



1.0 Future Land Use

1.1 Introduction

Can Holly Springs continue to accommodate significant growth while retaining and enhancing a “Village-like” atmosphere? Can enough commercial land be set aside for Business Park and light industrial development to “balance” the tax base without compromising community character? Concerned planners and current residents of Holly Springs have asked these important questions during the planning process. Fortunately, Holly Springs is in a unique position. The Town has the opportunity, over the next several years, to proactively lay the framework for future growth and development while retaining and enhancing its unique character.

1.2 Future Land Use Objectives

- 1) Actively balance commercial, industrial and residential development with conservation when promoting land use decision that will enable the Town to develop a sustainable balance tax base.
- 2) Coordinate future development efforts on a regional basis.
- 3) Balance land use decisions with their potential impact on the regional transportation network.
- 4) Establish a series of pedestrian friendly neighborhoods that will enable the town to maintain a “small town” character as it grows and changes.
- 5) The town should revisit the Comprehensive Plan every Two years and amend where appropriate, to ensure the document is providing consistent guidance to Staff and Town Council.
- 6) Ensure that new housing is appropriate in type, location and density to minimize environmental impacts and maintain community character.

1.3 Future Land Use Plan

This plan represents the basic concept for future land use development in the Town of Holly Springs. Growth is concentrated within Community Growth Areas (CGA’s); these Growth Areas are intended to accommodate systematic expansion of the Town while containing unsightly sprawl. The CGA’s are primarily situated along an inter-modal Parkway, or Greenway Corridor, that traverses each sector of the Town. Proposed land uses within each Growth Area are also indicated on the Plan. The CGA’s will create unique “villages” as a part of the Town as a whole where one will be able to live, shop, and work. Also as a part of this plan Progress Energy Lands, approximately 12,657 acres or 31.6% of the study area, are shown and the majority part of the Progress Energy Lands within the study area has been set

aside for development and operations of the Shearon Harris Nuclear power facility. Any other development in this area is not expected prior to 2020.

The following describes the components of the Future Land Use Plan in more detail.

1.4 Community Growth Areas

The Growth Areas are proposed to accommodate the systematic expansion of the Town. Generally, Growth Areas will be situated at major intersections within the Study Area. Each Growth Area promotes a similar land use pattern: mixed use commercial core that includes a civic amenity, higher density residential surrounding the core, transitioning to lower density residential expanding outward to the boundaries of each Growth Area. The areas outside of the boundaries of the Growth Areas are generally intended for a low-density level of development unless specifically specified on the Future Land Use Plan. The Community Growth Areas should be “built-out” in phases. The phasing can assist the Engineering Department to prioritize utility and transportation improvements and make maximum use of existing infrastructure.

Table 1-1 Proposed Phasing Schedule for Community Growth Areas

Community Growth Area	Priority for “Build-Out”	Timeframe
Main Street and Ballentine Street	1	Immediate
Sunset Lake Road and Holly Springs Road	2	Immediate
Avent Ferry Road and Cass Holt Road	3	1-3 years
Rouse Road and Cass Holt Road	4	3-5 years
Wade Nash and Piney Grove-Wilbon Road	5	3-5 years
Old Holly Springs-Apex Road and Woods Creek Road	6	5+ Years

1.4.1 Community Growth Areas Defined

- Main Street and Ballentine Street** is defined as the heart of Town. This Community Growth Area is one mile in size and would constitute a 25 minute walk from the outer areas to the community core. The community core is defined as half the size of the Community Growth area. This is the traditional Downtown area that will house most of the civic functions for the Town. Within this area Town Hall, Police Station, and Library and Cultural Center already have been established as those civic functions and a future Community Center should be located within the traditional core of downtown as well to further define the civic importance of this area. Other land uses within the Main Street and Ballentine Street area should be a mix of uses including high intensity business, commercial, and high density residential that will expand on the already built environment that will serve as the “Heart” of the Town. The mixture of uses within the core area should follow the following percentage as a guide for development within this area. The business and commercial uses should constitute a minimum of sixty-five (65) percent of the core area. The remaining thirty-five (35) percent will be residential. In October 2005,



The Village District Area Plan was adopted for this area of Town. That plan addressed Land Uses and Transportation elements for the area from NC 55 Bypass to Third Street to the north. This plan is included as a part of the Appendices in this Plan.

