

CHAPTER

4

IMPLEMENTATION PLAN

WHAT'S INSIDE

Introduction

The introduction sets the stage for the implementation plan.

Funding Opportunities

This section highlights funding opportunities and structures that projects within the CTP may be able to leverage.

Project Prioritization

The content under this heading reflects the technical evaluation that was performed to evaluate projects and establish priorities.

Performance Measurement

This section sets the stage for the Town to track and report performance towards achieving the established vision and goals.

Introduction

A plan is only valuable if it facilitates implementation. The Holly Springs CTP outlines a framework of projects, policies, and next steps to assist elected leadership and Town staff with tools to advance mobility solutions for the good of the Holly Springs community. The success of the Holly Springs CTP hinges on the collaborative efforts of local, regional, and statewide agencies and partners to implement the projects and policies moving forward. One of the keys to implementation will be securing funding for the projects that are identified in the CTP by understanding the following:



Realistic Funding

Understanding funding options is a critical component of the CTP process. Holly Springs currently funds its transportation projects using various federal, state, and local sources. In addition to these more traditional sources, the Town leverages general obligation bonds, development standards, and private and developer contributions.



State and Regional Partnership Opportunities

Not all recommendations identified in the CTP will be the sole responsibility of the Town. For most recommendations, NCDOT will be the lead agency. It will be the Town's responsibility to work in close coordination with the Capital Area Metropolitan Planning Organization (CAMPO) to ensure that needs are reflected in the region's Metropolitan Transportation Plan (MTP), and as appropriate, submitted to the State for prioritization and inclusion in the Statewide Transportation Improvement Program (STIP).



Private Contributions

Developer contributions to the funding, construction, and implementation of transportation infrastructure are a large part of the Town's ability to remain a vibrant and growing community. By applying tools such as the Comprehensive Plan, the Unified Development Ordinance, and the Traffic Assessment requirements, the Town is able to clearly communicate with developers and identify improvements needed to accommodate new or infill growth while protecting the mobility of current residents and workers. When new developments are proposed in the Town, all efforts should be made to ensure that those new developments are consistent with the transportation recommendations from this plan and other transportation planning efforts.



Policy Changes

Policy recommendations, in conjunction with project recommendations, have been identified throughout the CTP. While many projects are funded through capital investments, policy recommendations may be implemented at little or no cost by the Town and have a large impact on the transportation network. Policy recommendations shape the future of the Town by contributing to the development of a multimodal network via development standards, encouraging new travel behavior through partnerships with local businesses and transit providers, and increasing operational efficiency by strategically deploying new technologies.

Funding Opportunities

Regional Partnership Projects

The majority of funding for transportation projects comes from NCDOT. To allocate funds, NCDOT has created a process that considers multimodal projects based on their impact.

The process NCDOT uses is called the Strategic Mobility Formula. This methodology allows NCDOT to allocate funds under the Strategic Transportation Investments (STI) law. The Strategic Prioritization Process (SPOT) is the methodology that NCDOT uses to develop the State Transportation Improvement Program (STIP). The process involves scoring all projects on a number of criteria and through three funding categories to address local, regional, and state needs.

Statewide Mobility

Statewide Mobility accounts for 40% of available funding. In this category, projects are scored solely on quantitative metrics.

Regional Impact

The Regional Impact accounts for 30% of available funding. The Regional Impact is scored similar to Division Needs except that quantitative data makes up 70% and local preference makes up 30% of the total project score.

