



DEVELOPMENT PROCEDURES

MANUAL

HOLLY SPRINGS, NC



AMENDMENTS

TABLE DPM-A: AMENDMENTS TO THE DEVELOPMENT PROCEDURES MANUAL (DPM)

DPM Supplements 1-17 correspond to the 2002 UDO which was repealed effective February 28, 2022. Corresponding DPM Chapters have been archived.

<i>Resolution Number</i>	<i>Amendment Summary</i>	<i>Chapters Amended</i>	<i>Date Adopted</i>	<i>Supplement Number</i>
22-03	Update for 2022 UDO consistency	1; 2 Chapters Repealed: 3; 4; 5; 6; 7; 8; 9; 10; 11; 12	March 1, 2022	18
22-23	Traffic Study Policy	2	May 17, 2022	19
23-06	Water Resource Management Policy	3	May 16, 2023	20
n/a	Formatting Updates	1; 2	n/a	20



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1 INTRODUCTION

1.1 INTRODUCTION

This manual has been adopted by the Holly Springs Town Council to serve as a reference tool for Town Staff, Design Professionals, and anyone who needs to submit a Development Petition or Application for review to obtain a permit or any other development related approval in conjunction with the Town of Holly Springs Unified Development Ordinance (referred to as UDO throughout this Manual). This manual is a compilation of development procedures, policies, and design preferences. It should be used to assist the user with the information regarding the specific review process from submitting a petition/application through obtaining the final determination of your request.

1.2 JURISDICTION

Any development within the Corporate Limits of the Town of Holly Springs or its Extraterritorial Jurisdiction (ETJ) is required to comply with the UDO and all adopted ordinances, standards, and policies of the Town and the procedures of this Manual. If a proposed development is not within the corporate limits of the Town of Holly Springs or its ETJ, the property owner must submit a Petition for Voluntary Annexation in order for the Town of Holly Springs to consider the development petition.

1.3 WITHDRAWAL OF PETITION/ APPLICATION PRIOR TO DETERMINATION OF OFFICIAL ACTION

The Petition or Application may be withdrawn from consideration at any point in the review process prior to the determination of official action. However, the fees and cost associated with the Petition or Application will not be refunded.

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1.4 AMENDMENTS

This manual may be subject to periodic change. Amendments to the Development Procedures and Policies shall require review and consideration by the Town Council through Resolution. Modifications to the Appendices shall be modified by review and consideration by the Administrator of the Unified Development Ordinance.

which most of the communication will be handled through regarding distribution of Staff Comments or requests for additional information to complete the review process.

Staff: The staff members in the Departments that are involved in the review of the petition/ application for the specific review procedure as indicated.

1.5 OTHER RELATED DOCUMENTS

This manual is intended to complement the following Town documents that also contain development regulations:

- The Town of Holly Springs Unified Development Ordinance (UDO)
- The Holly Springs Engineering Design and Construction Standards
- Town of Holly Springs Town Code
- Town of Holly Springs Policy Manual

1.6 DEFINITIONS OF TERMS USED IN THIS MANUAL

Note: If a term is not defined below, the term shall be defined as specified in the Unified Development Ordinance.

Department Directors: All of the Directors of the Departments involved in the specific review procedure as specified, or their designee.

Director: The Director of the Department of the Primary Processing Department for the specific review procedure or their designee, unless otherwise specified.

Expected Review Time: The typical time required to complete the specific review procedure depending upon the completeness of plans submitted, the thoroughness of responses to staff comments, and timely submittal of each set of plans for review.

Primary Processing Department: The specified Department responsible for the acceptance and processing of the Development Petition or Application for the specific review procedure. This is the Department from



2 TRAFFIC STUDY POLICY

2.1 INTRODUCTION AND PURPOSE

Traffic studies are tools used to evaluate the impacts of land development projects on the surrounding transportation system and determine if improvements are required to mitigate those impacts to the network.

The Town of Holly Springs has developed this Traffic Study Policy to define the need for traffic studies associated with proposed land development projects as well as guidelines for those studies. This policy is intended to provide transparent criteria for traffic studies performed in the Town, establish clear expectations through this process in the Town, and to ensure consistency with the Comprehensive Plan and other adopted Town plans and policies.

The Unified Development Ordinance Administrator (Administrator) shall administer this policy. The Administrator may elect to utilize professional services from a traffic consultant to administer portions of this policy on behalf of the Town.

2.2 RESPONSIBLE PARTY QUALIFICATIONS

Traffic studies must be signed and sealed by a Professional Engineer (PE) licensed in the State of North Carolina with relevant traffic engineering experience. The Administrator reserves the right to make a determination as to whether a particular engineer meets this criterion.

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2.3 TRAFFIC STUDY THRESHOLDS & STUDY AREA

The Unified Development Ordinance (UDO) defines three tiers of traffic studies as follows:

- A. Tier 1: Trip Generation and Distribution Assessment (TGDA): For developments that are not expected to generate significant site traffic or have significant impacts at off-site intersections. This tier of Traffic Study would require a summary of the anticipated trip generation and site traffic distribution but would not require any capacity analysis.
- B. Tier 2: Site Specific Traffic Assessment (SSTA): For developments when site traffic is sufficient to potentially necessitate improvements to the transportation network only in the immediate vicinity of the site. This tier of Traffic Study would typically require analysis of site driveways and critical nearby intersections in a limited study area and would require coordination through the Town's Traffic Study scoping process.
- C. Tier 3: Traffic Impact Analysis (TIA): For developments when site traffic is sufficient to potentially necessitate improvements to the transportation network beyond only site access points or adjacent intersections. This tier of Traffic Study would typically require analysis of critical intersections within at least a 1-mile radius of the site and would require coordination through the Town's Traffic Study scoping process.

Thresholds for required traffic studies will be determined based upon the amount of site-generated vehicular traffic as defined in Table 1 below. The calculations of net new external vehicular trips as used in this section shall be based on the current Institute of Transportation Engineers (ITE) Trip Generation Manual. If an applicable ITE land use is not available or contains limited data, or if additional use-specific trip generation is provided, an alternative trip generation methodology may be approved by the Administrator.