- **Sunset Lake Road and Holly Springs Road** is defined as a “Gateway” area that identifies that you have arrived into town. This Community Growth Area is one mile in size and would constitute a 25 minute walk from the outer areas to the community core and is already being developed with the Sunset Lake Commons shopping center at the core. The community core is defined as half the size of the Community Growth Area. Land uses within this community growth area will be defined with a mix of uses including business, commercial, and higher density residential. The mixture of uses within the core area should follow the following percentage as a guide for development within this area. The business and commercial uses should constitute a minimum of eighty-five (85) percent of the core area. The remaining fifteen (15) percent will be residential. The core of this Community Growth Area will be defined as a commercial destination with a regional commercial center proposed for the future I-540 interchange. In March of 2006, The Northeast Gateway Plan was adopted for this area of Town. That plan addressed Land Use and Transportation elements for the area generally defined as being around the Sunset Lake Road and Holly Springs Road area. This plan is included as a part of the Appendices in this Plan.

- **Avent Ferry Road and Cass Holt Road** is defined as a neighborhood commercial center. This Community Growth Area is one-half mile in size and would constitute a 15 minute walk from the outer areas to the community core. The community core is defined as half the size of the Community Growth Area. Land uses within this community growth area will be defined with a mix of uses from business, commercial, and higher density residential. The mixture of uses within the core area should follow the following percentage as a guide for development within this area. The business and commercial uses should constitute a minimum of fifty (50) percent of the core area. The remaining fifty (50) percent will be residential and institutional uses. The core of this Community Growth Area will be defined by two dynamic uses. One being the Wake County Public School System campus that will house an elementary, middle, and high school. The other use will be a neighborhood commercial center that will be approximately 50 to 75 acres in size.

- **Rouse Road and Cass Holt Road** is defined as a “Gateway” area that will identify that you have arrived into Town. This Community Growth Area is one-half mile in size and would constitute a 15 minute walk from the outer areas to the community core. The community core is defined as half the size of the Community Growth Area. Land uses within this Community Growth Area will be defined with a mix of uses from low intensity business, commercial, and higher density residential. The



mixture of uses within the core area should follow the following percentage as a guide for development within this area. The business and commercial uses should constitute a minimum of thirty-five (35) percent of the core area. The remaining sixty-five (65) percent will be residential. The Community Growth Area will be defined by a sharp contrast of uses south of the community of Oliver Creek. Uses south of this community will be more rural in nature and will be encouraged to develop in the manner of low density residential.

- **Wade Nash Road and Piney Grove-Wilbon Road** is defined as a “Gateway” area that will identify that you have arrived into Town. This Community Growth Area is one-half mile in size and would constitute a 15 minute walk from the outer areas to the community core. The community core is defined as half the size of the Community Growth Area. This Community Growth Area is not located on the green corridor that is defined in the Future Land Use Plan, but it is situated on a major thoroughfare. Uses within this Community Growth Area will be a mix of uses including business, commercial, and higher density residential. The mixture of uses within the core area should follow the following percentage as a guide for development within this area. The business and commercial uses should constitute a minimum of sixty (60) percent of the core area. The remaining forty (40) percent will be residential.

- **Old Holly Springs-Apex Road and Woods Creek Road** is defined as a “Gateway” area that will identify that you have arrived into Town. This Community Growth Area is one-half mile in size and would constitute a 15 minute walk from the outer areas to the community core. The community core is defined as half the size of the Community Growth Area. This Community Growth Area will be defined by two unique uses. One use will be the Wake County Landfill site and the other use will be the future location of a business park within this area. The overall uses within this Community Growth Area will include business, commercial, and higher density residential. The mixture of uses within the core area should follow the following percentage as a guide for development within this area. The business and commercial uses should constitute a minimum of eighty-five (85) percent of the core area. The remaining fifteen (15) percent will be residential.

1.5 Regional Centers

The Future Land Use Plan illustrates several locations for “regional” development. These designated areas have already begun to fulfill this role for the community. The Town’s objective is to ensure that future regional centers consider locating in these designated locations to protect the essential “village” character of the Town as it continues to evolve. The Regional Center areas are located along major transportation routes throughout the Town to ensure the best access with minimal impacts to the Town’s residential neighborhoods.

