

IMPLEMENTATION STRATEGIES

I. INTRODUCTION

In both public and private sector decision-making processes, implementation goals can translate into actions that either support or impede the achievement Knightdale's 2027 Comprehensive Plan. The Knightdale Comprehensive Plan is the primary tool and policy document used to inform and guide decision-making with respect to the future growth and development of the community. The Comprehensive Plan has three fundamental characteristics.

- First, it provides generalized future land use and public facility and service guidance and direction with respect to growth and development. It is not intended to be a rigid or inflexible blueprint.
- Second, it is comprehensive in its scope and intent in order to address a broad range of interrelated components of the town's physical, fiscal, social and economic factors related to growth.
- Third, it is long range in its horizon addressing not only pressing concerns of today, but considers those of tomorrow.

The Comprehensive Plan, when adopted and as regularly updated is intended to function as the consistent and focused basis for decision-making and management of the community's resources, vision and decision-making to manage growth and development.

Plan Implementation actions generally fall into three categories:

- Ordinance modifications,
- Capital improvement programming
- Policy and legislative initiatives.

Each contains a series of steps, actions and activities logically designed to coordinate and measure implementation progress. This chapter contains two primary sections:

- Growth Management Strategy
- Unified Development Ordinance Modifications

The capital improvement programming implementation strategies are found throughout the document. For instance, capital sewer and water projects are found in the Public Utilities Master Plan. Other policy initiatives are found in the objectives and action items contained within other chapters.



II. GROWTH MANAGEMENT STRATEGY

A. Introduction

Wake County coordinated a county-wide project, from September 2000 through January 2003, that developed a coordinated strategy addressing issues related to Wake County's recent, extraordinary growth. The 42-member Growth Management Task Force consisted of three representatives from the county, the 12 municipalities, and the Wake County Public School System. The overall effort to develop a Growth Management Strategy for Wake County included three phases:

1. Phase One: Identify Key Issues and Common Objectives
2. Phase Two: Prepare the Growth Management Strategy
3. Phase Three: Implementation

The Task Force developed broad common objectives, targeting seven key issues:

1. Respecting the uniqueness of each community
2. Land Use and Development Standards
3. Schools
4. Transportation
5. Open Space
6. Water and Sewer
7. Paying for Growth

The next step was to develop the Growth Management Strategy and provide implementation tools that respected each community's autonomy, while at the same time providing a framework for addressing common concerns that affected more than one jurisdiction. A series of major, recurring themes emerged as especially important for the Task Force members:

- Work Cooperatively, but Preserve Local Autonomy
- Different Circumstances Call for Different Growth Strategies
- Rural Character Must Be Preserved
- Protect the Natural Environment and Historic Resources
- Raise the Bar on Development Quality While Ensuring a Healthy Economy

For each major issue considered, the Task Force looked at general strategies and specific tools designed to implement the common objectives from Phase One. Through the course of a year, Task Force members selected two or three specific strategies per issue to be highlighted as a recommended high priorities. These high priority recommendations are the common objectives Task Force members believed



should be implemented first.

Of course, not all implementation tools are appropriate for every community. One tool that makes sense for a small town may not make sense in a larger urbanized town. The Task Force's intent was agreement of general strategies that made sense for the entire county, recognizing that each community needs to choose a set of implementation tools based on local circumstances.

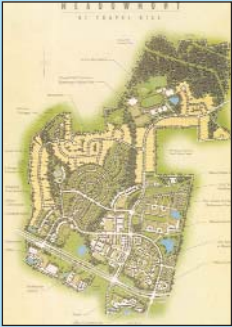
B. Knightdale Growth Management Strategy

Based on the findings and recommendations of the Wake County Growth Management Strategy, the following recommendations are provided in accordance with Knightdale's individual strategies. The recommendations are based on the high-priority strategies listed in the Executive Summary of the Wake County Growth Management Strategy.

