



# Holly Springs



## Community Agenda

*Adopted February 21, 2008  
By the Mayor and Council of the City of Holly Springs, Georgia*

Prepared by:



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Planning & Development Consultants

With Contributions by:

Robert and Company  
The Jaeger Company



**A RESOLUTION OF THE MAYOR AND COUNCIL OF THE CITY OF HOLLY SPRINGS, GEORGIA, ADOPTING THE COMMUNITY AGENDA (2006-2026 COMPREHENSIVE PLAN); TO TRANSMIT THE ADOPTED COMMUNITY AGENDA TO THE ARC; TO IMPLEMENT THE ADOPTED PLAN; ESTABLISH THE EFFECTIVE DATE; AND FOR OTHER PURPOSES**

**WHEREAS**, the adoption of a comprehensive plan (AKA "Community Agenda") is required for municipalities and counties in Georgia to maintain the Qualified Local Government Status; and

**WHEREAS**, in accordance with Rules of the Georgia Department of Community Affairs, Chapter 110-12-1, the City of Holly Springs prepared a Community Assessment and a Community Participation Program; and

**WHEREAS**, the City implemented the Community Participation Program; and

**WHEREAS**, state administrative rules require that the Community Agenda be prepared and submitted for regional and state review prior to adoption locally; and

**WHEREAS**, the Community Agenda was prepared with guidance from the Comprehensive Plan Citizens Advisory Committee, and public input; and

**WHEREAS**, City Council held an advertised public hearing at the regular meeting during September 2007, on the draft Community Agenda, prior to the transmittal of the Community Agenda to the Atlanta Regional Commission for regional and state review; and

**WHEREAS**, notice of said public hearing was given in advance; and

**WHEREAS**, drafts of the Community Agenda were made available to the public on the City's website; and

**WHEREAS**, a resolution authorizing regional and state review was approved by the City Council, the Community Agenda was submitted for review, and the state review of the Community Agenda was completed on January 2, 2008, with the approval of the Community Agenda with comments and recommended changes; and

**WHEREAS**, the Community Agenda was revised to account for certain if not all comments and recommended changes made in the regional and state review; and

**NOW THEREFORE IT IS HEREBY RESOLVED**, by the City Council of the City of Holly Springs, Georgia, that the Community Agenda, revised and dated February 21, 2008, is hereby adopted for implementation and attached hereto. The Community Agenda specifically

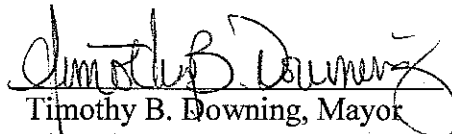
includes the future development (character area) map, the future land use map, policies, and short-term work program; and

**IT IS HEREBY FURTHER RESOLVED**, that the Community Agenda may be revised by City Council from time to time, according to and in conjunction with regional and state regulations. Specifically, it is the intent of City Council to update the future land use map as conditions warrant, and to amend and revise the Community Agenda when appropriate or required to do so. It is the intent of the City Council to consult with the Holly Springs Planning and Zoning Commission in such processes of amending the Community Agenda. The Holly Springs Planning and Zoning Commission is charged with responsibilities to monitor implementation of the Community Agenda and may initiate recommended changes to the Holly Springs City Council for its consideration; and

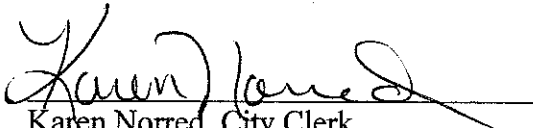
**IT IS HEREBY FURTHER RESOLVED**, that City staff are directed to publish the adopted Community Agenda and make it available for use by the public; and

**IT IS HEREBY FURTHER RESOLVED**, a copy of the approved Community Agenda and this resolution shall be submitted to the Atlanta Regional Commission, upon adoption.

This resolution is adopted this 21<sup>st</sup> day of February, 2008.

  
Timothy B. Downing, Mayor  
City of Holly Springs, Georgia

ATTEST:

  
Karen Norred, City Clerk  
City of Holly Springs, Georgia



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## HOLLY SPRINGS COMMUNITY AGENDA

### 1.0 INTRODUCTION

#### 1.1 Location and Context

The City of Holly Springs, in Cherokee County, is located south and east of the City of Canton and north of the City of Woodstock. The majority of the city's land area is located on the east side of Interstate 575, which bisects the city on a northeast-southwest axis.

Holly Springs was originally incorporated in 1906 with a circular configuration centered on the railroad line and Hickory Street in the city's historic downtown. Today, Holly Springs has taken on new shape, with major annexations in all directions from the original corporate limits except to the north and northwest, where expansion is confined by the corporate limits of the City of Canton. Large tracts of land have been added to the city's corporate boundaries, and the City continues to annex additional land as this Community Agenda document is prepared and adopted.

The city's geography includes two interchanges on Interstate 575, one in the southwestern portion of the city at Sixes Road (Exit 11), and another at the Holly Springs Parkway (Exit 14). The City's primary access is Holly Springs Parkway, also known as old Georgia State Route 5, which traverses Holly Springs on a north-south axis just east of I-575 (no longer part of the state highway system). Other major routes include Hickory Street, which serves as a major collector from the city's downtown in an easterly direction, and Hickory Flat Highway (Georgia State Route 140) at the northeast city limits.

Holly Springs is a city experiencing extremely rapid growth in the rapid growth environment of Cherokee County and metropolitan Atlanta.

#### 1.2 Overview of Planning Documents

The first phase of the comprehensive planning process in Holly Springs consisted of preparation of three reports: (1) a "Community Assessment Report," (2) a "Technical Appendix to the Community Assessment Report, and (3) A Community Participation Program. This document is the "Community Agenda," which was prepared following review of the Community Assessment and Community Participation Program.

#### 1.3 Purposes and Uses of the Comprehensive Plan

The Community Agenda is first, a physical plan intended to guide the physical development and redevelopment of the City by describing how, why, when, and where to build, rebuild, or preserve aspects of the community. Second, the Community Agenda covers a long-range planning horizon of 20 years (i.e., to the year 2027). Third, the Community Agenda is "comprehensive" in the sense that it covers the entire City limits, plus it encompasses all the functions that make a community work and considers the interrelatedness of functions. The Community Agenda is based on the foundation that if the City knows where it wants to go, it possesses better prospects of getting there.

The Community Agenda is intended to serve numerous purposes. It provides a primary basis for evaluating all future development proposals, whether they are requests for rezoning,

applications for special use permit or subdivision plat approval, and others. The Community Agenda is also intended to provide guidance for operating and capital improvement budgets. Business persons, investors, real estate brokers, and developers can learn from the plan what the future vision of the community is, as well as the overall direction and intensity of new growth and redevelopment. Market analysts and researchers can draw on the wealth of data provided in the Community Assessment and Community Agenda for their own specific needs. A separate market analysis was also conducted as a part of the comprehensive planning effort and is available for public review. Other local governments, regional entities, and state agencies also look at the contents of the Community Agenda as the best available statement of municipal policy and intent.

The ultimate clients, however, for the Community Agenda are the Mayor and City Council of Holly Springs and the Holly Springs Planning Commission. By adopting the Community Agenda, the Mayor and City Council make an extremely important expression of their consent and support for the vision and the objectives, goals, policies, and strategies contained in the Community Agenda.

#### **1.4 Amendment and Update of the Plan**

As an adopted expression of the City's policy, the Community Agenda must be maintained in a manner that it still reflects the desires of the current Mayor and City Council. Developers, the general public, and other agencies have a right to rely on the adopted Comprehensive Plan as an expression of current policy. In cases where it is determined that a particular policy, goal, program, or statement is no longer a valid expression of the City's policy, then the plan needs to be amended. Otherwise, the validity of the plan is weakened, and those that have relied on the Community Agenda when it is not a reflection of current policy have then been, in effect, misled. Local governments are required to update the Comprehensive Plan every five years, and at that time, they are encouraged to provide major rewrites of the Comprehensive Plan. Regardless, the Comprehensive Plan must be comprehensively revised every 10 years. Amendments may be considered by the Planning Commission and Mayor and City Council whenever the City finds it necessary to do so. When there is a significant change in policy by the Mayor and City Council, for instance a decision to drop a major capital improvement project that is described in the adopted plan, the plan should be amended.

## 2.0 CITYWIDE VISION

From today and through the year 2027, Holly Springs will be a City that aspires to the following:

### A Revitalized and Expanded Historic Town Center

The City's Town Center, for which a Livable Centers Initiative (LCI) study has been completed and a redevelopment plan adopted, will be the cornerstone for preserving Holly Springs' small town feel. Future development within the City's designated Town Center will be sensitive to, and complement, the small-town, historic character of downtown Holly Springs.

Within the Town Center, Holly Springs will embrace mixed use development and principles of new urbanism. The City will implement downtown redevelopment plans to enhance downtown business and realize its revitalization objectives. To leverage private investment, the City will install streetscapes, sidewalks, and parking improvements, and it will facilitate revitalization and redevelopment efforts.



Typical Streetscape Design

### A Robust Economy with Parkway Corridors, Employment Areas, and Office-Professional Parks

In addition to the Town Center, Holly Springs' economy will include development within its designated Parkway Corridors and employment areas, and through the addition of office-professional parks.

Along designated portions of Holly Springs Parkway (old Highway 5) and at interchanges with Interstate 575, Holly Springs will receive high-quality commercial development. New development may consist of limited big-box stores, subject to architectural requirements, size limitations, and site and design guidelines. In order to avoid a strip-suburban commercial appearance and achieve a true "parkway" appearance for Holly Springs Parkway, auto dealerships and automobile repair will be restricted, if not prevented altogether.



