

**Wake County Board of Commissioners**  
**Growth and Sustainability Committee**  
**May 20, 2019**  
**10:00 a.m.**  
**Wake County Justice Center, Room 2800**

**Commissioners Present:**

Sig Hutchinson - Chair  
Matt Calabria - Vice-Chair  
Susan Evans  
Vickie Adamson

**Wake County Staff Present:**

Johnna Rogers, Chief Operating Officer; Nicole Kreiser, Assistant County Manager; Chris Dillon, Assistant County Manager; Derwick Paige, Chief Community Vitality Officer; Ben Canada, Assistant to the County Manager; Ken Murphy, Senior Assistant County Attorney; Jason Horton, Strategic Performance Director; Tim Gardiner, Planner III; Tim Maloney, Planning, Development, and Inspections Director; John Hamlin, Communications Specialist; Regina Petteway, Human Services Director; Eric Staehle, Senior Facilities Project Manager; Lorena McDowell, Housing Director; Chris Snow, Parks, Recreation, and Open Space Director; Terry Nolan, Planner III; Bryan Coates, Planner III; Frank Cope, Community Services Director; Jenny Coats, Community Services Manager; Denise Hogan, Clerk to the Board; and Michelle Cerett, Executive Assistant to the Board.

**Others Present:** Abigail Boettcher, Intern; Leigh Anne King, AICP, Clarion Associates; Rodger Rochelle, P.E., NC Turnpike Authority; and Roy Bruce, Director of Corporate Services, H.W. Lochner Inc.

**Meeting Called to Order:**

Commissioner Hutchinson called the meeting to order at 10:00 a.m. and welcomed everyone to the meeting.

**Approval of the Minutes**


Commissioner Calabria moved, second by Commissioner Evans, to approve the minutes of the March 25, 2019 Growth and Sustainability Committee meeting.

Mr. Tim Maloney, Director, Planning Development and Inspections, said the comprehensive plan is moving into phase three. He thanked his planning staff for their attendance at public events and helping with community engagement.

## Where We Are in the Process

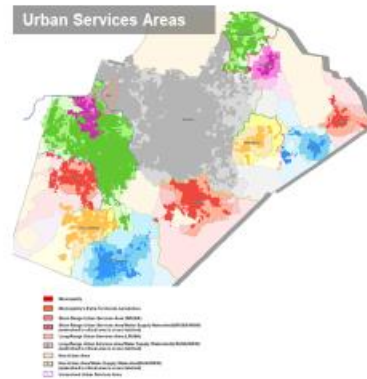


## Community Priorities PLANWake Participate Part #1

- and natural areas  
ns  
vironments
- 
- Growth**
- Open Space**
- This map of the San Francisco Bay Area illustrates the distribution of growth and open space. The map is overlaid with a grid. Red dots, representing growth, are densely clustered in the central urban areas, particularly around San Francisco and the San Jose area. Green dots, representing open space, are more sparsely distributed, often found in the surrounding rural and mountainous regions. A legend on the left side of the map identifies the red dots as 'Growth' and the green dots as 'Open Space'.

She shared what has been learned to date from the process. She said the Growth Management Strategy has been in place for many years and works well.

## What We Are Finding



- Growth Management System **works well to define municipal growth areas**
- If municipal utilities not available, then **development often defaulting to county subdivisions**
- System **not working well to curb sprawl, direct growth to towns, and protect open lands or rural character**

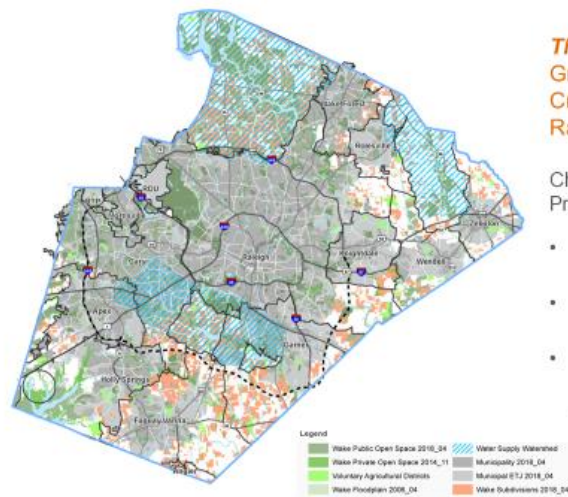
Ms. King shared information on the number of acres available for development. She said to date, the county has preserved 65,000 acres of open space, leaving 35,000 needed to reach the 100,000 goal.

## Important Numbers to Consider

- **150,000** acres remaining that could be developed
- **100,000** acres of open space to be protected to meet 30% goal

## How the County and Municipalities Manage Growth on Remaining Lands in the County Will Determine Whether the County Will Achieve Community Goals

She shared a map of the county and the individual jurisdictions. She shared challenges to maintaining and promoting long range planning.