1. Community Character and Land Use

Strategy 1: Preserve and Enhance Knightdale's Tree Canopy

Strategy	Authority	Status	Timeframe
1. Tree Protection Ordinances to : · Regulate Clear Cutting · Protect Specimen protect Species	HB 910 authorizes Knightdale to regulate clear-cutting and to 'specimen trees'.	Knightdale to adopt new clear cutting and specimen tree ordinance as part of the UDO re-write.	By July 2004
2. Research additional and amended tree and shrub planting requirements	General Zoning Authority: NCGS 160A-381	Staff to research 1. Street tree plantings 2. Buffer yard widths and planting numbers Propose text changes in UDO re-write.	By July 2004
3. Establish conservation subdivisions (local ordinance that allows or requires development on smaller lots than allowed in normal subdivisions, in order to reserve higher percentage of common open space and natural features)	General Zoning Authority: NCGS 160A-371	Countryside District of Design District Master Plan encourages preservation of open space and natural areas; conservation subdivisions would provide for preservation of open space. Staff will research pros and cons and propose a text change as part of the UDO re-write.	By July 2004
4. Encourage Community Tree Planting Programs (Voluntary neighborhood - or - community based program to plant trees)	No special authorization needed.	Planning and Appearance Board to review feasibility of this program	By January 2005



Strategy 2: Adopt Regulations to Protect and Enhance Community Appearance Historic Preservation/Neighborhood Conservation

Strategy	Authority	Status	Timeframe
1. List historic properties and structure on National List of Historic Places	No special authorization needed	Maintain current level of effort; create a database to review historic structures and places.	On-going
2. Adopt local historic preservation ordinance	Authorized by NCGS 160A-400	Review current ordinances related to historic preservation and update as part of the UDO re-write.	By July 2004
3. Possible creation of neighborhood conservation overlay district (This is a local designation for areas that do not meet historic district status, or that are intended to be regulated in a more flexible manner than full-fledged historic districts)	Authorized by NCGS 160A-381	Research neighborhood conservation overlay districts and propose possible amendments as part of the UDO re-write.	By July 2004
4. Adaptive reuse (establishment of new uses, in older, often vacant, buildings.)	No special authority needed.	Maintain an inventory of vacant buildings and encourage reuse of those buildings through dialogue with the Chamber of Commerce	Prepare initial list by February 2004. On-going thereafter.

Visual Quality of New Development			
Strategy	Authority	Status	Timeframe
1. Adopt additional appearance standards. (Standards applying to residential and/or nonresidential development designed to improve the visual character of new development; can be mandatory (standards) or recommended (guidelines).)	Authorized by NCGS 160A-451	In accordance with the Design Districts Master Plan, a series of guidelines are established and are to be turned into standards as part of the UDO re-write. Staff to research all guidelines and craft amendments to the UDO	By July 2004
2. Review current landscaping requirements	Authorized by NCGS 160A-381	Staff to review all current landscape requirements and propose changes/additions as needed. Clear cutting ordinance to be adopted. Street tree and bufferyards to be amended.	By July 2004
3. Implement additional open space dedication requirements (local requirements for dedication of open space.)	Authorized by NCGS 160A-371	As outlined in the Country-side District guidelines, preservation of open space is encouraged. Review current code standards for passive recreation requirements; research conservation subdivision pros/cons; and propose open space dedication standards as part of the UDO re-write.	By July 2004

Infill Development			
Strategy	Authority	Status	Timeframe
1. Adopt downtown focus area plan	Authorized by NCGS 160A-361	After adoption of 2027 Comprehensive Plan, complete Downtown Focus Area Plan.	By 2005
2. Adopt standards for desirable infill development. (In accordance with Design District Master Plan Guidelines and proposed transit locations, the downtown area is to be planned for higher density areas around a commuter rail station.)	Authorized by NCGS 160A-381	Research infill development standards from comparable towns; convert design guidelines related to infill development into standards as part of the UDO re-write.	By July 2004

2. Schools

Strategy 1: Adopt Regulations and Incentives to Create More Diverse Communities

Strategy	Authority	Status	Timeframe
1. Adopt mixed-use development regulations and incentives. (Local regulations and incentives designed to ensure that new development contains a mix of land uses (residential and non-residential.)	Authorized by NCGS 160A-381	As part of the UDO re-write, include new ordinances for mixed-use developments, master planned subdivisions and neo-traditional design.	By July 2004
2. Review and possibly adopt inclusionary housing ordinances (Local ordinances that require a certain percentage of each development to include affordable housing units or a mix of housing units.)	Statutes do not explicitly provide this authority	Staff to review this type of ordinance and determine if necessary as Knightdale has a high percentage of affordable housing.	By July 2004
3. Adopt affordable housing incentives (Density bonuses, procedural streamlining and other incentives designated to encourage, rather than require, the provision of affordable housing.)	Authorized by NCGS 160A-381	Staff to review this type of ordinance by researching pros and cons for affordable housing ordinances. Propose a text amendment as part of the UDO re-write if needed.	By July 2004