Designated employment areas, which consist of industrial parks and schools and other institutional uses, will continue to prosper and will expand within defined limits according to campus-style planning and quality growth principles. Holly Springs will seek high-quality office-professional parks and developments in transitional areas adjacent to the Town Center and in other designated locations. Such office-professional developments will provide an appropriate land use transition from the Town Center and Parkway Corridors to the City's traditional and suburban residential neighborhoods.



### **A Diversity of Traditional and Suburban Neighborhoods**

Holly Springs' residential areas will consist of both traditional neighborhoods and suburban subdivisions.



The City will ensure that its in-town, traditional residential neighborhoods will remain viable, quiet, and peaceful places with high quality of life, connected by sidewalks to the Town Center and Parkway Corridors. Traditional neighborhoods will be predominantly detached, single-family residential neighborhoods that maintain a grid-like street pattern and few, if any cul-de-sacs. Retail stores, services, civic-institutional uses and recreational open space areas may be included in traditional neighborhoods, all accessible by foot travel. In addition to preserving in-town residential neighborhoods, the City will also promote and ensure that some new residential neighborhoods follow principles of traditional neighborhood development, such as the villages developing as part of "Harmony on the Lakes."

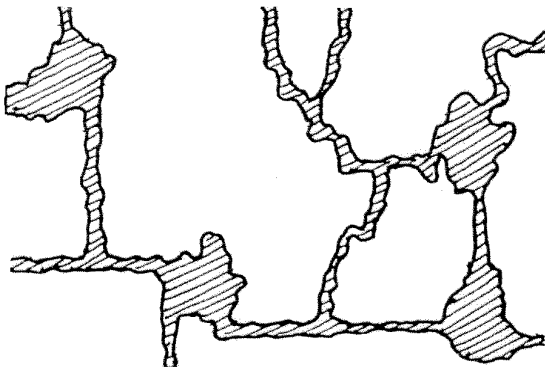


Conventional, suburban development will comprise a significant amount of the City's land area. Such areas will remain exclusively developed with detached, single-family dwellings at suburban, not urban, densities.

Holly Springs will increase its geography over time, annexing residential and nonresidential lands. Residential developments annexed into the city will consist of a variety of master-planned subdivisions, developed according to traditional neighborhood development principles, conservation subdivision designs, and conventional suburban characteristics.

**A System of Connected Open Spaces and a Healthy Environment**

The City will be proactive in identifying future parks, recreation, open space, and conservation areas. Holly Springs will ensure that civic spaces, parks, recreation areas, and greenways are added to the City, collectively comprising a connected network, as development occurs. Holly Springs will protect its environment as new development occurs, through enforcement of environmental and land use regulations.





**3.0 POPULATION AND HOUSING**

Table 1 shows projections of residential development based on estimated residential land capacity within the city limits as of February 2007, as well as the net changes for the 20-year period.<sup>1</sup> With a current (May 2007) population of more than 8,000 persons, Holly Springs will more than double its housing units, household population and total population during the next 20 years. Furthermore, in just the next five years (see Table 2), Holly Springs will add almost 2,000 dwelling units causing an additional population increase of more than 5,500 persons by the year 2012 within the city limits existing as of February 15, 2007. Even faster growth could be anticipated, given that the city is actively considering additional annexation. Table 2 shows projections of population, households, and housing units for the 20-year planning horizon and selected years. These figures are for the city limits as of February 15, 2007.

**Table 1  
 Population, Household and Housing Unit Estimates and Projections, 2007 and 2027  
 Holly Springs City Limits as of February 2007**

| <b>City of Holly Springs</b>      | <b>2007</b> | <b>2027</b> | <b>Net Change</b> |
|-----------------------------------|-------------|-------------|-------------------|
| Households (@ 100% housing units) | 2,875       | 5,915       | 3,040             |
| Housing Units                     | 2,875       | 5,915       | 3,040             |
| Household Population (@ 100%)     | 8,079       | 16,621      | 8,542             |
| Household Size (persons per unit) | 2.81        | 2.81        | --                |
| Total Population (@ 100%)         | 8,079       | 16,621      | 8,542             |

Source: Jerry Weitz & Associates, Inc. April 2007. Revised May 15, 2007

**Table 2  
 Population, Household and Housing Unit Projections, 2007-2027  
 City of Holly Springs as of February 15, 2007**

| <b>City of Holly Springs</b>      | <b>2007</b> | <b>2010</b> | <b>2012</b> | <b>2017</b> | <b>2022</b> | <b>2027</b> |
|-----------------------------------|-------------|-------------|-------------|-------------|-------------|-------------|
| Households (@ 100% housing units) | 2,875       | 4,051       | 4,835       | 5,195       | 5,555       | 5,915       |
| Housing Units                     | 2,875       | 4,051       | 4,835       | 5,195       | 5,555       | 5,915       |
| Household Population (@ 100%)     | 8,079       | 11,383      | 13,586      | 14,598      | 15,610      | 16,621      |
| Household Size (persons per unit) | 2.81        | 2.81        | 2.81        | 2.81        | 2.81        | 2.81        |
| Total Population (@ 100%)         | 8,079       | 11,383      | 13,586      | 14,598      | 15,610      | 16,621      |

Source: Jerry Weitz & Associates, Inc., May 15, 2007. See footnote 1 for details.

<sup>1</sup> Projections of population and households were prepared after consulting two sources of data. First, city planning staff quantified the number of housing units that have been platted and certificates of occupancy issued, along with lots approved but for which no certificate of occupancy has been issued. Residential development in process shows that approximately 1,600 housing units are platted but in the process of construction (i.e., no certificate of occupancy issued). At full occupancy when constructed, those residential units in process will add approximately 4,500 people to the city's population. Given the rapid pace of residential development in Cherokee County and the City of Holly Springs, those 1,600 approved lots are expected to have housing units constructed on them and occupied within the next five years. The second source of data for the population and household projections is the analysis of land use change, which quantifies the available vacant land in the city limits and forecasts the residential development that will occur. Counting both sources of land use change, Holly Springs' population is forecasted to grow by 3,040 households and 8,542 persons during the next twenty years. Further, more than one-half of that household and population growth will occur within the next five years, given that 1,600 lots are approved in the city but not yet occupied. The projections assume that the 1,600 residential platted lots will be occupied in the next five years but that the other residential land supply will be developed at a uniform rate over the 20-year period.

**4.0 EMPLOYMENT**

Table 3 provides an estimate of building square footage for purposes of estimating employment capacity. The figures show that future non-residential building within the city limits as of 2007 could yield a net employment increase of more than 8,000 employees during the 20-year planning horizon.<sup>2</sup>

**Table 3  
 Employment Capacity Based on Forecasted Nonresidential Building by Occupancy  
 2007-2027  
 City of Holly Springs City Limits as of 2007**

| <b>Nonresidential Development Category</b>   | <b>Square Feet of Building Per Employee</b> | <b>Net Change in Square Feet of Building</b> | <b>Estimated Employment Capacity</b> |
|--|---|--|--------------------------------------|
| Public-Institutional at (@0.1 FAR existing and 0.35 FAR for 5% of Commercial-Mixed Use Land) | 500   | +33,215                                      | 66                                   |
| Office/Professional (@0.3 FAR)   | 350   | +196,020                                     | 560                                  |
| Commercial (@0.172 FAR existing and 0.275 FAR future)  | 500   | +1,377,060                                   | 2,754                                |
| Industrial (existing at @0.2 FAR and future @0.35 FAR)                                       | 500   | +348,480                                     | 697                                  |
| Commercial-Mixed Use – Commercial 60% @0.35 FAR)   | 500   | +1,981,980                                   | 3,964                                |
| <b>Total</b>   |   | <b>+3,996,755</b>                            | <b>8,041</b>                         |

Source: Jerry Weitz & Associates, Inc. April 2007

Table 4 provides the “medium” and “high” projections of employment for Cherokee County and the City of Holly Springs from 2007 to 2027. As the figures indicate, the “high” projections for Holly Springs are actually lower than the “medium” projections of employment. The projections indicate that employment is forecasted to be less than the estimated capacity for non-residential development in the city as of the year 2007.

According to the county’s planning consultants, Cherokee County’s employment base will nearly double during the 20-year planning horizon under the “medium” forecast and more than double under the “high” forecast. In Holly Springs, employment during the next five years is forecasted to increase between 40 to almost 50 percent. By 2027, employment in Holly Springs is forecasted by the county’s planning consultants to more than double, whether the medium or high forecasts are used.

<sup>2</sup> It is important to note that the “capacity” implies significant redevelopment of low-intensity office and commercial developments in the downtown area and along Holly Springs Parkway, in addition to new development on currently vacant lands. While these numbers are technically considered feasible, they may not be necessarily be attained during the planning horizon.

**Table 4**  
**Medium and High Total Employment Projections, 2007-2027**  
**Cherokee County and City of Holly Springs**

|                             | <b>2007</b> | <b>2012</b> | <b>Net Change, 2007-2012</b> | <b>2027</b> | <b>Net Change, 2007-2027</b> |
|-----------------------------|-------------|-------------|------------------------------|-------------|------------------------------|
| <b>“Medium” Projections</b> |             |             |                              |             |                              |
| Cherokee County             | 69,285      | 85,653      | 16,368                       | 136,098     | 66,813                       |
| City of Holly Springs       | 1,930       | 2,878       | 948                          | 5,799       | 3,869                        |
| <b>“High” Projections</b>   |             |             |                              |             |                              |
| Cherokee County             | 69,803      | 88,237      | 18,434                       | 162,678     | 92,875                       |
| City of Holly Springs       | 1,838       | 2,581       | 743                          | 5,581       | 3,743                        |

Source: Plan Cherokee Technical Report, Employment. February 2006.