The Administrator reserves the right to require additional or alternative studies on a case-by-case basis including, but not limited to, scenarios in which development is proposed near schools, in areas with significant crash

history, or where known severe traffic conditions or other safety concerns exist currently.

TABLE 1
TRAFFIC STUDY TIERS

Tier	Title	Trip Generation Threshold		Required Study Area
		Daily (vpd.)	Peak Hour (veh.)	
1	Trip Generation and Distribution Assessment (TGDA)	300-499	30-49	No intersection analysis required
2	Site Specific Traffic Assessment (SSTA)	500-999	50-99	Site access points and critical nearby intersections
3	Traffic Impact Analysis (TIA)	1,000+	100+	Site access points and critical intersections within at least a 1-mile radius

Critical nearby intersections for Tier 2 studies are those in such proximity to the proposed development that, in the opinion of the Administrator, will be sufficiently impacted to warrant inclusion in the analysis.

2.4 TRAFFIC STUDY SCREENING, SCOPING, AND MEMORANDUM OF UNDERSTANDING

Prior to conducting any assessment or analysis for submittal, the Applicant shall complete a "Request for Traffic Study Scoping" form to initiate the Traffic Study scoping process with the Administrator to discuss the Traffic Study requirements. The Administrator will determine which Traffic Study tier will be required and, once determined, the Applicant or Applicant's Consultant will schedule a Traffic Study scoping meeting if either an SSTA or TIA is required. If applicable based on the site location, the Applicant shall also coordinate with the North Carolina Department of Transportation (NCDOT)

to confirm additional study requirements and scope elements.

Following the Traffic Study scoping meeting, the Applicant shall submit a Memorandum of Understanding (MOU) or similar document that outlines the required scope of the project. The MOU shall be reviewed by the Administrator and NCDOT (if appropriate) before performing the Traffic Study. If significant changes are made to the parameters documented in the MOU, a revised MOU shall be provided by the Applicant for review and approval by the Administrator and NCDOT (if appropriate). If a required analysis is not submitted within 6 months of the Traffic Study scoping meeting, a new Traffic Study scoping meeting and updated MOU may be required.

2.5 GENERAL TRAFFIC STUDY REQUIREMENTS

While the Administrator may require additional elements for inclusion through the Traffic Study scoping process, Table 2 below provides a summary of the typical scope items to be included for each Traffic Study tier.

2.6 TYPICAL MEMO/TRAFFIC STUDY CONTENTS

A. Required Elements for all Traffic Studies (Trip Generation and Distribution Assessment (Tier 1), Site Specific Traffic Assessment (Tier 2) and Traffic Impact Analysis (Tier 3) Elements).

The following elements related to the site and study area shall be included in the memorandum for all Traffic Studies:

1. Applicant/Project Information.
Includes the project name, location, name of the applicant, and date of the Traffic Study and the name, contact information, registration number (individual or firm), signature, and seal of a duly qualified and registered professional engineer in the State of North Carolina.

2. Project Description.

Includes a detailed description of the development, including site location and all access points, existing and proposed uses for the site, and anticipated completion dates (including phasing). This section shall also include a map depicting the location and surrounding roadway network. A conceptual development plan shall also be provided with the memorandum by the Applicant.

3. Methodology Summary.

Includes a summary of trip generation calculations and anticipated site traffic distribution for project trips.

Figures and maps shall be included as needed to depict site traffic distribution and percent and assignment at site access points.

4. Results and Conclusions.

Includes a detailed summary of results and recommendations.

B. Additional Elements for Site Specific Traffic Assessment (Tier 2) and Traffic Impact Analysis (Tier 3) Elements.

In addition to the elements required for all Traffic Studies, the following elements related to the site and study area shall be included for Tier 2 and 3 Traffic Studies:

1. Table of Contents.

Tier 2 and Tier 3 studies shall include a Table of Contents that lists the section headings, figures, tables, and appendices included in the Traffic Study.

2. Executive Summary.

Includes a general description of the development location, Traffic Study scope, Traffic Study horizon years, general description of the Traffic Study findings, and a summary and graphic depicting mitigation recommendations. Technical publications, calculations, documentation, data reporting, and detailed design shall not be included in this section.

TABLE 2
TYPICAL TRAFFIC STUDY ELEMENTS

Traffic Study Tier	Tier 1 (TGDA)	Tier 2 (SSTA)	Tier 3 (TIA)
Site and Study Area Summary			
Project Location Map & Description	X	X	X
Existing & Proposed Uses and Access	X	X	X
Study Area Roadway Summary (Speed Limit, ADT, etc.)	X	X	X
Existing Condition			
Existing Roadway Network and Signal Timings		X	X
Traffic Counts		X	X
Future Year No-Build (Background) Condition			
Ambient Traffic Growth		X	X
Approved Development Site Traffic		X	X
Roadway/Signal Improvements by Others		X	X
Future Year Build Condition			
Estimated Trip Generation	X	X	X
Anticipated Trip Distribution	X	X	X
Future Year + 5 Conditions (No-Build and Build)			
Additional Growth to Build + 5 Study Year			X
Recommendations and Conclusions			
Capacity Analysis Summary		X	X
Improvement Recommendations & Diagram		X	X
Additional Traffic Study Considerations			
Traffic Signal Warrant Analysis		If Applicable	
Turn Lane Warrant Analysis		If Applicable	
Multimodal Analysis		To be determined by Administrator	
Crash Data Review		To be determined by Administrator	

X – Required Elements

3. Project Description.

This section shall include a description of the study area roadway network (including speed limits, functional classifications, AADT volumes, etc.), a location map depicting the location, study intersections (including site driveway locations), and surrounding roadway network

4. Methodology Summary.

Includes a summary of inputs and methodology incorporated in the Traffic Study. This shall include discussion related to traffic volume data sources, volume development methodology (including approved developments, growth rate, etc.), and site traffic distribution.

Figures and maps should be included as needed to depict study condition volumes and laneage as well as site traffic distribution and assignment.

5. Additional Traffic Study Considerations.

If during the Traffic Study scoping meeting or while performing the required analysis it is determined that additional traffic study considerations are required for inclusion (such as traffic signal warrant analyses, turn lane warrant analyses, multimodal analyses, crash data reviews, etc.), summaries of those additional items shall be documented in the report.

