comprehensive Plan**
- 2. Progress of Municipal Development in existing ETJ**
- 3. County/Town plan alignment**
4. Readiness (Capital improvement plans)
5. Community Engagement
6. County-wide goals

PLANWake Development Framework

The requested ETJ must be located in an area designated as Walkable Center or Community on the Development Framework Map.

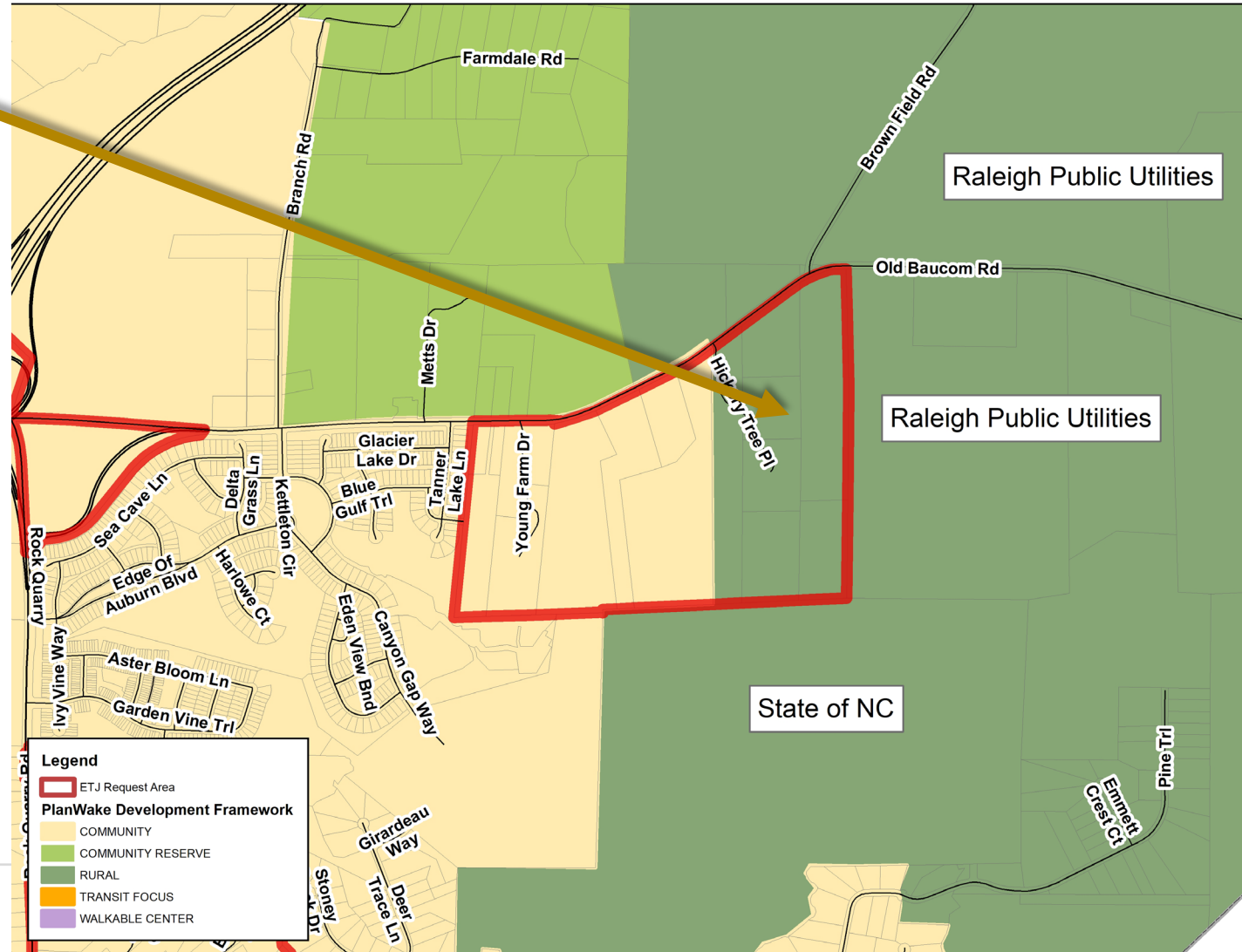




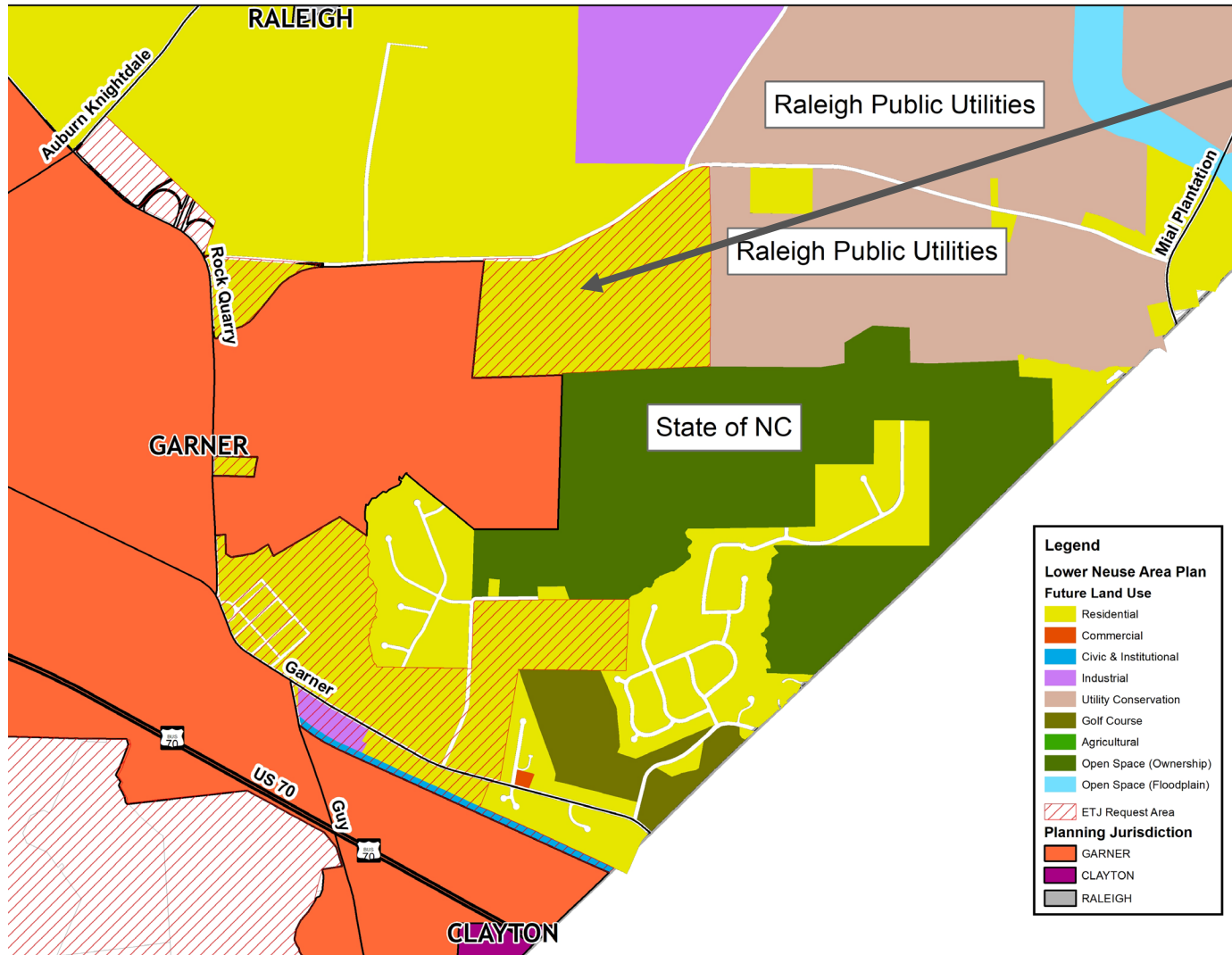
Northeast Area