- **Southern Gateway Regional Center.** This area already has regional type development occurring. Under construction is a Wal-Mart Super Center with approximately 250,000 square feet of retail space. Adjacent to this center is the



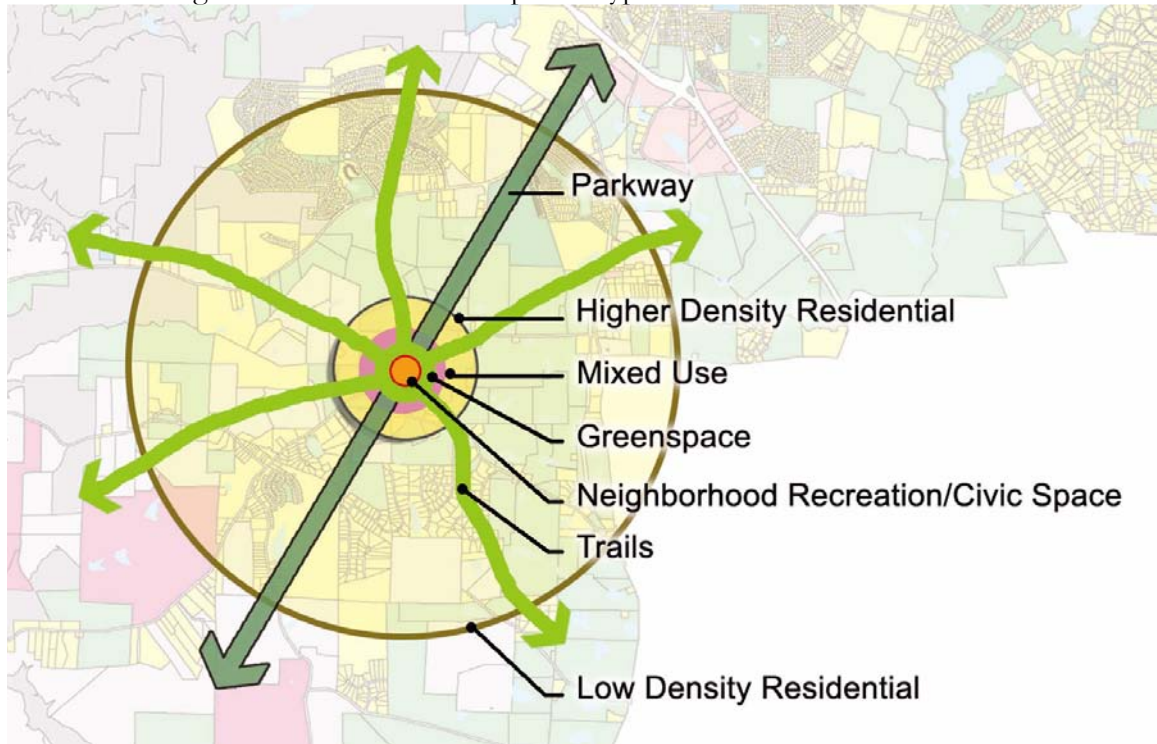
Southpark Village with a Harris Teeter grocery store anchor and approximately 200,000 square feet of retail space. Additionally, the Main Street Square project will have a mix of uses from single family and multi-family residential, office and will have approximately 75,000 square feet of retail space. This area will be defined with a mix of higher density residential and commercial centers. Uses in this area should provide walkability to adjacent uses and should be of a higher architectural standard than that of a normal commercial use to set the tone of the village-like character that the Town is striving to create.

- **New Hill Road and NC 55 Bypass.** This area will have a mix of uses including business, commercial and higher density residential. The Regional Center will provide for many of the accessory and related uses for the Holly Springs Business Park. This area will be defined with a mix of higher density residential and commercial centers. Uses in this area should provide walkability to adjacent uses and should be of a higher architectural standard than that of a normal commercial use to set the tone of the village-like character that the Town is striving to create.
- **Kildaire Farm Road and Holly Springs Road.** This Regional Center will have a mix of uses including business, commercial and higher density residential. This Regional Center will not experience the development pressures that other areas in town are facing until the alignment and construction schedule for I-540 are realized. At the time of development, higher architectural standards should be applied to set the tone as a “gateway” into Town and the village-like character that the Town will strive to have in this area.
- **Future Interchange for US Highway 1.** This Regional Center will be a focus for corporate campuses, regional shopping center, or business park with high density residential between the activity center and existing residential neighborhoods.