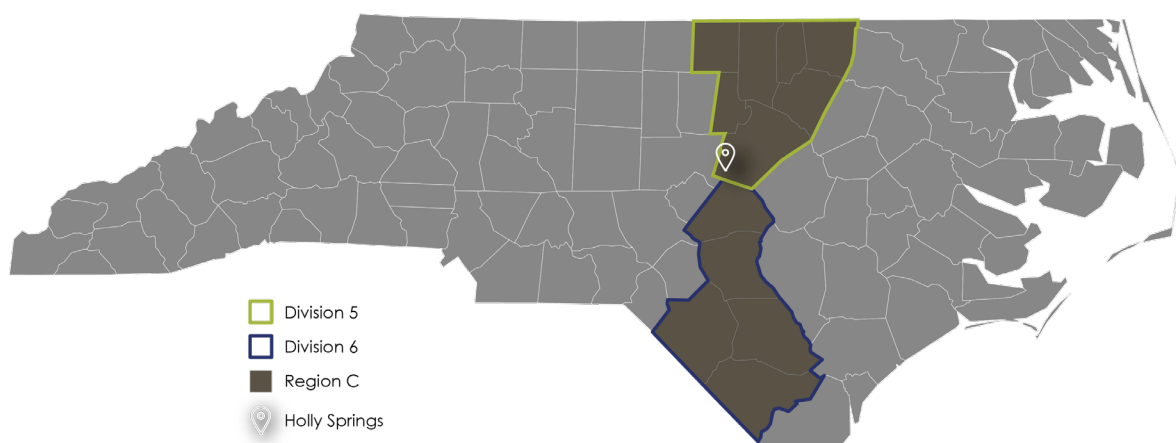
Holly Springs is a part of Region C, which is made up of Divisions 5 and 6.

Division Needs

The Division Needs accounts for 30% of available funding. Projects are scored based on data and local preference. The quantitative and qualitative components are scored equally, each accounting for 50% of the total Division Needs score.

The projects identified in the Holly Springs CTP will compete with other Division 5 projects. The Division includes Wake, Durham, Franklin, Warren, Vance, Granville, and Person Counties. The majority of the Town's projects fall into this category.

While many major projects will be lead by NCDOT, it is the responsibility of the Town to use the CTP to inform development requirements for infrastructure improvements to the network, as well as anticipated right-of-way needs. It is also the responsibility of the Town to use this document to advocate for priority projects to CAMPO and NCDOT to ensure the needs are reflected in the region's MTP, and as appropriate, submitted to the State for prioritization and inclusion in the STIP.



Bond or Community Investment Program

In addition to leveraging federal and state funding, the Town has seen success with the \$40 million transportation bond referendum approved by voters in the Town in 2018. Bonds and the Community

Investment Program are a great starting point for small- to mid-size projects, as well as providing matching funds to leverage larger state and federal funding sources.

Development Driven Projects

Development should be supportive of transportation and mobility solutions outlined in the CTP. This requires careful consideration of right-of-way expectations to ensure the site can accommodate the proposed cross-section of the corridor, construction of the proposed corridor improvements, connections to the development itself, and support for affected critical connections and intersection improvements.

Many of the neighborhood connectors identified in this plan can and should be completed as a part of both new and re-development projects. The

importance of these links is the connection between point A and point B, rather than a specific alignment. The Town can work with independent developers on the path that is beneficial to both the incoming developments and the Town's desire for a more connected and complete network. While not all opportunities for neighborhood connectors are prioritized projects in this CTP, potential connections are shown on the *Cross-Section Map* on page 131 shown in the legend as *New Location LC-2A*.

Project Development

The majority of recommendations in the CTP will need to undergo further evaluation prior to implementation. The success of the Holly Springs CTP hinges on the ability of local, regional, and state stakeholders to collaborate on projects that will address the needs of the community. This plan acts as a guidebook for achieving the stated goals through incremental, but strategic actions.



Project Prioritization

Project Evaluation

Recognizing that our needs for enhanced transportation mobility often exceed the funding available to address them, it is of utmost importance to evaluate and identify the most effective projects for advancement. To assist the Town with identifying how best to advocate for and allocate future funding, the Holly Springs CTP includes a prioritization framework for roadway projects, including both quantitative and qualitative metrics, that will help guide the selection of projects that best advance the CTP's vision and goals.

