

SECTION 1

Introduction

The purpose of this document is to present the Secondary and Cumulative Impacts Master Management Plan (SCIMMP) for the Town of Cary (Town). This plan is an update of a Plan approved by the North Carolina Department of Environment and Natural Resources (NCDENR) in 2005 for use as part of the North Carolina (State) Environmental Policy Act (SEPA) review process. The following sections provide information regarding the background, previous plan, and use of this document.

1.1 Background

For projects that involve public funding and that exceed certain minimum criteria, SEPA requires that they include the preparation of an environmental document (environmental assessment [EA] or environmental impact statement [EIS]). These environmental documents must outline the direct, indirect (or secondary), and cumulative impacts to the following resources:

- Topography and floodplains
- Soils
- Land use
- Wetlands
- Prime or unique agricultural land
- Public lands and scenic and recreational areas
- Cultural/historical resources
- Air quality
- Noise
- Surface and groundwater resources
- Forest resources
- Shellfish and fish
- Wildlife and natural vegetation
- Toxic substances (if applicable)

Direct impacts are those impacts that are caused by the construction and operation of the given project. Indirect or secondary impacts are “caused by and result from the proposed activity although they are later in time or further removed in distance, but they are still reasonably foreseeable” (15A North Carolina Administrative Code [NCAC] 1C. 0101(d)(4)). Thus, secondary impacts include the impacts of growth that a given project may help support.

Cumulative effects or impacts are defined as “resulting from the incremental impact of the proposed activity when added to other past, present, and reasonably foreseeable future activities regardless of what entities undertake such other activities” (15A NCAC 1C. 0101(d)(2)). Cumulative impacts include the direct and secondary impacts that occur when examined in conjunction with other proposed infrastructure projects. This document focuses

on secondary impacts and cumulative indirect impacts. Cumulative direct impacts will be addressed in individual EAs or EISs.

Typically, EAs or EISs are developed for a given infrastructure project. Each individual EA or EIS includes summaries of the direct, secondary, and cumulative impacts. Inefficiencies from developing documents in this manner include the following:

- **Project Area** – Frequently the project area for a given infrastructure project includes a small portion of a given municipality. Thus, a holistic view of the growth-related impacts throughout the jurisdiction may not be included in the document.
- **Documentation Inefficiencies** – Often the secondary and cumulative impacts (SCI) of various infrastructure projects are similar. As a result, many environmental documents contain SCI sections that are largely redundant.
- **Review Inefficiencies** – Regulatory agencies review similar information on SCI and the local programs in place to mitigate them for various infrastructure projects for a given municipality. Those agencies and local government officials therefore often have to devote considerable time to similar comments and negotiations on a number of projects.
- **Governing Board and Capital Planning** – Typically, utility departments develop environmental documents to support permitting decisions. If the permitting authority includes specific permit conditions to address impacts from a given project, the utility department may be precluded from addressing these impacts. For example, if requirements for ordinance changes are included in the permit conditions, these must be approved by the Town Council. Reviewing SCI in one holistic document helps streamline this process.

These inefficiencies result in frustration for both the regulatory agencies and the regulated community. **The Town therefore worked with NCDENR to develop a SCIMMP process to address the SCI for all planned infrastructure.** Evaluation of the SCI from all infrastructure plans in one document provides a holistic review of the Town’s growth projections and infrastructure being designed to support that growth. When EAs or EISs are developed for individual projects to examine the direct impacts of the projects, these documents will reference the SCIMMP for secondary and cumulative indirect impacts, avoiding redundancy.

The Town entered into a Memorandum of Agreement (MOA) with NCDENR in 2005 that outlines how the SCIMMP will be used, for what time period it can be cited in individual EAs and EISs, reporting requirements, and under what circumstances it must be updated on a more frequent basis. An amendment to the MOA clarified the reporting dates. In accordance with

SCI Master Management Plan Process

- *EAs or EISs for individual infrastructure projects will be developed to address direct impacts.*
- *Secondary and cumulative indirect impacts will not be addressed in each individual EA or EIS; these documents will reference the SCIMMP.*
- *The MOA with NCDENR addresses how the SCIMMP should be used, its period of standing, and circumstances under which it must be updated more frequently.*

the MOA, the period of standing for the SCIMMP is 10 years. For this reason, an updated SCIMMP is being developed to take effect in 2015.

1.2 SCIMMP Process

The 2005 Plan was developed following an approach similar to an EIS. A scoping document was developed and submitted to the State Clearinghouse for review and comment. A meeting was also held with state and federal agencies typically involved with the review of SEPA documents during the scoping process to explain the purpose of the SCIMMP process and plan and solicit preliminary comments that were incorporated into the 2005 SCIMMP. This document, the 2015 SCIMMP, reflects an update to the 2005 document. A draft 2015 SCIMMP was prepared and submitted to NCDENR, the lead agency for review and comment. All agency comments are included in Appendix A. Summaries of the meetings held with NCDENR in preparation for the 2015 SCIMMP are also included in Appendix A.