Considering the medium and high projections provided by the county's planning consultants, the City of Holly Springs' projection of employment is provided in Table 5. These numbers use the high projection for employment in Holly Springs in 2027, given that there is capacity in the current city limits for a much higher level of employment (assuming redevelopment).

**Table 5**  
**Employment Projections, 2007-2027**  
**City of Holly Springs**

| <b>City of Holly Springs</b> | <b>2007</b> | <b>2010</b> | <b>2012</b> | <b>2017</b> | <b>2022</b> | <b>2027</b> |
|------------------------------|-------------|-------------|-------------|-------------|-------------|-------------|
| Employment                   | 1,900       | 2,485       | 2,875       | 3,850       | 4,825       | 5,800       |

Source: Jerry Weitz & Associates, Inc., May 15, 2007.

As already noted, the city limits in Holly Springs as of February 15, 2007, has substantial potential non-residential building capacity that could yield employment figures much higher than those projected by Cherokee County's planning consultants. The implication of this finding is important in terms of fiscal impacts – Holly Springs already has a substantial amount of land inside the city limits to grow its economy and add to employment. These figures also appear to take some pressure off of the city to annex non-residential lands, and to worry less if annexations are predominantly residential land uses. More is said about this in the following section on jobs-housing balance.

## 5.0 JOBS-HOUSING BALANCE

The job-housing unit ratio in the year 2027 for the City of Holly Springs (city limits as of February 15, 2007) is shown in Table 6. The forecasted ratio is approximately 1 job for every housing unit in 2027.

**Table 6**  
**Jobs-Housing Ratio in 2027**  
**City of Holly Springs City Limits as of February 15, 2007**

| <b>Jobs in 2027</b> | <b>Housing Units in 2027</b> | <b>Jobs-Housing Unit Ratio</b> |
|---------------------|------------------------------|--------------------------------|
| 5,800               | 5,915                        | 0.98                           |

Source: Jerry Weitz & Associates, Inc. May 2007.

In evaluating the results of these scenarios, it is an accepted practice to strive for a jobs-housing unit ratio of between 1.3 and 1.7, with 1.5 considered to be a relative balance.<sup>3</sup> This means the forecasted job-housing unit ratio of 0.98, is considered unbalanced with regard to the optimum range of 1.3 to 1.7 jobs per each housing unit.

One has to keep these figures in perspective, however. Cherokee County is generally a bedroom community at this time, and many residents commute outside the community for employment. To change the nature of Cherokee County or the City of Holly Springs from a mostly residential area to a more balanced state in terms of jobs and housing units may be unrealistic or even undesirable. It is also important to note that a quantitative “balance” can exist when the unincorporated areas and other cities close by (i.e., Canton and Woodstock) are considered in the calculation of jobs and housing units, in addition to the numbers for Holly Springs. Furthermore, a balance in terms of quantifiable jobs-housing unit ratios does not necessarily imply there is a “qualitative” balance in the county or city, such that the jobs available are filled by the resident labor force.

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<sup>3</sup> Weitz, Jerry. 2003. *Jobs-Housing Balance*. Planning Advisory Report No. 516. Chicago: American Planning Association Research Department. The reason why a jobs-housing unit ratio of 1.5 is considered balanced is because there are generally 1.5 workers per housing unit.

## **6.0 OVERVIEW OF LAND USE FRAMEWORK**

A set of maps and regulatory provisions establish the overall framework for land use policy and regulation in the City of Holly Springs. It is important that the citizens and developers understand clearly the role that each component plays in the city's land use framework:

### **6.1 Existing Land Use Map**

This map (see community assessment document) is descriptive only; it shows how land is used inside the city limits. It does not in itself suggest policy or regulate land. It is used to inform character area delineation and land use planning efforts. Existing land use was inventoried by the City's planning consultants during the spring and summer of 2006. Due to rapid ongoing development, the existing land use map was updated in February 2007. Further annexations necessitated additional revisions to update the map to reflect the most recent city limits and land use trends.

### **6.2 Preliminary Character Area Map**

This map was prepared in 2006 in accordance with the state's local planning requirements as a part of the community assessment. It provided an initial professional recommendation on how the city could grow based on "character" rather than specifying single-function land use districts. That map was vetted in a visioning workshop during November 2006, and as noted below, public input was gained through a questionnaire (See Section 23 for complete questionnaire results).

### **6.3 Future Development Map**

This map provides broad-brush policy guidance; it is a revised version of the Preliminary Character Area Map produced in November 2006. This map is required by the state's administrative rules for local planning. Consistent with the intent of the state planning rules, the Holly Springs Community Agenda contains a map of character areas, called the "future development map," which has been revised to take into account public input received during implementation of the community participation program (including visioning workshops). Again, the future development map emphasizes character and design, as opposed to recommendations for specific land uses.

### **6.4 Future Land Use Plan**

Under the state administrative rules for local planning, a future land use plan is optional. However, for local governments that have adopted zoning ordinances, a future land use plan is often considered to be essential in guiding rezoning decisions, which must consider the land use compatibility of proposed zoning actions with adjacent and nearby land uses. The future land use plan map is not a legal document per se, but it is used as a guide by the Planning Commission and Mayor and City Council in making rezoning and other decisions.

### **6.5 Zoning Districts on the Official Zoning Map**

The official zoning map is regulatory in nature – that is, it designates each parcel within a zoning district and therefore limits the uses to which each parcel can be used. Zoning districts in Holly Springs include single-family residential districts of varying lot sizes, high density residential

districts, planned development districts, office-professional districts, neighborhood and general commercial districts, and light industrial districts. The official zoning map can be changed either upon successful application by a property owner (after review by the Planning Commission and approval by the Mayor and City Council), or by the Mayor and City Council in a more comprehensive, legislative process of readopting or amending the zoning ordinance and official zoning map.

## **6.6 Overlay Districts**

Holly Springs has adopted two types of overlay districts in the zoning ordinance: “Model” zoning districts provide guidelines for overall design and architecture and have been designated in the Holly Springs Zoning Ordinance for the following areas: Downtown Historic District, Holly Springs Parkway District; Hickory Road District; East Residential District; and West Residential District (see map at Section 11). In addition to the model zoning district overlays, there are two types of mixed use overlay districts: MXD-1 (Urban Mixed-Use Development District) and MXD-2 (Planned Mixed-Use Development District). Overlay districts do not change the underlying zoning district regulations but rather, supplement them with additional requirements and/or review procedures. Many of the provisions of the Holly Springs overlay districts are couched as “guidelines” but they also provide detailed site planning standards and procedures that in most cases are mandatory and are applied during review of development permit applications.

## **7.0 PRELIMINARY CHARACTER AREAS**

### **7.1 Initial Proposal**

In 2006, preliminary character areas were proposed as a part of the “community assessment” of the comprehensive plan. A steering committee (citizen advisory committee) provided initial input on how best to revise the preliminary character area descriptions and map. Consultants, with this input and after conducting an inventory of existing land use, prepared a preliminary character area map suggesting the following eight (8) character areas: Town Center, Traditional Neighborhoods, Suburban Neighborhoods, Urban Communities, Institutional Campus, Employment, Parkway Corridor, and Conservation. Also, a citizen questionnaire on the proposed character areas was completed during a visioning workshop in November 2006. The questionnaire was publicized by both county-wide newspapers, the Cherokee Tribune and the Cherokee Ledger as well as the city newsletter, “The Whistle Stop;” and provided on the city website for stakeholders to download, complete, and submit. Citizens were also given the opportunity to complete the questionnaire at the Holiday Parade and Christmas Event on December 02, 2006. The city accepted completed questionnaires from November 16, 2006 through February 01, 2007. The consultants tallied the questionnaire results, which were presented to the public and the Steering Committee on February 15, 2007 (see also Section 23).

### **7.2 Revisions to the Initial Proposal**

Based on input received during the community participation process, two of these character area proposals – Urban Communities and Institutional Campus – did not appear to be consistent with what residents sought as an overall vision for the City. While overall tallies did not show a negative score with regard to these proposed character areas, there was enough opposition and uncertainty expressed in questionnaires that led consultants to suggest that these two preliminary character area descriptions should be deleted from the city’s vision statement and revised character area (i.e., “future development”) map.

Consultants determined that the “Urban Communities” preliminary character area applied only to one parcel in the City at the time it was prepared; and promoting that as a character area would tend to be inconsistent with elements of an overall vision statement for the City as expressed in responses to the questionnaire. It was thought that the Urban Communities designation could be absorbed appropriately within the Traditional Neighborhoods character area. It was also determined that the “Institutional Campus” preliminary character area applied only to isolated, single-development parcels, such as schools and churches, rather than reflecting the existence of large, institutional campuses within the City. Consultants suggested that this category could be absorbed within the “employment” character area. In order to accomplish those two changes, it was also necessary to modify the description of the Employment/Industry preliminary character area. So as not to imply the industry was appropriate for all properties designated in this category, it was necessary to change the name of the character area to “Employment” rather than “Employment/Industry.”

## 8.0 FUTURE DEVELOPMENT MAP AND CHARACTER AREAS

A Future Development Map of character areas is included in this document. Following are descriptions of the categories shown on the Future Development Map. Further descriptions regarding primary function, mobility and access, open space, and development intensity are provided in Table 7.