Strategy 2: Obtain Better Technical Information from Stakeholders

Strategy	Authority	Status	Timeframe
1. Establish informal tech-planning group	No special authorization needed	Work with Wake County to establish group to discuss school location criteria.	On-going



3. Transportation

Strategy 1: Ensure Planning and Regulations that Make the Land Use/Transportation Connection and Reduce Vehicle Miles Traveled

Strategy	Authority	Status	Timeframe
1. Continue to identify preferred growth areas (Areas that contain existing or planned concentrations of jobs and infrastructure)	Authorized by NCGS 160A-361	Continue to monitor adopted land use plans: design district master plan, official zoning map, regional plans	On-going
2. Coordinate the location planned transportation improvements with desired land uses and intensities	Authorized by NCGS 160A-361	2027 Comprehensive Plan of has examined this strategy. US 64 Bypass Focus Area Plan has planned for land use densities around interchanges. Continue to monitor development patterns and update regulations as needed.	On-going
3. Ensure zoning allows higher minimum densities in preferred growth areas	Authorized by NCGS 160A-381	Design District Master Plan encourages higher densities in preferred growth areas. Site design and district standards are to be adopted as part of the UDO re-write	UDO Update by July 2004; Continue to monitor this as an on-going project
4. Adopt regulations or incentives to promote mixed-use development	Authorized by NCGS 160A-381	Design District Master Plan encourages mixed-use developments. Standards and incentives are to be adopted as part of the UDO re-write.	UDO Update by July 2004;
5. Adopt standards and incentives to reinforce pedestrian-friendly environment	Authorized by NCGS 160A-381	2027 Comprehensive Plan contains numerous guidelines supportive of the pedestrian friendly environment. Standards and incentives are to be adopted as part of the UDO re-write.	By July 2004
6. Tailor parking standards to promote mixed-use development	Authorized by NCGS 160A-381	2027 Comprehensive Plan encourages mixed-use developments. Standards and incentives are to be adopted as part of the UDO re-write.	By July 2004

Strategy 2: Work Cooperatively to Coordinate Local Transportation Programs

Strategy	Authority	Status	Timeframe
1. Coordinate development and updating of transportation plans	Authorized by NCGS 160A-361	Continue to coordinate with Wake County and adjacent municipalities via CAMPO and Planners, Managers, and Task Force meetings/workshops.	On-going
2. Wake County to coordinate countywide and regional transportation programs. Municipalities	No special authorization needed. Some individual tools, such as impact fees, may need enabling authority.	Continue to coordinate to participate in process with Wake County and adjacent municipalities via CAMPO, Planners, Managers, and Task Force meetings/workshops.	On-going
3. Seek legislation for mechanism to address extra-jurisdictional transportation impacts (Wake County seeking authority for mechanism to address extra-jurisdictional impacts; options might include countywide system of impact fees, or interlocal agreements to address projects or regional impact.)	Authorized by NCGS 160A-381	Continue to coordinate with Wake County and adjacent municipalities via CAMPO, Planners, Managers, and Task Force meetings/workshops.	On-going
4. Plan for and implement a multi-modal secondary road network that is consistent with the primary road network	Authorized by NCGS 136.662	County and municipalities coordinate with CAMPO and state to plan and implement secondary road network for multi-modal use and to support desired development patterns.	On-going



4. Open Space

Strategy 1: Establish a Permanent, Dedicated Funding Source to Acquire Open Space

Strategy	Authority	Status	Timeframe
1. Increase local sales tax to provide dedicated source of funds for open space acquisition	Wake County currently imposes 2 cent local option sales tax	Sales tax was just increased, but not dedicated for open space acquisition in Knightdale. Research feasibility of increasing this tax for open space purposes.	By 2005
2. Adopt real estate transfer tax (Levy a tax on real estate transactions, authority assessed on the actual sales price (including land and improvements) to provide dedicated source of funds for open space acquisition.)	Special legislation required. No jurisdictions have feasibility	Work with other municipalities in researching of imposing this tax.	By 2005
3. Adopt open space impact fee	Special legislation required. No jurisdictions have authority	Work with other municipalities in researching feasibility of imposing this tax.	By 2005
4. Increase property tax by modest amount to provide dedicated source of funds for open space acquisition.	No special authorization needed.	Research the feasibility of increasing property tax for open space acquisition.	By 2005