**The Bottom Line:**  
Growth in County Subdivisions  
Creates Challenges for Long  
Range Municipal Planning

Challenges to Maintaining and  
Promoting:

- Cohesive land use, design, and connectivity
- Providing municipal utilities around and among county areas
- Providing municipal services in areas with fragmented jurisdictions

Commissioner Calabria asked for clarification on the number of acres in the county-wide Extra Territorial Jurisdiction (ETJ). Mr. Bryan Coates, Planner III, said the county ETJ is approximately 100,000 acres.

Ms. King shared a public engagement update, which is part of phase three.

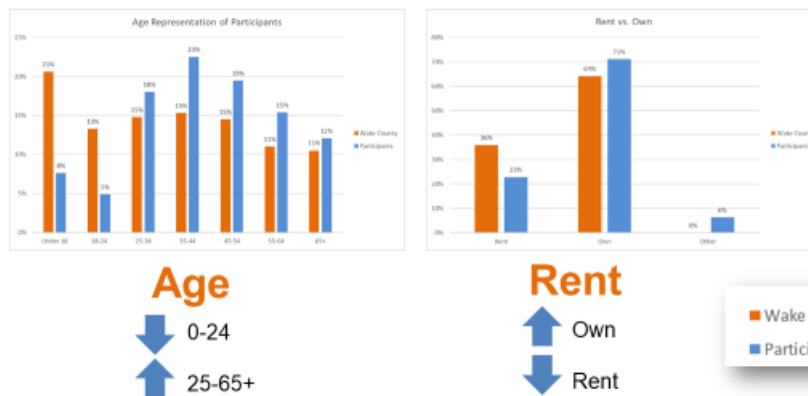


Ms. King shared interim numbers of events held to include the public. Mr. Maloney said 5,000 residents responded to the first survey.



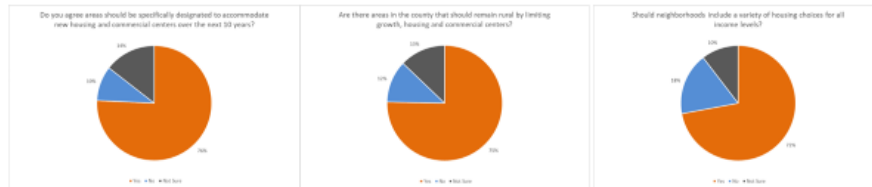
Ms. King shared a graph of the survey respondents. She said the majority of respondents are Wake county residents. She said staff encouraged more renters to participate in the survey.

## About the Survey Respondents



She shared the interim survey responses for six categories. (6 Slides)

## Interim Survey Responses



**76%**

Want to designate areas to accommodate new housing and commercial centers

**75%**

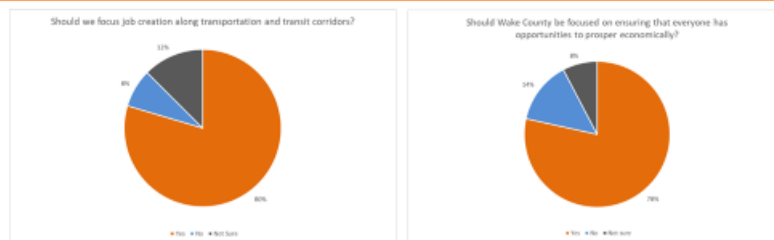
Think there are areas that should remain rural by limiting growth

**72%**

Think neighborhoods should include a variety of housing choices for all income levels

She shared the “fostering prosperity” information.

## Interim Survey Responses



**80%**

Focus job creation along transportation and transit corridors

**78%**

Focus on ensuring that everyone has opportunities to prosper economically

She shared the “connecting our people to places” information.