### 8.1 Town Center

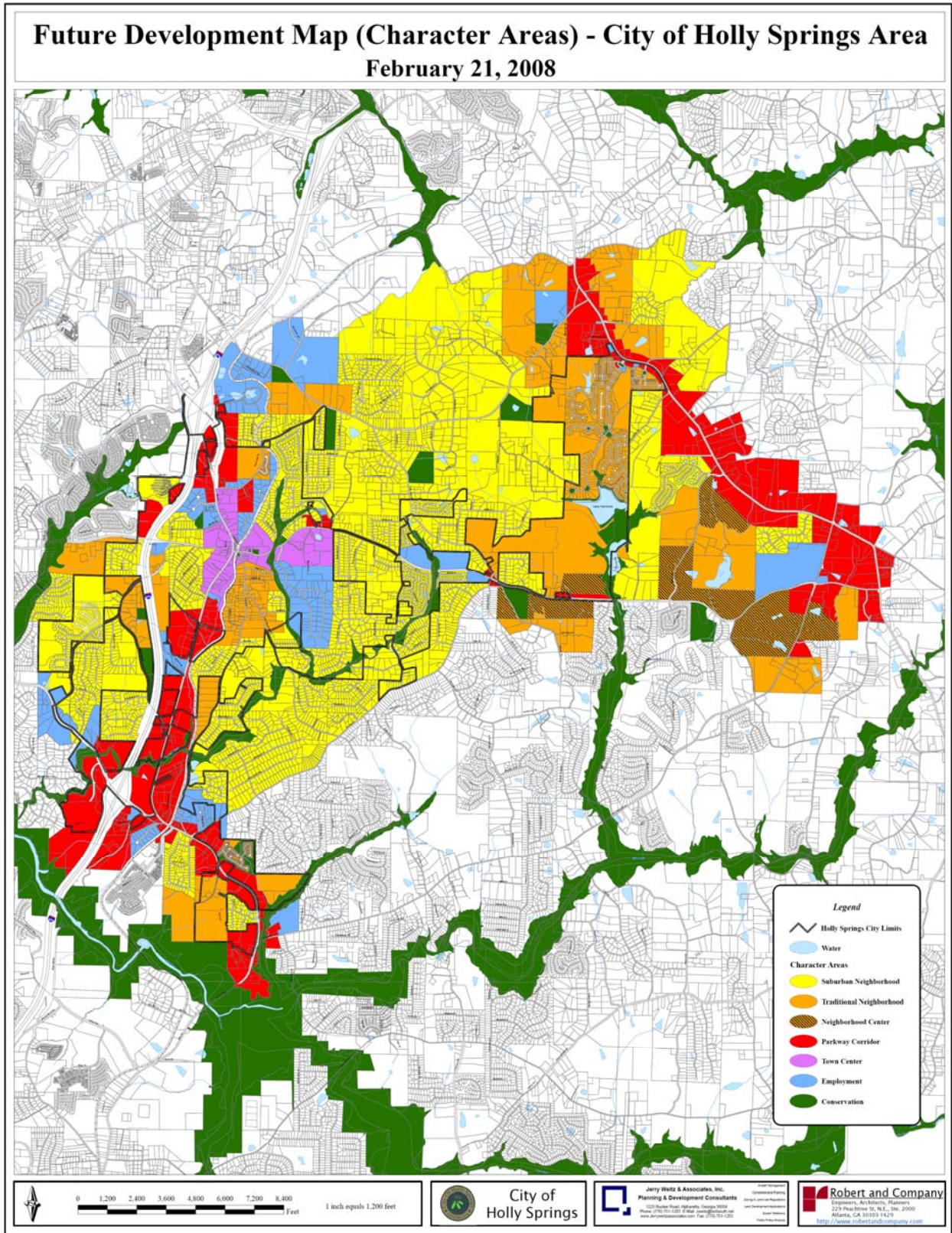
This character area consists of a small, compact area corresponding with the City's downtown. Acceptable uses include residences, businesses, offices, civic buildings and uses, institutional, and mixed-use developments. In addition, this character area is proposed to incorporate redevelopment and revitalization objectives of a compact, pedestrian-friendly downtown. Within this character area, participation of other agencies such as an urban redevelopment agency, downtown development authority, and/or the Historic Preservation Commission will be required in terms of development planning.



Downtown Holly Springs







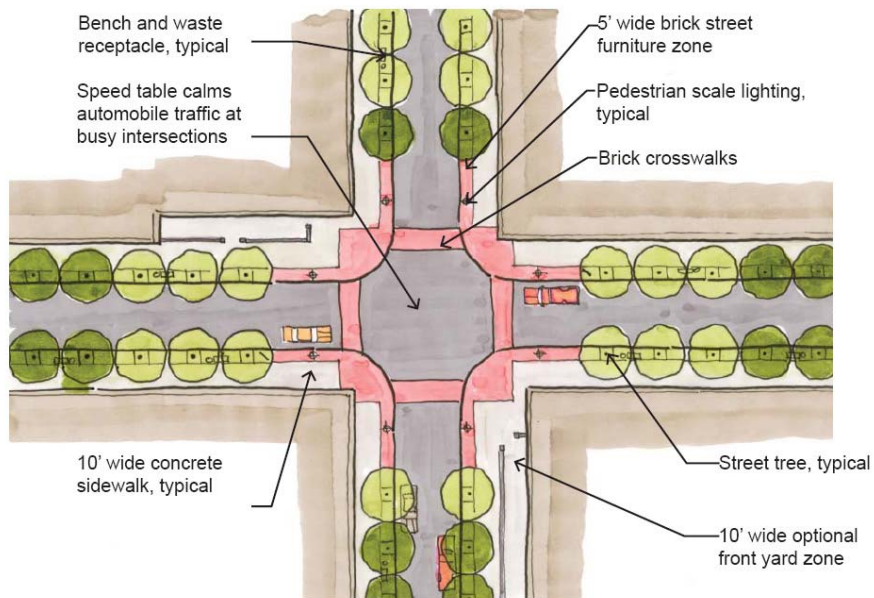


**Holly Springs New Town Center**  
**Illustrative Plan**  
 Scale 1" = 80' Prepared: October 2004

- LEGEND
- SINGLE-FAMILY RESIDENTIAL
  - TOWNHOMES
  - MIXED-USE
  - COMMERCIAL
  - INSTITUTIONAL
  - INDUSTRIAL
  - OPEN SPACE

PREPARED FOR:  
**THE CITY OF HOLLY SPRINGS**

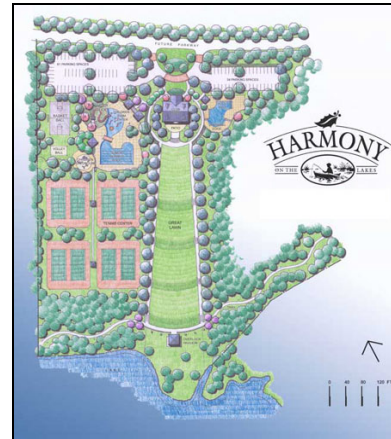
PREPARED BY:  
**URBAN COLLAGE, INC., ARCADIS,  
 JON BENSON + ASSOC., & RCLCo**



**Typical Town Center**

## 8.2 Traditional Neighborhoods

This character area corresponds with residential blocks within the originally settled area of Holly Springs, surrounding the town center, and within portions of newly created communities designed under a neotraditional or mixed use framework. A key characteristic of the traditional neighborhood is the rectangular or square block, lot, and street pattern. Acceptable uses are primarily single-family residences (stick-built, excluding manufactured homes) and some civic-institutional uses such as churches. Some other forms of housing such as duplexes and accessory apartments and townhouses may be permitted. Furthermore, neighborhood-serving retail and service uses may also be approved.



**Harmony on the Lakes, Holly Springs  
Plan for Traditional Neighborhood**



**Front (Street) View  
Single-family Dwellings in South Village  
Harmony on the Lakes**



**Rear (Alley) View  
Single-family Dwellings in South Village  
Harmony on the Lakes**



**Townhouses, South Village  
Harmony on the Lakes**



**Retail Facing SR 140, North Village  
Harmony on the Lakes**



**Typical Traditional Neighborhood**

### 8.3 Neighborhood Center

The areas shown as “Neighborhood Center” on the future development map are very similar to traditional neighborhoods. One noteworthy distinction between traditional neighborhoods and neighborhood center is that “neighborhood centers” are likely to have higher compositions of nonresidential (civic, office, neighborhood-serving retail) uses than “traditional neighborhoods.”



**Harmony on the Lakes Commercial**



**Holly Commons Commercial**

## 8.4 Suburban Neighborhoods

This character area corresponds with conventional suburban subdivisions with larger lots (approximately 1/3 acre or more) that have cul-de-sacs and curvilinear streets. Houses are setback from the road, and lots are spacious. Streets are built to a relatively wide standard when compared with traditional neighborhoods. Connectivity is not necessarily provided, although an objective of this character area is to provide for pedestrian activity and connections among subdivisions to provide more of a true “neighborhood” feel, as opposed to each tract being developed without consideration of connecting to abutting properties.



Residential Neighborhood, Holly Springs

Another key objective for this character area is the provision of connected open spaces that are permanently protected. With such protected open space, it is possible for this character area to preserve a more rural, open-space feel if conservation lands are set aside and scenic view analyses are incorporated into development plans. Acceptable uses include single-family residences, stick-built (excluding manufactured homes), along with supportive civic, institutional, and recreational uses. These areas are served by public water supply but not necessarily sanitary sewer service.

## 8.5 Employment

This character area corresponds with the institutional properties such as county schools, as well as office parks and business/industrial parks. Within these areas, truck traffic is frequent, and individual institutional or light industrial establishments are not necessarily connected with one another.



Industry within Hickory Springs Industrial Park

### 8.6 Parkway Corridor

This character area follows Holly Springs Parkway and also encompasses land around interchanges of I-575. It also characterizes State Route 140 (Hickory Flat Highway), an arterial that traverses Cherokee County and is an emerging commercial corridor. East Cherokee Drive at Hickory Road and State Route 140 is also designated as "Parkway Corridor." An east-west collector road, East Cherokee Drive at these intersections, has begun to arise as a commercial corridor, as well. Over the next twenty years, East Cherokee Drive will become a major east-west arterial road with a variety of commercial, office, and residential uses.

