

**Town of Cary, North Carolina  
Comprehensive Plan Amendment Staff Report  
13-CPA-01 (Removal of Southeast Cary Parkway Extension)  
Town Council  
May 9, 2013**

**REQUEST**

The Council-initiated request is to remove SE Cary Parkway Extension from Holly Springs Road to Campbell Road and the associated note from the CTP. Staff recommends Council take action on the removal request.

Staff supports changing the current thoroughfare width of SE Cary Parkway Extension from proposed 4-lane with landscaped median to proposed 2-lane minor arterial or collector avenue and to revise the associated note from “*Connect with existing Gorman Street at Tryon Road*” to “*Extend to Yates Mill Pond Road.*”

*NOTE: The purpose of a comprehensive plan amendment is to evaluate the appropriateness of a proposed land use and/or other issue, need, or opportunity for the subject parcel(s) of land. Technical design standards of the Land Development Ordinance are addressed during review of the site or subdivision plan and can be found at <http://www.amlegal.com/library/nc/cary.shtml>.*

**SUBJECT PARCELS**

<b>Property Owner(s)</b>	<b>County Parcel Number(s) (10-digit)</b>	<b>Real Estate ID(s)</b>	<b>Deeded Acreage</b>
Rildia J. Pritchett, Trustee 103 Richelieu Drive Cary NC 27518	0772638831	0037365	54.85
John Thomas & Elizabeth S Coston 3120 Campbell Road Raleigh NC 27606	0772720779	0037364	12.67
Jesse Howard McConnell 8900 Litchford Road Raleigh NC 27615	0772729836	0045490	3.63
<b>Total Area</b>			N/A

**BACKGROUND INFORMATION**

Applicant & Agent	Cary Town Council		
General Location	6405 Holly Springs Road, 3100 & 3120 Campbell Road		
<i>Tentative</i> Schedule	<b>Town Council Public Hearing</b> February 27, 2013	<b>Planning and Zoning Board Public Hearing</b> April 15, 2013	<b>Town Council</b> May 9, 2013

Land Use Plan Designation	Low Density Residential (LDR) to Medium Density Residential (MDR), Very Low Density Residential (VLDR) to Low Density Residential (LDR)
Existing Zoning District(s)	Residential 40 (R-40) Located in the Swift Creek Watershed Zoning Overlay
Town Limits	The subject property is located outside the corporate limits and the Town of Cary ETJ.
Staff Contact	Todd B. Delk, PE, Transportation Planning Engineer 919-462-3834 todd.delk@townofcary.org

## SUMMARY OF PROCESS AND ACTIONS TO DATE

### A. Notification

On February 13, 2013, the Engineering Department mailed notification of a public hearing on the request to property owners within 400 feet of the subject property. Notification consistent with General Statutes was published in the Cary News on February 13 and 20, 2013. Notice of the public hearing was posted on the property February 12, 2013.

On April 1, 2013, the Engineering Department mailed notification of a public hearing on the request to property owners within 400 feet of the subject property. Notification consistent with General Statutes was published in the Cary News on April 3 and 10, 2013. Notice of the public hearing was posted on the property April 1, 2013.

### B. Citizen Comments

Before the Town Council public hearing, Staff received 18 inquiries about the action. Eight were inquiries only. Three citizens, including two affected property owners, voiced support for the removal based on property impacts, increased traffic, and development in the Swift Creek watershed.

Three citizens, both area residents, opposed the removal. One resident on Fordland Road expressed concerns that the elimination of the connection would push cut through traffic onto Fordland Road if development comes to Jones Tract, where Fordland Road would be connected to the local street across from Cary Parkway. Another expressed concern that the removal would increase future traffic on Holly Springs and Penny Roads. A third expressed that the extension and connection to I-40 at Gorman Street was a logical route for traffic in eastern Cary to get to Raleigh.

Four citizens were neutral on the removal but expressed concerns with redevelopment of the Jones property. Issues of development type, density, buffers, rezoning, and setbacks were brought up. One Campbell Road resident supported better connections and egress options to Holly Springs Road, citing the left-turn prohibition at the intersection of Campbell and Tryon Roads.

### C. Town Council Public Hearing of February 27, 2013

At the Town Council public hearing, two affected property owners spoke in support of the removal of the extension. One stated that she thought a better alternative can be found for

managing traffic in this area.

Mayor Weinbrecht stated that he does not see the value in leaving this on the CTP, especially since Raleigh has removed the Gorman Street extension.

Council Member Frantz stated that he looks forwards to the planning board's discussion. He saw the value in removing it and value in keeping it.

Council Member Robinson stated that she could understand why the landowners in the vicinity want the road removed from the plan. She thought there is value to leaving the road on the plan, and it fits with Cary's philosophy and connectivity policy. She urged the planning board to have a long-term vision as they review this item.