## Interim Survey Responses



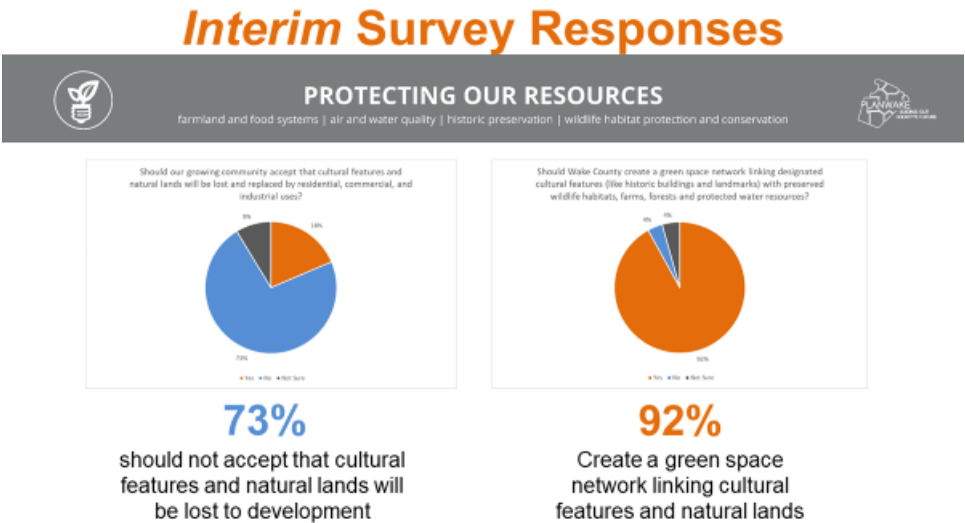
**94%**

Focus on ensuring all modes of travel are safe

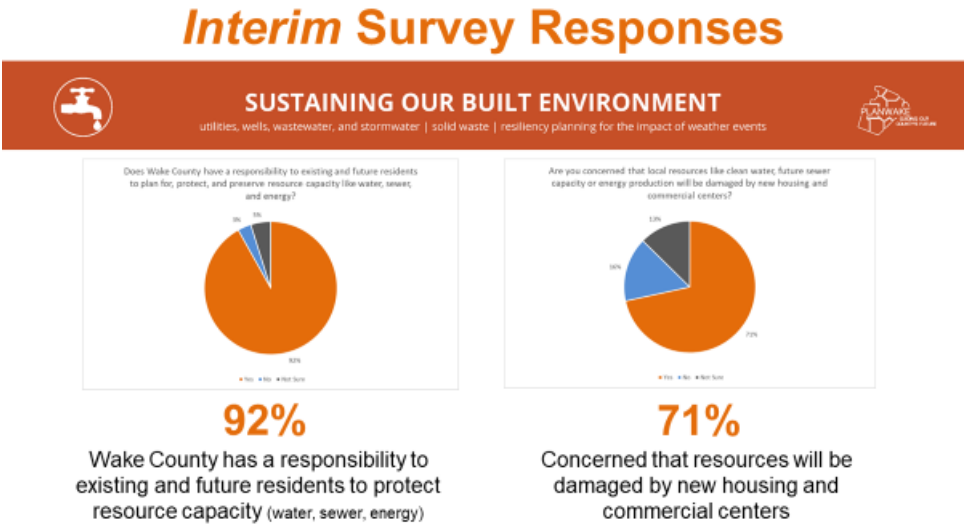
**85%**

Focus on ensuring that residents and commuters have travel options/choices

She shared the “protecting our resources” information.

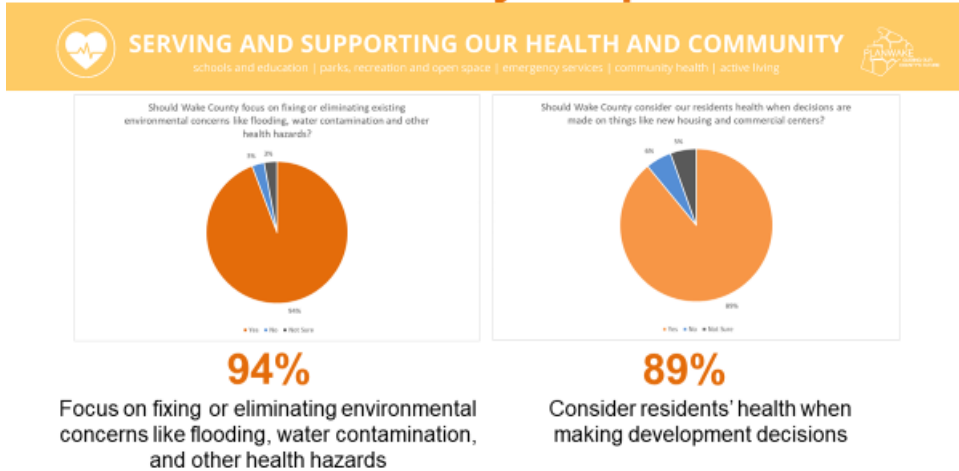


She shared the “sustaining our built environment” information.



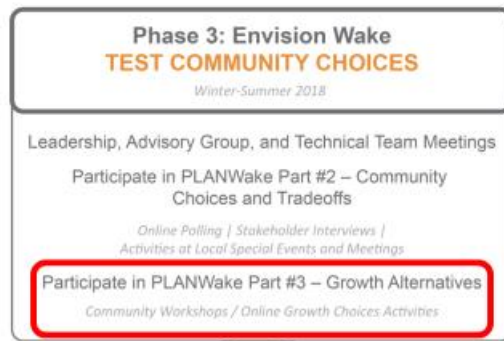
She shared the “serving and supporting our health and community” information.

## Interim Survey Responses



Ms. King shared areas for growth alternative testing, which is part of phase 3.

