

Vision Holly Springs Comprehensive Plan



Section 1: Land Use & Character Plan

Table of Contents

Introduction	4
Emerging Trends & New Opportunities	6
General Growth Framework	8
Re-Visioning Build-Out of Holly Springs	10
Future Land Use Map & Character Areas	12
Community Character	14
Community Character & Placemaking	16
Town Character & Authenticity	16
Emphasis on the Public Realm	17
Elements Contributing to Character	18
Character Area Plan Concepts	31
Character Area Descriptions	32
Important Themes for Transforming Holly Springs	92
Establish Mixed-Use Activity Centers Throughout Holly Springs	94
Suburban Remix	95
Suburban Retrofit	96
Context-Sensitive Infill Development Choices	98
Transitions	99
Increase Home & Neighborhood Choices in Holly Springs	100
Increase Affordable Housing Availability in Holly Springs	102
More Transportation-Land Use Coordination in the Community	103
Supporting Infrastructure	104
Protect the Town's Long-Term Financial Stability	105
Specific Recommendations	106
Future Land Use	108
Supporting Infrastructure	115
Community Character	120
Plan Implementation Matrix	129
Appendices	130
Appendix A: Local Historic Resources	132
Appendix B: Local Historic Resources Map	137
Appendix C: Thoroughfare Planting Plan	139
Appendix D: Town Gateway Map	141
Appendix E: Downtown Area Plan	143
Appendix F: Northeast Gateway Master Plan	287

Introduction

In less than 30 years, Holly Springs has grown from a small-town of fewer than 1,000 people to a thriving community of nearly 40,000 in 2019. Consistent growth continues to be a fact of life for Holly Springs, and with this success comes an increased need to provide quality services and amenities for a diversifying population. The Land Use & Character Plan seeks to implement a vision that preserves and enhances the character of Holly Springs while addressing growth in a way that provides, protects, and improves on a high quality-of-life for all citizens.

The Plan reflects the voices of hundreds of citizens who shared their hopes, concerns, and ideas for the community through Town workshops and meetings, stakeholder interviews, and the re:Vision Holly Springs web site. During this extensive public engagement process, a number of themes emerged:

- The Town is currently in a transition period from its small-town roots to a larger and more dynamic community. The time to make big decisions for the future is today.
- Holly Springs should be a self-sufficient community. Residents would like to stay local for most of their daily needs, without having to rely on Cary or Raleigh.
- While recognizing that cars are an important part of daily life, the people of Holly Springs would like to be able to walk—to be able to reach smaller retail areas, schools, and recreation without having to drive.
- There is a risk that Holly Springs could end up “looking just like everywhere else.” The Town should be distinctive from surrounding communities.
- The Town needs to expand housing choices for a variety of income levels and stages of life.

“It would be good to have small commercial areas, without the need to travel across town.”

“We should be able to stay local for most of what we need.”

“Parks, recreation, and greenways need to link neighborhoods and commercial. Otherwise we have to drive everywhere.”

“I don’t want Holly Springs to look like everywhere else.”

“Create town centers that encourage walking to get to retail.”

“Be more sustainable and less reliant on Cary or Raleigh to meet daily needs.”



Introduction

The Land Use & Character Plan will assist current and future Town leaders in making decisions on regulations and policies that will guide future development and achieve the goals of the community. It focuses on both the pattern and character of future growth in Holly Springs and provides a vision and a policy framework from which the Unified Development Ordinance, Capital Improvement Plan, and annual budget should be guided.

The Plan contains two major interrelated elements: The Future Land Use Map (FLUM) and Character Areas and specific recommendations for making the plan a reality.

The FLUM depicts preferred development types (or “Character Areas”) and locations within the planning area, assuming a full build-out of the community. This is a long-term vision for Holly Springs and will not be fully implemented for many decades.

The Character Area descriptions give shape and form to the colors on the FLUM. Character Areas describe important elements that work together to instill a sense of place for Holly Springs. These areas prioritize site design, public realm, building form and massing, and quality of architecture over land use and density. Each Character Area includes a general description of: street and block patterns; lot size and building placement; open spaces and natural resources; transportation networks; and building types and massing.

More specific rules and standards for the Character Areas—including provisions for preferred land uses, densities, block sizes, setbacks, parking, and landscaping

considerations—will be addressed in the Town’s Unified Development Ordinance using general recommendations for the Character Areas provided here. This will require additional input from residents, staff, elected officials and stakeholders and a commitment to making policy changes to clearly direct future development.

The Plan further describes important themes for transforming Holly Springs, including: encouraging mixed-use activity centers throughout the Town; retrofitting suburban areas to be more walkable and interconnected; providing for context-sensitive infill development; expanding neighborhood and home choices; and providing better transportation-land use coordination. These elements reflect some of the major themes that emerged during the public planning process.

Finally, because implementation is crucial to the success of any plan, there is an implementation matrix under separate cover that supplements the plan, describing individual tasks with general timelines for action.

Together, the map, description of Character Areas, and specific recommendations will help the Town manage municipal service areas and influence other planning documents. The Land Use & Character Plan is a living document that is deliberative and not directive in nature and should be used by elected officials and appointed board members to evaluate development application, amend ordinances, and plan future expenditures in order to ensure that they are consistent with the community’s vision and residents’ expectations for quality development.

Emerging Trends & New Opportunities

Holly Springs' strong population growth numbers and increasing home values reflect what many residents have already discovered: Holly Springs is a community on the rise. The Town enjoys an ideal mix of children, stable family households, an educated workforce, and relatively high incomes. Compared to other communities in the region, the Town has higher levels of education, earnings, and home ownership as well as the largest household size (i.e. children). At present, most workers commute outside the Town to locations in more urban destinations in the Raleigh metropolitan area. Employment is dominated in four well-paying industries: professional, scientific & technical services, health care, manufacturing and educational services.

The Town has the demographic and economic assets needed to build a strong and sustainable future and to alter the trend of outward commuting. Geographically, the Town is well-positioned to take advantage of the growth and economic specialties of the Raleigh metropolitan area. Its well-educated and stable workforce is a ready employee base for industry expansion within the Town. Holly Springs already has what tomorrow's employers are seeking, and the community continues to grow.

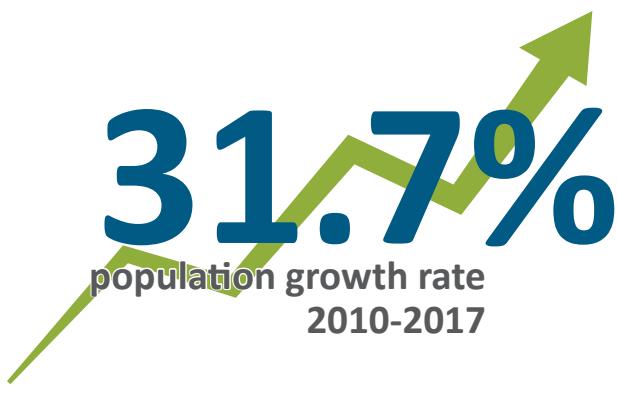
Private investors and public funds are contributing to momentum to grow the Downtown Village District in Holly Springs. As of 2019, a number of upcoming and in-progress projects will bring roughly 100,000 square feet of retail, restaurant and office space, as well as public investment for additional parking, improved roads, and regional stormwater management.

UNC Rex Healthcare is growing their presence in Holly Springs. The company's 75,000 square feet of existing medical office space will soon be joined by a 50-bed community hospital. The 7-story hospital is expected to be completed in 2021 and will house labor and delivery facilities, operation rooms equipped for surgery, and a 24-hour emergency department.

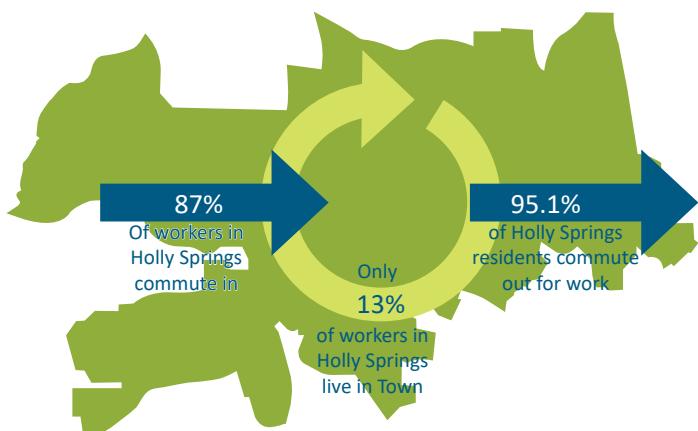
Well-paying industries in search of high concentrations of knowledge workers, such as Life Sciences, Health Care and Professional, Scientific & Technical Services should find the Town of Holly Springs a profitable location for future growth. In turn, if managed properly, residents can develop a stronger local economy and growing tax base closer to home.



Emerging Trends & New Opportunities



over half of all households have children.



34.4
median age

four years
below the state's median



Source: American Community Survey 2013-2017 Five-Year Data

GENERAL GROWTH FRAMEWORK



10 | Re-Visioning Build-Out of
Holly Springs

12 | Future Land Use Map &
Character Areas

Re-Visioning Build-Out of Holly Springs

The Town of Holly Springs will continue to grow over the next twenty years and evolve into a place with clear identity, high quality-of-life, and a self-sustaining economy. It will be an attractive place to live, work, and shop locally, with a clear energy and buzz about it as a place actively looking forward to its future. Patience will be needed for some aspects of the plan to evolve as it sets a long-term vision for growth and preservation over an extended period of time. Town officials should keep in mind the long-term vision for the community when implementing new policies, programming new infrastructure, and evaluating new development applications.

Right-sizing Holly Springs for a successful future will be a careful balance between community character, available infrastructure, quality-of-life, and continued economic vitality. It demands a diversified development strategy that geographically organizes the community into places for preservation, enhancement, and transformation, which guides Town decision-making in a manner that is purposeful and reinforcing of the community's vision for future growth and conservation.

■ **Places to Preserve**

Places to preserve in Holly Springs safeguard environmentally-sensitive lands and provide meaningful opportunities to link residents with nature. They generally include permanent conservation areas, one hundred-year floodplains, and land inside the high lake level and buffer area (260 feet) for the Shearon Harris Nuclear Power Plant. Future development is discouraged in these locations to protect natural areas throughout the community, with the exception of single dwelling detached homes

on very large lots and cross-town trails and greenways that provide attractive, viable travel corridors for walking and biking.

■ **Places to Enhance**

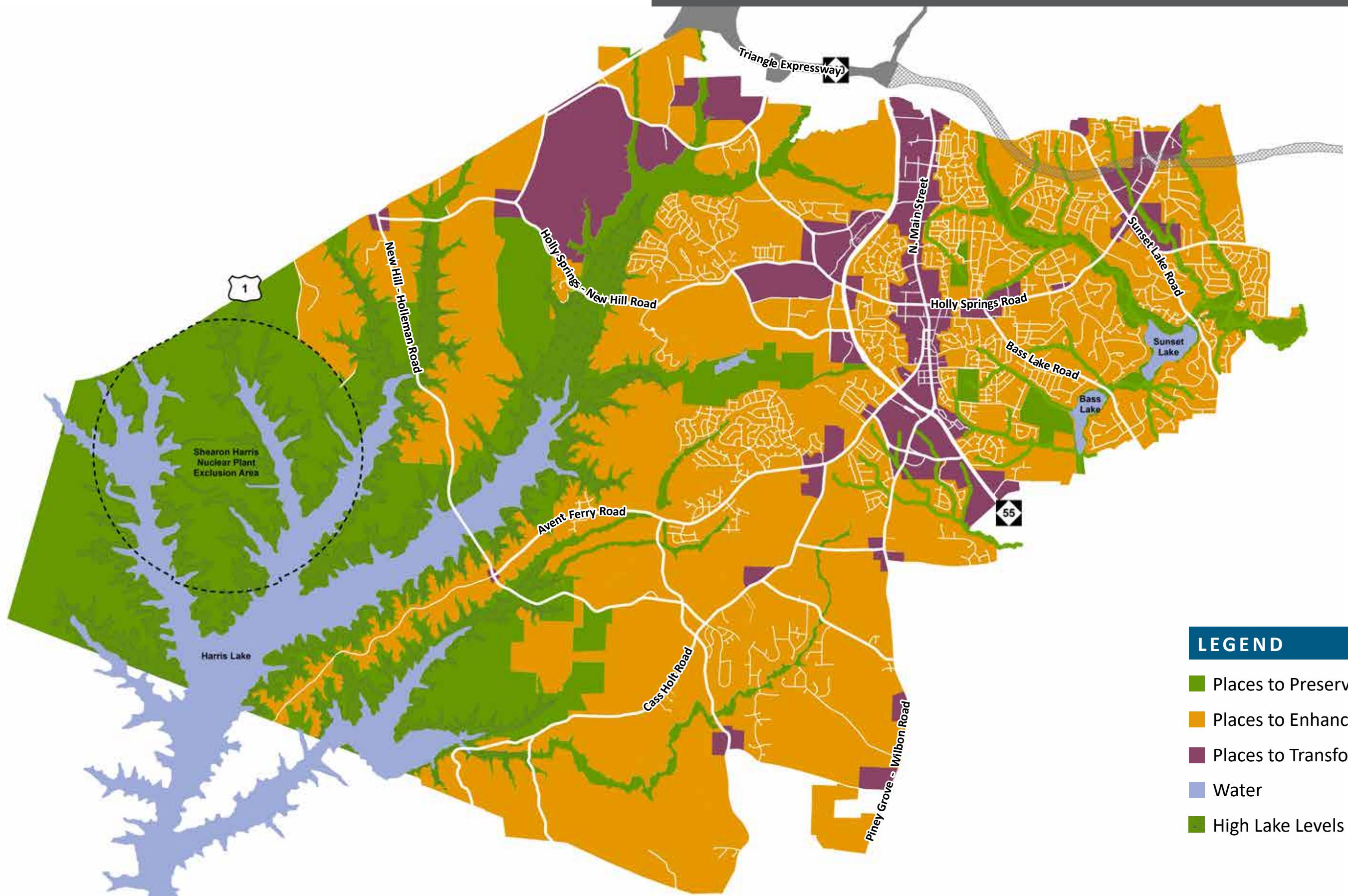
Places to enhance in Holly Springs celebrate existing and future residential neighborhoods, and the small activity centers that serve them, as the building blocks for a strong community. They generally include Conservation Neighborhoods, Residential Neighborhoods with single dwelling detached homes on varying lot sizes, or Mixed Residential Neighborhoods with two or more home types (single dwelling detached, single dwelling attached, and multi-dwelling) in the same development. Future infill development in the enhancement areas should be sensitive to the uses and densities along the perimeter of adjacent neighborhoods.

■ **Places to Transform**

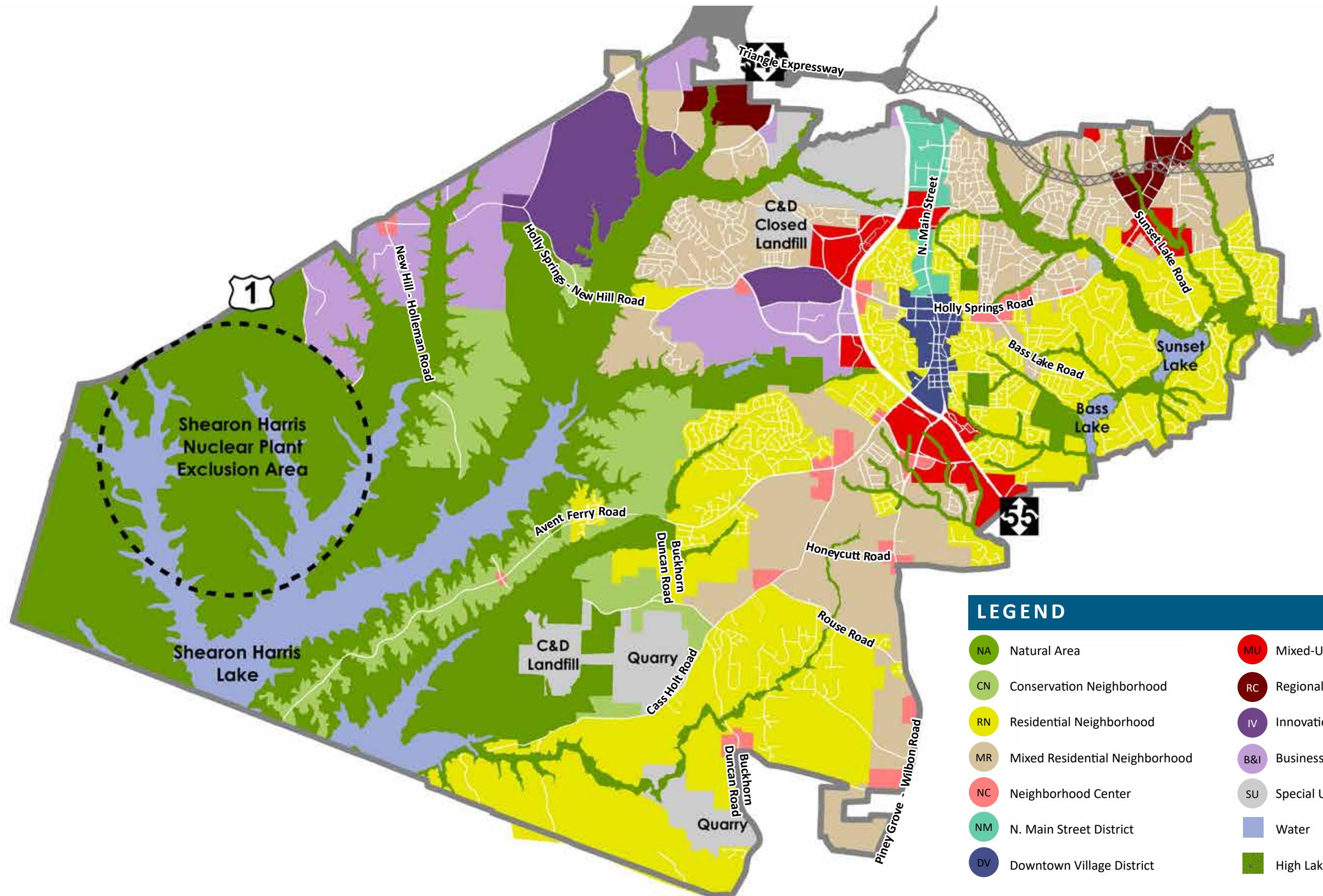
Specific focus areas in Holly Springs provide opportunities to grow and transform in the future. These areas will evolve over time in terms of land use mix, density and intensity, home choices, and transportation options. These are the areas where the Town should emphasize public and private investment — increasing allowable densities and intensities, adding infrastructure capacity, improving access from nearby neighborhoods, investing in the public realm, and encouraging private investment — to diversify the Town's development strategy and support continued growth and economic prosperity in the future. Some areas identified to transform over time will require redevelopment of existing suburban shopping centers or infill development in the Downtown Village District.



Re-Visioning Build-Out of Holly Springs: Growth Strategy Map



Future Land Use Map



Future Land Use Map & Character Areas

The Future Land Use Map (FLUM) depicts preferred development types, locations, patterns, and intensities for the planning area assuming full build-out of the community. Patience may be needed for some conditions to evolve over time — building market conditions, property owner interests, changing demographics, available capital, or government policies — before full implementation of the Future Land Use Map. Recommendations for the FLUM are bold, and set a long-term vision for a diverse development portfolio that is forward-thinking, focused on economic development, mindful of supporting infrastructure, aware of residents' quality-of-life, and aimed to be financially-rewarding for the Town.

Town officials should avoid 'shortsighted' decisions to reclassify the Character Areas depicted on the Future Land Use Map if near-term ambitions of the property owner or developer are not in keeping with the long-term vision for Holly Springs. Future employment districts, entertainment areas, and mixed-use centers envisioned for the FLUM may take longer to implement compared to building more residential neighborhoods; however, the benefits of these uses to safeguard and promote the long-term viability of Holly Springs as a leading community in Southern Wake County is worth the wait.

Build-out of the Future Land Use Map is a long-term endeavor, whereby it might be several decades before all of the land in the planning area is developed, or preserved, based on the average number of building permits issued in Holly Springs each year. Town officials should influence the timing, magnitude, and

location of growth in the planning area using local infrastructure investment policies and partnerships with regional service providers. Investments targeted in the current Town limits and land in the extraterritorial jurisdiction that has existing, or relatively easy, access to major roads, municipal water and sewer service, fire and police protection, and schools should be prioritized as near-term growth areas. Any expansion of infrastructure to meet the needs of the Future Land Use Map should consider the Town's debt obligation and financial resources at the time services are considered.

Character Areas

The Land Use & Character Plan uses the term "Character Areas" to describe unique and discernible areas of the community depicted on the Future Land Use Map. The categories describe important elements that work together to instill a sense of place (or visitor experience) for residents, customers, or employers in the character area. Organizing the Town using character prioritizes site design, public realm, building form and massing, and quality architecture over land use and density. More specific rules and standards for the character areas — including provisions for preferred land uses, densities, block sizes, setbacks, parking, and landscaping considerations — will be addressed in the Town's Unified Development Ordinance using general recommendations for the Character Areas provided in this Plan.

Detailed descriptions of the Character Areas for Holly Springs can be found later in this plan, including, in some cases, plan concepts that graphically illustrate some of the recommendations for the Character Areas.

16	Community Character & Placemaking
16	Town Character & Authenticity
17	Emphasis on the Public Realm
18	Elements Contributing to Character
31	Character Area Plan Concepts
32	Character Area Descriptions



COMMUNITY CHARACTER

Community Character & Place-Making

Town Character & Authenticity

During the public engagement process, when asked to describe the “character” of Holly Springs, some members of the community struggled to define what exactly it is that characterizes their town as unique from others in the region. Most referenced features like safe and walkable neighborhoods, excellent schools, and variety of parks, open spaces, and recreational facilities. Long time members of the community take great pride in the cultural history of the community and the stories and traditions passed down through generations. Others value community events like the Farmers Market, HollyFest, Main Street Christmas, and the July 5th celebration. All of these factors contribute to a quality-of-life that has drawn an increasing number of residents to Holly Springs.

The physical character of Holly Springs is more difficult to articulate. While the history of the town dates back to the early 19th century, Holly Springs as we know it today is relatively young. Most of its growth has taken place over the past four decades. Holly Springs is a suburban Town, and its physical form is defined by separated uses with a heavy focus on detached, single dwelling neighborhoods, commercial strip retail and services, a growing downtown area, and some preserved rural lands at the edges of the community. Some of Holly Springs’ residential neighborhoods, particularly those west of NC 55, were designed as semi-private enclaves with few access points on the main corridors, and limited connectivity to Town amenities and civic destinations. These development patterns have resulted in a disconnected, auto-reliant community with a need for more vibrant, walkable centers for residents to shop, eat, work, and gather.

Holly Springs is at a very important crossroads and has the desire to establish clear guidelines for character as it continues to grow and develop. The primary means by which a community defines its character is through its built environment. Residents and decision-makers in Holly Springs have the critically important task of identifying and prescribing the character of future development for generations to come.

In order to protect the character and authenticity of the Town, the community should focus on identifying, preserving, and perpetuating desirable development patterns, while making deliberate changes to areas that do not meet the community’s expectations for character. This will require the input of residents, staff, elected officials, and stakeholders, and a commitment to making policy changes to clearly direct future development.



Community Character & Place-Making

Emphasis on the Public Realm

The “Public Realm” is the portion of the Town that is shared among all of its residents and visitors. It encompasses all of the streets and public outdoor spaces in Holly Springs, including parks, greens, plazas, public art, street furniture, lighting and public infrastructure.

All of the elements described above contribute to the character of a place, and making clear decisions about what happens in the public realm is critical to maintaining and/or transforming character. Development on private land, including the buildings that frame public spaces, is still in the hands of private land owners and developers. The town has greater control over the public realm. Investments in these public areas can help leverage other public and private investments throughout the rest of the community.

Investments in the spaces around, between, and within buildings are necessary to keep pace with the type of rapid growth and development that is occurring in Holly Springs. Thinking about a

more complete and consistent public realm, and coordinating investments in the public spaces and transportation corridors that primarily make up the public realm, offers the opportunity to coordinate projects that reinforce a common vision and work together to make great spaces for the community. The ability to create walkable environments through investments in the public realm can also influence travel behavior and nearby land uses and development densities.

Improvements to the private realm have the potential to significantly influence the form and function of Holly Springs’ neighborhoods, town and regional centers, and to create a sense of place for those who live and work there. Transformation of Holly Springs’ public realm into a place that supports walkable, mixed-use urban development and creates additional capacity to serve the community’s walking, bicycle, transit, and open space interests will also be very important to the Town’s future.



Community Character & Place-Making

Elements Contributing to Character

Because the Town of Holly Springs is such a desirable place to live, work, and recreate, future growth is inevitable. Strategies and policies focused on the built environment can help preserve and enhance the aspects of the Town that make it attractive to residents and visitors, while having a meaningful impact on the quality of life of those who live here. Planning interventions related to the built environment have a direct impact on community character, physical health and well-being, increased safety, and overall place-making.

The elements of the built environment that have a significant impact on the character of a place include:

- Land Use Patterns & Development Intensity
- Street & Block Patterns
- Open Space, Trees & Natural Resources
- Street Trees
- Transportation Networks
- Parking Location
- Lot Size & Building Placement
- Building Scale & Massing
- Private Frontages
- Historic Preservation
- Town Gateways

These elements are described in more detail on the pages that follow. Along with each description are infographics showing how each element relates to the Character Areas described earlier in the Plan.

