

McCrimmon Parkway Extension Area Development Guide



*Land Use and
Development Standard
Recommendations*



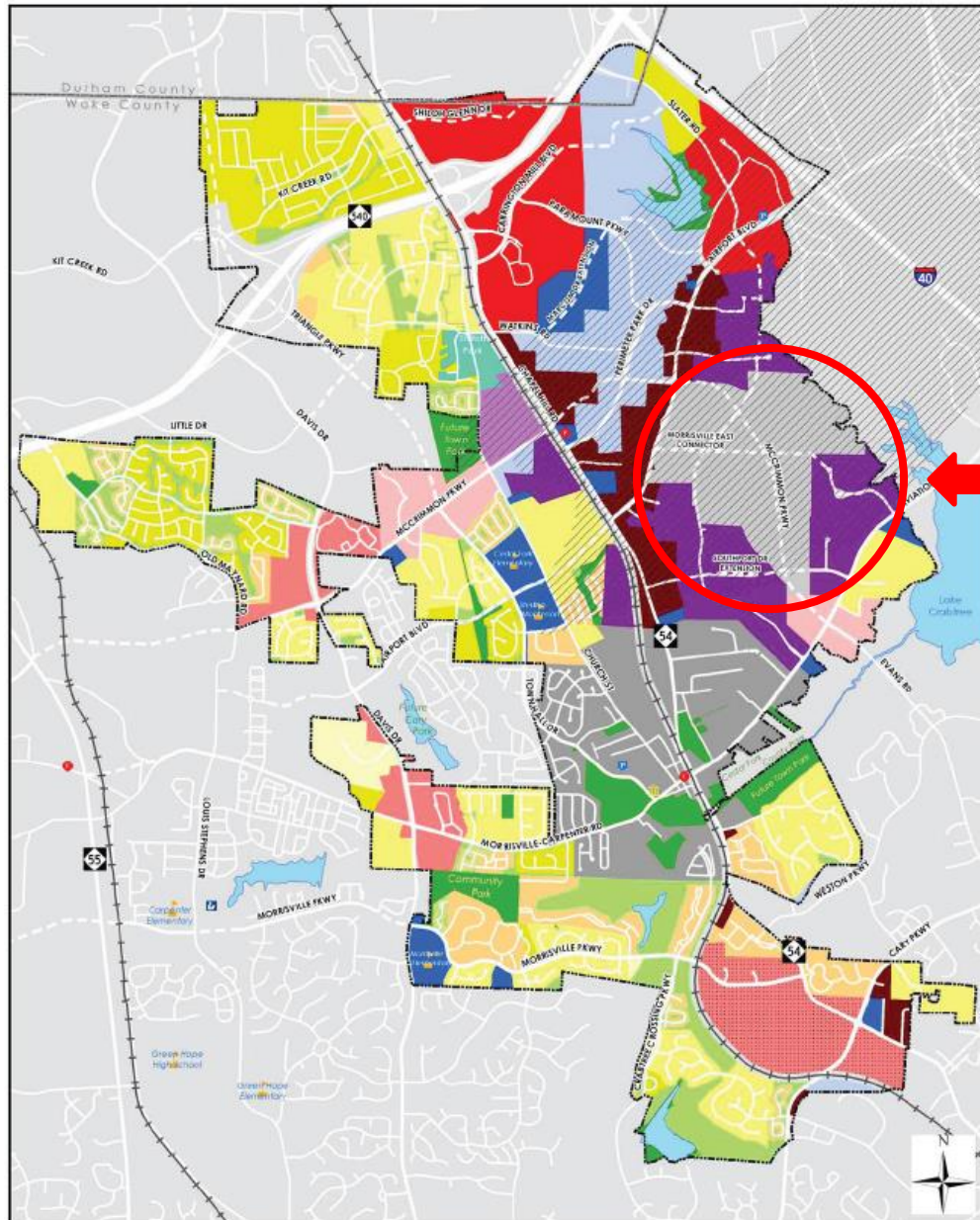
December 4, 2012

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Introduction

This purpose of this report is to provide guidance on land uses and development standards in the area of Morrisville through which McCrimmon Parkway will be extended. This guidance will be used by the team that will prepare Morrisville's new Unified Development Ordinance (UDO), so that the UDO will enable the types of development desired by landowners, neighbors and Town leaders, and balance new development with conservation of resources that are important to the Town. This McCrimmon Parkway Extension Area consists of about 400 acres and is shown as the grey hatched area in the map below.