## Growth Alternatives Testing



She shared what is being tested.

## What We Are Testing

Considering the public's interest in making "big moves" to manage the next 10 years of growth...

**What are the implications of different policy directions for managing growth in Wake County?**



She shared growth alternatives and the three categories being tested.



Ms. King shared growth alternative metrics.

### Growth Alternative Metrics Will Consider Impacts on:

- Patterns and amount of growth
- Opportunity for economic health / housing affordability
- Transportation system / walkability / transit
- Conversion of natural and agricultural lands
- Provision of new infrastructure
- Community health

Commissioner Calabria said he is glad to see the growth alternatives. He said he wants to ensure the municipalities are given ample opportunity for input on the plans. Ms. King said the municipalities have been greatly involved and meet on a monthly basis.

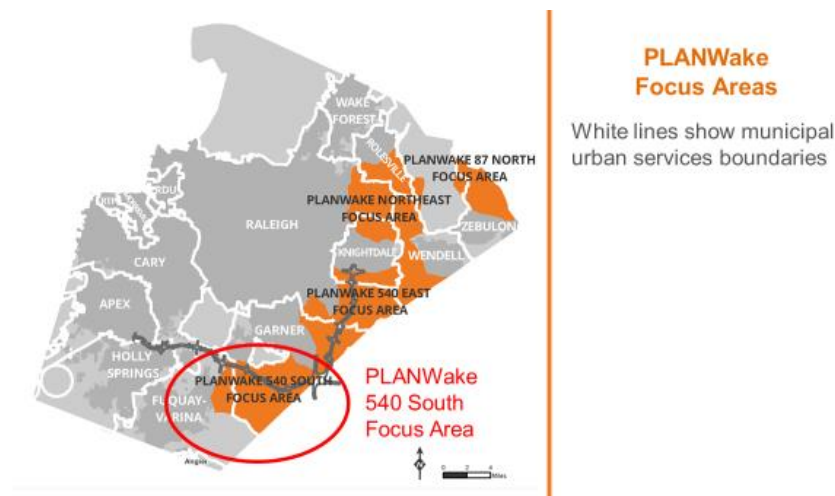
She shared focus areas for growth alternative testing. She said land in the western part of Wake County is difficult to find unless it is within the Cary ETJ. She said that was accounted for in the plan.

# Focus Areas for Growth Alternatives Testing

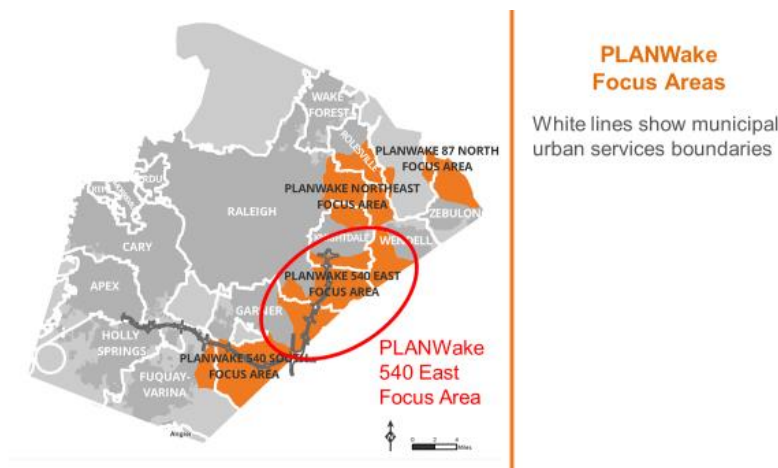
## Focus Area Characteristics:

- Regional in nature (multijurisdictional including county)
- Pressure for change is present or imminent
- Opportunities for area are significant OR changes to area could represent significant losses/challenges

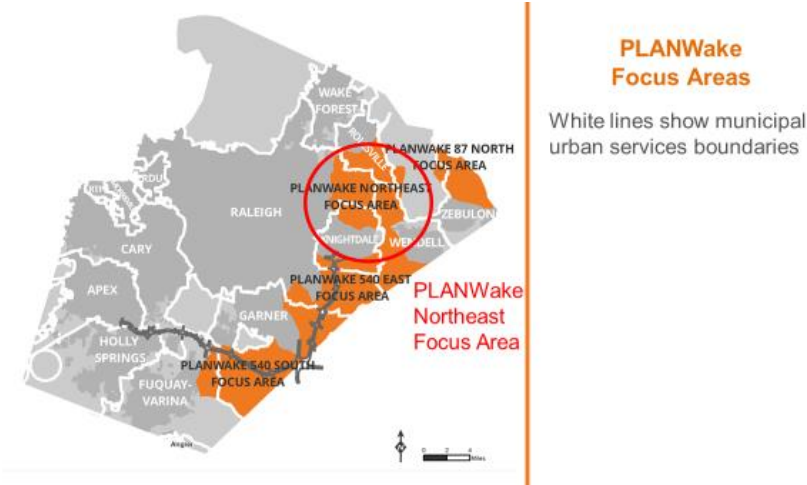
She shared the PLANWake 540 South focus area. She said this area is comprised of land in two municipalities as well as land in the county jurisdiction.