6. Results and Conclusions.

Includes a detailed summary of results of the capacity analysis as well as other applicable required analyses (queue, traffic signal warrant, crash data, multimodal, etc.) evaluated as part of the Traffic Study. Unless otherwise noted, level-of-service (LOS) and delay shall be reported for all signalized intersections and approaches at study area intersections. Based on the Highway Capacity Manual (HCM), LOS for unsignalized intersections is not defined as a whole; instead, only the individual stop-controlled or yield approaches shall be

reported from HCM through the Synchro analysis.

The Traffic Study shall also provide a description of the findings regarding impacts of the proposed project on the existing and future transportation system and describe the location, nature, and extent of all mitigation measures recommended to be performed as part of the development to achieve required mitigation thresholds, including a graphic depicting recommended mitigation.

7. Appendices.

Includes the MOU and other applicable documents. Tier 2 and Tier 3 studies shall provide Appendices that include applicable study documents. These sections should include, but are not limited to, scoping documents, traffic count data, approved development data, analysis results (Synchro analysis LOS reports, etc.), and traffic signal plans and timing data. Documents related to additional traffic study considerations (crash data, traffic signal warrant analyses, etc.) should be included as applicable.

2.7 TRAFFIC STUDY METHODOLOGY

The following summary details the methodology expected to be used in required traffic study:

A. Existing Condition Analysis.

The following elements shall be considered in existing condition analyses required in Tier 2 and Tier 3 Traffic Studies:

1. Traffic Counts.

Unless otherwise approved by the Administrator, count data shall be no more than 12 months old and shall be collected for the peak periods of the proposed development.

It is expected that counts will be performed in 15-minute intervals on weekdays (Tuesday through Thursday) when schools are in session and not impacted by significant

events that would affect normal traffic patterns (holidays, severe weather, special events, road closures, etc.). For most projects the typical peak conditions occur between 7:00 to 9:00 AM and 4:00 to 6:00 PM, though site-specific conditions may necessitate additional or alternate count timeframes at the direction of the Administrator. For example, 12-hour turning movement counts may be required if a traffic signal warrant analysis is required as part of the Traffic Study, or weekend peak counts may be required for projects with special event peaks or significant traffic peaks on weekends.

Traffic count data shall be included in the Appendix of the Traffic Study, and existing peak hour volumes shall be depicted in a figure included in the Traffic Study.

2. Existing Roadway Network.

Existing signal plans and timing data shall be obtained from NCDOT or collected in the field with permission from NCDOT. This data, along with existing study area intersection laneage, shall be incorporated in existing analyses per NCDOT Congestion Management Unit guidelines.

It is recommended that a site visit is conducted to confirm the existing network and to observe existing traffic conditions. Existing study intersection configurations (including turn lanes, storage lengths, and intersection control) shall be depicted on a figure included in the Traffic Study.

B. Future No-Build (Background) Condition Analysis.

The following elements shall be considered in background condition analyses required in Tier 2 and Tier 3 Traffic Studies:

1. Volume Development.

Future year background traffic volumes shall be forecasted using historical growth rate information, regional models, and/or Traffic

Studies for development approved by the Town but not yet built.

Background Traffic Growth: Unless otherwise approved by the Administrator, a 5% annual growth rate shall be accounted for each movement at study intersections.

Approved Development Traffic: The approved developments and transportation projects to be included in the background conditions shall be determined during the Traffic Study scoping meeting. Approved development traffic information used in the development of the future year background traffic volumes shall be included in the appendix of the Traffic Study.

On a case-by-case basis, additional analysis scenarios may be required by the Administrator that consider the impact of significant pending but not-yet-approved projects in the study area.

Future year base traffic volumes, background traffic growth, and other development volumes shall be depicted in a figure (or figures) included in the Traffic Study.

2. Roadway Network.

Transportation improvements assumed in the future-year background conditions analysis may include those improvements with an expected completion date concurrent with that of the development and funded by the Town of Holly Springs, NCDOT, or indicated as a required condition of approval from another nearby development application. Only projects approved by the Administrator at the Traffic Study scoping meeting may be included in the analysis as future existing infrastructure. Those improvements committed by other projects must be clearly identified in the Traffic Study as approved offsite development road improvements.

Planned infrastructure projects that are unfunded, or otherwise not expected

to be completed prior to the identified development Traffic Study horizon year, may be mentioned in the traffic study but the description shall specifically identify that these projects are not included in the background condition.

C. Build-out Condition Analysis.

Unless otherwise approved by the Administrator, future year conditions for a single-phase development shall be analyzed for the year the development is expected to be at full occupancy (build-out year) and, for Tier 3 Traffic Studies, 5 years after the build-out year (build-out + 5).

The following elements shall be considered in build-out condition analyses required in Tier 2 and Tier 3 Traffic Studies:

1. Volume Development.

Trip Generation: Trip generation for the proposed land use(s) should be calculated using data published in the latest version of the Institute of Transportation Engineers' (ITE) Trip Generation Manual. Data limitations, data age, choice of peak hour of adjacent street traffic, choice of independent variable, and choice of average rate versus equation shall be discussed at the Traffic Study scoping meeting. Consistent with NCDOT trip generation methodology, collection of local data may be if appropriate validation is provided by the applicant to support them. Any deviation from ITE trip generation rates shall be discussed in the Traffic Study scoping meeting and documented in the MOU, if approved by the Administrator and NCDOT. For school sites, trip generation and peak hour factor (PHF) methodology shall be based on guidance from the NCDOT Municipal School Transportation Assistance (MSTA) group unless alternative methodology is approved.

Unless otherwise approved by the Administrator, internal capture and pass-by reductions shall be applied per guidance in the most current Trip Generation Handbook published by the ITE or per guidance from

the National Cooperative Highway Research Program (NCHRP). The internal capture reductions shall be applied before pass-by trips are calculated, and pass-by trips associated with the development program may not exceed 10% of the peak-hour volume reported for the adjacent public street network. Evaluation of diverted trips may apply depending on the specifics of each site.