NE Area Development Framework Map

- 7 Rural parcels off Old Baucom Rd.
- Edge of Auburn served by municipal utilities.
- Bounded by government owned land.

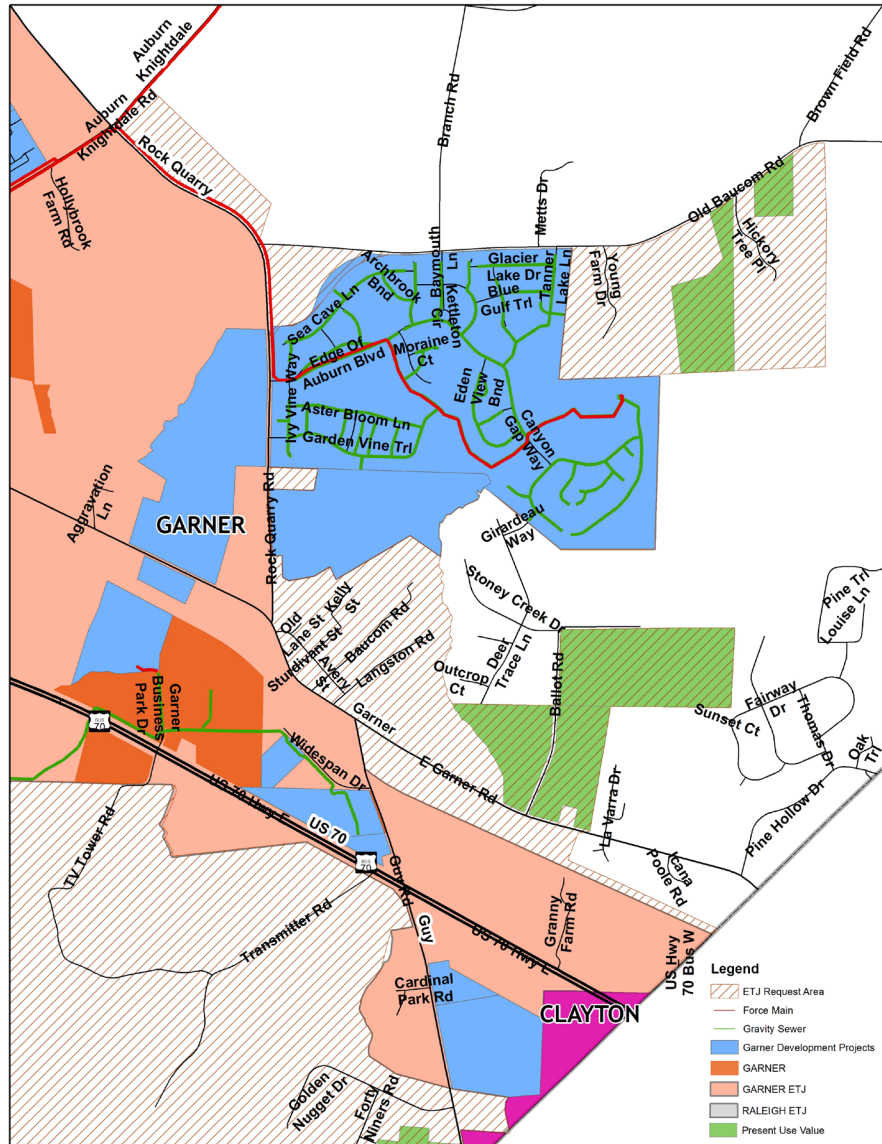


Lower Neuse Area Plan



- Residential Future Land Use
- Plan Adopted April 2024

NE Utilities and Garner Development



- Utilities in Edge of Auburn
- Utilities along Rock Quarry Rd., Widespan road stubs at eastside limits of Edge of Auburn subdivision.