The metrics used were defined using feedback received from Town staff, the Steering Committee, and members of the public. Special consideration was given to incorporate the criteria considered at the regional and statewide levels and to ensure alignment with the competitive scoring processes completed as part of the STIP and Locally Administered Projects Program (LAPP) process.

Criteria Weighting

Once prioritization metrics were identified, weighting values were determined for each of the metrics. These weighting values were based on input from the public, stakeholders, and Steering Committee as well as regional and state funding considerations.

Cost Estimates


Planning level cost estimates were prepared for each of the projects using per-mile construction costs and cost contingencies for mobilization, engineering, right-of-way, and utilities. These estimations are intended to be high-level, order-of-magnitude estimates to be used for planning and prioritization purposes only. For each of the projects, further evaluation is needed to better-define the extent of the scope and costs. All planning-level costs provided for roadway recommendations are intended to represent present (year 2022) pricing and costs.

The following pages highlight the evaluation measures, corresponding weights, and the resultant near term projects from the data driven process. Detailed prioritization results and cost estimates can be found in Appendix J.

Environmental Justice

Environmental Justice (EJ) is the fair treatment and meaningful involvement of all people, regardless of race, color, national origin, or income, with respect to the development, implementation, and enforcement of environmental laws, regulations, and policies. This means that historically disadvantaged groups should not be disproportionately impacted by any resulting negative effects of a project included in this CTP. As a part of this process, demographic data within a quarter mile of each project was collected and scored to understand potential impacts to various demographic groups. While the scores indicate which projects may have more EJ considerations than others, this analysis is only meant to serve as a brief overview; an EJ assessment will ultimately need to be conducted during the project development phase of a project to fully understand the scope of impacts. This analysis is included in Appendix K of this document.

Project Evaluation Metrics, Weights, and Goal Relationships

Criteria	Weight	Measure	STI/SPOT	LAPP	CTP Goal
Congestion	10%	Existing V/C and V/C Reduction	✓	✓	
Safety	16%	Planning Level Safety Score	✓	✓	
Freight	4%	Existing and Proposed Freight Routes	✓		
Economic Development	10%	Future Land Use Map Character Types			 
ITS Element	6%	Proposed ITS Improvements			
Bike/Ped	12%	Proposed Bike/Ped Improvements			
Transit	12%	Existing and Proposed Transit Routes			
Accessibility	8%	TAZ Population and Employment Data	✓		
Connectivity	14%	Access to Points of Interest			
Benefit-Cost	8%	Prioritization Score/ Cost	✓	✓	



