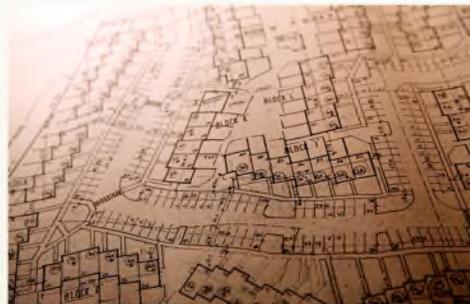


# Rolesville

Comprehensive 20

Plan 17

Adopted October 3, 2017





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# Summary





## I. Summary

### A. Overview and Content

In the fall of 2014, the Town of Rolesville identified a need for an updated comprehensive planning document and process, which would help direct growth and development, assess current conditions and future needs, and suggest strategies to maintain and enhance the high quality of life in Rolesville. The private consulting firms, Stantec Consulting Services Inc., (plan preparation, analysis, and outreach) and Greenplay (parks and open space), produced the Rolesville Comprehensive Plan in cooperation with the Town's Planning and Parks & Recreation staff as well as the input from other Town leaders, citizens, and the dedicated work of the Comprehensive Plan Steering Committee.

Rolesville has experienced substantial growth spilling over from the thriving Triangle Region. This Comprehensive Plan will help Rolesville grow and develop in a way that satisfies its goals of connectivity, encourages multi-modal transportation, encourages the development of green space, and establishes a vision for land use in the future, while still maintaining Rolesville's small town charm. The vision of the

Rolesville Comprehensive Plan, derived from outreach to the residents of the Town itself, was summarized as the following:

The Rolesville Comprehensive Plan Steering Committee was established to assist the Town Staff in creating and implementing a comprehensive plan that evokes the citizen's vision for the Town. *The final product should help to build a dynamic, well-connected, and community-oriented Town, which meets its residents' present day needs without compromising its unique history and small-town charm now and into the future.*



**Growth in Rolesville is a Good Thing,** according to 89% of survey respondents.

### B. Major Findings

Findings in this report are broken into sections, with each major content section having the following symbols and descriptions:

 **Land Use and Zoning:** The existing and future uses of tracts of land inside of Rolesville and its ETJ (Extra-Territorial Jurisdiction), and the zoning categories that help define how development actions realize those uses, are described in this section.

 **Parks, Recreation, and Open Space:** These recommendations encompass facilities, lands, trends, demographics, and other factors that explore how well Rolesville addresses these critical needs of its residents.

 **Transportation and Mobility:** The transportation picture for Rolesville includes roadways/automobile travel, walking, bicycling, and public transportation.

 **Downtown:** The Downtown is undergoing important changes brought out both external market demands and local changes induced by the completion of the long-awaited Rolesville (US 401) Bypass project.

### C. Major Recommendations

Throughout the process, people consistently told us that they want to see:

- A place that is walkable, where you can reach shopping, parks, schools, and other places on foot (or bicycle).
- A greater variety of services, shopping experiences, and restaurants in Rolesville, without making a long drive in to Raleigh or even Wake Forest.
- More parks, and particularly more active recreation opportunities, which have become so popular now that they are straining the capacity of the current system.
- A retention of the “small-town” feel of Rolesville, reflecting a population that

mingles together at festivals; comes to town to socialize; with development styles that reflect the characters of a small downtown, nearby residences, and close-knit relationships between them.

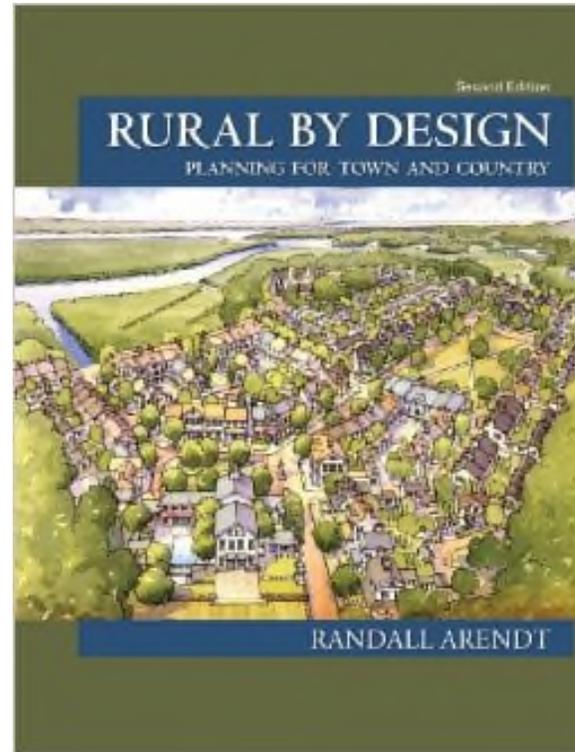
In order to accomplish these objectives, several recommendations were included in the planning process as “Issues and Challenges” initially, then developed and refined over time.

**Create a Close-Knit System of Secondary Streets.** There are still large, undeveloped or lightly developed tracts of land in Rolesville, some of which are unlikely to develop in the protected watershed areas to the north and east. However, some areas to the south and west can and will develop. If these places develop with isolated home sites (“conventional,” post-war development patterns), then a number of outcomes that run against the objectives stated above. It is likely that green space will be consumed and thereby reduce the small-town atmosphere; every auto trip will use already-stressed major arterials; and the cost of providing services will generally outpace the revenues from developed properties (which, in turn, increases the likelihood of increasing tax rates throughout the Town to recover costs for maintenance and replacement of infrastructure). These additional impacts from conventional as opposed to a more managed approach to growth amount to a 10% to 20% negative impact on land consumption, roadway capacity, and service costs.<sup>1</sup> Perhaps intuitively, when people talk about these issues, they also talk about health, safety for their children, and community cohesion. A finer-grain street pattern translates into smaller block sizes, shorter service routes, more viable walking environments, and more integrated residential and

commercial areas. Therefore, the street density – and quality, including sidewalks, shade trees, and greenways/biking paths on the street or nearby – becomes the underlying fabric that weaves together Rolesville.

***Create a Diversity of New Houses, but Ensure High Quality and Limited Locations for Multi-Family Units.***

The Plan calls for new houses to replace aging homes, but with a focus on single-family detached housing styles in outlying areas and smaller lots or multi-family developments closer to Main Street. While cluster subdivisions and multi-family developments can conserve open space and create densities necessary to provide the demand for the higher-end retail establishments and shopping opportunities cited as desirable in our studies, the construction materials and design features should emphasize quality over quantity. Locations for this kind of development should be in areas where walking or ready access to highway capacity – downtown core or highway intersection – can accommodate and disperse traffic loads. An important concept is the emphasis on design standards, parking location/design, materials, and massing/void relationships using a heavily illustrated ordinance (as suggested by Randall Arendt in Rural by Design, page 78; see text box on this page). Rolesville could benefit from a hybrid of the form-based code, a mesh of conventional zoning codes with graphic urban designs standards. This type of code is the first step in distinguishing different areas in the community, and can create compatible provisions.



**If you read just one book...** Rural by Design by Randall Arendt has become popular with planners, elected officials, and interested lay people that want to preserve and improve their small towns – and for good reason. Mr. Arendt covers a lot of technical ground, and does it with concrete examples and easy-to-grasp language. The recommendations are sensitive to the staffing levels and resources available to small towns.



**The 2015 version of the Rolesville Fall Fun Fest** was the best yet, according to many observers, featuring music, presentation of the Rolesville Plan, and art (left to right). For the first time Main Street was closed to traffic, creating a more central and open venue for the party.

### **Create More Capacity in the Local Parks and Active Recreation Programs.**

The capacity of recreational programs offered by Rolesville has been tested in recent years, testifying to both the quality of the programs and the readiness of Rolesville's residents – and out-of-town participants – to engage in these programs. Rolesville generally tries, and succeeds, in recovering its program costs through user fees. What is less well understood is the benefits realized from parks, recreation programs, and open spaces. Greater levels of recreation programs increases physical activity, decreases medical costs, lowers trip-making needed to reach these activities elsewhere, and helps parents keep their children occupied in a healthy, social environment. People coming in from out-of-town contribute to the swelling demand, but they also contribute to purchases made at local businesses. A new multi-use recreation center is going to be crucial to increase recreational program diversity and capacity. Also important is the creation of open space, small "pocket parks" accessible to the

public in new developments, and greenways connecting both built-up and fallow spaces across the Town.

**Celebrate Downtown.** Towns that ignore their historic and cultural centers often become "Anyplaces, USA," without defining character. The through traffic that has clogged downtown for decades has been largely alleviated, creating an opportunity to redesign Main Street to fully actuate the surrounding properties. Redevelopment will be guided and encouraged by a new, mixed-use development code, strengthened standards, and a continuing commitment to create diverse retail and housing options. The Town is actively working on reestablishing the Main / Young intersection as the true center of Town. It remains for the Town to ensure that street lighting, pedestrian ways, street trees, public art, and other features connect the historic center through Town. The Elementary School, Main Street Park, commercial strip, and newly energized residential possibilities nearby can tie this corridor together.

Main Street should now be considered a destination as much as it is considered a street: a place to be, not just a place to move through.

Table 1, beginning on the following page, includes a complete listing of all the recommendations – 45 in all – that the study team developed.

**Table 1. Recommendations**

Plan Recommendations	
Develop a plan that defines important routes to preserve multimodal uses in the Town.	
Adopt a resolution and policy that supports the idea of Complete Streets town-wide.	
Establish a connectivity standard that includes a maximum block face lengths for the downtown area.	
Require greenway construction in accordance with adopted plans for all new developments.	
Prioritize multimodal activity in the downtown area.	
Create a new zone to increase the potential for vertical and horizontal mixed-use areas.	
Ensure open space is obtained in exchange for higher development densities.	
Apply elements of form-based code in the current zoning language to ensure quality construction standards and design.	
Annex land along Young St to control the land use and design of the gateway into Town.	
Create landscaping, urban, pedestrian, and gateway design for Young Street.	
Adopt stronger design standards to ensure that the area around the Bypass intersections develop well, and reflects well upon the Town.	
Interconnect the street network to relieve existing pressures on local roads.	
Establish a set of marketing strategies to market the Town and Downtown.	
Develop an organization to host events along Main St and the park.	
Implement a financial incentives program to encourage businesses to relocate or stay in Rolesville.	
Create a Main Street Corridor Plan.	
Simplify the development review process.	
Consider reducing impact fees for preferred types/uses of development and in preferred locations to encourage development.	
Allow impact fees to change as the costs of services and development pressures increase over time.	
Work towards the transit options identified in recent plans.	

-  Ordinance Recommendations
-  Land Use
-  Parks and Recreation
-  Transportation

**Plan Recommendations (continued)**

Include language in development ordinance to require set-asides of rights-of-way for future transit stops.	
Strengthen the language in Town ordinances to support enforcement of fire lane restricted areas.	
Review the transportation impact fee structure for the Town.	
Maintain existing level of service goal in regards to developed parkland. Consider developing a Level of Service standard that considers components within parks.	
Enhance and improve internal and external communication regarding Department activities and services.	
Provide improved signage agency-wide to make it easier to find parks, facilities and greenways.	
Maintain existing quality standards for park and recreation facilities and amenities.	
Increase social media and navigation “apps” for parks and greenways.	
Staff appropriately to meet demand and maintain established quality of service.	
Explore a Bond Referendum to assist in funding for projects.	
Review and Evaluate the current Developer Impact Fee Ordinance.	
Explore a sales tax dedicated to recreation and parks opportunities.	
Explore grant and philanthropic opportunities.	
Implement a Cost Recovery Policy to assist in recovering costs for programs.	
Increase recreational programming and activities based on trends and demand.	
Maintain and improve existing facilities.	
Expand greenways and connectivity.	
Explore opportunities to construct a recreation facility.	
Develop new amenities at existing parks based on level of service analysis.	
Explore new land opportunities for parks.	
Continue to improve ADA accessibility at all facilities.	
Establish a park and greenway sponsorship program.	
Address current and future needs for Athletic fields.	
Consider programming needs when adding new components to existing parks or when developing new parks.	
Monitor use, demands, and trends of recreation components.	

-  Ordinance Recommendations
-  Land Use
-  Parks and Recreation
-  Transportation



2

# Introduction



## II. Introduction

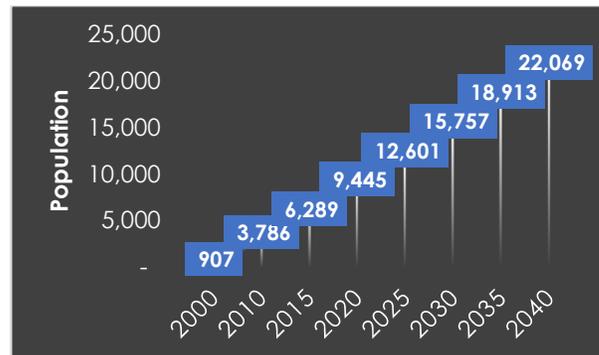
### A. Rolesville History, Demographics and Future

Located in the northern part of North Carolina's Wake County, Rolesville is a small town with a rich history. It was first incorporated in 1837, establishing Rolesville as the second-oldest town in Wake County, preceded only by the City of Raleigh. It was named after a local landowner, William H. Roles, whose diverse career gave him the titles of merchant, cotton broker, cotton gin owner, and postmaster. William H. Roles was a prominent figure in Wake County during his lifetime, and was a generous man with great leadership abilities.

Rolesville was initially a modest farming community, housing many family-owned farms on large swaths of land. A fence was installed around the town to keep agricultural animals in, with gates that allowed people to enter and depart on the two main roads which intersected in the area that is now downtown Rolesville. The fences were torn down in 1941 when US 401 (Main Street) was paved, but two of the four original fence cornerstones still stand today. As the area has grown over the past two decades, the large

agricultural land parcels have been retrofitted into commercial or residential subdivisions.

Although the Town retains its farming identity and small town atmosphere, Rolesville is no longer the rural agricultural community of its past. The town has become one of the fastest growing in Wake County and North Carolina, with a population of nearly 6,000, a 598% increase from the approximately 900 people that lived there in 2000. Now, in 2017, the population is continuing to grow with the Census<sup>2</sup> 2015 estimate being 6,289 residents. With land still available for development, growth is limited only by regulatory authority (particularly protected watershed), market forces, and the cost of creating and maintaining public infrastructure.



Population Forecast – 2000-2040  
(based on recent household growth)

New residents continue to flock to Rolesville to find space to settle down in a less chaotic and more affordable atmosphere. Ironically, with this growth comes the demand for the very services and products from which people originally sought refuge. There is a growing need for increased transportation capacity and options; more choices for parks and recreation; and a wider diversity of housing types to accommodate everyone from newlyweds to empty-nesters. As the population booms, people

## Rolesville: Comprehensive Plan 2017

are realizing that driving longer distances to access jobs, shopping, schools and recreation becomes more difficult when you have a lot of company on the roads.

Today Rolesville is acclimating itself to a new freeway bypass, a long-awaited transportation project that represents one of the biggest changes and challenges that the Town has witnessed since its incorporation in 1837. The Rolesville Bypass presents a great opportunity for the Town to diversify the menu of goods and services offered locally, due to the increased accessibility that is afforded by the Bypass to undeveloped land east of Town. However, proper planning surrounding interchanges on the Rolesville Bypass will be critical to the real and perceived benefits to the Town, as poorly planned interchange areas can result to the combination of chain restaurants and unmanageable traffic congestion found in Anywhere, USA. Both Rolesville High School and the relatively new Rolesville Middle School are located close to the Rolesville Bypass and Rolesville's downtown, and both are recognized as major contributors for traffic concerns. However, both schools also represent opportunities to both bring together and

diversify the nearby land uses by taking advantage of their appeal as premier destinations. Planning to accommodate growth around both schools and the Rolesville Bypass is a crucial element of this planning process. In addition, a key to a successful planning process is the generation of appropriate on- and off-road pedestrian connections, as well as the understanding of potential for future public transportation services.

The influx of new residents in Rolesville has also made the town home to a much younger population: the median age of a Rolesville resident is 35, a full ten years less than that of the typical North Carolinian. This youthful population is comprised of many young families with 26% of the population aged fourteen and younger compared to only 20% for North Carolina. This places special demand on parks and recreation opportunities. It has also created the urgent need for a robust analysis and understanding of how to creatively fulfill the needs of a young and family-oriented populace.

Economically, Rolesville is home to a diverse population. Rolesville's median home price is over \$269,400, a full \$112,100



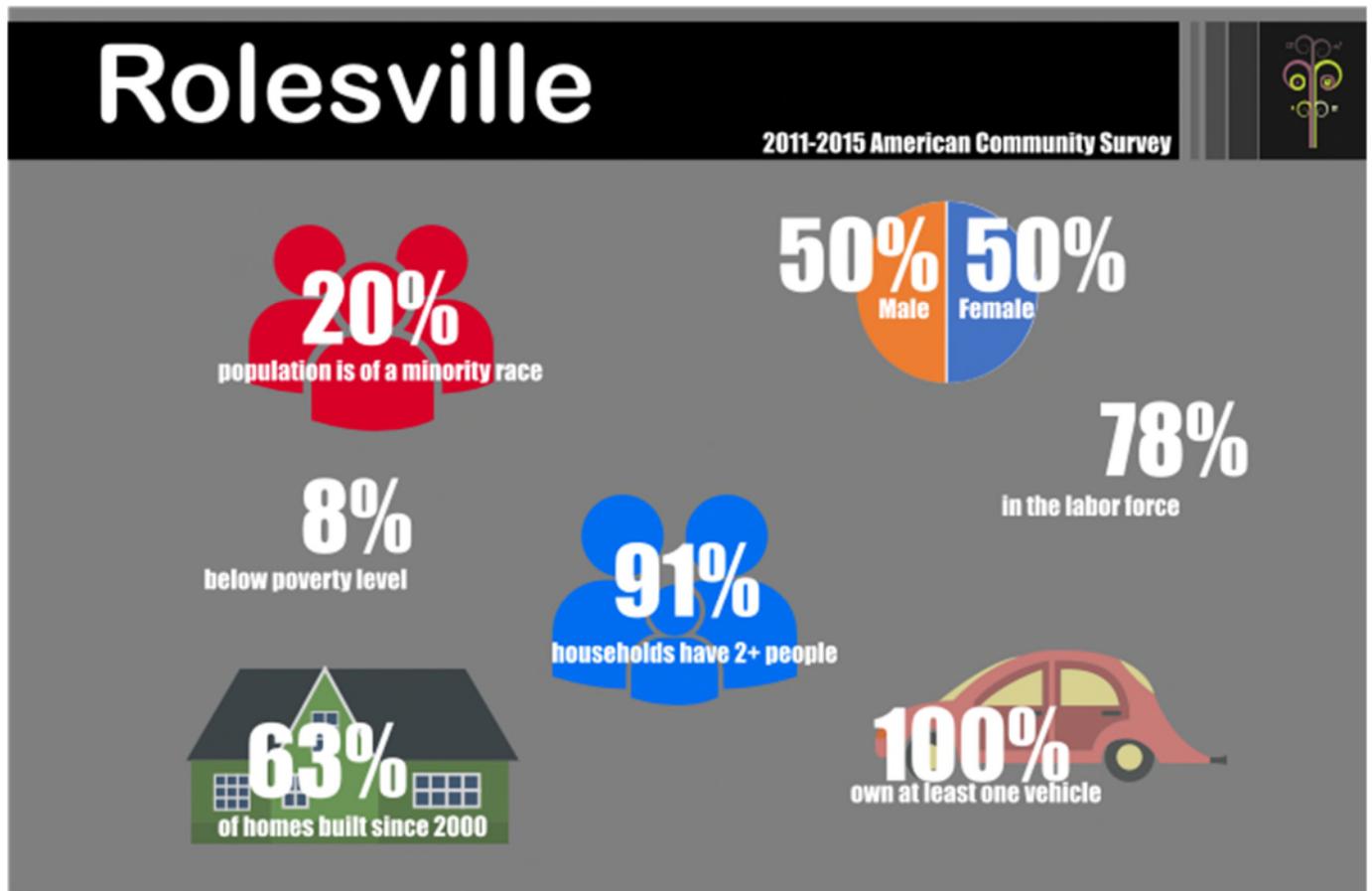
### Rolesville Expected Number of Employees (compared to North Carolina)

Source: (Business Census)

## Rolesville: Comprehensive Plan 2017

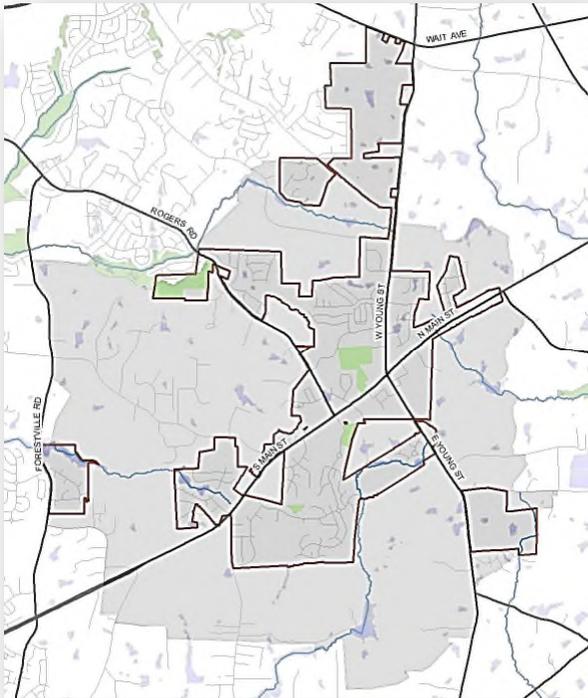
more than the State's median price and \$50,000 less than Wake County's median home price. Providing more affordable or middle-income housing is another challenge for the Town of Rolesville to face.