McCrimmon
Parkway
Extension
Area

Process & Participants

The guidance was developed through a series of five facilitated public meetings held at Morrisville’s Historic Christian Church between February and August 2012. The dates and focus of the five meetings were:

- Meeting #1: February 16th – project introduction and background
- Meeting #2: April 26th – generation and discussion of issues
- Meeting #3: May 17th – discussion and prioritization of major issues
- Meeting #4: June 21st – land use discussion and introduction to report format
- Meeting #5: August 27th – review and discussion of final guidance and report format



Meeting agendas, summaries, presentations and handouts are available on the project website at: www.townofmorrisville.org/twoplansandacode

The process was designed to:

- Identify and clarify issues,
- Provide additional information on issues of concern and clarify issues related to the creation of the Unified Development Ordinance and issues to be addressed through other means,
- Refine the list of issues to group together similar issues and identify key themes,
- Translate the major UDO-related issues into guidance for the team that will create the UDO.

Project participants (excluding Town staff) included:

Michael Schlink	Sai Sudhini	Brian Donnelly	Jackie Holcombe
Laurel Wright	Bill Williams	Stephanie Embry	Pete Martin
Carl Norris	TJ Cawley	Carlotta Ungaro	Liz Johnson
Whit Kenney	Saadat Siddiqui	Michael Garabedian	Geof Wiggins
Ed Brown	Steve Rao	Mitch Adams	Steve Diehl
Billy Maynard	Chuck Conkling	Sarah Wicklund	Ed White
Margaret Maynard	Wanda Conkling	Rich Elliot	Scott McKinney
Catherine Willis	Johnny McConnell	Peter Manning	Armando Tovar
Sampath Polasani	Randy Watkins	Robert Bush	Whit Kenney
Margaret Broadwell	Lisa Nay	Tara Mylenski	Sai Sudhini
Peter Prichard	Suvas Shah	Xiao Ping Yang	Sandeep Kanparthy
BJ Witkin	Sean Insalaco	Biju Chacko	Vinnie Goel

Morrisville 2009 Land Use Plan Framework

The stakeholders participating in the project used the Town's 2009 Land Use Plan as a starting point for discussions. Because the development of the Land Use Plan included significant public involvement, consistency between the framework for development in the McCrimmon Parkway Extension Area and the guidance developed by the stakeholders was an important consideration. The text in the box below is an exact copy of the part of the Land Use Plan that addresses the McCrimmon Parkway Extension Area (it is on page 34 of the 2009 Land Use Plan).

A. Function

- i. Encourage creative master planning for the large undeveloped area east of NC54 between Airport scale retail (e.g., restaurants, convenience services such as dry cleaning), and parks in an integrated design.
- ii. The Town is looking to coordinate with stakeholders to preserve a large contiguous area for open space or recreation in this area, ideally open for public use.

B. Preferred Uses

- i. Land uses within the Future McCrimmon Small Area Master Plan Area should be compatible with others in the town and immediate surroundings.
- ii. Regional office and light industrial uses will be the predominant component of this area. Small scale retail such as restaurants and convenience services should be included if they are primarily oriented toward serving the surrounding office and industrial uses, not a regional market.

C. General Policies + Development Character

- i. The Town anticipates the development of a coordinated master plan for this area with a mix of uses that will function as a planned business community with a harmonious design character. New residential uses and institutional uses are not permitted in this area because of the Airport Overlay district.
- ii. Commercial uses should be integrated with complementary uses to form compact, walkable, mixed use employment centers.
- iii. New development should achieve and maintain acceptable levels of transportation service by completing planned road networks and supporting alternative transportation modes. It is anticipated that new road and transportation improvements will be provided in the initial phases of new developments.
- iv. Multi-modal circulation should be designed as an integral part of the development project.
- v. Vehicular, bicycle, and pedestrian links should extend into the surrounding development.
- vi. The Town should encourage the submission of architectural guidelines for all new developments in this area. Particular emphasis should be placed on the architectural quality and site design of buildings along thoroughfares and in high visibility locations.
- vii. This area should feature well-configured squares and greens and a traditional network of landscaped streets within a framework of open spaces and recreational areas that unite the whole community and provide an amenity for the employees who work there.
- viii. Development should be oriented away from sensitive natural resources, such as flood plains and ponds, to minimize the environmental impacts of new development.

