



Planning Board Meeting
July 28, 2025
7:00 p.m.

AGENDA

A. Call to Order

1. Pledge of Allegiance
2. Invocation
3. Approval of June 23, 2025 Planning Board Meeting Minutes

B. Regular Agenda

1. **TA-25-06** – Land Development Ordinance (LDO) Text Amendment to Table 5.1., Section 5.1.4., Table 3.4.2., and Table 3.4.3. to Add Enclosed Self-Storage Use and Modify Options for Development Agreements
2. **10-Year Affordable Housing Plan**

C. Communications

1. Planning Director's Report
2. Town Attorney's Report
3. Other Business
4. Adjournment



Planning Board Meeting
June 23, 2025 - 7:00 PM
502 Southtown Circle, Rolesville, NC 27571

MINUTES

PRESENT: Mike Moss, Chair
Derek Versteegen, Board Member
Frank Pearce, Board Member
Erin Catlett, Deputy Town Attorney
Michele Raby, Planner II

Donnie Lawrence, Vice-Chair
Tisha Lowe, Board Member
April Sneed, Mayor Pro Tempore/Liaison
Michael Elabarger, Asst. Planning Director
Tanner Hayslette, Planner I

ABSENT: Jim Schwartz, Board Member
Amanada Chrysovergis, Board Member

A. CALL TO ORDER

Chair Moss called the meeting to order at 7:01 p.m.

A.1. PLEDGE OF ALLEGIANCE

The Board collectively recited the Pledge of Allegiance.

A.2. INVOCATION

Chair Moss delivered the invocation.

A.4. Approval of May 27, 2024, meeting minutes.

Moved by Board Member Versteegen and Seconded by Board Member Pearce. The motion to approve the minutes of May 27, 2024, was carried with a unanimous vote, 5 voted aye, 0 voted nay (5 voted, 2 absent being Board Member Schwartz and Board Member Chrysovergis).

B. REGULAR AGENDA

B.1. TA-25-04 – Land Development Ordinance (LDO) Text Amendment to Sections 3.4.1., 3.4.2., 3.4.3., and 6.8.6.G. to Change Multifamily Building Transparency Requirements

Mr. Elabarger corrected to title to read TA-25-05 and described the proposed applicant-initiated Land Development Ordinance Text Amendment that would lower the transparency requirements for Multifamily buildings and exclude this requirement for Residential only structures.

The Board collectively asked about what transparency requirement was used for the Cobblestone development and if there were any built examples displaying the current standards.

Moved by Board Member Versteegen and Seconded by Board Member Lowe. The motion was carried with a unanimous vote 4 ayes-1 nay, 2 absent being Board Member Schwartz and Board Member Lowe. The original motion to recommend Approval with the amendment was carried by a unanimous vote (5-0, 2 absent being Board Member Schwartz and Board Member Lowe).

C. COMMUNICATIONS

C.1. Planning Director's Report

Mr. Elabarger stated that this meeting was originally slated to have one (1) Rezoning and three (3) Text Amendments which have been pushed back to the following month's meeting. Mr. Elabarger proceeded to describe the Rezoning case and provided highlights of the Planning Department including a high volume of development review applications, clearance of downstream sewer capacity south of the by-pass, and the opening of Publix in the Wallbrook development.

C.2. Town Attorney's Report

Mr. Neill did not have anything to report. Board Member Versteegen asked Mr. Neill about how front yards and side yards are differentiated for corner lots.

C.3. Other Business

Never discussed, item A.3. took its place.

A.3. Recognition of Service Presentation

C.4. Adjournment

Vice-Chair Lawrence made a motion to adjourn and Seconded by Board Member Pearce. The motion was carried by a unanimous vote (5-0, 2 absent being Board Member Schwartz and Board Member Lowe). The meeting was adjourned at 7:41 p.m.

Mike Moss, Planning Board Chair

Tanner Hayslette, Planner I

Memo

To: Planning Board
From: Michael Elabarger, Interim Planning Director & Meredith Gruber, Senior Planner
Date: July 23, 2025
Re: TA-25-06 Land Development Ordinance (LDO) Text Amendments to Table 5.1., Section 5.1.4., Table 3.4.2., and Table 3.4.3. to Add Enclosed Self-Storage Use and Modify Options for Development Agreements

Background

Land Development Ordinance (LDO) Text Amendment Application TA-25-06 was submitted by Paul C. Schmidt of Experience One Homes. The application proposes modifying LDO Table 5.1., Section 5.1.4., Table 3.4.2., and Table 3.4.3. to add Enclosed Self-Storage use as a separate use as well as add options for use of a Development Agreement.

Proposed Text Amendment

The Zoning specific use of **Industrial, Light** (includes Self-Service Storage use) is a Permitted use in the following Zoning Districts:

- General Industrial (GI)
- Business and Technology (BT)

The following sections of the LDO would be affected by TA-25-06:

- Table 5.1. Permitted Principal Use Table
- 5.1.4. Commercial Principal Uses
- Table 3.4.2. Activity Center District Development Standards
- Table 3.4.3. Neighborhood Center District Development Standards

The LDO includes the following mentions of **Development Agreement**:

- 2.2.2.A.b. Board of Commissioners Powers and Duties
- 2.1.2.B.8.c. Planning Board Powers and Duties
- 3.4.1.B.3. Town Center District Timing of Development
- 3.4.2.D.6. Activity Center Mixture of Uses and Timing of Development
- Table 3.4.2. Activity Center District Development Standards, Maximum Single-Use/Building Size (Excluding Residential Only Structures)
- 3.4.3.D.6. Neighborhood Center Mixture of Uses and Timing of Development
- Table 3.4.3. Neighborhood Center District Development Standards, Maximum Single-Use/Building Size (Excluding Residential Only Structures)
- Appendix A, Section 2.2. Development Agreement Legislative Process
 - The purpose of a Development Agreement, consistent with N.C. Gen. Stat. § 160D, Article 10, is to allow a process for the establishment and review of large-

scale, multi-phased development projects with an expected build out date of several years.

- Development Agreements are intended to provide the Town and developers of land regulatory certainty and a schedule of development.
- This certainty and schedule allow developers and the Town to coordinate public facilities to serve the development

The subject Text Amendments propose the following:

- Add Self Storage, Enclosed as a separate Commercial use in Table 5.1 and allow the use in General Commercial, Commercial Highway, Office and Professional, and Neighborhood Center zoning districts.
- Add use standard stating the exterior facades of all structures shall receive uniform architectural treatment and resemble an office building to LDO Section 5.1.4. Commercial Principal Uses.
- Add text that minimum setbacks, lot size, and building height may vary from Activity Center and Neighborhood Center District Development Standards if part of an approved Development Agreement. (Lot dimensions are for residential lots and are not related to the Self-Storage use.)

See the attached application for Text Amendment TA-25-06. It includes the proposed text in [blue and underlined](#).

Previous Self Storage Text Amendment

TA-22-02 removed Self Storage Facility from Warehousing and kept it as an Industrial, Light use. LDO Section 5.1.6.D.5.b. states that Self-service Storage shall be contained within a fully enclosed building and contained in a single building, accessed internal, except in the General Industrial district not located on North Main Street or South Main Street.

Staff Analysis and Recommendation

Major objectives from the 2017 Comprehensive Plan include:

- Walkability;
- Greater variety of services, shopping experiences, and restaurants in Rolesville;
- More parks and active recreation;
- Retention of “small-town” feel reflecting a population that comes together to socialize.

Major recommendations from the 2017 Comprehensive Plan include:

- Create a close-knit system of secondary streets.
- Create a diversity of new houses but ensure high quality and limited locations for multifamily units.
- Create more capacity in the local parks and active recreation programs.
- Celebrate Downtown.

TA-25-06 may allow for a greater variety of services if the Self-Storage use is allowed in additional zoning districts.

| <i>Proposed Text Amendment/Topic</i> | <i>Staff Analysis and Recommendation</i> |
|---|---|
| <ul style="list-style-type: none"> • Add Self Storage, Enclosed as a separate Commercial use in Table 5.1 • Allow the use in General Commercial, Commercial Highway, Office and Professional, and Neighborhood Center zoning districts | <ul style="list-style-type: none"> • Staff recommends also adding General Industrial and Business and Technology as by right zoning districts for Self-Storage, Enclosed. |
| <ul style="list-style-type: none"> • Add use standard stating the exterior facades of all structures shall receive uniform architectural treatment and resemble an office building to LDO Section 5.1.4. Commercial Principal Uses. | <ul style="list-style-type: none"> • Staff recommends dropping the use standard about architectural treatment and rely on the architectural standards already required in LDO Section 6.8.2. Nonresidential Building Standards. |
| <ul style="list-style-type: none"> • Add text that minimum setbacks, lot size, and building height may vary from Activity Center and Neighborhood Center District Development Standards if part of an approved Development Agreement. (The lot dimensions are for residential lots and are not related to the Self-Storage use.) | <ul style="list-style-type: none"> • As per LDO Appendix A, Section 2.2.A., Development Agreements consistent with N.C. General Statutes Chapter 160D, Article 10, allow a process for the establishment and review of large-scale, multi-phased development projects with an expected build out date of several years. • Staff recommends the Planning Board considering the use of a Development Agreement (to be approved by the Town Board of Commissioners) to adjust all standards in mixed use zoning districts instead of select standards. |

Proposed Motion

Motion to Recommend (*approval or denial*) of TA-25-06, to the Town Board of Commissioners, because it is (*consistent or inconsistent*) with the Comprehensive Plan.

Attachments

1. Text Amendment Application TA-25-06 from Paul C. Schmidt, Experience One Homes

Land Development Ordinance (LDO)

Text Amendment Application

Town of Rolesville Planning Department | PO Box 250 | Rolesville, NC 27571 | 919-554-6517 | planning@rolesville.nc.gov

Planning Department Home Page: [Official Town Webpage](#)

Financially Responsible Party Paul C Schmidt

(*that who receives and will pay Invoices for the Actual Cost Consultant Review Fees*)

Mailing Address PO Box 5509 City/State/Zip Cary, NC 27512

Phone 919-991-1428 Email cschmidt@e1homes.com

Applicant / Engineer / Architect / Attorney / Agents

| | | |
|---------------------------------|----------------------------|---|
| Name: <u>David Schmidt</u> | Phone: <u>919-991-1428</u> | Email: <u>dschmidt@e1homes.com</u> |
| Name: <u>Timothy Grissinger</u> | Phone: <u>919-577-1080</u> | Email: <u>t.grissinger@batemancivilsurvey.com</u> |
| Name: <u>Shelbey Daniel</u> | Phone: <u>919-577-1080</u> | Email: <u>s.daniel@batemancivilsurvey.com</u> |
| Name: _____ | Phone: _____ | Email: _____ |

APPLICATION MINIMUM REQUIREMENTS / GUIDANCE::

| | |
|---|-----|
| <input checked="" type="checkbox"/> Completed Application and checklist below. | |
| <input checked="" type="checkbox"/> Sketch/Pre-Submittal meeting notes (if applicable). | |
| <input checked="" type="checkbox"/> Document that provides clear Text direction regarding the amendment sought – strike-through and “clean” versions. | |
| <input type="checkbox"/> Any additional supporting documents (ask Staff). | n/a |
| <input checked="" type="checkbox"/> Note: INVOICE issued for the application fee payment during the completeness check or following application review. | |

Exhibit A to Text Amendment Application

Applicant proposes to include a “self-storage (enclosed)” to Commercial use category in LDO Table 5.1 and LDO 5.1.4.

- Add the following line to Table 5.1

| | RL | RM | RH | MH | GC | CH | OP | GI | BT | TC | AC | NC | |
|--|----|----|----|----|-------------------|-------------------|-------------------|----|----|----|----|-------------------|------------------------|
| COMMERCIAL USES | | | | | | | | | | | | | |
| Retail Sales and Services, Shopping Center | - | - | - | - | P | P | - | - | - | S | S | S | 5.1.4.R. |
| Self Storage, enclosed | - | - | - | - | P | P | P | - | - | - | - | P | 5.1.4. |
| Tattoo Establishment | - | - | - | - | P | P | - | P | - | - | - | - | 5.1.4.S. |
| Vape and Tobacco Store | - | - | - | - | P | P | - | P | - | - | - | - | 5.1.4.T. |
| Vehicle, Rental and Sales | - | - | - | - | P | P | - | - | - | - | - | - | 5.1.4.U. |
| Vehicle, Minor Service | - | - | - | - | P | P | - | P | P | - | - | - | 5.1.4.V. |
| Vehicle, Major Service | - | - | - | - | - | S | - | P | S | - | - | - | 5.1.4.W. |

- Add the following section to LDO 5.1.4

5.1.4. Self-Storage, enclosed

1. Characteristics. An enclosed storage facility of a commercial nature containing fully enclosed bays that are leased exclusively for storage of household goods or personal property.
2. Accessory Uses Not Included.
3. Examples. Examples include enclosed self-storage facilities
4. Use Standards. The exterior facades of all structures shall receive uniform architectural treatment and resemble an office building.

The proposed text amendments for Table 3.4.3, NC District Development Standards and Table 3.4.2, AC District Development Standards follow. Proposed text is shown in blue and underlined and deletions are shown in ~~red strikethrough~~.

Table 3.4.2. AC District Development Standards

| STANDARDS | | AC REQUIREMENTS |
|--|----------------------|--|
| Building Height | | <p>Max: 35' (By Right)</p> <p>60' May Be Permitted If Building Is 100 Feet or Greater from Boundary of District and If an Interior Sprinkler or Fire Suppression System Is Provided. If No Sprinkler or Fire Suppression System Is Provided, The Building Shall Not Exceed 35' in Height</p> <p>Building Heights Above 35' Require Additional Compatibility Standards Per Section 6.2.3.</p> |
| Density | | 10 Units/Acre (By Right) |
| Building Placement (Min/Max) Minimum Setbacks May Be Reduced if Approved as Part of An Approved Development Agreement by the BOC | Front * ₁ | 15'/75' |
| | Side * ₂ | 5'/50' |
| | Rear * ₃ | 10'/75' |
| Lot Minimum Lot Length and Width May Be Reduced if Approved as Part of An Approved Development Agreement by the BOC | Length (Min) | 75' |
| | Width (Min) | 50' 20' (Attached) |
| | Coverage (Max) | N/A |

| | | |
|----------|------------------|--|
| Frontage | % Requirement | 35% Outparcel buildings may be used to meet frontage requirements |
| | Active Use Areas | Permitted; Maximum Length: 25' or 75% of Building Frontage (Whichever is Less) Maximum AUA Depth: 10' |

| | | |
|---|---|---|
| | Encroachments (Upper Story Only; Only Where Clear of Public Utilities) | Maximum Length: 50% of Building Frontage Maximum Encroachment: 6' Minimum Clearance: 8' Balconies, Awnings, And Porches Are Permitted Encroachments Encroachments Are Only Permitted with Written Authorization from the Town, NCDOT, and/or Any Other Appropriate Legal Entity Which May Have an Easement/Ownership or Similar |
| | Entrances | Front (Primary Street-Facing); Corner Lots May Orient Entrances to The Corner or Provide an Additional Entrance Oriented to The Secondary Street) |
| Landscaping and Open Space | | Property Perimeter, Parking Perimeter and Vehicle Use Areas and Service Areas; Foundation Plantings Permitted Open Space Types: Green, Commons, Square, Plaza |
| Building and Site Design | | |
| Architectural Standards | | Blank Walls Not Permitted Facing Any Public Street Frontage or Non Mixed-Use Zoning District |
| Maximum Single-Use/Building Size (Excluding Residential Only Structures) | | 50,000 Square Feet Maximum Single-Use Size May Increased If Approved as Part of An Approved Development Agreement by the BOC. No Size Limits for Mixed-Use Buildings; Only Commercial on Ground Floor |
| Maximum Blank Wall | | Maximum 50 Square Feet Blank Wall Area Or 15% Of the Total Wall Area A Maximum 25' In Length Without a Compliant Design Feature |
| Minimum Transparency % (By Story) | | 40% Transparency on First Story, 35% Transparency for Each Story Above |
| Drive-Through Locations | | Side Or Rear Only; Not Adjacent to The Primary Street |

| | |
|-----------------------|---|
| Street Walls Required | Drive-Throughs Parking Areas (Excluding On-Street Parking) Fronting Public Streets May Be Utilized to Meet the Building Frontage Requirements |
|-----------------------|---|

| | |
|-----------|---|
| Rooflines | Only Flat and Gable Roofs Are Permitted; Parapets May Extend 36" Above the Roofline; Mansard Roofs Are Prohibited |
|-----------|---|

Notes:

*1 Can be increased by a factor of 1.5 where an active use area is provided.