Rolesville's employment base is heavily oriented towards retail and service industries. Health care, social services, wholesale trade, and finance/insurance are employment categories that occur less often in Rolesville compared to North Carolina.



## B. Study Area

At just under four square miles in area, Rolesville is located to the east of Wake Forest and northeast of Raleigh. This location, along with the linkages provided by US 401, NC 98, and nearby US Highway 1 (Capital Boulevard), has proved to be an asset. Development pressures continue to force more homeowners looking for a small-town level of activity to find a home in Rolesville. Nearby rural areas to the east and north extending across Wake and Franklin counties encounter Rolesville as the first urban area. This proximity to very low-density residential communities has increased pressure on public facilities described in this report, particularly US 401 and public parks.



## C. Purpose and Process

The purpose of this Plan is to provide recommendations on physical infrastructure, programs, policies, and implementation concepts that would help Rolesville capitalize on the positive aspects, and mitigate the negative, of its surge in population. The planning process was facilitated the staff of Rolesville, the Stantec Consulting Services staff, and a dedicated steering committee that met throughout the planning process.

## D. General Public Involvement

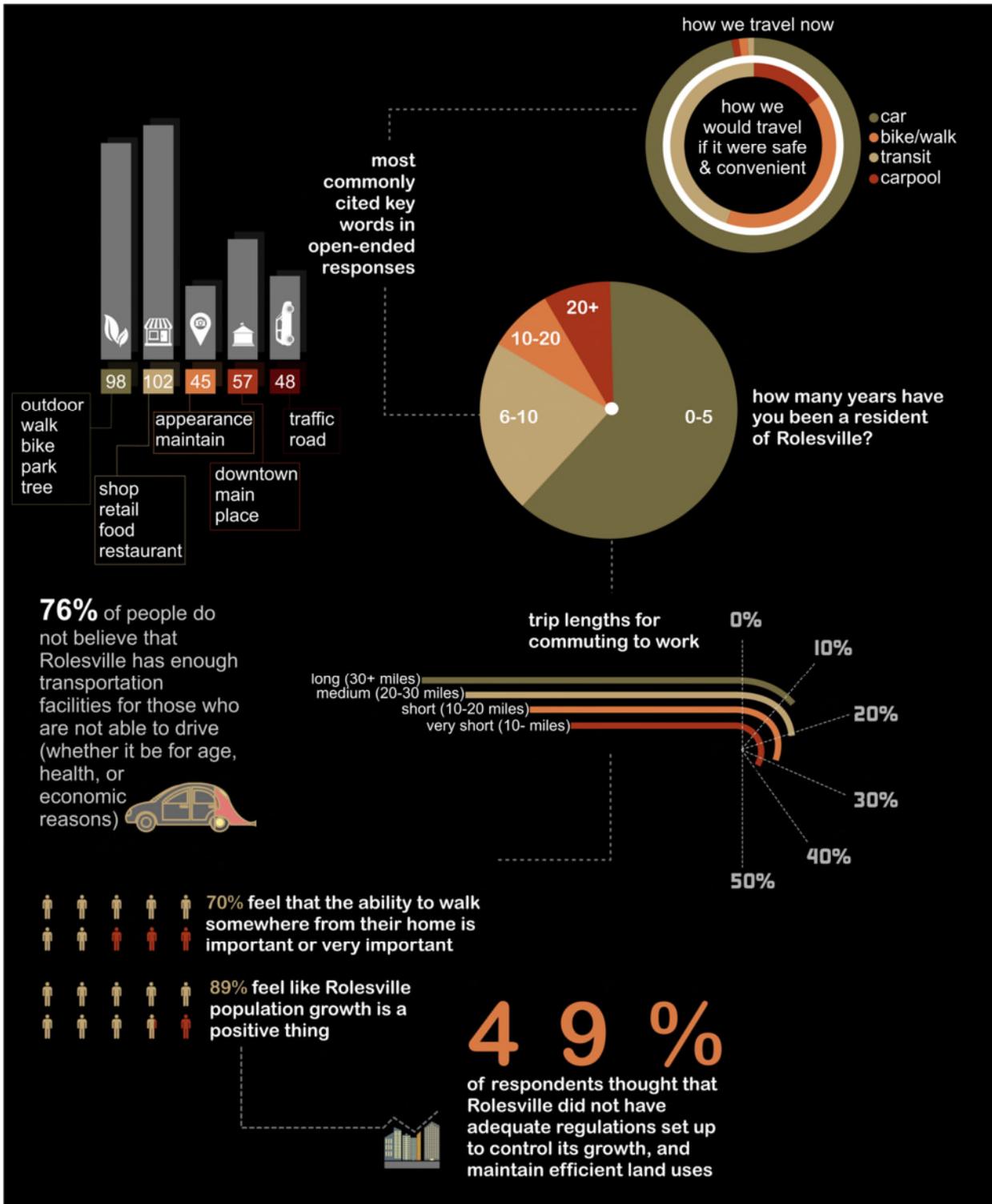
To direct the Project, the planning process relied upon the Town of Rolesville's staff as well as a committee of dedicated citizens that met throughout the planning process. The following is a listing of the people that played this direct role in the project's development, but everyone in Rolesville that commented, answered a survey, or sent us an email played a part as well and we thank them all for their efforts.

- Danny Johnson and Thomas Lloyd, Town of Rolesville, Project Managers
- J.G. Ferguson, Town of Rolesville, Project Co-Manager
- Mike Bartholomew, Business Owner
- Gil Hartis, Resident & Town Commissioner
- Mary Ka Powers, Resident
- John McEver, Resident
- Ron Shearon, Resident
- Jeff Triezenberg, Resident
- Greg Vance, Resident
- Pat Wharton, Resident
- Jeff Wohlhueter, Resident
- Matthew Klem, Town of Rolesville
- Scott Lane, Stantec Consulting
- Michelle Peele, Stantec Consulting
- Max Bushell, Stantec Consulting
- Anna Stokes, Stantec Consulting
- Art Thatcher, Greenplay Consulting

Apart from regular meetings with the Comprehensive Plan Steering Committee and with Town of Rolesville planners, the consultant team also conducted two public outreach meetings, one held specifically to solicit feedback on this planning process and gather surveys at the Fall Fun Fest held in downtown. Nearly 200 people answered our survey, the results of which are summarized on the next page. People that responded had mixed feelings concerning the ability of Rolesville to manage and regulate growth, and wanted more options for travel, shopping, and restaurants. The complete and detailed results of the public survey are contained in the Appendix. Finally, the Plan was reviewed again at an Open House on July 25<sup>th</sup>, 2015 conducted immediately prior to the Planning Board's regular meeting on that date.

# survey results

198 responses



### E. Adopted Plans & Policies

Every municipality has a set of policies in place to help the government interact with private developers, other government agencies, and the public. These policies establish a community vision and are encoded in adopted plans, while others are found in ordinances or within the daily procedures of local staff and elected officials (both written and unwritten). Although some policies are encoded in state or federal procedures, the most influential policies are found at the local level.

The currently adopted plans for the Town of Rolesville are summarized below. These plans have had, and will continue to have, an influence on the built environment throughout the Town. Each of these plans has been taken into consideration as potentially impacting the recommendations contained in the *Rolesville Comprehensive Plan*. The realization of the suggested changes listed for each already adopted plan remains the duty of the Rolesville Planning staff, Planning Board, and Board of Commissioners. Though the adoption of the *Rolesville Comprehensive Plan* will not translate directly into implementation of the suggested changes, it will serve as a set of guidelines for successful alterations to the built environment that will help increase the quality of life, happiness, and health of residents throughout the Town of Rolesville.

#### **CAMPO North East Area Study (2014)**

The North East Area Study (NEAS) was focused on northeastern Wake County and southwestern Franklin County, with the study area encompassing the municipalities of Bunn, Franklinton, Knightdale, Raleigh, Rolesville, Wake

Forest, Wendell, Youngsville, and Zebulon. The plan was developed by the Capital Area Metropolitan Planning Organization (CAMPO) to create a vision for the area and provides a set of goals for land use and development. The Plan also evaluates transportation in the area, including walking, bicycling, and transit, providing recommendations for roadway improvement projects. Overall, the main goal of the Plan is to maintain a high quality of life within the study area.

#### **Relevancy to the Rolesville Comprehensive Plan**

- Focus on active transportation through the use of complete streets. This includes recommendations for pedestrian and greenway planning, on-road bicycle facilities, and sidewalks in several key study area towns including Rolesville, which does not currently have a pedestrian plan. Recommends a focus on Downtown Areas, pointing out that Rolesville's downtown has a unique character with the potential to spur economic development and attract visitors. Strategies focusing on Downtowns within the NEAS document include: the implementation of flexible zoning laws, improved streetscapes, and improvements to buildings to increase the aesthetics of the downtown area. Highlights the need for a diversity of transportation services to provide regional connectivity throughout the study area.
- Suggests the implementation of a local Rolesville Circulator Bus Service. This could provide service for the "last mile" for commuters taking regional transportation systems to and from work.

### Potential Issues/Areas of Improvement for Goals of the Rolesville Comprehensive Plan

- As the NEAS was a regional plan, it lacks some vital localized solutions that could be beneficial to the Town of Rolesville and other municipalities in the study area.

***“Connecting streets together helps every traveler, whether by bike, on foot, by bus or by car. More connected street systems reduce travel times between points, reduce emergency response times that save lives, provide alternative ways of getting around construction/maintenance, and reduce traffic at congested intersections.”***

- From the 2012 Rolesville Bicycle Plan

### **Town of Rolesville Comprehensive Bicycle Plan (2012)**

In 2012, Rolesville took a step towards becoming more bicycle friendly by creating its *Comprehensive Bicycle Plan*. The vision of this Plan was to help Rolesville become “a Town where it is safe to ride a bicycle both on and away from the roads as part of an integrated policy framework and transportation system that connects us (Rolesville’s citizens) with each other and the places we want to reach.” In order to meet that vision, this Plan studied the Town and its zoning jurisdiction and

provided recommendations on physical infrastructure, programs, policies, and implementation concepts that will help Rolesville to improve its overall cycling environment, increase safety, and encourage more cycling for all types (skill levels) of bicyclists.

### Relevancy to the Rolesville Comprehensive Plan

- Focuses on using bicycles as tool for both connectivity/transportation and recreation.
- Highlights the need for a greenway and trail system, as well as adequate on-road facilities.
- Considers safety, and suggests educational programs to help drivers and cyclists interact in a safe manner on the roads.
- Recommends that bicycling and bicycle accommodations are considered in every new development review, policy, ordinance and resolution.

### Potential Issues/Areas of Improvement for the Rolesville Comprehensive Plan

- In the connectivity goal, consider adding language to address the use of a bicycle as a tool which can support public transit to provide riders the connectivity they need to safely and easily navigate the “last mile” to and from the transit stations.

### **CAMPO 2035 Long-Range Transportation Plan (May 2009)**

Created in 2009 by the Capital Area Metropolitan Planning Organization (CAMPO), the *2035 Long Range Transportation Plan* (LRTP) identifies future highway, bus transit, light rail transit, bicycle, pedestrian, and other transportation projects which should be implemented by 2035, given expected revenues. The 2035 LRTP covers the Capital Area Metropolitan Planning

Organization's planning area, which includes all of Wake County and portions of four surrounding counties.

### Relevancy to the Rolesville Comprehensive Plan

- Provides a plan for future development of the transportation system in the Triangle region, including specific recommendations for mass transit (both bus and rail), bicycles, pedestrians, and roadways.
- Mass transit is recommended within the plan to extend Rolesville through expanded bus service, as well as potential light rail service in the long-term (suggested by 2035).
- Includes recommendations for Complete Streets, Transit Station Area Development, and Major Roadway Access Management in the context of local land use decisions.
- Includes the recommendation for the US 401 widening from I-540 to Louisburg, and the development of the Rolesville Bypass (US 401 Bypass – Louisburg Road).
- Suggests the inclusion of bus service in several un-served towns, including Rolesville. This would include not only a Rolesville circulator route, but also a Rolesville-to-Raleigh express bus.

### Potential Issues/Areas of Improvement for the Rolesville Comprehensive Plan

- Rolesville's Comprehensive Plan should build off of the transit goals mentioned in the CAMPO 2035 LRTP, focusing on the "last mile" and ensuring that riders are provided with adequate connectivity from their homes to regional transit stops and stations.

### Town of Rolesville Community Plan (2007)

The Town of Rolesville created a *Community Plan* in 2007, which is somewhat the basis for this Comprehensive Plan. Elected officials,

town staff, and area citizens were called together to create a vision for the Town. The result of their work was a community plan that lays the groundwork and establishes a vision for Rolesville. Rolesville's *Community Plan* provides a vision and goals and objectives to help guide the Town's future growth. Specific items highlighted in the Community Plan include neighborhoods, downtown infrastructure, commercial centers, community facilities, open space and recreation, and transportation.

### Relevancy to the Rolesville Comprehensive Plan

- Establishes a vision and plan for future development of the Town, with emphasis areas on transportation, open space and recreation, as well as the downtown core.
- Many goals and objectives highlight a need for both pedestrian and auto connectivity throughout the Town.
- Goal 1 of the Transportation section is entitled "Establishing a safe and efficient transportation system for vehicular, pedestrian and bicycle travel." Included in this is also the objective to work with key stakeholders to provide transit service that links Rolesville to other communities.
- Policies highlight the need for multimodal street design, which increases pedestrian safety by considering pedestrian and auto interactions. This Plan also advocates for increasing street lighting and orienting buildings in a way that is inviting to the public realm.
- Policies emphasize well thought out and planned neighborhoods, with careful transitions between uses and usable open space, as well as adaptation to existing open space and greenway plans.
- The Open Space and Recreation section highlights both the need for

recreational facilities in all areas of the community as well as the importance of connectivity between these facilities as well as business districts, community buildings, and residential areas.

### Potential Issues / Areas of Improvement for the Rolesville Comprehensive Plan

- Goal 1 of the Transportation section, as mentioned above, could be altered to read “Establishing a safe and efficient transportation system for vehicular, mass transit, pedestrian and bicycle travel”.
- Where connectivity is mentioned throughout the Plan, it is paired with “pedestrian and auto,” leaving out public transit. Consider adding transit to these goals and objectives where demand is sufficient.
- Under the policies for Neighborhoods Goal 2, Objective 2.2, a need for the ease of accessibility by pedestrians, bicyclists and automobiles while designing new neighborhoods is mentioned. Consider adding a similar goal for retrofitting existing neighborhoods.

### **Town of Rolesville Unified Development Ordinance (October 2004)**

The Town of Rolesville’s Unified Development Ordinance (UDO) regulates development within the Town and its extraterritorial jurisdiction in accordance with the *Community Plan*. These ordinances truly help shape Rolesville as private development, particularly residential projects, continue to develop in the Town and are the main drivers for growth in Rolesville for the past decade. Within the UDO are requirements within the Neighborhood Conservation Overlay District (Section 7.1.1) and the Town Center Overlay District (Section 7.4) that protect the pre-existing character along

Main St and Young St. in the downtown area of Rolesville. The Special Highway Overlay District serves as a supplement to the existing provisions in the UDO (Section 7.6) and includes all parcels within a 25’ buffer to the roadway. The Neighborhood Conservation Overlay District restricts uses to residential homes and special use permits for small businesses, whereas the Town Center Overlay District includes all uses that meet criteria set forth in the standards. To summarize, the UDO regulates the size and use of buildings, the density of homes and structures, and the development or subdivision of land. These regulations have a great impact on the development of the Town and the future of its built environment.

### Relevancy to the Rolesville Comprehensive Plan

- Ordinances regulate the design of the built environment including streets, sidewalks, greenway provisions, bicycle parking in new developments, signage, landscape and appearance, subdivisions, land use, and density.
- Regulates all requirements for developments, such as parking and other plans a development must follow.
- Provides a fee-in-lieu option for greenway construction by a private developer.
- Provides a definition of “open space” as “an area (land and/or water) generally lacking in man-made structures and reserved for enjoyment in its unaltered state.”
- Parking is limited to the side and rear of a structure (Neighborhood Conservation Overlay District).
- Encourages on-street and shared parking (Town Center Overlay).
- Sidewalks are required along each buildings primary access road (Town Center Overlay).

## Rolesville: Comprehensive Plan 2017

- Sidewalks should have a 6' foot wide grassy buffer, but can be waived if on-street parking is provided (Town Center Overlay).

**The Town Center Overlay District** encompasses the intersection of Main St and Young Street. This Overlay protects the aesthetic qualities of the Town center of Rolesville. The provisions include commercial and residential building height specifics, location requirements and uses permitted in the area. Sidewalks are required for all commercial and mixed-use buildings as well as six-foot, grassy buffers adjacent to the sidewalk. These requirements offer safe connectivity through the downtown area. Parallel on-street parking and share parking is encouraged in the provisions, while off-street parking lots are located to the rear of buildings.

### Potential Issues/Areas of Improvement for the Rolesville Comprehensive Plan

- Under section 6.2, in Special Requirements, section E, the design standards for bike paths should be updated to reflect the most recent AASHTO standards. Also, a parallel bike path may not always be a good solution. Town staff should refer to the *Rolesville Bicycle Plan* for guidance.
- Consider modifying Section 9.11 on Traffic Impact Studies to emphasis all modes of transportation including bicycle, pedestrian, and the eventual implementation of mass-transit, in addition to vehicular transportation in terms of data collection, analysis and recommendations.
- Consider adding a requirement for bicycle parking to Section 10.1, perhaps as a percentage of vehicular parking spaces.
- Consider the addition of language to Section 15.4.5 on Streets to address the design of on-street bicycle facilities.
- Consider adding language concerning the design and placement of bus shelters, dedicated bus lanes, and other mass-transit facilities to Section 15.4.5 on Streets.
- Consider adding a new section of ordinances concerning the adoption and operation of regional mass transit facilities, as recommended by the *Rolesville Community Plan*. Information should include: timing of routes, placement of stops, signage, and more.
- Consider adding a section in Article 11: Sign Standards concerning signage for mass-transit routes.
- Consider adding language in the appropriate section or sections to require developments to adhere to other adopted plans including the *Bicycle Plan*, and new *Comprehensive Plan*.