Mode split, which is based on an estimated volume of trips anticipated to use transportation modes other than automobiles (such as bikes, pedestrians, and transit), may be considered on a case-by-case basis. The Administrator may approve a mode-split reduction as part of the Traffic Study scoping process, and mode split calculations shall be applied prior to accounting for pass-by trips.

A trip generation table summarizing all trip generation calculations for the project shall be included in the Traffic Study.

Trip Distribution and Assignment:

Trip distribution assumptions should be developed based on a review of the development plan, existing traffic patterns in the project vicinity, and surrounding land uses. Based on the proposed development, multiple trip distributions may be referenced for differing land use types. Regardless of methodology, the procedures followed and logic for estimating trip distribution percentages must be well-documented in the Traffic Study. Overall site trip distribution percentages proposed for the surrounding transportation network shall be discussed during the Traffic Study scoping meeting and shall be approved by the Administrator and NCDOT (if appropriate) before proceeding with the Traffic Study.

If the project will be built in phases, traffic assignments shall be reported for each phase and subject to Section 8 (Period of Validity), below. Pass-by traffic shall be included at the driveways and access points.

2. Roadway Network.

In addition to the improvements included in the background condition, laneage in the build-out condition should include signal and roadway improvements recommended to be performed as part of the development. Those improvements must be clearly identified in the Traffic Study and in figures as recommended development improvements. See Section 7.F for mitigation measure recommendation standards.

D. Capacity Analysis Inputs.

Level-of-Service (LOS) and delay are the primary measures of effectiveness for impacts to the transportation system, and those measures are defined by the most current edition of the Highway Capacity Manual (HCM). Unless otherwise noted, Synchro LOS and delay shall be reported for all signalized intersections and approaches identified in the study area. Based on HCM, LOS for unsignalized intersections is not defined as a whole; instead, only the individual stop-controlled or yield approaches should be reported based on the HCM reports determined through the Synchro analysis. SimTraffic delay results may also be accepted subject to approval by the Administrator.

Existing signalized intersections shall be modeled based on existing signal timing plans provided by either the Town or NCDOT. Existing signal timing plans shall be included in the appendix of the Traffic Study. If a signalized study intersection is part of a coordinated traffic signal system, it must be analyzed as such under all conditions. Optimized signal timings and signal phasing may be incorporated as part of the future analysis scenarios provided that those changes could be made without degradation to other corridor intersections.

Unless otherwise approved, analysis methodology identified by the NCDOT MSTA group shall be used for analyses associated with school sites, including drop-off and pick-up operations and peak hour factor (PHF) inputs. Unless otherwise directed by NCDOT, actual peak hour factors

(PHF) per turning movement counts may be used in the Traffic Study. Right-turns on red (RTOR) may be incorporated in the Traffic Study for existing intersections where currently permitted in the field or at new signalized intersections where it is reasonable to expect that condition can be accommodated, if confirmed with NCDOT.

Other standard practices and default input values for evaluating signalized intersections shall be consistent with the most recent guidelines published by the NCDOT, Traffic Engineering and Safety Systems Branch, Congestion Management Unit (“Capacity Analysis Guidelines”).

Unless otherwise approved, all traffic studies submitted to the Town shall use Synchro/ SimTraffic or HCS analysis software for signalized and unsignalized intersections and SIDRA or Vissim software for roundabouts consistent with policies released by the NCDOT. A narrative, table, and map shall be prepared that summarizes the methodology and measured conditions at the intersections reported in LOS, intersection and approach signal delay for signalized intersections, and approach delay for unsignalized intersections.

Volume development calculations should be included in the appendix of the Traffic Study.

E. Additional Analyses.

Traffic Signal Warrant Analysis – The Administrator and NCDOT may consider potential signal locations at the Traffic Study scoping meeting. Furthermore, even if a traffic signal warrant analysis was not specifically identified through the scoping process, the Administrator may require traffic signal warrant analyses upon completion of the Traffic Study if a traffic signal is recommended for installation as part of the study. However, traffic flow progression is of paramount importance when considering a new traffic signal location. A new traffic signal should not cause an undesirable delay to the surrounding transportation system. Installation of a traffic signal at a new location

shall be based on the application of warrant criteria contained in the most current edition of the Manual on Uniform Traffic Control Devices (MUTCD) and engineering judgment. Traffic signal warrants shall be included in the appendix of the Traffic Study. Additionally, spacing of traffic signals within the Town must adhere to NCDOT requirements. Pedestrian movements must be considered in the evaluation, and adequate pedestrian clearance provided in the signal cycle split assumptions. If a traffic signal warrant analysis is recommended in the Traffic Study, the Administrator and/or NCDOT may decide to defer a traffic signal warrant analysis until after the development has opened in order to use actual turning movement counts at an intersection.

Turn Lane Warrant Analysis – At new site driveways, a turn-lane warrant analysis shall be performed based on projected build-out traffic volumes and site thoroughfare improvements. This turn-lane warrant analysis shall reference the NCDOT Driveway Manual or other approved industry standards.

Multimodal Analysis – If a multimodal analysis is identified as a requirement in the Traffic Study scoping meeting, the Administrator will provide information on the required scope and methodology of the analysis. The traffic engineer will provide an assessment and discussion of current multimodal LOS conditions in the report as well as a description of how the proposed development will impact multimodal LOS.

Crash Data Review – A summary of crash data (type, number, and severity) for the most recent 5-year period may be required on a case-by-case basis at the direction of the Administrator. Traffic Engineering Accident Analysis System (TEAAS) reports should be obtained from NCDOT or with permission from NCDOT. For locations with prevalent crash types and/or frequency, a discussion shall be included describing factors that may be contributing to the incidents. Depending on the timeline for obtaining these crash reports, this summary may be provided as an update to the Traffic Study.