Safe



Connected



Accessible



Multimodal



Efficient



Adaptive



Economic Development



Integrated Planning



Realistic

Near Term Projects

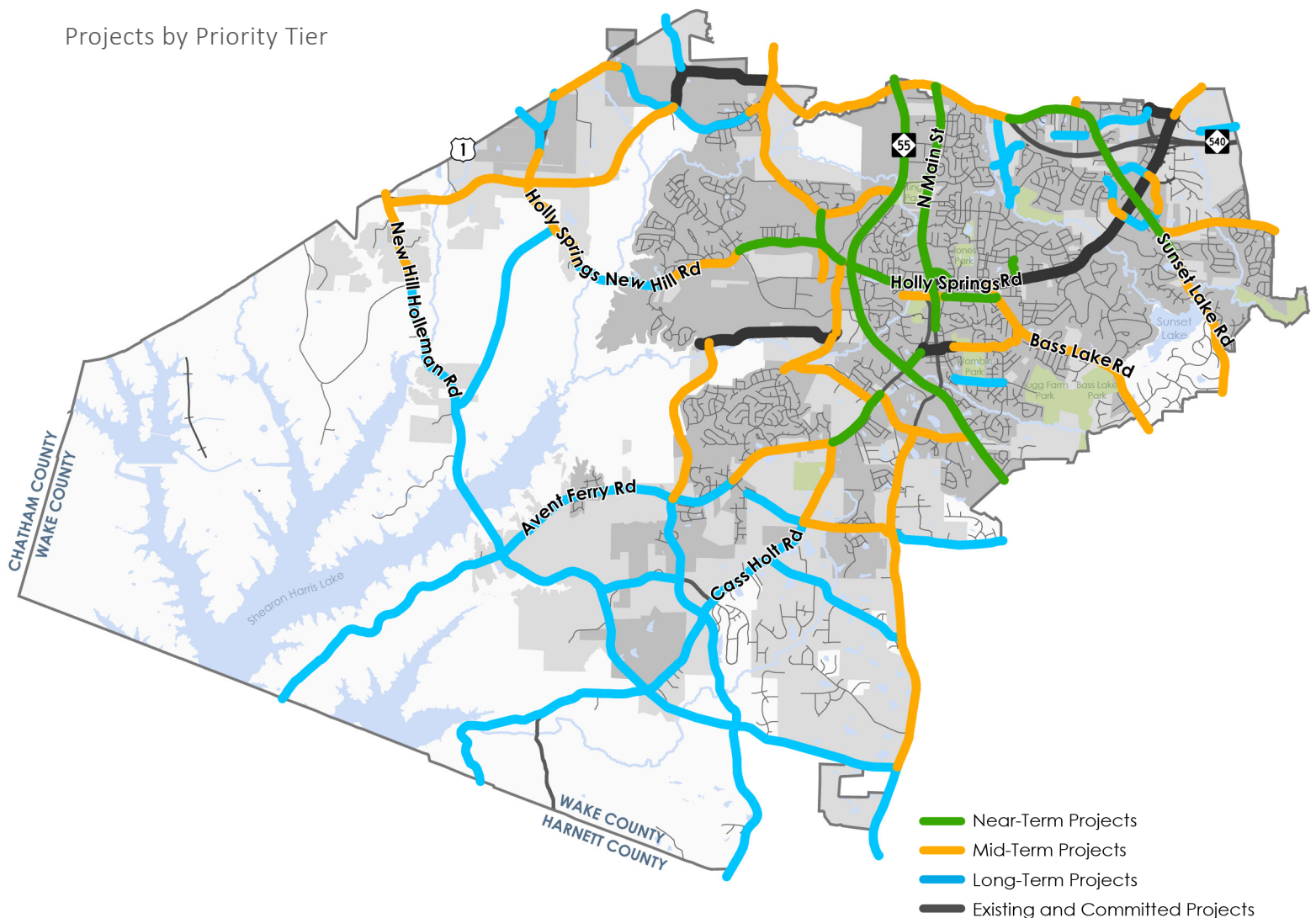
ID	Facility	From	To	Length (Mi)	Recommendation Type	Potential Funding Source/Lead Agency*
A98	GB Alford Highway	Town Limits	Bennet Knoll Parkway	1.16	Widening/Mobility	NCDOT
A98	GB Alford Highway	Bennet Knoll Parkway	New Hill Road/Holly Springs Road	0.87	Widening	NCDOT
A98	GB Alford Highway	New Hill Road/Holly Springs Road	Avent Ferry Road	1.21	Widening	NCDOT
A98	GB Alford Highway	Avent Ferry Road	S. Main Street	0.39	Widening/Mobility	NCDOT
A98	GB Alford Highway	S. Main Street	Town Limits	1.11	Widening/Mobility	NCDOT
A426	N. Main Street	Sunset Lake Road	Sportsmanship Way	1.00	Widening/Mobility	NCDOT
A426	N. Main Street	Sportsmanship Way	Holly Springs Road	1.03	Widening/Mobility	NCDOT
305	N. Main Street	Holly Springs Road	Rogers Street	0.44	Road Diet/Mobility	ToHS Bond or LAPP Candidate/ToHS
A217a	Sunset Lake Road	Stephenson Road	NC 540	0.67	Widening/Mobility	NCDOT
A217a	Sunset Lake Road	Holly Springs Road	Stephenson Road	1.07	Widening/Mobility	NCDOT
A217a	Sunset Lake Road	Optimist Farm Road	Holly Springs Road	0.40	Widening/Mobility	NCDOT
A193b	Sunset Lake Road	Optimist Farm Road	Sunset Fairway Drive	0.31	Widening/Mobility	NCDOT
A427a	Avent Ferry Road	GB Alford Highway	W Pine Avenue	0.22	Center Turn Lane/Mobility	ToHS Bond or LAPP Candidate/ToHS
A427b	Avent Ferry Road	Cass Holt Road	Ralph Stephens Road	0.68	Widening/Mobility	NCDOT/ToHS
A163a2	W Holly Springs Road	NC 55	N. Main Street	0.83	Widening/Mobility	NCDOT and ToHS Partnership Project
A163a3	New Hill Road	Old Holly Springs Apex Road	Irving Parkway	0.25	Widening/Mobility	General Fund or LAPP Candidate/ToHS
A163c	Holly Springs New Hill Road	Green Oaks Parkway	Old Holly Springs Apex Road	0.85	Widening/Mobility	Bond or LAPP Candidate/ToHS
A218a	Old Holly Springs Apex Road	Bennet Knoll Parkway	Holly Springs New Hill Road	0.32	Widening/Mobility	General Fund or LAPP Candidate/ToHS
301	Earp Street	Raleigh Street	Bass Lake Road	0.51	Center Turn Lane/Mobility	ToHS Bond or LAPP Candidate/ToHS
413	Third Street Extension	N. Main Street	Holly Springs Road	0.26	New Location	ToHS Bond or LAPP Candidate/ToHS
409	Flint Point Lane Extension	Current Terminus near Masden Road	Current Terminus near Landbridge Lane	0.12	New Location	General Fund or LAPP Candidate/ToHS