*2 44' may be permitted to accommodate those lots without access to an alley or shared driveway to accommodate a driveway where rear serving parking or loading is provided.

*3 Except where served by rear parking, not to exceed 60'. Also accommodates required buffering.

Table 3.4.3 NC District Development Standards

| STANDARDS | | NC REQUIREMENTS |
|---|--------------|---|
| Building Height Maximum Height may be increased if Approved as Part of An Approved Development Agreement by the BOC | | Max: 35' (By Right) 60' May Be Permitted If Building Is 100 Feet or Greater from Boundary of District and If an Interior Sprinkler or Fire Suppression System Is Provided. If No Sprinkler or Fire Suppression System Is Provided, The Building Shall Not Exceed 35' in Height Building Heights Above 35' Require Additional Compatibility Standards Per Section 6.2.3. |
| Density | | 8 Units/Acre (By Right) |
| Building Placement (min/max) Minimum Setbacks May Be Reduced if Approved as Part of An Approved Development Agreement by the BOC | Front *1 | 15'/100' |
| | Side *2 | 10'/50' |
| | Rear *3 | 10'/50' |
| Lot Minimum Lot Length and Width May Be Reduced if | Length (Min) | 100' |
| | Width (Min) | 50' 20' (Attached) |

| | | |
|--|---|---|
| Approved as Part of An Approved Development Agreement by the BOC | Coverage (Max) | N/A |
| | | |
| Frontage | % Requirement | 25% Outparcel buildings may be used to meet frontage requirements |
| | Active Use Areas | Permitted; Maximum Length: 25' or 75% of Building Frontage (Whichever is Less) |
| | | Maximum AUA Depth: 10' |
| | Encroachments (Upper Story Only; Only Where Clear of Public Utilities) | Maximum Length: 50% of Building Frontage Maximum Encroachment: 6' Minimum Clearance: 8' Balconies, Awnings, And Porches Are Permitted Encroachments Encroachments Are Only Permitted with Written Authorization from the Town, NCDOT, and/or Any Other Appropriate Legal Entity Which May Have an Easement/Ownership or Similar |
| | Entrances | Front (Primary Street-Facing); Corner Lots May Orient Entrances to The Corner or Provide an Additional Entrance Oriented to The Secondary Street) |
| Landscaping and Open Space | | Property Perimeter, Parking Perimeter and Vehicle Use Areas and Service Areas; Foundation Plantings Permitted Open Space Types: Green, Commons, Square, Plaza |
| Building and Site Design | | |
| Architectural Standards | | Blank Walls Not Permitted Facing Any Public Street Frontage or Non Mixed-Use Zoning District |
| Maximum Single-Use/Building Size (Excluding Residential Only Structures) | | 25,000 Square Feet Maximum Single-Use Size May Increased If Approved as Part of An Approved Development Agreement by the BOC. No Size Limits for Mixed-Use Buildings; Only Commercial on Ground Floor |
| Maximum Blank Wall | | Maximum 50 Square Feet Blank Wall Area Or 15% Of the Total Wall Area A Maximum 25' In Length Without a Compliant Design Feature |

| | |
|-----------------------------------|---|
| Minimum Transparency % (By Story) | 40% Transparency on First Story, 35% Transparency for Each Story Above |
| Drive-Through Locations | Side Or Rear Only; Not Adjacent to The Primary Street |
| Street Walls Required | Drive-Throughs |
| Rooflines | <p>Parking Areas (Excluding On-Street Parking) Fronting Public Streets</p> <p>May Be Utilized to Meet the Building Frontage Requirements</p> <p>Only Flat and Gable Roofs Are Permitted; Parapets May Extend 36" Above the Roofline; Mansard Roofs Are Prohibited</p> |

Notes:

*1 Can be increased by a factor of 1.5 where an active use area is provided.

*2 44' may be permitted to accommodate those lots without access to an alley or shared driveway to accommodate a driveway where rear serving parking or loading is provided.

*3 Except where served by rear parking, not to exceed 60'. Also accommodates required buffering.

| | |
|--|---|
| Rooflines | <p>Parking Areas (Excluding On-Street Parking) Fronting Public Streets</p> <p>May Be Utilized to Meet the Building Frontage Requirements</p> <p>Only Flat and Gable Roofs Are Permitted; Parapets May Extend 36" Above the Roofline; Mansard Roofs Are Prohibited</p> |
| <p><u>Notes:</u></p> <p>*1 Can be increased by a factor of 1.5 where an active use area is provided.</p> <p>*2 44' may be permitted to accommodate those lots without access to an alley or shared driveway to accommodate a driveway where rear serving parking or loading is provided.</p> <p>*3 Except where served by rear parking, not to exceed 60'. Also accommodates required buffering.</p> | |

Memo

To: Town of Rolesville Planning Board
From: Meredith Gruber, Senior Planner and Tanner Hayslette, Planner I
Date: July 23, 2025
Re: 10-Year Affordable Housing Plan

Housing Plan

Rolesville's first Affordable Housing Plan kicked off at the end of 2023 and is now ready for the Planning Board's review and recommendation. The plan includes Research and Analysis as well as Strategic Recommendations to implement between 2025 – 2035. The three key goals identified in the plan are:

1. Plan for the Future of Housing;
2. Diversify the Housing Mix;
3. Focus Efforts on Developing a Housing Ecosystem.

The Housing Plan may be adopted by the Town Board of Commissioners as a volume of the Comprehensive Plan.

Staff Analysis and Recommendation

Major objectives from the 2017 Comprehensive Plan include:

- Walkability;
- Greater variety of services, shopping experiences, and restaurants in Rolesville;
- More parks and active recreation;
- Retention of "small-town" feel reflecting a population that comes together to socialize.

Major recommendations from the 2017 Comprehensive Plan include:

- Create a close-knit system of secondary streets.
- Create a diversity of new houses but ensure high quality and limited locations for multifamily units.
- Create more capacity in the local parks and active recreation programs.
- Celebrate Downtown.

Adoption of a Housing Plan supports the major recommendation noted above about creating a diversity of new houses. Staff recommends approval of the 10-Year Affordable Housing Plan.

Motion

Motion to recommend (approval or denial) of the 10-Year Affordable Housing Plan because it is (consistent or inconsistent) with Rolesville's Comprehensive Plan

Attachment

- 10-Year Affordable Housing Plan

10-Year Affordable Housing Plan



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Executive Summary

The Town of Rolesville, NC has undergone significant changes in recent years, experiencing rapid population growth and housing development as it matures alongside the nearby state capital in Raleigh. However, as the town's population has grown, so have its housing costs. With limited variety in the housing mix, in part due to a restrictive development code, there are limited options for current or future Rolesville residents that would be considered affordable for a vast majority of family and household types.

To address challenges related to housing affordability, the Town of Rolesville partnered with TPMA to gather data, engage stakeholders, and analyze current trends to develop strategies that will guide the future of housing in Rolesville. The following report contains the results of these efforts.

Summary of Findings

- Between 2013 and 2023, both Wake County (23% increase) and the Town of Rolesville (142% increase) have experienced rapid population growth that is expected to continue.
- Rolesville has an affluent population but is still experiencing affordability issues. Roughly 44% of survey respondents with a household income below \$100,000 reported difficulty affording their housing costs.
- Rolesville's housing mix is predominantly comprised of single-family detached homes (~90%), the size and cost of which primarily meet the demand within a wealthy submarket (June 2024 median home sale price was \$639,500).
- There are very few multifamily developments or rental opportunities in Rolesville, even with the recent development of 188 units at Cobblestone Village. The predominance of high-cost, single-family detached homes and owner-occupied housing (88%) could put the town at risk in the event of an economic downturn.
- The lack of diversity within the housing mix leaves little opportunity for households at the ends of the housing life cycle, putting at risk the town's ability to attract younger families or to appropriately house senior residents who are looking to "age in place."
- The lack of affordable housing options may also impact the town's ability to attract and maintain a workforce for its business community or for its essential services.
- Recent strategic planning efforts and development ordinances point to a lack of a shared vision for the future of the community as it continues to grow.

Summary of Goals and Strategies

Goal 1: Plan for the Future of Housing

- Work to establish and enact a vision for growth
- Consider establishing an affordable housing fund
- Explore possibilities for expanding infrastructure

Goal 2: Diversify the Housing Mix

- Adjust zoning ordinance to allow for greater variety of housing types
- Identify areas best suited for denser development
- Create more opportunities for the development of rental housing
- Consider development fee waivers to address existing gaps in housing stock and encourage new affordable housing development

Goal 3: Focus Efforts on Developing a Housing Ecosystem

- Evaluate capacity of existing staff for meeting current and future needs
- Participate in regional housing efforts and partnerships
- Convene conversations with local builders and developers
- Develop and launch a public education campaign around housing topics



Acknowledgments

The following individuals have provided ongoing support and feedback throughout this project. This report would not have been possible without their dedication, time, and effort.

Town of Rolesville Board of Commissioners

- Ronnie Currin – Mayor
- April Sneed – Mayor Pro Tem
- Lenwood Long – Commissioner
- Michael Paul – Commissioner
- Paul Vilga – Commissioner
- Dan Alston – Commissioner

Town of Rolesville Staff Members

- Meredith Gruber – Planning Director
- Mical McFarland – Economic Development Director
- Eric Marsh – Town Manager
- David Neill – Town Attorney
- Austin Keefer – Planner II
- Sheilah Sutton – Resident Representative and Former Commissioner

Organizational Partners and Stakeholders

- Alliance Group of North Carolina
- Coastal Federal Credit Union
- DHIC
- Habitat for Humanity of Wake County
- Home Builders Association of Raleigh – Wake County
- Kane Real Estate LLC
- Rolesville Chamber of Commerce
- Seniors Helping Seniors
- The Joel Fund
- Town of Rolesville Residents
- Triangle Community Coalition
- Wake County Government
- Wake County Housing Authority

TPMA Consultant Team

- Aaron Finley – Project Lead
- Ashley Sharpley – Project Support
- Ben Helkowski – Project Support
- Erin Brown – Project Support






Introduction

The Town of Rolesville (Rolesville or “the town”) was chartered in 1837 and is the second-oldest municipality in Wake County, NC, behind the City of Raleigh (established in 1792). With a history rooted in agriculture and tobacco farming, much of the land in Rolesville was dedicated to farming and crop production throughout its history. However, Rolesville has changed significantly over the past 15 years. Rapid population growth and housing development has outpaced even that of the rest of Wake County as growth in the state capital region continues to radiate into surrounding areas. This regional growth has led to a sharp increase in demand for housing in Rolesville, significantly driving up housing costs and prices. The corresponding development has primarily been comprised of spacious, single-family detached homes, leaving the town with a lack of diverse or affordable housing.

In response to growing affordability challenges, the Town of Rolesville issued a Request for Proposals (RFP) to help prepare an Affordable Housing Plan that could guide the town as it “seeks to provide diverse and affordable housing options for people of all incomes ranges desiring to live in Rolesville.” At the culmination of the bidding process, the town’s Affordable Housing Committee selected the Indianapolis-based consulting firm of TPMA to prepare the following plan, which was designed to set a 10-year vision, present short-term housing strategies, and provide recommendations for the town to balance affordability, town character, and anticipated growth.

With the support of Town staff, TPMA conducted a series of data collection methods through publicly and privately available databases, facilitated stakeholder engagement workshops and interviews, and reviewed practices and emerging trends to assess the current environment in Rolesville and the wider Wake County area to understand how the housing ecosystem operates. The team then outlined the following goals to help the Town of Rolesville achieve its vision for the future:

-  **Plan for the future of housing**
-  **Diversify the housing mix**
-  **Focus efforts on developing a housing ecosystem**

It is critical that as the Town of Rolesville pursues community housing goals and development, this plan is revisited and revised on a regular basis. It is recommended that the community residents and stakeholders receive progress updates annually and that the plan be revised within 5 years in order to ensure it is up to date with changes in the community’s housing trends and needs.





Research and Analysis

Background

Established in 1837, the Town of Rolesville was the second established town in Wake County, North Carolina. Named after William H. Roles, Rolesville was historically seen as an agricultural and tobacco hub in the county's northeast corridor. Rolesville is home to various greenway trails, local parks, and presents a unique, small-town charm. In 2000, Rolesville had fewer than 1,000 residents. Over a 25-year period, and more rapidly in recent years, the town has experienced astronomical growth, leading to the development of a town that would be unrecognizable to a resident from a generation prior. While this growth has brought economic opportunities and new neighborhoods, it has also put increased pressure on housing availability and affordability. As Rolesville transitions from a small, rural town to a suburban community of commuters and affluent families, ensuring access to affordable housing to meet the needs of both current and future residents is critical for the success and economic resilience of the town.

In June of 2021, the Town of Rolesville adopted a Land Development Ordinance (LDO) to replace the existing Unified Development Ordinance (UDO). The current LDO and zoning codes apply to all areas within the town's corporate limits and parts of unincorporated Wake County, which is referred to as Rolesville's Extra-Territorial Jurisdiction (ETJ). In total, the Town of Rolesville and the ETJ cover roughly 6.12 mi².