LEGEND

 NA	Natural Area
 CN	Conservation Neighborhood
 RN	Residential Neighborhood
 MR	Mixed Residential Neighborhood
 NC	Neighborhood Center
 NM	N. Main Street District
 DV	Downtown Village District
 MU	Mixed-Use Center
 RC	Regional Center
 IV	Innovation Village
 B&I	Business & Industrial
 SU	Special Use



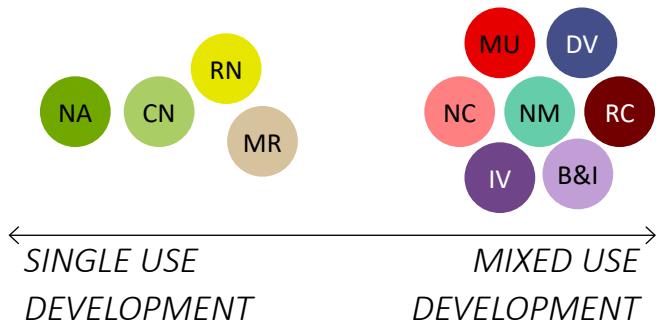
Community Character & Place-Making: Elements Contributing to Character

Land Use Patterns

The impact of land use on town character lies not only in the types of land uses, but the mix of land uses. Areas with a broad mix of land uses tend to be more activated, more economically viable. The ability to live in close proximity to employment, goods, services, civic spaces and amenities creates reductions in traffic and parking needs and can contribute to a more active lifestyle.

Single-use development, on the other hand, can create undue burdens on traffic and road congestion by requiring residents to travel by automobile between work, home, school, shopping, services, and recreation destinations. There are some places in the town where

single-use development is the most appropriate choice; for example, the Business & Industrial area. Building types and land uses in areas such as this may be incompatible with other uses, and therefore require a degree of separation and buffering from other areas of the Town.

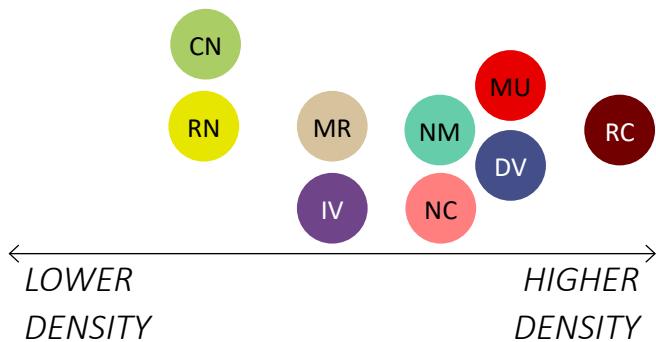


Development Intensity

Developing in a more compact pattern in strategic locations, where multi-story, mixed-use buildings are located closely together, is both environmentally sustainable and conducive to the creation of more walkable, activated neighborhoods. Developing in areas where infrastructure is already present reduces the costs associated with development. Density can also minimize air and water pollution and produce reductions in energy consumption and CO₂ emissions both directly and indirectly. Concentrating on areas that are already connected, or have the potential to be connected, to other development centers and neighborhoods, helps reduce Vehicle Miles Traveled (VMTs) by enabling more people to walk or bike to work or to run errands. Dense communities can offer more choices

and opportunities when it comes to housing, services, and social interactions.

In Holly Springs, the focus areas identified during the planning process present opportunities for added development intensity so that the natural environment, open spaces, and existing single dwelling neighborhoods can be better preserved in the less dense areas of the community.

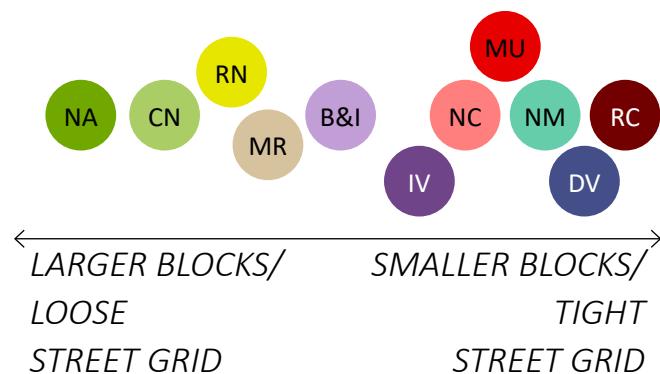


Community Character & Place-Making: Elements Contributing to Character

Street & Block Patterns

Street and block patterns are a clear indication of the character of a place. Generally, the more rural an area, the looser the street grid; and the more urban an area, the tighter the street grid. The edges of communities are characterized by long stretches of road with significant spacing between intersections, resulting in a very loose (or nonexistent) block structure, with very large lots or land parcels. As one moves from rural roads to neighborhood roads, such as those in single dwelling residential areas, blocks become more regular. The perimeter of blocks in these areas can be described as “medium to large,” typically in the 2,000-3,000 ft. range. The closer one gets to the center of a neighborhood or a town, the more formal the street grid becomes. Urban areas have smaller blocks (typically up to 2,000 ft. in perimeter) and more intersections, which results in a more walkable, well-connected environment. These streets provide sidewalks, bike facilities, and other design elements that contribute to the pedestrian experience.

Connectivity is achieved when streets connect to other streets and the number of routes to and from a destination is maximized. By avoiding dead ends and cul-de-sacs and creating an interconnected street network instead, drivers, cyclists, and pedestrians, as well as emergency services, can choose from several different options. Having greater street connectivity allows for traffic to disperse, minimizing congestion by providing multiple ways to get from point A to point B. It also enhances the functionality of major intersections and limits costly improvements and congestion.



Streets and open spaces in Holly Springs' residential and mixed-use neighborhoods should connect both internally and externally to existing or future adjacent neighborhoods. Connectivity should be provided for automobiles, bicycles, and pedestrians alike, allowing residents to safely and easily access open spaces and neighborhood amenities and to reduce reliance on vehicular transportation. Improvements to connectivity in Holly Springs can help alleviate town-wide traffic problems caused by some of the existing disconnected suburban development patterns.

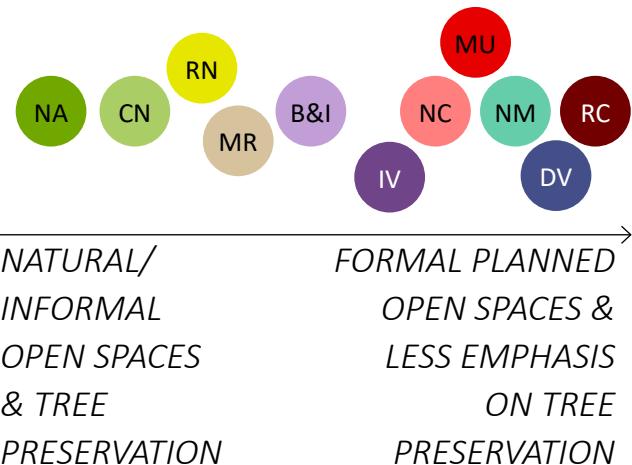
Community Character & Place-Making: Elements Contributing to Character

Open Space, Trees & Natural Resources

The preservation of open space and natural resources impacts overall town character, while utilizing various approaches to open space in different areas throughout the Town creates a range of character types.

Natural Areas and Conservation Neighborhoods prioritize the preservation of topography, trees, and other natural resources, contributing to a more rural character. In Residential Neighborhoods and Mixed Residential Neighborhoods, there is typically a balance of preserved natural features such as large tree stands, streams, and wetlands; with more formal landscape features including street trees, parks, and gardens.

In the most urban parts of the Town, including the N. Main Street District, Downtown Village District and Regional Center, there is less emphasis on the preservation of existing open space, trees and vegetation. Community open spaces in these areas may incorporate more hardscape, including plazas, planters and tree wells.



Community Character & Place-Making: Elements Contributing to Character

Street Trees

Street trees enhance the character of Holly Springs' streets by contributing to the green canopy throughout the Town, especially in mixed-use centers and residential neighborhoods. Street trees create a comfortable environment for pedestrians by providing shade and a feeling of enclosure on sidewalks and paths.

In rural areas of Holly Springs, trees occur in natural and opportunistic arrangements. In suburban areas, trees can be found in continuous planting strips between the vehicular lanes and the sidewalk. In more urban areas, where the sidewalk may run from the curb to

the front of buildings, street trees are provided in tree wells.

Where possible, street trees should be planted close enough to provide continuous shade along sidewalks, with benches and other seating areas located beneath them. In walkable mixed-use areas, care should be taken to ensure the tree canopy does not block the view of business signage.

The Thoroughfare Planting Plan for Holly Springs is shown on the map in Appendix C: Thoroughfare Planting Plan.



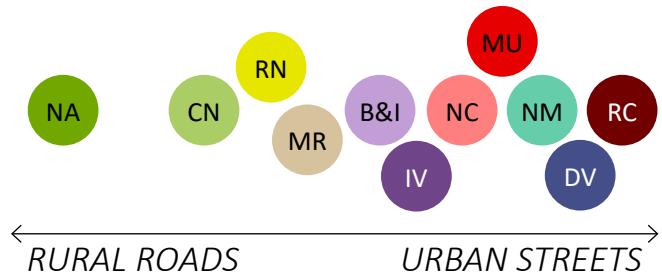
Community Character & Place-Making: Elements Contributing to Character

Transportation Network

The character of a street is determined by several factors, including the travel lanes, presence of on-street parking, street trees and pedestrian and bike facilities. In the most rural areas, roads are simple and auto-oriented, with wide travel lanes designed for high speeds. If pedestrian and bicycle facilities are provided, they are often in a greenway or multi-use path separated from vehicular movement. Combined with the large setbacks typical of rural areas, these types of roads have one purpose - vehicular travel.

In the most urban areas, streets are multi-modal, with narrow driving lanes, designated on-street parking spaces, raised curbs, formally planted street trees, sidewalks, and sometimes bike facilities. Traffic speeds are relatively slow, creating a safe and walkable environment for all modes of transportation.

The interconnectedness of streets has a significant impact on traffic, wayfinding, and the driver/pedestrian/bicyclist experience. Streets should be connected to other streets unless there are topographic or ecological constraints prohibiting it. Street networks should provide multiple route options to and from all destinations in a neighborhood or center. An interconnected system helps to disperse traffic and limit congestion. Having a street network with a high degree of connectivity can enable the narrowing of streets which can increase automobile and pedestrian safety by slowing vehicular movement. It also provides multiple options for emergency service vehicles. In all cases, the context of surrounding development should be considered.



Community Character & Place-Making: Elements Contributing to Character

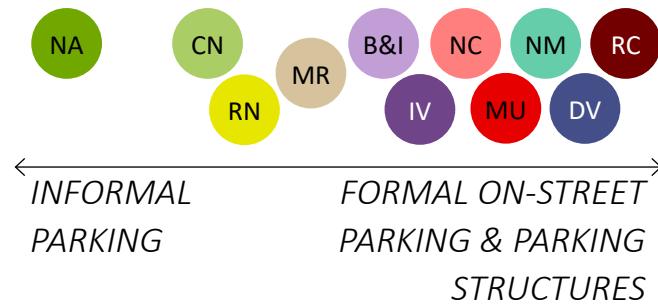
Parking Location

The location of parking has a significant impact on character. Visible parking lots in front of and beside buildings have a detrimental effect on people's willingness to walk. If a pedestrian must walk past large gaps in the streetscape, especially parking lots, they lose the comforting sense of enclosure and visual interest, making the walking experience less desirable.

De-emphasizing the presence of vehicles creates more attractive and walkable environments, particularly in neighborhood and town centers. Moving parking from the front of the building to the side or rear helps activate the area between the building and the street, creating spaces for outdoor dining, landscape planting and other community gathering space. It also opens up the view from the street to building, which results in a safer environment for pedestrians and a greater focus on the facade of the building, and in the case of commercial areas, the storefront.

New development should prioritize the placement of parking in the rear where possible. Parking should be accessed from a rear alley or a driveway from the front of the lot, unless site conditions dictate that it should be on the side of the building. In that case, it should be screened from view of adjacent thoroughfares.

The presence of on-street parking also has an effect on character. Places with on-street parking inherently feel more urban, and in many cases, friendlier to pedestrians because the cars create a buffer between the sidewalk and the street. Areas without on-street parking can feel less safe to pedestrians unless there is a landscape strip or buffer between the walkway and the roadway.



Community Character & Place-Making: Elements Contributing to Character

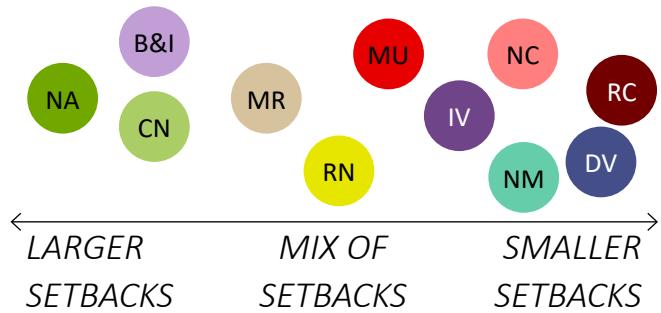
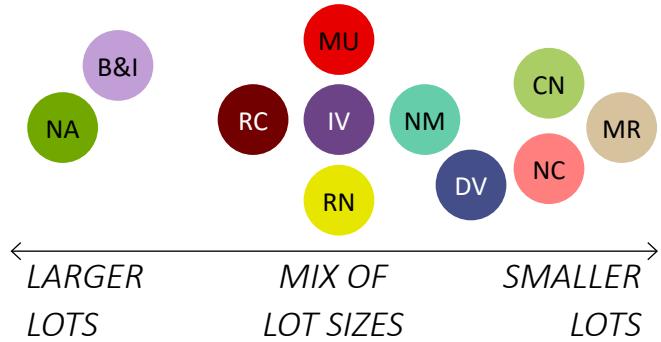
Lot Size and Building Placement

Lot size and building placement, specifically the width of a lot and front setback of a building, have a significant impact on the character of a place.

The most rural places have very large lots or land parcels, with buildings typically set back far from the road. These development patterns often signify the edges of a community, and as one travels closer to the center, both the lot sizes and the front setbacks get smaller.

Smaller lot sizes and setbacks, as found in more urban parts of the community, contribute to a more pedestrian-friendly environment.

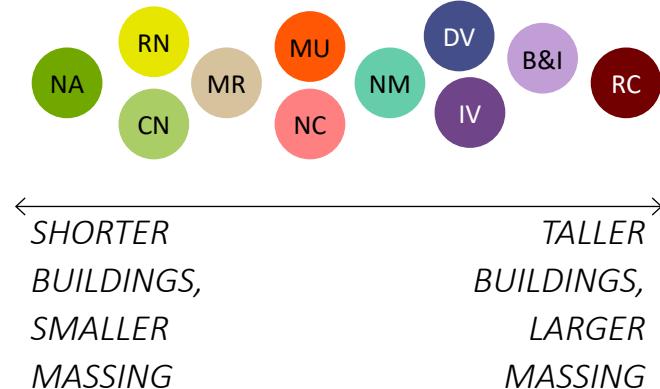
The orientation of the building on the lot is also important to the character of the street. In urban areas, all buildings should face the street and be pulled as close to the sidewalk as possible in order to create an active pedestrian environment. In other, less urban areas, while most buildings should still face the street, some may be allowed to face a public open space such as a pedestrian path or green. In the most rural areas, where buildings may be set back so far as to not be seen from the street, it may be less important that the frontage faces the street.



Community Character & Place-Making: Elements Contributing to Character

Building Scale and Massing

Scale refers to the size of buildings and their relationship to their occupants, nearby pedestrians, and the other buildings around them. The term human-scale refers to a size that feels comfortable to people. Both short and tall buildings can be human-scale, and having variation is important. Architectural elements that can affect the perception of human scale include the proportions of doors and windows, and the height of each story. The way that a building relates proportionally to the spaces that surround it affect the experience of walking alongside. In the design of walkable places, it is important to create a sense of enclosure and human-scale by locating buildings close to the street and minimizing large expanses of asphalt that can make a pedestrian feel exposed and out of place.



The buildings in Holly Springs vary widely in scale. Unlike many communities, where the largest buildings are in the urban center, Holly Springs' Downtown Village District is relatively modest in scale. The largest buildings in the community are on the west side of town, in the existing business and industrial park, and along the NC55 commercial corridor. When scaling large buildings like this, it is important to address the ground floor and ensure that it is scaled proportionally to pedestrians. In dense, walkable areas, the upper floors should also respond to the pedestrian environment at the ground level. Sometimes it is appropriate to step upper floors back from the frontage line in order to diminish the scale and avoid a claustrophobic feeling of enclosure at the street level.



Community Character & Place-Making: Elements Contributing to Character

Private Frontages

The Private Frontage is the area between the front lot line and the building, and one of the most important elements in building and lot design. The private frontage establishes the relationship between the building (private realm) and the street, sidewalk and pedestrian areas adjacent to it (public realm).

Certain private frontage types encourage social interaction between the public and private realm. These types are most often found in walkable places and include porches, stoops, and shopfronts. In single dwelling residential areas, where buildings typically are set back from the street, the private frontage may include a front yard or small garden, which provides a transitional area between the public sidewalk and the private home (see photo on lower left). In mixed residential neighborhood areas, the distance between the sidewalk and the front of a townhome or apartment building may only be a few feet; but a small stoop, with a few steps up to the main entrance, creates a bit of a privacy buffer for residents.

In higher density mixed-use areas, the private frontage typically consists of a zero-setback storefront pulled right up to the frontage line (see photo on lower right). With the main entrance on the same level as the public sidewalk and a large percentage of glass providing views into shops and other retail businesses, these areas have a more urban, and less private, character.

Other private frontage types, such as blank walls and parking lots, discourage walkability and social interaction. These types of private frontages should be avoided in areas where the pedestrian experience is important.

Private frontage types are an essential component in creating character-based or design guidelines.



Community Character & Place-Making: Elements Contributing to Character

Historic Preservation

As Holly Springs continues to grow, it is important to preserve its past for future generations. Historically, Holly Springs was a cross-roads community that did not have a well-developed town center like most traditional southern towns. However, there are several historic structures and monuments within the Town's Village District that identify the area as Holly Springs' downtown. The sites most recognized are the National Register Site and Local Historic Landmark Leslie-Alford-Mims House, the war memorial, and the bungalows along Raleigh Street.

Though most of the growth and development in Holly Springs has taken place over the last four decades, the architectural and cultural history of Holly Springs is an important part of its character.

The Town actively promotes historic preservation and community awareness of Town history.

Holly Springs has been a member of the Wake County Historic Preservation Commission since 1992. This program is a cooperative approach to protecting historic resources throughout the county. The towns of Apex, Cary, Fuquay-Varina, Garner, Holly Springs, Knightdale, Morrisville, Rolesville, Wendell, and Zebulon participate in the Commission through an inter-local agreement. The Wake County Historic Preservation Commission seeks to preserve districts and landmarks in Wake County that embody important elements of the county's culture, history, architectural history or prehistory; and to promote the use and conservation of such districts and landmarks by residents.



Samuel Bartley Holleman House



Community Character & Place-Making: Elements Contributing to Character

There are three buildings included on the National Register of Historic Places within the Town's Planning Jurisdiction: the aforementioned Leslie-Alford-Mims House at 100 Avent Ferry Road, the Holly Springs Masonic Lodge #115 at 224 Raleigh Street, and the Samuel Bartley-Holleman House at the intersection of Avent Ferry Road and Holleman's Crossroads. Additional historic properties that may qualify for individual National Register listing are inventoried in Appendix A: Local Historic Resources, and shown on the map in Appendix B: Local Historic Resources Map. This list and map should be maintained to ensure that the community's historic resources are appropriately preserved and protected.

The Town also works with Capital Area Preservation (CAP), a non-profit historic preservation organization in Wake County. CAP works with the Town to protect and promote

structures of historic significance, and to educate the public about these valuable resources. The Town consults with CAP when potential development or redevelopment property may contain a structure with historic significance. CAP is also the designated organization that operates the county's preservation program and provides staffing services to the Wake County Historic Preservation Commission.

While many of Holly Springs' residents came to the Town from other places, there are many residents who grew up in the Town and have long family histories in Holly Springs. The cultural history of the Town is just as important as the architectural history. Maintaining the stories, traditions, craftsmanship and sense of community among Holly Springs' long-term residents is vitally important to the character of the Town, especially in this time of rapid growth and change.



G.B. Alford Store Historic Building

Community Character & Place-Making: Elements Contributing to Character

Town Gateways

The aesthetic treatment of gateways, or entrance points, to the Town of Holly Springs contribute to the character of the Town and ensure that residents and visitors alike recognize when they have entered Holly Springs. Gateways should be designed with distinctive features such as decorative signs, landscaping, lighting, or other features that set the tone for the Town's commitment to high-quality development. The Town Gateway Plan (Appendix D) indicates the proposed locations for Primary and Secondary Gateways.

The Primary Gateways are those areas where one gets a sense that you have arrived and are entering the "heart" of the Town. These major visual intersections should include a major

identification sign with distinctive landscaping welcoming people to the Town.

Secondary Gateways are generally the point along a Thoroughfare where the official corporate limits of Holly Springs begin. By marking these locations with permanent, classic, and timeless features, a subtle statement will be made regarding the goal to create a unique identity.



Community Character & Place-Making: Character Area Plan Concepts

Character Area Plan Concepts

The Land Use & Character Section of the Comprehensive Plan includes plans, renderings, and inspirational images for several of the Character Areas described in the plan. The areas shown in the plans and renderings are conceptual in nature, and illustrate in more detail the big ideas represented on the Future Land Use Map and the recommendations included in the Plan. Additional, more specific recommendations presented for these areas should serve as a guide for other areas in Holly Springs with similar size, access, available infrastructure, and development context.

Concept plans, renderings and images for the concept areas are for illustrative purposes only, and in no way constitute intended outcomes or provisional approvals for the properties represented in the document. Buildout of the plan concept areas may vary significantly from the drawings included in the document based on landowner interests, market-timing, lending conditions, available infrastructure, or many other factors.

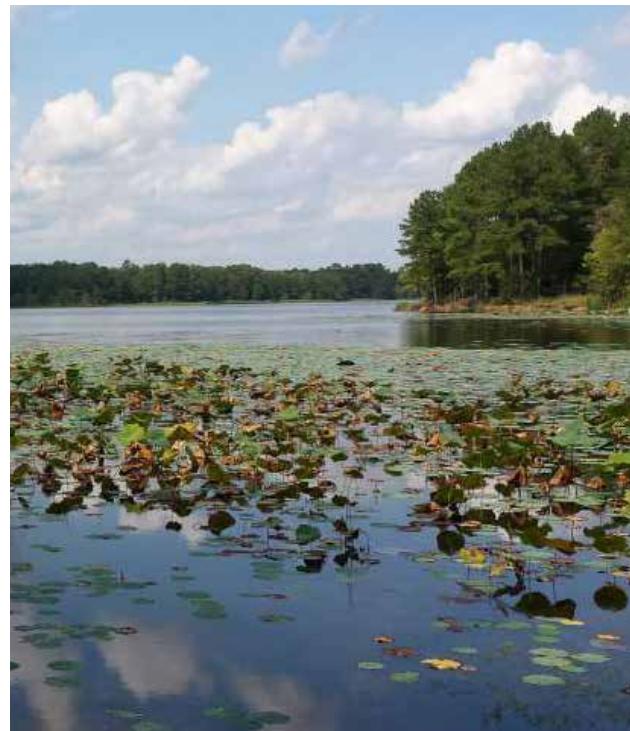


Character Areas: Natural Areas

NA



Natural Areas are largely undeveloped and reserved for preservation and low-impact recreation (trails and greenways) because of their outstanding beauty, environmental features, or proximity to Harris Lake.



Street & Block Patterns

- There are no discernible blocks.
- Other than residential driveways, curb cuts are minimal, providing access to parking areas or public utility facilities.
- Paved or unpaved surface parking lots only in association with recreational or other non-residential uses. Permeable surfaces should be considered for surface parking.

Open Spaces & Natural Resources

- These areas prioritize preservation of open space, topography and natural resources, and may include woodlands, parks, greenways and water bodies.
- Any development should be sensitive to existing conditions. Mass grading is not permitted. Tree clearing is not permitted except on properties under forest management programs agriculture, recreation, or for a single dwelling residential home site.
- Any civic or recreational open space is informal in character.

Lot Size & Building Placement

- Land is in large parcels, and in most cases, unable to be subdivided.
- Building placement is varied and informal.

Building Types & Massing

- Single dwelling residential houses are permitted.

Transportation Network

- Rural road character with irregular, naturalistic street plantings.
- Curvilinear street pattern with relatively low street connectivity.
- Primarily auto-oriented.
- Sidewalk on at least one side.
- May have some trails or bike paths.



This concept drawing is for illustrative purposes only, and is intended to provide an example of the type of limited development that could take place in a Natural Area. This illustration depicts a rural condition that emphasizes the protection of the landscape and natural resources.



Character Areas: Conservation Neighborhood

CN



A **Conservation Neighborhood** preserves 30% to 50% of the buildable land on a site for permanent open space — protecting environmental features, tree stands, or outstanding viewsheds — by closely clustering homes together of varying lot sizes and densities. **Conservation Neighborhood** design should respond to specific features on the site; however, goals to reallocate gross allowable densities into compact development areas that minimize infrastructure investments and maximize large, continuous areas for permanent open space are encouraged. Resident amenities in these neighborhoods should include walking trails and neighborhood gardens. **Conservation Neighborhoods** are primarily residential but may include limited civic or other non-residential (non-commercial) uses.



Street & Block Patterns

- Street and block patterns vary, with curvilinear roads at the edges of the neighborhood and a tighter grid pattern near the center. Street connectivity should be high in the center of the neighborhood.
- Blocks also vary in size, growing larger from the center to the edge of the neighborhood.
- New residential uses have off-street parking in the rear of the lot to enhance the streetscape and walkability.
- Informal (unmarked) parking may be provided on-street.

Open Spaces & Natural Resources

- These areas prioritize preservation of open space, topography and natural resources, and may include woodlands, parks, greenways and water bodies.
- Development should be sensitive to existing conditions, and mass grading and tree clearing should be limited and avoided whenever possible.
- 30%-50% of land is conserved as permanent open space, which should be primarily informal in character and can include parks, greenways, walking trails and other natural areas.
- Smaller open spaces within residential areas may be more formal, and can include greens, squares, or neighborhood gardens.
- Low-impact landscape design techniques and sustainable stormwater practices should be incorporated. Individual lots provide opportunities for rain gardens or Stormwater Control Measures (SCMs).