F. Mitigation Measure Recommendations.

Mitigation Measure Recommendations – This section of the Traffic Study shall provide a description of the Traffic Study's findings regarding impacts of the proposed project on the existing and future transportation system and describe the location, nature, and extent of all mitigation measures identified per the thresholds identified below. to improve and/or maintain the future year background conditions level-of-service (LOS) conditions through phasing and ultimate build-out of the project. This mitigation will be based on a comparison of the levels-of-service (LOS) in the background and build-out year condition scenarios. The development is only required to mitigate transportation deficiencies caused by the projected impact of their proposed development, and not unacceptable background conditions (LOS E-F) or other deficiencies caused by offsite development within the defined study area. For multi-phase developments, the capacity analyses scenarios shall address the phasing of improvements for each phase of development.

The Traffic Study shall identify improvements to the roadway network if at least one of the following conditions exists when comparing future year build-out conditions to future year no-build (background) conditions for overall intersection or intersection approaches:

- the background condition is LOS C-D and the total average delay at an intersection or individual approach increases by 25% or more, while maintaining the same LOS.
- the background condition is LOS E-F and the total average delay at an intersection or individual approach increases by 15% or more, while maintaining the same LOS.
- the LOS degrades by at least two levels between background and build-out but remains LOS D or better at project build-out.
- the LOS degrades from an acceptable LOS (A-D) in the background condition to an unacceptable LOS (E-F) in the build-out condition.

If an intersection or approach operates at LOS E-F in the existing or background conditions and there are identified but not fully funded improvements at that location as part of other developments, fees-in-lieu may be required of the project based on proportionate impact at that location.

The Administrator and NCDOT will review the identified improvements in the final version of the Traffic Study and will have the ultimate determination in the scope of the required mitigation measures.

For cases in which implementation of an improvement is infeasible or is otherwise not required by the Administrator, the Administrator may require payment of fees-in-lieu (discussed in a later section of this Policy) based on the project's percent impact.

Mitigation measures shall be identified for the build-out + 5 scenario to meet the criterion above but will not be used for informational purposes only.

A narrative and table shall be prepared that summarizes the methodology and measured conditions at the intersections reported in LOS and average control delay for each intersection and approach. A narrative and map shall also be prepared that describes and illustrates recommended improvements, by development phase if necessary, for mitigating the projected impact of the proposed development.

G. Transportation Mitigation Agreement (TMA) and Mitigation Implementation.

Upon completion of the Traffic Study, certain on or off-site transportation mitigation measures may be required as recommended by the Traffic Study. The Applicant's Consultant shall prepare a Transportation Mitigation Agreement (TMA) which will summarize the following the results of the study, including:

- Development plan (land uses and intensities),
- Phasing and timing of development (if applicable),

- Site access and points of ingress/egress,
- On and off-site improvements required to adequately mitigate the project impacts to the Town's transportation system, including vehicular, pedestrian, and bicycle improvements, and
- Trigger points and deadlines for construction of any improvements if improvements are planned to be phased,
- Payment of fees in lieu of required improvements (if applicable).

The TMA must be prepared by the Applicant and provided to the Administrator prior to action by the decision-making body for the project. The TMA must be signed by the applicant and the Administrator prior to submittal of Civil Construction Drawings unless otherwise approved by the Administrator.

The required mitigation shall be designed and constructed by the Applicant at the Applicant's expense.

H. Payment of Fees in Lieu of Required Improvements.

In some limited circumstances, a payment of fee-in-lieu may be recommended by the Administrator to the decision-making body. The amount of payment shall be 100% of the actual installation and construction cost of completing such improvements (unless otherwise approved). In cases in which payment of only proportional fee-in-lieu is proposed, the development's contribution should be calculated based on the impact necessitating improvements, such as the impact to a minor-street left-turn (or approach) volume where traffic signal installation is considered or the proportion of site traffic relative to build-out traffic volumes on a movement where an improvement is identified. Cost estimates for required improvements shall be calculated by a registered professional engineer licensed in the State of North Carolina and provided to the Administrator for review before TMA approval.

2.8 PERIOD OF VALIDITY

The Traffic Study will be deemed valid as long as the associated development plan is valid. However, updates may be required to the Traffic Study to address impacts associated with modifications to the development that would impact traffic operations for the site. These changes may include, but are not limited to, changes in land uses that result in increases in trip generation or significantly different entering and exiting trip patterns (e.g., a change from a residential use to an office use) or changes to site access. For phased development, these changes could include circumstances in which net new peak hour external trips for a proposed phase of development exceed phasing assumed in the Traffic Study by more than 5% (while still remaining less than the total trips analyzed for the overall development). For projects requiring rezoning, updated analyses may be required even if previous studies considered developments generating equivalent or higher volumes of peak hour trips.





3 WATER RESOURCE MANAGEMENT POLICY

3.1 INTRODUCTION AND PURPOSE

This policy is called the Water Resource Management policy, referenced as the Utility Allocation Policy in the Unified Development Ordinance (“UDO”). The Town’s water distribution network, sanitary sewer collection system, and the treatment at the water reclamation facility have a finite amount of capacity. Coordination and management of the demand placed on the utility system by new users is necessary to ensure a properly functioning utility system. Users that have received utility allocation, but have either not timely used their allocation, or used less allocation than estimated creates an uncertainty for municipal expansion planning purposes which causes expense, delay, and inequity in the provision of utilities. As such, the Town’s municipal water and sanitary sewer capacity are valuable resources that must be conserved and apportioned to new end users in a manner that is fair and equitable to both existing and new users, as well as being done in a sustainable manner that promotes the Town’s strategic plan. In this policy, new users of the Town’s water, sanitary sewer, and reclaimed water utility, as well as existing users expanding their use shall be categorized according to their proposed use and have resources allocated accordingly. The terms “project” and “development” used herein shall mean any change in land use that has the potential to require a new or expanded utilization of the Town’s water, sanitary sewer, or reclaimed system, any single use of the foregoing, or any combination of the three.

The Administrator designates the Executive Director of Utilities & Infrastructure (“Director”) to administer this Policy.

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This Policy is a planning and engineering capacity management tool used to monitor the relationship between utility resources and population/economic growth and to:

- A. Readily assess the distribution of capacity within all infrastructure components;
- B. Allocate, and track capacity;
- C. Provide short and long-range planning assistance for specific development proposals, land use ordinances, and land use plans; and
- D. Authorize new service allocations, and where appropriate rescind existing or expire proposed new allocations.