*ToHS: Town of Holly Springs

Project Evaluation and Selection

The vision and goals established as a part of the CTP shall be the starting point for prioritizing all capital improvement projects. Project selection shall remain a data-driven process with a firm focus on continuous improvement and monitoring. The framework developed as a part of the CTP allows the Town to pick projects that have the most positive impact and set budgetary priorities.

Projects by Priority Tier



Intersection Project Prioritization






In addition to the roadway projects, the intersection recommendations went through a similar—though not exact—prioritization process to determine near-, mid-, and long-term improvement opportunities for the Town.

First, Hot Spot and Safety Studies were identified as priorities for the near term to leverage the analysis and work that has been completed in the CTP. Then projects that already have or are likely to receive funding through an existing STIP or Bond project were also added to the near-term priority pool. Finally, the remaining projects went through a prioritization process using the criteria and measures detailed in the table below.

Once scores for each project were calculated, the intersections were grouped into three priority tiers as shown on the map on the following page. It's important to note that intersection projects are closely tied to roadway improvements. While the tiers represent a data-driven process intended to reflect community priorities, the Town should remain opportunistic in coordinating and improving intersection projects in tandem with roadway projects as they are funded.

The list of near-term projects is included on the next page. For more details and a list of all projects, see Appendix J.

Project Evaluation Metrics, Weights, and Goal Relationships

Criteria	Weight	Measure	CTP Goal
Safety	40%	NCDOT Planning Level Intersection Crash Data 2015-2019	
Freight	5%	Triangle Regional Freight Plan	
ITS Element	5%	CTP Proposed Projects	
Bike/Ped	25%	CTP Proposed Projects	
Connectivity	15%	Affordable Housing, Medical Facilities, Grocery Stores, Institutions, School, Parks, Employment and Retail	
Public Opinion	10%	Public outreach	