Mayor Weinbrecht suggested the east/west connector needs to be at Penny Road/Ten-Ten Road to be most beneficial.

Council Member Adcock stated the intent was to alleviate traffic on Tryon Road for motorists traveling eastward. She stated that part has been removed from the future plan. She thinks removing it from the CTP at this time will not do harm, but she thinks leaving it on the CTP will do harm.

Council Member Robinson stated if the council removes it from the CTP, then the Town will lose any future opportunity for a connection to the east. She stated that the council must be prudent with the Town's road network to accommodate future development. Council Member Frantz concurred.

Council Member Smith stated traffic relief is needed on Holly Springs Road. He stated the east/west route is near I-40 and Tryon Road. He is open to removing it from the CTP. Council Member Yerha concurred. Council Member Yerha stated that he would think differently if removing it from the CTP would require a 6-lane road, but he does not think it will. He stated the planning board will do a good job reviewing and discussing this issue.

Council Member Bush asked if Wake County will provide comments before the planning board meeting. Staff responded that the county is leaving the connection on their plan at this time and will react to the council's action.

#### **D. Planning & Zoning Board Public Hearing of April 15, 2013**

At the Planning & Zoning public hearing, two affected property owners and one area resident spoke in support of the removal of the extension based on removal of the Gorman Street Extension, property impacts, and impediments to development.

Board members discussed impacts of potential new development in Raleigh on Tryon Road traffic, the potential for a collector street between Campbell and Yates Mill Pond Roads in the Wake County Transportation Plan, connectivity options to Campbell Road with redevelopment, the appropriateness of the amendment with the current update of the CTP, and two-lane roadway alternatives that could be used as a reduced cross-section.

**Board Action:** A motion to recommend removal of SE Cary Parkway Extension and the associated note from the CTP passed unanimously 9-0.

## BACKGROUND

Town Council directed staff at the November 17, 2011 council meeting to provide information, and potentially a resolution, to request removal of the Cary Parkway Extension from the Comprehensive Transportation Plan (CTP).

Staff evaluated the request to amend the CTP, provided background information, and presented four options for the extension at the December 15, 2011 Council meeting (Staff Report EN12-038,).

The extension of Cary Parkway east of Holly Springs Road is shown on the 1978 Raleigh-Cary-Garner Thoroughfare Plan with the roadway extending east to Garner as Cary-Garner Road and roughly paralleling Tryon Road. In the 2001 Cary Comprehensive Transportation Plan (CTP), this easterly connection for Cary Parkway was adopted with a note on the Thoroughfare Widths map ([Figure 1](#)) stating three options for the extension to connect with 1) the proposed Cary/Garner Parkway, 2) Yates Mill Pond Road only, or 3) existing Gorman Street at Tryon Road. The proposed Cary-Garner Road was removed from neighboring municipalities' plans in the time period leading up to the 2008 update of the Cary CTP. The note was thus revised in the 2008 CTP to read "*Connect with existing Gorman Street at Tryon Road*" based on collaboration with Wake County and the City of Raleigh during the update process ([Figure 2](#)). The Cary Parkway/Gorman Street extension is currently unfunded project in the fiscally-constrained CAMPO 2035 Long-Range Transportation Plan and is not included in the proposed CAMPO 2040 Metropolitan Transportation Plan.

The objective of the Cary Parkway/Gorman Street extension from Holly Springs Road to Gorman Street at Tryon Road is to increase thoroughfare connectivity in the southeastern portion of Cary in order to:

- provide alternative east-west routes to Tryon and Penny Roads,
- provide an interstate access alternative to US 1/64 via Walnut Street, Jones Franklin Road, and Lake Wheeler Road, and
- relieve interchange congestion at the US 1/64/Walnut Street, I-40/440/US 1/64, and I-440/Jones Franklin Road interchanges.

In September 2011, the Raleigh City Council requested that the Capital Area Metropolitan Planning Organization (CAMPO) delete the proposed Gorman Street Extension between Holly Springs Road and Tryon Road from all adopted regional transportation plans ([Figure 3](#)). City of Raleigh sought the removal of the Gorman Street extension based on concerns over impacts to NC State University farmlands and the Mac Country Acres Horse Farm, potential future development in the Swift Creek watershed above their Lake Benson water treatment plant, and environmental impacts in the Swift Creek watershed. Review of the area also identified the Yates Mill Pond area as a Natural Heritage Area with Statewide Significance and having at least three historic sightings/incidences of threatened or endangered species (two vascular plants, one vertebrate animal). Lake Wheeler and the bottomlands north of the lake are shown as Natural Heritage Area with Local Significance. A Significant Natural Heritage Area is an area of land or water identified by the Department of Environment and Natural Resources' Natural Heritage Program as being important for conservation of the State's biodiversity. Such area contain one or more high-quality or rare natural communities, rare species, and special animal habitats. The areas are not directly affected by the extension but the designations would likely require in-depth evaluation to

determine the extent of indirect impacts.