It shall be the policy of the Town to allocate water and sanitary sewer capacity when:

- A. Infrastructure capacity is adequate, as determined by the requirements in the Engineering Design and Construction Standards; and
- B. The submitted projects are in compliance with Vision Holly Springs Comprehensive Plan, the Unified Development Ordinance, and the Engineering Design and Construction Standards; and
- C. The Town Council approves a written plan designating assigned flow to a specifically detailed project after receiving an application for extension of the water/sanitary sewer system which is signed by the Director (or their designee) prior to construction drawing approval.

Compliance with this Policy on behalf of an applicant for a new project or an expansion of an existing project shall not create a right to any Town utility. The Town Council hereby reserves all rights to review, modify, or deviate from this policy at the sole discretion of the Council. This shall include, but is not limited to:

- A. Determining capacity available per category to maintain a fair and equitable balance between categories and to promote strategic growth deemed in the best interest of the Town;
- B. The release of additional allocation recaptured through the Town's reconciliation quarterly process; and

- C. Other relevant factors as determined by Town Council, Planning Board, Board of Adjustment, or other governing bodies.

3.2 APPLICABILITY

This policy shall control the allocation of water and sanitary sewer to projects requiring utility permits based upon the North Carolina Administrative Code (NCAC) Title 15A Subchapters 18C and 02T.

All projects that require, as of the date of this policy (July 1, 2023), a legislative determination by the Town Council, a quasi-judicial determination by the Town Council or Board of Adjustment, or an administrative approval by staff, relating to a new project or an existing project for a change utility demand must obtain approval of the Utility Allocation Request for the capacity needs of the project at the time of a Unified Development Ordinance (UDO) application/permit. The needs of the project should be evaluated by a North Carolina licensed professional engineer in the preliminary sewer study and/or hydraulic analysis for fire flow.

The Town shall maintain a capacity management program which shall recognize the Town Council's approval of allocation and track all new connections and flow projections. In addition, modifications to the existing water and sanitary sewer connections, due to redevelopment, shall be reviewed in the allocation request process.

This policy shall not apply to projects which have submitted the UDO application/permits prior to the effective date and remain in an active development status, as determined by the UDO. Any project that has otherwise been exempted from this policy must come into compliance with the policy if the project proposed an increase in estimated flow from the time of prior approval.

3.3 AVAILABILITY

Allocated flows will not be considered actual flow to the system until a Certificate of Occupancy (CO) for the project has been issued. When the CO is issued, or a water meter is installed for a specific building within or outside the project, the flow will be assumed to be actual

flow to the water and sewer system, which will determine the total available flow.

3.4 ALLOCATION ASSIGNMENT

Water and sanitary sewer allocation necessary to serve proposed projects and expansion or modifications to existing projects shall be based on use capacities as identified in Section 15A of the North Carolina Administrative Code 02T .0114. Available allocations will be released on a fiscal year basis the first week of July each year (“Available Allocation”). If requested Allocation exceeds available flow for any given year, development projects that otherwise qualify for Allocation shall be placed onto a waiting list for the next available Allocation in the order it was approved by the Director. All utility capacity shall be considered, allocated, and tracked through the following categories:

- Operational Reserves
- Residential
- Non-Residential

3.4.1 OPERATIONAL RESERVE ALLOCATION

A portion of the Available Allocation is hereby set aside for Operational Reserve (“Operational Reserve”). The Operational Reserve category shall include all federal, state, or locally funded public facility projects that are significant, as determined by the Town Council, or Economic Development projects, as defined by the Town’s Economic Development policy. There is not a maximum allocation per development; however, Town Council reserves the right to set a maximum allocation available per project or phase, if deemed appropriate.

The annual available allocation for the Operational Reserve is 30% of the Available Allocation, and shall be no less than 33,000 gpd. Any remaining Operational Reserve flow will be rolled into the following year.

3.4.2 RESIDENTIAL ALLOCATION

A portion of the Available Allocation is hereby set aside for residential uses (“Residential Allocation”). Residential Allocation will be considered for all projects defined as Residential in the UDO and shall be allocated and tracked over two (2) subcategories. These subcategories are single family residential projects (including townhomes);

and attached projects (including apartments and condominiums).

The total of all residential projects: detached dwelling, attached dwelling, and apartment dwelling projects shall be eligible for a maximum allocation of 70% of the Available Allocation, once the Operational Reserve has been allocated by the Town, and shall be no less than 46,900 gpd. Any remaining Residential flow at the end of the fiscal year will be rolled into the following year.

Subject to overall availability in a given year, a maximum of twenty percent (20%) of the available residential flow can be allocated to attached dwelling or apartment dwelling developments. Due to the nature of attached dwelling units or apartment dwelling developments, this amount can be front-loaded and utilize future year’s 20% allocation in connection with one contiguous apartment dwelling development.

Any detached dwelling project in excess of 75 lots must be phased so that a maximum of 75 lots can be considered for allocation in a single phase in any one fiscal year. Developments that are within 10% of this limit per phase may receive an allocation with an exception granted by the Director, pursuant to the requirements in Section 7.1(H). In addition to those requirements, the basis for granting the exception will be based on design constraints or build out of a development, in the sole discretion of the Director.

3.4.3 NON-RESIDENTIAL ALLOCATION

A portion of the Available Allocation is hereby set aside for non-residential uses (“Non-Residential Allocation”). Non-Residential Allocation will be considered for all projects defined as Non-Residential in the UDO.

The total of all Non-Residential category is 30% of the Available Allocation, once the Operational Reserve has been allocated by the Town, and shall be no less than 20,100 gpd. If the Non-Residential Allocation is exhausted, mixed-use projects may be served using allocations from the attached dwelling availability from the Residential Allocation, if available and approved by Town Council. Any remaining Non-Residential flow at the end of the fiscal year will be rolled into the following year.

3.5 PRIORITIZATION OF PROJECTS

All allocation requests from Priority Level 1 shall be considered when a completed application is received by the Director. Projects that meet the criteria for Priority Levels 2 or 3 must meet Priority Level 1 qualification prior to Town Council consideration for allocation approval. Projects shall be grouped into one of the priority levels below to determine the level of priority. In order to be considered in any classification below, all permitting and approval application requirements by the Town and other regulatory agencies having jurisdiction must be initiated.