Safe



Connected



Accessible



Adaptive



Multimodal



Efficient



Integrated Planning

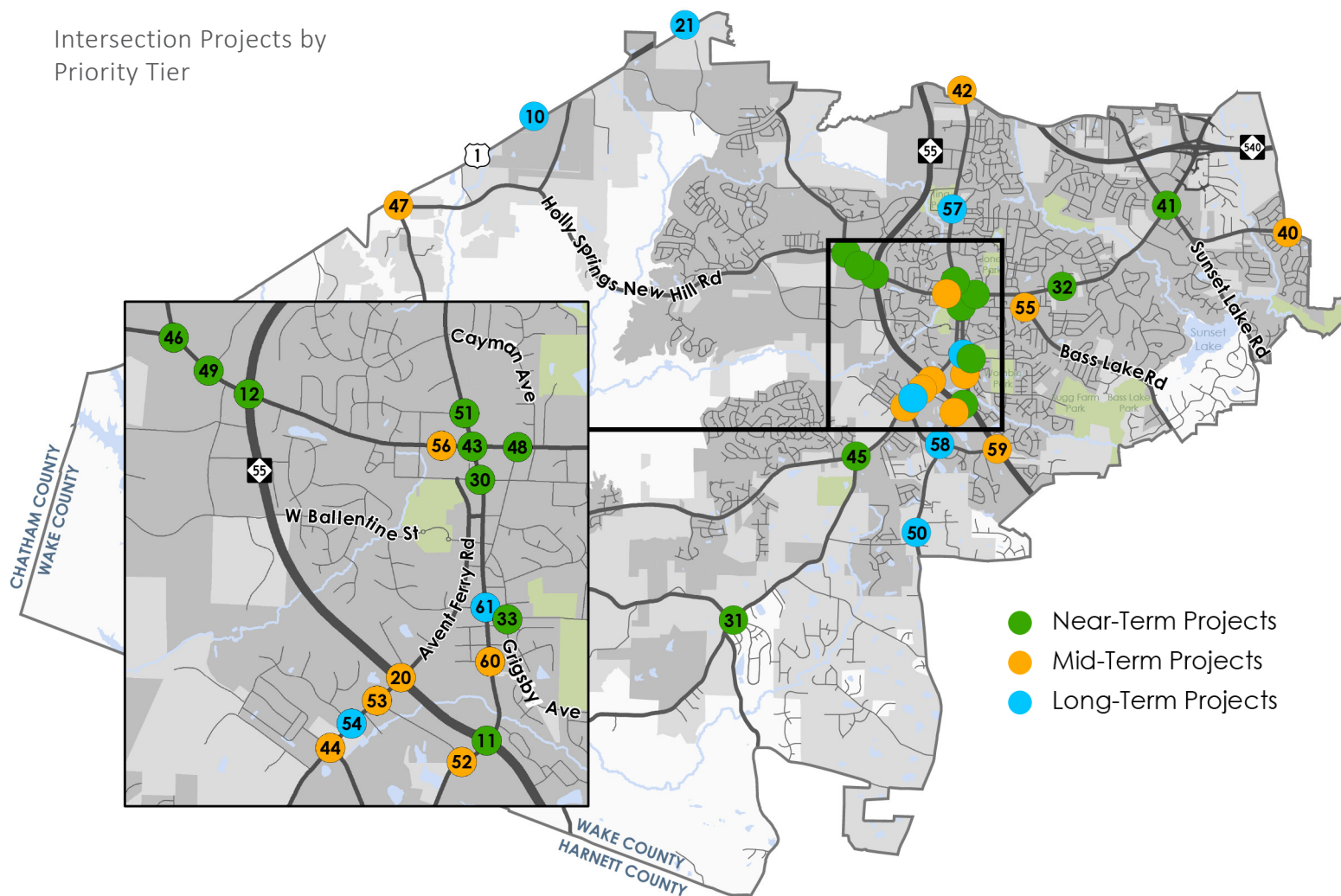


Realistic



Economic Development

Intersection Projects by Priority Tier



Near Term Projects

ID	Location 1	Location 2	Location 3	Recommendation Type	Hot Spot/ Safety Study	2018 Bond Project
12	NC 55	New Hill Road	W Holly Springs Road	Interchange	✓	
41	Holly Springs Road	Sunset Lake Road		Intersection Improvement		
43	Holly Springs Road	N. Main Street		Intersection Improvement		✓
11	NC 55	S. Main Street		Interchange	✓	
45	Avent Ferry Road	Cass Holt Road	Capeside Avenue	Intersection Improvement	✓	
48	Holly Springs Road	Raleigh Street		Intersection Improvement	✓	
31	Cass Holt Road	Rex Road		Roundabout	✓	
46	New Hill Road	Old Holly Springs Apex Road		Intersection Improvement	✓	
49	New Hill Road	Grand Hill Place		Intersection Improvement	✓	
30	N. Main Street	Earp Street		Roundabout	✓	
32	Holly Springs Road	Cobble Point Way		Roundabout		✓
51	N. Main Street	Third Street		Intersection Improvement	✓	
33	Grigsby Avenue	Stinson Avenue		Roundabout		✓

Performance Measurement

Staying Accountable

Implementing the actions identified as part of the Holly Springs CTP will take coordination and commitment across Town departments and external agencies. It also includes an understanding of how the Town will know whether the projects and policies are helping to achieve the vision of the CTP. Establishing a performance measuring program for key goals ensures these actions are tied directly to the outcomes desired by Town leaders, stakeholders, and members of the community.

This approach offers the Town a methodology to routinely track and report the results of transportation investments and policies and use that information to make more informed decisions in the future. Ongoing data collection, evaluation, and reporting can build support for further investments with the public by increasing their understanding of various approaches and what works within different contextual constraints and conditions. In the early years of performance measurement, while the Town works to build datasets and train staff, reporting can be mostly qualitative and narrative in nature. This will allow for capacity building and elected leader awareness prior to the implementation of a more robust system.



Better Informed Decisions