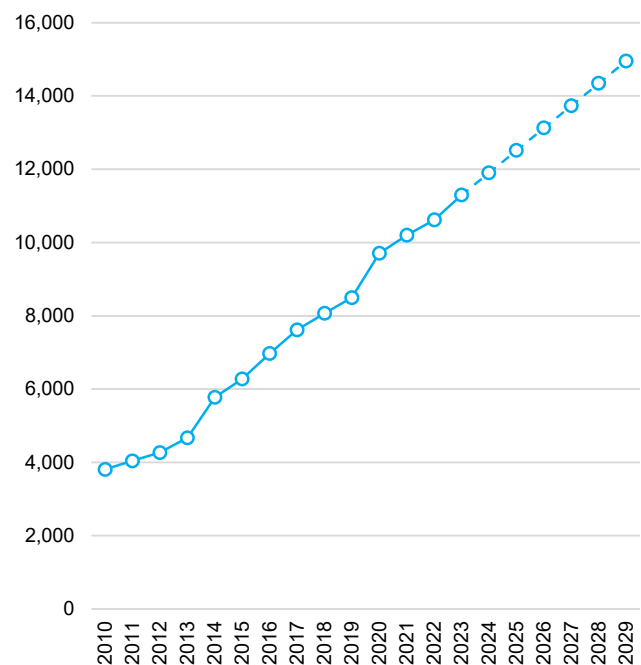
Population and Development Trends

The Town of Rolesville has experienced a disproportionate impact of Wake County's consistent and disruptive population growth over the past decade. In 2010, the town's population was 3,811 residents. By 2020, this number had grown to over 9,700 residents. It reached 11,297 residents in 2023, reflecting a nearly threefold increase over a 13-year period.

This growth is projected to continue through 2029, though at a more moderate pace. Based on current projections from the U.S. Census Bureau (Census), the town is expected to add about 3,700 residents between 2022 and 2029, bringing the population to 14,955.

Figure 1: Population change, 2010 to 2029 (proj.)

Source: Census Bureau Population Estimates Program; projections by TPMA



While the whole of Wake County has experienced rapid population growth, reflecting the broader population growth trend across North Carolina and the greater Raleigh region, Rolesville has greatly outpaced the regional growth. Between 2013 and 2023, Rolesville had a 142% increase in population, compared to 23% in Wake County.



Table 1: Rolesville and Wake County population, 2013 to 2023 (proj.)

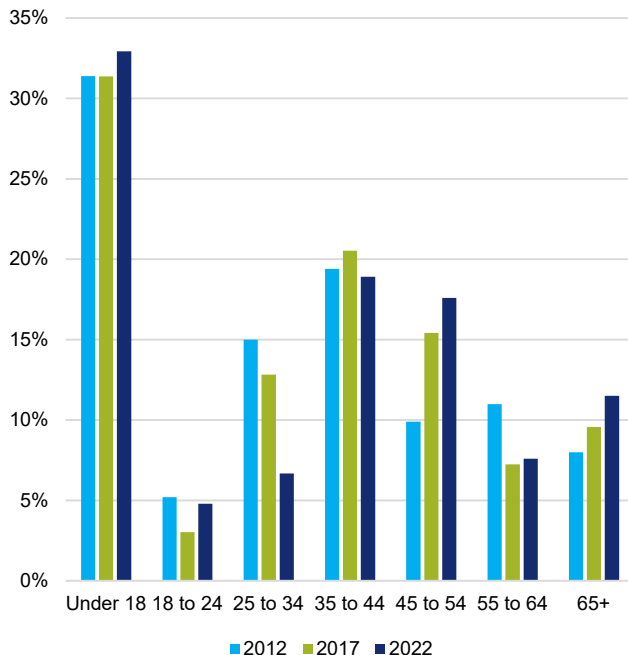
Source: American Community Survey 5-Year Estimates, Esri.

| | Rolesville | Wake County |
|------|---------------|------------------|
| 2013 | 4,668 | 952,060 |
| 2018 | 8,072 (↑73%) | 1,071,706 (↑13%) |
| 2023 | 11,297 (↑40%) | 1,230,371 (↑9%) |

Over the past decade, the age distribution in Rolesville has also shifted substantially. Currently one-third of the town's residents are under the age of 18, indicative of the town's attractiveness to families with children. There also have been large increases in the populations of individuals aged 45 to 54 and 65 and older. Notably, the 45 to 54 age group saw the most considerable growth, rising from 10% of the population in 2012 to approximately 18% in 2022. Conversely, there have been declines in the populations of individuals aged 25 to 34 and 55 to 64. The most notable decrease occurred in the 25 to 34 age group, which fell from 15% to 7% between 2012 and 2022. These demographic shifts are likely the result of a lack of housing options that meet the needs of individuals in these age groups.

Figure 2: Population by age

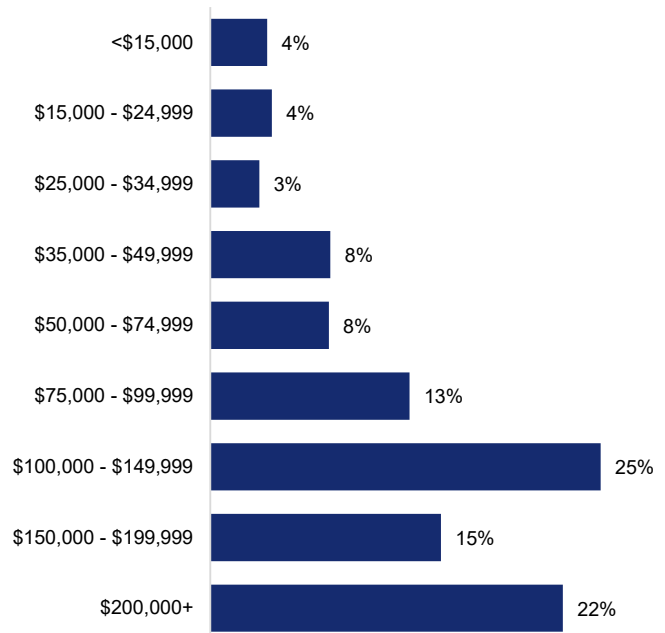
Source: American Community Survey 5-Year Estimates.



The town is home to many high-earning households, with 22% of total households earning an income of over \$200,000 and almost two-thirds of households (62%) with an income of over \$100,000. It is worth noting that Wake County's median household income for 2022 was \$96,734, nearly \$50,000 lower than Rolesville's median household income of \$145,166. Though a wealthier community, more than 1 in 10 households in Rolesville have annual incomes under \$35,000 per year.

Figure 3: Households by income, 2022

Source: American Community Survey 5-Year Estimates.



There is a significant disparity in the financial characteristics of owner-occupied households and renter households. While the growth in the median household income for renter households has outpaced the income growth of owner-occupied households by over ten percentage points, the median income of owner-occupied households still greatly exceeds that of renter-occupied households.



Table 2: Change in median household income, 2018 to 2022

Source: American Community Survey 5-Year Estimates.

| | 2018 | 2022 | % Change |
|-------------------------------|-----------|-----------|----------|
| OWNER-OCCUPIED HOUSING UNITS | \$127,738 | \$147,875 | ↑16% |
| RENTER-OCCUPIED HOUSING UNITS | \$32,397 | \$41,275 | ↑27% |

While an imbalance between the incomes of owner- and renter-occupied households is not uncommon, the size of the disparity seen in Rolesville is unusual. In Rolesville, the median income for renter-occupied households is 28% of the median income for owner-occupied households—while in Wake County, renter households' incomes are equal to roughly 46% of homeowner households.

Table 3: Median household income, Rolesville and Wake County, 2022

Source: American Community Survey 5-Year Estimates.

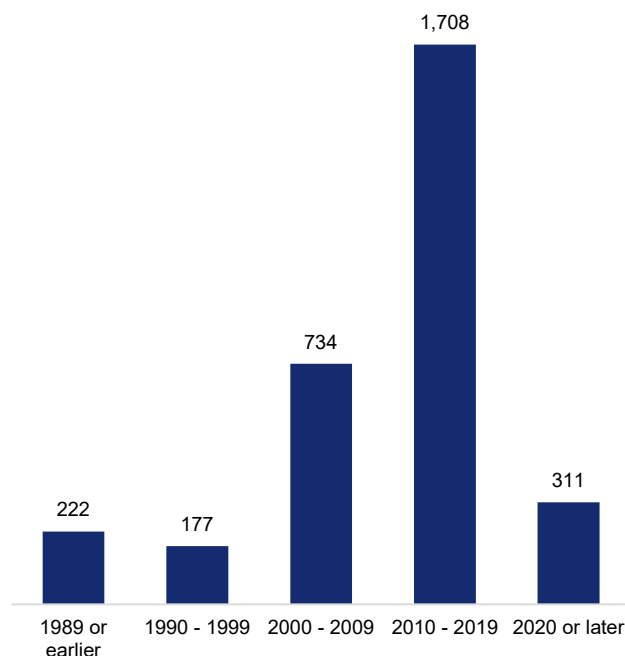
| | Rolesville | Wake County |
|-------------------------------|------------|-------------|
| ALL OCCUPIED HOUSING UNITS | \$145,166 | \$96,734 |
| OWNER-OCCUPIED HOUSING UNITS | \$147,875 | \$125,324 |
| RENTER-OCCUPIED HOUSING UNITS | \$41,275 | \$57,972 |

Residential Development Trends

As the Town of Rolesville has grown over the past 20 years, so has the number of housing units to support the influx of residents. Thus, the vast majority of homes (87.3%) in Rolesville have been built since 2000 as reflected in Figure 4.

Figure 4: Housing Structures by Year Built, 2022

Source: American Community Survey 5-Year Estimates.

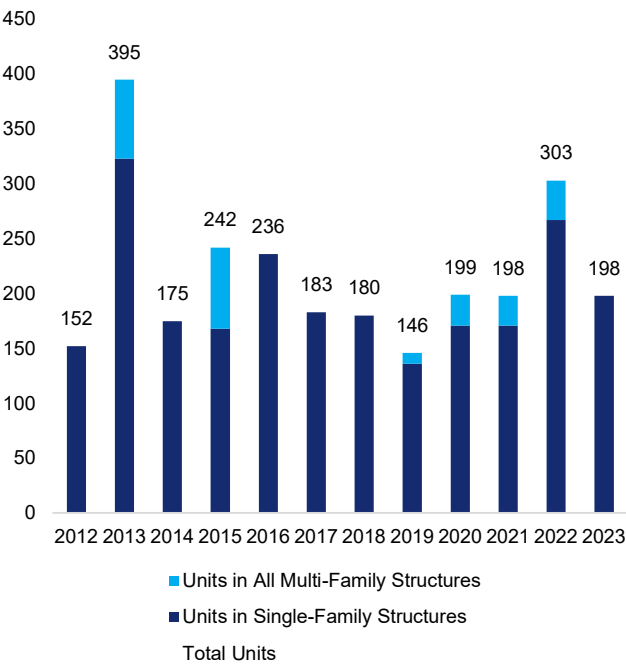


However, these recent developments have only served to create further imbalance within Rolesville's housing mix. Figure 5 shows that single-family units have significantly outpaced the development of multi-family units over the past 12 years.





Figure 5: Rolesville Building Permits by Structure Type¹
 Source: HUD State of the Cities Data Systems Building Permits Database



10-Year Housing Demand

TPMA’s housing demand model, as detailed in the methodology section of this report, estimates additional demand for up to 1,360 housing units over the next ten years, driven by increasing population growth in Rolesville. This number only accounts for future growth and does not include unmet demand for affordable housing. Based on the existing tenure ratios, about 1,200 of these units would be for for-sale housing, with the remaining balance being for rental housing. However, if the Town of Rolesville seeks to diversify its existing housing mix, these units should be allocated to meet those goals.

Table 4: Potential new housing demand

Source: Esri, American Community Survey 5-Year Estimates, TPMA calculations.

| | For Sale Demand | For Rent Demand | Total |
|------------------|-----------------|-----------------|-------|
| PROJECTED DEMAND | 1,184 | 172 | 1,356 |
| PER YEAR | 118 | 17 | 136 |

¹ 2023 data contain imputed values.

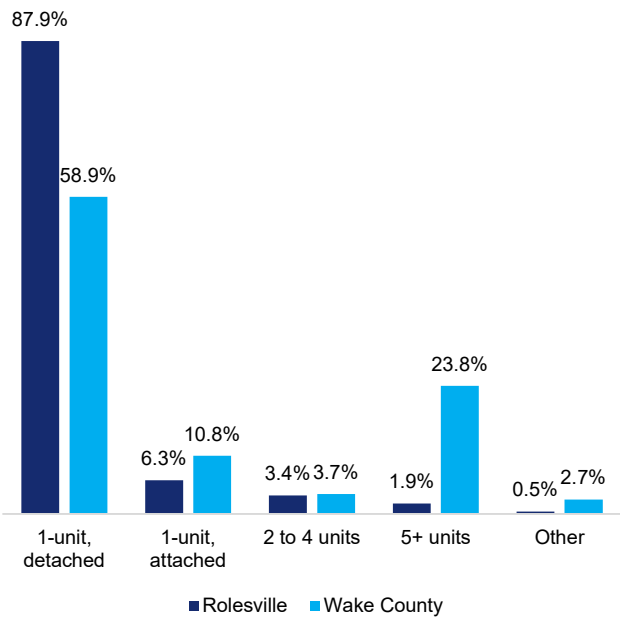
Meeting the potential demand for additional housing units will require concerted effort from the town. If housing demand continues to outpace supply, housing prices will continue to rise, and the availability of affordable housing will continue to dwindle.

Housing Mix

The current housing stock in Rolesville is roughly 90% comprised of single-family detached homes. An imbalance in the housing mix to this degree may put the town’s economic sustainability at risk as communities with higher ratios of single-family detached homes have proven to be more heavily impacted by economic downturns and foreclosure crises.

Figure 6: Housing Units by Units in Structure, 2022

Source: American Community Survey 5-Year Estimates.



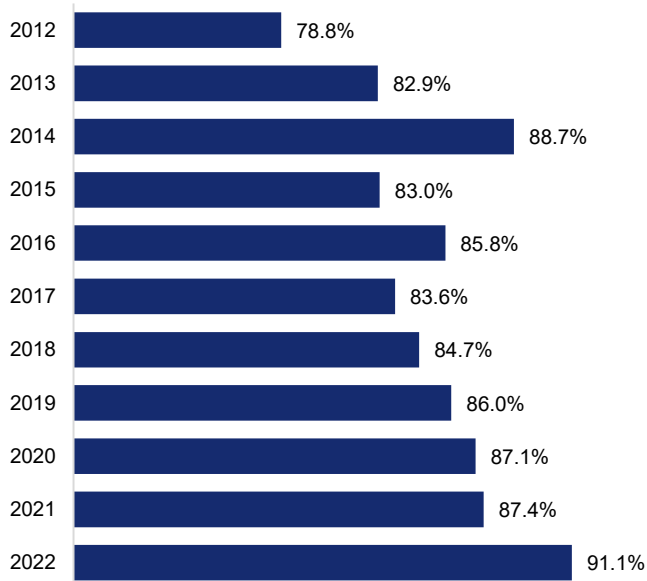


Housing Life Cycle

As Rolesville's percentage of single-family detached homes has increased, so has the Rolesville's homeownership rate, which grew by over ten percentage points from less than 80% in 2012 to over 91% in 2022.

Figure 7: Homeownership Rates over Time

Source: American Community Survey 5-Year Estimates.