Strategy 2: Adopt Model Conservation Subdivision Ordinance

Strategy	Authority	Status	Timeframe
Revise open space development ordinance to adopt model conservation subdivision ordinance (Local ordinance that allows or requires development on smaller lots than allowed in typical subdivisions, in order to reserve higher percentage of common open space and natural features.)	Authorized by NCGS 160A-371	Staff to re-write open space development ordinance to new conservation subdivision ordinance as part of UDO re-write	By July 2004

4. Water and Sewer

Strategy 1: Continue to Work Cooperatively to Merge Water and Sewer Utilities

Strategy	Authority	Status	Timeframe
Implement Wake County Water/Sewer Plan, including development of single utility by 2015	No special authorization needed	Knightdale evaluating feasibility of merging utility systems with the City of Raleigh	On-going

Strategy 2: Adopt Uniform Natural Resource Protection Standards and Incentives

Strategy	Authority	Status	Timeframe
Adopt uniform natural resource protection standards. (Local governments agree to adopt uniform regulations , but each jurisdiction could adopt their own more stringent regulations.)	<p>Zoning authority: NCGS 160A-381;</p> <p>Authority to protect water quality and supply: NCGS 43-214.5; NCGS 143-355</p> <p>Authority to adopt local erosion control program: NCGS 113A-60HB 910 authorizes Knightdale to regulate clear cutting and to protect specimen trees.</p>	<p>New clear cutting and specimen tree ordinance to be adopted as part of the UDO re-write.</p> <p>Knightdale staff are also preparing NPDES Phase II application which will require new ordinances to be written.</p>	On-going

Strategy 3: Implement Demand Management Strategies

Strategy	Authority	Status	Timeframe
Implement Demand Management Strategies (Local governments to adopt tools such as water conservation rates, conservation rates, water fixture retrofits, or water reclamation and reuse ordinances to reduce per capita consumption of water.)	Authority to adopt local water supply plans: NCGS 143-355(l)	Knightdale to evaluate demand management strategies, determine feasibility and prepare recommendations.	2005



4. Paying for Growth

Strategy 1: Work Cooperatively to Develop a Joint Funding Strategy to Pay for Growth

Strategy	Authority	Status	Timeframe
Work Cooperatively to Develop a Joint Funding Strategy to Pay for Growth (Local governments to work together to secure legislative authority for wide variety of cost recovery tools, and then use revenue from those tools to make improvements on local infrastructure and facilities.)	No authority needed to work together; however, the full range of tools will be available to all jurisdictions only if the common legislative agenda is pursued.	Continue to coordinate with Wake County and adjacent municipalities via Planners, Managers, and Task Force meetings/workshops.	On-going

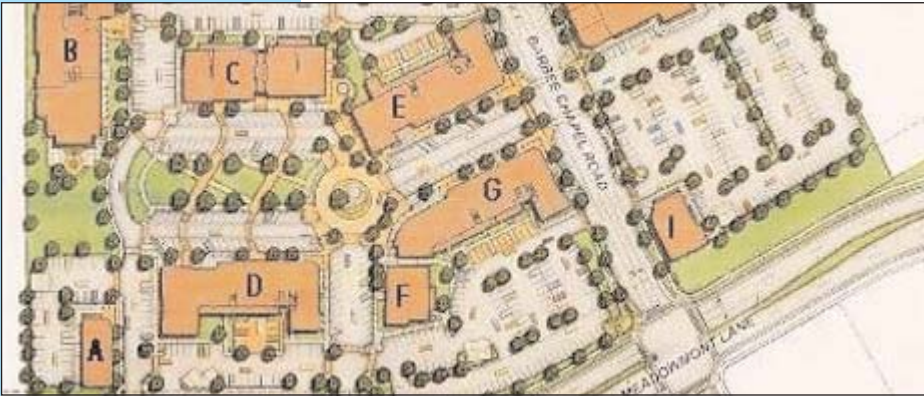
Strategy 2: Prepare and Adopt State Legislative Agenda to Enable Range of Cost-Recovery Tools

Strategy	Authority	Status	Timeframe
Prepare and Adopt State Legislative Agenda to Enable Range of Cost-Recovery Tools (Establish working group to develop common agenda of cost-recovery tools, and jointly lobby North Carolina legislature for approval.)	No authority needed to submit common legislative agenda	Group yet to be established. Work through Planners and Managers regular meetings to discuss this issue.	On-going

C. Next Steps in the Growth Management Strategy

The Wake County Growth Management Strategy will be presented to each local government's governing board in the fall of 2003. Each local government will ultimately be responsible for implementation of the overall strategy. The strategy, as outlined above, is a modification of the Wake County Growth Management Strategy that addresses Knightdale's concerns and issues.