An EIS does not require a determination of whether impacts are significant. Thus, this document uses qualitative analyses of available data and literature to determine whether impacts to a given resource have the potential to occur. This document also outlines the mitigation strategies in place to address those impacts. However, no quantitative analysis was performed to determine the level of significance of the impacts.

It should also be noted that for a given infrastructure project, NCDENR may determine that the mitigation strategies described in this document are insufficient to address the SCI of that project. In that case, this document would still be used to meet SEPA requirements, but additional requirements could be placed in the permit.

1.3 Project Study Area

The study area for the SCIMMP consists of the Town's Planning Area (Figure 1-1). The Planning Area boundaries are based on a combination of the long-range urban service area (USA), extraterritorial jurisdiction (ETJ), and the land use planning area boundary. The Town's Planning Area is approximately 82 square miles.

The ETJ represents the area beyond the Town limits where the Town has zoning and regulatory authority. State law authorizes municipalities to have an ETJ to allow control of development in areas that are expected to come within their corporate limits in the near future. This enables municipalities to ensure that development patterns and associated infrastructure will allow the efficient provision of urban services.

The Wake County Board of Commissioners evaluates the following criteria when they consider expansions of a Town's ETJ:

- Location of land within the municipality's long-range USA
- Demonstration of a commitment to comprehensive planning through official action of a governing body
- Adoption of any required special regulations (e.g., water supply watershed, special transportation corridors)

- Provision of water and sewer service within 5 years (evidence the system is designed with adequate treatment capacity and required improvements included in the Capital Improvement Program [CIP])
- Evidence of feasibility for urban density development
- Anticipation of annexation within 10 years
- Demonstration of progress in annexing and supplying municipal services throughout the entirety of its existing ETJ

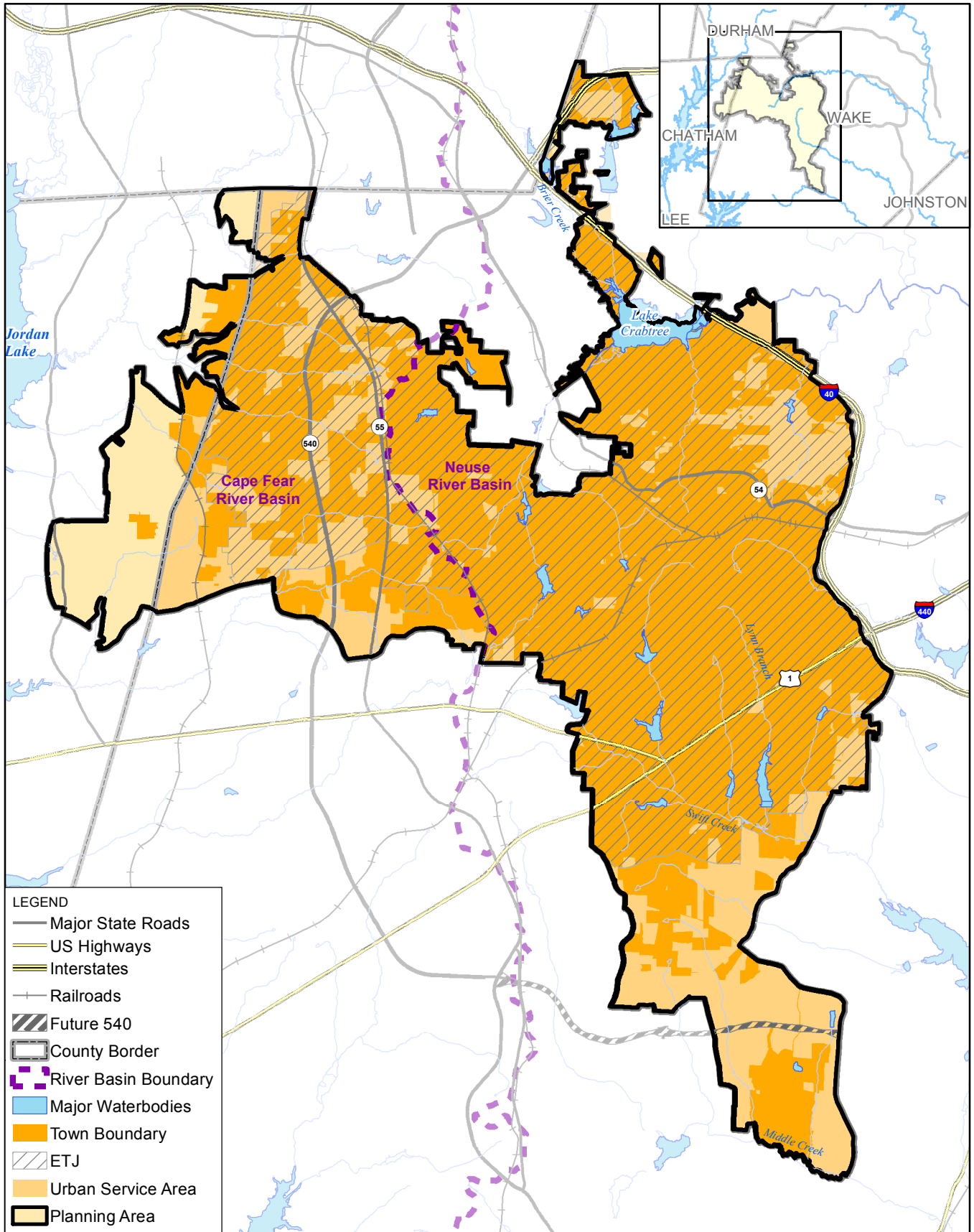
The long-range USA includes areas where the County envisions that the Town will ultimately provide utility service. The Town does not have zoning authority outside the ETJ even in areas within the USA. Wake County determines the USA and a municipality does not have the authority to make modifications to the boundaries. New development within the USA is to occur according to Town standards if annexation is requested and to Wake County standards if annexation is not requested. In order for the Town to provide utility services to new development, it typically requires annexation or will provide utility service at rates significantly higher than the typical rates. Because of these policies, the Town rarely provides utility service to areas outside its ETJ.

