

## SECTION 1

# Introduction

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The purpose of this document is to present the Secondary and Cumulative Impacts Master Management Plan (SCIMMP) for the Town of Holly Springs (Town). This plan is an update of a Plan approved by the NC 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
- 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 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 and EISs.

Typically, an EA or EIS is developed separately for every infrastructure project undertaken. Each individual EA or EIS prepared includes summaries of the direct, secondary, and cumulative impacts. Developing documents in this manner has several inefficiencies, including the following:

- **Project area**—Often 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 very similar.
- **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 agency includes specific permit conditions to address impacts from a given project, the utility department may not be able to address those conditions. For example, if requirements for ordinance changes are included in permit conditions, these must be approved by the town's governing board. Reviewing SCI and proposed mitigation measures in one holistic document helps streamline this process.

These inefficiencies result in frustration for both the regulatory agencies and regulated community. **The Town therefore worked with NCDENR to develop a SCIMMP process to address the SCI for its planned infrastructure.** Evaluation of the SCI from all planned infrastructure in one document provides a holistic review of the Town's growth projections and infrastructure being designed to support that growth. While EAs or EISs are developed for individual projects to examine the direct impacts of the projects, these documents will reference the SCIMMP for SCI, 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 the MOA, the period of standing for the SCIMMP is 30 years, with an update required every 10 years. For this reason, this updated SCIMMP has been developed to take effect in 2015.

#### SCI Master Management Plan Process

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

## 1.2 SCI Master Management Plan 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 receive preliminary comments, which were then 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 impacts of that given 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 is based on a combination of the Town's long-range urban service area (LRUSA), short-range urban service area (SRUSA, extraterritorial jurisdiction (ETJ), incorporated Town limits, and the comprehensive plan planning boundary. The Town's Planning Area is approximately 61 square miles in size.

The Town's ETJ, shown on Figure 1-1, represents the area beyond the Town Limits where the Town has zoning and building code 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 for the efficient provision of urban services.

In order for the Wake County Board of Commissioners to grant an expansion of an ETJ, the following criteria are evaluated:

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

- Provision of water and sewer service within 5 years (evidence that the system is designed with adequate treatment capacity and required improvements included in the capital improvements 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

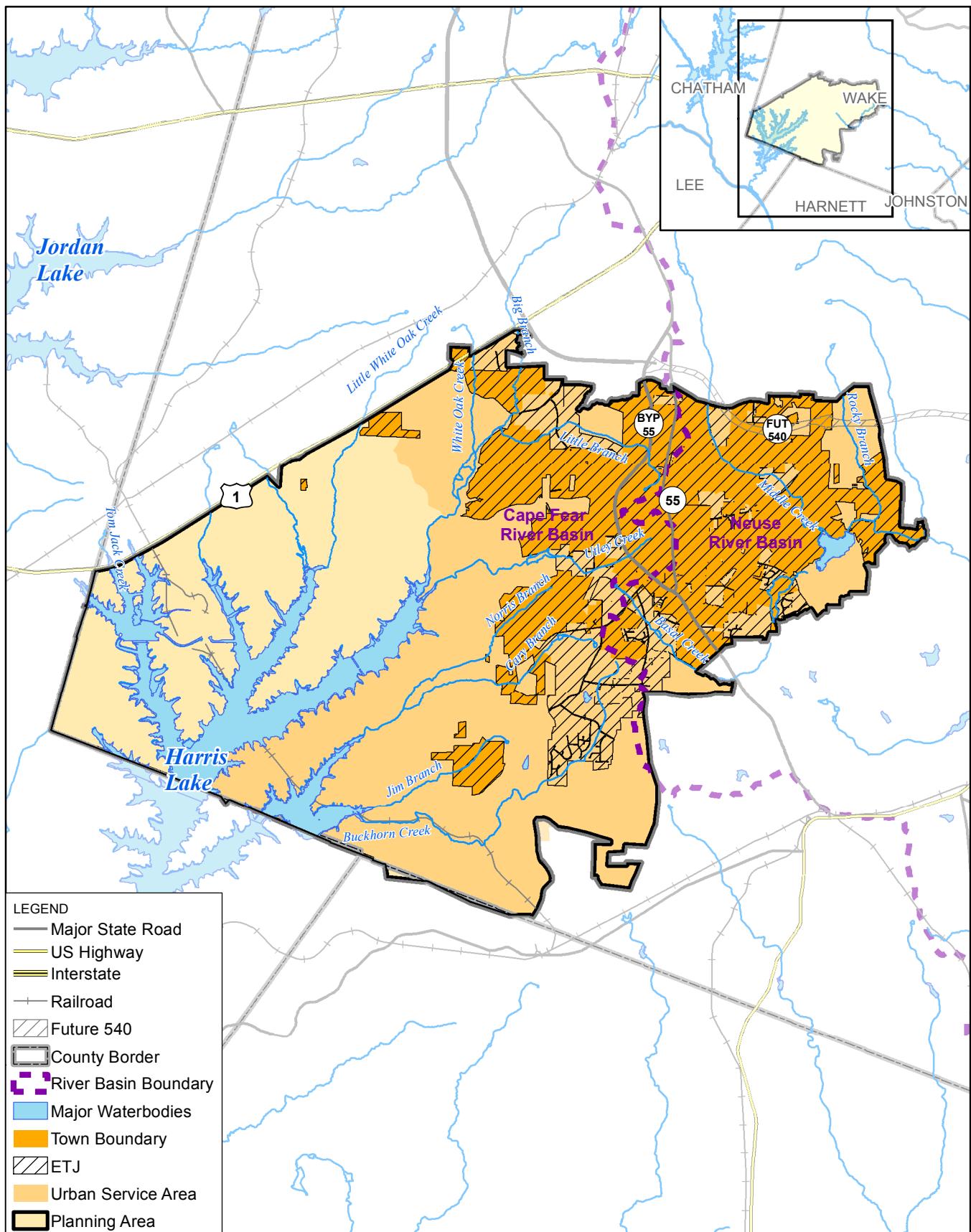
The USA represents areas where the Town will ultimately provide utility service. The Town does not have zoning authority outside the ETJ within the USA. Wake County determines the designation of the type of USA and the Town may request modifications to the boundaries as utilities and other infrastructure are extended closer to the USA. New development within the USA is to occur according to Town standards if annexation is requested or Wake County standards if annexation is not requested. In order for a Town to provide utility services to new development, annexation is required.

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 within or 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, there may be a situation (e.g., septic failures) that could cause areas currently outside the Town limits to come into compliance with Town standards when requesting utility services or annexation. On the rare occasion that 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. Because development outside a Town's ETJ will follow Wake County development requirements if annexation by the Town is not requested, a description of Wake County's programs that mitigate growth impacts is included 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 their property. A land use plan cannot limit property owners' decisions to develop their land. However, zoning is typically 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 process is a dynamic process. Future land use planning and proposed infrastructure plans are linked to population projections and reassessed as elements change over time. As future land use plans are modified, the proposed infrastructure plan is modified to ensure adequate infrastructure for projected future populations. Zoning, which is guided by the land use plan, may be modified. Future land use plans typically coincide with planned infrastructure.



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2015 Secondary and Cumulative Impacts  
Master Management Plan - Town of Holly Springs

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**FIGURE 1-1**  
**Planning Area**

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## 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.      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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