Major Issues

This section lists major issues that were raised during stakeholder discussion and identifies which issues were reflected in the guidance provided to the UDO team and which issues are expected to be addressed through other means. The list of issues was developed and honed at the February, April and May stakeholder meetings. The June stakeholder meeting was devoted to a more detailed discussion of land use issues, which were incorporated directly into the specific guidance.

Major Issue	Include in general guidance	Include in specific guidance for this area	Address through other means
1. Each standard in the UDO should include a clear statement on the purpose and need for the standard.	✓		
2. The UDO should describe the process to ensure that "as built" development matches approved plans.	✓		
3. Encourage a linked network of conserved wetlands, waterways and associated riparian buffers.		✓	
4. Include standards for grading/tree-cutting on sites that are tied to the size of a development site.		✓	
5. UDO standards for wetlands, waterways and associated riparian buffers should enable wildlife corridors to remain intact, for example where they are crossed by new roads.		✓	
6. Incorporate incentives to provide needed infrastructure, including green infrastructure like greenways and trails. [An example might be reduced building setbacks on adjacent, identical land uses for the "compensating benefit" of a linked network of useable green space].		✓	
7. Pay careful attention to the transition between different types of development, such as residential and retail.		✓	
8. Address airport noise requirements related to any residential use in the area.			✓
9. UDO standards should allow for more compact, walkable, mixed use development, notably in any places that may be served in the future by public transit.		✓	
10. The UDO should include a voluntary process that would allow multiple land owners to develop a master plan showing how all the projects within the master plan boundaries would meet development standards.		✓	
11. The UDO should encourage interconnectivity between development projects for both people and vehicles, but do so in a way that results in safe, low-speed travel.		✓	
12. Provide funding support for the construction of McCrimmon Parkway Extension			✓
13. Determine the precise alignment and cross-section of McCrimmon Parkway Extension			✓

Guidance

This section is the heart of the report – providing guidance to the team that will prepare Morrisville’s Unified Development Ordinance. The guidance consists of four key themes, two general guidance points (addressing UDO procedural concerns) and 17 specific guidance points that address development standard innovations, land use, design and development standards, connections to neighboring areas, and conservation of green space and natural areas. The section concludes with the first draft of a Project Guidance Map showing how many of the guidance points could be reflected in the McCrimmon Parkway Extension Area.

Key Themes

- I. McCrimmon Parkway Extension Area development standards should be consistent with standards applied throughout Morrisville. New development in the McCrimmon Parkway Extension Area should be held to the same quality standards as similar types of new development throughout Morrisville.
- II. Guidance should build on the recommendations included for the McCrimmon Parkway Extension Area in the Town’s adopted Land Use Plan.
- III. Provide opportunities for land owners to address standards by working together through a town-approved master plan.
- IV. Provide opportunities for flexibility in the application of standards through the use of compensating public benefits.



General Guidance

1. The UDO document should include the purpose and need for the standards it contains.
2. The UDO document should clearly define the process and responsibilities for ensuring that “as built” development matches approved plans.

Guidance: Innovations

3. Master Plans. The UDO should include a voluntary process that would allow multiple land owners to develop a master plan showing how all the projects within the master plan boundaries would combine to address Town development standards.
4. Compensating Public Benefits. The UDO should include voluntary provisions that enable projects to address development standards in flexible and innovative ways that benefit both the Town and the applicant; the use of compensating public benefits would be mutually agreed to by the Town and applicant.

[example: dedication of required green space to Town allowing public use in return for Town maintenance of green space]

Guidance: Land Use

5. Include a balance of uses in the McCrimmon Parkway Extension Area; when built out, the area should not become “all one thing.”
6. Provide for mixed use – office, medical, research and retail – at key intersections and select locations along McCrimmon Parkway.
7. Retail should be neighborhood-serving, not oriented to a regional market, and should only be allowed at the intersections identified by the red circles and the purple rectangle on the Project Guidance Map on page 9.
8. New residential development should not be allowed within Sub-district A of the Morrisville Airport Overlay District (AOD-A). Outside the AOD-A at the intersection of the McCrimmon Parkway Extension and Aviation Parkway, multi-family development is the only type of residential development that should be allowed, preferably as part of a mixed use project.
9. Areas closest to RDU should be the focus of warehouse/light industry uses.
10. Include community uses (such as parks or places where people might gather) that give the area an identity, especially at highly visible/gateway locations.
11. Consider economic uses (e.g. nurseries, greenhouses, botanical gardens) that complement natural features in the area.