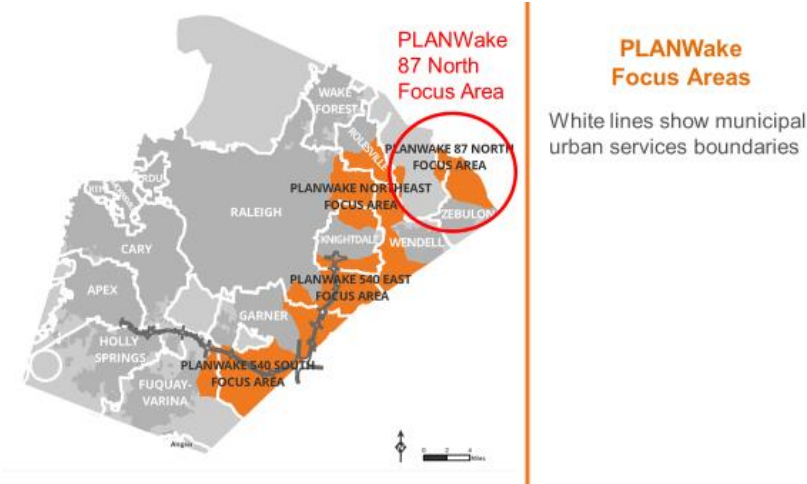
She shared the PLANWake 540 East focus area.



She shared the PLANWake 540 Northeast focus area.



She shared the PLANWake 87 North focus area.



Ms. King shared the next steps for phase 3.

**Next Steps**

**Phase 3: Envision Wake**

*Test Community Choices*

Final Outcomes of Survey #2 – Community Choices

Growth Alternatives Testing

Stay tuned for events and online engagement  
[www.PlanWake.org](http://www.PlanWake.org)

She shared focus areas for the new Comprehensive Plan.



## New Comprehensive Plan

**Policies and actions will address a broad array of topics:**

- Guiding and Focusing Our Growth
- Fostering Our Prosperity
- Connecting Our People to Places
- Sustaining Our Built Environment
- Serving and Supporting Our Health and Community
- Protecting Our Resources

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She shared the next steps for phase 4.

A graphic with a dark background and a faint image of trees. The text is white and orange. It lists the next steps for Phase 4: Plan Wake, including PLANWake Advisory Group Meetings, Policy Direction Exploration, Policy Recommendations to Board, and Plan Development. It also includes a note to stay tuned for events and online engagement, with the website www.PlanWake.org.

**Next Steps**

**Phase 4: Plan Wake**

PLANWake Advisory Group Meetings  
Policy Direction Exploration  
Policy Recommendations to Board  
Plan Development

Stay tuned for events and online engagement  
[www.PlanWake.org](http://www.PlanWake.org)

Commissioner Hutchinson thanked Ms. King for her presentation. He said this is exciting and he is glad to see the plan coming to fruition. He provided information on a community study completed years ago that included 300 people. He said information from that study was used to create the community plan. He said the three key items from that study are the same as what is being suggested in the comprehensive plan. He said transportation is a large part of the land use plan.

Commissioner Calabria asked if there have been complaints about growth. Mr. Maloney said the community has been accepting of the growth and understand that the plan is a good tool.

Commissioner Calabria said his perspective is that the county standards are more permissive in terms of building and growth. He said municipalities are concerned with areas being moved into their ETJ after the development is completed. He said it is important to work well with the towns and build a trusting relationship. Mr. Maloney said he hears that concern from municipalities often.

Commissioner Calabria said the Town of Holly Springs is experiencing rapid growth. Mr. Maloney said county staff, Local Emergency Planning Commission (LEPC), and Emergency Services are greatly involved in the planning to ensure all aspects are factored into new developments.

### NC-540 Southeast Extension

Mr. Tim Gardiner, Planner III, introduced Mr. Rodger Rochelle, P.E., NC Turnpike Authority. Mr. Rochelle shared an update on the 540 Southeast Extension and a map of the selected route.



He shared milestones of the project. He said the cost for the entire project is in excess of \$100 million.



# Project Milestones

Preferred Route Selected (Detailed Study Alternative 2)	April 2016
Final Environmental Impact Statement	December 2017
Industry Forum for Design-Build Procurements and DBE Outreach	April 2018
First (of Three) Design-Build Contracts Advertised	April 2018
Record of Decision	June 2018
Advertisement for ROW Acquisition Firm(s) (R-2721A & R-2721B)	September 2018
Right of Way Plans for R-2721A & R-2721B	Fall 2018
Open Bids for Third Design-Build Contract	April 2019

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He shared a map of phase 1.