The Growth Areas are intended to promote the concept of community, and their dimensions support walking or cycling. The radius of each proposed Growth Area ranges from one-half mile to one mile which represents a “neighborhood scale” and can be walked by the average person within 15 to 25 minutes. A series of smaller trails emanate from the neighborhood commercial core; these trails are intended to enable each resident within the Growth Area to comfortably commute from the home to the neighborhood core. The community core is defined as half the size of the Community Growth Area. The primary goal is to enable the Town to develop in a consistent, orderly and phased fashion that makes the most efficient use of municipal services and promotes a pedestrian-friendly, “village-like” character.

The following graphic illustrates a general design concept for each Growth Area.

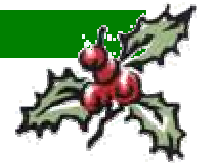
Figure 1-1 Land Use Concept for Typical Growth Area



The following graphic illustrates a typical Growth Area view in perspective using the Rouse Road and Cass Holt Road intersection as an example.

Figure 1-2 Typical Growth Area Core Perspective





Note in the preceding graphic that the “core” of the Growth Area is where higher density townhouses and/or apartments are concentrated, as well as neighborhood commercial development and a civic space with a “Central Park”. The literal interpretation of the civic space and “Central Park” is extremely flexible and the illustration is for planning purposes only. The actual development could be as simple as a pond surrounded by a trail with benches or as complex as a new full-service Community Center. The objective is to establish a focal point for residents located within each Growth Area, create a walkable and diverse community, and maximize the efficiency of municipal servicing.

1.6 Holly Springs “Parkway”

This corridor is intended to organize and link the majority of the proposed CGA’s with a gateway markers, non-commercial parkway and trail. The idea is to establish a “green spine” and maintain a specific, consistent character with a strong identity. This identity should be different than other Town transportation routes and readily apparent to the casual observer. The Parkway should include design features like a well-developed, continuous pedestrian path and bicycle route, enhanced crosswalks, street trees, unique signage and gateways at each end. It should be the priority corridor for Town beautification efforts and incentives to improve the neighborhoods and commercial areas in which it traverses.

The Parkway is not intended to evolve as the Town’s primary travel artery. Rather it is intended to evolve over time as an intermodal connection between the Community Growth Areas. The Parkway can establish continuity throughout the Town and enhance overall rural character. A landscaped median, a walking/cycling path, sensitive planting and appropriate signage all contribute to establishing this Parkway experience.

A graphic depiction of the proposed Parkway development is illustrated below in a “Before” and “After” format.

Before: Cass Holt Road (Looking North from the Rouse Road Intersection)



After: Cass Holt Road with Parkway Development



1.7 Business Park

Holly Springs, similar to Wake County, is in need of quality land to accommodate future office and light industrial development. The Future Land Use Plan seeks to strategically maximize land allocated to commercial and light industrial development. The objective is to establish a more balanced tax base by attracting revenue that is not overly burdened by municipal service requirements such as police, fire, and other cost-intensive community services. Near new Business Park developments, housing opportunities at various styles and price points to house future workers should be accommodated.

The Future Land Use Plan designates a swath of land due south of US Highway 1 and extending to the Shearon Harris Game Lands as a future Business Park development opportunity. A proposed road and interchange are also illustrated on the map to provide enhanced access. For a more immediate planning opportunity within the Holly Springs jurisdiction, the existing Business Park off of New Hill Road can also be expanded to accommodate new business.

1.8 Future Land Use Plan Details

The detailed Future Land Use Plan is a tool that will guide the development of Holly Springs. This plan will provide town leaders with a standard by which to evaluate development plans as to their appropriateness to the Town's growth and development. Plans will also be compared with the designated land uses to determine how the underlying theme of a land use has been addressed.

Low Density Residential

This land use designation is intended to provide areas for large lot development, and to provide for limited public and institutional uses that are compatible with a low density residential area. The low-density development designation allows **up to 2 units per acre**, which will promote the conservation of desirable characteristics of the land, preserve agriculture land, and protect rural areas from the encroachment of scattered urban-type



uses that may inhibit the overall development of the community. This land use designation should be located near the periphery of the planning boundary in areas not expected to be developed for intensive urban or suburban uses. The designation is envisioned to provide accommodations for significant environmental areas such as watersheds and unique natural features. By reducing development densities in these sensitive areas, more natural vegetation will remain to protect water quality. Additionally, these less dense areas will be located primarily to the south and west of town. Acceptable development types in this category include subdivisions with large lot sizes of a half acre or more. Development in this area may or may not be required to connect to Town utilities. For developments that have an average lot size of one acre may only be required to connect to Town water and may be allowed to utilize a septic system.