Guidance: Design and Development Standards

12. In order to promote an identity for the area, standards should address design features for projects located at gateways to the McCrimmon Area.
13. Building design and landscape standards should promote a cohesive identity for the area but not make the area seem homogeneous; any master plan covering multiple projects should address consistency of design features.

Guidance: Connections to Neighboring Areas

14. Encourage connectivity between individual development projects for both people and vehicles in ways that promote safe, low speed travel.
15. Ensure that development in the McCrimmon Parkway Extension Area provides for safe and convenient access to the McCrimmon Transit Area to the west.



16. Pay careful attention to the transitions between different types of development, buffering incongruent uses from one another but allowing for access between uses.

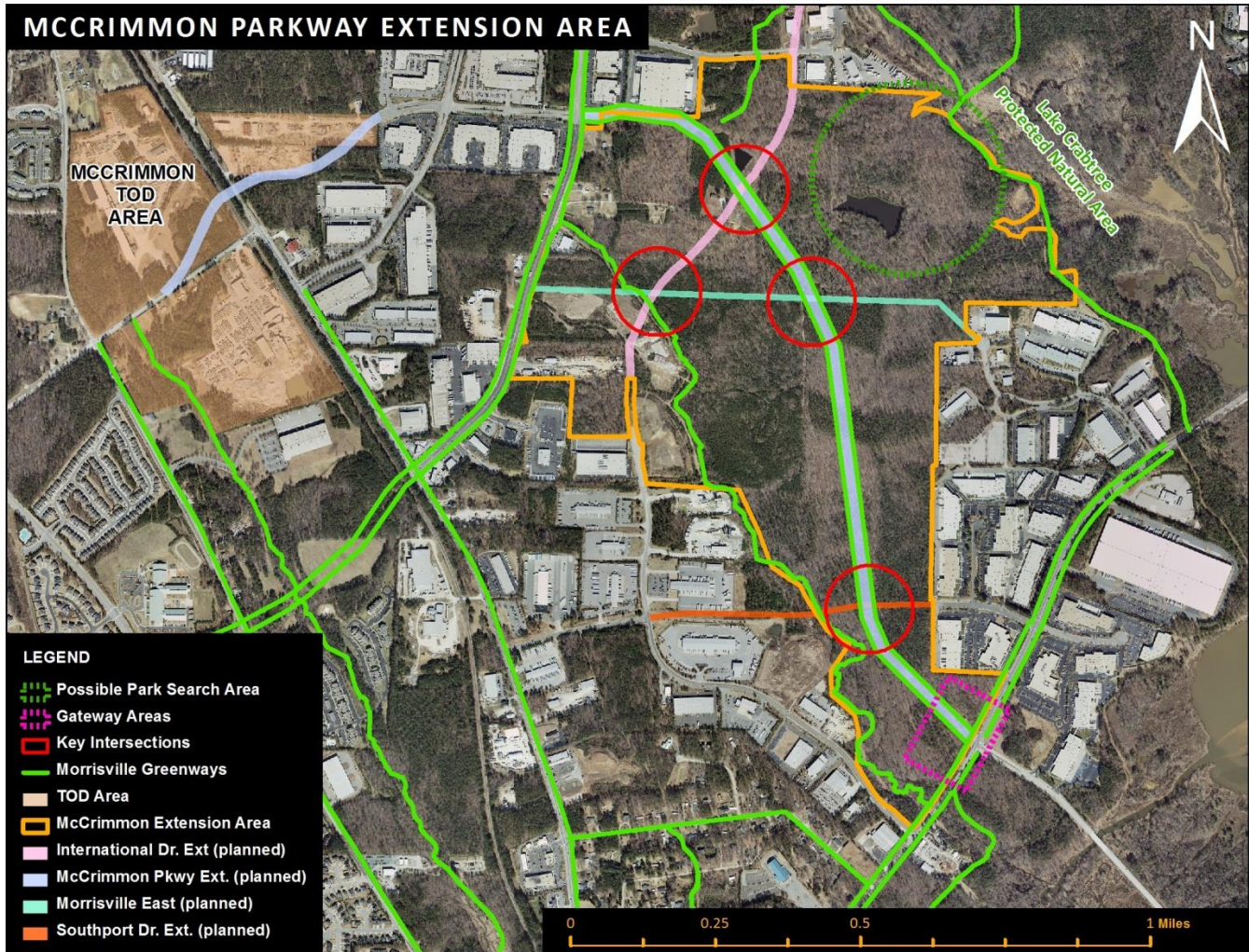
Guidance: Green Space and Natural Areas

17. Standards should promote a linked network of conserved wetlands, waterways and associated riparian buffers; in particular, any master plan covering multiple projects should show how a linked network is addressed.
18. Project development standards related to wetlands, waterways and riparian buffers should enable wildlife corridors to remain intact (for example, at road crossings).
19. Standards for grading and tree-cutting should be tied to the size of a development site.