The Parkway Corridor is intended to provide primarily a commercial service function while maintaining quality development standards and sensitive transition to the Holly Springs Historic District.

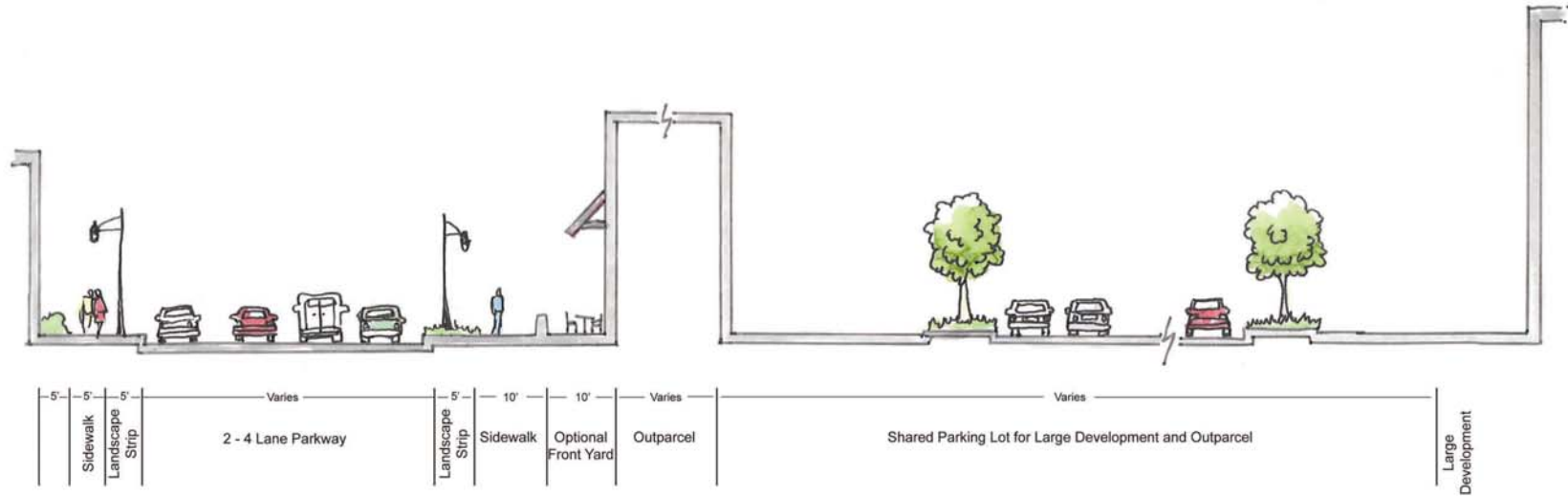


**Representative View of Existing Conditions  
 Holly Springs Parkway**

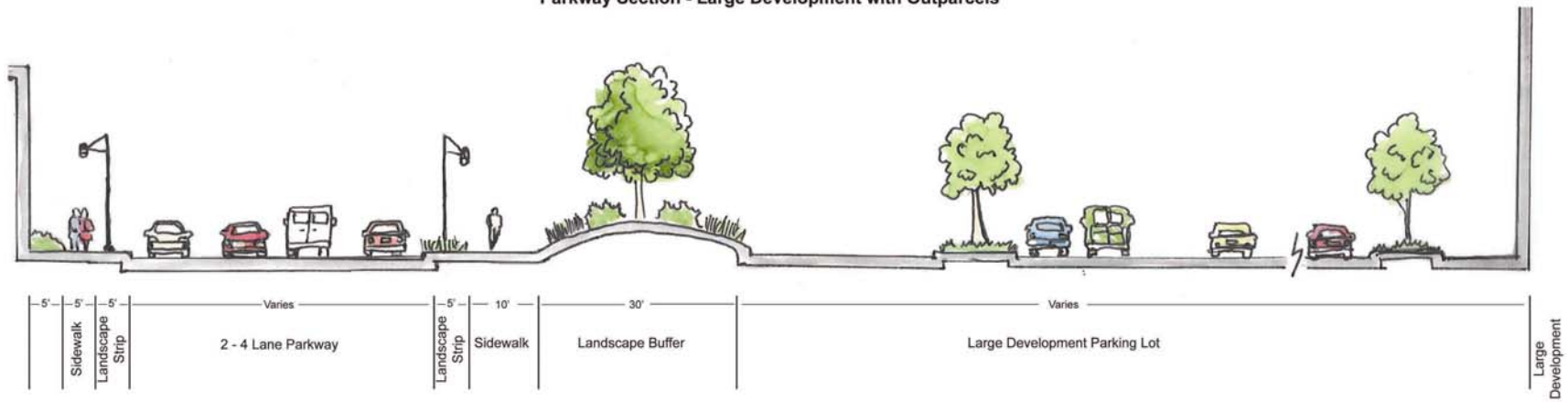


**Divided Portion of  
 Holly Springs Parkway**





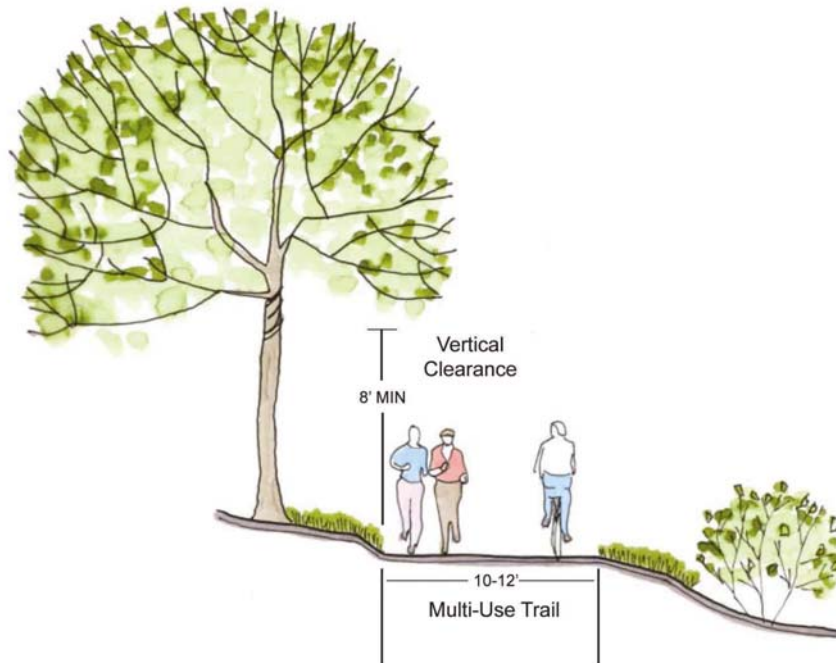
Parkway Section - Large Development with Outparcels



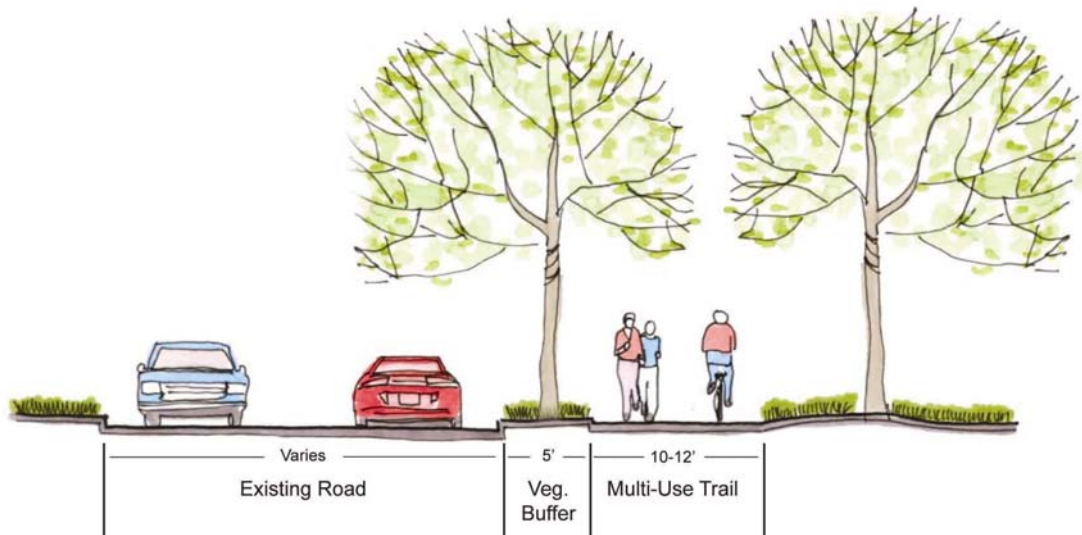
Parkway Section - Large Development with Landscape Buffer

## 8.7 Conservation

This character area has limited application in Holly Springs but corresponds to lands that are or should be set aside for greenspace, or which will have very limited low-density residential use.