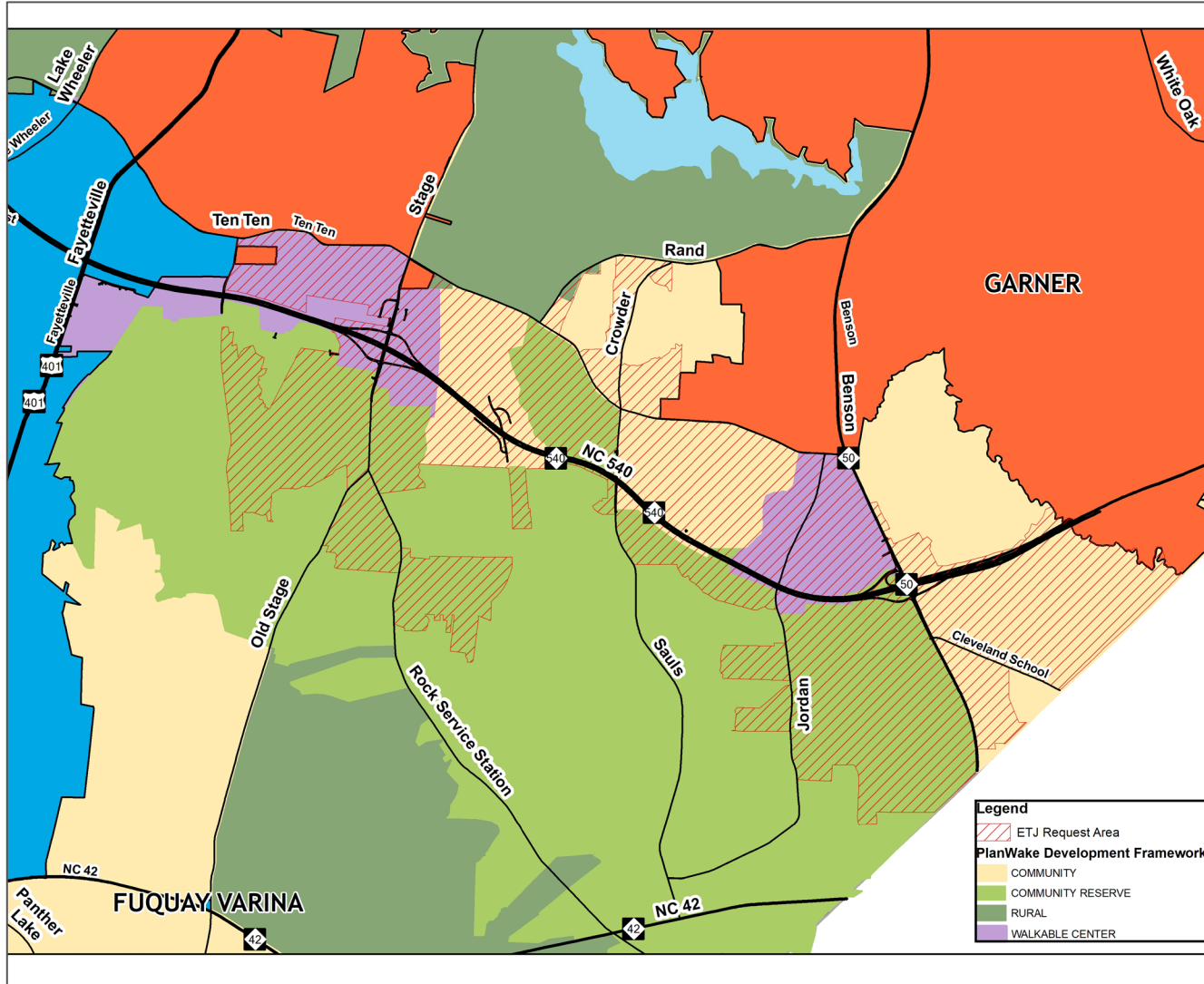
ETJ Criteria Compliance Current Status

- ☐ Alignment with the County's Comprehensive Plan
- ☒ Progress of Municipal Development in existing ETJ
- ☒ County/Town Plans Alignment