Project Guidance Map

The project guidance map illustrates how many of the guidance points could be realized in the McCrimmon area, including opportunities for a mix of uses at key intersections (red circles), a key gateway that could potentially include homes in a mix of uses (purple rectangle) and important green space corridors (green lines) with the potential for a neighborhood park (green circle).



Acknowledgements & Appendices

This report was prepared by John Hodges-Copple of the Triangle J Council of Governments, who served as facilitator for the stakeholder meetings. Special thanks to Ben Hitchings, Brad West, Courtney Tanner and Ashley Kaade of the Morrisville staff for their input to, and review and comment on, meeting materials and reports.

For questions or comments, please contact John Hodges-Copple at 919-558-9320 or johnhc@tjcog.org.

In addition to this report, supplemental materials related to the project are available through the Morrisville Planning Department, including:

- Agendas for each of the committee meetings
- Summaries of each of the committee meetings
- Presentations given at each of the committee meetings
- Handouts prepared for each of the committee meetings

Materials can also be accessed through the project website at:

www.townofmorrisville.org/twoplansandacode

Appendix A includes written comments that have been submitted either through the project website, to the Town staff or to the project facilitator, along with the facilitator's responses to these comments.

Appendix B includes two maps showing constraints in the area; the first map includes such features as slopes and floodplains, while the second map shows the area covered by RDU Airport noise contours.

Appendix A. Comments and Responses

The following comments were submitted. Accompanying each comment is a draft response from the facilitator viewed through the lens of the stakeholder meeting discussions and the role that the UDO consultant will fulfill in drafting the Town's new UDO.

Comment #1.

The Morrisville Chamber of Commerce supports state road improvements to address mobility in Morrisville. Because the Chamber supports alternative funding options where the cost of roads is equitably shared among businesses and citizens, we support the referendum under consideration in Morrisville that includes the McCrimmon Parkway Extension, which will relieve pressure on Aviation Pkwy., Airport Blvd. and NC 54.

Facilitator's Response: Morrisville voters will decide in November 2012 whether to issue street bonds. The bonds are intended to fund the purchase of right-of-way and construction of the first two lanes of the McCrimmon Parkway Extension through the study area.

Comment #2.

As for the McCrimmon Parkway extension development plan, I do not object to expansion of McCrimmon Parkway. If Morrisville is to do it, I favor later rather than during the great recession with struggling middle- and lower-income residents. If the extension opens up the "airport overlay" between Aviation and Airport Boulevard, I'd favor most of the area being redesignated for 1/4 and 1/3 acre low-density upscale detached single family houses of high tax value and even future higher appreciation. We might also have acreage for a community-building middle and high school, a public park, a neighborhood shopping center of less than 15 acres, and a tree noise buffer between RDU and residential areas. We could also require developers to soundproof homes. If the area goes commercial, I fail to see how Morrisville can survive as a town. In contrast, upscale homes improve our town's tax value and attractiveness that improves all residential values. About objectionable noise, I understand why RDU staff doesn't want to deal with noise complaints. However, I believe RDU has no right to tell our municipality what it can or cannot do. Several years ago I called and spoke with RDU's noise expert. Result: I was told the highest jet noise in town was at Town Hall -- not near the airport. We have allowed housing along Morrisville-Carpenter Road, which should be high jet noise area. Further, I suggest that you check decibel levels locally, especially Amtrak trains and whistles, as well as homeowner lawn mowers and leaf blowers, and TTA's expected train noise. I think all are higher than the occasional jet.