Lot Size & Building Placement

- Lot width and depth is variable, with larger lots near the edges of the neighborhood and smaller lots near the center.
- Front and side setbacks are variable, with larger setbacks near the edges of the neighborhood and smaller setbacks near the center.

Building Types & Massing

- Building types are primarily residential, with some small civic buildings allowed. Different types of residential buildings are encouraged, including single dwelling detached, single dwelling attached, multi-dwelling, and accessory dwelling units.
- Buildings may be up to 3 stories in height.

Transportation Network

- Rural character with curbs and formal street tree planting.
- Residential neighborhoods are very walkable, with sidewalks, bike facilities, paths and trails.



This concept drawing is for illustrative purposes only, and is intended to provide an example of the type of residential development that could take place in a Conservation Neighborhood. This illustration depicts a cluster of homes in a setting that emphasizes the protection of the landscape and natural resources.



Character Areas: Residential Neighborhood

RN



A **Residential Neighborhood** area includes one housing type — single dwelling detached — on different lot sizes that vary enough to provide a range of home choices in the same neighborhood. Homes are oriented toward streets with rear yards larger than front yards. Some **Residential Neighborhood** areas may mix lot and house sizes on the same block, or provide accessory dwelling units. Pedestrian-scale blocks and a grid street network support a well-connected, cohesive community. New **Residential Neighborhood** areas should include a comprehensive and connected network of open space throughout the site to accommodate small parks, gathering spaces, and community gardens; preserve large tree stands; and help manage stormwater run-off. Internal streets and open space in a **Residential Neighborhood** area should connect to existing or future neighborhoods nearby. **Residential Neighborhoods** are primarily residential but may include limited civic or other non-residential (non-commercial) uses.



Street & Block Patterns

- Streets are generally in a grid network.
- Blocks vary in size, growing larger from the center to the edge of the neighborhood.
- Streets should provide connections to adjacent neighborhoods and development.
- New residential uses have off-street parking at the side or rear of the lot to enhance the streetscape and walkability. Parking areas on larger lots may be accessed from front-loaded driveways, while smaller lots may be served by rear alleys.
- Informal (unmarked) parking may be provided on-street.

Open Spaces & Natural Resources

- Development should be sensitive to existing natural resources including large tree stands and drainage-ways. Mass grading and tree clearing should be avoided whenever possible.
- Community open spaces may include small parks and community gardens.
- Low-impact landscape design techniques and sustainable stormwater practices should be incorporated.
- Specimen tree preservation is encouraged.

Lot Size & Building Placement

- Lot width and depth is variable, with larger lots near the edges of the neighborhood and smaller lots near the center, creating a mix of densities throughout the neighborhood.
- Front and side setbacks are variable, with larger setbacks near the edges of the neighborhood and smaller setbacks near the center.
- Front-facing garages should be avoided. Where garages face the street, they should be set back significantly from the facade of the building.

Building Types & Massing

- Residential building types are limited to single dwelling detached residential, including accessory dwelling units, in a variety of sizes. Single dwelling attached and multi-dwelling are not allowed.
- Civic buildings, including schools, may be appropriate in some Residential Neighborhood areas.
- Buildings may be up to 3 stories in height.

Transportation Network

- Multi-modal walkable streets with curbs and formal street tree planting.
- Very walkable, with sidewalks, bike facilities, paths and trails.



This concept drawing is for illustrative purposes only, and is intended to provide an example of the type of development that could take place in a Residential Neighborhood. This illustration depicts a single dwelling neighborhood, with one-and-a-half to two-and-a-half story homes and parking in the rear. Streets include sidewalks, and on-street parking is allowed.



Character Areas: Mixed Residential Neighborhood

MR



A **Mixed Residential Neighborhood** includes several housing types — single dwelling detached, single dwelling attached, and multi-dwelling — that provide a range of home choices (densities) in the same neighborhood. This mixed approach allows residents at all stages of life, with different housing needs and preferences, to live in a multi-generational community for a lifetime. Residents can start in a smaller, less expensive option like an apartment or townhome early in life, and move to larger detached single dwelling homes on larger lots as their families grow and change. Empty nesters can downsize to a townhome or senior living option without ever leaving the neighborhood.

In a **Mixed Residential Neighborhood**, homes are oriented toward the street with on-street parking in front of more dense housing options. Some neighborhoods may mix housing types on the same block, or provide accessory dwelling units. Smaller blocks and a grid street network support a well-connected, cohesive community. New **Mixed Residential Neighborhoods** should include a comprehensive and connected network of open space that provide gathering space; preserve large tree stands; and help manage stormwater run-off. These neighborhoods are organized around a neighborhood-scale park which can serve as a central gathering place, within a five-minute walk of all homes. Smaller open spaces like pocket parks and community gardens are distributed throughout the neighborhood, within a shorter walk of homes.

The density of **Mixed Residential Neighborhoods** is highest around the central gathering place, where attached and multi-dwelling housing types like townhomes, apartments and condo buildings define the space. Moving out from the center, lots transition from smaller to larger, and become exclusively single dwelling detached. If a **Mixed Residential Neighborhood** is built adjacent to an existing conventional neighborhood, this variation from more dense to less dense will provide an appropriate transition.

Some of the areas shown on the FLUM as **Mixed Residential Neighborhood** are small pockets of previously undeveloped land adjacent to existing development. In these cases, the types of housing introduced should be compatible with the adjacent neighborhoods, and appropriate transitions should be provided between different housing types.



Street & Block Patterns

- Streets are generally in a grid network.
- Blocks vary in size, growing larger from the center to the edge of the neighborhood.
- Streets should provide connections to adjacent neighborhoods and development.
- New residential uses have off-street parking at the side or rear of the lot to enhance the streetscape and walkability. Parking areas on larger lots may be accessed from front-loaded driveways, while smaller lots may be served by rear alleys.
- Marked or unmarked parking is provided on-street.

Open Spaces & Natural Resources

- Development should be sensitive to existing natural resources including large tree stands and drainage-ways. Mass grading and tree clearing should be avoided whenever possible, however developments of this type may require significant grading, tree clearing, retaining walls or stormwater management features.
- Community open spaces may include small parks and community gardens.
- Low-impact landscape design techniques and sustainable stormwater practices should be incorporated.
- Specimen tree preservation is encouraged.

Transportation Network

- Multi-modal walkable streets with curbs and formal street tree planting.
- Very walkable, with sidewalks, bike facilities, paths and trails providing pedestrian connectivity.

Lot Size & Building Placement

- Lot width and depth is variable, with larger lots for single dwelling detached near the edges of the neighborhood and smaller lots for smaller single dwellings and attached dwellings near the center, creating a mix of densities throughout the neighborhood.
- Front and side setbacks are variable, with larger setbacks near the edges of the neighborhood and smaller setbacks near the center.
- Front-facing garages should be avoided. Where garages face the street, they should be set back significantly from the facade of the building.

Building Types & Massing

- Building types are primarily residential and may include single dwelling detached homes, single dwelling attached, multi-dwelling, and accessory dwelling units.
- Building types may be mixed within blocks, or may be organized with more dense building types near the center of the community, and less dense types near the edges.
- Civic buildings, including schools, may be appropriate in some Mixed Residential Neighborhood areas.
- Multi-dwelling buildings may be up to 4 stories in height. Single-dwelling and other buildings may be up to 3 stories in height.
- Small infill projects may not be required to have a mix of housing products within the new development; rather they should provide housing types that complement adjacent existing buildings while providing new housing options.



This concept drawing is for illustrative purposes only, and is intended to provide an example of the type of development that could take place in a Mixed Residential Neighborhood. This illustration depicts a variety of housing types including rowhouses, a multiplex, and a single dwelling home. Parking is in the rear and streets include sidewalks, street trees, and on-street parking.



Character Areas: Neighborhood Center

NC



Small scale, **Neighborhood Centers** provide goods and services to surrounding neighborhoods. Their proximity to neighborhoods requires that operations be low-intensity, unobtrusive, and at a scale and design compatible with nearby residential development. The design of **Neighborhood Centers** transitions effectively between residential and nonresidential uses, and includes safe and convenient pedestrian and bicycle access for nearby residents. While this is primarily a commercial category, some **Neighborhood Centers** may include upper story residential or office. Sites also effectively minimize the impact of cut-through traffic on nearby neighborhood streets by orienting vehicle access and circulation away from adjacent neighborhoods.



Street & Block Patterns

- Blocks are small to medium, and typically in an interconnected grid pattern.
- Lots are primarily rear-loaded to maximize walkability and reduce the emphasis on automobiles.
- Parking is located in and accessed from the rear.
- Paved surface lots have shared parking agreements.
- Formal on-street parking is provided throughout the Neighborhood Center.

Open Spaces & Natural Resources

- These areas include a variety of shared public open spaces throughout a walkable, activated environment. These centers may include formal and informal open spaces such as greens, squares, plazas, and community gardens.
- Due to their small scale and location, Neighborhood Centers are often developed in a manner that does not allow significant protection of topography or natural landscape features, and may require significant grading, tree clearing, retaining walls or stormwater management features.
- There may be opportunities to use the natural hydrology of the site for stormwater control.
- Low-impact landscape design techniques and sustainable stormwater practices should be incorporated.
- Green roof elements and/or rooftop gardens are encouraged.
- Specimen tree preservation is encouraged.

Lot Size & Building Placement

- Lot width and depth is variable, but should be scaled so as to be compatible with adjacent development.
- Front setbacks should be minimal, with storefronts pulled up to the street to enhance walkability.

Building Types & Massing

- Building types are primarily commercial on the ground floor, but may include residential or office uses on upper floors or at the edge of the commercial center.
- Buildings may be up to 3 stories in height.

Transportation Network

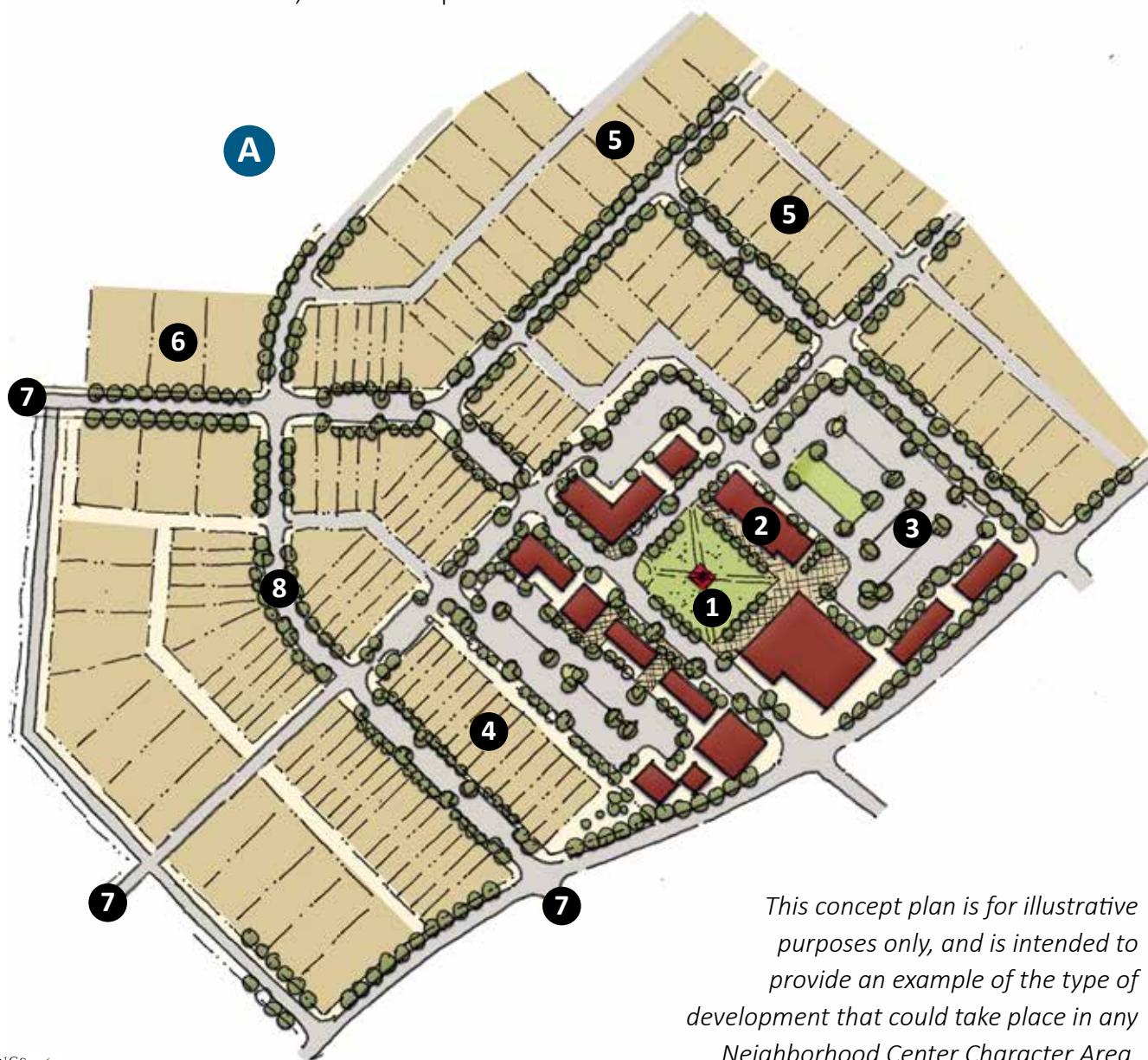
- Multi-modal, somewhat urban character with curbs and formal planting arrangements.
- Grid street patterns with high connectivity for all modes of transportation.
- Sidewalks and bike facilities provide links to adjacent neighborhoods.
- Circulation should be provided internally to minimize traffic impact on adjacent neighborhoods.

Planning Concepts: Neighborhood Center

Two options are illustrated for this area, as the availability of infrastructure, distance to nearby neighborhood centers, and the amount of existing and future residential development it is intended to serve will dictate the appropriate level of development. In both, a central green space serves as the organizing element around which the nonresidential uses are located.

While the more intense development option includes civic uses (i.e. large building anchoring the west side of the green) and additional space for office and service uses, both development

concepts accommodate local-serving commercial uses. Some are oriented toward the green to take advantage of the frontage on a human-scaled gathering place rather than the north-south arterial road. Corners are reserved for retailers that require visibility from such roads yet desire integration into the fabric of the center. Residential development is adjacent and within a reasonable walking distance. The organization of this “greenfield” development lends itself to safe pedestrian and bicycle circulation.



This concept plan is for illustrative purposes only, and is intended to provide an example of the type of development that could take place in any Neighborhood Center Character Area.



- 1 Neighborhood Center Park
- 2 Mixed use Buildings Fronting on the Civic Space
- 3 Parking in Rear
- 4 More Dense Housing Near the Center
- 5 Mid-Sized Single Dwelling (A only)
- 6 Larger Single Dwelling Houses at Edge (A only)
- 7 Connections to Existing Streets
- 8 Street Trees



Planning Concepts: Neighborhood Center

NC-1 Complement neighborhoods with small-scale, neighborhood serving commercial.

Neighborhood-serving retail and service uses accessible from neighborhoods (within 1/2 mile, a reasonable walking distance, of homes) enhances the convenience of such uses to residents, particularly if such commercial uses are connected to the neighborhood by local streets, sidewalks, and trails. While the nonresidential uses benefit from visibility of the collector or arterial roads they face, the proximity of the “backdoor” access should keep local traffic off the major roads, reducing potential congestion. Consider gradients for creating compatible relationships between residential and nonresidential uses. For example, near residential structures, decrease scale of commercial buildings and encourage uses that generate fewer vehicular trips. Create a neighborhood mixed-use district in the UDO that specifically addresses the mix and intensity defined for this place type, and being sensitive to existing development, encourage compatible transitions (i.e., where area adjoins a single dwelling subdivision, provide single dwelling lots at sizes comparable to existing).

Also, modify the UDO to require design standards that reinforce the neighborhood scale intended. Consider standards that require:

- build-to lines
- street/drive standards (cross-section, streetscape, street connections to adjacent development)
- parking standards (shared parking, on-

street parking, off-street parking behind buildings, parking lot screening)

- reduced or no buffer requirements in exchange for establishing a positive relationship between uses at transition points
- usable open space with minimum requirements for location, size, configuration, public edges, and site improvements (seating, lighting, landscaping)
- compatibility for commercial development so the transition from commercial development to adjoining residential neighborhood is appropriate (not abrupt). Consider details that reflect residential character, and address:
 - ◊ Scale (building height and total floor area per building)
 - ◊ Design of roof lines (pitch)
 - ◊ Materials
 - ◊ Streetscape (enhances pedestrian connections)
 - ◊ Vehicular, bike and pedestrian connections (supports “internal capture” of trips) the impacts of commercial development are mitigated (lighting, noise of truck deliveries and waste management)



NC-2

Allow a mix of residential units within and at the edges of the centers.

Stage of life and lifestyle are just two factors that influence housing choices. Retirees, empty nesters, and young professionals are choosing smaller units in these types of mixed-use environments, as lower maintenance coupled with accessibility to commercial and service uses and public green space are more appealing to some than the upkeep of a detached home on a large lot. Housing types may vary by block, but the layout of the neighborhood should aim to locate housing so that similar massing and building types face each other. At the edges where new development will immediately abut existing lots, single dwelling homes that are comparable in size to the existing homes would be appropriate.

Modify the UDO to allow and/or establish design guidelines to encourage a mix of residential types within a single development, indicating the relative location of products so like housing types face each other and changes in types occur at rear property lines.

NC-3

Bring open space to the forefront

In general, integrate green spaces as organizing elements, and give the open space a public edge, such as streets on two or more sides. A small neighborhood green, for example, can be a central feature. Sized and designed to accommodate various neighborhood gatherings, it can play a key role in activating the center. Encourage development that locates buildings, especially retail shops, restaurants, and homes, so they face the open space. Though it is public or publicly accessible, the space becomes an extension of the commercial space or the front yards of homes. This arrangement increases stewardship of the space, which will enhance maintenance efforts. With eyes on the park, it also increases safety due to round-the-clock surveillance by the occupants of the buildings that face the space.



This concept drawing is for illustrative purposes only, and is intended to provide an example of the type of development that could take place in a Neighborhood Center Character Area. This illustration depicts a variety of building types in a mixed-use environment with residential and office uses above ground floor commercial. In this example, buildings front onto a common civic space, with vehicular access and parking at the rear.





This concept drawing is for illustrative purposes only, and is intended to provide an example of the type of development that could take place in a Neighborhood Center. In this illustration, residentially-scaled mixed-use buildings at a key intersection in a neighborhood provide goods and services for residents of the area. Bicycles share the road with vehicles and pedestrians enjoy wide sidewalks and street trees.





The **N. Main Street District** represents the corridor extending north of the Downtown Village District to Sunset Lake Road, including small-scale retail and office buildings and residential neighborhoods. Uses and buildings are located on small blocks with streets designed to extend a grid network in both directions of N. Main Street and offer different choices for residents to live near and experience activity along the corridor. Non-residential buildings in the **N. Main Street District** should be low-intensity, unobtrusive, and at a scale and design compatible with nearby residential neighborhoods. Non-residential or mixed-use buildings may stand one to three stories tall and include residential or office space above storefronts. The design, scale, character, and intensity of development in the **N. Main Street District** should be compatible with, and transition to, adjacent land uses. Non-franchise architecture is encouraged in the **N. Main Street District** as a way to maintain unique character. Parking is satisfied with on-street parking and shared rear-lot parking strategies.



Street & Block Patterns

- Blocks are small, and streets are in a grid network.
- Lots are rear-loaded to maximize walkability and reduce the emphasis on automobiles.
- Parking is located in and accessed from the rear.
- Paved surface lots have shared parking agreements.
- Formal on-street parking is encouraged throughout the N. Main Street District where possible.

Open Spaces & Natural Resources

- In the urban context of the N. Main Street District, open spaces are typically formal in nature, and can include squares, plazas, and community gardens.
- The compact urban development patterns place less emphasis on preservation of the natural landscape, and prioritizes the provision of a variety of formal public spaces.
- Low-impact landscape design techniques and sustainable stormwater practices should be incorporated.
- Green roof elements and/or rooftop gardens are encouraged.
- Specimen tree preservation is encouraged.

Lot Size & Building Placement

- Lots are relatively small, with a high percentage of frontage buildout along the street.
- Front setbacks are small, or there may be no front setback at all in the most urban areas.

Building Types & Massing

- Building types with frontage on N. Main Street are primarily commercial on the ground floor, but may include residential or office uses on upper floors.
- Buildings may be one to three stories in height.

Transportation Network

- Urban character with formal street tree planting.
- Grid street patterns with high connectivity.
- Sidewalks and bike facilities provide links to adjacent neighborhoods.
- Streets should be furnished with seating areas, bike racks, and other facilities for pedestrians and cyclists.

Planning Concepts: (Re)development of N. Main Street

This illustration depicts a transition from existing single dwelling detached homes and vacant parcels to a mix of new residential units on smaller lots and additional small-scale office space. Following existing property lines, the concept suggests the conversions of parcels on the west side could be done incrementally helping existing property owners realize more value in their property while filling gaps in the fabric of existing neighborhoods. The subdivision of existing parcels would accommodate attached and detached single dwelling homes, which may include townhomes, duplexes, and patio homes. On the east side, nonresidential development is a continuation of office development, consistent with the existing buildings that currently lie north and south of this area. With two-story buildings facing Main Street and reduced setbacks, redevelopment will result in a more pedestrian-friendly streetscape.

NM-1 Make small, attached, and accessory dwelling units components of the existing neighborhood.

Smaller housing products should be sensitively integrated into existing neighborhoods, especially those at the heart of the community. Rising property values of in-town locations warrant better utilization of the land. More importantly, infill development in these neighborhoods can create new—and possibly affordable—housing options where infrastructure capacity is available and capable of serving additional customers. Such changes would also put new housing near the businesses in the Downtown Village District, increasing their chances of long-term viability. The Town should

modify the UDO to enable the introduction of single dwelling housing on small lots, duplexes built to resemble larger single dwelling homes, townhouses, and accessory dwelling units, such as garage apartments and granny flats, into these neighborhoods. This area is appropriate for the creation of senior or age-in-place housing close to goods and services. Subdivision standards may need to be amended to permit the subdivision and/or reconfiguration of lots to accommodate these units.

NM-2 Welcome other new neighbors: office tenants.

Offices are among the nonresidential uses situated on some of the parcels on the east side of the street. These neighbors are often a welcome addition, as they typically do not generate as much traffic as their commercial cousins nearby, and they are not known for having loud parties on weekends. The Town should continue to support office development in this location, provided parking is located to the rear so it is screened from street views by buildings while acting as a buffer to residential homes behind.

This concept plan on the following page is for illustrative purposes only, and is intended to provide an example of the type of development that could take place in any N. Main Street District Character Area. Existing homes in N. Main Street Districts should be preserved, though owners of large lots may choose to subdivide their properties, allowing new development on previously undeveloped land.





NM-3 Reset the scale of N. Main Street.

The large lots, vacant land, and structures set back and disconnected from the road create an expansive width that is inconsistent with the dimension one might associate with the small-town setting. Encourage infill and redevelopment of vacant properties that front on Main Street. The presence and scale of new structures brought to the street can better define the limits of the corridor and enhance what should be a pedestrian-oriented corridor. Consider two- and three-story structures in the form of townhouses on the west side and office buildings on the east.

- ① Neighborhood Center Park
- ② Neighborhood Center Mixed-Use
- ③ Parking in Rear
- ④ More Dense Housing near the Center
- ⑤ Mid-sized housing transition
- ⑥ Large Lot Single Dwelling at Neighborhood Edge
- ⑦ Connections to Existing Streets
- ⑧ Rear Alleys
- ⑨ Street Trees
- ⑩ Pedestrian Linkages





This concept drawing is for illustrative purposes only, and is intended to provide an example of the type of development that could take place along a Main Street. This pedestrian-level view shows mixed-use buildings of varying scales and an activated streetscape with outdoor dining, on-street parking, awnings and street trees.



The **Downtown Village District** functions as a destination for residents and visitors to Holly Springs, and includes two activity centers: an iconic downtown core and a medical campus at the intersection of NC 55 and Avent Ferry Road; along with several vibrant neighborhoods surrounding the centers. The core area of the District supports a compact development pattern with a mix of land uses (horizontal and vertical), high-quality architecture, plazas and public spaces, and civic spaces that promote social interaction and celebrate the Holly Springs community. Uses and buildings are located on small blocks with streets designed to extend a grid network in both directions of N. Main Street. Buildings may stand two to five stories tall and include civic, retail, office, restaurant, or other entertainment uses with condominiums or apartments above storefronts. Non-franchise architecture is encouraged in the **Downtown Village District** as a way to maintain unique character, and historic preservation should be a priority. Parking is satisfied using on-street parking, structured parking, and shared rear-lot parking strategies.

The medical campus in the **Downtown Village District** supports a seven-story community hospital, surrounding medical office buildings and surface parking lots. Uses and buildings on the campus are oriented interior to the site, and connected via an internal network of streets and walkways. The design, scale, character, and intensity of development in both the downtown core and the medical campus should be compatible with, and transition to, adjacent residential neighborhoods.

Residential neighborhoods in the **Downtown Village District** offer different choices for residents to live near and experience the two activity centers. Preserving the character of existing homes is a high priority in this area, though some existing large-lot neighborhoods may be subdivided or redeveloped to introduce more housing units (including single dwelling homes on small lots, townhomes, duplexes, cottage dwellings, multi-unit houses and accessory dwelling units) and to increase the number of residents living near both the downtown core and the medical campus. New or improved parks, plazas, streets or other public spaces in the neighborhoods are important elements for unifying neighborhood character and making connections with the two activity centers.