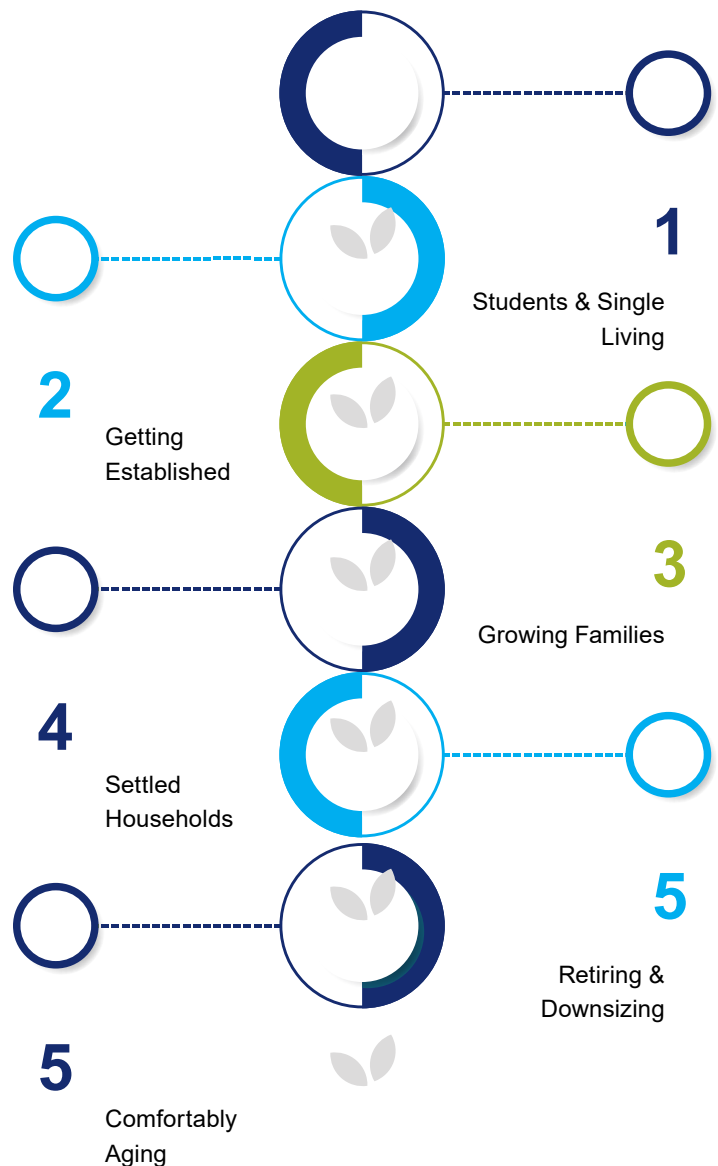


While high homeownership rates may seem like a positive economic indicator for an area, a rate in the ninety-percent range suggests a significant imbalance in housing types that meet a variety of needs.

Sustainable communities offer housing opportunities that meet the needs of a wide range of household types. Whether they be young professionals just getting started in their careers, young families looking for a starter home, service workers who want to be close to their jobs in case of emergencies, or seniors looking to downsize without losing their independence, many of the household types that make up a strong community rely on housing of different shapes, sizes, proximities, and densities.

A helpful tool for determining where gaps exist in a community's housing mix is a typical housing life cycle.

Figure 8: Housing Life Cycle





A typical housing life cycle consists of six phases:



Students and Single Living:

Entry-level households, typically renters who have no children and are living with roommates



Getting Established:

First-time homebuyers, often couples looking for moderately priced homes



Growing Families:

Move-up homebuyers, typically couples with children looking for more space



Settled Households:

Mature families whose children have moved out, or have never had children and are looking for less housing maintenance



Retiring and Downsizing:

Younger independent seniors, may be open to rental or ownership of home, but looking for decreased maintenance with increased accessibility



Comfortably Aging:

Often older women, due to shorter life expectancy for males, who may need to leave single-family homes due to health constraints

Communities with housing that meet these variety of needs are more resilient and are typically characterized by a healthy amount of turnover in their housing market. Communities that only meet the needs of, for example, stages 3 and 4, run the risk of excluding households in other stages of the life cycle, like students, young service workers, or workers in growing industries.

On the other end of the spectrum, communities without suitable options for seniors looking to downsize or comfortably age-in-place run the risk of restricting their housing supply, trapping seniors in large homes they can't take care of and limiting options for those families that are growing, which in turn drives up the prices of the homes that are on the market.

In some cases, there is overlap in the types of housing that can meet the needs of these groups. Townhomes or smaller detached homes (such as accessory dwelling units or those in cottage communities) offer smaller and typically more affordable options; these can be good options for those looking for a starter home, as well as for households interested in downsizing. Currently, Rolesville has very few options that meet these criteria, leaving many young families and seniors without suitable options.

Limited Rental Options

The lack of affordable and market-rate rental options is also an issue for Rolesville. As of the end of 2024, there are roughly 270 renter-occupied housing units in Rolesville. Over one-half (176) of these units are located in two low-income developments built between 2013 and 2015 and are subsidized through federal Low-Income Housing Tax Credits (LIHTC). Of these units, 74 are age-restricted for residents over 55 years of age.

Because these are LIHTC properties, the rent charged in these units can be no higher than what is calculated as "affordable" for a household earning up to 60% of the Area Median Income (AMI) as calculated by the U.S. Department of Housing and Urban Development (HUD). As the area's income increases, so could the amount charged for rent in these developments, which were recently estimated to be charging an average of \$800-\$1,000 per month (although anecdotal evidence suggests that an average of \$1,400 per unit is being charged in the age-restricted community at The Grande).



The remaining rental units spread throughout the city are made up of either manufactured homes or rentals or privately owned townhomes or single-family homes.

Table 5: Rental Housing Stock

Source: Co-Star. American Community Survey 5-Year Estimates.

| | Housing Type | Unit Count | % Total Units | Monthly Rent |
|-----------------------------|---------------------------------------|-----------------------|---------------|----------------------|
| GRANITE FALLS | Income-Restricted Apartments | 72 (.5% vacancy) | 16% | \$1,001 |
| THE GRANDE AT GRANITE FALLS | Income- and Age-Restricted Apartments | 74 (19.3% vacancy) | 16% | \$819 |
| PRIVATE RENTALS | SF Detached / Townhomes | 57 | 12% | \$2,000 ² |
| MANUFACTURED HOMES | Manufactured Homes | 67 | 15% | - |
| COBBLESTONE VILLAGE | Market Rate Apartments | 188 | 41% | \$1,961 |

Cobblestone Village, a multifamily development of 188 units is currently under construction. These 1-, 2-, and 3-bedroom apartments will be market-rate (not subsidized) and are currently being advertised at an average starting rent of \$1,961 per unit.³ The property, which is set to begin renting in early 2025, will increase the town's total rental units by 68%.

With its limited number of rental units, Rolesville faces a significant challenge in terms of both affordability and availability for renters. A search of rental sites found less than ten units available for rent, with a minimum asking price of \$1,750 per month.



² Estimate based on 2022 American Community Survey rental housing cost data

³ <https://cobblestonevillagerolesville.com/>



Housing Costs

Housing affordability and availability have become pressing concerns for many residents in Rolesville as they face rising costs. According to a recent public opinion survey, roughly 1 in 5 residents reported having difficulty affording their housing expenses over the past year. This issue is even more pronounced among households earning less than \$100,000 per year, where 44% of respondents indicated they struggle with housing costs. Understanding these issues is crucial for developing policies to support a diverse range of housing needs.

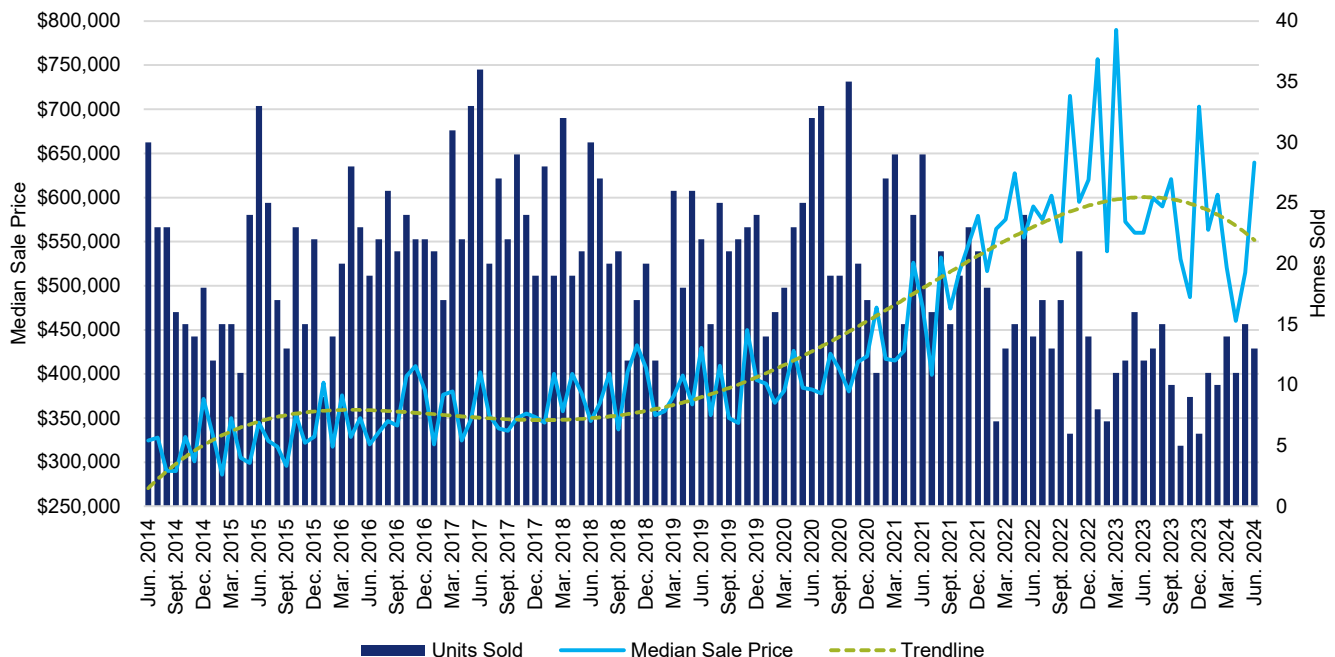
Upward Pressures for Owner-Occupied Housing

As Rolesville has grown, demand for housing has outpaced the supply, as evidenced by the low homeowner vacancy rates, less than 1% for the last five years. This scarcity of available homes results in rising home prices. Since 2020, the median purchase price for single family homes has risen significantly, peaking at \$789,00 in March 2023. While the market has cooled since then, as shown in Figure 9, prices remain above historical prices.

Mortgage rates complicate the issue further. As mortgage rates rise, the monthly housing costs for homebuyers increase, effectively decreasing their purchasing power. For example, a home that might have been within a buyer's budget at a 4% interest rate could become unaffordable with a 6% interest rate, limiting the options for many potential buyers. However, with the Federal Reserve's decision to lower the benchmark interest rate at its September 2024 meeting, mortgage rates are expected to continue to decline, though it may be years before rates reach 4%.⁴

Figure 9: Median Sale Price for Single Family Homes, June 2014 to June 2024

Source: Redfin Data Center



4 "Experts Predict Where Mortgage Rates Are Headed in 2025 as the Fed Cuts Rates." <https://www.realtor.com/news/trends/mortgage-rates-experts-predict-fed-rate-cut/>



Figure 10: Average Rate for 30-Year Fixed Rate Mortgage

Source: Primary Mortgage Market Survey, FreddieMac



The combination of rising home prices and increased mortgage rates has placed significant financial pressure on existing and prospective homeowners in Rolesville. This can be seen through responses to the public opinion survey, where 22% of survey respondents, or 1 in 5, reported facing difficulty affording their home maintenance costs in the past year.

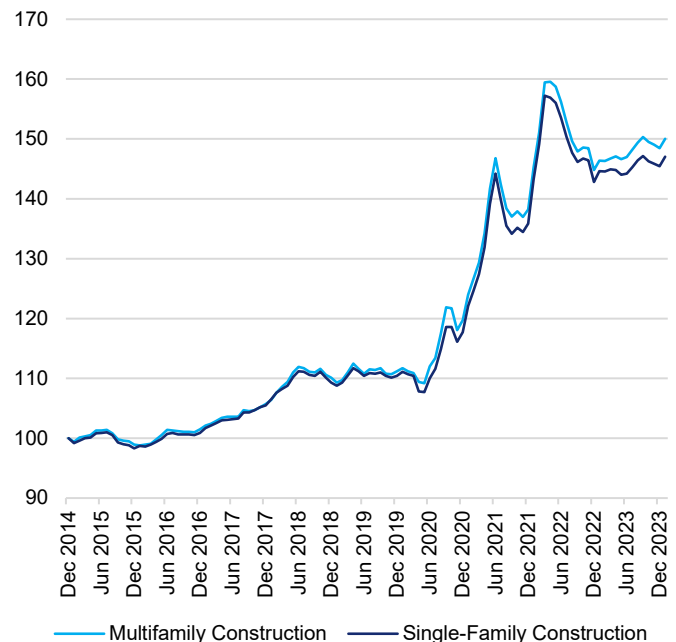


Rising Construction Costs

Construction costs set the baseline for home prices. As construction costs rise, the price floor for the sale price also rises. During the pandemic, supply chain disruptions and increased demand drove up construction prices. Between March 2020 and March 2022, inputs to residential construction, not including land or labor, rose by over 40%, with multifamily construction seeing a slightly larger increase. While construction material prices have dropped slightly since the peak in April 2022, prices still remain substantially above pre-pandemic levels. Further, because land and labor costs are excluded from this, the increase is likely understated. If those components were included, the increase in construction costs would likely be higher. As a result of these cost increases, the production of affordable housing becomes more challenging, as the fixed costs associated with production put upward pressure on the sale price.

Figure 11: Inputs to Residential Construction Producer Price Index, Dec. 2014 to June 2024

Source: US Bureau of Labor Statistics Inputs to Residential Construction PPI Series (201412 = 100)





Finally, Rolesville's zoning codes may also be contributing to the rising cost of housing. In recent years, Rolesville has increased the minimum lot area, width, and setbacks within residential zones. These changes have increased the barriers to development in much of the town and the extra-jurisdictional boundaries, further complicating approval processes and limiting the amount and type of permitted housing development. More information on these zoning changes and their impact will be covered in a later section of this report.

Due to a variety of factors, including those mentioned above, the Town of Rolesville is likely to continue to see heightened housing costs, which will continue to place a strain on current residents and create a significant barrier for those families who would otherwise choose to relocate to the town.



Housing Affordability

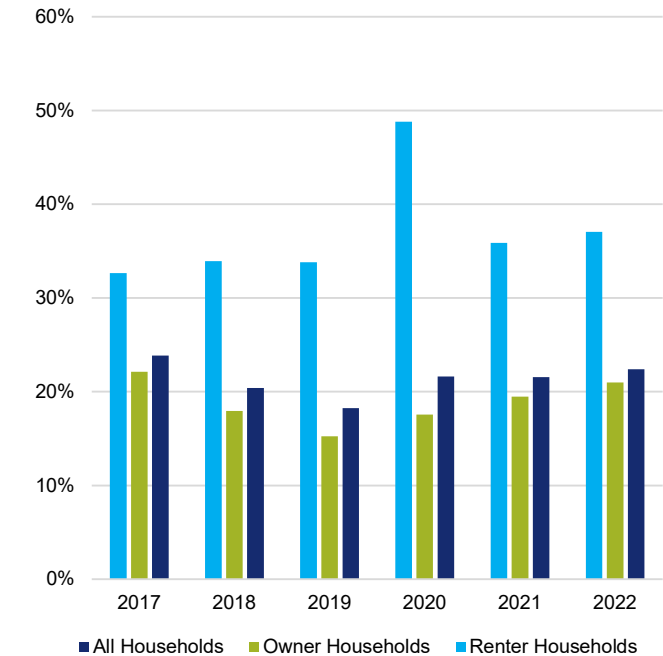
Cost Burden

The U.S. Department of Housing and Urban Development (HUD) has established a metric to assess housing affordability. By this measurement, households that spend more than 30% of their household income on housing costs, which can include mortgage, rent, taxes, insurance, and utilities, are considered cost burdened. Cost burdened households may have difficulty affording other necessities, such as food, transportation, and medical care, and may be forced to make difficult choices between paying for their housing and forgoing other necessities.