### **Wake County Transportation Plan (unincorporated areas) (April 2003)**

Completed in April of 2003, the *Wake County Transportation Plan* addresses the need for increased mobility in the county's many unincorporated areas. The plan encompasses many transportation-related topics including future collector streets, thoroughfares, public transit, and planning for bicycle and pedestrian needs. Although this Plan does not directly affect the Town of Rolesville, a Municipality, it does present policies, tools, and ideas that influence much of the incorporated rural areas just outside the town's limits. These areas, which are utilized as large lot residential subdivisions, agriculture, and forestlands, have great value to the municipalities they adjoin.

### Relevancy to the Rolesville Comprehensive Plan

- Includes chapters on pedestrian and bicycle activity, thoroughfares, transit elements.
- Includes recommendations for the US 401 North corridor from Ligon Mill Road to the Wake/Franklin County line. The change stated calls for the relocation of US 401 through Rolesville to a new alignment southeast of the town, often referred to as the "Rolesville Bypass." Construction on this project is now complete.
- Suggested improvements to Rolesville Road in order to handle the increased commuter activity at peak hours. Improvements along the corridor include: widening it to four lanes with a landscaped median, a 10-foot multi-use path, and the installation of sidewalks as development occurs.
- NC 98, which runs west to east just North of Rolesville, is suggested to be widened to four lanes with a landscaped median in order to meet the increased demand that growth in North Raleigh, Wake Forest, and Rolesville will put on the corridor.
- The plan recognized the Town of Rolesville as an activity center, noting its lack of transit, and identifying both the Wake Forest/Rolesville Corridor, and the Rolesville/Wendell/Knightdale Corridor as places where mass transit might be successful.

### Potential Issues/Areas of Improvement for the Rolesville Comprehensive Plan

- As this plan is focused only on unincorporated areas of the county, areas in the Rolesville vicinity lack the vision the town has for itself, i.e. giving little thought to creating Rolesville as a destination or creating a sense of place. Instead, this plan focuses only on moving people and cars through the corridors as efficiently as possible.

### Rolesville Open Space and Greenways Plan (January 2002)

In 2002, the Town of Rolesville adopted an Open Space and Greenways Master Plan. This plan was developed with the purpose of protecting the natural and cultural resources that Town's residents value most, while also supporting and enhancing its small town heritage. The Town's Open Space Plan is consistent with a larger, comprehensive Open Space Plan for Wake County. Rolesville's adopted Open Space and Greenway Plan calls for stream buffer zones for six local stream corridors, natural and pedestrian use greenway corridors, scenic road designation for at least five key traffic corridors, and bike routes. The three principal goals of the plan are to:

1. Identify parcels and corridors of land that are in need of protection and conservation measures;
2. Establish a comprehensive approach that will link green space lands and corridors to residential, commercial, institutional, and central business areas of the community; and
3. To define a concise set of strategies for protecting and conserving these corridors and at the same time developing public use facilities that would provide residents with access to these lands and corridors.

### Relevancy to the Rolesville Comprehensive Plan

- Provides a detailed plan for future greenways and multi-use recreational trails for pedestrians and/or bicycles.
- Includes an objective to restore some of the town's natural areas, implementing restoration and demonstration projects and protecting stream banks by completing stream bank stabilization projects.
- Calls for the establishment of seven satellite parks and one natural area.

### Potential Issues/Areas of Improvement for the Rolesville Comprehensive Plan

- Language about the importance of properly designing greenway road crossings, and any transitions between greenways and on-road bicycle facilities should be added to the Greenway Trail Types section (pages 4-3 and 4-4).
- This plan should be updated by adding other recreational opportunities as well as school-based destinations.
- The plan's stance on connectivity should be strengthened by building on the successes that were seen in recent neighborhood development projects. Requiring connections between neighborhoods, extending sidewalks to the nearest corner, and requiring connections to greenway facilities are common examples of connectivity policy measures.

### **Imagine Rolesville Transportation Plan (2002)**

The Town of Rolesville's transportation plan, "*Imagine Rolesville*," was completed in 2002. Included in the adoption of this Plan was the adoption of many design criteria, a thoroughfare plan, and growth management strategies for the town and surrounding areas. The Thoroughfare Plan shows the location and desired cross-section of existing major streets, planned new major street corridors and the location of potential roundabouts. Thoroughfare plans are gradually being replaced by comprehensive transportation plans, which do a better job of considering a variety of transportation modes as opposed to just roadways and vehicular travel.

### Relevancy to the Rolesville Comprehensive Plan

- Establishes a plan for future street construction and widening, based on population growth and demand.

### Potential Issues/Areas of Improvement for the Rolesville Comprehensive Plan

- Corridor profiles or cross-sections should be updated in order to include bicycle lanes and mass transit facilities.
- Overall, consider multi-modal transportation options for the Town, and regional connectivity.

### **The Rolesville Hazard Mitigation Plan**

The *Rolesville Hazard Mitigation Plan* identifies and profiles potential hazards that could put the people and facilities of the Town of Rolesville at risk. The plan assesses hazards for the level of threat and vulnerability and develops mitigation actions from that assessment. These actions create an integrated and coordinated effort to mitigate hazards, and lessen the potential damage those hazards could cause to the economy and infrastructure of Rolesville.

### Relevancy to the Rolesville Comprehensive Plan

- Contains plans for the maintenance of major town transportation routes during severe winter storms.
- Develops a disaster preparedness evacuation route, which focuses on road interconnectivity, paved roads, and the widening of roads.

### Potential Issues/Areas of Improvement for the Rolesville Comprehensive Plan

- There is no mention of mass transit in the Plan. Since a partnership with regional stakeholders to create regional connectivity through mass transit is part of the Town's Community Plan, Hazard Mitigation Goals should be update to include measures that ensure the safety of transit riders.

3

# Land Use & Zoning



## III. Land Use and Zoning

### A. Overview

Rolesville's Land Use and Zoning principles regulate land use and density within the Town. The zoning ordinance is an enforceable document, the purpose of which is to ensure a "coordinated, balanced, and harmonious development of the land within the corporate limits and the ETJ (extraterritorial jurisdiction) in a manner which will best promote the health, safety, morals, convenience, order, prosperity, and general welfare of the people."

Rolesville's zoning regulations are regulated through the use of zoning districts, which are assigned to different areas and parcels of land within the Town's jurisdiction. Different properties in Rolesville have different legal zoning classifications. These specify the types of uses or activities that can take place on the property; restrictions on construction

elements such as the buildings' floor area and height; restrictions on the buildings interaction with the neighboring buildings and the street, such as minimum distances separating buildings and offsets from the curb; the amount of off-street parking required; and more, are all described within the zoning ordinance. Although these zoning codes were developed with the goal of creating a cohesive and organized strategy to direct development in the Town, permits can be submitted to amend zoning classifications when necessary.

### B. Existing Conditions & Trends

The Town of Rolesville is predominately a bedroom community, meaning that the majority of its residents are employed within other municipalities, and return to Rolesville at the end of each workday. As such, Rolesville's primary land use is residential, with approximately 50% of the Town's developed land currently employed for a residential purpose.

In 2010, there were a total of 1,341 housing units in Rolesville, representing a 280% increase from the Town's 353 housing units in the year 2000. As evidenced by the drastic increase of housing units in the Town's recent past, much of the housing stock available in Rolesville is relatively new. The 2009-2013 American Community Survey indicates that 63.3% of houses in the Town were built in the year 2000 or later<sup>3</sup>.

## Rolesville: Comprehensive Plan 2017

The housing stock of Rolesville is predominantly owner-occupied, a trend which grew significantly from the 2000 to the 2010 Census. In 2000, only 70% of the people in Rolesville owned the homes they resided in as compared to an 88% owner-occupied housing rate in 2010. The housing stock of the Town is predominantly comprised of single-family homes, in part due to the current zoning ordinances that accommodate the development of single-family housing to a much greater degree than multi-family.

There are recent signs that the Town's leadership and market demand are both starting to favor multi-family properties, following a trend seen broadly across the Triangle Region. Currently, 83% of the housing units in the Town are single family, with multi-family structures limited to no more than four units. The homes in the Town are of high value compared to the rest of the County and the State. Rolesville's median home price is over \$269,400, a full \$112,100 more than the state's median price and \$50,000 less than Wake County's median home price<sup>4</sup>.

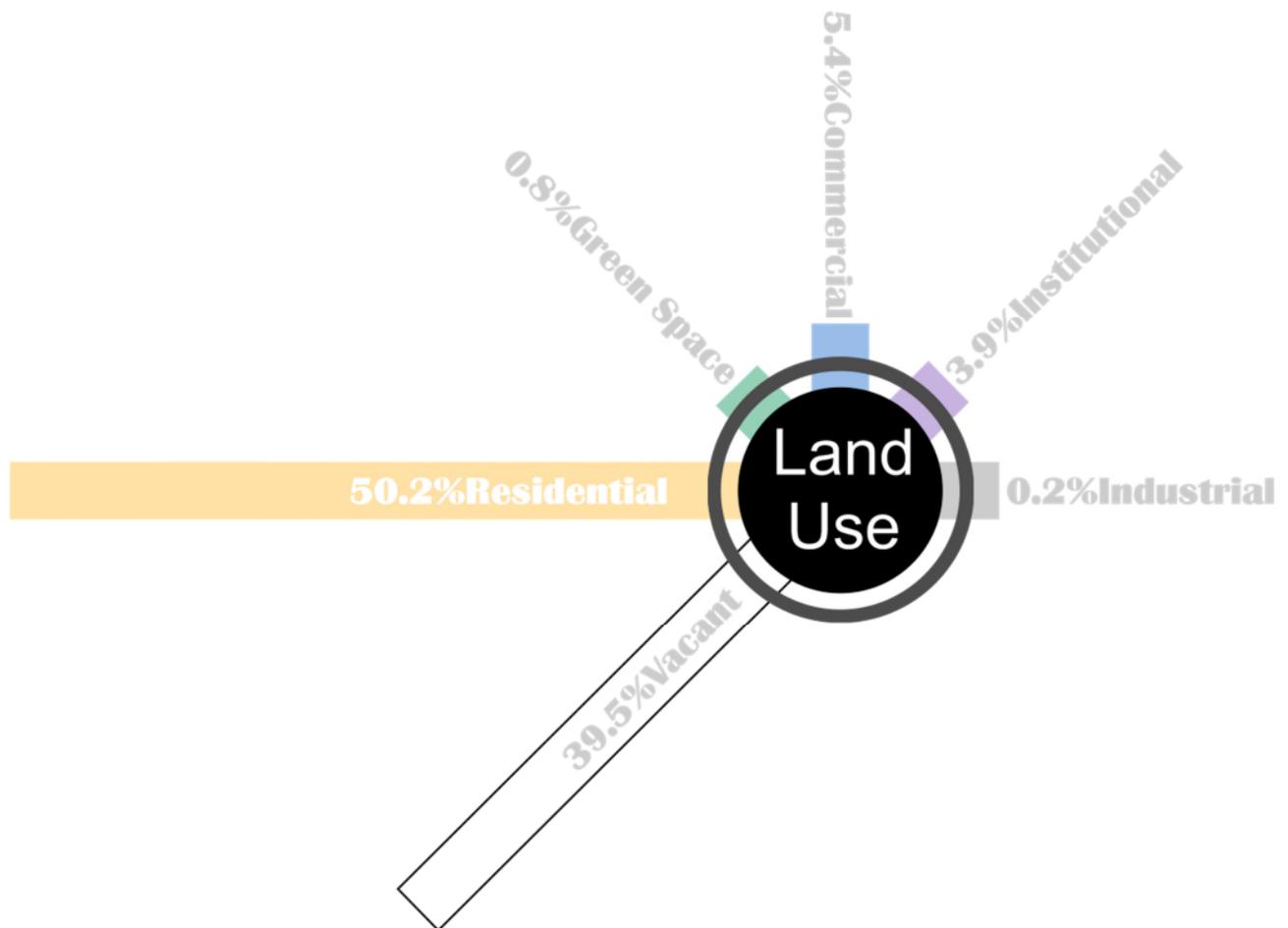
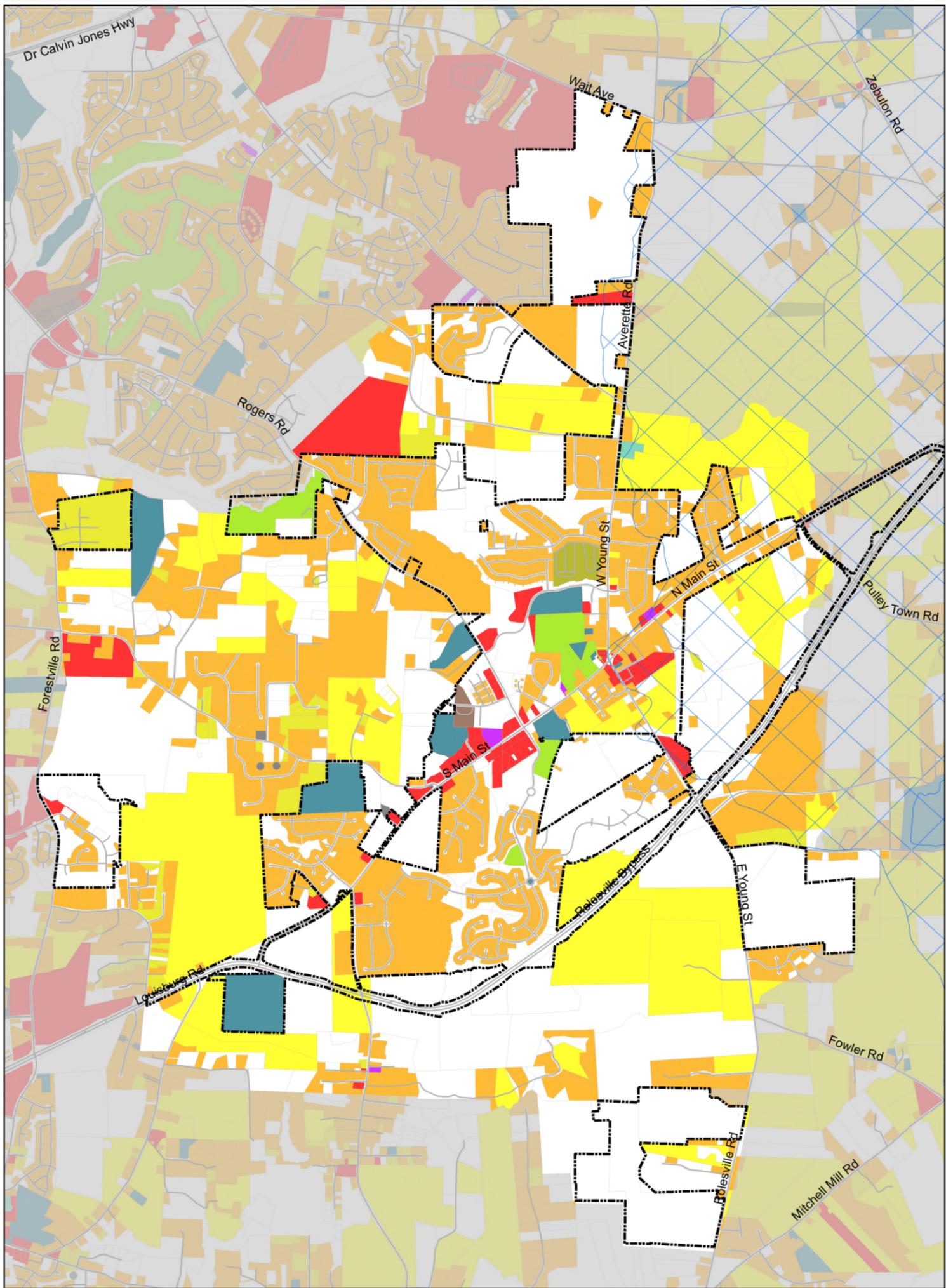


Figure 1. Existing Land Use



Rolesville: Existing Land Use Map

**Legend**

- |                        |                                     |                |                      |
|------------------------|-------------------------------------|----------------|----------------------|
| ----- Town Boundary    | Residential Dwelling Low Density    | Commercial     | Manufactured Housing |
| Water Supply Watershed | Residential Dwelling Medium Density | Condo          | Mobile Home Park     |
|                        | Multi-Family Housing                | Rec/Open Space | Retirement Home      |
|                        | Institutional                       | Industrial     | Vacant               |
|                        | Cemetery                            | Leased         | WS/Systems           |
- 0 0.5 1 Miles



## C. Needs & Issues

The existing code of ordinances used by Rolesville is straightforward: a set of 16 zoning classifications, 15 of which (only R-80W is excluded) have Special Use District Designations. The brief description of each zoning category is stated in Article 4; Article 5 covers which land uses are allowed “by right” in each zoning classification, not allowed at all, or allowed only through a Special Use Permit application and process.

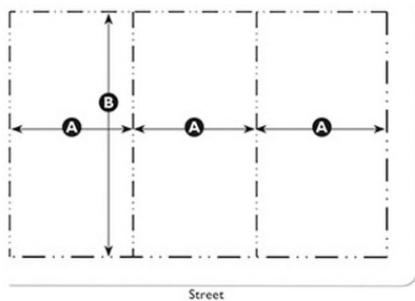
Special Use Standards (Article 8) apply special conditions to various land uses.

For instance, multifamily buildings constructed on the same parcel in R-ID, R-IID, and R&PUD zones require greater horizontal separation between the buildings as their height increases.

Additional information is provided for each land use for separation of windows, front yard dimensions, and requirements for recreation space and maximum number of townhomes. An important supplement to this type of text description would be the inclusion of a graphic that illustrates these and other design concepts that support the existing and desired character of the Town such as that shown on this page.

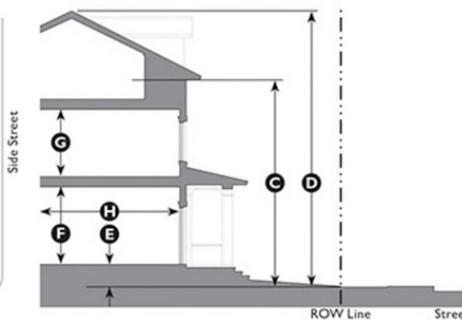
Additional concepts expressed in the current zoning code are bulleted below.

**Encouragement of Parking in Front of Shopping Centers (8.3.6).** Large surface parking lots create separation from the street environment, which is undesirable in downtown and walkable communities



**Key**  
- - - - ROW / Lot Line

Building Type	Lot		Standards
	Width <b>A</b>	Depth <b>B</b>	
Carriage House	n/a	n/a	1703-3.40
Detached House:	30' min.;	75' min.	1703-3.60
Compact	50' max.		
Cottage Court	75' min.;	100' min.	1703-3.70
		100' max.	
Duplex	40' min.;	100' min.	1703-3.80
		75' max.	
Rowhouse	18' min.;	80' min.	1703-3.90
		35' max.	
Multi-Plex: Small	50' min.;	100' min.	1703-3.100
		100' max.	



**Key**  
- - - - ROW Line

D. Building Form	
Height	
Main Building	
Stories	2½ stories max.
To Eave/Parapet	24' max. <b>C</b>
Overall	35' max. <b>D</b>
Accessory Structure(s)	
Accessory Dwellings	2 stories max.
Other	1 story max.
Ground Floor Finish Level	18" min.
above Sidewalk	<b>E</b>
Ground Floor Ceiling	<b>F</b>
Service or Retail	12' min.
Upper Floor(s) Ceiling	8' min. <b>G</b>

Using graphics in the code of ordinances helps communicate spatial relationships, preferred design elements, and inter-related design elements better than text and numbers alone.