Facilitator's Response: A November 2012 street bond ballot issue will address the funding of McCrimmon Parkway (see: <http://nc-morrisville.civicplus.com/index.aspx?NID=640> for more details on the bond). The issue of how the Town will use the airport noise contours in shaping land use decisions has not yet been resolved. As the commenter notes, the Town has the authority to approve land uses in the McCrimmon Parkway Extension Area. The Town is scheduling a meeting to discuss the noise issue more fully. This discussion is expected to provide more detailed guidance to the UDO team on the desirability of residential uses within the noise contours, both within the McCrimmon Parkway Extension Area and other parts of Morrisville. Regarding other recommended land uses noted by the commenter, the stakeholders were supportive of a mix of uses, including retail that would be at a neighborhood (as opposed to regional) scale [see guidance points #6 and #7 on page 7], and the integration of parks and greenspace into development (including a general search area for a park shown on the map on

page 8). The stakeholder discussion also concluded that community uses should be included in the area to give the area more of an identity and a place for people to gather. Schools are one type of community use (although one with siting determined by the Wake County Public Schools instead of the Town of Morrisville).

Comment #3.

I believe that the development guidelines developed in the meetings are reasonable. I would like to stress that these guidelines must be consistent with the UDO. Landowners who own property in this area have the same rights as all other landowners in Morrisville. Their rights should be respected, but they are not due special consideration or exemptions that are not given to other landowners.

Facilitator's Response: The stakeholder discussion strongly supported the idea that McCrimmon Parkway Extension Area development standards should be consistent with standards applied throughout Morrisville and that new development in the McCrimmon Parkway Extension Area should be held to the same quality standards as similar types of new development throughout Morrisville (see first key theme on page 6).

Comment #4.

Could you please see that these two charts on "Comparative examples of Noise Levels" are added as part of my public comments as a "regular citizen or councilmember" I guess for inclusion into discussion, "Two Plans and a Code". My intentions are by adding these outside facts/opinions, it may also add insight into any consultant/public discussions on changes to the UDO/Morrisville's Airport Noise Ordinance or allowing for more areas of residential development in the UDO, around the proposed transit station across NC 54, Morrisville Outlet Mall (condos as a developer has requested) or around development near the McCrimmon Pwky extension near Evans Rd. As I noted before to staff, Raleigh and Durham County have both allow residential development inside the 65db of RDU's aircraft overlay. I find it interesting that the one chart, list 70db as the "Arbitrary base of comparison. Calling Upper 70s are annoyingly loud to some people. Like conversation in restaurant, office, background music, Air conditioning unit at 100 ft all in the 70s db". [charts can be viewed here:]

Comparative Examples of Noise Levels:

<http://www.industrialnoisecontrol.com/comparative-noise-examples.htm>

Decibel (Loudness) Comparison Chart:

<http://www.gcaudio.com/resources/howtos/loudness.html>

Facilitator's Response: The issue of the how the Town will use the airport noise contours in shaping land use decisions has not yet been resolved. The Town is scheduling a meeting to discuss the noise issue more fully. This discussion is expected to provide more detailed guidance to the UDO team on the desirability of residential uses within the noise contours, both within the McCrimmon Parkway Extension Area and other parts of Morrisville.

Comment #5.

The issue discussed at this last meeting was over what guidelines to forward on. Early in the process, it was a stated desire that nothing be done that would harm the existing

landowners. Examples were given such as increasing green space without giving something back such as density. To that end, our goals should include that "nothing would be done that would devalue the land to the current landowners". This is really a critical item and one that I am sure no one in the room would want to have done to them if it were their land we were discussing.

Facilitator's Response: The stakeholders' discussion concluded that standards in the McCrimmon Area should be essentially the same as standards in the rest of Morrisville (i.e., no special requirements that would only apply in the McCrimmon Area); see the first key theme on page 6. New or more innovative approaches should be voluntary, so that if land owners didn't want to engage in them, they wouldn't have to (e.g. the opportunity to master plan with other land owners or negotiate compensating benefits with the Town). These would be things landowners can take advantage of if they choose, but they can also use the regular process (plan on their own and meet the generally required standards). But these two points don't necessarily mean that UDO standards might not affect land value, just that they wouldn't be any different than standards that all similarly situated land owners throughout the Town would face.

Comment #6.

Since I was unable to make this meeting, I wanted to convey/resurrect an idea from the past (as early as 2002 that I'm aware of) regarding the use of land such as that being discussed if/when it was available. The idea is for a golf course. Though the airport overlay area between Airport and Aviation may not support (though maybe it does) a full 18 hole course, I believe it could accommodate a Par-3 18-hole course with no problem and room for other things. Based on the success of Knightsplay in Apex, I believe this would be a very popular attraction due to our location and the number of avid golfers in the area. And before you discount the idea due to you not being a golfer or for whatever other reason, please query your friends in the area that ARE golfers and get their opinion. I am quite confident it would be a(nother) major success for Morrisville. In fact, I bet you might even be able to get a golf course developer to look at it for you gratis and provide a recommendation/thoughts.