For the next two to three years, Knightdale will be addressing these implementation strategies.



III. UNIFIED DEVELOPMENT ORDINANCE MODIFICATIONS

Updating the Town of Knightdale Unified Development Ordinance is a major implementation priority.

Concurrent with 2027 Comprehensive Plan update efforts, NRS Associates prepared an assessment and evaluation of existing land development ordinances. At the same time, Stantec Consulting, Inc. provided a listing of transportation related ordinance changes necessary to insure Plan and regulatory consistency.

NRS Associates drew up thirteen code assessment criteria categories based on interviews of the Town staff, Town board members (elected and appointed) and the development community. Generally, the statements of those interviewed are characterized in a composite form, providing a current perception of the Town of Knightdale's development codes and the regulatory environment.

The following are those assessments:

1. Definitions - There are shortcomings with the variety of sections and locations where definitions are found in the codes. Due to the age of various ordinance sections, the use definitions often appear inadequate to cope with new, changing or unanticipated uses and activities. Multiple opportunities are then presented which support allegations of staff mis-interpretations and/or inconsistencies. The following definition related issues are identified as significant for Code evaluation:

- Need for general update of overall definitions
- Overlap and conflicts
- Absent or outdated definitions
- Bikeway definition revision
- Street definitions revision to meet comprehensive plan

2. Format - The existing regulations are reasonably well written, but need to be compiled in a User-friendly format. Footers and bold text within the various chapters and sections is needed for identification and differentiation. The following format issues are identified as significant for Code evaluation:

- Style and readability issues
- Lack of user friendly format and language
- Need to consolidate all land development related requirements in a single code
- Need clear and useful topic index

3. Zoning Districts - There is substantial agreement that various existing zoning district classifications require significant amendment, modernization, replacement, substitution and/or revisions. There is similar agreement that updated agricultural, residential and non-residential districts are desired along with new approaches to specific uses and conditions. The following zoning district issues are identified as significant for Code evaluation:

- Review need and application of agricultural districts
- Lack of effective cluster district
- Rail Transit Terminal Overlay District
- Consider Revisions to Planned Unit Development districts, residential and non-residential
- Potential Downtown overlay district
- Corridor Overlay districts generally
- Lack of creativity and flexibility generally

4. Permitted Use Lists - There is a general consensus that existing permitted uses listed within each zoning districts as permitted by-right, special use or as conditional uses are seriously out of date. This is compounded by the lack of modern, comprehensive and clear definitions. Re-examining the appropriateness of present classifications of specific uses within each district is warranted. The following use list issues are identified as significant for Code evaluation:

- Overall update of use list
- Day care
- Churches, schools and related institutions
- Conflict in interpretations
- Fixing of responsibility for interpretations
- Carefully evaluate use by right, special and conditional use lists and clarity of conditions to be met

5. District Provisions - As expected, code complaints centered around the perceptions of adequacy or inadequacy of code content and needs of the various stakeholders. Recognizing that out of date language and, in many cases, no clear or specifically drawn provisions for density, intensity, height, bulk, set-back, access, parking, driveway, noise, lighting, signage, related design standards and/or improvement requirements, the present system of project review and approvals becomes confrontational. The following district provision issues are identified as significant for Code evaluation:

- Evaluate and update general district provisions
- Private streets
- Homeowners association requirements

- Maintenance bonds
- Planned unit development regulations
- Update transportation and park impact fee methodology
- Signs, banners and balloons
- Fencing, razor wire
- Parking, loading storage requirements
- Lighting standards
- Noise decibel standards
- Churches & Schools, by-right or conditional use.
- Planned unit development minimum lots size
- Consider requiring developer pre-public hearing meetings with neighbors
- Consider variable district height, bulk, setback and other design standards to insure neighbor integrity at and adjacent to residential zoning district boundaries

6. Requirements vs. Practice - In general, there appears little problem or concern from the developer community that projects are being delayed, or subjected to lengthy or untimely administrative re-review procedures. The following requirements versus practices issues are identified as significant for Code evaluation:

- Street LOS, level of service standards, TIA improvement and dedication standards and equity
- Off premises signs vs. billboard enforcement
- Lighting standards
- Noise standards
- Site plan, building group and related "completed plan" submission requirements