Residential

This residential category is intended to provide for a wide range of residential densities and limited public and institutional uses. Densities may range from **2 units per acre up to 15 units per acre**. Densities up to 15 units per acre shall be situated around the core areas of the Community Growth Areas or adjacent to major employment centers or Regional Centers. As development extends further from the core area densities would decrease. When business and commercial uses locate at major intersections adjacent to residential areas, concern should focus on the intensity of the proposed uses, appropriate buffering of adjacent uses, and the appearance of those uses to limit the impacts on the adjacent residential areas. Higher densities will be located near core areas or adjacent to Regional Centers.

Mixed Use


The Mixed Use category is intended to provide for a wide range of **Commercial, Business, and Higher Density Residential land uses up to 15 units per acre**. The Mixed Use designation defines the core area of each Community Growth Area and areas along N. Main Street. Proposed developments within the Mixed Use designation should include multiple land uses or provide a compatible use for the area. The goal for each Mixed Use area is to create a “village-like” atmosphere with areas that are interconnected and pedestrian friendly.

Business Park

The Business Park category is intended to set aside areas of town that encourages **“clean” industry** that will not adversely affect the quality of life. Business parks should be concentrated to a general location in order to achieve the maximum benefit when providing infrastructure to prospective and existing business park clients. Business parks should be located adjacent to major transportation routes with easy access to major highways, and existing facilities.

Regional Center

The Regional Commercial Designation provides for the location of **power centers, including high volume, high intensity commercial uses** that may be characterized



by outdoor display or sales of merchandise. Developments with this designation may be coordinated to facilitate vehicular and pedestrian access from nearby residential districts, and should be located in close proximity to major transportation routes. If a Commercial designation is located in an area with a high volume of traffic it should be designed to serve the neighborhood's residential base plus commuter traffic.

Heavy Industrial

Heavy Industrial areas are designed to provide land for **intense industrial uses**, such as quarries and landfills. Industrial areas should be concentrated to a general location in order to achieve the maximum benefit when providing infrastructure to prospective and existing industrial clients.

Progress Energy Land

Land that is owned by Progress Energy and essential to the operations of the Shearon Harris Nuclear Power Facility are not provided for with a specific Future Land Use, but noted as Progress Energy Owned. Development in this area is not expected prior to 2020.



1.9 Future Land Use Implementation Program

Short Term (0-2 years) 2007-2009		Mid-Term (3-5 years) 2010-2012		Long-Term (5+ years) 2013+	
Project	Department	Project	Department	Project	Department
Adopt the Comprehensive Plan	Town Council	Prepare a Detailed Special Area Plan for the following Community Growth Areas To illustrate the overall vision, development parcels, trail connectivity, future police and fire services * Rouse Road and Cass Holt Road CGA * Piney Grove-Wilbon Road and Wade Nash Road CGA	Planning & Zoning Engineering	Prepare a Detailed Special Area Plan for the following Community Growth Areas To illustrate the overall vision, development parcels, trail connectivity, future police and fire services * Old Holly Springs-Apex Road and Woods Creek CGA	Planning & Zoning Engineering
Continue communications with surrounding communities and entities, including Town of Apex, Town of Cary, Town of Fuquay-Varina, Wake County and Progress Energy to keep abreast of planning decisions	Planning & Zoning Engineering Parks & Recreation	Evaluate the Comprehensive Plan every two years for possible updates	All departments	Evaluate the Comprehensive Plan every two years for possible updates	All departments
Encourage the development of nodes of residential development in multi-use/mixed-use settings as illustrated in the Future Land Use Plan	Engineering Planning & Zoning				



Short Term (0-2 years) 2007-2009		Mid-Term (3-5 years) 2010-2012		Long-Term (5+ years) 2013+	
Project	Department	Project	Department	Project	Department
Prepare a Detailed Special Area Plan for the following Community Growth Areas To illustrate the overall vision, development parcels, trail connectivity, future police and fire services * Avent Ferry road and Cass Holt Road CGA	Planning & Zoning Engineering				
Evaluate the Comprehensive Plan every two years for possible updates	All departments				
Prepare a Growth Analysis, Build-Out Analysis, and Economic Analysis of the Plan	Planning & Zoning Economic Development Finance Administration				
Work with Progress Energy to determine which lands are not available for future development under current conditions as well as if additional reactors are constructed	Planning & Zoning Economic Development Administration				