3.5.1 PRIORITY LEVEL 1

Projects the Town desires to advance with utility allocation. Priority 1 projects include the following classes of development:

- Development within the corporate limits (or pending an annexation petition), within existing zoning
- Public and Institutional Uses
- Development Plans submitted prior to effective date of this policy (July 1, 2023)
- Projects that qualify for operational reserves
- Priority Level 2 and Priority Level 3 projects with committed Allocation Elements

3.5.2 PRIORITY LEVEL 2

Priority 2 projects include the following classes as described below. Priority Level 2 does not include projects adjacent to the Town's transmission mains for water and sanitary sewer infrastructure.

- Area of Target Investment (development proposed within 1000 feet of existing infrastructure)
- Must be annexed into the corporate limits or willing to annex concurrently with associated legislative, quasi-judicial, or administrative approval of the Town.
- In order to advance to Priority Level 1, two (2) of the following allocation elements must be included in the development plan:
 - Public Infrastructure Improvements
 - Sustainable Design
 - Work Force Housing

- Open Space/Tree Preservation

3.5.3 PRIORITY LEVEL 3

Priority 3 projects include the following classes as described below. Priority Level 3 does not include projects adjacent to the Town's transmission mains for water and sanitary sewer infrastructure.

- Generally, such projects are more than 1000 feet from existing utility infrastructure and will also incorporate new mains, collection lines, pressure mains, and pump stations necessary to accommodate the extension of service to and at the development.
- Must be annexed into the corporate limits or willing to annex concurrently with associated legislative, quasi-judicial, or administrative approval of the Town.
- In order to advance to Priority Level 1, three (3) of the following allocation elements must be included in the development plan.
 - Public Infrastructure Improvements
 - Sustainable Design
 - Work Force Housing
 - Open Space/Tree Preservation

3.5.4 ALLOCATION ELEMENTS

Allocation elements are proposed uses or characteristics of a project or development that promote an aspect of the Town's Strategic Plan or otherwise promotes long-term sustainability that aids in preserving the scarcity of water resources, protects the environment, or other public benefit to the town as a whole, such as the following examples described below.

- Public Infrastructure Improvements
 - Option A:
 - Vegetated wetland in lieu of wet ponds; and
 - Include stormwater control devices within parking lot islands
 - Option B:
 - Provide structured parking so as to minimize impervious surface area

- Option C:
 - Take pump station offline; or
 - Install oversize utilities; or
 - Install 1000' of basin wide water/sewer infrastructure
- Sustainable Design
 - Earn LEED Certification; or
 - Earn National Green Building Standards Certifications, or equivalent as determined by Director
- Work Force Housing (housing at 60-80% Area Median Income)
 - 5% of the units for detached or attached dwellings; or
 - 10% of the units for apartment dwellings.
- Open Space/Tree Preservation
 - Increase of at least 25% Active Recreation Space; or
 - Increase of at least 100% for Urban Civic Space; or
 - Increase of at least 25% of required area for Tree Preservation Areas; or
 - Preservation of at least 10% of Specimen Trees on site.

3.6 GENERAL REQUIREMENTS

- A. Projects that require discharge of sanitary sewer into the Town's sanitary sewer collection system must complete a Utility Allocation Request and obtain a Utility Allocation Approval (which the applicant shall include with any requested Town approval listed in 6.2(A) below) from the Town Council.
- B. Allocation requests shall be signed and sealed by a professional engineer and shall provide relevant project information including, but not limited to:
 1. Number of residential units and/or area of non-residential and proposed uses,

- 2. Detailed timeline indicating sanitary sewer needs, including units of capacity requested and quarters of the year expected to have flow,
- 3. Phasing, if applicable, and
- 4. Permit extension (or modification) requirements and sanitary sewer flow projections.
- C. Sanitary sewer flow rates shall be calculated using the NCAC 15A 02T .0114 Sanitary sewer Design Flow Rate – also known as the “02T Rules.”
- D. The Town will not accept civil construction drawing submittals or approve water or sanitary sewer extension permit applications without prior Utility Allocation Approval for the project.

3.6.1 REDEVELOPMENT OF EXISTING STRUCTURES OR PROPERTY

- A. If an existing structure already has a water and sanitary sewer service connection, the previously approved flow will be recognized in the average annual flow to the plant. However, a Utility Allocation Verification may be required to update the Town's records with current information.
- B. A Utility Allocation Verification will be required for all Redevelopment and Change of Use (Building or Zoning) proposals prior to issuance of a Zoning Compliance Certificate and will consist of the applicant filling out a form with the current use, prior use, and time that the business has been vacant. The applicant will be required to analyze the existing flows and net out the expected flows. If additional utility allocations are needed that are significantly higher, as determined by the Director, the applicant must comply with the terms of this policy to gain allocation. If the new use/development of the structure requires fewer utility allocations, excess allocations return to the Town's available allocation.
- C. The Director will review the information provided on the Utility Allocation Verification and update the sanitary sewer flow tracking spreadsheet, as needed.

- D. The applicant will need to follow the Utility Allocation I process for new projects, if any of the following are true:
 - 1. If new water and/or sanitary sewer main extension is needed.
 - 2. If new water and/or sanitary sewer service connection is needed.
 - 3. If a Development Plan or modification is needed to address changes to the building or site design.
- E. Allocation Request for new Detached Dwellings may be exempt from the engineer's letter requirement outlined herein provided that the following are true:
 - 1. The property owner provides a letter outlining the request with the project information including number of bedrooms proposed, so the applicable flow rate can be determined by staff.
 - 2. The water and sanitary sewer service connection is for a Detached Dwelling and/or Accessory Dwelling Unit (ADU) on an existing lot where no subdivision of land is proposed.
 - 3. The proposed water and sanitary sewer service connection will connect to a gravity sanitary sewer main located in a public utility easement on the lot to be served or along the frontage within the public right-of-way of the lot to be served.