7. Review Criteria, Administrative Review Procedures - The one area of agreement, from all segments of the interest groups is the process and timing considerations involved with the Town Council and it's administrative procedures. Knightdale's unique requirements for development applications first being scheduled at a Town Council meeting and then referred to the Boards and Commissions for normal hearing and decision-making recommendations, subjects the projects to unwarranted, lengthy and untimely administrative review. The following review and administrative issues are identified as significant for Code evaluation:

- Town Council should be last to hear cases, not first.
- Revision of civil enforcement procedures and penalties
- Uniform addresses and address assignment responsibility
- Timely provision of approved subdivision maps to Public Safety Department



8. Design Standards - Considering the age and format of the current zoning ordinance, height, bulk, set back and related design standards in most cases are overlapping, conflicting, poorly interpreted or non-existent. The nature of new development creates a variety of unanticipated impacts on adjacent land uses in the absence of modern definitions and illustrated design standards. The following design standard issues are identified as significant for Code evaluation:

- Need for courtyard standards.
- Need for clear and consistent definitions and application of traffic LOS standards.
- Need for clear and consistent application of Traffic Impact Analysis (TIA) improvement thresholds
- Remove promise of median cut
- Combine STOD & SHOD, clarify depth
- Revise neo-traditional intent to be consistent in Plan and Code
- Need for clear and consistent application of cul-de-sac standards
- Need for clear and consistent application of primary vs. secondary entrance standards
- Revise to address street calming standards
- Add sight line requirements
- Address right of way street donations and agreement to maintain
- Need for clear and consistent application of gated community standards
- Need for clear and consistent application of street width standards
- Need for clear and consistent application of side walk standards
- Need for clear and consistent application of parking, loading & storage standards
- Need for clear and consistent application of landscaping standards
- Consider "walk-able community" connectivity standards

9. Use Topic Issues - Highly visible land use topics unique to a community often prompt issues requiring a special evaluation. These issues are generally a consequence of either outmoded definitions in the ordinances, omissions in older district Use lists, vague specific zoning district provisions, or review criteria addressing the impacts of such uses. The following "special" issues are identified as significant for Code evaluation:

- Mixed Use Developments
- Home occupations
- Banners and balloons
- Cluster and PUD flexibility
- Patio home lot size and yard interpretations
- Churches, schools and other non-residential uses in residential areas

10. Subdivision Improvements Specifications - Unfortunately, the uniform application of zoning and subdivision requirements leaves significant space for interpretation and confusion. This is experienced by both staff and the development community. The confusion is a result of improvement requirements, design standards and administrative policies found in multiple zoning and subdivision regulations, improvement standard manuals, town management administrative policy and un-adopted technical code documents.

The consequence is substantial discomfort with the entire process of administrative review and enforcement. For instance, just the variety of coordination issues like water and wastewater supply, school and other service providers during a subdivision process should be clearly defined within updated and clear subdivision regulations within the Land Development Code. The following subdivision specification issues are identified as significant for Code evaluation:

- Need for clear, adopted and uniformly applied facility improvement standards for all service providers with emphasis on clarity of processes and procedures
- Reevaluate street lighting and spacing standards
- Evaluate thresholds for under-grounding electrical utilities

11. Subdivision Administrative Review Procedures - Despite procedural efforts to streamline the process, the developer community and staff agree that despite adopted subdivision regulations or practices, projects can be delayed and are subjected to lengthy or untimely administrative re-review procedures. Staff sees the problem in the processes as failures by the developer to submit properly "completed plans." The development community sees the problem as the Town's last minute application of unwarranted requirements that necessitate either a short turn around of plan revisions or delays in project approvals or public hearings. The following subdivision review and administrative issues are identified as significant for Code evaluation:

- Need for clear, adopted and uniformly applied improvement review procedures
- Need clear distinctions among zoning and subdivision regulatory requirements, public improvement design standards manuals and management policies
- Need a revised and up to date community "collector" street plan and process to insure connectivity among subdivisions to major arterial streets
- Need a formal GIS mapping program to locate and document "approved subdivisions"

12. Board/Committee Procedures & Practices - The following Board/Commission administrative issues were identified as significant for Code evaluation:

- Maintain clear distinctive division concerning Board and Commission findings that subdivisions meet applicable technical design standards rather than becoming involved in subjective review of design preferences. Boards and staff should recognize the ministerial nature of confirming a subdivision as meeting the technical requirements of the current ordinances.

13. Transportation Impact Fees - The methodology and cost basis for calculation and exaction of transportation impact fees is out of date and should be revised. This impact fee power is given to only a handful of municipalities in North Carolina and should be carefully structured to achieve its intent.