Southern Area

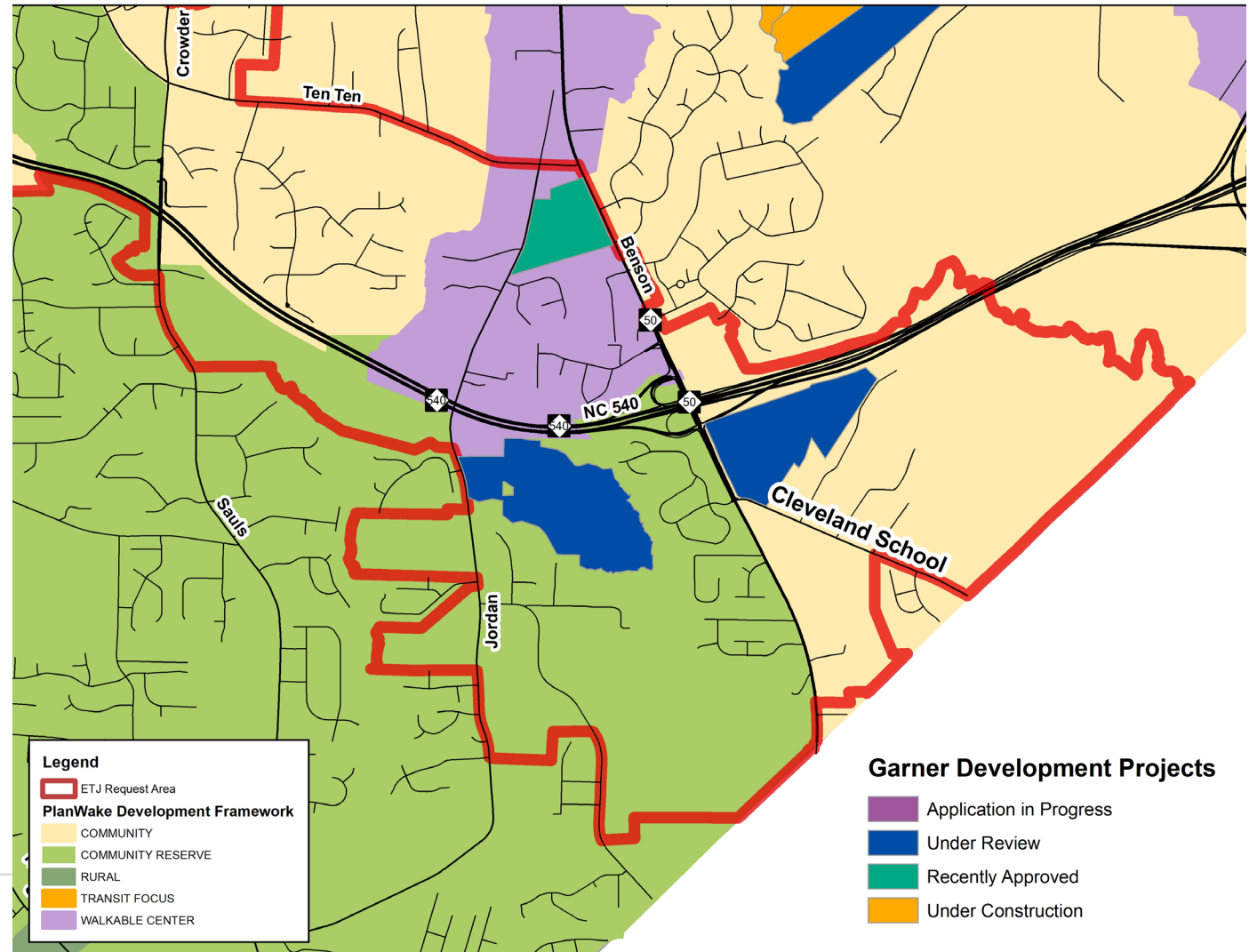
Southern Area Development Framework



- Community Reserve (light green)
- Middle Creek Area Plan

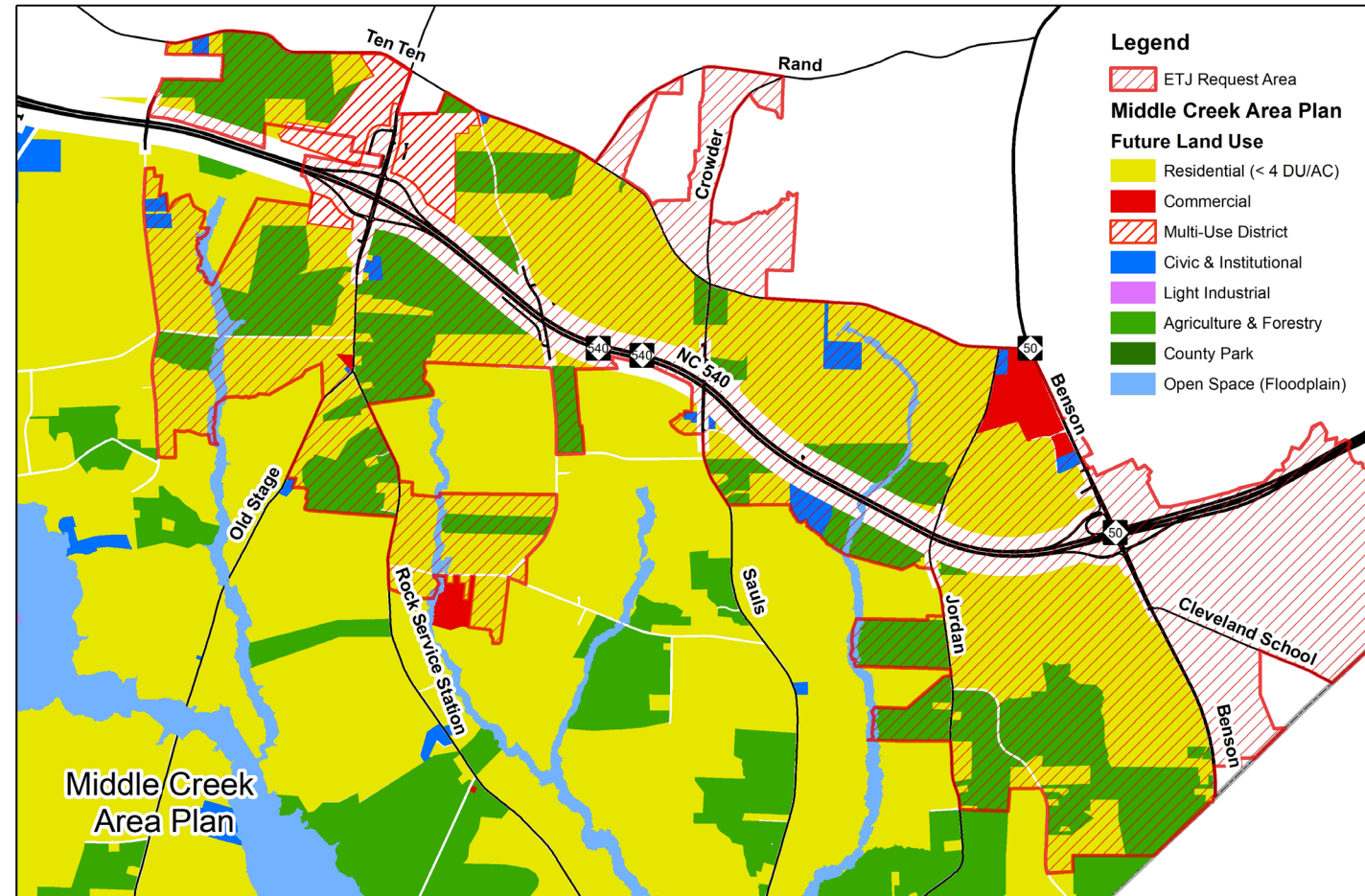
Garner Development Projects

- Benson Road
 - Proposed lift station
- Stancil Farm Road
 - Jordan Road
 - +/- 761 units
- Gateway 540
 - Cleveland School Road
 - Mixed use Commercial, Industrial



Middle Creek Area Plan

- Adopted June 2023
- Reflects areas intended to remain ag. & forestry

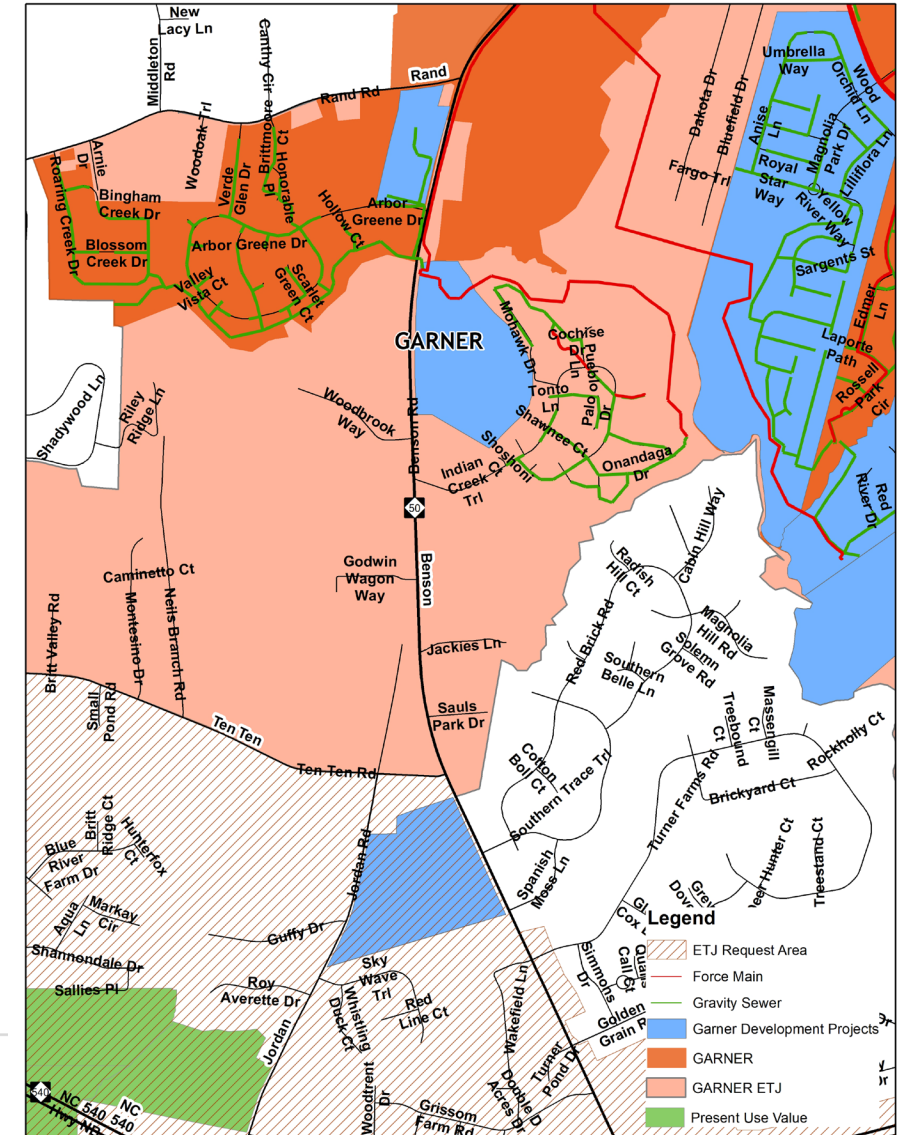


The Middle Creek Area Plan shows areas where the future land use is agriculture/forestry.