3.6.2 PROPOSED PROJECTS

- A. For all new projects, Utility Allocation Requests will only be allowed at the time of the submittal of the initial UDO application/permit for the project, such as a Zoning Map Amendment, Major/Minor Subdivision Plan, Development Plan, Special Use Permit, or UDO Permit.
- B. For Major Subdivisions of 75 lots or more that are hereby required to phase in lots of 75 or less, a request shall be submitted at the time of Major Subdivision plan submittal along with the timeline for phasing and corresponding flow. The Town may elect to use the phased construction timeline provided in the request and allocate

- only a portion of the initial request, or allocate the request over a several year period.
- C. For requests associated with a Development Plan or UDO Permit, the full utility allocation request for the site or property must be submitted.
- D. If a phased request has been granted by Town Council, an administrative request will be required by the developer when the remainder of the allocation is desired for the upcoming year.
- E. No request may be submitted prior to the initial UDO application/permit submittal.

3.7 PROCEDURE AND VALIDITY

3.7.1 PROCEDURE FOR PROCESSING A REQUEST

- A. Upon submittal of the Utility Allocation Request, the Director will review the request and, if complete, add it to the Utility Allocation Request queue.
- B. All requests will be logged in the order in which the request is received and deemed complete.
- C. The Utility Allocation Request will be processed and considered along with the corresponding UDO application/permit. A Utility Allocation Request Application must accompany the corresponding UDO application/permit. Submittal of a complete and valid Utility Allocation Request Application will serve to temporarily hold utility allocation for a project in the order it was received while it is being reviewed and considered by the respective approving body. Pending approval of the corresponding UDO application/permit, the temporary hold will be removed and utility allocation will be formally reserved for the project in accordance with this policy. Should the corresponding UDO application/permit be denied, the utility allocation temporary hold will be removed and the project must reapply for utility allocation in accordance with this policy. A Utility Allocation Request Application will only be accepted concurrently with the corresponding UDO application/permit.
- D. When considering action on a Utility Allocation request, the Director will make a

recommendation to the Town Council and may consider the following:

1. Is the property currently in the town's corporate limits?
2. Is the requested capacity currently available for allocation?
3. How soon will the utility allocation be needed? (i.e. existing building upfit, ready to submit utility permits, phased plan)

E. Once the Town Council approves the Utility Allocation Request, the flow will be updated on the Town's documents as "Allocated flow but not yet permitted."

F. Prior to the Town signing a utility extension permit application, utility allocation approval will be verified.

G. If by mid-point of the fiscal year the Director determines there is sufficient capacity the applicant may request allocation sufficient to serve additional phases of a project that fiscal year.

H. A request for phased allocation shall be accompanied by a project phasing schedule that clearly shows all of the planned phases of the project, together with the allocations approved per phase.

1. A request to release allocation for a subsequent phase may be made once 75% of the units have obtained a building permit.
2. The Director may release the subsequent approved allocation phase once (I) all of the prior phase has been used, (II) there is availability for that year; and (III) all other provisions of this policy have been satisfied.

I. Economic Development project's utility allocation will remain valid until final sewer allocation is received or Town Council rescinds the preliminary allocation.

3.7.2 EXPIRATION

Utility allocation granted to a project shall be permitted, as defined herein, within 12-months of construction drawing approval. Thereafter, any allocation reserved for a subsequent phase of development must be used within 12 months of the allocation being released for that phase.

If allocation has not been used within the stipulated time periods it shall automatically revert to the Town.

3.7.3 EXTENSION

The Town Council may grant an extension in conformance with the UDO (Section 11.10 (2)(C)). The request for such extension must be accompanied by documentation demonstrating use of allocation before the expiration date is unavoidable due to factors beyond the applicant's control. The extension may be granted if, at the sole discretion of the Council, the delay is a result of factors beyond the applicant's control.

3.7.4 REVERSION AND REVOCATION

Utility allocation is granted to a specific project to be located on a specific parcel(s) of land and based on the approved UDO application/permit which received utility allocation.

Upon completion of the project or at project expiration, the unused allocation (adjusted to the actual development constructed, if necessary), will automatically revert to the available pool for allocation. Further, allocation granted to a project may be immediately revoked and fees forfeited immediately upon written notice to the applicant that the Director has determined the allocation was granted based on false or misleading information.

Periodic random comparisons of meter data will be compared with the amount originally permitted minus the return amount. If a parcel exceeds the amount permitted the property owner will have the option to pay a fine for the adjusted amount or disconnect service.

In accordance with 15A NCAC 02T .0118, (the "2T Rules") should the Town exceed 80% of the permitted hydraulic capacity, the 2T Rules shall override this policy. The Director may make any adjustments to existing allocations accordingly.

Utility Allocation may only be used for the specific project or parcel(s) for which it was originally granted by the original developer. Under no circumstances shall allocation be used for any other project.





A APPENDICES

The appendices provide information regarding important dates for the various review procedures and the petition packets. Appendices are updated annually or as needed. Please verify with Development Services that you have the most current version when considering a project.

All review schedules and petition packets are available in digital format by visiting the following website: www.hollyspringsnc.gov/335

- A.01 Review Schedules
- A.02 Rezoning Packet
- A.03 Planned Unit Development Packet
- A.04 Development Petition Packet
- A.05 Zoning Vested Rights Packet
- A.06 Development Waiver/Alternate Compliance Packet
- A.07 UDO Permit for Accessory/Temporary Uses and Structures Petition Packet
- A.08 UDO Permit for Wireless Telecommunications Packet
- A.09 UDO Permit for Forestry Activity, Timbering Operations and Site Clearing Petition Packet
- A.10 UDO Permit for Sign Installation
- A.11 Riparian Buffer Modification Packet
- A.12 Reserved
- A.13 Home Occupation Registration Packet
- A.14 Voluntary Annexation Packet
- A.15 Administrative Appeal Packet
- A.16 Variance of Development Standards Packet
- A.17 Request for Construction Drawing Review Packet
- A.18 Final Plat Packet
- A.19 LUAC Request & Communications Application
- A.20 Residential Building Permit Packet
- A.21 Non- Residential Building Permit Packet
- A.22 UDO Compliance Surety Packet

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- A.23 Zoning Verification Letter
- A.24 UDO Permit for Laying Hens