Between 2017 to 2019, the overall incidence of cost burden was trending downwards. However, 2020 brought a reversal of that trend, and by 2022, one out of every five households in Rolesville were considered cost burdened. By tenure, renter-occupied households face a higher incidence of cost burden, with nearly 40% of renter households being cost burdened.

Figure 12: Cost Burden by Tenure

Source: American Community Survey 5-Year Estimates.





Workforce Affordability

As both Wake County and Rolesville continue to grow, there will likely be additional importance placed on the needs of local businesses and the regional workforce. And while Rolesville might be best described currently as a commuter or “bedroom” community, the continued development of the local economy will be influenced to some degree by the availability of housing that is suitable and affordable for the local and regional workforce.

The success of the town’s strategic goal to establish a “charming downtown” may well be impacted by the ability of local retailers to be able to recruit and retain a local workforce. Site selection decisions may also hinge on whether there are enough people in the area to garner demand. Furthermore, the presence and long-term prospects for essential service workers and providers can also have significant bearing on the desirability of a community and the ability for existing residents to comfortably “age-in-place.”

Simply put, the ability of workers to live close to their jobs and clientele can have significant impacts on the long-term success of a growing region. The desire for this kind of community is manifest in the town’s strategic plan, which establishes goals to create a “diverse mix of commercial, industrial, and residential development.”⁵ Supporting these goals requires creating a diverse mix of housing to meet the needs of its workforce.



MOST COMMON OCCUPATIONS

According to data from the most recent American Community Survey, the median earnings for the working population of Rolesville was \$70,677 per year. Yet, none of the most common occupations in Rolesville have median annual earnings higher than the town median. These occupations are lower-wage and often retail jobs, where workers can afford maximum monthly housing costs between \$694 and \$1,196 per month.

Table 6: Most Common Occupations and Earnings, Rolesville

Source: Lightcast 2024.3.

| Occupation | 2023 Jobs | Median Annual Earnings | Maximum Monthly Housing Cost |
|---|-----------|------------------------|------------------------------|
| WAITERS AND WAITRESSES | 53 | \$27,773 | \$694 |
| COOKS | 51 | \$33,814 | \$845 |
| BUILDING CLEANING WORKERS | 50 | \$29,689 | \$742 |
| CASHIERS | 50 | \$28,073 | \$702 |
| LABORERS AND MATERIAL MOVERS | 40 | \$34,790 | \$870 |
| RETAIL SALESPERSONS | 36 | \$31,861 | \$797 |
| RECREATION AND FITNESS WORKERS | 27 | \$47,662 | \$1,192 |
| MISCELLANEOUS HEALTHCARE SUPPORT OCCUPATION | 23 | \$47,849 | \$1,196 |
| CUSTOMER SERVICE REPRESENTATIVES | 23 | \$40,117 | \$1,003 |
| SUPERVISORS OF FOOD PREPARATION AND SERVING WORKERS | 23 | \$45,339 | \$1,133 |

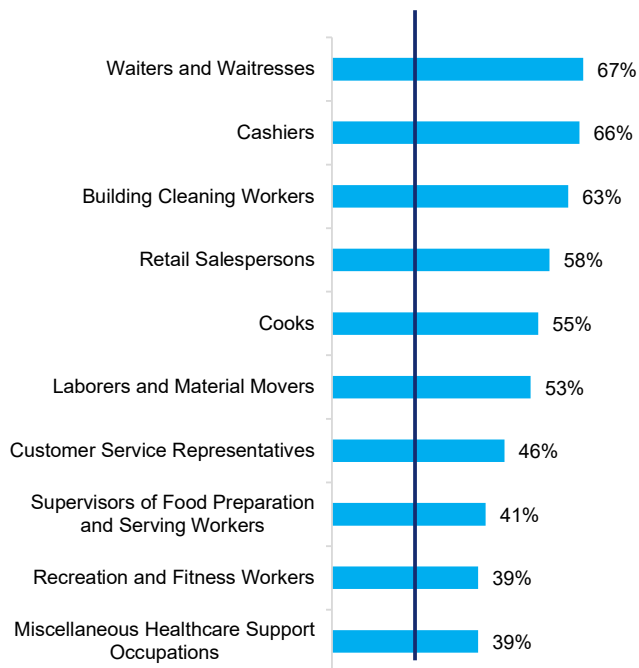


Assuming an average market monthly rental cost of \$1,960, workers from all ten of the most common occupations in Rolesville would be considered cost-burdened due to charged rent without even considering the cost of utilities. Even when looking at the less expensive market cost for a single bedroom apartment of \$1,550, all 10 occupations remain cost-burdened, with 6 of the 10 considered “extremely cost burdened,” spending more than 50% of their income on housing costs.⁶ In order to afford the average market monthly rent of \$1,960, a household would need an annual income over \$78,400, while a 1-bedroom apartment would require an annual income of over \$62,000.

Given the scarce supply of rental opportunities in Rolesville, it is worth exploring the opportunities for homeownership for the local workforce. Based on the median income for these occupations, if workers in these roles were to decide to buy a home, and had a \$15,000 down payment, they would be limited to homes costing less than \$200,000. Miscellaneous healthcare support occupation workers, with the highest annual income, would be able to afford a home up \$186,000, while waiters and waitresses, the lowest earning occupation, would have a budget of about \$119,000.⁷ As this report has already shown, the likelihood of purchasing a home in this price range in Rolesville is quite small.

Figure 13: Percent of Monthly Income for 1-Bedroom Apartment Market Asking Rent⁸

Source: Lightcast 2024, CoStar



⁶ Cobblestone Village is currently advertising 1-bedroom apartments starting at \$1,550 on their website.

⁷ Assumes a 30-year mortgage, 6.09% interest rate (based on the 30-year average from Freddie Mac), a \$15,000 down payment, and private mortgage insurance.

⁸ Line indicates 30% mark



ESSENTIAL WORKERS AND SERVICE PROVIDERS

Essential workers – such as teachers, healthcare providers, and public safety personnel – are vital to the functioning and safety of the community. Wages for these workers vary substantially, from \$29,846 per year for home health and personal care aides, to \$81,830 for registered nurses. Of these occupations, only registered nurses would be able to afford the average market-rate rent in Rolesville without being cost burdened, while firefighters and police officers may be able to afford a 1-bedroom at market rate. Homeownership is also out of reach for workers in these occupations. Registered nurses, with the highest median annual earnings of \$81,830 per year, would have purchase budgets just under \$300,000, according to project team calculations.⁹ As of October 3rd, 2024, of all the homes for sale in Rolesville, none are listed for less than \$300,000.

Table 7: Essential Worker Occupations and Earnings, Rolesville

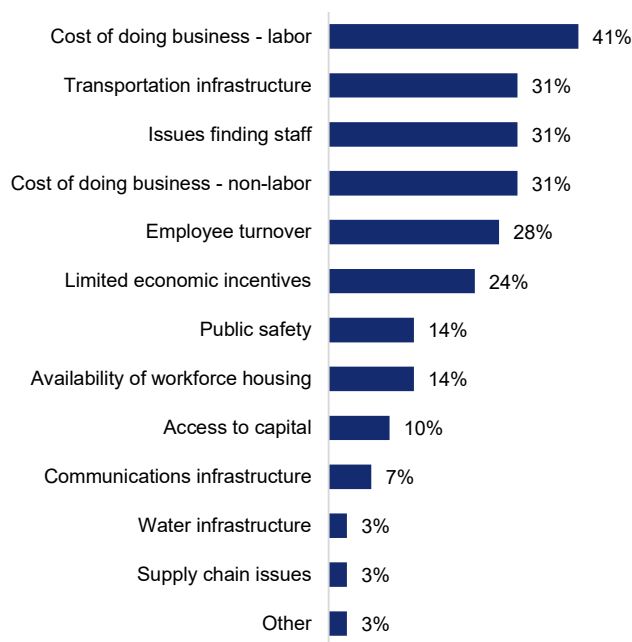
| Occupation | Median Annual Earnings | Maximum Monthly Housing Cost |
|-------------------------------------|------------------------|------------------------------|
| REGISTERED NURSES | \$81,830 | \$2,046 |
| EMTS AND PARAMEDICS | \$50,350 | \$1,259 |
| HOME HEALTH AND PERSONAL CARE AIDES | \$29,846 | \$746 |
| FIREFIGHTER ¹⁰ | \$61,568 | \$1,539 |
| POLICE OFFICER ¹¹ | \$62,510 | \$1,563 |
| YEAR 10 TEACHER ¹² | \$58,120 | \$1,453 |

Source: Lightcast 2024.3, Town of Rolesville, Wake County

ECONOMIC IMPACT

This lack of affordable housing is limiting rental and homeownership opportunities for both the town's most common occupations, as well as its essential service providers. This, in turn, impacts Rolesville businesses. When asked to identify the top issues facing Rolesville businesses, just 14% of Rolesville business owners selected workforce housing. However, labor costs, transportation infrastructure, issues finding staff, and employee turnover were among the most commonly identified issues, all of which may be impacted by housing availability and housing costs. Moreover, while just 14% of Rolesville businesses surveyed believe that their business operations have been impacted by housing availability, 32% believe that their business will be impacted by housing availability in the future, indicating the mounting pressure of housing costs on local businesses.

Figure 14: Top Concerns for the Business Community¹³



Source: Town of Rolesville and TPMA Business Survey

⁹ Assumes a 30-year mortgage, 6.09% interest rate (based on the 30-year average from Freddie Mac), a \$15,000 down payment, and private mortgage insurance.

¹⁰ Wage is annual midpoint for Firefighter 2 per Wake County Fire Compensation Administrative Guidelines.

¹¹ Wage is midpoint for Police Officer I per Town of Rolesville website.

¹² Wage is for a Year 10 teacher with a bachelor's degree and without National Board Certification per the Wake County Public School System 2024-2025 salary schedule.

¹³ Respondents could select up to three.

Housing Goals and Policies

As the Town of Rolesville continues to develop, it will be important to regularly convene conversations to help shape the community's shared vision for its continued growth. Recent planning decisions and policies appear to be pulling the town in opposite directions. For example, recent zoning and policy decisions by the Town Commission seem to run counter to the town's Strategic Plan for 2020-2022 and the 2022-2024 update which list the following as goals to achieve "Mindful Growth":

- Create a diverse mix of commercial, industrial, and residential development
- Encourage long-range planning to address growth concerns related to the watershed, diverse housing, traffic, and the environment
- Continue to implement the goals of the Main Street Vision Plan

The Main Street Vision Plan, referenced in the Strategic Plan goals, also establishes a key goal for the town to "promote diverse housing stock for multiple age groups and income levels."

These stated strategies and goals appear in conflict with the Land Development Ordinance (LDO) that was adopted in June of 2021, which bolstered requirements for larger lot sizes, increased setbacks, and a variety of other regulations that function to limit the number and type of new residential units that can be developed.

Similarly, in November of 2024, a rezoning application that would have created commercial development and up to 250 apartments along the Main Street Corridor in Rolesville was unanimously voted down by the Town Commission. This decision appears in conflict with the town's Main Street Vision Plan and Strategic Plan, a recommendation for approval by the Planning Board, and the town's Future Land Use Map, which designates the area for mixed-use development.

Moving forward, a consistent approach that is guided by a shared vision for the future of Rolesville will be a critical component of success for the town and its residents. Ordinances and decision-making that seem to change every couple of years make it difficult for local leaders and developers who want to know what kinds of projects are desired and what the best method is for achieving those results.





Zoning and Policy Barriers

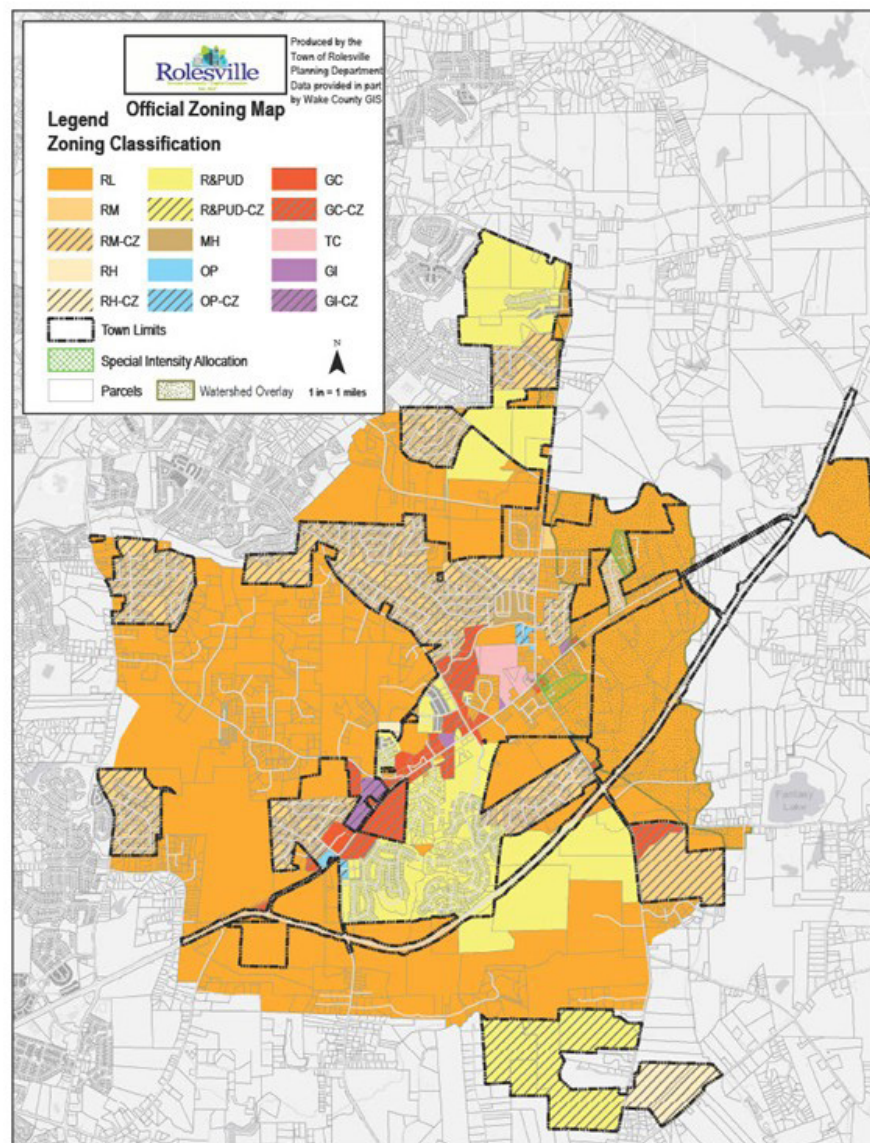
Ultimately, developers will be the ones to craft Rolesville as it grows, and the town's policies will set the expectations that developers must meet. Developers look to the zoning code for clear direction on what can be built, but also for information about what types of housing can most easily be built. Time spent on rezoning or approval processes cost developers money, and they will sometimes shy away from working with a municipality that does not clearly indicate how to navigate those processes, or how long to expect those processes will take to complete.