Garner ETJ Request
Middle Creek Area Plan

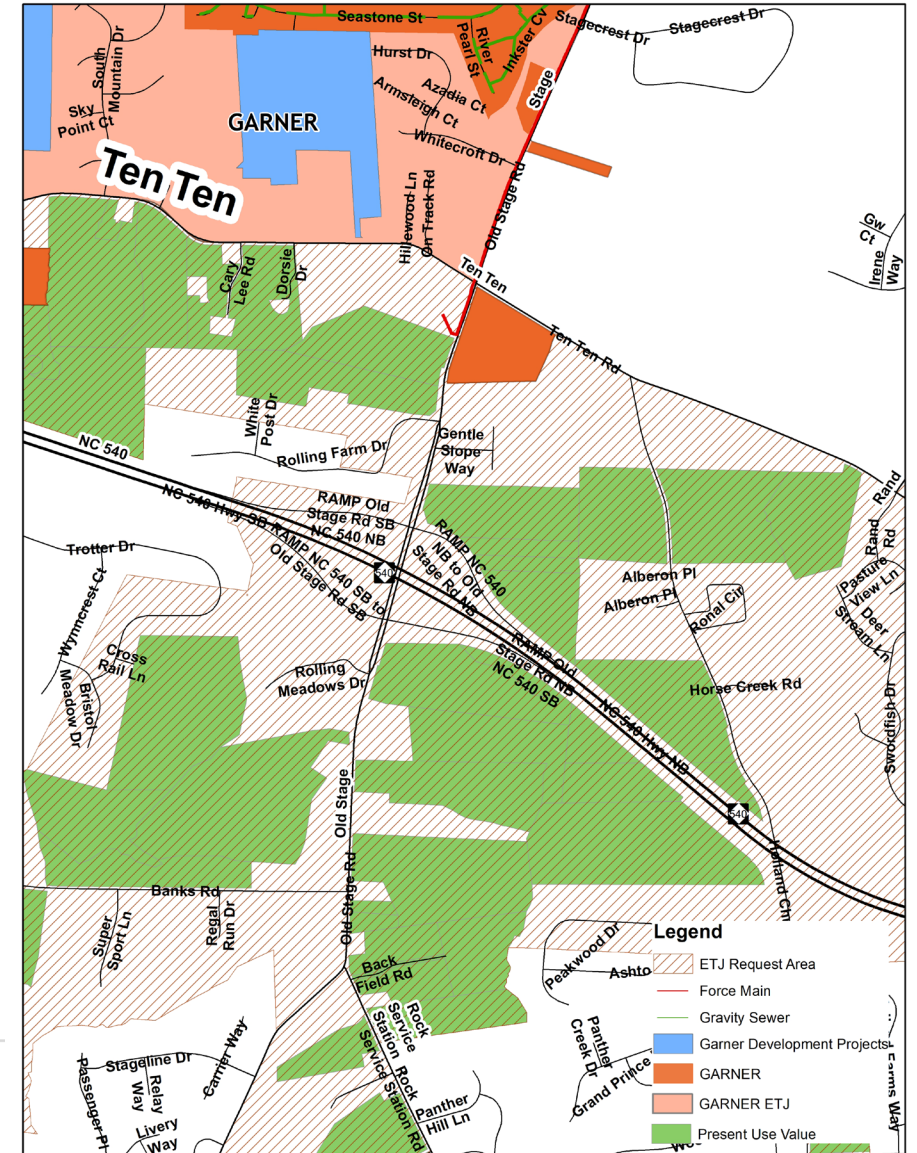
Southern Area Utilities & Garner Development

- Utilities at Arbor Greene, south of Rand Rd. Elementary
- Water line in Indian Creek subdivision (county)



Southern Area Utilities & Garner Development

- Utilities at Old Stage Rd. & Ten Ten Rd.
- Walkable Center
- Active Ag. & Forestry uses



ETJ Criteria Compliance Current Status

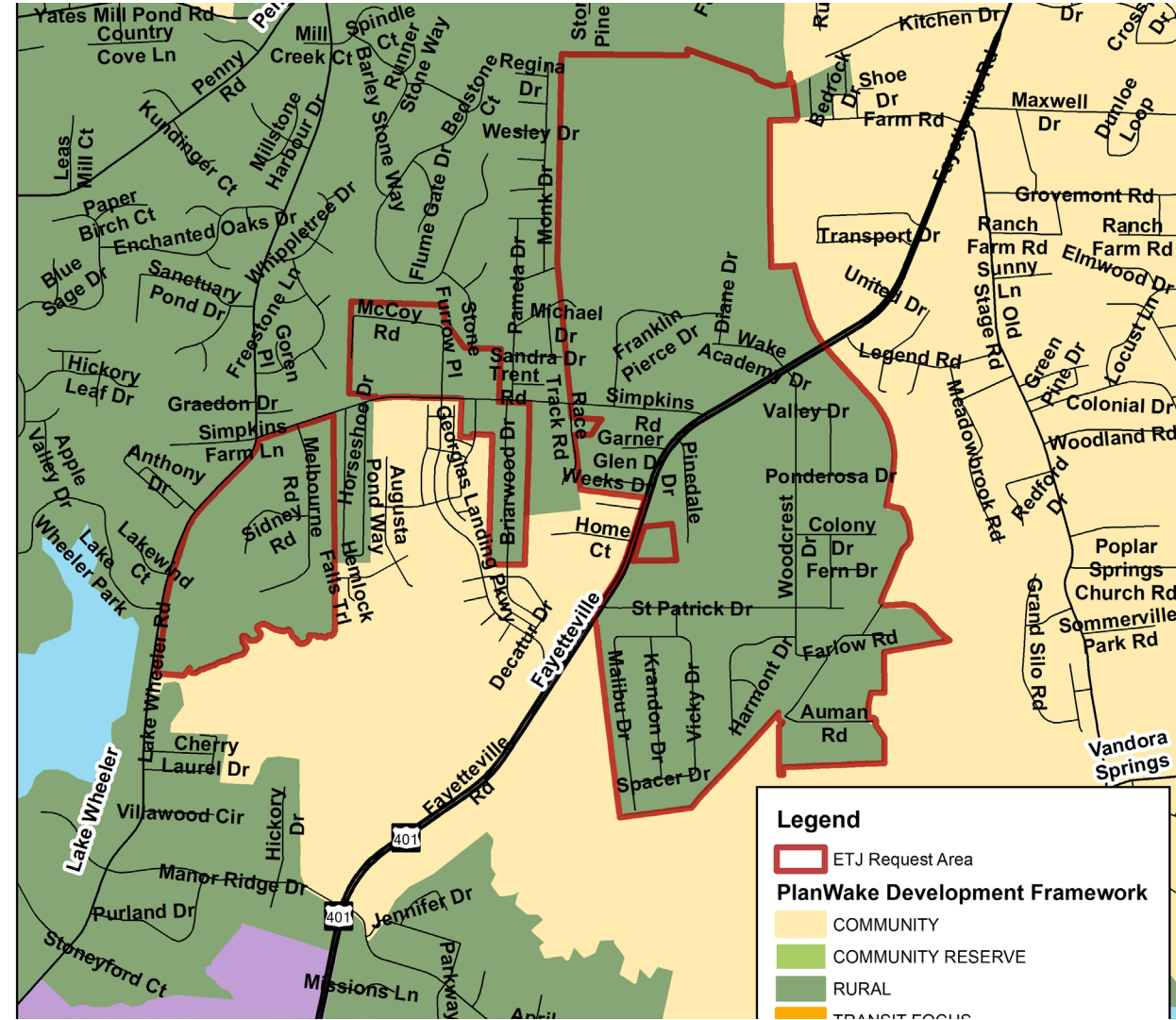
- ☐ Alignment with the County's Comprehensive Plan
- ☒ Progress of Municipal Development in existing ETJ
- ☐ County/Town Plans Alignment