Street & Block Patterns

- Blocks are small, and streets are in a grid network.
- Lots are rear-loaded to maximize walkability and reduce the emphasis on automobiles.
- Parking is located in and accessed from the rear.
- Paved surface lots have shared parking agreements.
- Formal on-street parking is provided throughout the Downtown Village District.

Open Spaces & Natural Resources

- In the urban context of the Downtown Village District, open spaces are typically formal in nature, and can include squares, plazas, and community gardens.
- The compact urban development patterns place less emphasis on preservation of the natural landscape, and prioritizes the provision of a variety of formal public spaces.
- Low-impact landscape design techniques and sustainable stormwater practices should be incorporated.
- Green roof elements and/or rooftop gardens are encouraged.
- Specimen tree preservation is encouraged.

Lot Size & Building Placement

- Lots are relatively small, with a high percentage of frontage buildout along the street.
- Front setbacks are small, or there may be no front setback at all in the most urban areas.

Building Types & Massing

- Building types are primarily commercial on the ground floor within the Core Area (defined in VDAP), but may include residential or office uses on upper floors or at the edge of the district.
- Buildings may be two to five stories in height.
- Residential buildings should be traditional in design and orientation to mesh with the existing neighborhood fabric (see pg. 99 for additional discussion).
- Residential building types shall be small lot single-dwelling homes, townhomes, duplexes, cottage dwellings, multi-unit houses and accessory dwelling units.

Transportation Network

- Urban character with formal street tree planting.
- Grid street patterns with high connectivity.
- Sidewalks and bike facilities provide links to adjacent neighborhoods.
- Streets should be furnished with seating areas, bike racks, and other facilities for pedestrians and cyclists.

Downtown Area Plan

Additional recommendations for development in the Downtown Village District can be found in Appendix E: Downtown Area Plan.



A **Mixed-Use Center** offers the opportunity to serve broader economic, entertainment, and housing needs in the community. Land uses and buildings on small blocks in the core may stand three or more stories tall and encourage active public spaces between the buildings. Residential units or office space are found above storefronts. Homes surrounding the core offer several choices to live and experience the center. Parking is satisfied using on-street parking, structured parking, and shared rear-lot parking strategies. The compact, walkable environment and mix of residential and non-residential uses in the center supports multiple modes of transportation, including the potential for transit-oriented development if-when a decision is made to invest in premium transit along the NC 55 corridor.

A large-scale, **Mixed-Use Center** may be surrounded by one or more residential neighborhoods that provide additional nearby home choices and encourage active living with a comprehensive and interconnected network of walkable streets.

Some areas designated **Mixed-Use Center** on the Future Land Use Map started off as suburban shopping centers. Transformation of these areas to support mixed-use development will require deliberate planning and phasing to keep the areas viable during their period of change. Build-out under the **Mixed-Use Center** category should follow the same use, height, mix, design, and parking expectations described for this character area in the paragraphs above; however, infill development and redevelopment activities should be coordinated closely with the Town (on a case-by-case basis) to phase development, program improvements, and set expectations during the transformation.

Street & Block Patterns

- Existing areas may have a conventional suburban development pattern, with surface parking lots between the street and buildings. Blocks may be indiscernible due to a lack of street connectivity to adjacent neighborhoods.
- Redevelopment and new development in these areas will utilize formal small block patterns and relocate parking to the interior of blocks.
- Parking between the street and the building should be limited.
- Paved surface lots have shared parking agreements.
- Formal and informal on-street parking is provided.

Open Spaces & Natural Resources

- These areas include a variety of shared public open spaces throughout a walkable, activated environment, and may include formal and informal open spaces such as greens, squares, plazas, and community gardens. The linear nature can provide opportunities for greenway links to other parts of the Town.
- Grading of topography and clearing of vegetation may be necessary in order to achieve the higher density and compact development desired in the center.
- Low-impact landscape design techniques and sustainable stormwater practices should be incorporated.
- Consider landscaping beds with reduced curb structures/cuts that allow for storage of stormwater and/or mini rain gardens.
- Green roof elements and/or rooftop gardens are encouraged.

Lot Size & Building Placement

- In existing development, lot sizes may be variable and irregular. Redevelopment and new development should seek to regularize lot and building patterns.
- Front setbacks are variable, but in new development should be as small as possible. Side and rear setbacks are variable.

Building Types & Massing

- Multi-dwelling housing in a Mixed-Use Center should be stacked over ground floor retail in the core of the development, or interspersed on small blocks within the larger development so that all multi-dwelling buildings are within short walking distance of a community green or block with non-residential uses.
- Multi-dwelling housing in a Mixed-Use Center should not extend more than two consecutive blocks in any direction unless included in a vertical mixed-use building.
- Buildings should be 3 to 5 stories along the corridor, but may be 2 to 3 stories in transitional areas.

Transportation Network

- Suburban corridor character with curbs and formal street tree planting.
- Primarily auto-oriented, but should also be located along corridors served by transit.
- Sidewalks and bike facilities provide links to adjacent neighborhoods.



• *Photo credit: nearmap*

A **Regional Center** is a hub for entertainment and employment, located immediately off the 540 interchange at Holly Springs Road and at Old Holly Springs Apex Road. These areas are envisioned as energized centers containing a mix of business, entertainment, civic, and cultural activities with a mix of housing types within and surrounding the center. As a magnet to surrounding towns and neighborhoods, a regional center becomes an iconic symbol and exciting focal point in southern Wake County. Buildings may stand two to ten stories tall in the immediate center of the development, and the public spaces between buildings should be designed for active living, community gathering, and interesting street life. Residential units or office space may be found above storefronts. Parking should be satisfied using on-street parking, structured parking, and shared rear-lot parking strategies.

A **Regional Center** may be surrounded by one or more Residential Neighborhoods or Mixed Residential Neighborhoods. The design, scale, character, and intensity of development in the **Regional Center** should be compatible with, and transition to, adjacent land uses; and the character of existing adjacent neighborhood should be preserved.



Street & Block Patterns

- Blocks are relatively small, and streets are in a grid network.
- Larger blocks should provide cross-block pedestrian passages or walkways to maximize multi-modal connectivity.
- Lots are rear-loaded to maximize walkability and reduce the emphasis on automobiles.
- All parking is located in and accessed from the rear.
- The majority of parking is on-street and in structured lots with shared parking agreements.

Open Spaces & Natural Resources

- In this urban context, community open spaces are formal in nature, and can include squares, plazas, and pocket parks.
- Open spaces should include fun, entertaining features like public art, sculpture, interactive streetscape elements, fountains and seating areas.
- The compact urban development patterns place less emphasis on preservation of the natural landscape, and prioritizes the provision of a variety of formal public spaces for community gathering.
- Grading of topography and clearing of vegetation may be necessary in order to achieve the higher density and compact development desired in the center.
- Low-impact landscape design techniques and sustainable stormwater practices should be incorporated.
- Green roof elements and/or rooftop gardens are encouraged.

Lot Size & Building Placement

- Lots are relatively small, with nearly 100% frontage buildout along the street.
- There are typically no front setbacks, and minimal side and rear setbacks.

Building Types & Massing

- Building types are primarily commercial on the ground floor with a storefront to activate the street, and may include residential or office uses on upper floors.
- Buildings should be five to ten stories tall in the core of the Regional Center, and then step down to transition to surrounding character areas.
- Building height shall vary, with shorter buildings at the edges and taller buildings in the center, in order to transition smoothly from adjacent smaller-scale development.

Transportation Network

- Urban character with formal street tree planting.
- Grid street patterns with high street connectivity.
- Sidewalks and bike facilities provide links to adjacent neighborhoods.
- Streets should be furnished with seating areas, bike racks, and other facilities for pedestrians and cyclists.

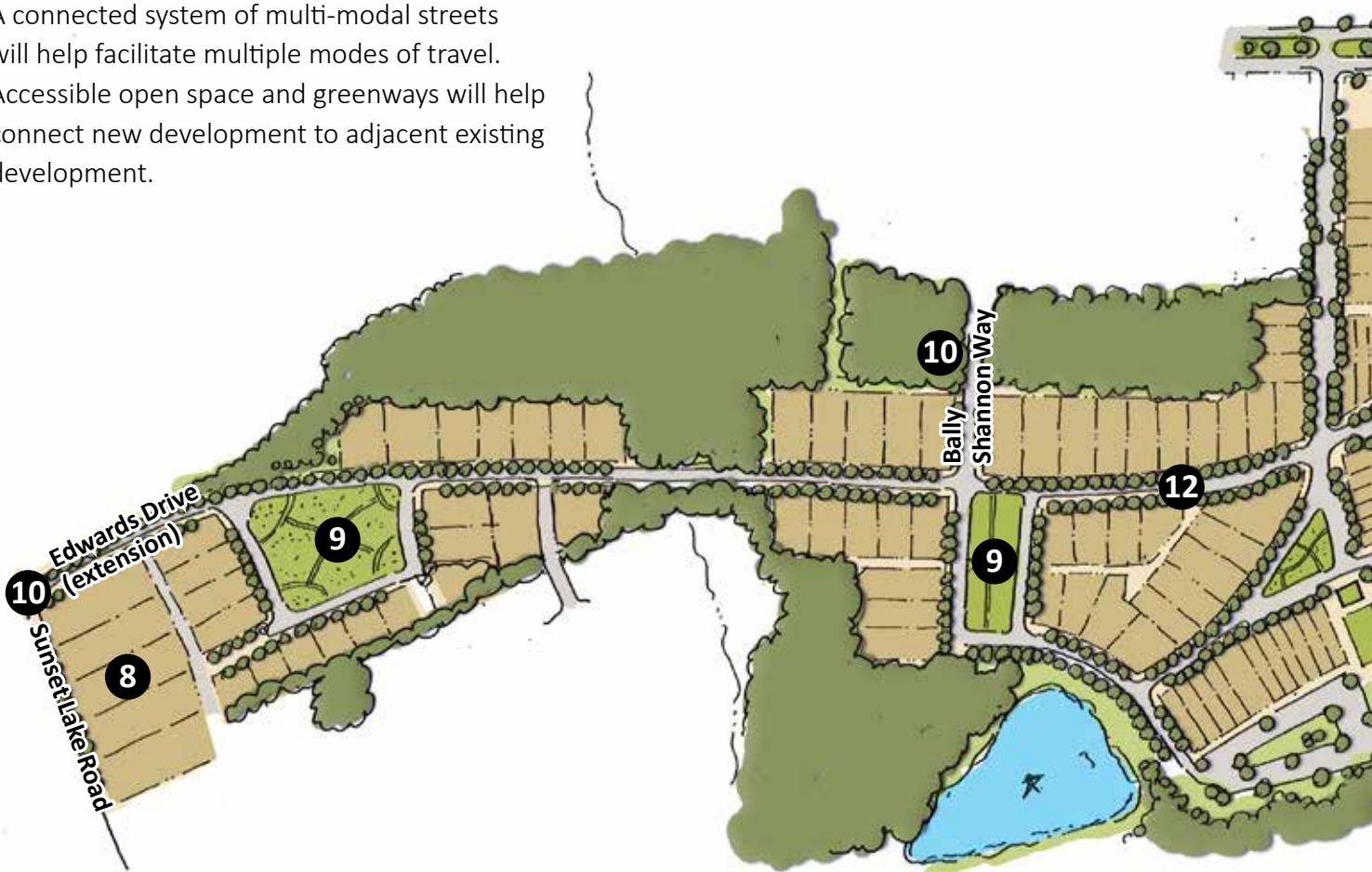
Planning Concepts: Regional Center

Similar to other areas along the I/NC-540 corridor in the Triangle Region, these areas have an opportunity to support new development and redevelopment that will combine regional- and local-serving commercial uses, integrated with residential development, to create a mixed-use center. Regional retail, hotels, and prime office space will be drawn to major corridors and interchanges. Additional office space, neighborhood-scale retail, services and civic uses will likely comprise the outer edges of Regional Center areas. The range of housing types will likely appeal to a broad range of age groups and, with appropriate transitions, will complement the existing neighborhoods. A connected system of multi-modal streets will help facilitate multiple modes of travel. Accessible open space and greenways will help connect new development to adjacent existing development.

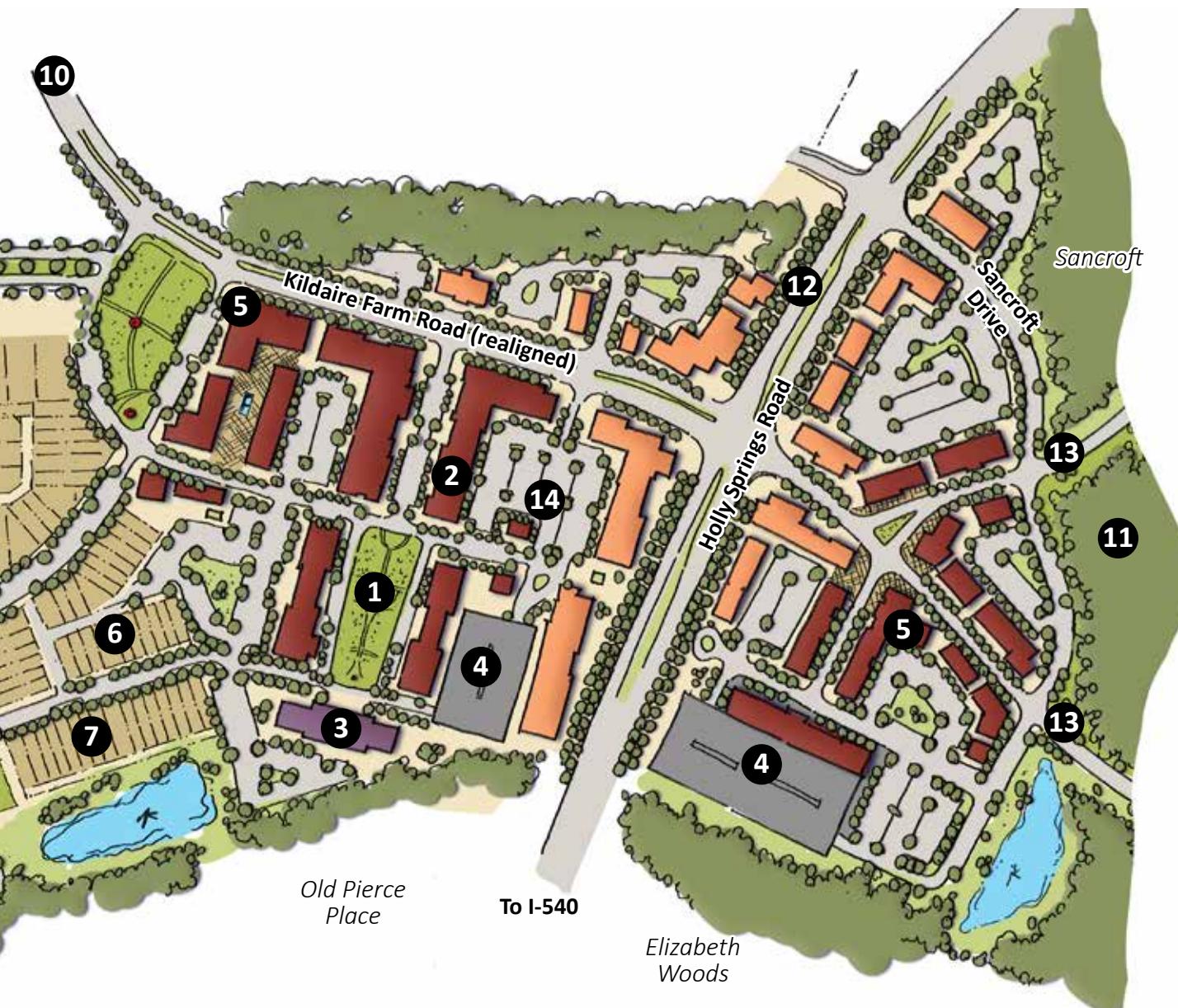
This concept plan is for illustrative purposes only, and is intended to provide an example of the type of development that could take place in any Regional Center Character Area.

- Mixed-Use Building
- Office Building (may be Mixed-Use with Office on one or more floors)
- Hotel

Scots
Laurel



- 1 Regional-Scale Civic Space
- 2 Mixed Use Entertainment District
- 3 Hotel
- 4 Parking Structure
- 5 High Density Multi-dwelling
- 6 Medium-High Density
- 7 Medium Density Single Dwelling
- 8 Large Single Dwelling at Neighborhood Edge
- 9 Neighborhood Scale Civic Space
- 10 Connections to Existing Streets
- 11 Integrated Preserve
- 12 Street Trees
- 13 Pedestrian & Vehicular Connections Access Preserve
- 14 Parking in Rear



Planning Concepts: Regional Center

RC-1 Take a closer look to ensure the opportunity is maximized.

The development potential of the area around the NC-540 and Holly Springs Road interchange can be compared to other similar interchange development areas in the Triangle and Charlotte regions. The conceptual plan presented here is conceptual in nature, and additional study will be necessary to understand the unique potential of the Regional Center sites. In order to facilitate economic development in these areas, the Town will need to assess factors including specific market conditions, infrastructure needs, opportunities for amenities and green space (i.e., a greenway along Rocky Branch Creek), historic and culturally-important features, and land ownership.

RC-2 Create a gateway and a sense of place.

As a new front door into the Town, this interchange area can be developed in a manner that presents a positive image of the Town and reinforces its identity. The mix of uses, the quality of architecture and open space, and the integration of public art will not only make a statement about the Town as people arrive or simply pass through, but provide a positive experience for those regularly shopping, dining, working, and living in this area. Attention to details, especially scale, will ensure this interchange reads as a welcoming point of entry while creating a destination distinguished from the rest of the town.

RC-3

Facilitate the creation of this mixed-use area in accordance with the plan.

Support development proposals that help realize the vision for the area. This includes support for a broad mix of local- and region-serving commercial uses as well as residential uses. The range of uses envisioned suggests a development process that involves multiple developers and is accomplished through phasing over several years. The Town's best role may be participation in the provision of public facilities to address potential gaps in or implement more efficient approach to open space, stormwater management, utilities, and street and sidewalk connections.

Facilitate the assemblage and reconfiguration of key parcels. Seek ways to assist investors with acquisitions of remnant and other parcels following the completion of NC-540 that may be key pieces of future commercial frontage. Through the subdivision approval process, facilitate the combination and reconfiguration of parcels to better respond to new roadway alignments.



RC-4 Elevate the role of open space.

Promote the integration of a variety of indoor and outdoor spaces designed for the enjoyment and safety of the users. Modify the UDO to improve design standards for open space and building orientation. Standards should require usable open space between or at the fronts of buildings to help create a public realm that is safe, inviting, and designed to support programming as well as informal use. Standards should result in open space that creates a comfortable transition between residential and nonresidential buildings; is located, scaled, designed, and appropriately amenitized for frequent use by residents, workers, and visitors; and serves as an extension of commercial spaces so retail and restaurants can “spill” onto the open space, blurring the lines between private and public space, so spaces are lively and shoppers will want to linger longer.

RC-6 Weave new development into the existing fabric.

Through street and sidewalk extensions, new development can be connected to the existing development that flanks it. But seamlessly blending new with old in a sensitive, compatible manner can be accomplished through other transitions. For example, the continuation of a stubbed street may warrant the continuation of the existing lot pattern so new structures (homes, for example) are comparable in scale to the established structures. To ensure compatibility where new development meets existing development, the Town should establish standards for accomplishing comparable street cross-sections, streetscape, lots sizes and other details so the lines between existing development and new development are not discernible. Consider design guidelines or amendments to the UDO and the Engineering Design and Construction Standards.

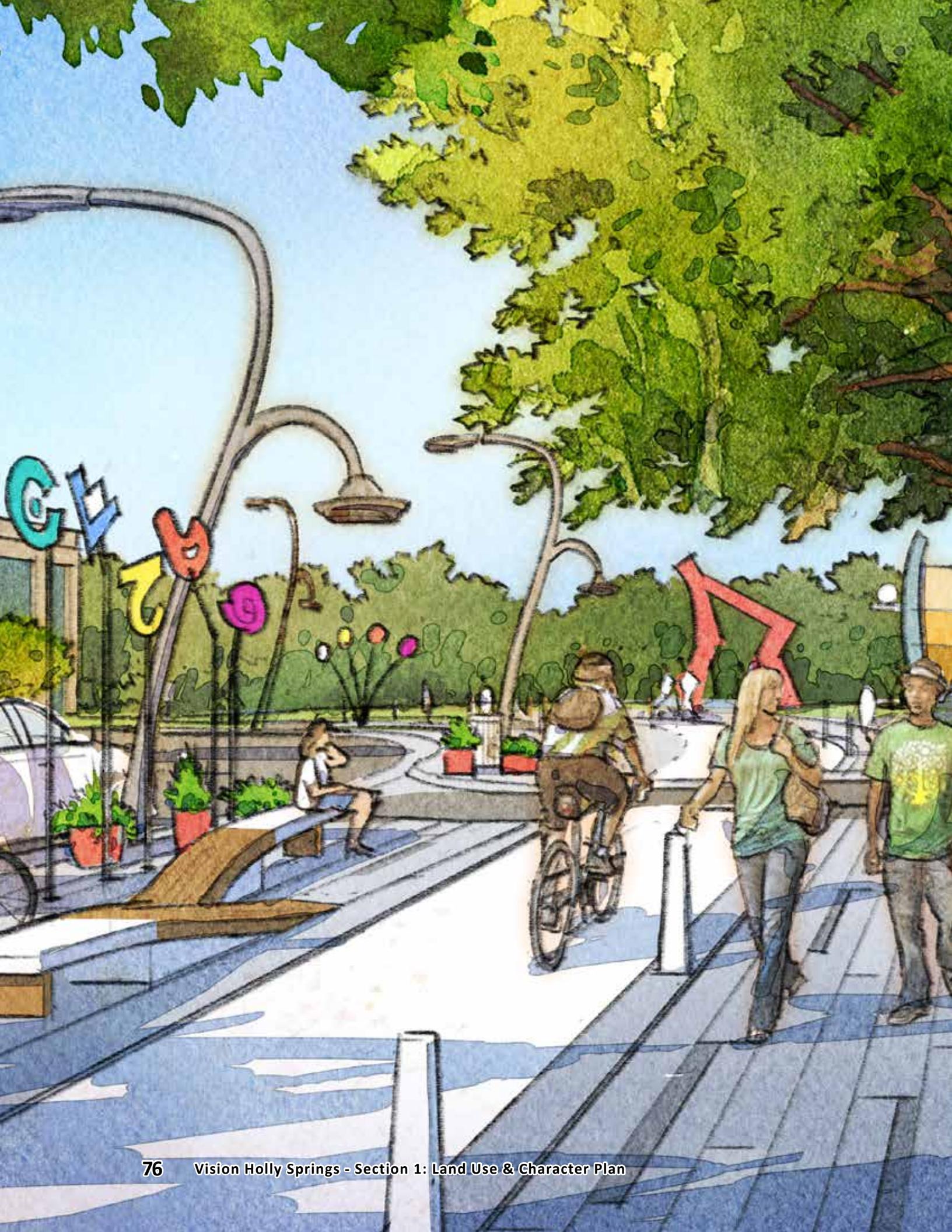
RC-4 Consider connections to adjacent development

Once NC-540 is constructed, it will create a barrier separating a portion of the Town’s jurisdiction from the rest of Holly Springs. In addition to ensuring local street connections, the Town should implement the proposed greenway connection along the Rocky Branch Creek corridor, which will link the northeast and southeast quadrants of the future interchange and also tie into the larger network of trails planned for the Town.



This concept drawing is for illustrative purposes only, and is intended to provide an example of the type of development that could take place in the core of a Regional Center Character Area. This illustration depicts a variety of building types in a mixed-use environment with residential and office uses above ground floor commercial. Parking is located interior to the block or on-street. The public realm is activated with a number of civic open spaces, including plazas, outdoor dining areas, and a park with a band shell for large community events. This level of development intensity would be most appropriate at the center of the development; with density decreasing towards the edges and appropriate character transitions to adjacent neighborhoods.





This concept drawing is for illustrative purposes only, and is intended to provide an example of the type of development that could take place in a Regional Center Character Area. This street-level view shows an activated public realm with sidewalks, bike facilities, public art, street lighting and furniture.





An **Innovation Village** abandons the idea of a conventional business or industrial park and imagines a mixed-use village that concentrates employment uses in a discernible center surrounded by one or more neighborhoods that support a variety of home densities and choices — including live-work units in the employment center. The design, scale, character, and intensity of development in the **Innovation Village** emphasizes technology, creativity, and innovation, and may support a corporate headquarters, research and development campus, manufacturing center, or other center of excellence and the nearby retail businesses and housing options needed for its employees.

A grid network of walkable streets connects destinations within the employment center and the surrounding neighborhoods. Connected open space throughout the village accommodates recreation facilities, small parks, greenways, and gathering places; preserves tree stands; and helps reduce stormwater runoff.



Street & Block Patterns

- Street and block patterns can vary, with a tighter grid in the center of the village and a somewhat looser grid along the edges where the uses are primarily residential.
- Blocks are relatively small and walkable. Large blocks should provide cross-block pedestrian passages or walkways to maximize multi-modal connectivity.
- Paved surface lots and parking structures with shared parking agreements and on-street parking.

Open Spaces & Natural Resources

- Development should be sensitive to existing natural resources including large tree stands and drainage-ways.
- There should be a series of connected public open spaces throughout a walkable, activated environment. These centers may include formal and informal open spaces such as greens, squares, plazas, pocket parks and community gardens.
- Specimen tree preservation is encouraged.
- Innovative light-impact development techniques should be utilized for landscaping and stormwater control. This Character Area provides opportunities for utilizing progressive ideas and technologies when it comes to landscape and stormwater.
- Green roof elements and/or rooftop gardens are encouraged.