## Complete 540 – Phase 1



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He shared the timeline for phase 1. He said the project was split into three phases to encourage local contracting companies to submit bids.

ncdot.gov/turnpike		Complete 540 Update	
Design-Build Schedule			
Industry Forum		April 2018	
Design-Build Contract Letting			
R-2828		November 2018	
R-2721B		February 2019	
R-2721A		April 2019	
R-2829		Anticipated 2027	

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He shared the contractors for phase 1.

ncdot.gov/turnpike

Complete 540 Update

Design-Build Contractors

R-2828

- The Lane Construction Corporation / Blythe Construction, Inc. JV

R-2721B

- Flatiron Constructors, Inc. / Branch Civil, Inc. JV

R-2721A – Apparent Best Value Bidder

- Flatiron Constructors, Inc. / Branch Civil, Inc. JV

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He shared a timeline and cost estimate for R-2828. He said the limited notice to proceed allows obtaining of property needed for the project, but building cannot be started until a full notice to proceed is issued.

## R-2828 Design-Build Contract

• Price Proposal from Lane-Blythe (LB) JV	\$403.2 M
• Notice of Award and Limited Notice to Proceed	December 2018
• NCTA (not to exceed) Substantial Completion Date	September 1, 2023
• NCTA (not to exceed) Final Completion Date	January 1, 2024
• LB JV Proposed Substantial Completion Date	October 24, 2022
• LB JV Proposed Project Completion Date	November 24, 2022

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He shared a timeline and cost estimate for R-2721B.

## R-2721B Design-Build Contract

• Price Proposal from Flatiron-Branch (FB) JV	\$159.98 M
• Notice of Award and Limited Notice to Proceed	March 2019
• NCTA (not to exceed) Substantial Completion Date	September 1, 2023
• NCTA (not to exceed) Final Completion Date	January 1, 2024
• FB JV Proposed Substantial Completion Date	August 29, 2022
• FB JV Proposed Project Completion Date	October 19, 2022

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He shared a timeline and cost estimate for R-2721A.



## R-2721A Design-Build Contract

- Price Proposal from Flatiron-Branch (FB) JV \$183.5 M
- Notice of Award and Limited Notice to Proceed May 2019
- NCTA (not to exceed) Substantial Completion Date September 1, 2023
- NCTA (not to exceed) Final Completion Date January 1, 2024
- FB JV Proposed Substantial Completion Date October 21, 2022
- FB JV Proposed Project Completion Date November 23, 2022

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Mr. Rochelle said all three sections are projected to open simultaneously sometime 2023.

He shared an overview of current activities taking place in order to keep the project moving forward.

## Current Activities

- Utility Coordination
  - Colonial Pipeline, Duke Energy, etc
- Third Party Coordination
  - NS Railroad, SHPO, municipalities
- R-2721A and R-2721B right-of-way acquisition
  - ~ 400 parcels (acquisition by NCDOT vendors)
  - ~ 30 parcels acquired
- R-2828 right-of-way acquisition
  - ~ 250 parcels (acquisition by Design-Build Team)
- Design and Plan Preparation
  - Roadway, bridges, culverts, hydraulics, geotechnical
- Outreach
  - Transportation Fair, HOA meetings, property owner meetings

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Commissioner Hutchinson said he is speaking as Vice-Chair of the Capital Area Metropolitan Planning Organization (CAMPO) as well as the Chair of the Growth & Sustainability Committee. He said this project is an integration of the transportation plan and land use plans together so it is important to think holistically. He said he does not want Wake County to become “Anywhere U.S.A.” and it is important to consider density, mobility and open space.

Commissioner Hutchinson commented on the lawsuit involving this project due to the route going through sensitive areas. He said he wants to see the ability for residents to walk and bicycle around the corridor. He said he wants High Occupancy Toll (HOT) lanes and transit stations along the new routes built into the initial plans.

Commissioner Hutchinson said the Bus Rapid Transit (BRT) route needs to be expanded across 440 in Southeast Raleigh. He commented on an unused shopping center that could be developed if the BRT expansion took place. He requested the Turnpike Commission to develop a bike trail around the 540-corridor.

Mr. Rochelle said discussions have occurred on all these suggestions. He said the corridor is being built to allow for HOT lanes to be added in the future at a reasonable cost. He said adding them in the initial phase presents operational challenges.

Commissioner Hutchinson said there are operational challenges to any project and he would like them added to the initial design/build plans. He said change is necessary in order to progress.

Commissioner Adamson said schools need to be considered when moving people to urban corridors. She said funding land suitable for schools is difficult.