Northwest Area

Northwest Development Framework

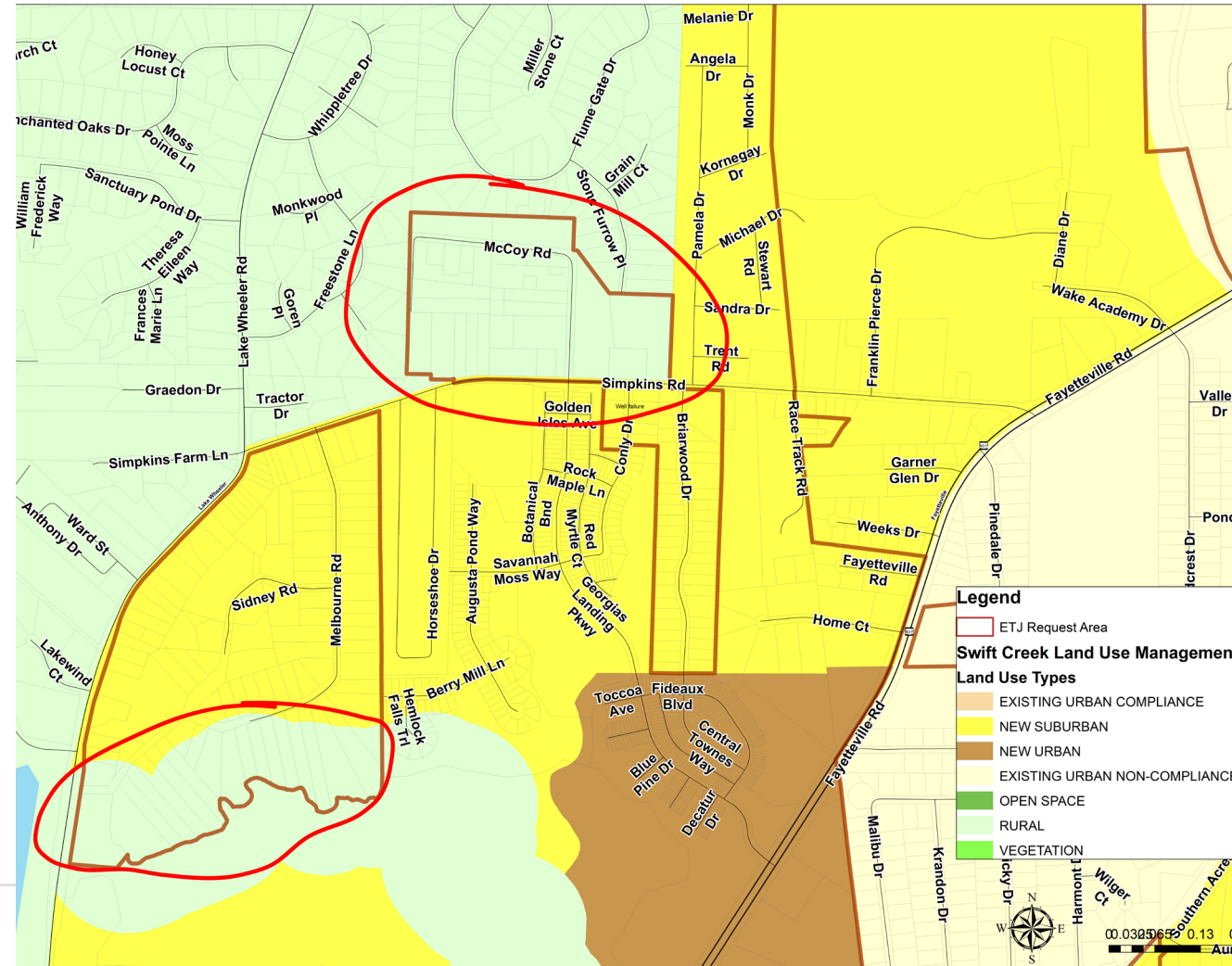
- Rural
- Georgia's Landing – 420 units



Swift Creek Land Management Plan

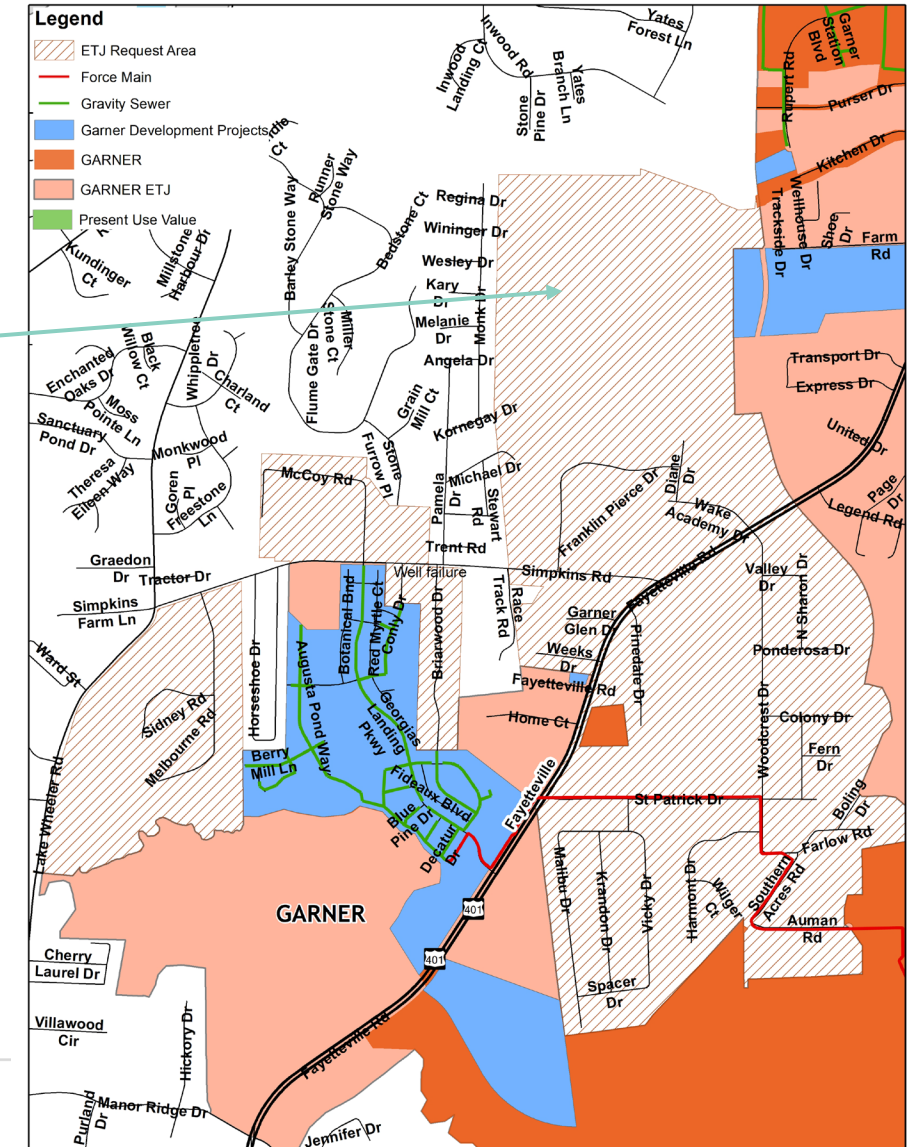
2 Areas Not Aligned

- Rural
- Municipal sewer prohibited