Lot Size & Building Placement

- Lot width and depth is variable, as appropriate for the desired uses, but no lot should be so large as to compromise the walkable, mixed-use nature of the Village.
- Buildings may front on streets or common open spaces.
- Front setbacks may vary in order to create an interesting streetscape with a variety of frontage types including storefronts, stoops, outdoor dining and more.

Building Types & Massing

- The scale and massing of buildings should be varied throughout the Village, in order to provide visual interest and avoid the homogeneous appearance of a conventional office park. Most buildings should be 3-4 stories, though slightly taller buildings may be appropriate in the core, and shorter buildings along the edges.
- Building types vary and may include residential townhomes, live/work units and apartments or condominiums, in addition to mixed use commercial, retail, and office uses.
- Buildings should incorporate innovative design techniques and materials.

Transportation Network

- Urban character with formal street tree planting.
- Grid street patterns with high connectivity.
- Sidewalks and bike facilities provide links to adjacent residential areas and a variety of commuting options.
- Streets should be furnished with seating areas, bike racks, and other facilities for pedestrians and cyclists.

Planning Concepts: Innovation Village

The Innovation Village is the next generation of business park for business owners, entrepreneurs, artists and manufacturers.

The design, scale, character, and intensity of development in the Innovation Village emphasizes technology, creativity, and innovation.

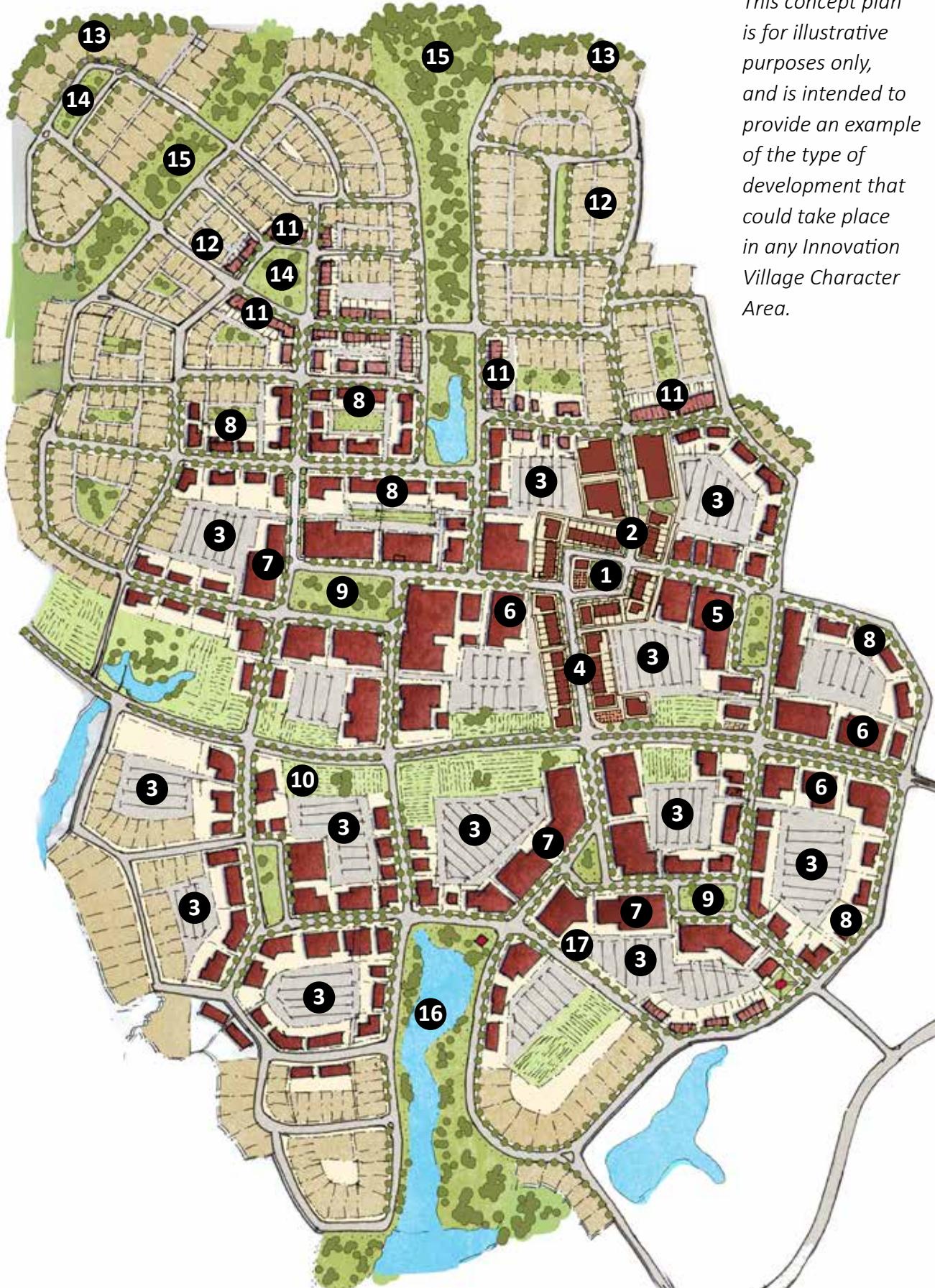
This area provides unique economic development opportunities for Holly Springs, and is envisioned as a progressive employment hub that may support a corporate headquarters, research and development, manufacturing and the biotech/pharmaceutical industries. While the Innovation Village is first and foremost an employment center, residential and supporting retail and service uses are integrated throughout, using traditional village design and planning principles.

Streets should be walkable and interconnected, and should include on-street parking, street trees, sidewalks and bike facilities for pedestrians and bicyclists. A network of connected open spaces can include parks and greenways, which provide places for recreation and gathering. Buildings should be located close to the street, with parking lots in the rear buildings rather than in the front.

An agrarian buffer along the adjacent arterial and collector roads could be preserved, or created, as for aesthetic purposes, but more importantly, to provide an opportunity for hyper-local food production for residents and employees of the Innovation Village.

- 1 Village Center Park
- 2 Live/Works around Park
- 3 Parking in Rear
- 4 Mixed Use Main Street
- 5 Office
- 6 Smaller-Scale Support Manufacturing
- 7 Large Format Manufacturing
- 8 High Density Multi-dwelling
- 9 Recreation space for manufacturing workers
- 10 Agrarian buffer
- 11 Medium-high Density Rowhouse
- 12 Medium Single Dwelling
- 13 Large Single Dwelling
- 14 Neighborhood-scale Park
- 15 Greenway
- 16 Incorporating Existing Hydrology
- 17 Secondary Truck Network





Planning Concepts: Innovation Village

IV-1 Reserve key sites for future employment.

The potential for additional employment in Town is increasing with regional growth. This area opens up the possibility of effectively recruiting major employers to Holly Springs.

IV-2 Encourage variety.

Here, a variety of large, medium, and small businesses can operate side by side, with some benefitting from proximity to large-scale employers, especially manufacturers, and access to US-1. Industrial uses of many types should be encouraged here, and “industrial” should be broadly defined to include maker spaces for a wide variety of artisans. Breweries and distilleries may also be accommodated in this location.

IV-3 Support live-work.

Consistent with their unconventional work style, some artists and craftspeople choose unconventional living arrangements. Live-work units in which living space sits above first-floor studios, maker spaces, and offices provides an ideal setup. Allow live-work units in appropriate locations, and address parking standards to mitigate potential issues arising from having different occupants in the “live” and “work” portions of the units.

IV-4 Facilitate the creation of a “village.”

By introducing some supporting commercial uses, office buildings, and a limited amount of housing, this area can have a distinct identity as the village it is envisioned to become.

The common areas—outdoor green spaces, courtyards, and co-working spaces—can foster an environment of collaboration, a key attribute in creating a breeding ground for innovation.

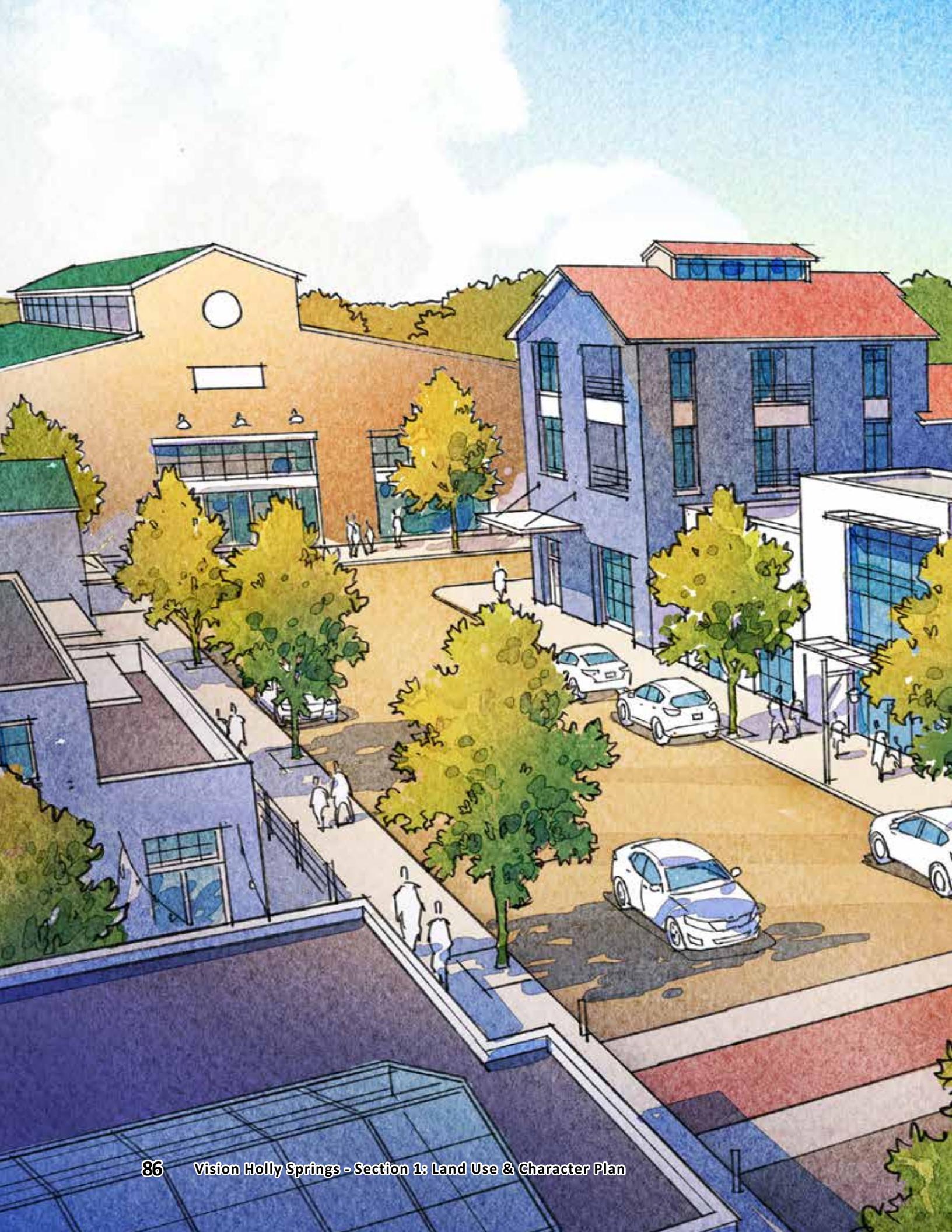




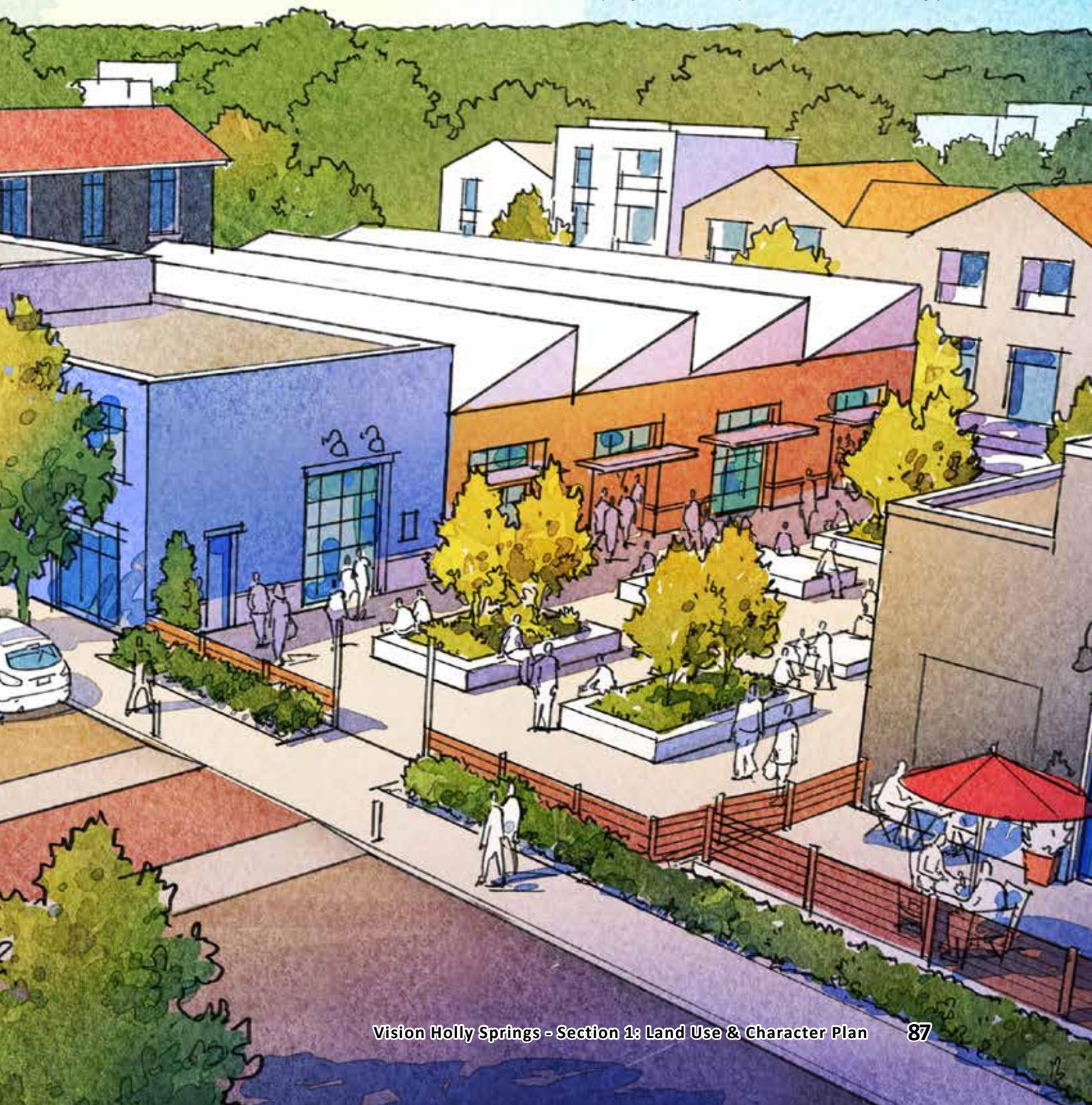


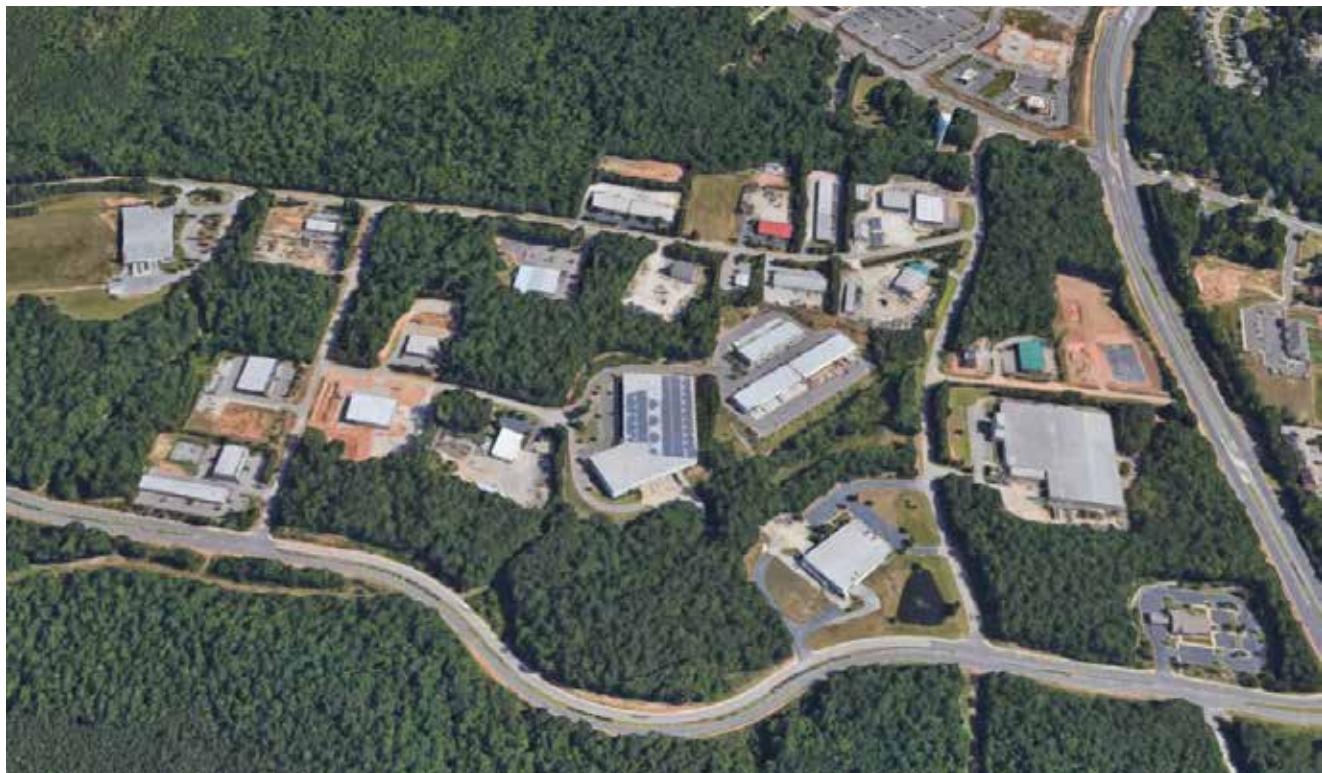
This concept drawing is for illustrative purposes only, and is intended to provide an example of the type of development that could take place in an Innovation Village Character Area. This illustration depicts a mix of building types including residential and non-residential uses in a mixed-use environment that is both cohesive and innovative. Green roofs, urban agriculture, and recreational open spaces make this Character Area a unique and desirable place to live, work, and play.





This concept drawing is for illustrative purposes only, and is intended to provide an example of the type of development that could take place in an Innovation Village Character Area. This illustration depicts a mix of building styles and massing and a pedestrian-friendly environment that includes sidewalks, decorative street crossings and an activated plaza. Distinctive architecture and landscaping creates a dynamic and interesting place.





Business & Industrial Centers provide opportunities to concentrate employment clusters throughout the town. They support both large-scale, single tenant office and industrial buildings and smaller, multi-tenant office and industrial buildings that are clustered and may support and serve one another. **Business & Industrial Centers** are typically buffered from surrounding development by tree preservation areas or landscaped areas, with the type and size of the buffer a function of the activities being performed on the site.



Street & Block Patterns

- Blocks are large, and may not have a discernible block structure due to the scale and access requirements of the tenants.
- Lots may be front- or rear-loaded, depending on use and loading needs.
- Parking is provided off-street in surface parking lots or parking decks at the rear of the lot, and should otherwise be screened from view from the street.

Open Spaces & Natural Resources

- Typically, business and industrial areas do not prioritize the preservation of natural resources, though they may rely on landscape for buffering between incompatible uses.
- Though these areas are not typically designed as walkable, activated centers, they may include formal open spaces such as squares or plazas for the use of employees.
- Low-impact landscape design techniques and sustainable stormwater practices should be incorporated.
- Green roof elements and/or rooftop gardens are encouraged.

Lot Size & Building Placement

- Lot size and building placement varies depending on building scale and use, though buildings should face the street where possible.

Building Types & Massing

- Building types are primarily office and industrial.
- Buildings may be up to 6 stories. Exceptions may be allowed for special manufacturing uses.

Transportation Network

- Streets are auto-oriented, and should have sidewalks providing internal connectivity within development sites and to adjacent uses.



Special Uses include landfills and quarries that are unique in town and often guided by federal, state, or county planning and design standards. This Character Area designation should be used to accommodate existing special uses only. Future **Special Use** areas are discouraged.



Street & Block Patterns

- Street and block patterns will be dictated by the specific use(s) on the site.

Open Spaces & Natural Resources

- Preservation of natural resources is important to transition/buffer between the Special Use and adjacent uses.

Lot Size & Building Placement

- Existing Special Use areas should incorporate large setbacks and buffers such as berms or landscaping to minimize visibility of equipment and operations from the street.
- Building placement and setbacks should be established to contain noise, dust, odor, vibration, and other negative impacts of the specific use.

Building Types & Massing

- Building types and massing will be dictated by the specific use.

Transportation Network

- The transportation network will be dictated by the specific use(s) on the site.

IMPORTANT THEMES FOR TRANSFORMING HOLLY SPRINGS



92	Important Themes:
94	Establish Mixed-Use Activity Centers Throughout Holly Springs
95	Suburban Remix
96	Suburban Retrofit
98	Context-Sensitive Infill Development Choices
99	Transitions
100	Increase Home & Neighborhood Choices in Holly Springs
102	Increase Diversity & Affordability of Housing in Holly Springs
103	More Transportation-Land Use Coordination in the Community
104	Supporting Infrastructure
105	Protect the Town's Long Term Financial Stability

Important Themes for Transforming Holly Springs

Seven important themes for Holly Springs are highlighted as high-priority principles for transforming the Town from a bedroom community to a self-sustaining city. Together, the principles described below capture general values, preferences, and priorities for guiding future growth and development decisions in the community, and influence the plan concepts and Specific Recommendations.

Establish Mixed-Use Activity Centers Throughout Holly Springs

This Plan advocates for new activity centers throughout the community, represented by the distribution of mixed-use, walkable development areas on the Future Land Use Map. Character Areas that provide opportunities for the Town to grow and innovate with future activity centers include: Neighborhood Center, Mixed-Use Center, Regional Center, Innovation Village, N. Main Street District, and Downtown Village District.

Integrating uses in a central location creates places where people live, work, shop, and play as a cohesive community. Mixed-use development in the activity centers furthers the economic vitality and sustainability of the area, the efficiency of utilities and transportation serving the area, and the sense of community experienced by residents, business owners, and visitors to the area. Mixed-use character areas in Holly Springs will become very important activity centers in the suburban landscape.

New activity centers in town will evolve over time in terms of land use mix, density and intensity, home choices, and transportation options. These are the areas where the Town should emphasize public and private investment

— increasing allowable densities and intensities, adding infrastructure capacity, improving access from nearby neighborhoods, investing in streetscape improvements, and encouraging private investment — to diversify the Town’s development strategy and support continued growth and economic prosperity in the future (i.e., the “Places to Transform” described for the Growth Strategy Map presented earlier in this document).

Some areas identified for activity centers will require redevelopment of existing suburban shopping centers or infill development in the N. Main Street and Downtown Village Districts.



Important Themes for Transforming Holly Springs

Suburban Remix

Holly Springs understands that in order to accommodate inevitable growth, while still being able to provide a high level of services and infrastructure, the Town needs to change its sprawling development patterns. Several decades of conventional suburban growth has resulted in a community with clearly separated uses and building types, a lack of street connectivity, and a population increasingly reliant on automobiles. In some parts of town, single dwelling residential neighborhoods have room for improvement when it comes to multi-modal connectivity to schools, parks, commercial corridors, and other neighborhoods.

Across the region, the state, and even nationally, there is a shift in the types of places people want to live. Sprawl has an impact on traffic, the economy, the environment, and many quality-of-life factors. There are benefits associated with pedestrian-friendly, mixed-use

environments. Creating places where people can live, work, shop, gather with neighbors, and meet their daily needs can save time, money, and infrastructure costs.

The “Suburban Remix” approach seeks to activate neighborhood centers in Holly Springs and provide density in the form of mixed-use centers in areas of existing suburban development. Density supports a variety of housing choices and walkable environments where daily needs and services are provided in close proximity to residential uses.

The Future Land Use Map identifies a variety of different types of Character Areas, each with different characteristics. Concentrating development in important nodes will enable increases in density, a variety of new housing types, and the re-energizing of Holly Springs’ suburban corridors and neighborhoods.



Important Themes for Transforming Holly Springs

Suburban Retrofit

Suburban Retrofit is the process of converting areas that are already developed in conventional suburban patterns into mixed-use, multi-modal, activated corridors and centers. This approach reflects a change in preference from suburban auto-oriented development to a more traditional mixed-use form, where people can and will want to walk between new residences and a range of small and large businesses, offices, and recreational opportunities. Context-sensitive Suburban Retrofit addresses existing conflicts between commercial and residential zoning districts by carefully transitioning from lower scale to larger building types.

Suburban retrofit occurs in areas that are mostly developed, but may have underutilized parcels or excessive surface parking. Retrofitting existing building sites allows developers to take advantage of existing infrastructure and services, and helps to mitigate the effects of sprawl by improving transportation connections.

Suburban retrofit helps address barriers to

non-motorized connectivity in places like aging shopping centers by enhancing pedestrian connections and creating internal drives with infill buildings fronting onto them. This redevelopment approach relocates parking to the rear of buildings, rather than having large surface parking lots between the building and the street.

The concept of retrofit can also be applied to suburban streets, especially in areas where the goal is increased multi-modal connectivity. Many suburban rights-of-way were designed for high-speed, auto-only travel. By narrowing travel lanes and adding on-street parking, sidewalks, and planting strips, streets can be made safer and more walkable.

The example on the page that follows shows a conceptual and incremental approach to suburban retrofit of a suburban, big-box shopping center with a large parking lot between the street and the building.