(source: Cincinnati Form-Based Code)

in general. Parking is better suited to the rear and sides of the property.

**Light Intrusion.** Several sections of Article 8 suggest that lighting should not intrude into residential structures; creating a blanket provision and describing light levels at the edges of property lines of sensitive land uses would streamline this provision.

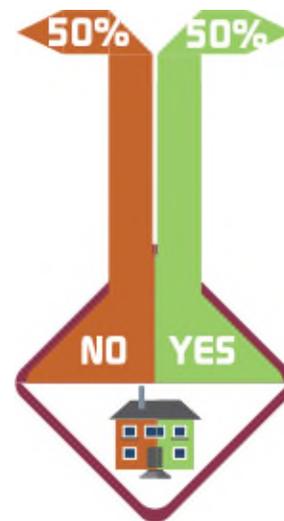
**Provision of Bicycle Parking.** Currently, there are no requirements in commercially zoned areas for bicycle parking.

**Accessory Structures and Fencing (5.5).** Accessory structures are described in detail, but the combination of limitations on height, horizontal offsets, and types suggests that a graphical approach would better communicate the intent of this text. Similarly, fencing requirements might be better suited to addressing specific land uses, and distances from streets suggest the use of graphics to show these relationships.

- Maintain a walkable, connected Town in the face of rapid growth
- Address multifamily housing demands in terms of location and quantity, emphasizing design quality
- Address interchange areas around new Rolesville Bypass to maximize fiscal impacts
- Create a broader array of goods and services within the Town, especially a variety of eateries and more diverse shopping
- Harness the energy that will be created by the new Rolesville Bypass interchanges to ensure quality development and preserve roadway capacity
- Existing plan review system should be revised to provide more expedient

development review for by-right proposals by administrative action, particularly for non-residential development proposals

- Capital budgeting for the Town is constrained, which may hamper providing for the increasing demand for various kinds of civic improvements, such as greenways, parks, recreation, and basic emergency response services
- The current schedule of land use impact fees has not been reviewed or benchmarked recently.



Do you feel that Rolesville has adequate regulations set up to control its growth, and maintain efficient land uses?

### D. Challenges

Challenges prevail as the Town continues to grow. Current designs and development stipulations can create barriers when planning for efficient land uses. The following are challenges facing Rolesville regarding land use planning.

- The current Planned Unit Development specification is used frequently, but works efficiently only for large-scale developments.
- There is not a true code element that supports mixed-use developments, particularly vertical mixed-use. As the

Town grows, it is likely that it will receive similar proposals to what is now occurring in many other locations throughout the Triangle, particularly when the outward expansion of the Town is limited on several sides.

- The intersections at the Rolesville Bypass will attract new, highway-oriented development. More big-box retailers were stated as a desire by some residents, so well-managed development in that direction can also be desirable. Managing the demand so that highway capacity is preserved through sound access management principles is crucial, as is creating the highest quality of development that satisfies the need for sit-down restaurants and other commercial uses.
- There may be a need to create a mixed-use zoning code element; if so, then the downtown overlay district could be eliminated and thereby simplify and encourage new development to occur in that area.

- Given the market directions seen across the Triangle Region, Rolesville is likely to face continued demand for more multi-family housing. Ensuring that multi-family housing is of a high quality should be balanced against the need for affordable housing that multi-family units offer, in addition to creating a supportive *environment for future mass transit*.

Figure 2 on the following page identifies the future land uses for Rolesville.

### Future Land Use Classifications

**Water Supply Watershed** - The Little River drainage area that is subject to the requirements of the State of North Carolina, Public Drinking Water Supply Watershed rules and regulations.

**Low Density Residential** –Predominately single family residential uses. These are large lots of half acre or more at a density range of one to two dwelling units per gross acre with preserved open space tracts and/or agricultural and forestry activities.

**Medium Density Residential** - Predominately single family residential uses with portions of duplex, townhouse or multifamily residential. These are lots or tracts at a density range of three to five dwelling units per gross acre including preserved open space areas along with limited non-residential uses under planned unit development or form base code provisions.

**High Density Residential** - Mixed use neighborhood of single family, duplex, condominium, townhouse or multifamily residential. These are lots or tracts at a density range of six to twelve dwelling units per gross acre including preserved open space areas along with non-residential uses under planned unit development or form base code provisions.

**Town Center** – Locations that often represent a traditional downtown for locally serving areas of economic, entertainment, and community activities. It is a combination of non-residential uses with residential uses in buildings that are located on small blocks with street designs to encourage

pedestrian activity using form base designs. Buildings stand two to five stories in height with unlimited density of residential units above storefronts. The compact, walkable environment and mix of residential and non-residential uses in a town center often support multiple modes of transportation.

**Mixed Use Neighborhood**-Neighborhoods with a mix of uses that offer residents the ability to live, shop, work and play, in one community. The design and scale of the development encourages active living through a comprehensive and interconnected network of walkable streets that often support multiple modes of transportation.

**Commercial** – Suburban commercial centers serving the daily needs of surrounding residential neighborhoods. They typically are located near roads with a high volume of traffic and key intersections that are designed to be accessed primarily by automobile. These consider other modes of transportation in design choices as well, both internally and externally of the commercial neighborhood. Common types include single tenant buildings on individual lots, single and multi-tenant buildings normally found in shopping centers, or multi-tenant units with big box or anchor retail businesses in commercial shopping facilities.

**Business Park** – Areas which provide employment opportunities varying from office, business services, or manufacturing and production. These include warehousing, light manufacturing, medical or scientific research, and assembly operations. They are commonly found in close

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### Land Use & Zoning

proximity to major corridors (i.e. highway or rail) and are generally buffered from surrounding development by transitional uses or landscaped areas that shield the view of structures, loading docks, or outdoor storage from adjacent properties.

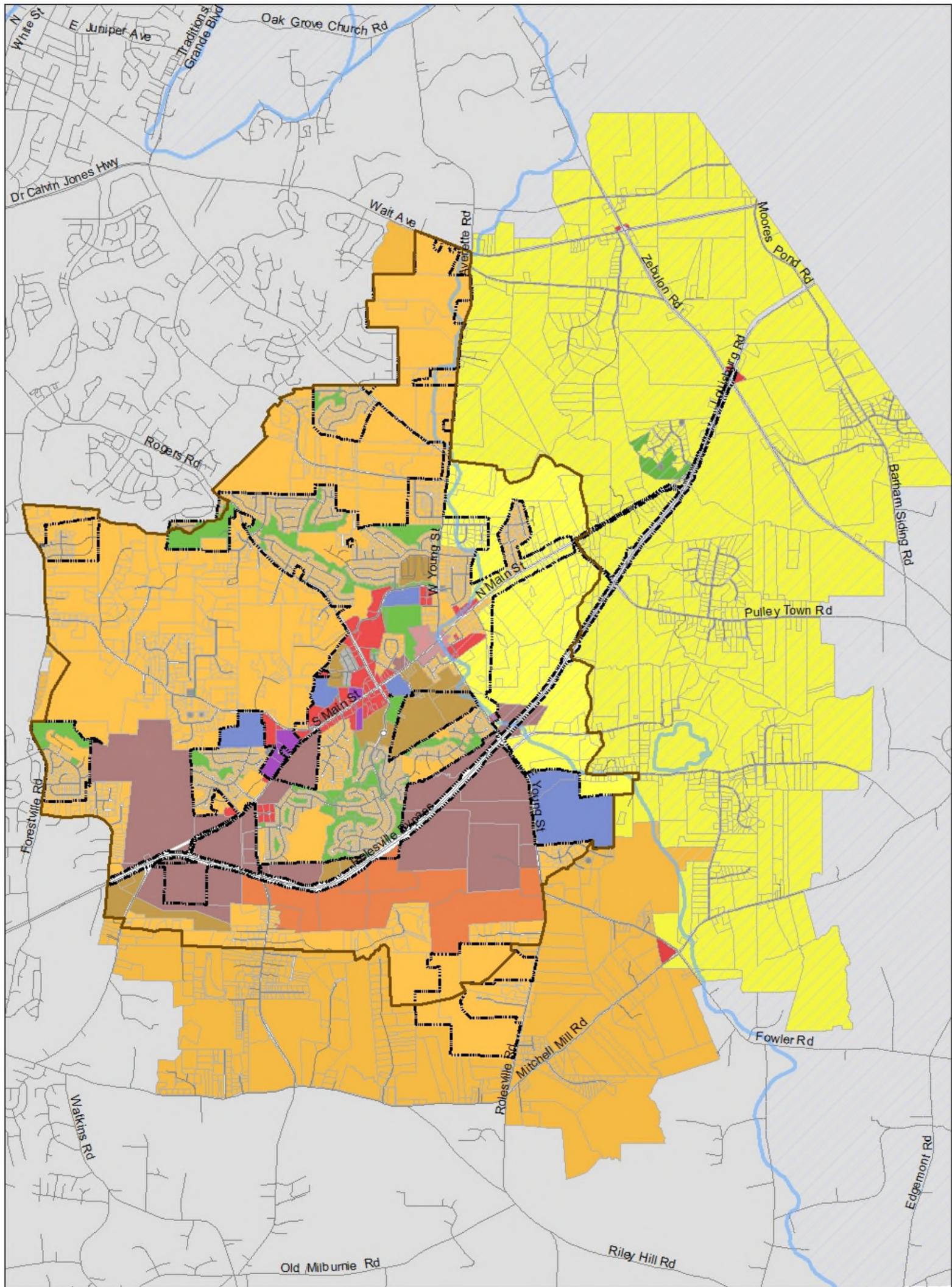
**Industrial** – Areas that support small, medium and large scale, manufacturing and production uses, including warehousing, light manufacturing, distribution, medical or scientific research/laboratory and assembly operations. These areas are almost exclusively found near major transportation corridors (i.e., highway, airport, or rail) to support distribution. Noise attenuation is seldom required, and vegetated landscaping is typically used to shield loading and temporary outdoor storage areas from nearby properties.

**School** – Locations for public and private educational uses from kindergarten to high school grades.

**Preserved Open Space** These areas are typically public parks, undisturbed, or undeveloped land that have been protected from development by local, state, and federal agencies or by private, and nonprofit organizations including restricted areas of a development that may be under the control and ownership of a home owners association. These lands may also include areas containing natural conditions such as wetlands or flood plain areas, steep slope topography, close to the surface bedrock, or rock outcroppings where the potential for development is limited.

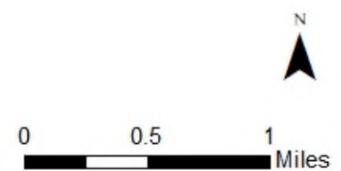
**Water Sewer Services** – Locations for the facilities necessary for public or private water and sewer services that may contain structures, vehicle parking /maintenance and storage facilities necessary for such services.

Figure 2. Future Land Use



**Rolesville: Future Land Use Map**

- |                            |                          |                      |
|----------------------------|--------------------------|----------------------|
| ETJ Boundary               | High Density Residential | Industrial           |
| Town Boundary              | Town Center              | School               |
| Water Supply Watershed     | Mixed Use Neighborhood   | Preserved Open Space |
| Low Density Residential    | Commercial               | Water Sewer Services |
| Medium Density Residential | Business Park            |                      |





## E. Goals & Recommendations

With an increasing demand for housing and the transportation system, it is important to encourage its development in appropriate locations.

This section identifies goals to address the needs, issues and challenges associated with growth. Each goal is presented with recommendations and timeframes to achieve the goal. The timeframe is divided into three periods: **short-term** (1-2 year completion), **mid-term** (3-5 year completion) and **ongoing**. Ongoing recommendations are meant to be started immediately and reviewed yearly depending on need.



**short-term** (1-2 year completion)  
**mid-term** (3-5 year completion)  
**ongoing** (longer than five years)



**Design makes a difference**, even with highway-oriented retail: dominant parking areas almost prohibit walking (top); linear buildings make the scale more human closer to the street and encourage gathering (middle-left); quality materials can even change the appearance of fast-food (middle-right); and stronger attention to design detailing creates a place that people want to look at – and shop.

**Goal LU1. Encourage a walkable, connected Town in the face of rapid growth.**

**LU1.1: Connectivity Master Plan.**

Develop a connectivity master plan/urban design master plan that identify and enhance the most important routes between destinations to preserve their use for multimodal users as growth puts pressure on the transportation system for automobile use. Ideally, this plan would be financed as part of an overall Wake County-wide update to the existing Collector Street Plan. The recommendations for secondary street connections are shown in the Transportation Section of this Plan.



*Short-Term  
(1-2 Years)*



- Retain Consultant to assist in developing the Plan
- Engage public, local and state agencies to identify routes for multimodal uses.

**LU1.2 Develop a connectivity standard.**

Establish a connectivity standard that includes maximum block face lengths (typically 450' to 600') in the downtown and Main Street Overlay Districts to ensure as the town grows the urban fabric and street network are conducive to pedestrian activity.



*Short-Term  
(1-2 Years)*



- Initiate development ordinance update

**LU1.3 Mandate Greenway construction as a precondition of new private development actions.**

Require greenway construction in accordance with adopted greenway map for all new developments and redevelopments to ensure that as many citizens as possible have access to this alternative multimodal transportation network.



*Short-Term  
(1-2 Years)*



- Initiate development ordinance update

**LU1.4 Create Complete Streets.**

Develop complete street standards that prioritize the pedestrian and multimodal activity in the downtown and Main Street Overlay Districts to ensure future transportation projects accommodate all users as roads are redesigned for greater capacity.



*Short-Term  
(1-2 Years)*



- Update standards to reflect multimodal needs

**Goal LU2. Address multifamily housing demands in terms of location and quantity, emphasizing design quality.**

**LU2.1 Create a new zoning district to increase the potential for vertical and horizontal mixed-use in key activity areas across Town.**

Increase density allowances through a new Mixed-Use Zoning district applied to downtown and the Main Street Corridor to incentivize higher density residential development trends in this location.

	
<p>Short-Term (1-2 Years)</p>	<ul style="list-style-type: none"> <li>• Initiate development ordinance update</li> </ul>

**LU2.2 Ensure that open space is obtained in exchange for higher development densities.**

In exchange for higher density allowances, increase open space percentage requirements to achieve more green space in higher-density development.

	
<p>Short-Term (1-2 Years)</p>	<ul style="list-style-type: none"> <li>• Initiate development ordinance update</li> </ul>

**LU2.3 Apply elements of form-based code in the current zoning language to ensure quality construction standards and design.**

Utilize elements (materials, design, massing, height, landscaping) of form-based downtown code that controls the design of non-single-family buildings and how they relate to the public realm to ensure Rolesville maintains its small-town character with high-quality architectural design and building form.

	
<p>Short-Term (1-2 Years)</p>	<ul style="list-style-type: none"> <li>• Initiate development ordinance update</li> </ul>

**Goal LU3. Establish a form based code/revise UDO to implement a complete street policy (design approach for streets to be planned for safe and convenient travel for all users) and design code that ensures that development retains a walkable scale in keeping with the small town character of Rolesville. Address intersection areas around new Rolesville Bypass to maximize fiscal returns; the Town needs to harness the energy that will be created by the new Rolesville Bypass interchanges to ensure quality development and preserve roadway capacity.**

**LU3.1 Proactively manage land along East Young Street.**

Conducted a corridor study of East Young Street from the Town Center area to the Rolesville Urban Services Area Boundary at Mitchell Mill Road to control the land use and design of gateway into Rolesville. Ensuring this corridor receives investment consistent with the identity of the town can bring investment to the downtown.



*Mid-Term  
(3-5 Years)*



- *Coordinate with local leaders about concerns and needs regarding the area*
- *Complete a Small Area Plan to define the future to include transportation and utility infrastructure, design elements, stormwater control measures, and key design elements.*

**LU3.2 Beautify Young Street to extend the walkable, downtown atmosphere away from Main Street.**

Invest in beautification plan for Young Street that includes landscaping, urban, pedestrian, and gateway design. Enhancing this connection can attract new development to Downtown.



*Short-Term  
(1-2 Years)*



- *Retain Consultant to assist in developing the Plan to include key design elements, multimodal transportation needs and landscaping that reflect the Town's needs.*

**LU3.3 Update zoning along Bypass.**

Update zoning to allow for highway commercial to be located to the east of the Bypass intersections, and maintain mixed-use and residential uses to the west of each intersection to preserve these areas as aesthetically pleasing gateways to downtown.



*Short-Term  
(1-2 Years)*



- *Update zoning to reflect needs*

**LU3.4 Create stronger design standard in the Unified Development Ordinance (UDO) to ensure development maintains small town character.**

Establish a form based code/revise UDO to implement a complete street policy and design code that ensures the areas around the US 401/Louisburg Road develops upon a small town character with a sense of place that is inviting to shop, live, or visit.



*Short-Term  
(1-2 Years)*



- *Initiate development ordinance update*

**Goal LU3 (cont'd). Establish a form based code/revise UDO to implement a complete street policy and design code that ensures that development retains a walkable scale in keeping with the small town character of Rolesville. Address intersection areas around new Rolesville Bypass to maximize fiscal returns; the Town needs to harness the energy that will be created by the new Rolesville Bypass interchanges to ensure quality development and preserve roadway capacity.**

**LU3.5 Interconnect the street network.**

Enhance overall street network along the US 401 Bypass/Louisburg Road to alleviate pressures for local trips occurring on the Bypass. Providing more connected roads for people to travel can allow traffic alleviation on major routes and allow them to maintain their roadway capacity.



*Mid-Term  
(3-5 Years)*



- Complete new location studies for new roadways
- Coordinate with NCDOT on new roadway needs

**LU3.6 Interconnect to property owners.**

Ensure development provides for adequate street stubs that will connect to future adjacent developments. Cul-de-sacs streets should be discouraged except in cases of environmental or natural physical conditions that may prohibit such connection, in order to provide a more connected street network that will maintain roadway capacity of major highway routes.



*Short-Term  
(1-2 Years)*



- Initiate development ordinance update

**Goal LU4. Provide a broader array of goods and services within the Town, especially a variety of eateries and more diverse shopping that ensures quality development and preserves roadway capacity.**

**LU4.1 Brand the Town and Downtown.**

Establish a set of marketing strategies to better “brand” Downtown and the Town in association with key stakeholders. Organize a business focus group to gather input on commercial and entertainment opportunities, especially downtown. These strategies can attract new establishments.



*Short-Term  
(1-2 Years)*



- Organize focus groups and work sessions with stakeholders to build a brand for the Town.

**LU4.2 Make planning for downtown a year-long, everyday endeavor.**

Develop/enhance a downtown programming organization to host events, markets, and outdoor entertainment along the most walkable parts of Main Street and the park. Creating social value through placemaking can attract new businesses and investment.



*Short-Term  
(1-2 Years)*



- Increase events in the downtown area.
- Coordination between REDAC and Parks and Rec about new events.

**LU4.3 Leverage private investment.**

Implement a financial incentives program to encourage independent businesses to relocate or enhance property in town, specifically in downtown or growth nodes and mixed use areas identified in this plan. Providing financial assistance to independent businesses can encourage them to remain and move to Rolesville.



*Mid-Term  
(3-5 Years)*



- Consider hiring a financial consultant to assist with needs.
- Research similar Towns for potential options.

**Goal LU5. The existing plan review system should be revised to provide more expedient development review for by-right proposals by administrative action, particularly for non-residential development proposals.**

**LU5.1 Simplify the development review process.**

An unnecessarily complex development review process can be a deterrent from attracting development to Rolesville. As the Town grows, the structure and language of the planning process should be considered in light of increasing numbers of developments with a wider variety of uses entering the process “pipeline,” potentially straining the current negotiated process.