Annexation is a governing board decision. Recent changes in State annexation laws no longer make town-initiated annexation an effective tool to provide for an orderly and predictable extension of town boundaries. Areas outside a Town's ETJ may still request annexation, which often occurs when these areas desire utility service. For areas previously developed under Wake County development standards, a situation (e.g., septic failures) may occur that could cause areas currently outside the Town limits to come into compliance with Town standards when requesting utility services or annexation. If annexation by the Town does not occur, Wake County policies described in Appendix B will apply.

Wake County was an active participant in the process to develop this document. Wake County does not provide utility services; therefore, it has decided not to prepare its own SCIMMP. Within Wake County, the North Carolina Department of Transportation (NCDOT) provides major transportation infrastructure and the municipalities provide water and sewer infrastructure. Wake County does have riparian buffer, stormwater, and other mitigation programs in place which are described in Appendix B.

Land use planning serves as a basis for the SCIMMP. Land use plans indicate how a town would like development to occur if a landowner chooses to develop his or her property. A land use plan cannot limit a property owner's decision to develop his or her land. However, zoning is based on the land use plan and can limit the type of development a property owner can execute.

The land use planning and infrastructure planning processes are dynamic. The future land use plan and proposed infrastructure plan are linked to population projections and reassessed as elements change over time. As a future land use plan is modified, the proposed infrastructure plan is modified to ensure adequate infrastructure for future population predictions. Zoning, which is guided by the land use plan, may be modified. Future land use plans typically coincide with planned infrastructure.



0 1 2 4 Miles



FIGURE 1-1
Planning Area
 2015 Secondary and Cumulative Impacts
 Master Management Plan - Town of Cary

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The Town provides water and sewer service to the Wake County portion of Research Triangle Park (RTP South), the Town of Morrisville, and the Raleigh-Durham (RDU) airport. RTP South is governed by the Wake County programs described in Appendix B. However, RTP South also has more extensive open space and riparian buffer corridors than those required by Wake County. Thus, its planning requirements that mitigate SCI are also described in Appendix B. A separate SCIMMP was prepared for the Town of Morrisville. The RDU airport is located in Wake County and is also covered by a National Pollutant Discharge Elimination System (NPDES) stormwater permit. In addition, all activities completed by the RDU airport are under the jurisdiction of the Federal Aviation Administration (FAA) and are subject to the National Environmental Policy Act (NEPA). All projects planned at the airport must develop a NEPA document that addresses SCI. The airport has completed an EA for a safety area expansion of a runway and has plans to develop another runway. However, there is no schedule for this project. The RDU airport expects that changes in service would occur in the future if demands for air transportation increase significantly. There are currently no plans for expansion of facilities related to changes in airport capacity (Pers. comm. Cayton, 2014).

1.4 Organization of Document

This document is the Town's 2015 SCIMMP. The remaining sections include:

Section	Description
2.	Background and Description of Infrastructure Master Plans
3.	Purpose of and Need for Proposed Infrastructure
4.	Description of Existing Environment in Planning Area
5.	Description of Secondary and Cumulative Impacts Related to Projected Growth in the Planning Area
6.	Mitigation for Secondary and Cumulative Impacts
7.	Summary of Mitigation to Address Secondary and Cumulative Impacts
8.	References

Appendices

A	Agency Involvement
B	Wake County Mitigation
C	Capital Improvement Plans
D	Land Use Definitions and Maps
E	Endangered Species Information
F	Ordinances
G	Master Plan Excerpts

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