Important Themes for Transforming Holly Springs



Phase 0 — Existing Suburban, Big-Box Shopping Center

A typical layout for a suburban, big-box shopping center located several hundred feet back from the public street with a large surface parking lot in between. One or more outparcels in the shopping center support restaurants with drive-throughs, banks or other uses. The outparcel buildings appear to almost float in the sea of asphalt allocated for surface parking.



Phase 1 — Early Redevelopment & Continued Infill Development on Nearby Vacant Land

New opportunities to continue infill development around the still-open big-box store might include residential uses (shown here as townhomes). Redevelopment on some portions of the existing surface parking lots swap under-utilized parking areas for new buildings and civic spaces. Buildings are oriented toward a new Main Street to complement earlier infill development. Public amenities (show here as a park and trail system) improve quality of life for nearby residents and visitors to the emerging activity center, and provide connections via the trail system for other residents in the community.



Phase 2 — Continued Redevelopment in the Growing Activity Center

Redevelopment of remaining portions of the existing surface parking lot continues as the big-box store closes. The new block pattern is completed for the growing activity center.



Phase 3 — Demolition of the Big-Box Store

The now-closed big-box store is demolished to make room for additional mixed-use development, bringing additional residential uses (shown here as townhomes) to the activity center, and making access to the park and trail system more convenient using a grid street network. The former suburban shopping center is now a more urban, mixed-use activity center serving the community.

Important Themes for Transforming Holly Springs

Context-Sensitive Infill Development Choices

When places like Holly Springs develop in conventional suburban patterns where different uses are separated, clear boundaries and buffers are necessary to mitigate the impacts of adjacent incompatible development patterns. In Holly Springs, this means figuring out how to incorporate smaller scale detached or attached housing in areas adjacent to existing neighborhoods. By focusing on transitions in form and massing, the Town can begin to infill around its single use residential areas with a contextually appropriate mix of residential products.

Understanding the character of Holly Springs' neighborhoods is the first step toward determining what kinds of future development are appropriate. The second step towards is identifying areas where character should be preserved or enhanced, versus areas where character should be transformed. The Residential Neighborhood areas of Holly Springs are intended to be enhanced and generally maintained, with a mix of single dwelling



residential lots in a variety of sizes. Infill around these areas should attempt to maintain the scale and massing of existing development. For example, a quadplex with four apartments or condos can be designed to look nearly the same as a single dwelling home, allowing it to fit seamlessly into the neighborhood. By locating parking in the rear of the lot, accessed from an alley or a front-loaded driveway, the occupancy of the building can appear no different from the adjacent houses.

Mixed Residential Neighborhoods can be transformed to include additional housing types, with a broader mix of form and scale. Where possible, changes in scale and massing should occur along a block, with "like-facing-like" on opposite sides of the street. Where these transitions are not possible due to existing neighborhood patterns, infill buildings should still maintain the setbacks and height of adjacent houses, but may achieve higher density through greater buildout of the lot in the rear.

The third step toward context-sensitive infill is creating building and lot standards and design and architecture guidelines that are context-sensitive and specific to these areas. An example of this approach is a form-based approach to zoning. Form- or character-based codes are an effective means of ensuring contextually appropriate development throughout Holly Springs.

Important Themes for Transforming Holly Springs

Transitions

The Town of Holly Springs has many opportunities for infill and new development. It is important that any new buildings, neighborhoods and centers complement existing development, and avoid incompatible adjacencies. All new development should consider existing adjacent development.

On small infill sites where existing development patterns are established and expected to remain, the massing and scale of new buildings should be the same as that of the surrounding buildings. On larger infill sites, new lots and buildings that differ in massing and scale should be located towards the center of the site, with lots and building sizes graduating to transition to the scale of existing surrounding development.

Commercial and industrial development in close proximity to neighborhoods should be limited to operations that are low-intensity, unobtrusive, and at a scale and design compatible with nearby residential development. The design of these centers should transition effectively between residential and non-residential uses, and include safe and convenient pedestrian and bicycle access for nearby residents. New development should focus density and intensity around major intersections and provide appropriate transitions to less intense edges of the neighborhood.

New development across the street from existing development should be complementary in lot size and building massing and placement. Development throughout Holly Springs should adopt a “like vs. like” approach, where transitions occur along a street, with buildings facing other similarly scaled buildings. Changes

in scale and massing should take place along streets. For example: taller, more dense buildings may occur at one end of the block; with medium, less dense buildings mid-block, and smaller, low-density buildings at the other end. Transitions may also take place over rear lot lines, where one side of a block may have a different character than the opposite side of the block.

Architectural elements can also serve as important transitional features for new development. Where a clearly established building character is expected to remain, infill development should blend with nearby buildings through the use of similarly sized and patterned architectural features such as windows, doors, awnings, arcades, cornices, facade materials, roof types and other details.

Important Themes for Transforming Holly Springs

Increase Home & Neighborhood Choices in Holly Springs

The demands (or markets) for different housing products and price points in a town changes among consumer groups represented, and is influenced greatly by residents' income, age, household size, and available financing. Historic residential growth patterns throughout Holly Springs have favored suburban, greenfield development where buyers are willing to 'drive for value' to afford bigger homes and larger lots while counting on low-cost gas and continuous road improvements to offset longer commutes to Raleigh, Durham, and Research Triangle Park. In more urban areas, residential growth is following national trends toward more infill development and redevelopment, including a mix of for-sale and for-rent housing

products integrated within mixed-use, walkable environments.

Retirees and empty nesters and young professionals are expected to drive real estate preferences in the next decade. Boomers will be aging out of conventional single dwelling homes and looking for lower-maintenance and lifestyle housing products. Many may choose to live in rental housing in more walkable and dynamic locations, which may offer greater flexibility to move freely in future years. Others may choose to 'down-size' into patio homes or townhomes (some with elevators), or live in two or more smaller homes in different parts of the country throughout the year.



Important Themes for Transforming Holly Springs



There is also a need for assisted living and dedicated senior housing, in order to allow and encourage seniors in Holly Springs to age in place. These types of housing will also provide opportunities for seniors who would like to move to town but have limited housing choices.

Young professionals, especially single and newly married, will continue to drive rental and higher density housing products in more urban, walkable communities. Young professionals starting families may seek “near-in” neighborhoods close to the Downtown Village District or new development activity centers that emphasize safety, schools, privacy, convenience, and more space but are more walkable than the conventional Holly Springs suburbs of the last two decades.

Recent trends at all market levels — national, state and local — are favoring higher density

housing products (some for-sale, but most for-rent) in either standalone communities or mixed-use environments. There has been cautious optimism in many towns about the opportunity to diversify a housing portfolio that attracts new residents. However, some fear the general notion of new multi-dwelling development (especially rental products) because of older, less desirable products in town; increased densities and their potential negative impacts; or perceived harm to property values.

There are now examples all over the Triangle Region that demonstrate increased densities can be mitigated with high-quality building architecture and site design. Many multi-dwelling homes in new mixed-use, walkable developments are selling at higher price points than nearby single dwelling homes in auto-oriented neighborhoods.

Important Themes for Transforming Holly Springs

Increase Diversity & Affordability of Housing in Holly Springs

In addition to the need for more varied home and neighborhood choices in Holly Springs, there is also a need for more affordable housing. An adequate supply of affordable housing ensures that the people who make Holly Springs a great place to live (teachers, police officers, public works staff, retail and restaurant workers, and more) can live in the same community where they work.

The term “affordable” refers to the total cost of housing (mortgage/rent and utilities) as a percentage of gross income. Housing is considered affordable when it does not exceed 30% of gross income. In Holly Springs, approximately 1 out of every 5 household has an annual income of less than \$50,000, and 69% of those households are paying more than 30% for housing. As of 2019, this amounts to 1,213 households that cannot afford housing in Holly Springs.

According to the 2013-2017 American Community Survey, there are over 10,000 homes in Holly Springs, 15% of which are rented. Thirty eight (38%) percent of households in Town are 1- and 2- person households, but only 11% of housing units are 1- and 2- bedroom units. This means that there are limited options for those who want and need smaller homes.

Holly Springs, like many other communities like it, has a lack of “missing middle” housing - more dense than single dwelling detached but less dense than large-scale multi-dwelling apartment buildings. Providing a broader range of housing types to include small multi-dwelling

townhome, live/work and Accessory Dwelling units can help fill this need. The UDO needs to allow for these housing types under certain circumstances in residential neighborhoods.

Some of the strategies to address the affordable housing issue in Holly Springs aim to resolve the gap between what it costs the market to produce housing and the amount people can afford to pay for housing.

Updating the UDO to allow small apartment buildings (2-4 units) in the areas identified as Mixed Residential Neighborhoods will help provide affordable options for those who want to live in a single use neighborhood. These buildings can be designed to look like single dwelling houses, in an approach sometimes referred to as “hidden density.” Taking advantage of deep lots to subdivide, or create deeper multi-dwelling buildings is another approach that has seen success elsewhere.

The Town can also consider providing waivers to affordable housing developers to reduce development costs. Waivers can be granted for parking and landscaping requirements, but care should be taken to ensure that affordable housing still fits into surrounding neighborhoods.

Another strategy would be for the Town to provide bonuses or incentives to developers that include affordable housing units in large-scale market-rate developments. Municipally-owned land could also be donated or sold at a reduced cost to affordable housing developers.



Important Themes for Transforming Holly Springs

More Transportation-Land Use Coordination in the Community

The update of Section 2 of the Comprehensive Plan, the Comprehensive Transportation Plan, will advocate for a transportation system that safely and efficiently moves people throughout the community. Equal emphasis on land use (demand), transportation (supply) and urban design (character) should improve overall efficiency of the transportation system while promoting livability principles important to new neighborhoods and activity centers identified on the Future Land Use Map.

Supply-side solutions for the transportation system include: a complete and integrated grid street network for major roads and local streets, complete street principles, access management standards, minimum street spacing guidelines, special intersection treatments (including grade separated intersections at some locations), and different street design standards for rural, suburban, and urban development conditions.

Demand-side solutions for improving the transportation system focus on land use, development density, and character design principles that promote lower vehicle trip generation (internal capture), shorter travel distance, and the use of non-vehicular travel modes. Land use mix; development location, pattern and intensity; and site design elements depicted on the Future Land Use Map and described in the Character Areas section of this document should help improve overall efficiency of the transportation system by lowering demand for long-distance, single-purpose vehicle trips. Street design standards for urban conditions serving new walkable communities and centers in the community will also bind together land use, transportation, and character-making decisions.

Supporting Infrastructure

The size and location of infrastructure influences growth in Holly Springs by providing a framework for its development. Continued growth in the Town places new demands on infrastructure that lowers levels of service and ultimately requires increased capacity or new service areas to keep pace with growth. Future investments in community infrastructure (physical, service, and increasingly digital) need to support build out of the Future Land Use Map. Infrastructure-based policies in Holly Springs (including targeted public investments, capital improvement programming, development phasing, priority growth areas, and service provider coordination) should be contemplated in future updates to Section 5: Infrastructure & Utilities section of the Comprehensive Plan to help officials manage the magnitude and timing of growth using the location and availability of infrastructure capacity.



Protect the Town's Long Term Financial Stability

Growth and development in Holly Springs generate a certain level of wealth — namely ad valorem tax and sales tax revenues — that is used by the Town and their partners to fund certain infrastructure investments, provide services, and support day-to-day administrative needs. The development patterns and intensities depicted on the Future Land Use Map (FLUM) and the emphasis on design and community character in the Land Use & Character Plan aim to protect the Town's long-term financial stability. The FLUM provides a more diverse development portfolio for the community that starts to balance the Town's residential to non-residential tax base, while high-quality design principles and elements associated with the different character areas help increase value capture potential — the ability of a community to recover and reinvest revenue from land value increases that result from public investment or other government actions — for property developed in the Town of Holly Springs.

The Town completed a general return-on-investment analysis to support the Future Land Use Map, which is summarized in a separate document available from the Town's Department of Planning and Zoning. Generally speaking, the financial outlook for the planning area appears to be positive in terms of potential revenue and government spending with build out of the FLUM: increased land values, greater tax base balance, more employment and retail build out potential, and likelihood for small infrastructure service areas.

Future decisions should be monitored closely to maintain favorable conditions, including more rigorous assessment of new rezoning and development applications and town-wide scenario testing for changing economic and demographic conditions that may impact preferred development patterns and intensities depicted on the FLUM. Expenditures to meet the needs of FLUM should also consider the Town's debt obligation and financial resources at the time services are considered.



106 Specific Recommendations:

108 Future Land Use

115 Supporting Infrastructure

120 Community Character

129 Plan Implementation Matrix



SPECIFIC RECOMMENDATIONS

Specific Recommendations: Future Land Use

Recommendations are included throughout the Land Use & Character Plan, in both this section (“Specific Recommendations”) and in the “Planning Concepts” portion of the Character Area section. These recommendations provide guidelines, targets, and priorities for shaping future growth and development in the community. From time-to-time, a development application may bring into conflict one or more of the recommendations presented in this Plan, and both the Planning Board and Town Council will need to balance competing interests and make choices that maximize intended outcomes stated in the Plan to the best of their abilities. The primary intention of the Land Use & Character Plan is always to promote and protect the health, safety, welfare, and positive image of Holly Springs.

Recommendations in the Land Use & Character Section of the Comprehensive Plan are not a substitute for specific rules and requirements contained in the Town’s Unified Development Ordinance.

FLU-1 Encourage Use of the Land Use & Character Plan in Everyday Decision-Making

The Land Use & Character Section of the Comprehensive Plan provides a road map for achieving a desirable development pattern and community character supported by the community during the planning process. The Town and its partners should celebrate the Plan, and use it as a key resource in development review, infrastructure planning, and coordination with outside service providers.

The document should be widely-accessible to residents, business owners, and property owners throughout the Town. Hard copies should be available in community buildings including Town Hall, W.E. Hunt Recreation Center, Holly Springs Community Library, and public schools. A downloadable copy should be available from the Town’s website and other economic development outlets. Social media should be used to announce the document’s adoption, and then remind people of its importance and availability for review periodically. In-person forums with elected officials, area developers, advocacy groups, and other organizations should be used to highlight key points in the document, and answer questions about its role in the Town’s decision-making processes.



Specific Recommendations: Future Land Use

FLU-2 **Review and Update this Plan Regularly**

The Land Use & Character Section of the Comprehensive Plan should be reviewed every five years and updated every ten years to evaluate changing conditions in markets, demographics, residents' values, state and federal legislations.

FLU-3 **Review and Revise Town Documents to Implement Plan Recommendations**

Program Town resources to review and revise, as needed, rules and requirements in the Unified Development Ordinance and the Engineering Design and Construction Standards to implement recommendations in the Land Use & Character Section of the Comprehensive Plan.

FLU-4 **Update Other Sections of the Holly Springs Comprehensive Plan**

Program Town resources to update other Sections of the Town's Comprehensive Plan to be consistent with the community's vision for growth, development, and community character summarized in the Land Use & Character Section of the Comprehensive Plan. Consider adopting interim policy statements or service maps, if needed, to bridge the gap of time in between adoption of the different Plan Sections so as to clearly set expectations with elected officials, developers, and residents for preferred development patterns and community character in the community.

FLU-5 **Encourage Infill Development & Redevelopment Inside Town Limits**

Town officials should advocate for and, if possible, incentivize infill development and redevelopment projects inside Town limits as a way to reinvest in the Downtown Village District and the emerging activity centers and neighborhoods identified on the Future Land Use Map. Doing so will shorten vehicle trip lengths (both in distance and time), minimize expensive infrastructure expansion investments, and avoid the loss of rural areas for future development far outside Town limits. It will also simultaneously increase land values, sales values, and potential tax revenues (without an increase in tax rates) inside Town limits.

FLU-6 **Support Transformation of Mixed-Use Center Sites**

Support through Town policies and ordinances the redevelopment of existing suburban-scale, automobile-oriented shopping centers along NC 55 into mixed-use activity centers, which provide new opportunities to work, live, shop, and entertain in Holly Springs. Promote these locations as future transit-oriented development centers to the North Carolina Department of Transportation, Capital Area Metropolitan Planning Organization, and Wake County for targeting future premium transit service (bus rapid transit) along the NC 55 corridor.

Specific Recommendations: Future Land Use

FLU-7 Use the Land Use & Character Plan as an Economic Development Tool

The Land Use & Character Plan sets forth a clear and concise vision for growth and development in the community, including provisions for continued economic development as it becomes a self-sustaining city. Information from the Land Use & Character Section of the Comprehensive Plan should be used in print and digital marketing materials to promote specific candidate sites for economic development. It should also be used to highlight specific initiatives of the Town to provide the key livability and quality of life variables companies are looking for to satisfy their employees.

FLU-8 Protect Housing Affordability

Demand for more homes means prices will continue to rise for both land and houses. While Holly Springs is still a somewhat affordable housing market, that situation is changing as more people move to Town and home prices rise. While multi-dwelling development creates the quantity of housing that can address some of the issues, not all multi-dwelling housing must be in the form of apartment-style development. Small homes, townhomes, duplexes, cluster housing, row homes, and condominiums should be part of the product mix. Accessory dwelling units (ADUs) should be permitted throughout Town.

FLU-9 Study Opportunities to Establish Affordable Housing Incentive Overlays

The Wake County Affordable Housing Plan recommends adoption of affordable housing incentive overlays (floating zones) in municipal zoning maps and ordinances to help provide more affordable housing units in the area. Alternative standards for development could serve to either increase the value that developers realize for a site — increased allowable densities — or reduce development costs like reduced parking requirements, expedited review processes, infrastructure cost-sharing, or tax rebates — as an incentive to build affordable housing in Holly Springs.

Town officials should study the merits of affordable housing incentive overlays in Holly Springs and determine if-when-how-where they might be best used to increase affordable housing supply in the community. Reasonable conclusions and recommendations from the study should guide revisions to the Unified Development Ordinance.



Specific Recommendations: Future Land Use

FLU-10 Expand Capacity for Accessory Dwelling Units in the Town

The Wake County Affordable Housing Plan recommends adoption of rules and requirements allowing accessory dwelling units in municipal zoning ordinances to help provide more affordable housing units in the area. The Unified Development Ordinance in Holly Springs does include provisions for accessory dwelling units (in-law suites); however, their use in the community is relatively low at this time.

Town officials should allow accessory dwelling units in all zoning districts that permit residential uses, and update the UDO to allow by-right approval of such use.

FLU-11 Create an Interconnected Network of Green Space

Green space includes all of the parks, greenways, floodplains, and forested areas now (or planned for) in Town, as well as other 'protected' open spaces. Together, they form a "big picture green print" that helps elected officials and their partners prioritize land acquisitions, infrastructure projects, and land dedications from future development applications.

Town officials should partner with State, regional, or other nonprofit groups working in the area to mitigate the impacts of new development on existing natural systems. At a minimum, include new rules and standards in the Town's UDO that incorporates open space as a meaningful component of new development, including parks, tree preservation, stormwater retention, recreation, animal habitat protection, or preserving scenic views.



Specific Recommendations: Future Land Use



FLU-12 Include New Rules and Standards in the Town's UDO that Prohibit Development in the 100-Year Floodplain

The 100-year floodplain represents the area of land near a water body (lake or stream) that has a one percent chance of flooding in any given year. Managing the type and intensity of development in the floodplain is widely accepted as good for the environment and financially-responsible for Town government and insurance providers (in terms of the cost to rebuild infrastructure, homes, or businesses that may continually flood in major rain events). Protected floodplains also provide a continuous, natural infrastructure to

offset some of the impacts associated with an expanding development footprint (e.g., flood control, water filtration, wildlife habitat, or water supply provisions).

Town officials should amend the Unified Development Ordinance to designate 100-year floodplains as permanent open space and the spine of a regional green infrastructure initiative.



Specific Recommendations: Future Land Use

FLU-13 Expand Tree Canopy Preservation Program

Undeveloped land in Holly Springs generally includes a mixture of grasslands and tree stands. Older neighborhoods in Town have mature street trees and landscaping. Newer neighborhoods display minimal tree-save canopy in aerial photography; however, new plantings along streets and in parking lots, common areas, and private yards are expected to replace a portion of the tree canopy lost to new development.

Shade trees planted throughout the community provide simple and beautiful solutions to clean the air, prevent stream erosion, save energy, and cool streets and buildings. Tree planting and preservation programs, a tree advisory committee, tree care ordinance, conservation easements, and capital investments should all be implemented as ways to increase and sustain the Town's tree canopy in the future. The Town's first Arbor Day Celebration was on February 15, 2019, which should continue as an annual event for residents. Recognition of the Town's effort to sustain meaningful tree canopy in the community should include a Tree City USA designation application in 2019.

American Forests — a national conservation and advocacy group for creating healthy and resilient forests throughout the country — recommends a target of 40% to 60% urban tree canopy for a forested state. All of the character areas represented on the Future Land Use Map include tree protection and tree planting elements that promote greater tree canopy in Holly Springs.

Town officials should amend local tree planting and tree care policies and ordinances to include minimum criteria for tree save areas, preferred number of new tree plantings, native species list, tree caliper at planting, and tree spacing criteria. In some instances, Town officials may want to consider payment-in-lieu provisions in the tree ordinance for more dense, urban development projects where tree save area requirements adversely impact other goals of the Land Use & Character Plan, and the funds collected are used to purchase tree save areas in other parts of the community. New single-family neighborhoods should not participate in the payment-in-lieu program.

In addition, Town officials may want to fund an awards program to celebrate urban forestry and the people who advocate for it. For example, the City of Charlotte makes annual awards for specimen tree of the year, personal connection to a tree (story submission), corporate friend of the urban forest, and proud partner of the tree canopy for advocacy.



Specific Recommendations: Future Land Use

FLU-14 Build a Community Attractive to Today's Businesses and Their Employees

In today's idea-based economy, where creativity and innovation are often valued more than experience and seniority, a new type of business environment has taken shape. The Internet and other technologies have minimized old ways of doing business based on the physical office, time spent at your desk, and a long commute. The new resource is creative people and finding ways to attract them with incentives such as flexible schedules and telecommuting.

The office park of the 80's and 90's has been replaced with mixed-use corporate campuses and urban lofts and warehouses. Previously, municipalities competed to attract business with the tax breaks or Class A office space. Today, many companies will only locate in a community that is walkable, mixed-use, and diverse. This is because the best employees will no longer settle for a suburban lifestyle and are seeking employment in vibrant communities with active street life and culture.

To take advantage of this shift in culture and mindset, Holly Springs should promote the creation of high-quality built environments through smarter land use regulations and development incentives, and then tailor a marketing message to feature this aspect of the Town.



FLU-15 Identify Locations for Business Incubators & Co-Working Space

Local start-ups and new businesses form the foundation of a community because they generate both financial and social capital. Local businesses serve as a morale booster that help the local economy and create the entrepreneurial spirit and buzz that attracts other creative types. The process of encouraging new business development can be spurred by the provision of incubator space.

For an incubator space to be successful, it needs to be reasonably priced to facilitate the start-up phase, with the understanding that the business will eventually move into a larger space once they are more established and their business begins to grow.

FLU-16 Coordinate with Large Land Owners in the Town's Western Planning Area

Town officials should continue coordinating with large land owners in the Town's western planning area — especially Duke Energy — to discuss land availability, and the timing of land availability, for guiding future development, infrastructure investment, and land conservation decisions.



Specific Recommendations: Supporting Infrastructure

SI-1 Add Infrastructure Capacity and Increase Services to Keep Pace with Development

Demands for police and fire protection, parks and recreation, schools, and new road capacity have increased significantly over the last decade, and will continue to increase as the Town grows in the future. The concentration of new employment or population centers on the Future Land Use Map will generate the demand for new or expanded community infrastructure. Some relief may be afforded by mutual aid or shared-use agreements until such time as new infrastructure or personnel are in place; however, the Town's position should be to invest in local facilities and services to keep pace with growth.

SI-2 CIP and Comprehensive Plan Consistency Statement

The Town should ensure that recommendations and official maps in the Comprehensive Plan are the foundation for funding and scheduling capital projects in the Town's Five-Year Capital Improvements Plan. Highlight a 'statement of consistency with the Comprehensive Plan' as an important component of the CIP planning process. The narrative developed for the consistency review should be prepared by the requesting department, and reviewed by the Town's Department of Planning and Zoning, suggesting edits as necessary. The five-year plan should also add a low, medium, or high priority project ranking to the narrative consistent with the plan implementation matrix included in the Comprehensive Plan.

SI-3 Capitalize on Strategic Partnerships

Different stakeholders in Holly Springs; which include local government, state and regional agencies, school districts, developers, investors, business owners, and neighborhoods; have a shared responsibility for implementing recommendations in the Land Use & Character Section. This group should work together to identify, prioritize, and fund capital improvements in the community, and leverage their individual investments in the Town to maximize benefits for all.

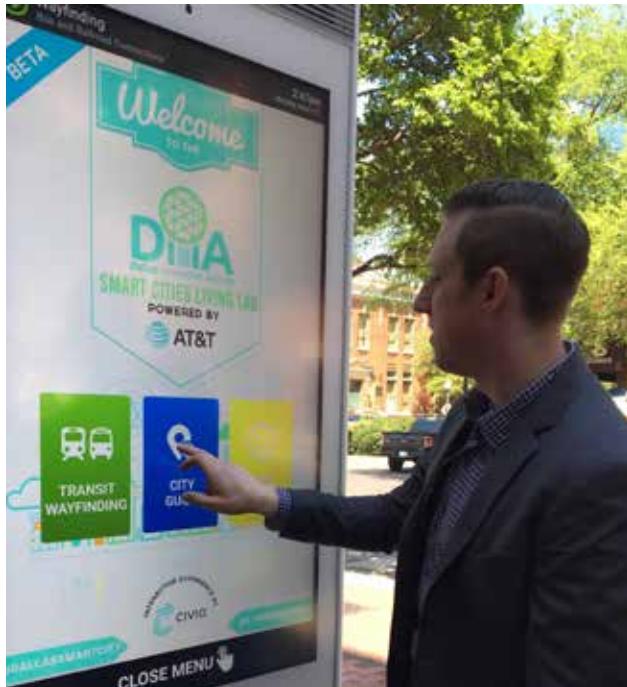
SI-4 Improve the Land Use - Transportation Connection

Program Town resources to update the local Comprehensive Transportation Plan (CTP) soon after adoption of the Land Use & Character Section of the Comprehensive Plan. The new CTP should focus on street connectivity and street spacing standards for arterial and collector streets that will serve the Future Land Use Map, and on recommended street design standards for elements such as number of travel lanes, typical section and right-of-way needs that will reinforce community character standards and development context elements associated with the different character areas (future land use categories) identified for Holly Springs.