*Short-Term  
(1-2 Years)*



- *Revise development review process*

**Goal 6. Capital budgeting for the Town is constrained, which may hamper providing for the increasing demand for various kinds of civic improvements, such as greenways, parks, recreation, and basic emergency response services.**

**6.1 Support incentives in locations where redevelopment needs to occur.**

Consider offering incentives for preferred types/uses of development and in preferred locations to encourage development. A well-defined set of needs should be outlined prior to opening any discussion about revising these incentives in accordance with long-term needs.



*Short-Term  
(1-2 Years)*



- *Review incentives and adjust if deemed appropriate.*

# 4

## Transportation, Mobility & Connectivity



## IV. Transportation, Mobility & Connectivity

### A. Overview

Currently, the Town of Rolesville's transportation system is dominated by automobile-oriented infrastructure. Similar to most places in the United States, the Town of Rolesville has historically constructed and designed transportation infrastructure almost exclusively to support automobile-oriented land uses. While personal vehicular transportation will continue to play a large role in how the citizens of Rolesville get around Town, providing the opportunity to use other modes of transportation in the town is a critical goal. By creating policies and guidelines that direct the way transportation facilities are built and designed in the future, Rolesville can encourage the use of other modes of transportation, which would decrease congestion on the road while simultaneously increasing air quality and improving citizen's health.

Unlike land use policies, which guide the development and intended use of property, transportation policies predominantly address a place's public

infrastructure, including streets, alleys, parking facilities, greenways, sidewalks, and transit services. Transportation policies in a municipality have the ability to influence how private development affects transportation within its jurisdiction. This influence can be both direct, through physical improvements such as the management of vehicular access across the Town's rights-of-way or the construction of streets within a new development as well as indirect, likely through programs intended to reduce travel demand and encourage the use of alternative and active forms of transportation.

### B. Existing Conditions & Trends

Within the Town of Rolesville's municipal limits, there are roughly thirty-two miles of streets. Planned, designed, and initially built decades ago, many of the Town's major arterial streets were conceived from a traditional approach to transportation planning that may not meet the multi-modal needs of the present-day population. Although these roadways once provided travelers in the Town with an uncongested road network, they are increasingly unable to handle the growing number of vehicles that inevitably accompany the Town's recent 598% population increase from the year 2000 to the year 2013.

In terms of transportation, few alternatives to the automobile exist now. Although the average automobile level-of-service on key roadways within the town limits achieves a grade of "C", the average bicycle and pedestrian level-of-service score on the same road is far

lower. These more active modes of transportation achieve an average grade of "D", achieving above a failing grade not because of dedicated pedestrian and/or bicycle infrastructure or assets meant for these users, but instead due to low vehicular traffic volumes and speeds. It is likely that these volumes and speeds will increase in the near future, leading to a degradation of the quality of the walking and bicycling environments.

There is no access to mass-transit, and many of the existing roads lack pedestrian facilities such as sidewalks, bike lanes, and crossings facilities. Instead, these roads typically include wide lanes and large intersections that facilitate rapid through movements for cars. An unfortunate result is the lack of comfortable accommodations for pedestrians and bicyclists. Successfully expanding the range of transportation options available will require a different approach to the auto-oriented planning and design strategies typical of traditional planning in the past.

Planning and designing roadways only for cars is no longer desirable, particularly in urban or suburban environments. Not only are automobile-oriented environments generally aesthetically unattractive, but focusing transportation efforts exclusively on vehicular capacity and the alleviation of traffic congestion often creates environments that are not safe for bicyclists and pedestrians. Additionally, these areas are frequently lacking in character and do not support

the "sense of place" that Rolesville's citizens desire.

Rolesville is already moving forward in a way that emphasizes the inclusion of other modes in the transportation planning process. Recently, a Special Highway Overlay District (SHOD) along the proposed US 401 Bypass has been put into place. The creation of this district is intended to promote more desirable land uses by limiting conflict points, reducing the need for additional crossover locations and traffic signals, promoting improved pedestrian and vehicular circulation, utilizing design to produce a desirable relationship between individual buildings, and controlling visibility obstructions and clutter. The SHOD also includes a number of new development standards in addition to those within the Town's Unified Development Ordinance. These development standards impact aesthetic elements such as building facades and roofs, mechanical equipment placement, and landscaping of the grounds. The new development standards also have an effect on some environmental matters such as storm water and energy use.

Without any doubt the largest recent change in transportation has been the completion of the Rolesville / US 401 Bypass project to the west of Main Street (now "Business 401"). The Rolesville Bypass allows all through traffic to circumvent the downtown. The Bypass offers travelers, not heading to a destination in the town center, an alternate route therefore relieving



## Main Street / US 401 Business / Louisburg Rd

The intersection of Main and Young streets is the historic center of Rolesville. This corridor is both Rolesville's main thoroughfare and the historic connection with nearby destinations including the City of Raleigh, Wake Technical Community College's East Campus, I-540 and the eventual connection to I-85. Traffic volumes have decreased since the opening of the Rolesville Bypass, although Main still experiences some degree of congestion during peak hours.

Posted Speed Limit	35
Traffic Volume (000s)	12-18
Automobile Score	10 (F)
Bicycle Score	4.8 (E)
Pedestrian Score	4.9 (E)
Typical Design	



## Young Street

If US 401 is Rolesville's figurative and literal main street, then Young Street provides its historical crossroad counterpart. Further to the south, Young Street changes name to Rolesville Road, connecting with other small municipalities in eastern Wake County; to the north, Wait Avenue/NC 98 and the NC 98 Bypass – a connection to western Wake and the major employment center of Research Triangle Park. The new intersection with the Rolesville Bypass a mile east of Main Street creates the potential for a new commercial and mixed-use corridor. Young Street is likely to experience increased traffic volumes as people move back-and-forth between Main Street and the Bypass.

Posted Speed Limit (mph)	35-45
Traffic Volume (000s)	4-6
Automobile Score	42 (A)
Bicycle Score	4.8 (E)
Pedestrian Score	4.3 (E)
Typical Design	



## Rogers Road

The intersection of Rogers Road and Main Street is at the center of gravity of Rolesville, although not its historic center. Redford Place Drive connects a conventional subdivision to the east, but its principle utility is to connect the towns of Rolesville and Wake Forest. The sprawling Heritage and Granite Falls residential subdivisions dominate recent developments in the corridor. Rogers Road will continue to experience increases in traffic, although space to develop more low-density residential units has become limited.

Posted Speed Limit (mph)	35
Traffic Volume (000s)	4-6.5
Automobile Score	32 (A)
Bicycle Score	4.6 (E)
Pedestrian Score	3.9 (D)
Typical Design	

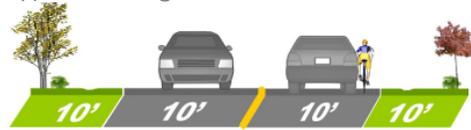


## Jonesville Road

Jonesville Road lies at the extreme southern tip of Rolesville, and provides connections to the south of the Town. The road travels from the Carlton Pointe subdivision to Mitchell Mill Road before changing names to Peebles Road. On the north end, the roadway begins at Main Street / US 401 and directly across from the entrance to the Hampton Pointe residential subdivision. The low traffic volumes shown in this chart are probably not reliable, as this roadway intersects with the new Rolesville Bypass. As the most southerly intersection of the Bypass and closest to the more urban centers of eastern Raleigh, this location is likely to feel development pressures first of all the intersections on the Bypass.

Posted Speed Limit (mph)	45
Traffic Volume (000s)	1-2
Automobile Score	37 (A)
Bicycle Score	3.5 (D)
Pedestrian Score	3.6 (D)

Typical Design



## Burlington Mills Road

South of Rogers Road, Burlington Mills provides another east-west connection to Main Street at the south end of the downtown corridor. This street is more constrained in terms of its design, with more instances of sharp curves than Rogers Road. The roadway is primarily a two-lane, undivided cross-section with the exception of a short widening as it approaches Main Street. There is more green space to develop home sites, the predominant zoning classification along both sides of the roadway for the majority of its length. Also like Rogers Road, Burlington Mills connects Rolesville both to Wake Forest and US 1 / Capital Boulevard further west. Traffic volumes are likely to increase along its length as both the Town center and the lightly developed lands west of Main

Posted Speed Limit (mph)	30-45
Traffic Volume (000s)	2.5
Automobile Score	37 (A)
Bicycle Score	3.5 (D)
Pedestrian Score	3.6 (D)

Typical Design



## C. Needs

- Manage development around the new Rolesville interchanges to preserve the carrying capacity of the major investment.
- Cross-Access between the radial streets on the west side of Town.
- Establish a transit link to Triangle Town Center / GoRaleigh, Wake Technical Community College campus on US 401, and GoTriangle Route transfer (also at Triangle Town Center).
- The greenway requirements now are more of an informal policy, albeit one that is frequently (although not always) met with little resistance; as more complex and demanding developments become the norm, there is likely to be increasing "pushback" on informal "asks" like greenways.

### D. Issues & Challenges

The Steering Committee consistently recommended that Rolesville remain a very “walkable” place, with many destinations close enough to reach on foot from residential areas of the Town.

- The old Thoroughfare Plan has a number of cross-town collector-level streets, but the alignments as shown are antiquated and no longer viable in some instances.
- The provision of any kind of transit service is strongly dependent on the land use that supports it, as well as maintaining a very walkable access point to reach transit stop(s). (Note: cross-over to Land Use Section)
- Revised code language requiring greenways as shown on the adopted plan are constructed by the developer, along with a sufficient fee-in-lieu for the Town to construct if a hardship case is warranted. (Note: it is typically less expensive for private developers to construct these on-site facilities due to mobilization costs)
- The greenway alignments need to be carefully vetted, as these will be the guiding controls on where greenways are required. Also, the Town has little capital budget for constructing greenways on their own.

### E. Goals & Recommendations

By creating a more diverse transportation network in the Town of Rolesville, citizens will be provided with increased connectivity as well as improved mobility choices. Both of these are key items in creating a transportation network suited to meet the needs of the Town's continually growing and diversifying population. Successful

*“Quality of Life is the most important characteristic - and it is easily compromised if our city leaders aren't mindful [of] congestion, traffic, school crowding, lack of local activities and places to go (restaurants, a walkable downtown). Just growing doesn't improve our lives, it actually makes things worse. Preserving open space, creating more parks and recreational spaces, adding sidewalks and bike lanes would all make Rolesville a desirable place to live and stay.”*

- Rolesville survey respondent

implementation of these transportation policies in the Town of Rolesville will involve the introduction of some familiar transportation components, as well as some new components.

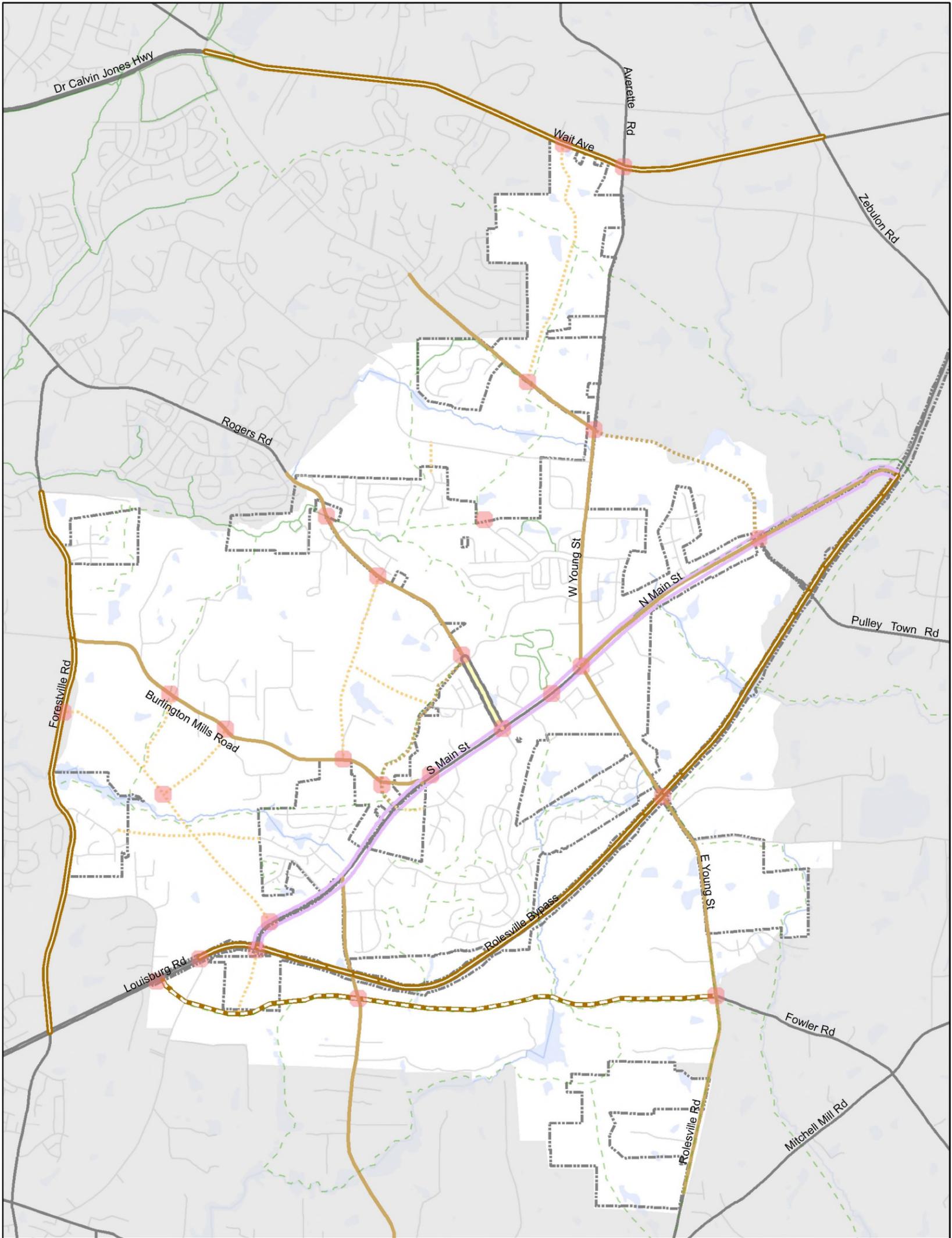
Figure 3 on the next page identifies the roadway recommendations that were defined as needed by the steering committee and public input.



## Historic Downtown - Main & Young Streets

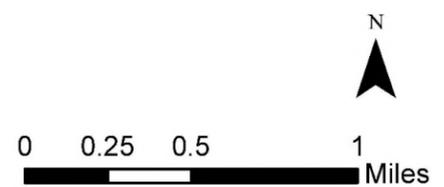
The historic town center has benefited from traffic relief in the peak period due to the US 401 Bypass, and has the potential to develop into a traditional town center thanks in large part to the proposed future Town Hall complex, library, and recreational center (shown in orange). Promoting lower-speed travel will encourage more walking through the downtown heart of Rolesville, and pedestrians will be rewarded with additional streetscaping and other improvements.

Figure 3. Roadway Recommendations



## Rolesville: Transportation Recommendations

- |                    |                                   |                                |
|--------------------|-----------------------------------|--------------------------------|
| Existing Greenways | <b>Intersection Modifications</b> | <b>Roadway Recommendations</b> |
| Proposed Greenways | ■ New or Modified Intersection    | — Main Street Study            |
|                    |                                   | — Five Lanes                   |
|                    |                                   | — Four Lanes New Location      |
|                    |                                   | — Four Lanes with Median       |
|                    |                                   | — Three Lanes New Location     |
|                    |                                   | — Three Lanes                  |
|                    |                                   | — Two Lanes New Location       |
|                    |                                   | — Two Lanes                    |





As in Chapter 3, this section identifies the goals to address the needs, issues and challenges associated with growth. Each goal is presented with recommendations and timeframes to achieve the goal. The timeframe is divided into three periods: **short-term** (1-2 year completion), **mid-term** (3-5 year completion) and **ongoing**. Ongoing recommendations are meant to be started immediately and review yearly if not before depending on need.



**short-term** (1-2 year completion)

**mid-term** (3-5 year completion)

**ongoing** (longer than five years)

**Goal TRANS1. Manage development around the new Rolesville interchanges**

**TRANS1.1 Connectivity Standard.**

Rolesville should establish a connectivity standard that includes maximum block face lengths in the downtown and Main Street Overlay Districts; the standard should be applied at a different distance (e.g., 1,600') outside of these two denser districts. Shorter block lengths improve the cost-efficiency of waste and other service provisions, and ensure that the Town stays walkable as outlying greenfield areas develop.



*Short-Term  
(1-2 Years)*



- *Update design standards.*

**Goal TRANS2. Improve cross-access between radial streets on the west side of Main Street**

**TRANS2.1 Require collector-level streets to create access across unplanned areas.**

The proposed set of secondary, or “collector,” streets is shown in Figure 3. These routes provide both connectivity between lightly or undeveloped tracts of land, but also help ensure that trips can be distributed instead of all being channeled into very limited space on the existing major arterials. The design of these streets is important, too: all should be two-lane, median-divided facilities built to create separated bicycle and pedestrian facilities to ensure the walkable nature of the Town continues as it develops.



*Short-Term  
(1-2 Years)*



- *Update design standards.*

**Goal TRANS3. Establish a transit link to Triangle Town Center / GoRaleigh transit network, Wake Technical Community College campus on US 401, and GoTriangle transit network to accommodate transfers.**

**TRANS3.1 Support and work towards the transit options identified in the Capital Area MPO long-range transportation planning process and Wake County Transit Plan.**

The Northeast Area Study conducted by the Capital Area Metropolitan Planning Organization in 2014 suggested a connection along US 1 to Wake Forest and the existing downtown loop and Raleigh express service. Both options will become viable in conjunction with the mixed-use and higher-density developments that this plan envisions to support a dynamic central core to Rolesville. Ensuring a connection to Triangle Town Center, identified as a future northern hub for transit in the Northeast Area Study, is also crucial. The Wake County Transit Plan calls for an express peak park and ride bus service from Rolesville to Downtown Raleigh. The plan has an option for Rolesville to work with Wake Forest for a Community Service Area bus route between the two Towns that could be jointly funded with half from Wake Forest and Rolesville, and half from the Wake County Tax District. Pursuit of these Wake County Transit Plan Services is highly encouraged.

 Short-Term (1-2 Years)	 <ul style="list-style-type: none"> <li>• Coordinate with Wake County on needs.</li> </ul>
----------------------------------------------------------------------------------------------------------------	----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------

**TRANS3.2 Develop requirement for new private development to include an area for a transit stop in site plans and final construction.**

Without a specific requirement in future transit corridors (which are identified in this Plan), private development will not reserve an area for future transit stops (including pad, shelter, and signage).

 Mid-Term (3-5 Years)	 <ul style="list-style-type: none"> <li>• Coordinate with GoTriangle on appropriate language for transit set-asides in site development.</li> </ul>
----------------------------------------------------------------------------------------------------------------	---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------

**Goal TRANS4. As more complex and demanding developments become the norm, there is likely to be increasing “pushback” on informal “asks” like greenways.**

**TRANS4.1 Provide for the construction of new greenway facilities as a condition for all development projects.**

Specifically, the adopted greenway segments shown in this plan should be a requirement of development, since the future residents of these areas will be the primary beneficiaries of new pedestrian and bicycle facilities.

 Short-Term (1-2 Years)	 <ul style="list-style-type: none"> <li>• Update design standards and site review process to reflect the requirement</li> </ul>
------------------------------------------------------------------------------------------------------------------	-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------

**Goal TRANS5. Update Ordinance-Related Transportation Objectives.**

**TRANS5.1 Lack of enforcement of fire lane parking behavior.**

Fire lanes are crucial to ensure that equipment and personnel can safely and quickly reach structures threatened by fire. The current Town Ordinance is recommended to be modified to strengthen the language to support future enforcement of fire lane restricted areas.