Less money is wasted on things that are not proven to work. A dedicated data-driven approach provides enhanced understanding of system performance and which strategies have been effective, allowing for informed adjustments to projects, programs, and policies based on results.



Transparency

Reporting performance provides justification for programming and projects that work, allowing a better use of limited resources and allowing decision makers and the public to see where funding is going, why, and how it's performing.



Better Investments

Armed with on-going performance data and reporting the Town can demonstrate the long-term cost savings of quality infrastructure investments and highlight how this can prevent high-cost repairs in the future. The Town can determine whether objectives have been met through target attainment and support reexamination and refinement of the objectives and targets based on the results.

Performance Measures

Examples of potential qualitative and quantitative performance measures the Town can track are shown below for each goal.

Safe

- Record the types of traffic calming measures implemented along high-volume roads.
- Report on potholes filled on roads throughout the Town.
- Report on crash frequency and severity along Town-maintained roadways.



Connected

- Implement Phase 1 of the proposed transit service approach.
- Report on connected sidewalk gaps.



Accessible

- Report on new bicycle or bicycle supporting facilities.
- Develop a community engagement plan.



Multimodal

- Record visibility upgrades made to existing crosswalks.
- Adopt a complete streets policy.
- Report on ridership data for transit routes within the Town.



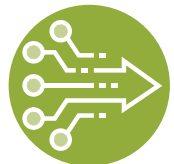
Efficient

- Identify the types of road reconfigurations and intersection improvement projects constructed along corridors.
- Document new emergency vehicle preemption technology integrated into traffic signals.



Adaptive

- Report on technology implemented to support parking and curbside management in the downtown area.
- Deploy a transit system app that supports Phase 1 and future transit operations.



Economic Development

- Announce new developments and any associated transportation improvements.



Integrated Planning

- Document public-private partnerships that result in transportation focused improvements.
- Revisit the CTP in 5 years to reevaluate goals and recommendations.



Realistic

- Detail the amount of money available through the bond.
- Report on grant or funding opportunities pursued.