Commissioner Calabria asked if an analysis was done to see how the various plans complement each other. Mr. Gardiner said that has been completed and it will be reviewed closer as the project progresses.

Commissioner Evans said she is very excited to see the I-540 project coming to fruition.

Mr. Gardiner shared a draft of the Wake County Input Document on the project and asked for feedback from the committee.

Mr. Chris Dillon, Assistant County Manager, said this project has been in the planning phase since 2006 and was originally slated to open in 2019. He said equitable economic development has been the key driver for the project. He said southern Wake County residents have missed out on many economic development opportunities because this project has not been completed.

Commissioner Hutchinson requested adding language to the input document that states efforts will be made to support all forms of mobility around the I-540 corridor.

Mr. Gardiner said the county must work closely with their partners to ensure the project is completed in such a way that supports the economic health of the county.

Commissioner Calabria said it is very important to consider all these suggestions when planning the I-540 corridor. He said it is also important for the municipalities to be involved and provide input.

## **2019 Greenway and Open Space RFP**

Mr. Frank Cope, Community Services Director, provided an overview of today's agenda.

### **Today's objectives**

- **Review the previous RFP process and results**
- **Discuss anticipated changes with the next RFP process**
- **Receive feedback on the RFP process**

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He shared details on the RFP process and said it has been very successful.

### **RFP process has been very successful**

- **RFP process used four times since 2012**
  - **2,893 acres preserved (19 deals)**
  - **15.7 miles of greenway constructed (10 projects)**
- **Positively received by the municipalities, non-profit partners and property owners**

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He shared benefits of the RFP process.

## RFP process is transparent and fair

- Maximizes value through competition
- Pursues potential open space properties proactively
- Ensures that each property owner understands:
  - Voluntary program
  - Competitive pricing is critical
- Provides a level playing field for municipalities seeking greenway funds

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Mr. Cope shared the multiple steps involved in the RFP process. (Two slides)

## Multiple steps in the RFP process

1. Identify target properties using GIS model
2. Send letters to targeted property owners
3. Send letters to municipalities and non-profits
4. Staff follow up to ensure clear understanding of proposals
5. Staff evaluation and ranking of projects
6. OSAPAC evaluation and ranking of projects

WAKE COUNTY [wakegov.com](http://wakegov.com)

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## Multiple steps in the RFP process

7. BOC Work Session - review recommendations
8. BOC directs staff to start due diligence on slate of projects
9. Staff completes surveys, appraisals, negotiations, ILAs, etc. to determine if deal can be reached
10. Each project comes back for review by OSAPAC
11. Each project presented to BOC for final review and approval

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He shared information on recent projects done through the RFP process.

**Always more opportunities than available funds**

- Since 2012 County received \$22,431,937 in requests
- Funded \$6,390,364 (28%)
- County greenway match has averaged 23.5%

Mr. Cope shared information on the Open Space and Greenway criteria. He said the two projects are considered very differently.

**Open space and greenway projects competed against each other**

Open space criteria	Greenway criteria
<ul style="list-style-type: none"><li>o GIS Model Score</li><li>o Overall value of the offer</li><li>o Connectivity to other open space areas</li><li>o Partnership opportunities</li><li>o Best combinations of offers to maximize funds</li><li>o Likelihood of imminent development</li></ul>	<ul style="list-style-type: none"><li>o Project cost, including match percentage</li><li>o Presence of other funding sources/partners</li><li>o How quickly the acquisition/construction can be completed</li><li>o Connections to parks and open space</li><li>o Connections between municipalities</li></ul>

He shared changes that will be made to the new process. He said the Open Space and Greenway projects will now be considered separately, which will be a benefit.

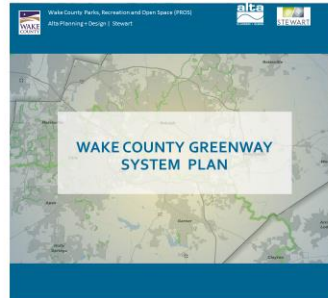
**What will be different this time**

- **Separate funds identified for greenways and open space**
  - o Now will have clearly separate RFP process (including criteria and submittal requirements) for open space and greenway projects
  - o Eliminates having to compare greenway projects to open space properties
- Will leverage the 2017 Wake County Greenway System Plan

Mr. Cope shared details of the greenway plan that was adopted in 2017. He said Commissioner Hutchinson was fully responsible for the development of the greenway plan and thanked him for his persistence.