Short-Term  
(1-2 Years)



- Update ordinance standards.

**TRANS5.2 Review the transportation impact fee structure for the Town, not to alter development costs but to streamline the fee schedule.**

The current schedule of transportation impact fees has not been recently reviewed or benchmarked. The Town of Rolesville should contract for a full impact fee rate study that includes a comparison of fees charged by other municipalities in North Carolina.



Short-Term  
(1-2 Years)



- Consider hiring consultant to review the fee structure.

**TRANS5.3 Adopt a Complete Streets Policy**

Rolesville will adopt a resolution and policy that supports complete streets to support its people, property values, and opportunities for obtaining future funding for various types of transportation improvement. A complete street is designed to support every type of person traveling along or across it regardless of age, physical capacity, or type of transportation. Safety, mobility, aesthetics, economic vitality, and traffic reduction for both regular congestion and crash-related congestion will be explicitly considered and documented in decisions regarding the planning, design, construction, and maintenance of existing and future streets.



Short-Term  
(1-2 Years)



- Update ordinance standards.

5

Parks,  
Recreation &  
Open Space



## V. Parks, Recreation & Open Space

### A. Overview

Recreation and open space are key elements to creating a healthy, safe, and community-oriented town, where residents can maintain a high quality of life. The Town of Rolesville has been working towards this goal for years. It has successfully created and maintained several existing parks and recreational facilities, while demand for new parks continues to increase. This Plan is intended to help grow those facilities in a way that will benefit the town and its residents. This section of the Plan serves as a vision for the Town's parks, open spaces, and greenways.

### B. Existing Conditions & Trends

A constantly developing asset, the Rolesville Parks and Recreation system is governed by a Town Advisory Board as well as hired staff. Currently, the town has three publically owned and operated parks in addition to many privately owned open spaces, such as neighborhood playgrounds. In addition to these outdoor open spaces, the Town operates and maintains a community center, which houses many resources for town citizens.

The three existing public parks in the town include Rolesville Community School Park, Main Street Park, and Mill Bridge Nature Park. Each of the Town's parks is different, and brings with it different resources for Rolesville residents to enjoy. The Rolesville Community School Park is located on the same property as Rolesville Elementary School. It has three baseball/softball fields, and one picnic shelter with tables and power outlets. Main Street Park is located in the center of town, and houses four rentable shelters, a scenic gazebo, an open play field, a playground, and over a mile of greenway trails. The most nature-oriented of the three town parks would be the Mill Bridge Nature Park. It is home to the town's 200-seat amphitheater as well as a variety of trails that connect with the greenways built and run by the neighboring municipality of Wake Forest.

Currently, the residents of the Town of Rolesville are able to use a variety of recreational facilities found on the town's 0.8 square miles of open space. That is approximately 6,098 square feet of open space per person residing in the Town. However, this leans heavily towards privately owned facilities, with 56% of the land currently utilized for open space and recreation in private hands. The Town is also home to a growing network of greenways, with 2.9 miles of greenways already built and another 31.7 miles proposed.



**The Zumba Class in Rolesville**, held in the room next door and at the same time as our Steering Committee for the *Rolesville Comprehensive Plan*, never failed to make our meetings more fun.

With its focus on team sports and athletics, the Rolesville Parks & Recreation Department is responsible for running and organizing children's spring baseball, fall baseball, basketball, soccer, football, and cheerleading in addition to its adult softball program. Programming for those interested in activities outside of team sports includes tai chi, 'Mad Science', Zumba, yoga, and instrumental music lessons. The Town's Parks and Recreation Department also runs a variety of classes and special events, including preschool, summer camps, and activities for senior citizens.

### **Rolesville Peer Agency Benchmarking**

As part of the master planning process, a comparative study of recreational facilities and parkland for six peer agencies was conducted by the consultant team. The six peer agencies reviewed are all located in towns in the greater Raleigh metropolitan area of

Wake County. Information was collected through forms completed by agency staff and agency websites. Rolesville data is included for comparison purposes.

Table 2 on the next page provides a brief overview of the population size, land acreage, and miles of trails of the following peer agencies.

- Apex Parks, Recreation and Cultural Resources
- Fuquay-Varina Parks, Recreation and Cultural Resources
- Garner Parks, Recreation and Cultural Resources
- Holly Springs Parks and Recreation
- Morrisville Parks and Recreation
- Wake Forest Parks, Recreation and Cultural Resources
- Rolesville Parks and Recreation

	Apex	Wake Forest	Holly Springs	Garner	Morrisville	Fuquay-Varina	Rolesville
<b>2015 Population</b>	43,817	36,281	29,932	27,153	22,829	22,341	<b>5,716</b>
<b>Size (sq. miles)</b>	15.4 mi <sup>2</sup>	15.2 mi <sup>2</sup>	15.1mi <sup>2</sup>	14.8 mi <sup>2</sup>	8.3 mi <sup>2</sup>	12.2 mi <sup>2</sup>	<b>3.9 mi<sup>2</sup></b>
<b>Number of Parks</b>	11	12	5	11	8	20	<b>3</b>
<b>Total Acreage</b>	443	691.1	537	350	185	280	<b>95.2</b>
Total Acreage Developed	431	293.4	336	272	119	<i>Not Reported</i>	<b>91.4</b>
Total Acreage Undeveloped	12	375.5	201	78	66	<i>Not Reported</i>	<b>3.8</b>
*Joint Use Agreement. Maintained Acreage			*38				
<b>Miles of Trails</b>	9.4	8	11.5	5.9	11.5	5.0	<b>3.1</b>
Miles paved	7.1	5	8.5	3.5	11.5	2.9	<b>2.8</b>
Miles soft (unpaved)	2.3	3	3	2.4	0	2.1	<b>.25</b>
Unimproved			*2.25				

**Table 2: Peer Agency Overview Summary**

While each agency is unique, all of the agencies share some common areas of focus. A comparative analysis can help illuminate trends and opportunities for potential expansion of park and recreational offerings in the Town of Rolesville.

Each peer agency provided information about specifically listed recreational facilities and some added information about facilities unique to their agency. All of the agencies provide parks and trails ranging from a total of 3 to 20 parks, total park acreage from 95 to 691 acres, and 3 to 11.5 miles of trails. Rolesville (3.94 sq. mi. in size) provides more than 3 miles of trails compared to Garner (14.79 sq. mi.) providing 5.9 miles of trails, and Fuquay-Varina (12.16 sq. mi.) providing 4.99 miles of trails.

Among the agencies reviewed, Rolesville alone does not provide a gym in its recreational facility inventory. Among the other agencies, each offers

at least one Recreation Center with a gym with a size range of 11,865 to 45,000 square feet. Morrisville provides, in addition, two small community centers (both under 2000 square feet) as well as an “Aquatics and Fitness” center of 10,032 square feet. Wake Forest also provides an additional community center of 4250 square feet. In addition to its recreational center, Apex provides a 5,000 square feet, specialized camp building for youth summer and track camps.

Only Morrisville and Wake Forest provide pools. The Wake Forest Holding Park Pool is an outdoor pool of 50 meters holding 340,000 gallons of water. It includes a diving board and slide. The Morrisville Aquatics and Fitness Center’s main pool is 25 yards holding 68,000 gallons of water. It is operated year-round, under an air-supported dome from October to April. The center’s wading pool holds 4000 gallons of water. Fuquay-Varina

provides a Splash Park of 6,500 square feet instead of a pool facility.

Four of the agencies, Apex, Garner, Holly Springs, and Wake Park, provide stand-alone cultural/performing arts centers ranging from 10,000 to 12,000 square feet. The Holly Springs Cultural Center includes a library occupying an additional 8,000 square feet. Fuquay-Varina has a cultural/performing arts center in its five-year facility master plan. Only Garner and Wake Forest provide stand-alone senior centers (13,564 square feet and 8,600 square feet, respectively). Wake Forest's senior center is town-owned but not managed/programmed by the Parks and Recreation Department.

While each of Rolesville's peer agencies provides at least one recreation center with a gym, only two agencies provide a public swimming pool facility. Wake Forest's 50-meter outdoor pool provides five times the capacity (in gallons) provided by Morrisville's year-round 25 yd. pool facility.

Only four of the peer agencies currently provide a cultural/performing arts center, with a fifth in the Fuquay-Varina master plan. Morrisville, providing the most recreation centers (4), stands with Rolesville as the only peer agencies without a cultural/performing arts center. Three of the peer agencies provide dog parks and two of the peer agencies provide a Senior Center. It appears that only Apex provides a specialized facility for youth summer and track camps and Fuquay-Varina is the only agency with a Splash Park.

Rolesville is considerably smaller in population and physical size than the six peer agencies reviewed for the purpose of comparison. While the Rolesville Parks

and Recreation Department offers fewer recreational facilities than the peer agencies, it compares favorably with a number of its peer agencies (Garner and Fuquay-Varina in particular) in the miles of trails offered per physical size of the jurisdiction.

### C. Needs

- Consolidated, Multi-Purpose Recreational Facility.
- More multi-purpose fields.
- Complete Main Street Park greenway system.
- Complete other, prioritized greenways.
- Open space is threatened by rapid growth, and that it is often not in the hands of the Rolesville public but is associated with private developments.

### D. Issues & Challenges

- The current Conservation Subdivision District could provide more (private) open space if used more frequently; reviewing the current R2 Cluster Zoning / Conservation Subdivision Zoning code language may help encourage more frequent usage.
- The demand for recreational programs is very near the capacity of the existing fields and facilities to accommodate those who wish to use them now.
- The current resident and non-resident fees are designed only to provide cost recovery for the current programs; there is no provision for the future expansion of programs or of the space to operate the programs built into these fees; a review of comparable fees is in order.
- The economic impacts of parks, recreation, and open space are poorly articulated now; additional

research into how these facilities and spaces positively benefit property values, tax revenues, and public health should be articulated in the Plan.

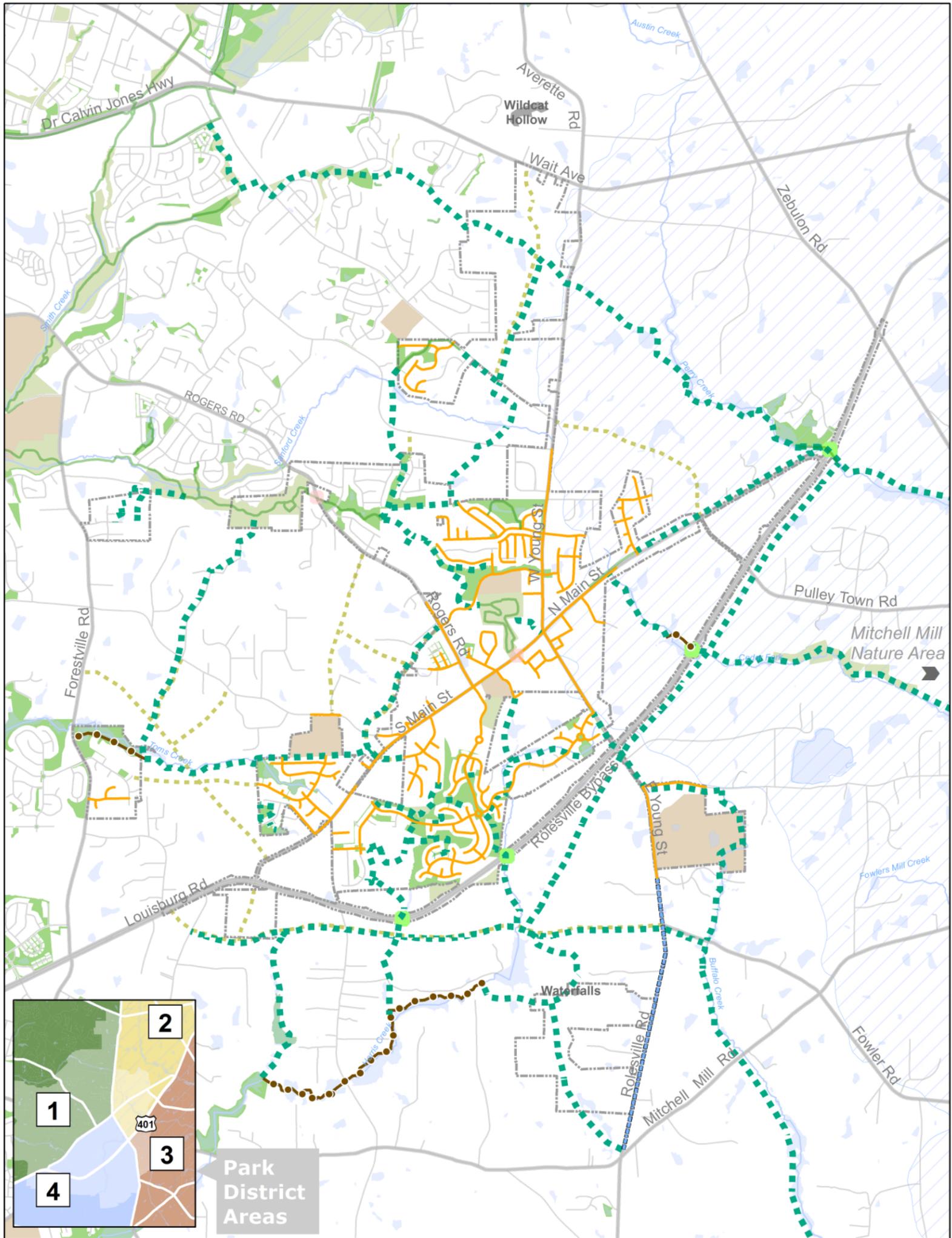
- Although there are several natural features (ponds, streams) that could provide a centerpiece for a new park area, the Town has concerns about liability issues – additional research into risks absorbed by other Towns may be warranted to help confirm or allay these concerns.

### **E. Goals & Recommendations**

The following section identifies Goals and Objectives drawn from the public input, inventory, level of service analysis, community survey, and a review of existing data with a primary focus on maintaining, sustaining, and improving the Town of Rolesville parks, recreation, and greenways.

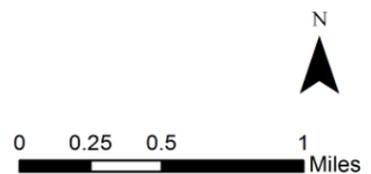
Figure 4 on the following page identifies recommendations for future park expansion areas and greenways. Note also that demand for parks and proximity to existing and future developments suggest that the planning area be divided into four quadrants to assess demand and plan for future facilities (*refer also to Goal PR4.5*).

Figure 4. Parks and Greenway Recommendations



### Rolesville: Park and Greenway Recommendations

- Pedestrian Signal
- Existing Greenways
- Existing Sidewalks
- Planned Greenway
- Existing Underpasses
- New Location Road with Sidewalks
- Water Supply Watershed
- Rivers, Creeks, and Streams
- Public Open Space
- School
- Private Open Space
- Planned Sidewalk
- Potential Wetland Mitigation





The following are recommendations to enhance the level of service and the quality of life with improvement through organizational efficiencies, financial opportunities, improved programming and service delivery, and maintenance and improvements to facilities and amenities.

This section identifies the goals to address the needs, issues and challenges associated with growth. Each goal is presented with recommendations and timeframes to achieve the goal. The timeframe is divided into three periods: **short-term** (1-2 year completion), **mid-term** (3-5 year completion) and **ongoing**. Ongoing recommendations are meant to be started immediately and review yearly if not before depending on need.



**short-term** (1-2 year completion)  
**mid-term** (3-5 year completion)  
**ongoing** (longer than five years)

**Goal PR1. Continue to Improve Organizational Efficiencies**

**PR1.1 Maintain existing level of service goal.**

The Town of Rolesville currently has a Level of Service that is 16 acres of developed parkland per 1,000 persons based on the 2015 population (5,716) and total developed parkland (91 acres). If the Town is to maintain that 16 acres per 1,000 persons relationship, based on population growth projections it will need to add 21 acres by 2020 and 45 by 2025. Additionally, the Town should develop a Level of Service Access Standard that considers components within parks and a radius of ½-mile per component for walkability.



Ongoing



- Review needs yearly.

**PR1.2 Enhance and improve internal and external communication regarding activities and services.**

The Parks and Recreation Department should develop a Marketing/Communication Plan that will guide the Department’s efforts in communicating and promoting their activities, services, and facilities. This will create great awareness for programs, services, and facility upgrades. The marketing and communication of Parks and Recreation Department activities should be enhanced with a focused effort on adopting open lines of communication and meetings with partners and potential partners within the community.



Short-Term  
(1-2 Years)



- Organize work sessions with surrounding Towns to understand area needs and organize a Plan to serve local citizens.

**PR1.3 Provide improved signage agency-wide to make it easier for patrons to find and use parks, facilities, and greenways.**

The Parks and Recreation Department should evaluate directional and wayfinding signage to facilities on roadways, greenways, and within parks. Additionally, the Department should develop signage standards for parks (tied to town-wide signage plan) and update existing park signs as parks are renovated to meet the new standard. Improved wayfinding signage will contribute to a greater accessibility to parks, facilities and greenways.



Mid-Term  
(3-5 Years)



- Develop a Wayfinding Plan.

**PR1.4 Maintain existing quality standards for facilities and amenities.**

The Department should continue to improve and upgrade existing facilities and amenities as well as addressing aging and overused facilities through the CIP Plan. As the system grows, the Department should develop a Life Cycle Maintenance Program to forecast future needs and capital spending.



Short-Term  
(1-2 Years)



- Inventory existing amenities
- Use information gathered in work sessions in 1.2 to help forecast future needs to keep quality standards.

**Goal PR1(Cont'd). Continue to Improve Organizational Efficiencies**

**PR1.5 Increase social media use and navigation “apps” for parks and greenways.**

Mobile marketing is a trend of the future. Young adults engage in mobile data applications at much higher rates than do adults in age brackets 30 and older. Usage rates of mobile applications demonstrate that chronologically across four major age cohorts, Millennials tend to get information more frequently using mobile devices such as smart phones. Parks and Recreation should explore additional social media uses and navigation apps for parks and greenways. The Town of Rolesville has current best practices for social media that should be followed, reviewed annually, and updated as needed.

 <p>Ongoing</p>	 <ul style="list-style-type: none"> <li>• Increase social media use.</li> <li>• Publicize social media sites.</li> </ul>
---------------------------------------------------------------------------------------------------	------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------

**PR1.6 Staff appropriately to meet demand and maintain established quality of service.**

As recommendations in the Comprehensive Plan for programs, services, new facilities, greenways, parks, and facility upgrades are implemented, it is important to maintain staffing levels to current performance standards. This will require new full-time equivalent positions in both parks and recreation.

 <p>Ongoing</p>	 <ul style="list-style-type: none"> <li>• Review staffing yearly.</li> </ul>
---------------------------------------------------------------------------------------------------	------------------------------------------------------------------------------------------------------------------------------------------------------------------

**Goal PR2. Increase Financial Opportunities**

**PR2.1 Explore a Bond Referendum.**

As the Town of Rolesville continues to grow and demand for recreational facilities increases, funding for recommended additional facilities and park land will need to be identified. One option is a Bond to pay for land acquisitions and facility construction.



Mid-Term  
(3-5 Years)



- Coordinate with local leaders

**PR2.2 Evaluate Developer Impact Fee Ordinance.**

As the Town continues to grow and new development occurs, the current Developer Impact Fee needs to be reviewed and updated based on Level of Service standards. If the Department maintains their current standard of 16 acres of developed parkland per 1,000 people, they need to review the ordinance periodically to keep current with the LOS.



Ongoing



- Review LOS yearly

**PR2.3 Explore a sales tax dedicated to recreation.**

In the 2006 Parks and Recreation Plan, 82% of survey respondents supported the use of tax revenue to fund recreation and parks opportunities. As part of an updated Parks and Recreation Master Plan, a needs assessment and community survey should be conducted to see if there is still support.