LOT DIMENSIONS AND CLUSTER DEVELOPMENTS

Developers have indicated to town staff that a number of components in the existing LDO are effectively eliminating opportunities to create a wider mix of housing. Over 75% of Rolesville and the ETJ are zoned as Residential Low (RL) or Residential Medium (RM), which only permits the development of single-family detached homes by right. But the limited amount of land that is allocated for multi-family development is only one piece of the particularly restrictive environment established by the LDO.

Figure 15: Official Zoning Map, Town of Rolesville

Source: Town of Rolesville





Within these single-family zones, the LDO includes unusually onerous restrictions on lot dimensions, requiring that developers make large investments in land on which housing cannot be developed due to large lot sizes and setbacks. For example, in the RL zone, which comprises over 60% of the land use map, lots have minimum front setbacks of 30 ft., rear setbacks of 25 ft., and a total of 25 ft. of side setbacks. These proportions, which are combined with a minimum lot size of nearly a half-acre, require that a developer looking to create a single-family home would have to make an investment in a large area of land that cannot be developed, driving up the sale price necessary to turn a profit. The result of these restrictions is almost certainly a home that would need to bring a sale price of over \$750,000 to be a worthwhile investment for a developer.

The RL and RM zones do offer alternative restrictions that allow for reduced minimums for cluster developments, also known as subdivisions. A developer looking to purchase land for a subdivision is permitted a reduction in minimum lot sizes and setbacks in exchange for a large amount of green space that must equal 40% of the development and must be contiguous. In many cases, this contiguous land amounts to a “buffer” around the perimeter of the subdivision. While these accommodations create some opportunities for higher density within subdivisions, accommodating this type of development is not likely to improve the overall diversity of the local housing supply.

The minimums established in Rolesville's LDO are particularly restrictive for the region. For example, the Town of Knightdale, NC, which is located about 11 miles to the south, is about twice the size of Rolesville. It has a similar income and demographic profile and might serve as a valuable comparison for what Rolesville could look like in another decade or so. In addition to some zones for rural residential development, Knightdale also has zones for low-, medium-, and high-density residential development. However, these zones are notably less restrictive in their minimum lot sizes and setbacks. Also, while Knightdale also has a very small percentage of land dedicated to multifamily development, that percentage is still three times higher than Rolesville's.

| | Rolesville | Knightdale |
|-----------------------|---|---|
| MIN. SETBACK - FRONT | 30' / 20' cluster | 10' |
| MIN SETBACK - REAR | 25' / 20' cluster | 25' |
| MIN. SETBACK - SIDE | 12' / 10' cluster | 20% of lot width (5' and 3' under certain conditions) |
| MIN LOT SIZE (SQ.FT.) | <ul style="list-style-type: none"> • Low: 20,000/10,000 cluster • Medium: 15,000/8,000 cluster • High: 7,500 SFD/2,000 SFA | N/A |
| UNITS PER ACRE | <ul style="list-style-type: none"> • Low: 2/3 cluster • Medium: 3/5 cluster • High: 6 SFD | <ul style="list-style-type: none"> • Low: 3 • Medium: 8 • High: 12 |
| PERCENT OF ZONED LAND | <ul style="list-style-type: none"> • Low: 60.2% • Medium: 15.4% • High: 1.2% | <ul style="list-style-type: none"> • Low: 10.5% • Medium: 15.3% • High: 3.6% |



A Vision for Rolesville

Several forms of engagement activities were utilized to ensure Rolesville's community leaders, stakeholders, and residents were given the opportunity to provide input in the process. These included virtual interviews, a public survey, and two on-site stakeholder workshops. A full summary of the workshops can be found in Appendix C, and a summary of the public survey can be found in Appendix D. The following section highlights some of the most important themes surrounding the community's vision for Rolesville's future development.

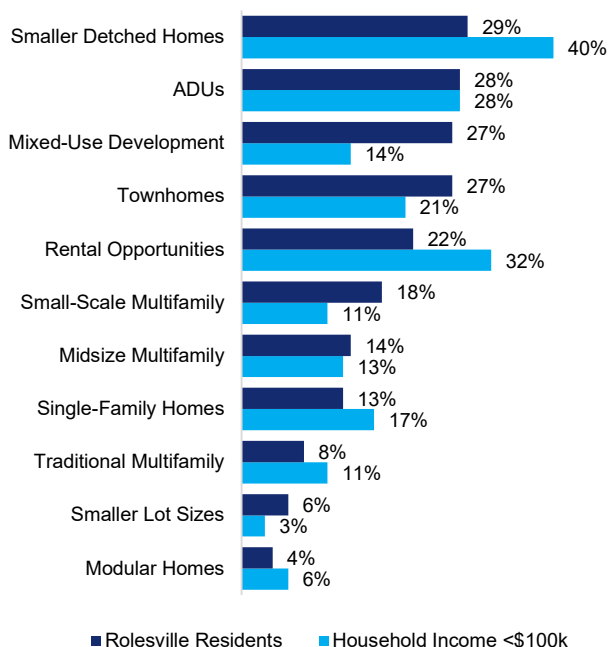
Public Sentiment

The discordance that characterizes the town's approach to housing policy and decisions can also be seen in the public sentiment around these same issues. Respondents to the public opinion survey showed little agreement around development priorities or levels of support for policy initiatives.

When asked to select the housing types that the town should prioritize, no single type was selected by more than 30% of the respondents. However, the five most selected options do indicate some preference for increasing the overall diversity of housing in Rolesville. Only 13% of respondents selected the creation of additional single-family homes as a priority for new housing development.

Figure 16: Priorities for New Development

Source: Town of Rolesville and TPMA Housing Public Opinion Survey

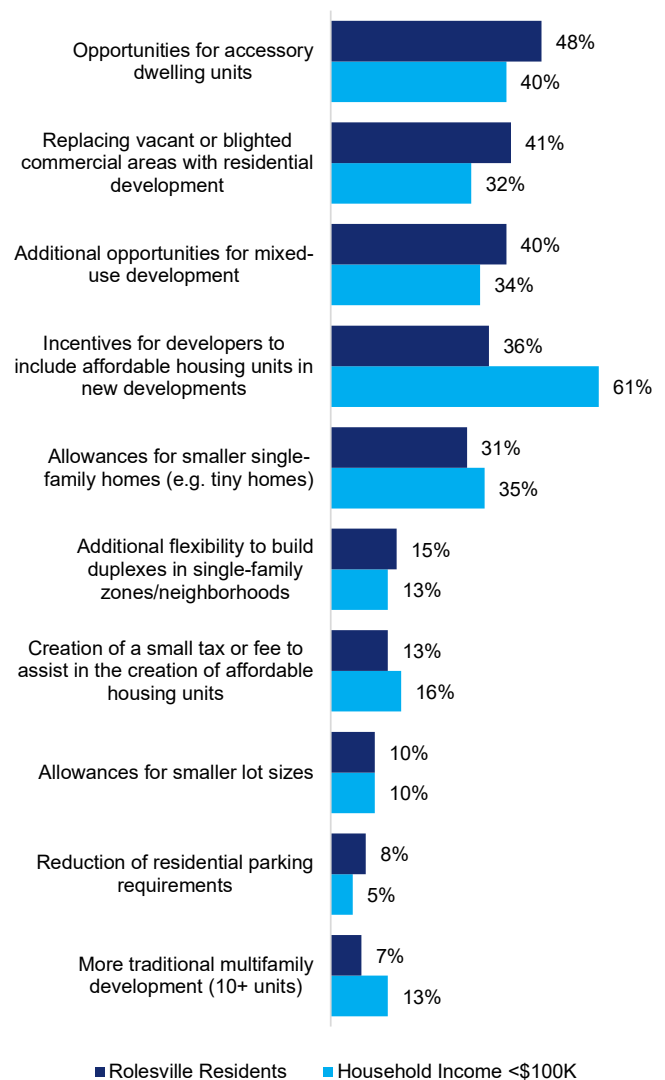


Among households earning less than \$100,000 per year, the priorities were clearer with over 40% selecting “smaller detached homes” and 32% selecting additional rental opportunities.

When asked which housing policies they supported, respondents indicated the highest level of support for “opportunities for accessory dwelling units,” but still no single policy received majority support from all respondents. When filtered for households making less than \$100,000, “incentives for developers to include affordable housing units in new developments” was the most supported policy at 61% support.

Figure 17: Support for Housing Policies

Source: Town of Rolesville and TPMA Housing Public Opinion Survey





Vision for the Future

Building consensus can be challenging, especially when it comes to politically charged topics such as affordable housing. Nonetheless, efforts to find common ground in preparing and planning for future growth are likely to benefit all parties. At the stakeholder engagement sessions, participants were asked to write statements reflecting their vision for the future of housing in Rolesville. From these statements, unifying themes emerged, which included:

- Maintaining the community-centered, small-town feel
- Balancing commercial and industrial growth with the preservation of green spaces
- Diversifying the housing stock to meet a range of housing needs and preferences
- Ensuring the housing market meets the needs of all residents, particularly first-time home buyers, seniors, low-income residents, and those with disabilities.

With this information, the following vision statement was crafted:

Rolesville is a town that fosters its small-town charm while ensuring that all residents are met with inclusivity and can confidently build their homes, families, and businesses in the community. The town's housing market offers a diverse range of housing options that meet the needs of any resident in terms of size, density, and design while also maintaining affordability across income levels.

This vision statement seems to match similar statements made in planning and strategic documents for the town. The next step in achieving this vision will be to establish concrete protocols and policies to help enact it.








Strategic Recommendations

Goal 1: Plan for the Future of Housing

As Rolesville continues to grow and experience additional demand for housing, town leadership should work with community members and elected officials to establish a vision for the future of the community. These efforts will help to guide future development decisions. Best practices from other communities experiencing this type of growth indicate that a plan for incremental growth allows for a community to develop naturally in response to the developing needs of its residents. In communities that resist growth or do not plan accordingly for it, more sudden and disruptive shifts are experienced once the demand and cost of living reach a breaking point. In order for Rolesville to appropriately plan for and adapt to incremental and managed growth, a plan for the future that embraces change while maintaining the qualities most important to its residents should be established early and amended often. To this end, it is recommended that this plan be revisited within 5 years to stay in line with the community's priorities and needs and that Rolesville stakeholders and residents receive annual updates on the plan's progress.

Goal 1 Recommendations:

-  Work to establish and enact a vision for growth
-  Consider establishing an affordable housing fund
-  Explore possibilities for expanding infrastructure

Best Practices:

Establishing an Affordable Housing Trust Fund – Knightdale, NC

Though it is difficult for smaller communities to establish dedicated funding for affordable housing due to scale constraints, it can be done.

Knightdale, NC, a township that neighbors Rolesville, recently completed an affordable housing plan early in 2024. The plan recommended that the township organize first-year commitments to establish the fund, establish annual dollar receipt goals, and set annual replenishment targets.

When selecting funding sources, communities must ensure the revenue stream is substantial enough to meaningfully support affordable housing activities while providing reliable, consistent funding rather than one-time contributions. Local economic conditions need careful evaluation to confirm funding sustainability, particularly in softening housing markets. Officials must also assess how potential funding sources are currently being used to avoid creating gaps in other essential services. Political and stakeholder support is crucial for implementing new fees or redirecting existing revenue streams, and some funding mechanisms may require state or voter approval through ballot measures.

Common funding sources include:

- Linkage fees from new commercial development, which create a direct connection between development activities and affordable housing support
- Document recording fees, which can be allocated partially to the trust fund with support from elected officials
- Bond issues, which require community approval through ballot measures
- Government appropriations, though these typically provide only one-time funding without guaranteed ongoing support¹⁴

¹⁴ Housing Trust Funds: <https://localhousingsolutions.org/housing-policy-library/housing-trust-funds/>



Goal 2: Diversify the Housing Mix

Like the general Wake County area, Rolesville has experienced rapid population growth and the resulting increase in demand and housing costs, indicating a need for continued housing development. With limited land available, Rolesville should prioritize diversified housing types such as mixed-use developments. The expansion of the existing housing mix to include a wider variety of housing types will help to ensure the long-term success and economic resilience of the area. Policy decisions that place continued emphasis on large, luxury single-family homes are likely to place the town and its residents at greater risk of economic downturns and foreclosures while simultaneously making it increasingly difficult for a new generation to start and raise families in the area. Zoning policy should create more opportunities for a wider set of housing types, including rental opportunities. Leadership in Rolesville should also focus on laying the groundwork for future efforts around affordability, specifically for working families.

Goal 2 Recommendations:



Revise zoning to promote diverse housing types through strategic area identification and expanded development opportunities.



Create more opportunities for the development of rental housing



Consider development fee waivers to address existing gaps in housing stock and encourage new affordable housing development

Best Practices:

Diversifying the Housing Mix, South Bend IN

South Bend, IN made significant amendments to its zoning policies in 2021 to address missing middle housing. The city allows the construction of duplexes, cottage courts, and ADUs by right in all single-family zones. Small multifamily buildings (containing 3-4 units for apartments or 308 for townhomes) are allowed in multiple zones, also expanded in 2021.

The SMART Housing Program, Austin TX

Austin's SMART housing program offers a variety of incentives for private developers to preserve and create additional housing for low-to-moderate-income households, as well as people with disabilities. Projects that set aside affordable units, both for renters and homeowners, can qualify for fee waivers on 29 different fees. The amount of fees waived depends on the percentage of units meeting affordability requirements, and requirements can differ depending on the area.





Fee waivers work to incentivize specific types of development and can be applied under specific conditions and in targeted areas to better fit the community's needs. Lowering the barrier of entry, especially for small and local developers, can improve their ability to build at a profitable rate that still allows for affordable housing.



Goal 3: Focus Efforts on Developing a Housing Ecosystem

Addressing housing needs often requires a collaborative effort from many community organizations, regional partnerships, and local leaders. As a developing community, efforts should be made to participate in ongoing conversations around housing and to forge new partnerships where gaps exist. In many cases, communities that take a hands-on approach to working with local and small-scale developers and community organizations can gain an advantage over communities that take a more passive role in residential development. Communities that are best positioned to meet their housing needs and goals are often those communities that take a hands-on approach to identifying barriers and working with partners to overcome them. Some of these efforts should start with educating residents about the needs of the community and gaining consensus around housing issues.

Goal 3 Recommendations:

-  Evaluate capacity of existing staff for meeting current and future needs
-  Participate in regional housing efforts and partnerships
-  Convene conversations with local builders and developers
-  Develop and launch a public education campaign around housing topics

Best Practices:

San Mateo County and Local Jurisdictions Collaborative Efforts

To meet the demand for housing in Rolesville, the Town will need to work closely with Wake County government.¹⁵ 21 Elements is an example of a county working with all 21 of its jurisdictions to address housing issues collectively. The effort works to connect jurisdictions with the resources and tools needed to increase and maintain housing affordability. Member jurisdictions meet regularly to discuss policy barriers and upcoming local and regional initiatives and work to address housing challenges collectively.