NW Utilities & Garner Development

- Utilities at Georgia's Landing
- Development along US 401
- 188-acre parcel with access to US 401



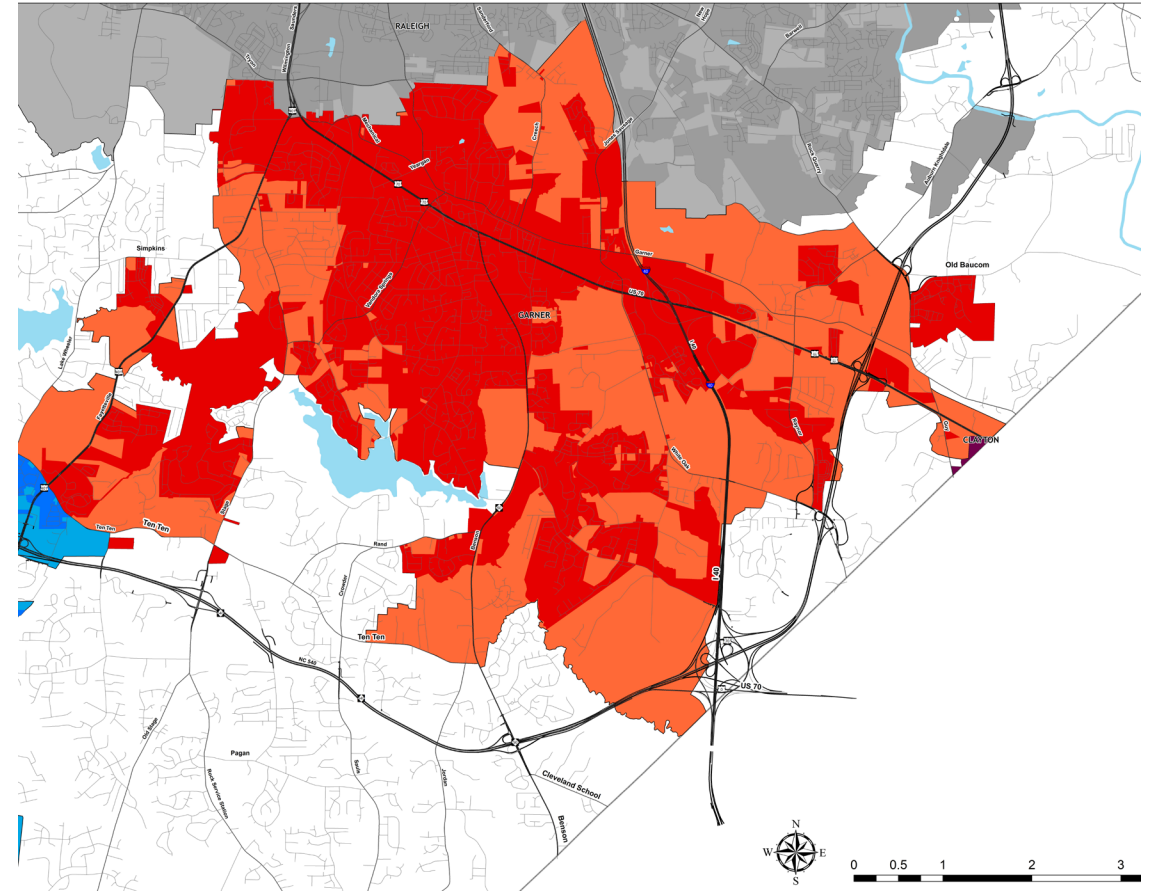
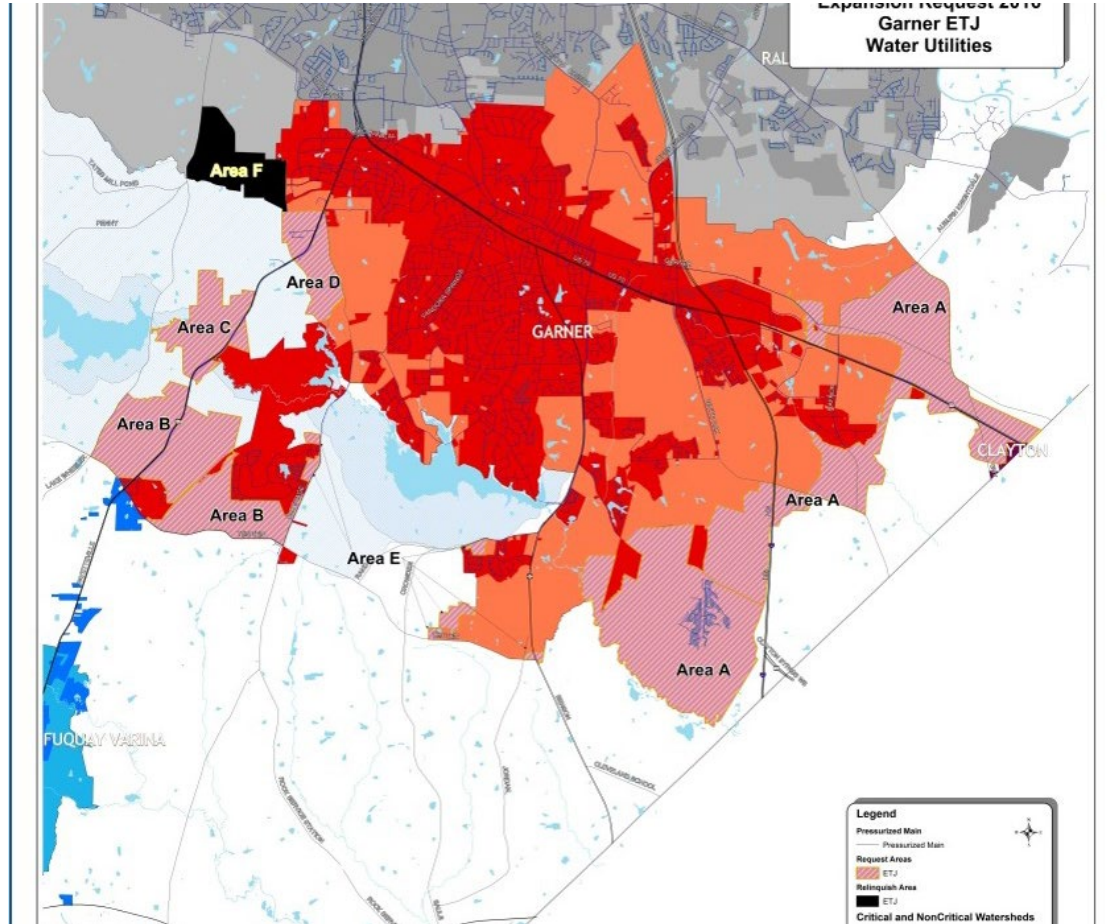
ETJ Criteria Compliance Current Status