Mid-Term  
(3-5 Years)



- Complete forecast study

**PR2.4 Pursue grant and philanthropic opportunities.**

The Department currently takes advantage of grant opportunities available for programming, services, and facility improvements. The Parks and Recreation Department should continue to pursue any and all grant opportunities at the federal, state, regional, and local levels. To accomplish this, the Department may consider contracting with a dedicated grant writer to research, submit, and track such grants.



Ongoing



- Explore grant opportunities

**Goal PR2 (cont'd). Increase Financial Opportunities**

**PR2.5 Implement a cost recovery and pricing policy.**

The Department currently has a user fee system that recovers cost for programs and facilities rentals. The Parks and Recreation Department should consider developing and implementing a Cost Recovery Policy such as the Pyramid Pricing Methodology to determine a consistent method of pricing Parks and Recreation activities throughout the Department. In addition to establishing a Cost Recovery and Pricing Policy, the Department should explore the feasibility of dedicated revenue for parks and recreation through special revenue funds, sports tourism, or other available sources.



*Mid Term  
(3-5 Years)*



- *Complete feasibility and cost analyst study*

**PR2.6 Establish a park and greenway sponsorship program.**

Working with private sector partners (and even with town government divisions) and tying to the wayfinding program noted in PR1.3 (to acknowledge partners), Rolesville can help ease costs for greenway and park maintenance – although coordinating these programs does require time from staff.



*Mid Term  
(3-5 Years)*



- *Complete feasibility and cost analyst study*

## Goal PR4. Maintain and Improve Facilities and Amenities

### PR4.1 Maintain and improve existing facilities.

The Department should continue to implement existing plans and the Capital Improvement Plan, and develop a Life Cycle Replacement Plan to maintain and improve existing facilities. These plans should be reviewed annually and updated as needed.



Ongoing



- Develop Plan and include a prioritization of the projects to define work needs for future years.

### PR4.2 Expand greenways and connectivity.

The Town should continue to implement the existing Rolesville Open Space and Greenways Plan and update as needed based on annual reviews. Concentrate efforts on prioritized areas within the plan such as completing the Main Street Park greenway system. As new and existing greenways are designed and renovated, the Department should consider adding fitness stations and family fun stations in appropriate locations along the greenways.



Mid-Term  
(3-5 Years)



- Coordinate with Wake County on future greenway development in the area
- Review funding for greenway construction.
- Coordinate with land owners and developers.

### 4.3 Add indoor recreation facility.

Based on recommendations from the 2006 Parks and Recreation Plan, community input and the survey results, there is a need for a multipurpose indoor recreation center. The Department should explore opportunities to construction of a Recreation Center that would be a “one stop shop” for the Town. If the new facility could be located in proximity to the proposed Town Hall complex, it would act as an anchor for downtown development. A downtown recreation center would attract residents and visitors and become an economic catalyst.



Mid-Term  
(3-5 Years)



- Consider new recreation facility in potential bond referendum (2.1).
- Coordination with land owners for site.

### 4.4 Develop new amenities at existing parks based on level of service analysis.

Demand for usage of Rolesville parks and athletic facilities continue to grow, and the Department should look for opportunities to add new amenities to enhance the experience for users. As Rolesville continues to grow, the Department should look for opportunities to add parks and greenways in those new growth areas. In addition, based on the level of service analysis, the Department should look for opportunities to add new components at existing parks where the level of service is below threshold.



Ongoing



- Review usage demands for the Town yearly.
- Coordinate with surrounding communities for needs and partnership opportunities.

**Goal PR4 (cont'd). Maintain and Improve Facilities and Amenities**

**PR4.5 Acquire new land for parks.**

Based on population growth and a LOS standard of reaching 16 acres of developed parkland per 1,000 population, the Department needs to continue to find and purchase additional land for future park development. The four park demand districts shown in Figure 4 identify service areas to help better delineate accessible service zones to measure supply. When considering new parks, priority should be given to areas where LOS is below threshold. Additionally, unique natural resource areas should be preserved for the community as identified in the Open Space and Greenways Plan.



Ongoing



- Coordinate with land owners and developers.
- Review LOS (4.9)

**PR4.6 Continue to improve ADA accessibility at all facilities.**

Title II of the Americans with Disabilities Act (ADA) requires State and local governments to make their programs and services accessible to persons with disabilities. Self-evaluation enables local governments to pinpoint the facilities, programs, and services that must be modified or relocated to ensure that local governments are complying with the ADA.” The Department needs to conduct a self-evaluation and develop a comprehensive transition plan. Once the ADA Transition Plan is developed and adopted, it should be updated at least every 5 years.



Ongoing



- Complete the ADA Transition Plan and include an inventory of all facilities and accessibility issues.
- Prioritize projects to define work needs for future years.

**PR4.7 Address current and future needs for Athletic Fields.**

As demand currently exists, seek opportunities to add recreation fields as usage demands and the population grows. Based on the survey, there is large support for additional athletic fields. If these fields were built as part of an athletic complex, the complex could serve the current and future demand, as well as becoming an economic driver. A complex would provide the opportunity to host tournaments by youth and adult and create an economic impact through sport tourism. Finally by developing a complex the Town would be able to reduce maintenance cost by having the fields in one location reducing travel time and creating efficiencies in use of equipment and staff.



Mid-Term  
(3-5 Years)



- Consider new recreation facility in potential bond referendum (2.1).
- Coordination with land owners for site.

**PR4.8 Consider programming needs when adding new components to existing parks or when developing new parks.**

Continue to evaluate the programming needs of the community when developing new parks or when adding new components to existing parks.



Ongoing



- Coordinate with partnering communities on needs that may impact the Town.
- Complete community outreach to understand needs.

**Goal 4 (cont'd). Maintain and Improve Facilities and Amenities**

**4.9 Monitor use, demands, and trends of Recreation Components.**

Through the use of Dashboards and other reporting and tracking tools, continue to monitor and evaluate the use, demands, and trends in recreation amenities. Report out these trends to the public and appointed/elected officials each year for the town as a whole as well as for the four individual park service districts represented in Figure 4.



*Ongoing*



- *Develop tracking tools of ease of reporting.*
- *Update the tools as needs changes.*

6

# Rolesville Downtown



## VI. Rolesville Downtown

### A. Overview

Retaining the Town's previous identity of a small farming community, Downtown Rolesville is quaint. Unlike some other North Carolina towns, Rolesville did not develop a grid-patterned network of streets that would facilitate many corner shops abutting sidewalk-lined plazas. The focal point of downtown development has been US 401, with only the intersection of US 401/Main Street and Young Street retaining a close-knit "feel" of homes and small, independent businesses. West Young Street and Main Street were the Town's main streets dating back to its founding. Prior to its dismantling in 1941, the fence that surrounded Rolesville could only be entered through gates on these two streets, imbuing this intersection with historical significance. The current downtown has shifted to the south to Rogers Road, and is home to a mix of uses including residential units, commercial properties, and public facilities such as parks, schools, and local government offices.

### B. Existing Conditions & Trends

Commercial businesses in downtown Rolesville include a Sonic Restaurant, local retailers, Rolesville Furniture, as well

as the office for the small community newspaper (Rolesville Buzz). These commercial properties are in buildings built mostly in the early-to-mid twentieth century. Scattered amongst these businesses in the downtown vicinity there is also a significant number of residential units. Residential unit values vary greatly in the downtown area, ranging from the low \$100,000s to the high \$300,000s. Like their value, the age of homes in this downtown area also varies greatly from new townhouses and single family homes built in the last couple of years on the outer edges of downtown to the more historic, early twentieth century bungalows found closer to the Town's core.

Rolesville is actively planning to relocate its Town Hall complex from the shopping center complex at Southtown Circle north of Burlington Mills Road to the southwest quadrant of the Young Street / Main Street intersection. That location, as noted previously, would help re-establish this place as the true center of gravity in the Town. More importantly, revitalizing this corner and connecting it southward to Rogers Road and Burlington Mills Road creates the opportunity to anchor a mixed-use environment containing commercial, educational, park, and residential corridor. Connecting these diverse places is crucial, and using a common design vernacular, incorporating landscaping, streetscaping, lighting fixtures, pedestrian ways, and public art helps solidify this place as the central, defining a sense of place for Rolesville. Much of the private development energy in the near future will be driven towards the highly accessible Rolesville Bypass locations (on the south end, outside of the restrictive watershed areas to the north and east of the Bypass), increasing the importance of attracting

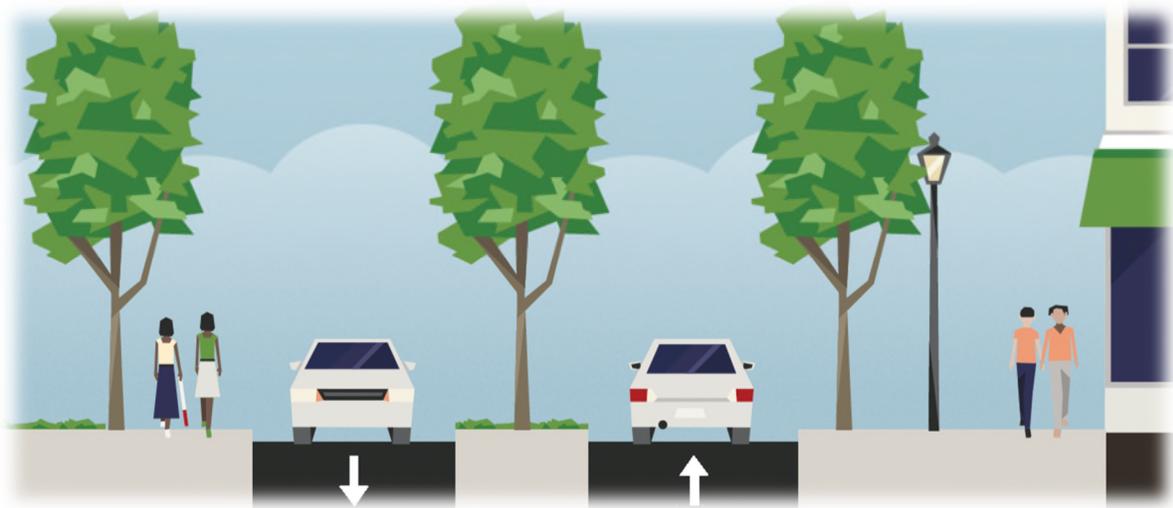
## Rolesville: Comprehensive Plan 2017

new and revitalized businesses into this core to ensure that a dynamic recognizable center remains.

Figures 5 and 6 on the following page illustrates how the downtown area might grow and change to become a more focused destination for the Rolesville community.

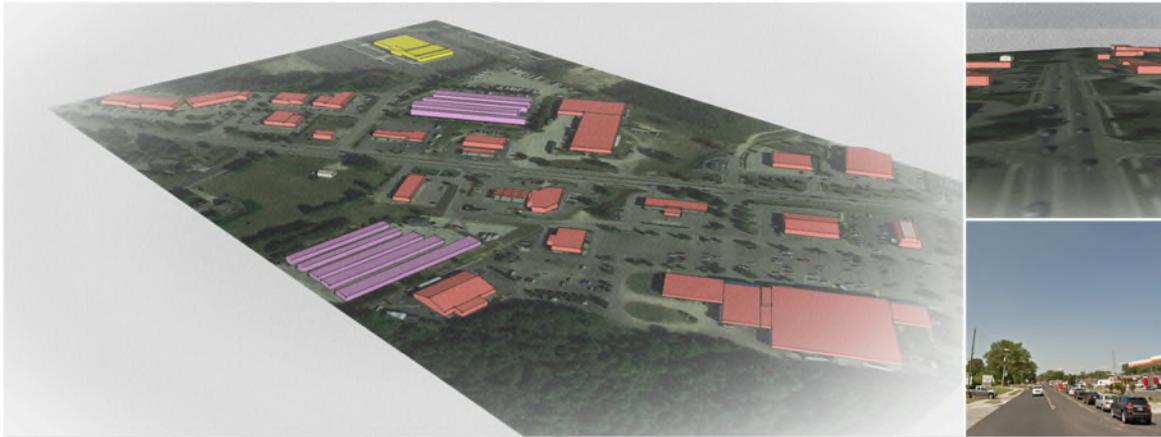


Existing Main Street



Potential Improvements to Main Street

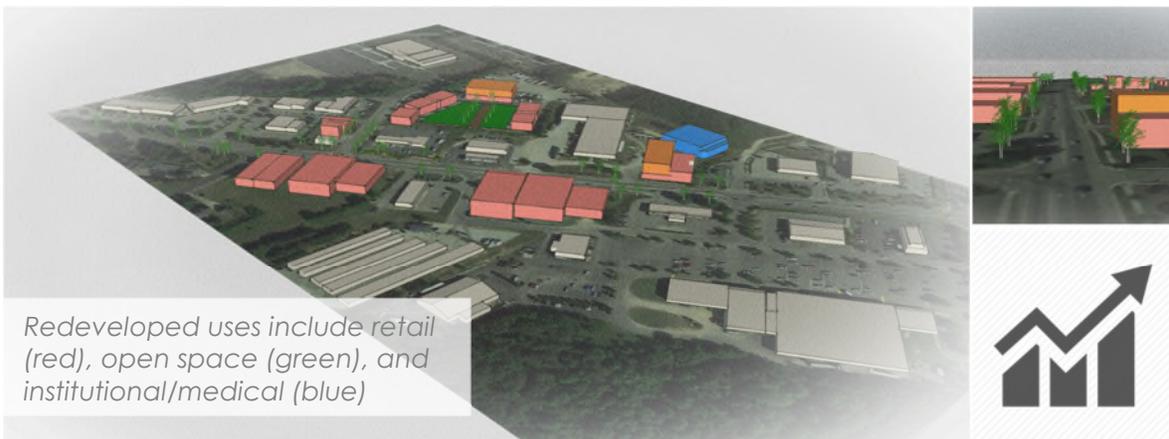
Figure 5. Existing Downtown Area



## Main Street – Burlington Mills to Rogers Road

Look for: Parking areas confuse streets and destinations, inconsistent or missing streetscaping, dominance of highway retail uses, many of which depend on large volumes of pass-through traffic

Figure 6. Proposed Changes in Downtown Area



Redeveloped uses include retail (red), open space (green), and institutional/medical (blue)

## New Development (Phases I and II)

By the time the second phase of development is completed, a solid streetfront has been established. Adjacent structures will increase in value, benefiting the owners, raising town revenues, and encouraging further redevelopment, particularly where the existing structures are beginning to "age out."

### C. Needs

- Build upon a walkable infrastructure already present in the downtown.
- Create safe street crossings, particularly at Rogers Road, Main Street Park/Elementary School, and Burlington Mills Road.
- Create the appearance of a true and consistent streetscape.
- Create infill opportunities in both the “old” and “new” downtown development nodes.
- Utilize the proposed Town Hall complex to revitalize the historic downtown at Young Street.
- Better organize surface parking, lighting, and other design elements to create a consistent architectural vernacular.
- Main Street needs a detailed, engineering-grade study from Bowling Drive on the north side to Burlington Mills Road on the south end.

### D. Issues & Challenges

- The ROW limits are variable throughout the corridor, and need to be better understood so that a consistent street vernacular can be achieved.
- Inserting a median facility would lessen the access for several properties, but these are relatively few and may be accommodated through a roundabout at Young/Main Streets.
- The street aesthetics need to support renewed investments in downtown as an important destination, including attractive infill development and redevelopment opportunities.

### E. Goals & Recommendations

This section identifies the goals to address the needs, issues and challenges associated with growth. Each goal is presented with recommendations and timeframes to achieve the goal. The timeframe is divided into three periods: short term (1-2 year completion), midterm (3-5 year completion) and ongoing. Ongoing recommendations are meant to be started immediately and review yearly if not before depending on need.



**short-term** (1-2 year completion)  
**mid-term** (3-5 year completion)  
**ongoing** (longer than five years)

**Goal D1. Enhance existing and build new strong and livable neighborhoods that support a walkable, mixed-use downtown.**

**D1.1 Take actions to ensure that new housing stock provides diverse options around Main Street.**

New neighborhoods that are developed should provide a mix of housing options for young adults, families, senior citizens, etc. so that citizens can age and place and have options for their housing expectations.



Ongoing



- Include review of component needs during the review process.
- Identify housing structure needs in future plans developed.

**D1.2 Develop beautification plan for Young Street.**

Invest in beautification plan for Young Street that includes landscaping, urban, pedestrian, and gateway design. Enhancing this connection can attract new development to Downtown.



Mid-Term  
(3-5 Years)



- Work with local leaders and citizens to develop a Plan to include key design elements, multimodal transportation needs and landscaping that reflect the Town's needs.
- Work with homeowners to develop plan to renovate existing homes.
- Research grant options to help fund renovations.

**D1.3 Support maintenance of existing neighborhoods.**

Retrofit the public realm of existing neighborhoods to represent a character more in keeping with a historic downtown, such as providing better landscaping, lighting, and multimodal facilities



Mid-Term  
(3-5 Years)



- Develop plan that meets the needs of the area.
- Research grant options to help fund renovations.

**Goal D2. Identify and enhance connections between downtown and neighborhoods.**

**D2.1 Connect the Street Network.**

Ensure that new development is constructed on a connected street network with multiple connection points to main routes that connect to downtown. Increased connection will allow for more integration between neighborhoods and retail, mixed-use, and commercial uses dependent on their patronage.



Ongoing



- Include connections needs in the development review process.

**D2.2 Complete the Street.**

Create diverse and welcoming street environments. Define infrastructure investments, like sidewalks and bike facilities, as well as landscaping, like shade trees that will improve the experience and safety for residents to walk downtown.



Ongoing



- Include components in the development review process
- Coordinate with NCDOT on needs

**D2.3 Support biking and walking facilities.**

Identify important routes that connect multiple neighborhoods and improve these for non-vehicle traffic by adding unique facilities like a cycle track, multiuse path, or extending greenway facilities. Creating a trail system that connects neighborhoods with downtown will create an alternative transportation system to the street network.



Ongoing



- Include needs in future plans developed.
- Consider hiring consultant to develop a Greenway Plan.
- Update existing multimodal plans to portray Town's needs.

**Goal D3. Create a vital mix of uses that provide a place for people to live, work and play while supporting regional employment and office opportunities.**

**D3.1 Develop a Complete Street Policy.**

Create a complete street policy that ensures that Main Street, Young Street, and other important key roads downtown maintain their capacity and provide facilities for pedestrians.

**D3.2 Ensure that future street widening and construction accommodates all modes of travel.**

Acquire right-of-way outright, or require the dedication of land through redevelopment for the enhancement of the pedestrian public realm along key streets downtown. This will provide for the needed infrastructure to support mixed use activities like outdoor seating, increase pedestrian volume from shopping, and street furniture like benches, lighting, and trashcans.

 <p><i>Short-Term (1-2 Years)</i></p>	 <ul style="list-style-type: none"> <li>• <i>Work with local leaders to develop a policy for future roadways.</i></li> </ul>
 <p><i>Mid-Term (3-5 Years)</i></p>	 <ul style="list-style-type: none"> <li>• <i>Research ROW needs and acquire land.</i></li> <li>• <i>Include ROW needs in future development plans.</i></li> </ul>

**Goal D4. Plan a system of open spaces, traffic circulation, public and private parking, and pedestrian infrastructure to ensure users can easily find their way, park, and walk to their destinations.**

**D4.1 Make the best use of parking.**

Optimize the capacity of on-street parking where appropriate and develop parking regulations to locate surface parking lots behind buildings, instead of between the building and the street. This can create a safer, more vibrant, and economically sustainable public realm to support businesses.



Short-Term  
(1-2 Years)



- Update development standards

**D4.2 Implement shared parking and remote parking.**

New development should share parking and access where possible to minimize curb cuts. Shared parking, and remote parking allowances in mixed-use areas, help alleviate the demands that surface parking puts on developers, and will help create a stronger streetscape and walkable environment.