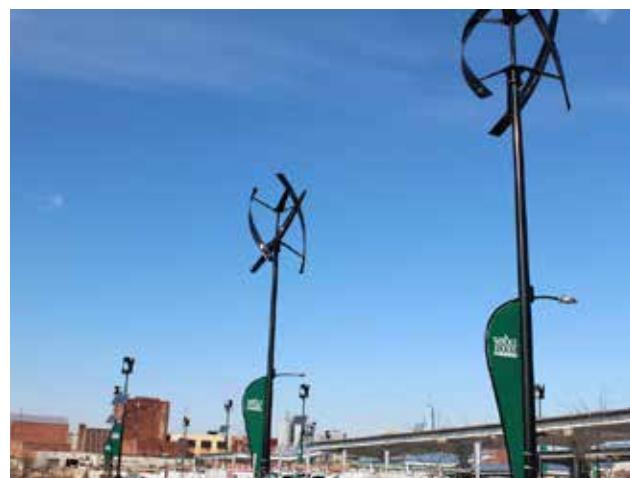
Specific Recommendations: Supporting Infrastructure

SI-5 Build 'Smart Streets' in Proposed Innovation Villages on the Future Land Use Map

The design, scale, character, and intensity of development in the Town's proposed innovation villages on the Future Land Use Map emphasizes technology, creativity, and innovation, and may support a corporate headquarters, research and development campus, advanced manufacturing center, or other center of excellence. Town officials should partner with developers to build one or more 'smart streets' in these areas, which provide a living-laboratory for local companies that want to roll out new products, or test their technology in their front yard. Built examples of smart streets from around the world have demonstrated new ideas and thinking for solar power, wind power, real time counters, dynamic kiosks, street furniture, air quality exchangers, and energy-generating street technology. The streets could become a unique, technology-focused front door for leading-edge technology companies wanting to locate in Holly Springs.



Smart streets in the proposed innovation villages would likely be a public-private partnership, whereby a developer may build the street as part of the development and the Town may either allow design exceptions to the street cross section to allow for identified demonstrate areas, or contribute to the construction of the street by adding specific information technology (IT) infrastructure to the corridor (wi-fi hot spots, direct internet access, or power connections). Materials used for the street construction should facilitate convenient and efficient access to IT infrastructure so as to add or expand demonstration projects in the future (e.g., use paver vs. concrete sidewalk material for walkways).



Specific Recommendations: Supporting Infrastructure

SI-6 **Support a Broadband (5G) Internet Network in Holly Springs**

In today's idea-based economy, where creativity and innovation are often valued more than experience and seniority, a new type of business environment has taken shape. The Internet and other technologies have minimized old ways of doing business based on the physical office, time spent at your desk, and a long commute. Information technology infrastructure — and specifically high-speed, high-quality Internet service — is essential for Holly Springs if it wants to recruit high-tech businesses, the creative people they target as employees, and a growing group of entrepreneurs that strengthen the community.

Town officials should evaluate options for bringing high-speed broadband Internet (5G) to Holly Springs, whether by partnership with a private provider or through investments in a municipal-funded network. Priority target areas for the Town should be those that will support near-term economic recruitment initiatives for technology firms, advanced manufacturing, smart grid initiatives, and life science related industries. Secondary target investment areas should include the mixed-use activity centers proposed on the Future Land Use Map. And, eventually, existing and new residential neighborhoods and other public spaces in the planning area should be connected to the 5G broadband network.

SI-7 **Become a 'Digital Town' & Provide Greater Access to Information and Analysis via the Internet**

The Town of Holly Springs uses its official website and social media tools to disseminate information in more traditional, static formats. This might include access to maps, documents, photos, statistics, announcements, or staff contact information for public viewing (one-way communication from the Town). Town officials should explore opportunities to further engage the community via the official website or other web tools more effectively using two-way communication. One idea includes creation of a mobile application that lets people log service requests or submit questions to the Town, and features in the application that allow for a response from Town staff or officials. Examples in place now include the MY VOP mobile application in Pinehurst, NC or the MyPasco App mobile application in Pasco County, FL.

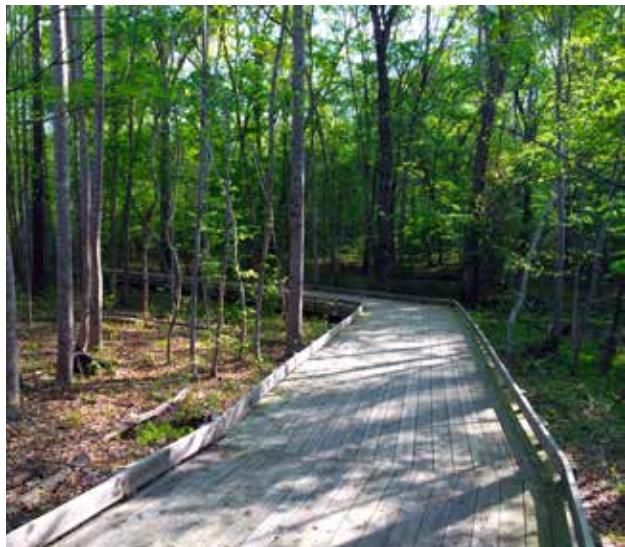
Town officials should also focus their efforts on new web-based GIS platforms that let people review information for Holly Springs in 2D and 3D mapping environments, and provide digital comments via virtual push pins similar to the interactive maps on the Revision Holly Springs Comprehensive Plan project website. Downloadable data and maps from the website should be saved and formatted in a way to easily disseminate data to residents, business owners, and visitors to the area (a.k.a. a Smart City Hub in one location). Sensor data in the Town — pedestrian counters, parking space monitors, weather stations, etc. — could provide real-time information to users of the website or specific web applications, and better connect residents, visitors, and business owners with the built environment.

Specific Recommendations: Supporting Infrastructure

The Town of Holly Springs should monitor the work of 'digital cities' recognized by the Center for Digital Government to identify potential data, tools, and platforms that promote more interactive, two-way communication between the Town and residents and visitors to the area. In time, the Town should submit an application to be named a 'digital city' once it has implemented an enhanced engagement, data-sharing platform.

SI-8 Build a Green Infrastructure Framework

Program Town resources to update the local Parks and Recreation Master Plan soon after adoption of the Land Use & Character Section of the Comprehensive Plan. The new Master Plan should focus on building a comprehensive and continuous network of parks and green infrastructure that connects key destinations via greenways for increasing regional and local walking and biking trips.



SI-9

Incorporate Natural Stormwater Management Strategies

Incorporate Low Impact or Light Imprint Development strategies to find ways to reduce dependence on complicated infrastructure systems for stormwater management. Explore sustainable solutions including natural drainage and infiltration practices. All sustainable stormwater solutions should begin with the least technologically complex actions. The simplest technique is to preserve the existing hydrological pattern of drainage and percolation. This allows the land to handle the water naturally with minimal, if any, human intervention. By following natural hydrological patterns and using them as the framework, sustainable stormwater practices can alleviate much of the need for expensive conventional engineering approaches and will inform the planning and design of communities as a design element.

SI-10

Consider Green Streets for Stormwater Management

Green streets are thoroughfares that capture, temporarily store, and treat road runoff at its source by incorporating vegetated water catchment and filtration devices in the form of small rain gardens and bioretention systems. Components such as bioswales, infiltration planters, and flow-through planters, and other sustainable stormwater solutions allow plant material to remove impurities before water naturally infiltrates into the soil or into a storage or stormwater system. Water-loving plants as well as plants that are able to remove the impurities while thriving close to traffic and in more urban environments are used in green street design, adding beauty and function. Additional infiltration can be achieved through



Specific Recommendations: Supporting Infrastructure

the use of pervious paving materials for sidewalks and streets.

SI-11 Safeguard Access to Quality Education

Coordinate with the Wake County Public School System on the timing and location of new development influenced by the Future Land Use Map, and strengthen its ties to the school system's strategic and capital investment planning processes.

SI-12 Adequate Long-Term Water and Wastewater Planning

Program Town resources to study, and update as necessary, the major projects mapped for the long-range water capital improvements plan, the major projects mapped for the long-range wastewater capital improvements plan, and the reuse service area to support development patterns and intensities envisioned for the Future Land Use Map. Reevaluate the Town's existing five- to ten-year utility service area boundary as part of the study's scope of work, and determine if changes are needed to reflect available funding levels, economic development opportunities, and/or private sector partnerships. Consider during the utility service area reevaluation process if development tiers — key investment areas, infill development areas, controlled growth areas, and limited investment areas — would benefit the timing and funding of infrastructure for Town officials, and provide greater predictability to developers and landowners about future utility service.

SI-13 Continue to Install all Utilities Underground in New Development, and Continue to Move Existing Overhead Utilities Underground

The Holly Springs UDO requires that all new utility lines and services be provided underground, and that any major project that involves existing overhead utility services relocate them underground. The Town should continue to enforce these requirements and take proactive measures to move all existing overhead utilities underground.

SI-14 Update Transportation, Utility, and Parks & Recreation Plans to Reflect NC-540 Connections

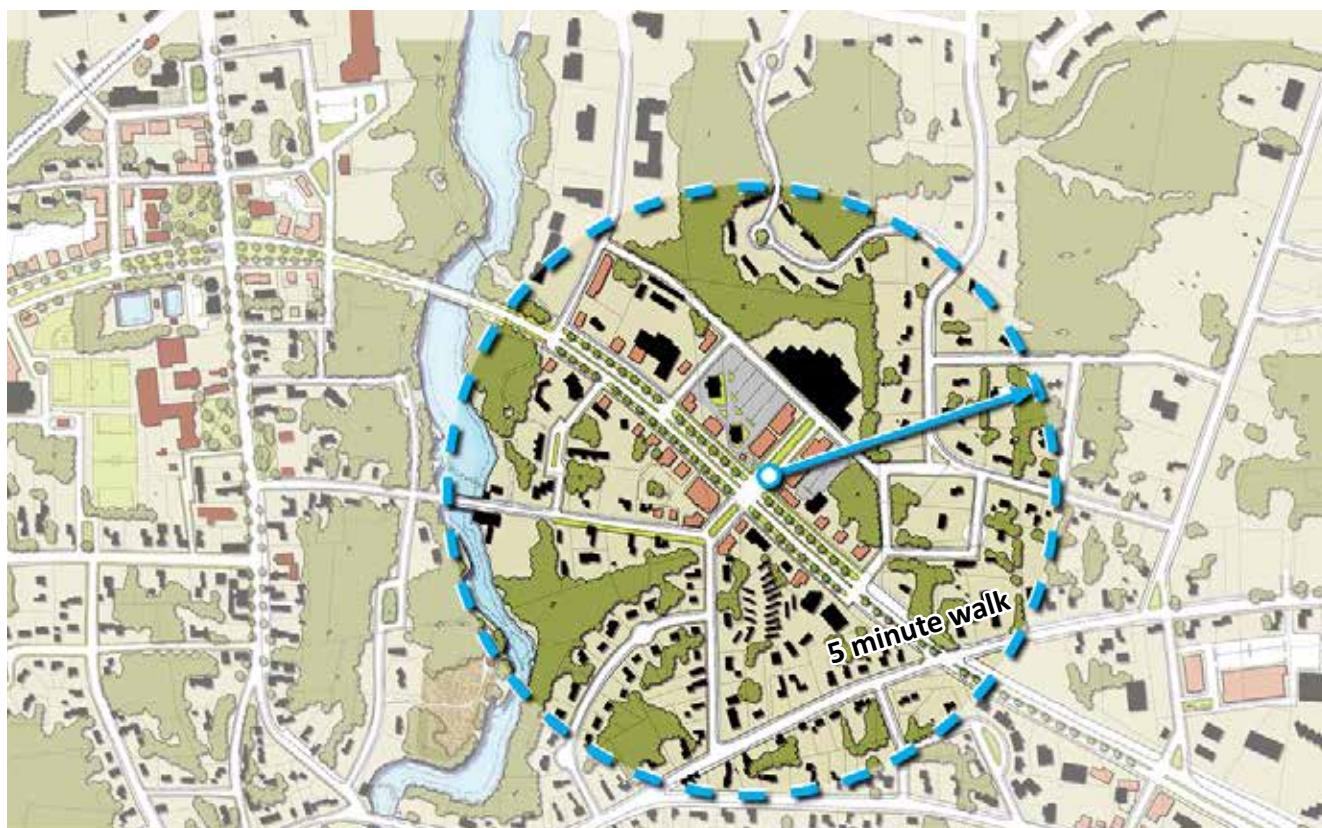
Update the Town's Comprehensive Transportation Plan (CTP), Parks and Recreation Master Plan and related utility plans to reflect the street and greenway connections between parcels on all sides of NC-540, and partner with NCDOT and Wake County to help implement such improvements.

Specific Recommendations: Community Character

CC-1 Establish a Discernible Neighborhood Structure

New neighborhoods in Holly Springs should contain a discernible center and a clear edge. This is an organizational concept that provides an identity to the community. While it may be more difficult to have well-defined edges surrounding a neighborhood, it is imperative that its center be well-formed. The center of the neighborhood should include a civic open space such as a park, square, or plaza, depending on its location within the range of contexts from suburban to urban.

Neighborhoods should be organized around a pedestrian shed, or a circle with a radius approximately one-quarter mile in length, which represents a five-minute walk distance from the center to the edge. The pedestrian shed concept ensures that all residents are within a short walk of a meaningful destination. These destinations can include mixed-use centers or other civic open spaces. In the case of corridor development, the pedestrian shed may be linear.



Above: Standard Pedestrian Shed

Specific Recommendations: Community Character

CC-2 Provide Attention to Building Transitions

“Like facing like” refers to the way different building types are situated on a street. Ideally, the same building types should be across the street from one another. In many places with conventional planning regulations, blocks are built so that the same or similar building types are built along the same side of the street with different building types located across the street.

This approach can be unpredictable and also result in lowered property values. Instead, similar building types should be facing each other because it protects the character of the streetscape, ensuring that buildings with similar densities (or at least scale) are facing one another.

CC-3 Improve Parking Design

Explore opportunities to reduce parking in front of existing commercial development, especially in areas of the Town where walkability is a goal. In all new development, require parking to be in the rear of the building and screened from view from the street. This can be accomplished through amendments to the UDO or through the development of a form- or character-based code.

CC-4 Develop and Implement Form-Based Zoning Standards to Ensure Character-Driven Development

One of the most effective ways to ensure a quality built environment is by emphasizing the form and design of buildings and other elements of the built environment, rather than separation of uses (as in conventional, Euclidean zoning). This approach to zoning and coding encourages mixed-use development that is sensitive to context and compatibility. It allows for the preservation of rural areas, open spaces, and established low density neighborhoods, while encouraging the development and redevelopment of higher density urban areas. Form- or character-based zoning can be applied Town-wide or in specific areas.

Form- or character-based zoning codes typically include standards for lots, buildings, and private frontages, including building orientation and setbacks, private frontage types, lot configuration, building heights and more. They also include standards for pedestrian-friendly signage types and streetscape designs, in order to enable and encourage the development of walkable centers.

The Town should review the zoning regulations for areas identified for future development to ensure that the zoning permits the desired scale of development.

By developing form-based standards, the Town will ensure that new or redeveloped buildings demonstrate a relationship to the prevailing scale, form, and proportion of surrounding buildings to avoid overwhelming or dominating the existing character of the area.

Specific Recommendations: Community Character

CC-5 Develop a ‘Public Realm Plan’ for Holly Springs that Organizes Future Investments in Public Streets & Spaces

Town officials should develop a Public Realm Plan that identifies the character-enhancing elements necessary to ensure a comprehensive and consistent theme for the Town’s public realm, including public streets and spaces. It should include an illustrative master plan and related strategies. The Plan should identify the transportation corridors and spaces that should be guided by those strategies, prioritizing those in mixed-use Character Areas, and should outline a public investment strategy and the identification of responsible parties.

Recommendations from the public realm plan should be programmed in the Town’s Capital Improvements Plan and used during the development application review process to leverage private investments in the public realm.

CC-6 Promote Compact Mixed-Use Development in Appropriate Character Areas

Promote and allow compact mixed-use development patterns in Neighborhood, Town, and Regional Centers within the Town. Encourage a vertical mix of uses with retail or commercial on the ground floor and office or residential uses above.

In more rural areas of the Town, preserve open space land by developing in conservative development patterns, in which new housing is concentrated in specific areas and large amounts of open space are preserved.

CC-7 Improve Multi-Modal Connectivity Throughout the Town

Enhance connectivity by requiring streets to connect to other streets and by maximizing the number of routes to and from a destination. In addition to vehicular connectivity, increase pedestrian and cyclist access throughout the community along streets, sidewalks, paths and trails. As a part of Section 3: Comprehensive Transportation Plan, the Town should evaluate a complete streets policy that supports incorporating biking and walking facilities on every non-access controlled street. Such policy should include recommended street characteristics including final alignment, number of travel lanes, typical cross sections, and right-of-way needs.

CC-8 Increase Walkability

The term “walkability” is used to describe an environment where there is a balance between many modes of transportation, and most importantly, an environment in which people feel comfortable walking. In Holly Springs, sprawling development patterns and a disconnected network of pedestrian facilities can make it difficult to travel by foot in some areas, especially for those who may use mobility devices.

The Town’s Comprehensive Transportation Plan (CTP) should establish goals related to pedestrian facilities and amenities in Holly Springs, and should be used as the guide for any decisions related to walkability in the Town. However, there are specific interventions that can be made to the built environment in order to create a friendly pedestrian environment and a variety of meaningful destinations for pedestrians.



Specific Recommendations: Community Character

CC-9 Enhance Character and Walkability by Orienting All Buildings to the Street

Prioritize the orientation of buildings towards the street in all new and redevelopment. Doing so will create a more walkable neighborhood, town or regional center environment. In conventional development, commercial uses like gas stations, drive-throughs and banks often place the building at the back of the lot and the vehicular circulation in the front. Flipping the two helps activate the street and create a more pedestrian-friendly streetscape.

CC-10 Mitigate the Impacts of Auto-Oriented Uses

If not properly designed and considered, automobile-oriented uses can have a detrimental effect on the built environment.

The Town is bisected by NC 55 and Holly Springs Road, and the spread-out nature of development makes it a very car-dependent community. It is important to continue to mitigate the impacts of auto-oriented uses by periodically reviewing codes, ordinances, and planned development in order to minimize negative impacts including odor, noise, light, air pollution, and diesel emissions. In addition, environments that feel dominated by the automobile can be uncomfortable for pedestrians, cyclists, and other users. The Town should take steps to ensure that the public realm is safe and accessible, regardless of how people move through it.



Example above: A bank building located close to the street with the main entrance facing the street and drive-through in the rear.

Specific Recommendations: Community Character



CC-11 Be Bold; Set a New Precedent for Architecture and Design in The Regional Center

Though the overall preference in the Town is for traditional, enduring architectural styles and details, there is a desire to set Holly Springs apart from other communities in the region. The Regional Center at the gateway area is the best opportunity for the Town to take a bold approach to architecture and design. The Town should establish guidelines for the built environment that ensure a unique but cohesive hub of regional activity. Consider encouraging modern designs and materials, and look for opportunities to energize public spaces in the Regional Center by creating unique parks, plazas, and outdoor dining and entertainment areas.

CC-12 Create and Promote Pattern Books for Architecture, Landscape, Streetscape and Signage

Conduct a comprehensive inventory of architecture, landscape, and streetscape patterns in and around Holly Springs. Collect photos and information on the styles, details, and design metrics that exemplify the aesthetic character desired for different areas of the Town. Gather feedback from the community using tools like visual preference surveys and public workshops to hone in on the preferred design elements for places like the N. Main Street District, Innovation Village, and more. Create Pattern Books that prescribe appropriate styles and details. Use these guidelines to inspire developers and provide them with clear documentation of the preferences of the community. Is it critical that the creation of any



Specific Recommendations: Community Character

Pattern Books be a process-driven endeavor, and that the public is invited to participate and provide input, so that the end result is a clear indication of the collective desires of the community.

CC-13 Utilize a Town Architect

Consider hiring or contracting with a "Town Architect" to conduct design reviews on proposed development in the Town to ensure all new buildings are in keeping with the desired character. The Town Architect should be familiar with the regional architectural vernacular and can work directly with builders and developers throughout the development process to enforce established architectural guidelines and provide design guidance.

CC-14 Establish a Beautification/Community Appearance Committee

Consider forming a volunteer beautification or community appearance committee comprised of residents for the purpose of maintaining and enhancing the natural beauty, cleanliness and general appearance of the open space and streetscape of the Town. The committee would collaborate on town-wide beautification efforts including public landscaping, streetscape design, and holiday decorating.

CC-15 Provide Consistent and Unified Wayfinding Signage

Continue to implement the Town's Wayfinding Signage Master Plan to enhance the visual appearance of Holly Springs' streets through the use of standardized public signage. Wayfinding signs unify directional street signage and reduce sign clutter along the Town's major roadways. In mixed-use centers and employment districts,

consider the use of coordinated banners to further enhance specific Character Areas, celebrate events and/or Town history.

CC-16 Continue to Utilize Distinctive Street Name Blade Signs Along Major Thoroughfares and Gateways to the Town

Continue to utilize the Town's distinctive street signs for all new development, especially in mixed use Character Areas. Continue to upgrade existing street name signs along major thoroughfares and in existing mixed use areas to the newer sign type.



Specific Recommendations: Community Character

CC-17 Provide Street Furniture and Lighting That Enhances the Character of the Town

All street furniture and fixtures, including benches, trash receptacles, bollards, planters, tree grates and bus shelters should be a consistent color and style along each streetscape. Styles may vary depending on the Character Area that the street is in. For example, the Innovation Village may utilize more creative approaches to street furnishings, while the Downtown Village District may choose more traditional styles and materials. The Downtown Area Plan provides specific criteria for street and pedestrian lighting in the downtown area, and should continue to be implemented and updated as necessary. The Town should consider similar plans for the Regional Center, Mixed-Use Center, Innovation District, and other mixed use Character Areas.



CC-18 Provide a Variety of Town Events and Activities to Activate Civic Spaces

Continue to provide community events and activities like festivals, parades, and other celebrations as a means to activate community open spaces. These types of events help foster a sense of community and provide residents with opportunities to interact with their neighbors. Ensure that all community events are programmed and accessible for residents of all ages and ability levels.

CC-19 Provide and Program a Variety of Civic Open Spaces and Amenities

All new development and redevelopment should include a broad range of community open spaces, as appropriate to each Character Area. In more urban parts of the Town, this can include plazas, squares, pocket parks, and activated sidewalks with outdoor dining and pedestrian amenities. In more rural areas, open spaces may include parks, greenways, sports fields, and natural open spaces. Ensure that all civic open spaces are designed and programmed to be enjoyed by residents of all ages and ability levels.

Establish goals and guidelines for providing at least one community open space within a one-quarter mile (5 minute) walk of every home in Holly Springs. Ideally, residents should have a variety of open spaces choices within walking or biking distance of their home.

Specific Recommendations: Community Character

CC-20 Protect and Maintain Holly Springs' Historic Structures

Ensure development proposals that are adjacent to known historic or cultural resources include measures to protect those resources from demolition, including adaptive reuse strategies by encouraging developers to utilize existing historic structures and features into the design of new developments or relocating them to appropriate locations to maintain glimpses of the Town's past with its future.

Continue to cooperate with the Wake County Historic Preservation Program and Capital Area Preservation to protect and enhance historic architectural resources. Historic structures already on the National Register of Historic Places should be preserved and maintained. Their history should be shared with residents and visitors through signage, printed and online materials, and tours such as those held during Holly Springs' Founder's Day event.

CC-21 Maintain Historic Property Listing

The Town should continue to maintain a list of historic properties and seek National Historic Register designation for any additional properties with the potential to be listed.



CC-22 Pursue Local Historic District Designation or National Historic Landmark District Designation

The Town should identify its local historic district and pursue Local Historic District designation through the NC Department of Natural and Cultural Resources. If desired, the Town should also pursue designation as a National Historic Landmark District through the United States Federal Government.

CC-23 Provide Opportunities for the Community to Learn About & Share the Cultural History of the Town

Continue to celebrate Founder's Day and maintain the Town History portion of the Town's website in order to share Holly Springs' unique story with long-time residents and newcomers alike. Consider creating a storytelling portal in conjunction with the website, or independently, so that residents can share family history and other information. Provide tools for uploading and sharing images, recipes and more, in order to preserve traditions for generations to come.

CC-24 Honor Town History Through Signage, Monuments and Street Naming

Continue the practice of naming new streets after Town founders or other significant historical figures or events in Holly Springs. Maintain any existing monuments and signage providing information about historical structures or locations in the Town. Explore opportunities to add additional signage or monuments.

Specific Recommendations: Community Character

CC-25 Create a Small Area Plan for the Regional Center

The Town should conduct a small area planning process for the Regional Center, building on the planning concept presented in this plan. The Town should explore specific opportunities and define the future development pattern. Through this step, all four quadrants of the NC-540 and Holly Springs Road intersection can be examined. Special attention should be given to the historic development pattern, particularly on the south side of NC-540.