## Countywide greenway plan adopted 2017

- 2,300+ participants
- Mapped all existing trails
- Captured all proposed trails in municipal plans
- Identified a system of regional connector trails
- Prioritized the overall system
- 274 total miles of greenway trails



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He shared project stakeholders. (Two slides)

## Project stakeholder participants

- |                         |                         |
|-------------------------|-------------------------|
| • Town of Morrisville   | • Town of Rolesville    |
| • Town of Cary          | • Town of Knightdale    |
| • Town of Wendell       | • Town of Holly Springs |
| • Town of Holly Springs | • Town of Zebulon       |
| • Town of Fuquay-Varina | • Town of Garner        |
| • Town of Wake Forest   | • CAMPO                 |
| • City of Raleigh       | • Baker Residential     |
| • Town of Apex          | • OSAPAC                |

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## Project stakeholder participants

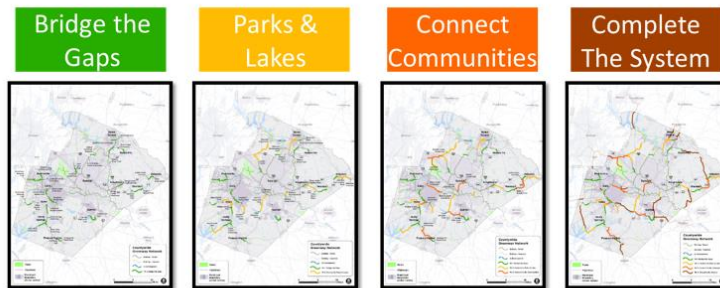
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|--|---|
| • East Coast Greenway Alliance                   | • Triangle J Council of Governments       |
| • Harnett County                                 | • Duke Energy Corporation                 |
| • Triangle Greenways Council                     | • Granville County                        |
| • Greater Raleigh Convention and Visitors Bureau | • Johnston County                         |
| • North Carolina State University                | • Research Triangle Foundation            |
| • City of Durham                                 | • Arcadia Real Estate                     |
| • Town of Clayton                                | • Wake Med/Advocates for Health in Action |
| • Poe Center for Health Education                | • NCDOT                                   |

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Mr. Cope shared the four tiers of greenways.

## Plan identified four tiers of greenways



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He shared the planned next steps.

## Planned next steps

- **Determine timeline (anticipate next RFP will be early fall)**
- **Begin advanced conversations with non-profit partners and municipalities**
- **Along with OSAPAC develop RFP and criteria**
- **Bring to BOC plan to move forward (including timeline and criteria)**

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He shared committee discussion and feedback.

## Committee discussion and feedback

- **Does the committee need additional information?**
- **Does the committee have any feedback or suggestions for the next RFP process?**

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Commissioner Adamson asked how much of the bond money was designated to Parks and Open Space. Mr. Cope said there is \$20 million available for greenways and \$20.8 million available for open space over the six-year period.

Commissioner Hutchinson thanked Mr. Cope for his presentation. He said in order to complete as many projects as possible, leveraging is necessary.

Commissioner Hutchinson said he likes the RFP process and thanked Mr. Cope for implementing it. He said it is important to have some money available for project requests outside the RFP process.

Commissioner Adamson asked what type of projects would be considered outside the RFP process. Mr. Cope said Open Space opportunities can come up at any time and it is often necessary to act quickly. He said money will be held in a reserve for this type of scenario. Mr. Cope said greenway projects are not likely to come up at anytime or require immediate action.

Commissioner Hutchinson said encouraging municipalities to form partnerships to build regional greenways in their area is important. He said his goal for the greenway bond money is to build 40 miles of greenway with the available \$20 million. He said greenways cost approximately \$1 million per mile so he would like to see the projects leveraged to obtain an additional \$20 million in projects. He said he wants to see 40 miles of new greenways in four years with \$40 million.

Mr. Cope said municipal projects are in various stages, but the RFP will request all projects be submitted.

### **Board Goals – Discuss Initiatives Related to Growth and Land Use**

Mr. Maloney provided an overview of board goals GS 4.1 and GS 4.2, which both relate to the land use plan. He said staff wants to ensure they are working towards these goals. He asked for feedback from the committee.

Commissioner Calabria said everything appears to be in line with the goals. He said it is important to him to have the commissioner initiatives guide the process. He said the completion of PLANWake and the transit plan are things he would like to see accomplished this year.

Commissioner Calabria said he would like to have an independent conversation regarding the tools being used in planning and zoning as it relates to quality of life and economic mobility.

Commissioner Hutchinson thanked planning staff for all their work. He requested a resolution on vision zero be brought to a regular meeting. He requested the next meeting be held next month so a Wake County Water Partnership update can be received from Mr. David Knight, Wake



County Water Partnership Member, prior to his term expiring. He would also like to see Keep Wake Native on a future meeting agenda. Staff will work to find a date for a June meeting.

## **Adjourn**

There being no further business, Commissioner Hutchinson, adjourned the meeting at 11:53 a.m.

Respectfully submitted,

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Michelle L. Cerett  
Executive Assistant to the Board