Short-Term  
(1-2 Years)



- Update development standards

**D4.3 Create more public spaces in small spaces.**

Utilize incentives for new development to include plaza areas related to adjacent uses and the open space network.



Ongoing



- Utilize incentives from new developments.

**D4.4 Better places have better street environments.**

Develop a streetscape and landscape plan to establish/improve a tree canopy on both public and private property.



Short-Term  
(1-2 Years)



- Consider hiring a consultant to assist in the development of a streetscape and landscape plan.
- Include these plans in the site development review.
- Review other municipalities street tree maintenance policies.

**Goal D5. Create a human-scale streetwall and development consistent with a walkable environment. Provide appropriate regulation on the size and form of buildings to create a unique identity for downtown that will attract investment and opportunity.**

**D5.1 Protect historic buildings.**

Preserve and enhance existing historic buildings that contribute to the walkable environment of the downtown. This will preserve the farming history of the Town, while setting a precedent for future development.



*Mid-Term  
(3-5 Years)*



- *Research grant options to help fund preservation.*
- *Coordinate with NCSHPO with signage to identify historic properties.*

**D5.2 Seek opportunities to acquire lands for pocket parks or larger assemblies.**

Assemble property as necessary where ownership, lot layout, etc. discourages redevelopment in downtown. Creating redevelopment sites can attract investment in the most desired areas downtown, especially in those that will create a street wall along Main Street.



*Short-Term  
(1-2 Years)*



- *Modify zoning regulations to promote redevelopment.*
- *Modify development codes to reflect the needs of the area.*

**D5.3 Modify zoning strategies to create the downtown we want to see.**

Use elements of form-based code for the downtown district that uses urban design strategies to improve the pedestrian safety, character and experience of the built environment. This code should underscore materials, massing, height, setbacks, parking location, landscaping, and signage in simple, direct language.



*Mid-Term  
(3-5 Years)*



- *Modify zoning regulations to encourage appropriate development*
- *Modify development codes to reflect the needs of the area.*

**Goal D6. Develop a “brand” for downtown Rolesville that honors its origins as a small farming town.**

**D6.1 Celebrate the Town and important places.**

Create a wayfinding program for pedestrians, multimodal users, and automobiles that mark the town’s border, establishes gateways on important corridors, and makes navigation to the downtown clear and enjoyable.



*Short-Term  
(1-2 Years)*



- *Develop a Wayfinding Plan.*

**D6.2 Advertise the Town.**

Create a marketing and branding campaign that communicates Rolesville’s downtown as a small town unique destination for visitors and residents. Intentional marketing will increase awareness to the greater Raleigh area, and help create a distinctive identity.



*Short-Term  
(1-2 Years)*



- *Organize focus groups and work sessions with stakeholders to build a brand for the Town.*
- *Consider hiring graphic design consultant to assist.*

**D6.3 Continue to bring people together.**

Host events, such as festivals, markets, and “pop-up” restaurants to increase awareness and tourism in Downtown Rolesville. The 2015 Fall FunFest was very successful, owing in part to its central location that closed off Main Street, as well as inviting food trucks and outside vendors to compliment the traditional free hot dogs.



*Ongoing*



- *Coordinate with Town agencies to increase public events.*



7

# Implementation Strategies

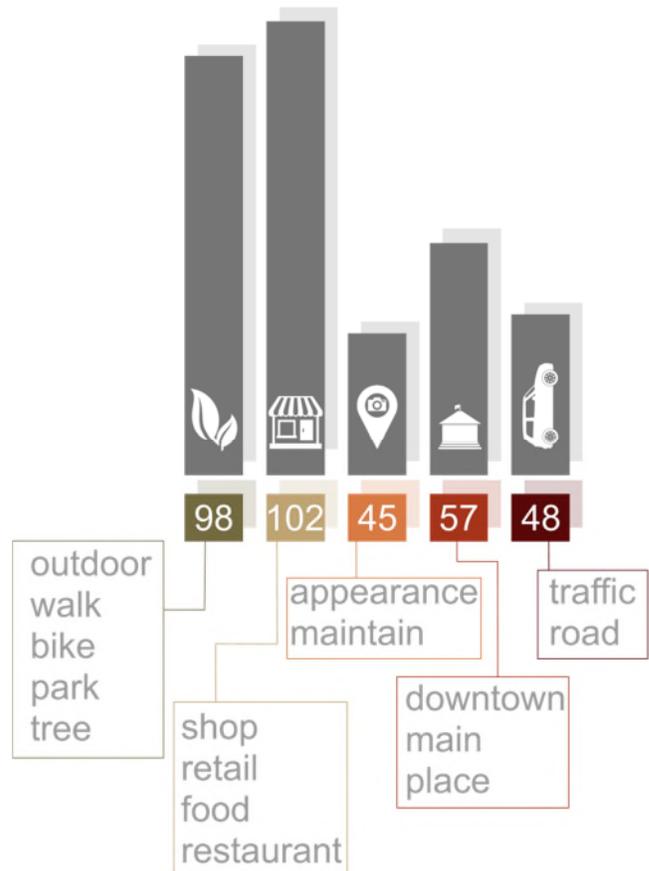


## VII. Implementation Strategies

### A. Introduction

The Rolesville Comprehensive Plan recommends the implementation of a variety of items related to land use, development, transportation and parks and recreation. A phased strategy for carrying out this plan is suggested in the subsequent sections. Each goal is met with a recommendation and a time frame for completion. The phased strategy is based on various components such as implementation logistics, financing, and construction operations. By phasing the components of the Comprehensive Plan, the Town should begin to see improvements in the various areas by taking small steps towards completion of the Plan.

Creating the Rolesville Comprehensive Plan required the efforts of many people for nearly two years, but acquiring funds to implement the Plan will be a greater challenge. The following section discusses possible financial implementation tools that can be sought to develop the Town in accordance with the Plan's recommendations.



**Survey respondents shared some common themes** revealed in the key words they used when asked to describe what the *Rolesville Comprehensive Plan* should address; downtown and scenic, active living were at the top of the list

### B. Implementation Tools

Expenditures play an essential role in implementation. It is nearly impossible to rely on local dollars to implement all the projects needed over the next 20 years. The following are several funding sources to help with implementation are discussed below.

**Capital Improvement Program.** Rolesville should formulate a Capital Improvement Plan projects that are considered to have a quick implementation that would benefit the Town and accomplish goals identified in the report. Examples of these projects could be sidewalk improvements, street crossings and facility and maintenance of local recreation sites.

**North Carolina Capital Area Metropolitan Planning Organization (CAMPO) Locally Administered Projects Program (LAPP).** The LAPP program was adopted by CAMPO in 2010 to be used to prioritize transportation related projects that receive federal funding. Coordination with CAMPO will be needed for funding obligation for federal mandate projects.

**NCDOT Strategic Transportation Investment law (STI).** STI allows NCDOT to use funding to enhance transportation infrastructure as well as supporting a higher quality of life for a municipality. STI established the Strategic Mobility Formula that allocates revenues through a factor based scoring technique. The projects that are scored with the STI are within the current State Transportation Improvement Program (STIP). The STIP identifies funding information and scheduling for transportation projects statewide. Rolesville should coordinate with NCDOT to align appropriate projects onto the State Transportation Improvement Program.

**Project Development Financing/Tax Increment Financing.** Project Development Financing, or Tax Increment Financing (TIF), is an economic development tool that local governments use to finance public improvements to a designated area without having to rely on the state or federal government for funding. Using project development financing, local governments may issue bonds to pay for a variety of activities (examples include buying and selling land, installing utilities, and constructing streets) in order to encourage the private development of land that may not otherwise occur. In North Carolina, a TIF district may be established if the local government and relevant property owners determine that the area is eligible for redevelopment because it meets certain standards (deteriorated, undeveloped, underdeveloped, or inappropriately developed).

**Bond Referendum.** Bonds are a borrowing technique used by local governments to fund public facilities and infrastructure. This type of financing allows the cost of a facility to spread over time so that generations of users contribute a proportionate share of the investments. Bonds generally have lower interest rates than private loans.

**Main Street America.** The Main Street Program works with municipalities to encourage preservation based community revitalization. As a member of Main Street America, you are given resources, solutions and connections to build and revitalize the downtown area. Town leadership may consider becoming a member to obtain benefits.

**Community Development Block Grants (CDBG).** This program provides communities with resources to address

community needs. CDBG grants works to ensure affordable housing to vulnerable populations. Seventy percent of the CDBG grants must benefit low and moderate income persons.

### C. Monitoring and Evaluation System

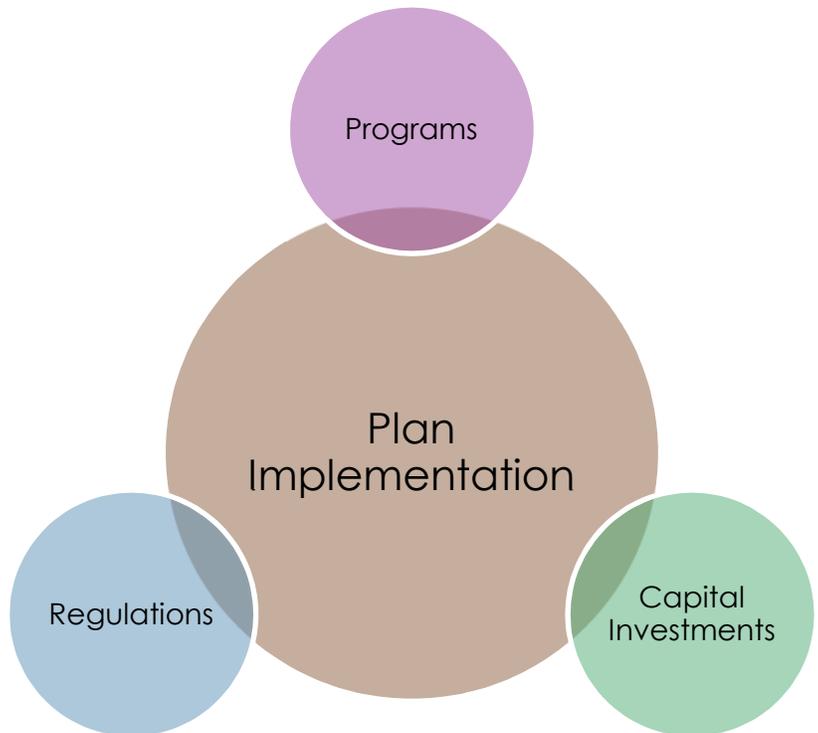
This Plan incorporates a process and protocol for ensuring proper implementation of regulations and facilities to better manage growth in Rolesville. If a Plan is going to be useful overtime, it is important to develop ways of monitoring progress. Comprehensive Planning should be thought of as an on-going process. It is the foundation which will guide more detailed planning.

**Annual Monitoring.** Rolesville should prepare an annual report one year after the adoption of this Plan indicating progress and actions towards implementation.

**Benchmarks.** Develop benchmarks as a monitoring program to evaluate the effectiveness of efforts an adherence to the Plan.

**Citizen Communication.** Maintain open communication with the local stakeholders to ensure the Plan recommendations and current projects are relevant to the needs. If amendments are considered, stake-holders should be actively included for participation in the decision-making process.

**Updating.** Rolesville should initiate the process to review and update the Comprehensive Plan every five years.



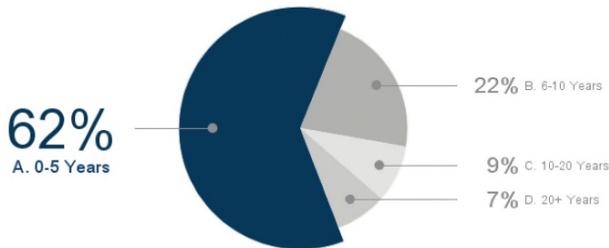
This Plan is not intended to be a definitive formula and is not intended to preclude certain actions from being implemented. This Plan should be seen as a guide to decision-making to ensure progress in carrying out strategies. While the

Comprehensive Plan incorporates reasonable flexibility, the degree of success in implementing the Plan will be a reflection of the Rolesville's ability to consistently act in accordance with the implementation strategies.

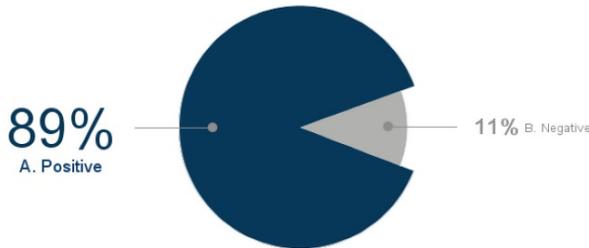
## Appendix. Online Public Survey Responses



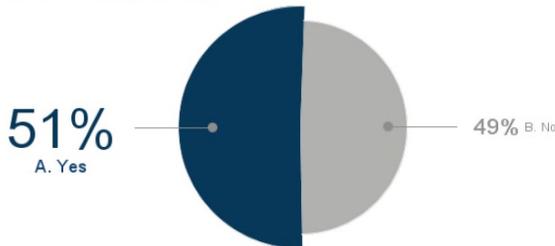
1. How long have you been a resident of Rolesville?



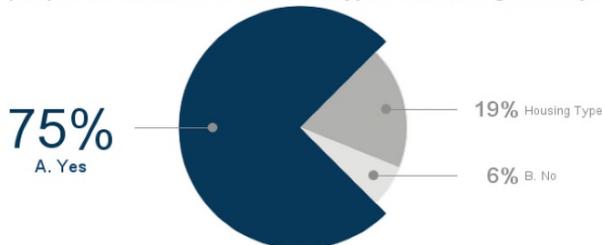
3. Do you feel like the Rolesville population growth is a positive or a negative thing?



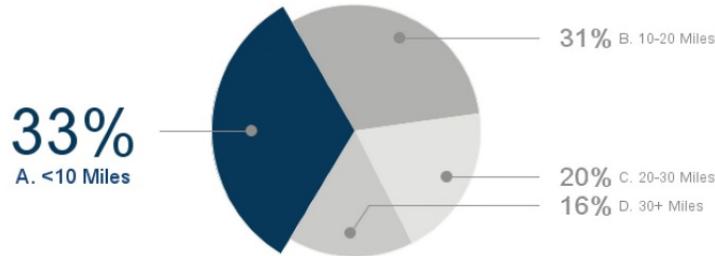
4. Do you feel that Rolesville has adequate regulations set up to control its growth, and maintain efficient land uses?



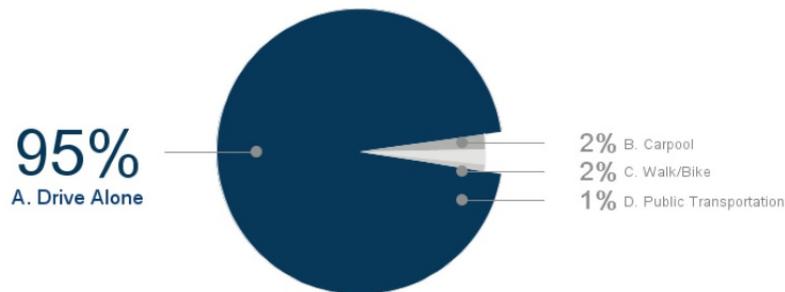
5. Do you believe that Rolesville housing stock is diverse enough to support the different types of people in the town? If not, what types of housing would you like to see more o...



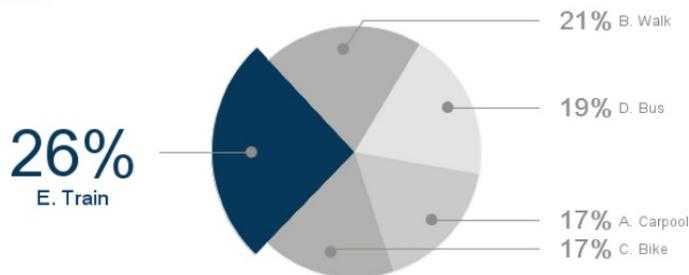
6. How far is your commute to work? (skip if not employed)



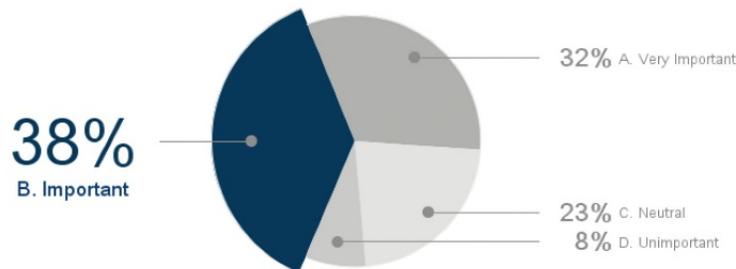
7. How do you get to work? (skip if not employed)



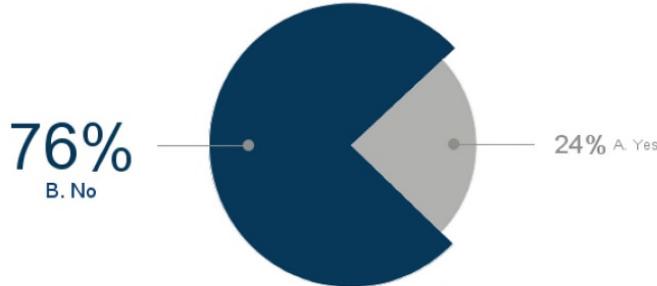
8. If it were available and convenient, would you choose to use any of the following to get to work?



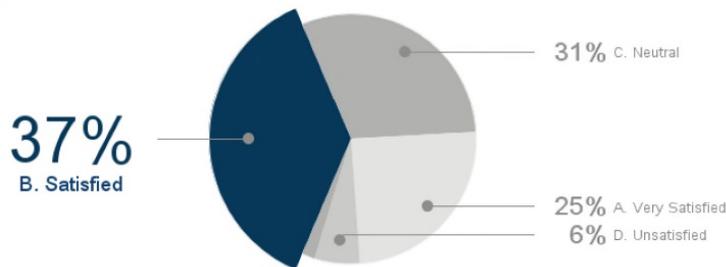
9. How important is the ability to walk somewhere from your home to you?



12. Do you believe that Rolesville has enough transportation facilities for those who are not able to drive (whether it be for age, health, or economic reasons)?



13. How satisfied are you with the overall quality of the existing park and recreation facilities provided by the Rolesville Parks and Recreation Department?



18. What type of uses would you like to see in Downtown Rolesville?



### Endnotes

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<sup>1</sup> The values of studies comparing "traditional" and "compact" development patterns vary widely and are often disputed by parties with vested interests in the outcomes, but recommended here are the following to introduce the underlying concepts: Robert W. Burchell, PhD and Sahan Mukherji, BS, "Conventional Development Versus Managed Growth: The Costs of Sprawl," American Journal of Public Health Research, Policy, Practice and Education. September, 2003; Ford, Jonathon, PE, "Smart Growth & Conventional Suburban Development: An infrastructure case study completed for the EPA," January, 2010; and Muro, Mark, "Investing in a Better Future: A Review of the Fiscal and Competitive Advantages of Smarter

Growth Development Patterns," Brookings Institution Center on Urban and Metropolitan Policy. March, 2004.

<sup>2</sup> U.S. Bureau of the Census, "Incorporated Places and Minor Civil Divisions Datasets: Subcounty Resident Population Estimates: April 1, 2010 to July 1, 2014." [www.census.gov/popest/data/cities/totals/2014/SUB-EST2014.html](http://www.census.gov/popest/data/cities/totals/2014/SUB-EST2014.html).

<sup>3</sup> 2009-2013 American Community Survey: Selected Housing Characteristics, <http://factfinder.census.gov/faces/tableservices/jsf/pages/productview.xhtml?src=CF>

<sup>4</sup> 2009-2013 American Community Survey: Selected Housing Characteristics, <http://factfinder.census.gov/faces/tableservices/jsf/pages/productview.xhtml?src=CF>