I ask that you please give this thoughtful consideration as you deliberate the potential uses for this land. A Par 3 course is a wonderful place to teach our children and grandchildren how to play the sport. If Council and our Town Parks and Recreation Department can consider building a cricket field, surely we can look at a golf course as a use for this land between Airport and Aviation.

Facilitator's Response: The stakeholder discussion did not specifically address golf course use, but it did include both an interest in park and recreation use (see Park Search Area on page 8) and community and economically viable uses that might be most compatible with open space and natural areas (see guidance points #10 and #11 on page 7).

Comment #7.

The Morrisville Chamber uses three guiding principles in setting its legislative agenda:

- Maintain and grow opportunities for Morrisville businesses
- Reduce the cost of doing business
- Manage growth and support infrastructure improvements so that the marketability of the area is maintained and improved

The Business Case: In November, the citizens of Morrisville will have an opportunity to consider passing a bond referendum to fund three projects. One of the projects is the Highway 54 by-pass

(McCrimmon extension) which will open up a thoroughfare that will take pressure off of NC 54 and increase access to prime real estate. This property is currently zoned for "Regional Office" and "Light Industrial". Economic development growth in Morrisville is limited and opening up the property by connecting McCrimmon will provide new, highly marketable office and light industrial property. Its prime location next to RDU International Airport and Research Triangle Park, particularly for high tech, biotech, research and other companies seeking a highly educated workforce make it some of the best property for economic development investment in the state. Most of this property also lies in the Airport Overlay district. Commercial and office are compatible land use options in airport overlay districts. Additionally, office property's high usage is during the day when noise issues are abated by daytime noise. When looking at county (including school) and municipal revenue and expenditures together, national data shows that businesses contribute significantly more to the tax base than is expended to provide service. On average, properties zone for business development contribute \$3.45 for every dollar of service provided. As a comparison, for every dollar of service consumed by residential property, the average contribution is 87 cents. Positions/Recommendations: The Morrisville Chamber of Commerce supports that any zoning changes instituted on the Highway 54 by-pass maintain the ability to build office, commercial and light industrial.

Facilitator's Response: The stakeholder discussion concluded that the McCrimmon Parkway Extension Area should not become all one use, but instead include a range of uses (see guidance point #5 on page 6), and specifically called for a mix of uses such as office, medical, research and neighborhood scale retail at key intersections and select locations along McCrimmon Parkway (see guidance point #6 on page 6).

Comment #8.

I understand that the Council will hold a Public Hearing ... on the proposed McCrimmon Parkway Extension Development Guide. While I will be unable to attend [the] Public Hearing, I would like to submit the following comments for your consideration. The proposed development guide has been well-researched and designed with excellent input from all stakeholders. I thank Town staff for their efforts. In particular, I wholeheartedly agree with the "key themes" of the Guidance. I hope that Town staff, Advisory Committees, and Council will follow the spirit of these themes throughout the development of this section of Town. I encourage the Council to adopt the Development Guide as written. I am especially supportive of the following points:

- limit retail development in the Guidance to small scale retail (neighborhood-serving), not regional retail;
- restrict residential development to outside the Airport Noise overlay;
- encourage a mix of uses instead of a single use for the land;
- allow compensating benefits and encourage its use in both this guidance and the UDO.

I would also like to state my complete agreement with Comment #3 in the Guidance:

"... Landowners who own property in this area have the same rights as all other landowners in Morrisville. Their rights should be respected, but they are not due special consideration or exemptions that are not given to other landowners."