At the January 18, 2012 meeting, the CAMPO Transportation Advisory Committee (TAC) approved a request from the City of Raleigh to start the process for the removal of the Gorman Street Extension from the CAMPO CTP. CAMPO commissioned the Swift Creek Area Traffic Study to start the process for the MPO. The study outlines the traffic impacts of removing the Cary Parkway/Gorman Street Extension on the transportation network in the Swift Creek area.

The study evaluated nine alternatives (Figure 4) and showed that removing the Cary Parkway extension will impact LOS and delays at nearby major intersections and put additional pressure on the Tryon Road and Walnut Street corridors. Congestion mitigation could potentially require widening Tryon Road to six-lanes and additional turn lanes and longer cycle lengths to maintain adequate traffic operations. Removing the connection would fail to relieve congestion.

At the January 10, 2013 Town Council meeting (Staff Report EN13-042), council directed staff to remove SE Cary Parkway Extension from Holly Springs Road to Campbell Road, and the associated note stating “*Connect with existing Gorman Street at Tryon Road,*” from the Comprehensive Transportation Plan.

Alternatives to relieve the resulting congestion will be addressed during the Cary Community Plan Update per council direction.

## **DISCUSSION**

Removing the extension could:

- discourage increased development in Swift Creek watershed,
- eliminate future property impacts to landowners along the corridor,
- potentially reduce direct and secondary environmental impacts,
- increase traffic congestion on Tryon, Holly Springs, Ten Ten, and Penny Roads,
- potentially require ultimate cross-section for Tryon Road from Kildaire Farm Road to Yates Mill Pond Road to be increased to 6-lane, and
- run counter to Town Connectivity Policy

If the extension is removed, redevelopment of the Pritchett parcel will still be required to provide a stub-out connection to the east for a future local street connection to Campbell Road.

In response to council's request to determine the future plans by Wake County and City of Raleigh, staff discussed the project further with staff for both entities. Wake County staff stated that removing Cary Parkway extension would not likely eliminate their desire for a collector between Campbell Road and Yates Mill Pond Road, but that it may allow for greater flexibility in its location. Raleigh transportation staff stated, as they had during the Swift Creek Area Traffic Study, that they supported investigating other possible east-west connections from Yates Mill Pond Road east. Those could include the widening of Yates Mill Pond Road to Lake Wheeler Road or new alignments further south than the previous Gorman Street extension (as shown in concept in Alternative 5 in Figure 4) if the NC State University property were to be developed in the long term.

## COMPREHENSIVE PLAN SUMMARY

### **A. Land Use Plan and Southeast Area Plan**

The extension are located within the Southeast Area Plan. The presently-adopted alignment is located within areas designated as “Low- to Medium-Density Residential” (LDR to MDR) and “Very Low- to Low-Density Residential” (VLDR to LDR). The areas are separated by a tributary stream to Swift Creek that flows south approximately 1,000 feet east of Holly Springs Road and 1,300 feet west of Campbell Road. The area west of the stream along Holly Springs Road, classified as LDR to MDR, is shown with a maximum density of six dwelling units per acre on the Future Land Use map. Note #4 on the plan is associated with the area (see Historic Preservation Master Plan section). LDR is defined as one to three single-family-detached residential dwelling units per acre, and MDR is defined as three to eight dwelling units per acre with a mixture of residential uses allowed including single-family-attached (townhouses, duplexes, triplexes) and low-rise apartments. The note suggests the future development consider using a clustered development design in order to preserve some of the rural views along Holly Springs Road.

The area east of the stream along Holly Springs Road, classified as VLDR to LDR, is associated Note #5 on the Future Land Use map. The note states that the housing in the area be single-family detached only. It states that residential infill development and redevelopment using public utilities (water, sewer) should generally have lots of at least 1/4 acre, with larger lots of about 1/3 to 1/2 acre or more adjacent to existing large lot (VLDR) homes, in order to create reasonable transition to the large lot homes. It also states that without public utilities, lot sizes should be one acre or more.

### **B. Parks, Recreation & Cultural Resources Facilities Master Plan**

According to the Parks, Recreation, and Cultural Resources Master Plan, there is a proposed greenway parallel to the tributary stream east of Holly Springs Road that crosses the currently proposed SE Cary Parkway alignment. This greenway marks the eastern terminus of a proposed street-side trail along Cary Parkway that connects to Marla Dorrel Park.