Cabarrus/Iredell/Rowan HOME Consortium

Through funding support from the federal Home Investment Partnerships (HOME) Program, the Cabarrus/Iredell/Rowan HOME Consortium is a collaborative effort including Cabarrus, Iredell, and Rowan Counties and partner municipalities to strengthen public-private partnerships and expand the supply of affordable housing in the region. A lead entity, the City of Concord, is responsible for managing the program and ensuring the group adheres to federal guidelines and proper stewardship of funds. This effort presents a model for counties, municipalities, and regions to work in tandem to collectively bolster regional housing ecosystems that meet local needs.

¹⁵ Wake County has demonstrated a history of commitment to affordable housing initiatives across the county and was an active participant in the development of this plan.



Appendix A: SWOT Analysis

As Rolesville continues to grow and attract new residents, the town's housing ecosystem plays a critical role in shaping its future development and quality of life. A SWOT analysis (strengths, weaknesses, opportunities, and threats) provides a structured framework for assessing the key factors influencing the housing landscape. This analysis highlights the town's strengths, identifies areas where improvement is needed, explores opportunities, and examines potential external threats that could impede progress. It draws insights from the discovery process, stakeholder engagement sessions, and survey data.

Strengths

As Rolesville experiences continued growth, strategic utilization of community assets will be crucial for sustainable development. A primary advantage is the community's strong economic foundation, evidenced by an Area Median Income (AMI) that exceeds Wake County averages. This economic position suggests a significant proportion of residents in high-wage employment, potentially providing the town with enhanced fiscal flexibility. This financial capacity could be strategically directed toward establishing affordable housing initiatives, including development gap financing, down payment assistance programs, and other targeted housing accessibility measures.

The town's relatively compact size presents another distinct advantage: a closely-knit community network characterized by shared interests and aligned long-term objectives for community prosperity. This social cohesion can be leveraged to foster meaningful resident engagement, build consensus around affordable housing initiatives, and develop sustainable community support systems.

Additionally, Rolesville has demonstrated a clear commitment to environmental preservation, with community members consistently prioritizing the protection of natural landscapes, trail systems, and greenspace networks. These environmental assets serve as vital community connectors, promoting both physical and social well-being among residents while enhancing overall quality of life. Their preservation and strategic integration into development plans will remain fundamental to maintaining Rolesville's community character and vitality.

Weaknesses

The Town of Rolesville faces several significant challenges in addressing its housing needs. The absence of a cohesive housing vision impedes the development of coordinated strategies to address emerging housing challenges. While community surveys indicate broad acknowledgment of affordable housing needs, there appears to be limited consensus on implementable solutions. This disconnect is particularly evident in the public's response to proposed housing initiatives, where specific policy solutions have failed to garner substantial community support.

The current housing landscape is characterized by a predominance of single-family, detached homes, reflecting a lack of housing diversity. This homogeneity can be attributed to existing land use policies that have historically limited alternative housing types. Whether intentionally or not, these regulatory frameworks have resulted in exclusionary outcomes that constrain housing expansion and accessibility.

Opportunities

As a newer, growing community, Rolesville is positioned to shape its future development trajectory. The town can use both public and privately owned land for housing development. Local municipalities can market publicly owned land for housing projects and select a development project that meets the needs of the area and its residents. Furthermore, Rolesville can work to develop partnerships with private landowners and communicate housing priorities outlined in this plan. The Town must work with these private landowners to understand how to create and finance viable projects. Furthermore, Wake County and its communities currently have a preferential point for LIHTC applications. Due to its lack of access to amenities, Rolesville is not presently seen as a viable destination for LIHTC.¹⁶ However, there is an opportunity to work with Wake County Government and spur economic development efforts to increase Rolesville's competitiveness for this funding.

¹⁶ <https://nchousing.org/housing-scholars-series-how-groceries-shopping-centers-and-pharmacies-shape-the-location-of-north-carolinas-affordable-housing/#:~:text=While%20each%20state's%20QAP%20is,unit%2C%20along%20with%20other%20criteria.>



A particularly valuable opportunity for Rolesville is its position within the resource-rich Triangle Area region, despite current limitations in local funding and affordable housing programs. The town has demonstrated its ability to engage regional stakeholders, as evidenced by strong participation from program and service providers in stakeholder interviews and planning sessions. Key regional organizations, including DHIC, Habitat for Humanity, the Home Builders Association of Raleigh-Wake County, and County Government, have shown a willingness to support Rolesville's housing initiatives. This network of engaged partners represents a significant resource for advancing the town's housing development objectives.

Threats

While Rolesville's location within the Triangle region offers numerous advantages, it also presents significant challenges to maintaining housing affordability. As the region continues to experience robust economic and population growth, Rolesville residents face increasing pressure from rising housing costs, potentially forcing long-term community members to relocate due to affordability concerns.

A substantial institutional challenge stems from North Carolina's status as a Dillon's Rule state, which significantly constrains municipalities' ability to implement innovative affordable housing strategies. Under this framework, local governments are restricted to executing only strategies explicitly permitted by state legislation. This limitation prevents municipalities from utilizing various tools that have proven effective in other jurisdictions, such as mandatory inclusionary zoning, the donation of public land to for-profit developers, and rent control. These restrictions fundamentally limit Rolesville's ability to address housing affordability through local policy initiatives.



Appendix B: Research Methodology

Discovery

To begin this project, TPMA reviewed a collection of plans and documents to become acquainted with the established local and regional goals and values. These documents include:

- Town of Rolesville Bicycle Plan
- Town of Rolesville Greenway Plan
- Rolesville Moves Community Transportation Plan
- Rolesville Parks and Recreation Master Plan
- Rolesville Comprehensive Plan
- Mainstreet Vision Plan
- Rolesville Economic Development Strategic Plan
- Rolesville Commercial Growth Feasibility Study
- Rolesville Land Development Ordinance and Town Code
- Wake County Multi-Jurisdictional Hazard Mitigation Plan
- Wake County “PlanWAKE” Comprehensive Plan
- Wake County Development Framework Map
- Wake County Land Use Plan
- Wake County Social Equity Atlas
- Wake County Housing Resource Guide
- Wake County Affordable Housing Plan

Additional resources were used to gather current demographic and housing data including both public and third-party sources, including:

- U.S. Census Bureau
- Bureau of Labor Statistics
- Esri
- Lightcast
- CoStar
- Redfin

Engagement

Facilitated Stakeholder Planning Sessions

In February 2024, TPMA facilitated two in-person workshops with housing experts in Rolesville and the greater Wake County area to begin to ascertain the community’s vision for the future of housing opportunities in Rolesville. In addition, stakeholders were asked to identify opportunities and challenges around housing development in the area, assets within the region, and potential strategies that may fit the community’s vision and needs. A summary of findings from these sessions can be found in Appendix C.

Stakeholder Interviews

As TPMA began to gather online data and findings from the facilitated stakeholder planning sessions, the project team coordinated one-on-one or small-group stakeholder interviews. These interviews aimed to gather information from housing experts such as developers and builders, nonprofit organizations, town and county governments, and state-wide housing organizations. Topics of discussion included housing development barriers and challenges, programs to promote the development and maintenance of housing, zoning codes, and other measures necessary to support housing development. Overall, the project team conducted eight one-on-one and small group interviews.



Analysis

Public Opinion Survey

In May of 2024, the project team created and distributed a public opinion survey in partnership with the Town of Rolesville. The public opinion survey was used to collect the public's perceptions and attitudes toward housing efforts. To increase accessibility, the survey was available online or on paper and included English and Spanish-language versions. Survey topics included:

- Household location and demographic information
- Preferences for housing types and amenities
- Levels of support for various housing types
- Levels of support for a variety of housing-related policy changes
- Factors impacting decisions about where to live

A total of 298 individuals participated in the survey. Survey results were largely representative of the demographic makeup of Rolesville, which did result in an overwhelming majority of participants being homeowners of single-family homes. Participants also tended to skew towards household incomes greater than \$100,000 and just over half of participants were between the ages 35 to 54.

Business Community Survey

In addition to the public opinion survey, the project team distributed a business survey to collect information from the local business community on their perceived impact on housing affordability and availability. The survey also asked what level of support businesses were interested in and/or able to offer various potential housing initiatives. The survey was conducted from May to July of 2024. In total, 36 employers completed surveys.

Housing Demand Model

TPMA developed a housing demand model that forecasts demand for new for-sale and for-rent housing units for the next ten years, broken down into five- and ten-year increments. The custom housing demand model built for this project anticipates demand based on two market segments: demand from new households and demand from existing households. Estimates of demand from these two segments of the population are combined to build the total potential demand for new housing in Rolesville over the next ten years.

To predict demand from new households, the project team collects data on historic population growth from the US Census Bureau. With this information, the project team creates a time series analysis to build five-year population projections. To extrapolate to ten years, the growth rate over the first five years is assumed to remain constant over the next five years. Additionally, the percentage of individuals living in group quarters, the average household size, and the propensity to own or rent are assumed to remain constant.

Every year, some households may choose to move from one home in Rolesville to a new home within the town. This serves as the basis for demand from existing households. Using household projections, as discussed above, geographic mobility data, and estimates of demand for new housing, demand from existing households is calculated.

Workforce Affordability Analysis

To provide more context on housing affordability, project team members analyzed earnings associated with common jobs and essential occupations and compared the earnings to housing costs in Rolesville.

As the comparison of single occupations to overall household incomes and housing costs could potentially be misleading (individual incomes do not necessarily equate to household incomes), the affordability analysis uses the cost of one-bedroom rental units where possible to calculate housing costs for single-income-earners. Because of the limited number of rental units in Rolesville, these incomes are also compared with for-sale opportunities to understand what housing options may be affordable. This analysis provides insight into the housing needs of Rolesville workers and an understanding of what may be affordable for them.



Appendix C: Engagement Summary

Activities and Themes

Visioning Themes

The Question

Participants were asked to write a statement reflecting their vision for the future of housing in Rolesville.

The Response

While participants developed a wide range of vision statements focused on different aspects of Rolesville's future affordable housing landscape, a few themes were present across the board. These include:

- Rolesville centering community and inclusivity and maintaining the town's small-town charm.
- Balancing the need for commercial and industrial growth with the wish to improve and expand green spaces such as greenway and trail systems, parks, and other recreational amenities.
- Diversifying the housing stock to meet a diversity of housing needs and preferences, including a range of size, density, and design options.
- Ensuring the housing market meets the needs of all residents, especially groups like first-time home buyers, seniors, low-income residents, and those with disabilities.

Recommended Vision Statement

Rolesville is a town that fosters its small-town charm while ensuring that all residents are met with inclusivity and can confidently build their homes, families, and businesses in the community. The town's housing market offers a diverse range of housing options that meet the needs of any resident in terms of size, density, and design while also maintaining affordability across income levels.

Challenges

Participants were asked to write down as many housing-related challenges experienced in Rolesville as possible on sticky notes. They organized these challenges into categories as a group and identified top priorities to address in the following activity.

Funding and Resources

- Lack of incentives for affordable housing development
- Gap funding for affordable projects from local/state/federal sources and public funding in general
- Land, construction, and other development costs increasing
- In need of funding for emergency shelters, transitional housing, and youth housing/foster care
- Watershed limiting land to build on

Policies, Ordinances, and Regulations

- Government bureaucracy slowing down potential progress, change, and overall development.
- Outdated or inefficient zoning ordinances
- Lack of improvements to support development for the "missing middle" like multifamily, du/tri/quadplexes, smaller single-family homes, and overall housing type diversity.
- Land use history of essentially only single-family housing, and an unclear appetite for expanding policies to support other types.

Infrastructure

- Utility challenges, especially regarding Raleigh's regulations for accessing the city's water
- Growth resulting in increased traffic and infrastructure stressors
- Pedestrian impact, and connectivity via sidewalks, greenways, and trails
- Accessible housing
- Transportation infrastructure, especially public transport



Collaboration and Capacity Building

- Market readiness for a shift in the vision for Rolesville housing
- Watershed limitations
- The private sector's willingness to consider income-based/affordable housing
- Inter-jurisdictional and regional coordination, including the need for support from the DOT.

Other

- Misconceptions regarding what affordable housing is and who it is meant to serve
- Stigmas surrounding different housing types and a lack of education in that area
- Perceived preference for large single family detached housing

Goal Development

After identifying their key challenges, participants were asked to create goal statements for each challenge. They then spent time first independently and then in groups, brainstorming what strategies and actions needed to take place to reach that goal.

Participants suggested a range of goals actions to support an affordable housing plan for the Town of Rolesville. Themes included policy and regulatory changes, dedicated funding sources, meeting the needs of specific populations, development priorities and plans, and reaching the public. Below is a summary of these themes and the related actions suggested by participants.

Policy and Regulatory Changes

- Aligning plans, ordinances, and regulations under common goals (Y)
- Ordinances that incentivize developers to create more diverse and affordable housing options (G)
- Reassess the UDO, especially land use and zoning requirements in order to identify barriers and find ways to incentivize affordable development (Y)
- Improve/expedite permitting process for “desirable” housing types and affordable housing (Y/R)

Dedicated Funding Sources

- Town funded partnerships that incentivize and prioritize sustainable development practices (Y)
- Ordinances that create solutions for private development to pay for transportation/roads (G)
- Work with county, state, and federal bodies to assess potential funding sources (G/Y/R)

Meeting the Needs of Vulnerable Populations

- Creation of housing programs for vulnerable populations, including veterans, low-income households, seniors, single parents, and non-citizens (G/Y/R)
- Expand bus availability to meet the needs of community members like seniors, students, and shift workers (Y)
- Partner with local organizations and builders to increase the number of accessible housing units in the town (R)
- Increase access to funding to upfit current homes for accessibility or subsidize moves to more accessible housing (Y)
- Expedite development for most at-risk populations (Y)



Development Priorities and Plans

- Work with developers and builders to better understand limitations and potential solutions/incentives to build affordable housing (Y)
- Prioritize higher density and mixed-use development (Y/R)
- Study and visit regions to use as benchmarks and identify best practices that can be implemented in Rolesville (G/Y)
- Better study and inventory the housing landscape and stock in Rolesville (Y)
- Begin partnering with Habitat and other similar local organizations (G)
- Prioritize public private partnerships (Y)
- Leverage public lands for future development (G)
- Investigate future roadway and transit expansions in identifying ideal residential development areas (Y)
- Improve existing utility infrastructure, potentially install own system for Rolesville (R)
- Investigate potential micro transit solutions, potentially partnering with existing programs in Raleigh (Y/R)

Education and Outreach

- Educate the public on what affordable housing is, different housing types and densities, and the benefits they provide to the community (G)
- Help the public better understand how the development process works (G)
- Better educate public officials on affordable housing and development, including what is best suited for available land and how it can benefit the community (G)
- Regularly meet with stakeholders to understand what incentives/plans are well received and would work well in the community (G/Y)
- Engage the public throughout the process e.g. surveys, public meetings, public communications (G)



Appendix D: Public Opinion Survey

Town of Rolesville Housing Survey

The Town of Rolesville, in partnership with its consultant, TPMA, is preparing an Affordable Housing Plan with the goal of informing decisions to address current and future housing issues throughout the town and the surrounding area.