The rights of current landowners should be respected. At the same time, if those landowners are asking taxpayers to fund a road (the McCrimmon Parkway Extension) that will substantially increase the value of that land, then they need to be willing to let those taxpayers have considerable input into the development standards for the area. I believe this guidance strikes a

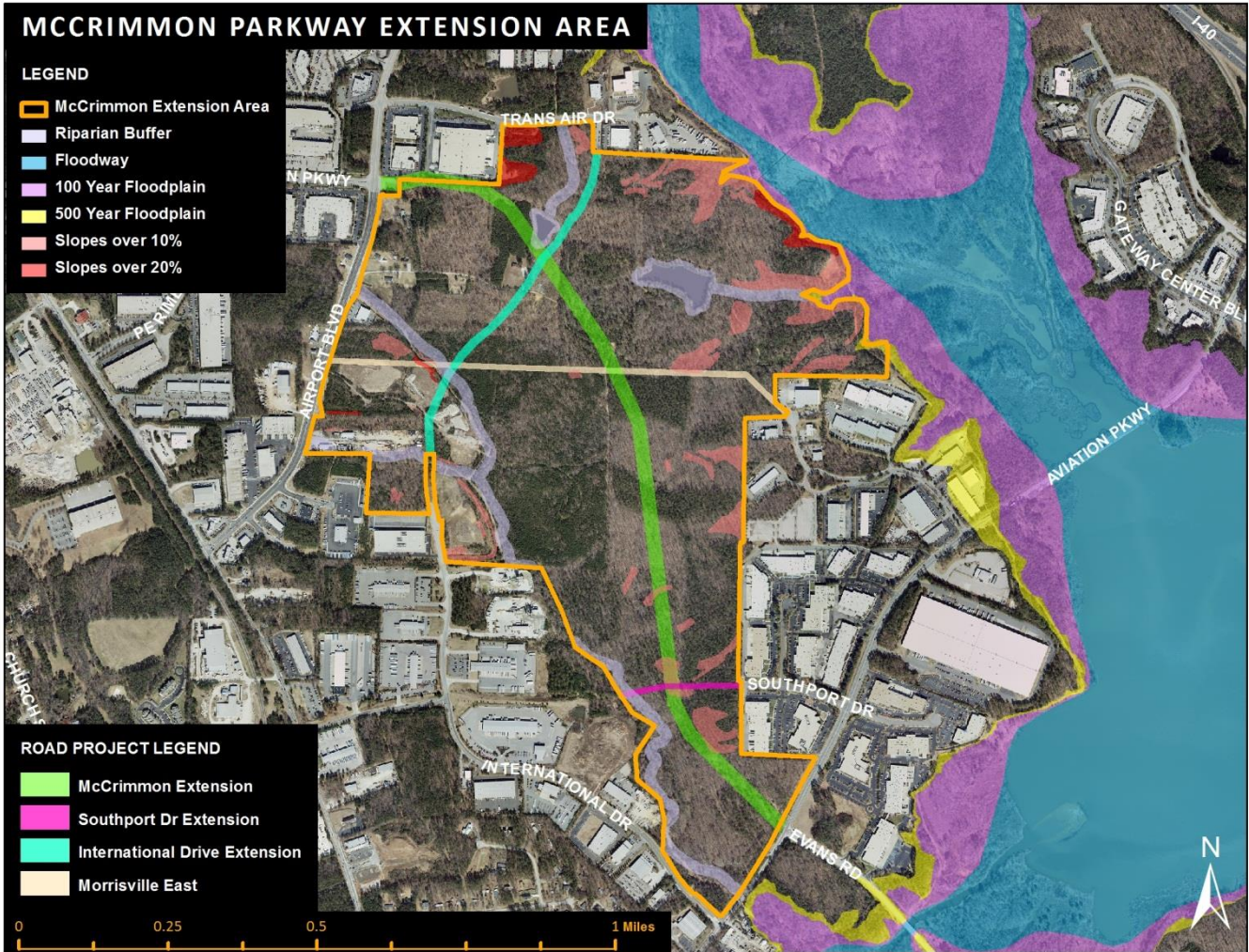
healthy balance between respecting the rights of the existing landowners and the interests of the taxpayers who will be funding the initial development of this land (acquiring the rights of way and building the road). I am excited about this Guidance, as I believe it is a great start to a balanced development of an important section of Morrisville. Thank you for your time.

Facilitator's Response: The support for the key themes and emphasis on the specific points highlighted in the comment is noted.

Appendix B. Maps

The following maps show some constraints that can affect development. Map B1 shows steep slopes, floodplains, the Crabtree Creek and Lake Crabtree floodway and approximate riparian buffers. MapB2 shows the area affected by RDU Airport noise contours.

Map B1. Natural Constraints



Note: Map B1 may not show all possible riparian buffers. Final determination of riparian buffers will be made by the Town of Morrisville Engineering Department.

Map B2. RDU Airport Noise Contours