**Multi-Use Trail Separate from Roadway**



**Multi-Use Trail Adjacent to Roadway**



**Table 7  
 Summary Description of Character Areas**

| <b>Character Area</b>                                    | <b>Predominant Function</b>                                       | <b>Mobility and Access</b>                               | <b>Open Space Provided</b>  | <b>Measure(s) of Development Intensity</b>                     |
|--|---|--|---|--|
| <b>Town Center</b>                                       | Mixed-use   | Pedestrian-friendly                                      | Plazas and small urban pocket parks                                 | Floor-area ratio   |
| <b>Traditional Neighborhoods and Neighborhood Center</b> | Residences and civic uses/buildings; some retail/service possible | Pedestrian-friendly                                      | Greens, plazas, and pocket parks                                    | Maximum building coverage; residential density limitations     |
| <b>Suburban Neighborhoods</b>                            | Predominantly residences  | Accommodates pedestrians but mostly automobile dependent | Swim and tennis centers, community buildings, greenways, greenspace | Minimum lot size, minimum lot width, maximum building coverage |
| <b>Employment</b>  | Single-function industry  | Automobile dependent                                     | No formal open space except for use by employees                    | Maximum building coverage                                      |
| <b>Parkway Corridor</b>                                  | Predominantly commercial  | Accommodates pedestrians but mostly automobile dependent | Landscaping and streetscape enhancement within corridor             | Maximum building coverage; open space ratio                    |
| <b>Conservation</b>                                      | Natural resources protection; parkland                            | Access is limited to conservation-compatible activities  | Passive recreation opportunities may be provided                    | Impervious surface ratio                                       |

**8.7 Uses Permitted Within Character Areas**

Table 8 shows land uses and whether they are appropriate within a given character area. If the use is a primary use found (and/or appropriate) within a given character area, it is assigned an "XX." If the use may exist or be appropriate under certain conditions, it is assigned an "X."

**Table 8**  
**Land Uses Permitted Within Character Areas**  
**XX = primary use X = may exist**

| Land Uses                 | Character Areas on the Future Development Map |  |                        |            |                  |              |
|---------------------------|---|--|------------------------|------------|------------------|--------------|
|                           | Town Center                                   | Traditional Neighborhoods & Neighborhood Centers | Suburban Neighborhoods | Employment | Parkway Corridor | Conservation |
| Single-family Residential | X   | XX   | XX                     |            | X                |              |
| Duplex                    | X   | XX   |                        |            | X                |              |
| Townhouses                | X   | XX   |                        |            | X                |              |
| Multi-family Residential  | X   | X  |                        |            |                  |              |
| Manufactured home park    |   |  |                        |            | X                |              |
| Public-Institutional      | XX  | X  | X                      | XX         | XX               | X            |
| Office-Professional       | XX  | X  |                        | XX         | XX               |              |
| Industrial                |   |  |                        | XX         |                  |              |
| Commercial                | XX  | X  |                        | X          | XX               |              |
| Mixed Use                 | XX  | X  |                        |            | XX               |              |
| Park/Recreation/Conserv.  | X   | X  | X                      | X          | X                | XX           |

### 8.9 Quality Community Objectives

As also described in the Community Assessment Report, the State of Georgia recommends localities consider 15 “Quality Community Objectives” and describe how each Character Area implements or does not implement each Quality Community Objective. The Quality Community Objectives are described below, and the degree to which they are implemented by the Character Areas in Holly Springs is shown in Table 9. In the table, an “XX” is used to show that the Quality Community Objective is a primary objective realized by that Character Area. If the Quality Community Objective is only secondarily or partially realized by the Character Area, an “X” is designated.

1. “Appropriate Businesses Objective: The businesses and industries encouraged to develop or expand in a community should be suitable for the community in terms of job skills required, linkages to other economic activities in the region, impact on the resources of the area, and future prospects for expansion and creation of higher-skill job opportunities.”
2. “Educational Opportunities Objective: Educational and training opportunities should be readily available in each community – to permit community residents to improve their job skills, adapt to technological advances, or to pursue entrepreneurial ambitions.”
3. “Employment Options Objective: A range of job types should be provided in each community to meet the diverse needs of the local workforce.”
4. “Growth Preparedness Objective: Each community should identify and put in place the prerequisites for the type of growth it seeks to achieve. These may include housing and infrastructure (roads, water, sewer and telecommunications) to support new growth, appropriate

training of the workforce, ordinances to direct growth as desired, or leadership capable of responding to growth opportunities.”

5. “Regional Identity Objective: Regions should promote and preserve an “identity,” defined in terms of traditional regional architecture, common economic linkages that bind the region together, or other shared characteristics.”

6. “Regional Cooperation Objective: Regional cooperation should be encouraged in setting priorities, identifying shared needs, and finding collaborative solutions, particularly where it is critical to success of a venture, such as protection of shared natural resources.”

7. “Regional Solutions Objective: Regional solutions to needs shared by more than one local jurisdiction are preferable to separate local approaches, particularly where this will result in greater efficiency and less cost to the taxpayer.”

8. “Heritage Preservation Objective: The traditional character of the community should be maintained through preserving and revitalizing historic areas of the community, encouraging new development that is compatible with the traditional features of the community, and protecting other scenic or natural features that are important to defining the community’s character.”

9. “Open Space Preservation Objective: New development should be designed to minimize the amount of land consumed, and open space should be set aside from development for use as public parks or as greenbelts/wildlife corridors.”

10. “Environmental Protection Objective: Air quality and environmentally sensitive areas should be protected from negative impacts of development. Environmentally sensitive areas deserve special protection, particularly when they are important for maintaining traditional character or quality of life of the community or region. Whenever possible, the natural terrain, drainage, and vegetation of an area should be preserved.”

11. “Transportation Alternatives Objective: Alternatives to transportation by automobile, including mass transit, bicycle routes and pedestrian facilities, should be made available. Greater use of alternative transportation should be encouraged.”

12. “Housing Opportunities Objective: Quality housing and a range of housing size, cost, and density should be provided in each community.”

13. “Traditional Neighborhood Objective: Traditional neighborhood development patterns should be encouraged, including use of more human scale development, mixing of uses within easy walking distance of one another, and facilitating pedestrian activity.”

14. “Infill Development Objective: Communities should maximize the use of existing infrastructure and minimize the conversion of undeveloped land at the urban periphery by encouraging development or redevelopment of sites closer to the downtown or traditional urban core of the community.”

15. “Sense of Place Objective: Traditional downtown areas should be maintained as the focal point of the community or, for newer areas where this is not possible, the development of activity centers that serve as community focal points should be encouraged. These community

focal points should be attractive, mixed-use, pedestrian-friendly places where people choose to gather for shopping, dining, socializing, and entertainment.”

**Table 9**  
**Quality Community Objectives Implemented by Character Areas**  
**XX = primary objective realized X = secondary objective**

| Quality Community Objective | Character Areas on the Future Development Map |   |                        |            |                  |              |
|-----------------------------|---|---|------------------------|------------|------------------|--------------|
|                             | Town Center                                   | Traditional Neighborhoods and Neighborhood Center | Suburban Neighborhoods | Employment | Parkway Corridor | Conservation |
| Appropriate Businesses      | XX  | X   |                        | XX         | XX               |              |
| Educational Opportunities   | X   |   |                        | XX         | X                |              |
| Employment Options          | XX  | X   |                        | XX         | XX               |              |
| Growth Preparedness         | XX  | XX  | XX                     | XX         | XX               |              |
| Regional Identity           | XX  |   | X                      |            | XX               |              |
| Regional Cooperation        |   |   |                        |            | X                |              |
| Regional Solutions          |   |   |                        |            | X                |              |
| Heritage Preservation       | XX  |   |                        |            |                  |              |
| Open Space Preservation     | X   | X   | X                      | X          | X                | XX           |
| Environmental Protection    | X   | X   | X                      | X          | X                | XX           |
| Transportation Alternatives | XX  | XX  | X                      | X          | XX               |              |
| Housing Opportunities       | X   | XX  | XX                     |            | X                |              |
| Traditional Neighborhood    | XX  | XX  |                        |            |                  |              |
| Infill Development          | XX  | XX  | XX                     |            | XX               |              |
| Sense of Place              | XX  | X   |                        |            | X                |              |

### 8.10 Physical Improvements in Character Areas

Table 10 shows the various design and improvement characteristics, as well as responsibilities for providing infrastructure, in the various character areas.

**Table 10**  
**Physical Improvements Recommended Within Character Areas**

| <b>Character Area</b>                             | <b>Blocks and Lots</b> | <b>Street Characteristics</b>                  | <b>Pedestrian Walkway Type</b>   | <b>Infrastructure Responsibilities</b>                                 |
|---|------------------------|--|--|--|
| Town Center                                       | Grid block pattern     | Skinny streets with sidewalks and street trees | Distinctive materials (e.g., stamped concrete) with variable widths              | Public and private partnership; urban redevelopment agency sponsorship |
| Traditional Neighborhoods and Neighborhood Center | Grid block pattern     | Skinny streets with sidewalks and street trees | Concrete sidewalks with planter islands  | Public and private partnership; urban redevelopment agency sponsorship |
| Suburban Neighborhoods                            | Curvilinear            | Wider streets with or without sidewalks        | Accommodated within road, concrete, 5' wide or trails, 10' wide in natural areas | Private subdivider installs all improvements                           |
| Employment  | Designed for trucks    | Disconnected; serving only one use             | Generally not provided   | Private subdivider installs all improvements                           |
| Parkway Corridor                                  | Linear                 | Access controls to permit through traffic      | Sidewalks, 10' wide desirable  | Public and private partnership   |
| Conservation                                      | Restricted             | Minimal impervious surface necessary           | Trails, 10' wide in natural areas  | Improvements are limited to essential infrastructure                   |

## **9.0 FUTURE LAND USE PLAN MAP AND CATEGORIES**

As noted above, a future land use plan map is “optional” under state planning rules, but it is also considered essential to provide guidance for rezoning decisions. A future land use plan map has been prepared and adopted. It is noted here that such categories shown on a future land use plan map must be consistent with (or able to be grouped within) categories described in the state’s administrative rules for local planning.

### **9.1 Single-Family Residential**

Uses permitted within this future land use plan category include predominantly detached, single-family dwelling units on individual lots. This future land use plan map category corresponds generally with the “Suburban Neighborhoods” character area on the Future Development Map.