CC-26 Conduct a Gateway Design Study for the Regional Center

Conduct a gateway design study for the Regional Center at the intersection of NC-540 and Holly Springs Road to facilitate the creation of a distinct place. Consider scale and design that helps set Holly Springs apart from other regional destinations along NC-540. Resulting development should reinforce the character of the Town. Buildings, landscaping, lighting, and public art can help accomplish this. The Town should also participate in implementation with the funding of public improvements, such as streetscape and public art.



Specific Recommendations: Plan Implementation Matrix

A plan implementation matrix helps stakeholders implement recommendations for the Land Use & Character Plan. Each project, policy, or initiative identified in the document is also listed in the matrix. A brief description and time frame are provided for each item to help guide Town officials with implementation

The plan implementation matrix will be available as a separate companion document to this Plan.

APPENDICES



132 Appendix A:
Local Historic Resources

137 Appendix B:
Local Historic Resources Map

139 Appendix C:
Thoroughfare Planting Plan

141 Appendix D:
Town Gateway Plan

142 Appendix E:
Downtown Area Plan

287 Appendix F:
Northeast Gateway Master
Plan

Appendix A: Local Historic Resources

1800-1849					
Map #	Resource	Description	Status	Location	Site ID
1	Nash-Weathers House	1820s 1830s 1-story side gable log 19th-20th c. traditional/vernacular house		8208 Tutor-Stephens Road	WA1029
2	John Norris House	1830-1840 2-story side gable frame Federal house		2329 Avent Ferry Road	WA1031
3	Darius Lashley House	1840-1850 2-story hip roof frame Greek Revival house		3701 New Hill-Hollemann Road	WA1115
4	William Pierce House	1840-1860 1-story side gable frame 19th-20th c. traditional/vernacular house	Ineligible National Register (2012)	9717 Holly Springs Road	WA0605
5	Bethel Christian Church Cemetery	1840-1860 cemetery		3620 Bartley Holleman Road	WA1024
6	William Neal Weaver Farm	1840-1860 Farm Complex		5509 Cass Holt Road	WA0553
7	6908 Rouse Rd	1840-1860 Traditional Form		6908 Rouse Road	WA0551
8	Leslie-Alford-Mims House	1840s; 1870s; 1940s Greek Revival and later styles 2-story frame house	National Register 1997 Local Historic Landmark October 1, 1996	100 Avent Ferry Road	WA0629
9	Dr. Brown House	c. 1840 Greek Revival		100 N. Main Street	WA0637
1850-1899					
Map #	Resource	Description	Status	Location	Site ID
10	Cemetery	c. 1850		5716 Cass Holt Road	WA0552
11	Wes Jones Farm	c. 1850 1-story side gable frame 19th-20th c. traditional/vernacular building	Ineligible National Register (2012)	8600 Pierce Olive Road	WA0601
12	Sugg Farm	c. 1850 2-story hip roof Greek Revival house		2401 Grigsby Avenue	WA7470
13	Holly Springs Masonic Lodge	c. 1854 2-story frame Masonic lodge	National Register April 7, 2010	127 Raleigh Street	WA0642
14	Rifle Pits	1861-1865		Avent Ferry Road & Holloman's Crossroads	WA1032
15	Alexander T. Stevens House and Store	1866-1885 1-story front gambrel roof frame Greek Revival house		2500 Piney Grove-Wilbon Road	WA0544
16	Holly Springs Cemetery	c. 1867		451 W Earp Street	WA0640
17	Rollins Mill Site	c. 1870 stone mill		8125 Cass Holt Road	WA7796
18	Walter Collins House	c. 1875 I-house		1605 Avent Ferry Road	WA0617
19	G.B. Alford Store	c. 1876 Traditional Commercial Form		147 N. Main Street	WA0634
20	Pierce Farm	c. 1880 1-story side gable frame 19th-20th c. traditional/vernacular building	Ineligible National Register (2012)	8728 & 8732 Pierce Olive Road	WA5696



Appendix A: Local Historic Resources

21	John Seagraves House	c. 1880 Traditional Form		306 S. Main Street	WA0631
22	Holland Cemetery	c. 1880-1998 cemetery		Old Holly Springs Apex Road at Cypress Hill Lane	WA7475
23	220 Raleigh St	c. 1890 1-story side gable 19th-20th c. traditional/vernacular house		220 Raleigh Street	WA7455
24	(former) Bethel Christian Church	c. 1890 1-story front gable frame Gothic Revival church		8400 Old Bethel Church Lane	WA1114
25	Fayette Holloman House	c. 1890 I-house		703 S. Main Street	WA0658
26	Dr. Briton Utley House	c. 1890 Traditional Form		148 Raleigh Street	WA0644
27	Paschall Wood House	c. 1890, c. 1920 Triple-A I-house		150 Raleigh Street	WA0645
28	Morris House	1890-1900 2-story side gable frame 19th-20th c. traditional/vernacular house		4517 Gunter Morris Road	WA1095
29	Jones Family Cemetery	1894 cemetery		3082 Avent Ferry Road	WA7797
30	Richard L. Adams Farm	Late 19th C. double pile hip room frame house	National Register Eligible	7450 GB Alford Highway	WA0612

1900-1949

Map #	Resource	Description	Status	Location	Site ID
31	Womble-Wilkins House	1900-1910 1-story side gable frame 19th-20th c. traditional/vernacular house		4625 Gunter Morris Road	WA1094
32	J.R. Eanes House	1900-1910 1-story side gable frame 19th-20th c. traditional/vernacular house		4912 Friendship Road	WA1112
33	4737 Sunset Lake Rd	1900-1910 1-story Triple-A frame 19th-20th c. traditional/vernacular house		4737 Sunset Lake Road	WA0608
34	Alexander T. Stevens House #2	1900-1910 2-story Triple-A frame 19th-20th c. traditional/vernacular house		2200 Piney Grove-Wilbon Road	WA0546
35	Rev. Henry Norris House	1900-1910 Queen Anne-Colonial Revival		716 Avent Ferry Road	WA0623
36	1008 Avent Ferry Rd	1900-1915 1-story pyramidal roof frame 19th-20th c. traditional/vernacular house		1008 Avent Ferry Road	WA0621
37	Holland House	1900-1915 Colonial-Revival-Craftsman		1100 Piney Grove-Wilbon Road	WA0554
38	Wilbon Community	1900-1915 frame 19th-20th c. traditional/vernacular commercial & residential buildings		Piney Grove-Wilbon Road	WA0549

Appendix A: Local Historic Resources

39	Collins Grove Baptist Church	c. 1900 1-story front gable frame 19th-20th c. traditional/vernacular church	National Register Eligible	3400 Avent Ferry Road	WA1027
40	217 Raleigh St	c. 1900 2-story side gable 19th-20th c. traditional/vernacular house		217 Raleigh Street	WA7454
41	Stinson-Grigsby House	c. 1900 I-house		412 Grigsby Avenue	WA0654
42	Bryant Brewer House	c. 1900 Queen Anne-Neoclassical R		201 Grigsby Avenue	WA0650
43	Ralph Stephens Rd	c. 1900 triple-A cottage		1936 Ralph Stephens Road	WA0614
44	David Cross House	c. 1900 triple-A I-house		205 Raleigh Street	WA0641
45	Alsey J. and Missouri Stephens House (Jeff Stephens)	c. 1900 two-story house that featured Victorian and Craftsman details	Significantly deteriorated (2018)	1621 Little Moccasin Lane	WA0613
			Ineligible National Register (2018)		
46	C.B. Sorrell House	c. 1900 1-story Triple-A frame 19th-20th c. traditional/vernacular house	Ineligible National Register (2012)	8600 Pierce Olive Road	WA0602
47	Rowena Stewart House	c. 1900 1-story Triple-A frame 19th-20th c. traditional/vernacular house		4216 New Hill-Hollemann Road	WA1116
48	Sweet Springs Baptist Church	c. 1900, c. 2000 1-story front gable stone-clad frame Colonial Revival church		7600 Cass Holt Road	WA1028
49	Scholl House	c. 1904 Traditional Form		144 Holly Springs Road	WA0659
50	Seagraves Drugstore	1905 Traditional Commercial Form		104 W. Ballentine Street	WA0630
51	Haywood Alford House	c. 1906 bungalow		109 W Center Street	WA0639
52	James Oscar & Challie Vernon Brooks Earp House	c. 1910 1 1/2-story side gable frame Craftsman/Bungalow w/ wraparound porch & porte-cochere		504 Earp Street	WA7932
53	George Utley (Current site)	1911 2-story Triple-A 19th-20th c. traditional/vernacular house		102 Avent Ferry Road	WA7450
54	Samuel Bartley Holleman House	c. 1911 2-story hip roof frame Colonial Revival house	National Register January 30, 2008	3424 Avent Ferry Road	WA1026
			Local Historic Landmark April 7, 2008		
55	Wheeler-Shaw House	c. 1914 Foursquare		113 Holly Springs Road	WA0657
56	300 W Earp St	c. 1915 1-story Craftsman/Bungalow; Queen Anne house		300 W Earp Street	WA7478
57	Holly Springs Methodist Church	1917 Gothic Revival church		108 Avent Ferry Road	WA0626



Appendix A: Local Historic Resources

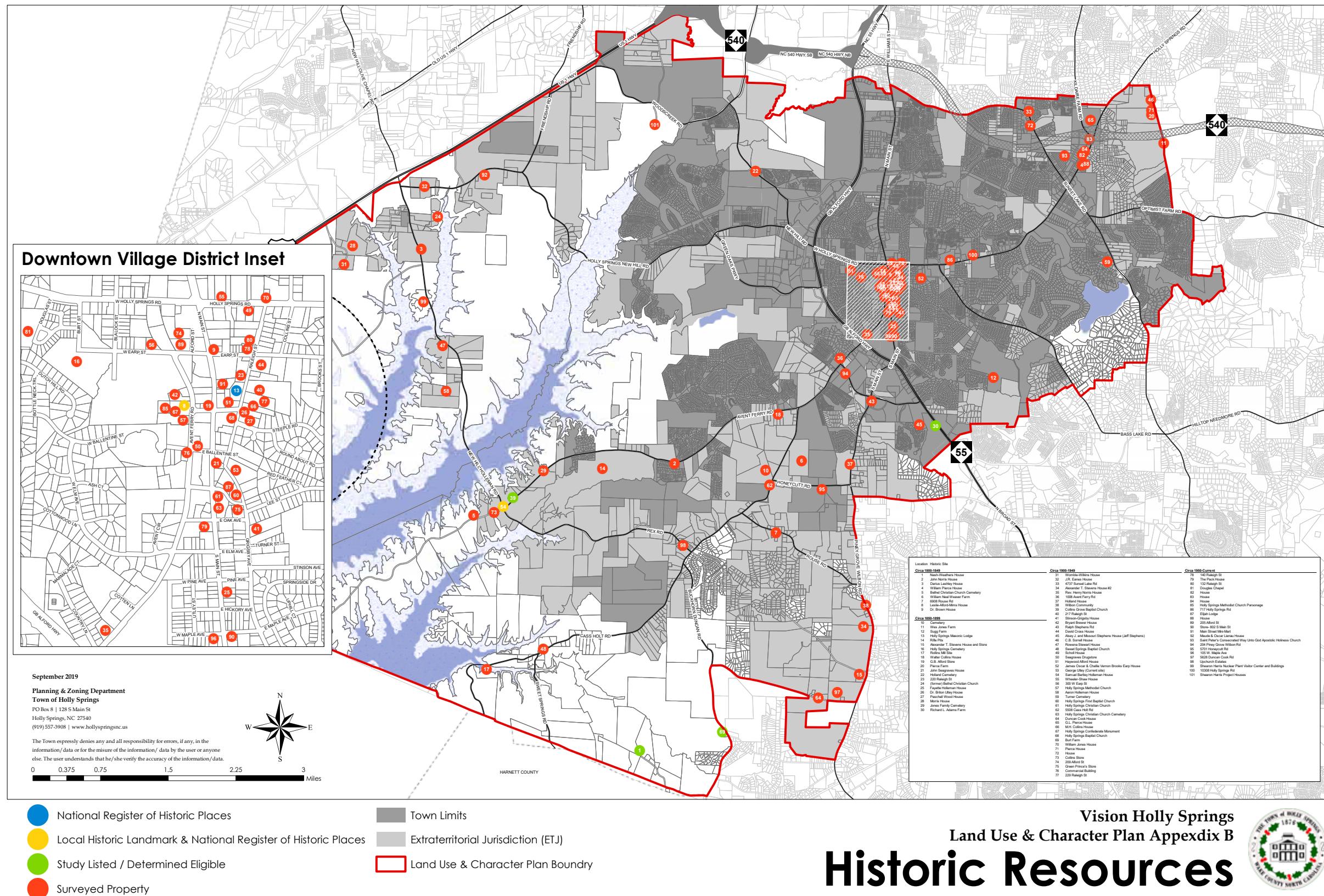
58	Aaron Holleman House	c. 1917 2-story hip roof frame 19th-20th c. traditional/vernacular house		7434 Ironrod Way	WA1117
59	Turner Cemetery	1918 cemetery		5600 Sunset Lake Road	WA7474
60	Holly Springs First Baptist Church	c. 1918 Gothic Revival		200 Grigsby Avenue	WA0651
61	Holly Springs Christian Church	c. 1919 Neoclassical Revival		300 Rogers Street	WA0653
62	5508 Cass Holt Rd	1920s Bungalow		5508 Cass Holt Road	WA4783
63	Holly Springs Christian Church Cemetery	1920s-present cemetery		300 Rogers Street	WA7469
64	Duncan Cook House	c. 1920 1-story Triple-A frame 19th-20th c. traditional/vernacular house		5808 Duncan Cook Road	WA0543
65	G.L. Pierce House	1920s bungalow	Ineligible National Register (2012)	9516 Kildaire Farm Road	WA0604
66	M.H. Collins House	c. 1920 bungalow		301 Raleigh Street	WA0643
67	Holly Springs Confederate Monument	c. 1923 29-foot tall monument		100 Avent Ferry Road	WA0627
68	Holly Springs Baptist Church	1923 Neoclassical Revival		304 Raleigh Street	WA0646
69	Burt Farm	c. 1924 1 1/2-story side gable frame Craftsman/ Bungalow		6600 Buckhorn-Duncan Road	WA0538
70	William Jones House	c. 1930 triple-A cottage		201 Holly Springs Road	WA0660
71	Pierce House	c. 1930 1-story front gable frame 19th-20th c. traditional/vernacular house	Ineligible National Register (2012)	8720 Pierce Olive Road	WA5695
72	House	c. 1930 1-story Front gable Craftsman/Bungalow house	Ineligible National Register (2012)	4800 Sunset Lake Road	WA5691
73	Collins Store	1930s 1-story front gable frame commercial building		3504 Bartley Holleman Road	WA1025
74	209 Alford St	c. 1932 1 1/2-story side gable Craftsman/ Bungalow		209 Alford Street	WA7461
75	Green Prince's Store	c. 1940 Traditional Commercial Form		301 Grigsby Avenue	WA0652
76	Commercial Building	c. 1942 1-story flat roof Miscellaneous Modernist brick building		213 W Ballentine Street	WA7456
77	229 Raleigh St	c. 1948 1-story side gable Minimal Traditional house		229 Raleigh Street	WA7453
1950-Current					
Map #	Resource	Description	Status	Location	Site ID
78	140 Raleigh St	c. 1950 1-story side gable brick Ranch		140 Raleigh Street	WA7476

Appendix A: Local Historic Resources

79	The Pack House	c. 1952 2-story hip roof brick building		408 S Main Street	WA7457
80	132 Raleigh St	c. 1953 1-story hip roof brick Ranch		132 Raleigh Street	WA7462
81	Douglas Chapel	c. 1956 Traditional Form		201 Douglas Street	WA0656
82	House	c. 1958 1-story side gable house	Ineligible National Register (2012)	9640 Holly Springs Road	WA5694
83	House	c. 1958 1-story side gable Minimal Traditional house	Ineligible National Register (2012)	4512 Kildaire Farm Road	WA5692
84	House	c. 1958 1-story side gable Minimal Traditional house	Ineligible National Register (2012)	9628 Holly Springs Road	WA5693
85	Holly Springs Methodist Church Parsonage	c. 1960 1-story side gable brick church		106 Avent Ferry Road	WA7451
86	717 Holly Springs Rd	c. 1960 1-story side gable brick Ranch		717 Holly Springs Road	WA7473
87	Elijah Lodge	c. 1960 2-story front gable concrete block building		100 Rogers Street	WA7458
88	House	c 1960 House	Ineligible National Register (2012)	9713 Holly Springs Road	WA7353
89	205 Alford St	c. 1963 1-story side gable brick Ranch		205 Alford Street	WA7460
90	Store- 802 S Main St	c. 1964 1-story front gable concrete block building		802 S. Main Street	WA7463
91	Main Street Mini-Mart	c. 1965 1-story flat roof Miscellaneous Modernist brick building		126 N Main Street	WA7452
92	Maude & Oscar Lienau House	c. 1965 1-story side gable brick Ranch		4501 Friendship Road	WA7779
93	Saint Peter's Consecrated Way Unto God Apostolic Holiness Church	c. 1965 1-story front gable brick building		4608 Lockley Road	WA7477
94	204 Piney Grove Wil-bon Rd	c. 1967 house		204 Piney Grove-Wil-bon Road	WA7464
95	5701 Honeycutt Rd	c. 1968 house		5701 Honeycutt Road	WA7465
96	105 W. Maple Ave	c. 1970 1-story hip roof brick Ranch		105 W. Maple Avenue	WA7471
97	5628 Duncan Cook Rd	1970 1-story side gable brick Ranch		5628 Duncan Cook Road	WA7466
98	Upchurch Estates	1970-1971 1-story side gable brick Ranch		6600 Block Rex Road	WA7798
99	Shearon Harris Nuclear Plant Visitor Center and Buildings	1976 2-story concrete Miscellaneous Modernist building		3932 New Hill-Hollemann Road	WA1096
100	10308 Holly Springs Rd	c. 1993 1-story side gable brick Ranch		10308 Holly Springs Road	WA7472
101	Shearon Harris Project Houses			Woods Creek Road at Woodfield Dead End Road	WA3715



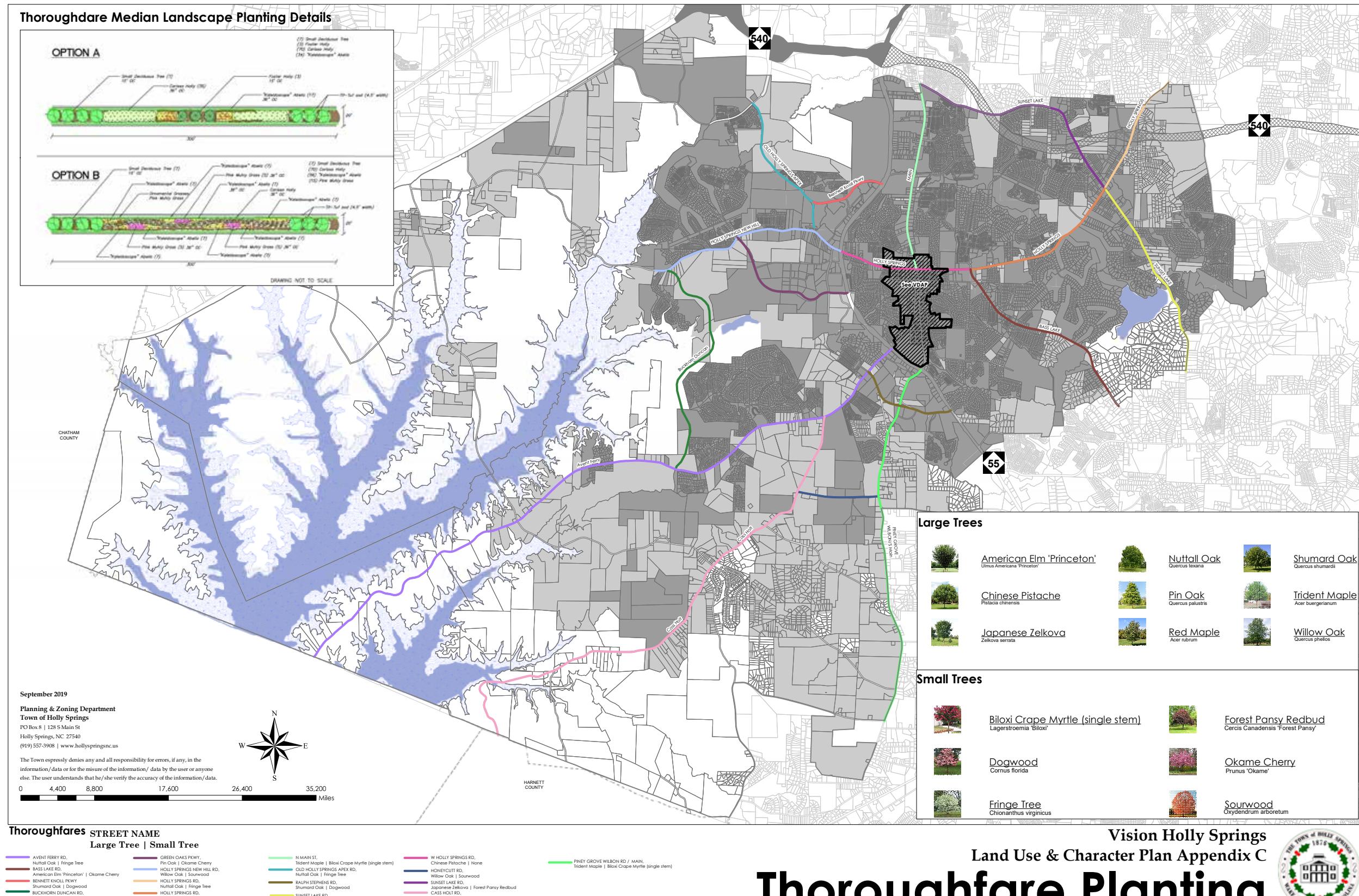
Appendix B: Local Historic Resources Map



This page left intentionally blank.



Appendix C: Thoroughfare Planting Plan



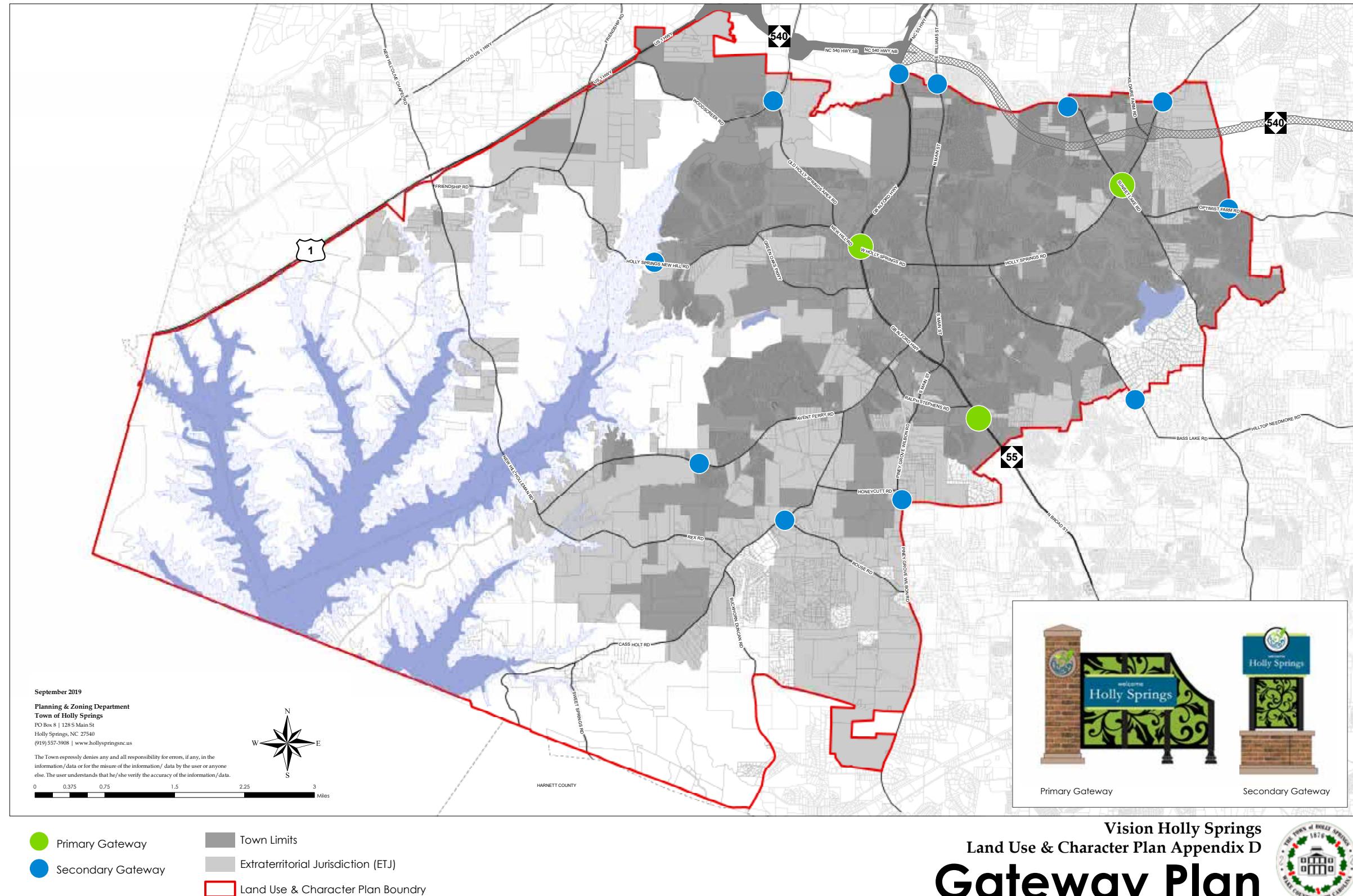
Land Use & Character Plan Appendix C

Thoroughfare Planting



This page left intentionally blank.





This page left intentionally blank.



Appendix E: Downtown Area Plan

This page left intentionally blank.



Appendix F: Northeast Gateway Master Plan

This page left intentionally blank.