### **C. Growth Management Plan**

The Growth Management Plan includes the following Guiding Principles that are relevant to this case:

1. R1 Guiding Principle: Ensure that adequate infrastructure and services are available concurrently with new development.
2. L2 Guiding Principle: Ensure that future growth protects sensitive natural resources and protects open space.
3. C2 Guiding Principle: Ensure public investment decisions are consistent with the Town’s growth management goals.

### **D. Comprehensive Transportation Plan**

#### **SE Cary Parkway is designated as a Major Thoroughfare**

*Existing Section (east of Holly Springs Road): 4-lane, median-divided, 78-foot roadway width on 105-foot ROW*

*Future Section (west of Holly Springs Road): 4-lane, median-divided, 78-foot roadway width on 105-foot ROW*

*Sidewalks: Existing on both sides east of Holly Springs Rd., proposed street-side trail on north side*

*Bicycle Lanes: 14-foot-wide outside lanes*

Transit: None

Status of Planned Improvements: None

**Holly Springs Road is designated as a Major Thoroughfare**

Existing Section: 2- to 3-lane, undivided; various roadway width on various ROW

Future Section: 4-lane, median-divided; 78-foot roadway width on 10-foot ROW

Sidewalks: None, planned both sides

Bicycle Lanes: Wide outside lanes southbound, none northbound

Transit: None

Status of Planned Improvements: None

**Campbell Road is designated as a Collector Street**

Existing Section: 2-lane, undivided; 20-foot roadway width on 60-foot ROW

Future Section: 2-lane, undivided; 35-foot roadway width on 60-foot ROW

Sidewalks: None, planned both sides

Bicycle Lanes: None, planned 4-foot bike lanes

Transit: None

Status of Planned Improvements: None

**F. Open Space Plan**

According to the Open Space Plan, a majority of the site is cleared acreage with areas along the stream buffer covered in mixed hardwood and conifer forest. The stream buffers and greenway corridor parallel to the stream are identified.

**G. Historic Preservation Master Plan**

According to the Historic Preservation Master Plan, two historic buildings are located on the Pritchett property at 6405 Holly Springs Road, approximately 1,000 feet north on the current proposed alignment for Cary Parkway Extension:

- **Franklin-Jones Farm**, c. 1917  
6405 Holly Springs Road  
PIN 0772638831, SSN WA1292  
Deemed not eligible for the National Register
- **Franklin House**, c. 1850  
6405 Holly Springs Road  
PIN 0772638831, SSN WA1293  
Deemed not eligible for the National Register

A small family cemetery is located on the property as well approximately 500 feet north of the alignment and 150 feet east of Holly Springs Road.

In the Southeast Area Plan, the eastern half of the Pritchett property is noted to include

*...some natural features that have been previously identified by the Town...as being a high priority for preservation. In particular, it is suggested that future development consider using a clustered development design in order to preserve some rural views along Holly Springs Road.*

**CRITERIA FOR CONSIDERATION IN REVIEWING COMPREHENSIVE PLAN AMENDMENTS**

Section 3.2.2(B) of the Land Development Ordinance states that “Proposals to amend the Comprehensive Plan shall be evaluated based upon whether the amendment is necessary in order to address conditions including, but not limited to, the following:

- A change in projections or assumptions from those on which the Comprehensive Transportation Plan is based;  
**Staff Analysis:** The City of Raleigh removed the Gorman Street Extension from their Comprehensive Transportation Plan, changing the assumptions and negating the note as shown on the current CTP.
- Identification of new issues, needs, or opportunities that are not adequately addressed in the Comprehensive Transportation Plan.  
**Staff Analysis:** There have been no changes in this regard.
- A change in the policies, objectives, principles, or standards governing the physical development of the Town or any other geographic areas address by the Comprehensive Transportation Plan.  
**Staff Analysis:** There have been no changes in this regard.
- Identification of errors or omissions in the Comprehensive Transportation Plan.  
**Staff Analysis:** No errors or omissions have been identified.

**FISCAL IMPACT**

No Capital Project exists at the present time. It is anticipated that this roadway would be constructed in conjunction with adjacent development.

**STAFF RECOMMENDATION**

The council-initiated request is to remove SE Cary Parkway Extension from Holly Springs Road to Campbell Road and the associated note from the CTP.

Staff recommends Council take action on the removal request.

As presented in Staff Report EN13-042, Staff supports changing the current thoroughfare width of SE Cary Parkway Extension from proposed 4-lane with landscaped median to proposed 2-lane minor arterial or collector and to revise the associated note from “*Connect with existing Gorman Street at Tryon Road*” to “*Extend to Yates Mill Pond Road.*”