### **9.2 Traditional Neighborhood**

This future land use plan category corresponds directly with the Traditional Neighborhoods character area described above and generally as shown on the Future Development Map. Uses and characteristics are the same as those described for the Traditional Neighborhoods Character Area. This category provides for a variety of housing types but does not include manufactured homes or apartments. There is also a mixed-use overlay to this category, which provides for non-residential uses to be mixed with traditional neighborhood residential uses.

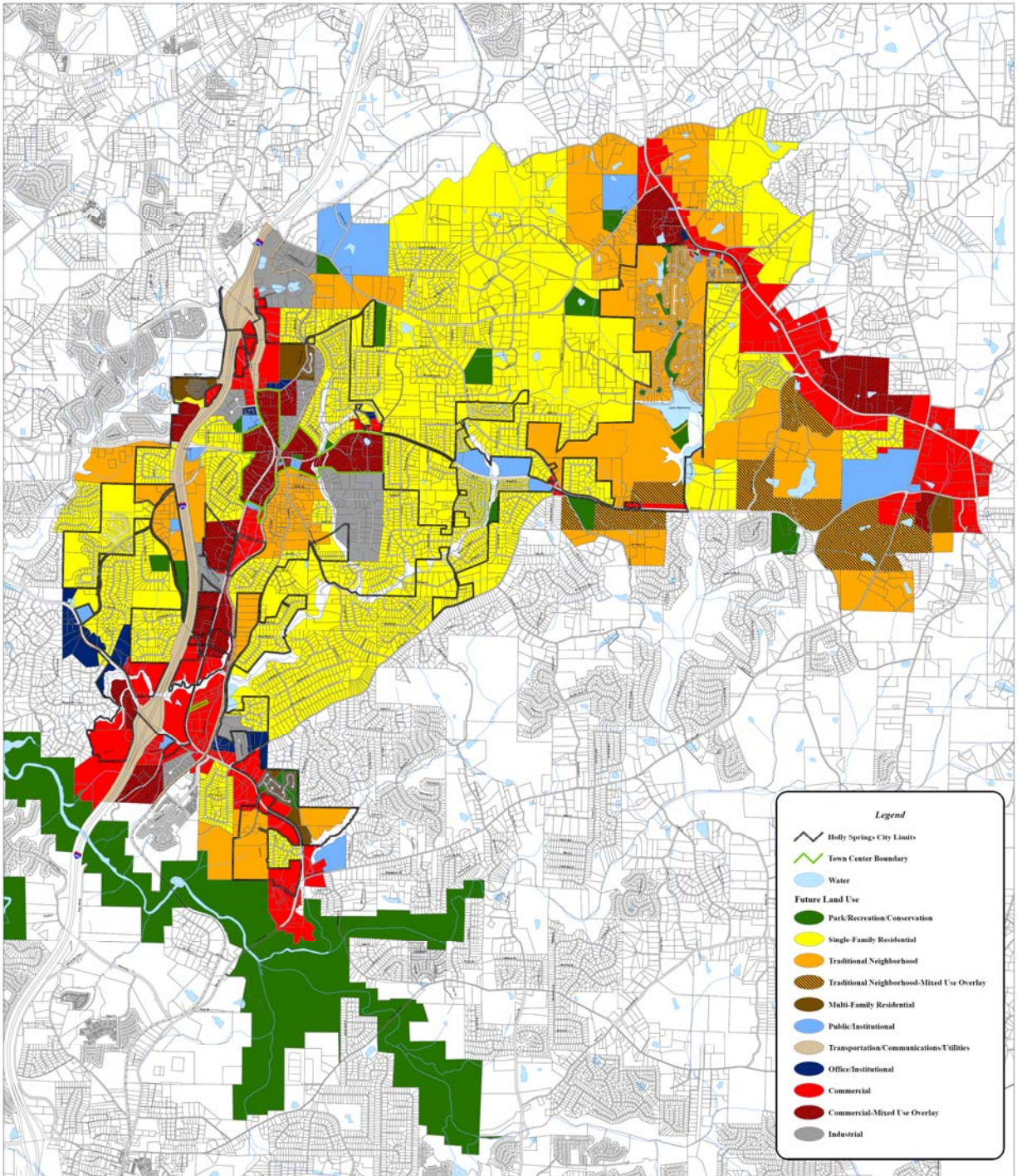
### **9.3 Multi-Family Residential**

This future land use plan category is applied to only one parcel in Holly Springs – the existing apartment complex on the north side of the City east of Holly Springs Parkway. It corresponds with apartment complexes which are developed at a density of approximately 10 units per acre. This category implements the highest possible densities allowed in the Traditional Neighborhoods Character Area.



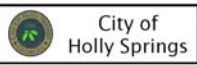
**Harbor Creek Apartments, Holly Springs**

## Future Land Use Plan Map - City of Holly Springs Area February 21, 2008



*Legend*

- Holly Springs City Limits
- Town Center Boundary
- Water
- Future Land Use**
- Park/Recreation Conservation
- Single-Family Residential
- Traditional Neighborhood
- Traditional Neighborhood-Mixed Use Overlay
- Multi-Family Residential
- Public/Institutional
- Transportation/Communications/Utilities
- Office/Institutional
- Commercial
- Commercial-Mixed Use Overlay
- Industrial



#### 9.4 Transportation, Communication and Utilities

This future land use plan map category corresponds with major transportation routes (I-575) and railroad right-of-way in Holly Springs. It does not have a character area associated with it.



#### 9.5 Park/Recreation/Conservation

This future land use plan map category corresponds with the flood plains along streams and creeks in the City, as well as land dedicated to active or passive recreational uses. These lands may be either publicly or privately owned and may include playgrounds, public parks, nature preserves, wildlife management areas, national forests, golf courses, recreation centers, or similar uses.

#### 9.6 Public/Institutional

This category includes state, federal and local government uses, and institutional land uses. Government uses include city halls and government building complexes, police and fire stations, libraries, post offices, schools, etc. Institutional uses include colleges, churches, cemeteries, hospitals, etc. While these public and institutional uses are sometimes located, appropriately, within residential neighborhoods, they are usually located with access to major thoroughfares. This designation on the future land use plan map corresponds with existing public and institutional uses in Holly Springs. Hence in terms of comparability with the Future Development Map, this category is contained within the “Employment” character area but such public and institutional uses may be sited in other Character Areas.



**Municipal Complex/County Fire Station  
City of Holly Springs**

#### 9.7 Office/Professional

This future land use plan map category corresponds with land appropriate for development as offices on individual lots and within office-professional parks. This category is a subset of the commercial category, described below, but generally does not allow broadly all of the retail and service uses recommended in the “Commercial” category.



## 9.8 Commercial

This future land use plan map category corresponds with land dedicated to non-industrial business uses, especially retail sales and services. This category corresponds with the Parkway Corridor character area shown on the Future Development Map, and in addition, is designated in other locations where commercial uses already existed at the time this Community Agenda was prepared. Offices may be included, although, as noted above, a separate office/professional category is also included. There is also a mixed-use overlay to this category, which provides for the inclusion of residential uses within office and commercial areas.



**Commercial Along  
Holly Springs Parkway**



**Small-Scale Office Use Along  
Holly Springs Parkway**

## 9.9 Mixed Use Town Center

This future land use plan map category provides for a combination and mixture of residential, office, civic-institutional, and retail uses in a pedestrian friendly environment. This category corresponds with the Town Center Character Area described above and as shown on the Future Development Map.

## 9.10 Industrial

This future land use plan map category corresponds with lands developed as, or appropriate for light industrial buildings such as warehousing, wholesale trade, manufacturing and other similar uses.

## 9.11 Standard State Categories Excluded

Of the state's standard categories, the Holly Springs Future Land Use Plan Map does not incorporate the following categories:

- **Agriculture and Forestry.** Such a category is appropriately applied to land dedicated to farming (fields, lots, pastures, farmsteads, specialty farms, livestock production, etc.), agriculture, or commercial timber or pulpwood harvesting. Holly Springs does not promote such uses in terms of 20-year land use plan. Therefore, this category is not utilized.

- Vacant/Undeveloped:** Such a category is appropriately applied to existing land use. For instance, it is appropriately applied to lots or tracts of land that are served by typical urban services (water, sewer, etc.) but have not been developed for a specific use or where developed for a specific use that has since then been abandoned. This category is not considered appropriate for the future land use plan map (as it would suggest no viable use) and is therefore not shown on the Future Land Use Plan Map.

### 9.12 Summary Comparison with Character Areas

Table 11 provides a comparability matrix in terms of the character areas shown on the Future Development Map and the future land use plan map categories.

**Table 11  
 Comparison of Character Areas  
 and Future Land Use Plan Map Categories**

| Future Land Use Plan Map Category            | Character Areas on the Future Development Map |   |                        |            |                  |              |
|--|---|---|------------------------|------------|------------------|--------------|
|  | Town Center                                   | Traditional Neighborhoods and Neighborhood Center | Suburban Neighborhoods | Employment | Parkway Corridor | Conservation |
| Single-family Residential                    |   |   | X                      |            |                  |              |
| Traditional Neighborhood                     |   | X   |                        |            |                  |              |
| Traditional Neighborhood – Mixed Use Overlay |   | X   |                        |            |                  |              |
| Multi-family Residential                     |   | X   |                        |            |                  |              |
| Transportation/ Communication/ Utilities     | Not shown or recognized                       |   |                        |            |                  |              |
| Park/ Recreation/ Conservation               |   |   |                        |            |                  | X            |
| Public/ Institutional                        |   |   |                        | X          |                  |              |
| Office-Professional                          |   |   |                        | X          |                  |              |
| Commercial                                   |   |   |                        |            | X                |              |
| Commercial – Mixed Use Overlay               | X   |   |                        |            | X                |              |
| Mixed Use Town Center                        | X   |   |                        |            |                  |              |
| Industrial                                   |   |   |                        | X          |                  |              |

**10.0 ZONING DISTRICTS AND THE OFFICIAL ZONING MAP**

A key to the implementation of the City's Future Development and Future Land Use Plan Maps is the consistency of zoning districts with such designations. If zoning districts are consistent or compatible with such maps, they implement the City's comprehensive plan. If they are inconsistent, they fail to implement the plan.