- ☐ Alignment with the County's Comprehensive Plan
- ☒ Progress of Municipal Development in existing ETJ
- ☐ County/Town Plans Alignment

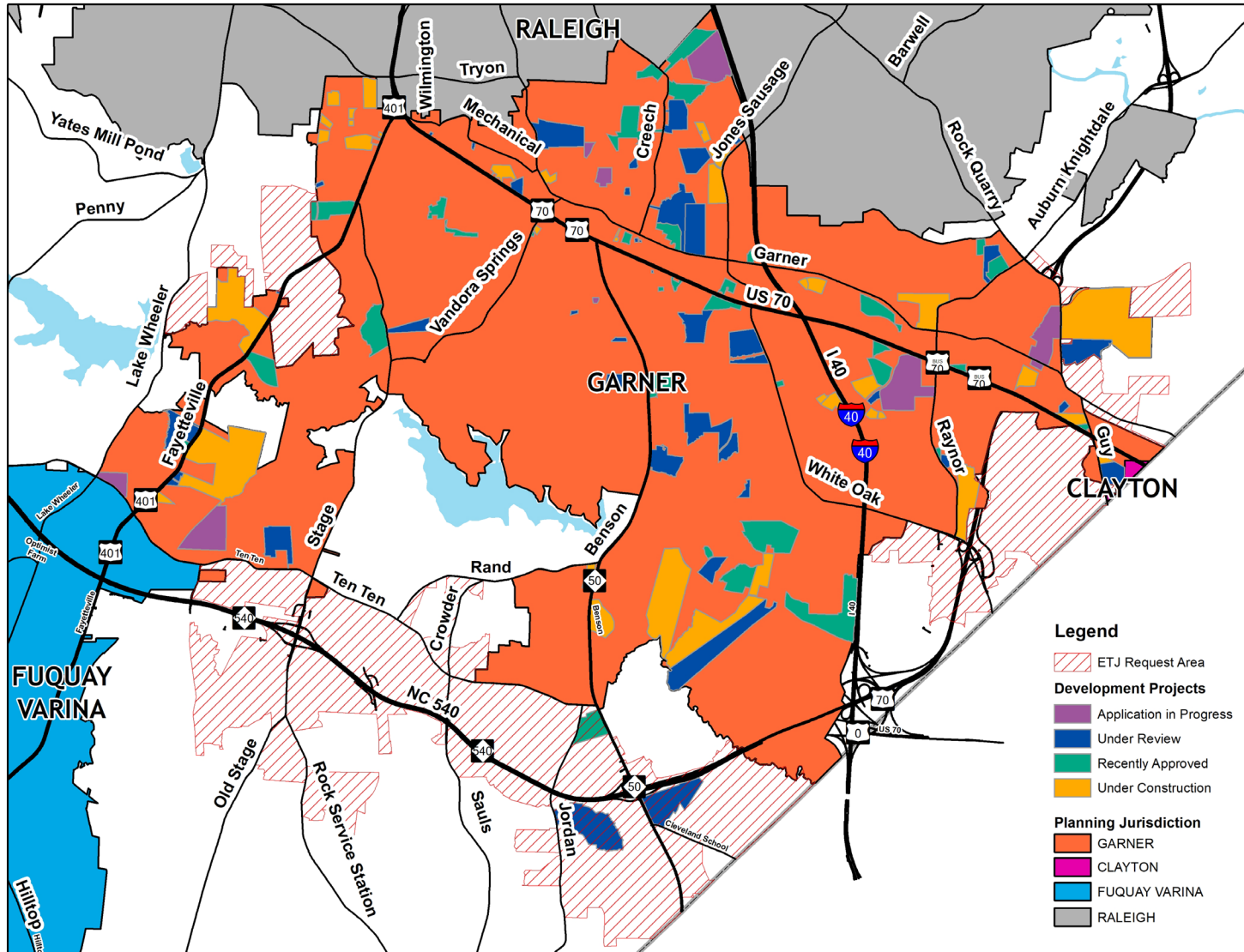
Growth & Development within Area

Requests for ETJ expansion should be where joint planning has taken place between the county and the municipality in areas that are prime for investment. The municipality must demonstrate recent growth and development activity (annexations, development requests, water and sewer expansion, new roadways) within the requested ETJ area. This activity, along with population and job growth, must be compared to areas already within the municipality's corporate limits.

Garner Jurisdiction 2016 vs. 2024



Garner Development Projects



- 14,435 housing units

ETJ Criteria Compliance Current Status

- ☒ Alignment with the County's Comprehensive Plan
- ☒ Progress of Municipal Development in existing ETJ
- ☒ County/Town Plans Alignment