The questions in this survey will provide insight into public opinions about housing affordability, needs, and types of development.

No personal or other identifying information will be provided to town departments, staff, or elected officials. All information collected in this survey will be reported only in the aggregate and will be fully anonymized.

1. Do you live in Rolesville?

- Yes
- No

2. If you live in Rolesville, what neighborhood do you live in?

- Averette Ridge
- Barrington
- Broughton Townhomes
- Carlton Pointe
- Cedar Lakes
- Chandlers Ridge
- Drayton Reserve
- Elizabeth Springs
- Grande at Granite Falls
- Granite Acres
- Granite Crest
- Granite Falls
- Granite Ridge
- Hampton Pointe
- Heritage East
- Lakes at Rolesville
- Perry Farms
- Pine Glen
- Stonewater
- Sunset Manor
- Terrell Plantation
- PJD
- Villages at Rolesville
- Wall Creek
- Other: _____

3. How long have you lived in Rolesville?

- Less than 1 year
- 1-5 years
- 6-10 years
- More than 10 years



4. If you don't live in Rolesville, what is your zip code?

5. Are you interested in moving to Rolesville?

- Yes
- No

6. Do you currently own or rent your home?

- Own
- Rent
- Other _____

7. Which of the following best describes your current residence?

- Duplex
- Modular home (manufactured or other pre-fabricated structure)
- Multifamily (apartment or condominium)
- Single-family/Detached home
- Tiny home
- Townhome
- Other: _____

8. Which of the following best describes your commute to work?

- I work in the office/on-location exclusively.
- I work from home/remote exclusively.
- I work hybrid-remote (split time between home and office/on-location).
- I am not currently working.
- Other: _____

9. If you commute to your job, how much time does it typically take (one way)?

- Less than 10 minutes one way
- Between 10 and 30 minutes one way
- Between 30 and 60 minutes one way
- Over 60 minutes one way
- I am not currently working/I do not commute to my job.
- Other: _____

10. Over the past twelve months, have you had difficulty affording your housing costs?

- (Housing costs can include: mortgage or rent payments, homeowners or renters insurance, property taxes, homeowners association fees, and/or utilities)
 - Yes
 - No
 - Other: _____

11. If you are a homeowner: Are you having difficulty with the cost of maintaining your home? (including: repairs, yard maintenance, septic system, water softeners, HVAC, etc.)?

- Yes
- No

12. If you live in Rolesville, are you considering moving out of Rolesville in the next 5 years?

- Yes
- No

13. If you live in Rolesville and are considering moving out, why are you considering moving out of Rolesville? (Select all that apply)

- Access to public transportation
- Availability of jobs in the area
- Commute time
- Cost of home or renters insurance
- Cost to buy a home
- Cost to rent a home
- Lack of available housing options
- Lack of senior-friendly housing (65+ years of age)
- Proximity to amenities or services
- Property taxes
- Other: _____



14. **If you do not live in Rousesville and are interested in moving to Rousesville, are any of the following barriers when considering moving to Rousesville? (Select all that apply.)**

- Access to public transportation
- Availability of jobs in the area
- Commute time
- Cost of home or renters insurance
- Cost to buy a home
- Cost to rent a home
- Lack of available housing options
- Lack of senior-friendly housing (65+ years of age)
- Proximity to amenities or services
- Property taxes
- Other: _____

15. **If/when you move to your next home, which type(s) of home would you consider? (Select all that apply.)**

- Apartment
- Condominium
- Townhome
- Duplex
- Single-family/Detached home
- Tiny home
- Modular home (manufactured or other pre-fabricated structure)
- I have no intention to move to another home
- Other: _____

16. **Please rank the following factors in order of importance for you when choosing a home, with 1 being the most important and 9 being the least important.**

- _____ Proximity to schools
- _____ Proximity to my job
- _____ Proximity to parks/green space
- _____ Proximity to shopping/groceries
- _____ Proximity to restaurants/bars
- _____ Proximity to public transportation
- _____ Proximity to major roadways
- _____ Having a yard
- _____ Having limited maintenance

Please indicate your level of agreement for each of the following statements on a scale of 1 to 5. (Circle one number for each statement)

17. **There is currently a wide range of housing options in Rousesville for people of various incomes and stages of life.**

| 1 | 2 | 3 | 4 | 5 |
|-------------------|----------|---------|-------|----------------|
| Strongly Disagree | Disagree | Neutral | Agree | Strongly Agree |

18. **The Town should maintain the existing housing mix.**

| 1 | 2 | 3 | 4 | 5 |
|-------------------|----------|---------|-------|----------------|
| Strongly Disagree | Disagree | Neutral | Agree | Strongly Agree |

Housing costs will cause current Rousesville residents to leave town.

| 1 | 2 | 3 | 4 | 5 |
|-------------------|----------|---------|-------|----------------|
| Strongly Disagree | Disagree | Neutral | Agree | Strongly Agree |

19. **People who work in Rousesville are not able to live in Rousesville because of housing costs.**

| 1 | 2 | 3 | 4 | 5 |
|-------------------|----------|---------|-------|----------------|
| Strongly Disagree | Disagree | Neutral | Agree | Strongly Agree |



20. There are not enough small housing options in Rolesville for older residents who are looking to downsize.

| 1 | 2 | 3 | 4 | 5 |
|-------------------|----------|---------|-------|----------------|
| Strongly Disagree | Disagree | Neutral | Agree | Strongly Agree |

21. First time home buyers have reasonably priced options to purchase in Rolesville.

| 1 | 2 | 3 | 4 | 5 |
|-------------------|----------|---------|-------|----------------|
| Strongly Disagree | Disagree | Neutral | Agree | Strongly Agree |

22. The cost of housing is a barrier to people who would like to live in Rolesville.

| 1 | 2 | 3 | 4 | 5 |
|-------------------|----------|---------|-------|----------------|
| Strongly Disagree | Disagree | Neutral | Agree | Strongly Agree |

23. The high cost of housing in Rolesville will negatively impact essential services such as health care, public safety, and education.

| 1 | 2 | 3 | 4 | 5 |
|-------------------|----------|---------|-------|----------------|
| Strongly Disagree | Disagree | Neutral | Agree | Strongly Agree |

24. Rolesville has enough rental options to support demand.

| 1 | 2 | 3 | 4 | 5 |
|-------------------|----------|---------|-------|----------------|
| Strongly Disagree | Disagree | Neutral | Agree | Strongly Agree |

25. New housing development in Rolesville should prioritize creating additional: (Select all that apply)

- Small-scale multifamily developments (duplex, triplex, quadplex)
- Midsize multifamily developments (5 to 9 units)
- Traditional multifamily developments (10+ units; apartments & condominiums)
- Rental housing opportunities
- Mixed-use commercial/residential development
- Townhomes
- Accessory dwelling units (e.g., "in-law suite")
- Single family detached homes
- Smaller detached homes (e.g. tiny homes or cottages)
- Smaller lot sizes
- Modular homes (manufactured or other pre-fabricated structure)



26. Which of the following housing policies would you support in Rolesville? (Select all that apply)

- Additional flexibility to build duplexes in single-family zones/neighborhoods
- Additional opportunities for mixed-use development (combination of commercial and residential uses)
- Allowances for smaller lot sizes
- Allowances for smaller single-family homes (e.g. tiny homes)
- Opportunities for accessory dwelling units (e.g., "in-law suite")
- Replacing vacant or blighted commercial areas with residential development
- More traditional multifamily development (apartment and condo buildings with multiple stories and 10+ units)
- Incentives for developers to include affordable housing units in new developments
- Creation of a small tax or fee to assist in the creation of affordable housing units
- Reduction of residential parking requirements
- To meet the needs of its older adult residents, the Town of Rolesville needs more: (Select all that apply)
- ADA-accessible housing
- Age-restricted communities (55+)
- Independent and assisted living communities
- Single-level living options
- Dedicated affordable housing options for seniors
- Smaller homes

27. Which of the following best describes your *annual household income* (including all income earners who contribute to housing costs):

- *Note: All personal information collected in this survey will remain anonymous. This question will help researchers determine the representativeness of survey results.*

- Less than \$25,000
- \$25,000 - \$34,999
- \$35,000 - \$49,999
- \$50,000 - \$74,999
- \$75,000 - \$99,999
- \$100,000 - \$149,999
- \$150,000 - \$199,999
- \$200,000 or more

28. Which of the following best describes your age:

- 18 to 24 years
- 25 to 34 years
- 35 to 44 years
- 45 to 54 years
- 55 to 64 years
- 65 to 74 years
- 75 years or older

29. How many people, including yourself, live in your home?_____

30. Are there children (less than 18 years old) living in your home?

- Yes
- No

31. Are there non-senior adults (18-64 years old) living in your home?

- Yes
- No

32. Are there senior adults (65 years+) living in your home?

- Yes
- No



33. Including yourself, how many people in your household are currently employed (either full-time or part-time)?_____

34. In the space below, please provide any additional comments you have regarding housing in Rolesville:

Thank you for completing this survey!

The information collected from these questions will be presented in an Affordable Housing Plan that will be completed later this year.



Appendix E: Summary of Business Survey Results

In May and June 2024, TPMA administered a survey to local businesses, to better understand the impact that housing is having on local businesses, as well as to identify potential opportunities for them to participate in efforts to address housing challenges. In total, 36 businesses completed the survey.¹⁷ A summary of findings from this survey is reported below.

| Location of Business | Count | Percentage |
|---|-------|------------|
| ROLESVILLE | 31 | 89% |
| OUTSIDE OF ROLESVILLE, BUT WITHIN WAKE COUNTY | 2 | 6% |
| OUTSIDE OF WAKE COUNTY | 2 | 6% |

| Industry | Rolesville Businesses | All Respondents |
|--|-----------------------|-----------------|
| ACCOMMODATION AND FOOD SERVICES | 3.2% (1) | 2.8% (1) |
| EDUCATION | 12.9% (4) | 13.9% (5) |
| FINANCE AND INSURANCE | 9.7% (3) | 13.9% (5) |
| HEALTH CARE AND SOCIAL ASSISTANCE | 16.1%(5) | 13.9% (5) |
| PROFESSIONAL, SCIENTIFIC, AND TECHNICAL SERVICES | 3.2%(1) | 8.3%(3) |
| REAL ESTATE AND RENTAL AND LEASING | 12.9% (4) | 13.9% (5) |
| RETAIL TRADE | 22.6% (7) | 19.4% (7) |
| OTHER | 19.4% (6) | 13.9% (6) |

| Number of Employees | Rolesville Businesses | All Respondents |
|---------------------|-----------------------|-----------------|
| 0 TO 4 | 38.7% (12) | 47.2% (17) |
| 5 TO 9 | 32.3% (10) | 27.8% (10) |
| 10 TO 19 | 3.2% (1) | 2.8% (1) |
| 20 TO 49 | 6.5% (2) | 5.6% (2) |
| 50 TO 99 | 9.7% (3) | 8.3% (3) |
| 100 OR MORE | 9.7% (3) | 8.3% (3) |

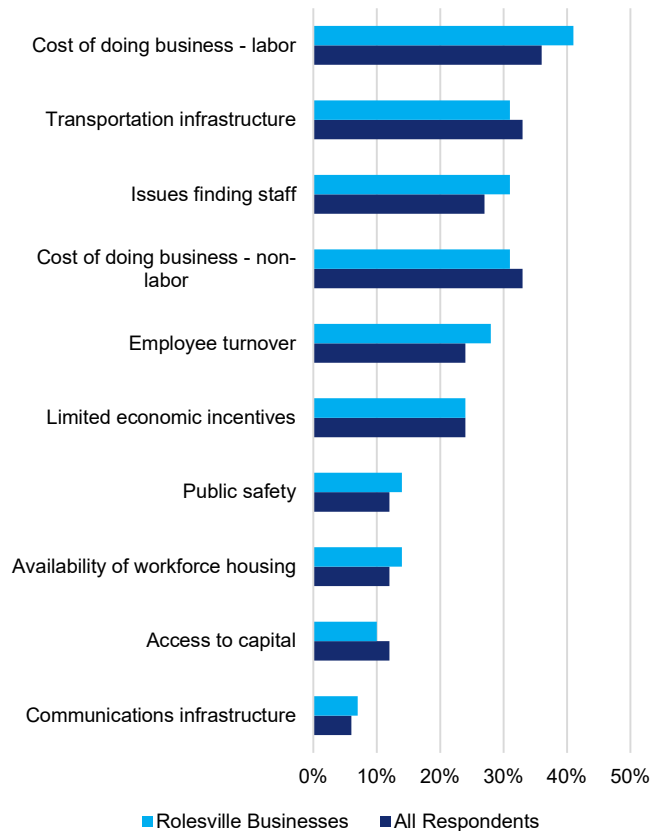
| Where the Majority of Employees Live | Rolesville Businesses | All Respondents |
|---|-----------------------|-----------------|
| ROLESVILLE | 20.0% (7) | 22.9% (8) |
| OUTSIDE OF ROLESVILLE, BUT WITHIN WAKE COUNTY | 57.1% (20) | 60.0% (21) |
| OUTSIDE OF WAKE COUNTY | 5.7% (2) | 8.6% (3) |
| I DON'T KNOW | 5.7% (2) | 8.6% (3) |

| Tenure of the Majority of Employees | Rolesville Businesses | All Respondents |
|-------------------------------------|-----------------------|-----------------|
| RENT | 32.3% (10) | 27.8% (10) |
| OWN | 58.1% (18) | 63.9% (23) |
| OTHER | 9.7% (3) | 8.3% (3) |

¹⁷ Respondent counts may vary by question; respondents were not required to answer every question.



Most Important Issues Facing Business Owners¹⁸



Has lack of housing availability impacted your business operations?

| | Rolesville Businesses | All Respondents |
|--------------|-----------------------|-----------------|
| YES | 12.9% (4) | 11.1% (4) |
| NO | 67.7% (21) | 69.4% (25) |
| I DON'T KNOW | 19.4% (6) | 19.4% (7) |

Main impact felt by businesses that have been impacted by housing availability:

- Housing is becoming more and more expensive making it difficult for people (particularly young people) to move into the area. This puts a strain on the already small applicant pool.
- Land costs in the non watershed land prices are very high. We NEED to find a way to get commercial and higher density ordinances for the land that is in the watershed. There is prime commercial land along 401. Rolesville desperately needs a higher commercial tax base and we are missing out on prime land / development areas.
- More housing brings more people in, better for business
- The cost of Rental properties and housing rates/cost really limits who can live in Rolesville. With the average cost of housing at \$350,000 and rental properties of 900 square feet at \$1300. that means your school teachers and policemen have to live somewhere else - not in Rolesville.

Do you believe that a lack of housing availability will impact your business in the future?

| | Rolesville Businesses | All Respondents |
|--------------|-----------------------|-----------------|
| YES | 32.3% (10) | 30.6% (11) |
| NO | 45.2% (14) | 47.2% (17) |
| I DON'T KNOW | 22.6% (7) | 22.2% (8) |

¹⁸ Respondents were asked to pick top three issues.



Actions Businesses Would Consider Taking to Increase the Availability of Workforce Housing