Table 12 shows zoning categories and their alignment (or inconsistency) with the character areas. Table 13 shows zoning categories and their alignment (or inconsistency) with the Future Land Use Plan Map categories.

**Table 12  
 Zoning Districts and Their Consistency with Character Areas**

| Zoning District                             | Character Areas on the Future Development Map |   |                        |            |                  |              |
|---|---|---|------------------------|------------|------------------|--------------|
|   | Town Center                                   | Traditional Neighborhoods and Neighborhood Center | Suburban Neighborhoods | Employment | Parkway Corridor | Conservation |
| R-40 Single-Family Estate                   |   |   | X                      |            |                  |              |
| R-30 Single-Family Estate                   |   |   | X                      |            |                  |              |
| R-20 Single-Family Res.                     |   |   | X                      |            |                  |              |
| HDRMF High Density Residential Multi-Family |   |   |                        |            |                  |              |
| PD-R Planned Development Residential        |   |   | X                      |            |                  |              |
| TND Traditional Neighborhood Development    |   | X   |                        |            |                  |              |
| PD-C Planned Development Commercial         | X   |   |                        |            | X                |              |
| PD-I Planned Development Industrial         |   |   |                        | X          |                  |              |
| NC Neighborhood Commercial                  | X   | X   |                        |            | X                |              |
| GC General Commercial                       | X   |   |                        |            | X                |              |
| OP Office Professional                      | X   | X   |                        | X          | X                |              |
| LI Light Industrial                         |   |   |                        | X          |                  |              |

**Table 13**  
**Range of Intensities Consistent with Character Areas<sup>4</sup>**

| Intensity Specification or Measure   | Town Center | Traditional Neighborhoods and Neighborhood Center | Suburban Neighborhoods | Employment | Parkway Corridor | Conservation |
|--|-------------|---|------------------------|------------|------------------|--------------|
| Residential Units Per Acre Maximum, Detached   |             | 5   | 1-2.18                 |            |                  |              |
| Minimum Residential Lot Size (Square Feet)   |             | 5,000   | 20,000 to 40,000       |            |                  |              |
| Residential Units Per Acre Maximum, Attached (within 1 mile of interstate interchange) (existing only) |             | 10  |                        |            |                  |              |
| Residential Units Per Acre Maximum, Attached (within 1 mile of interstate interchange) (new)           | Note 1      | 8   |                        |            |                  |              |
| Residential Units Per Acre Maximum, Attached (more than 1 mile from interstate interchange) (existing) |             | 8   |                        |            |                  |              |
| Residential Units Per Acre Maximum, Attached (more than 1 mile from interstate interchange) (new)      |             | 7   |                        |            |                  |              |
| Floor-Area Ratio   | Note 1      |   |                        | None       | None             |              |

Note 1: Per adopted redevelopment plan

<sup>4</sup> This table is only intended as a general guide. Please see the Official Zoning Ordinance.

**Table 14**  
**Zoning Districts and Their Consistency with Future Land Use Plan Map Categories**

| Zoning District                             | Future Land Use Plan Map Categories |    |     |     |     |     |     |   |    |     |
|---|-------------------------------------|----|-----|-----|-----|-----|-----|---|----|-----|
|   | SFR                                 | TN | MFR | TCU | PRC | P-I | O-P | C | TC | IND |
| R-40 Single-Family Estate                   | X                                   |    |     |     |     |     |     |   |    |     |
| R-30 Single-Family Estate                   | X                                   |    |     |     |     |     |     |   |    |     |
| R-20 Single-Family Res.                     | X                                   |    |     |     |     |     |     |   |    |     |
| HDRMF High Density Residential Multi-Family |                                     |    |     |     |     |     |     |   |    |     |
| PD-R Planned Development Residential        | X                                   |    |     |     |     |     |     |   |    |     |
| TND Traditional Neighborhood Development    |                                     | X  |     |     |     |     |     |   |    |     |
| PD-C Planned Development Commercial         |                                     |    |     |     |     |     |     | X | X  |     |
| PD-I Planned Development Industrial         |                                     |    |     |     |     |     |     |   |    | X   |
| NC Neighborhood Commercial                  |                                     | X  |     |     |     |     |     | X |    |     |
| GC General Commercial                       |                                     |    |     |     |     |     |     | X | X  |     |
| OP Office Professional                      |                                     | X  |     |     |     | X   | X   | X | X  |     |
| LI Light Industrial                         |                                     |    |     |     |     |     |     |   |    | X   |
| MXD-1 Urban Mixed Use (Overlay)             |                                     |    |     |     |     |     |     |   | X  |     |
| MXD-2 Planned Mixed Use (Overlay)           |                                     | X  |     |     |     |     |     | X |    |     |

Abbreviations Legend:

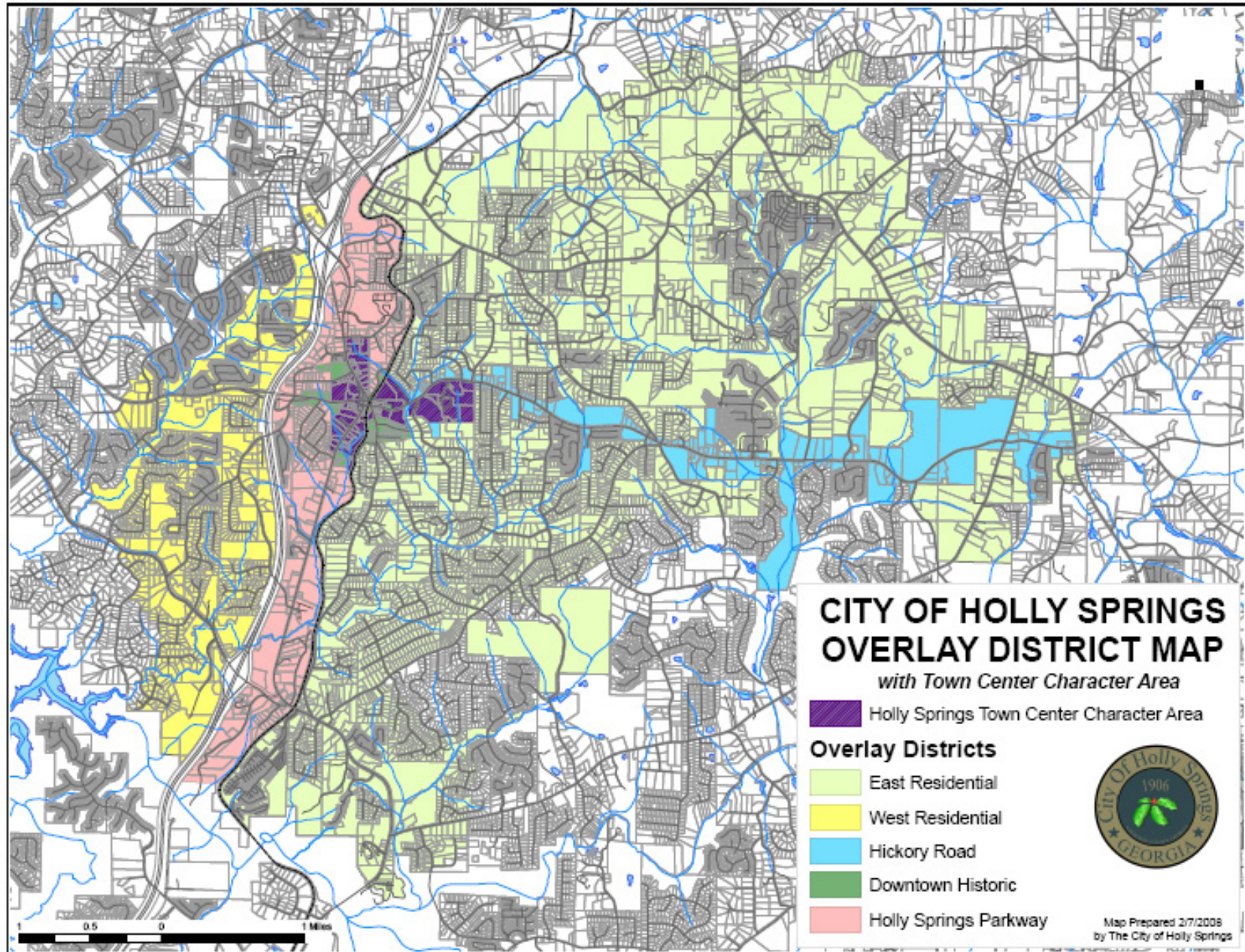
|     |   |
|-----|---|
| SFR | Single-family Residential                     |
| TN  | Traditional Neighborhood; Neighborhood Center |
| MFR | Multi-family Residential                      |
| TCU | Transportation/Communication/ Utilities       |
| PRC | Park/ Recreation/Conservation                 |
| P-I | Public/ Institutional                         |
| O-P | Office-Professional                           |
| C   | Commercial                                    |
| TC  | Mixed Use Town Center                         |
| IND | Industrial                                    |

**11.0 DESIGN OVERLAY DISTRICTS**

As noted in the beginning of this chapter, the Holly Springs Zoning Ordinance establishes overlay districts (see map), within which recommendations are made for design of sites and buildings. Table 15 provides a comparability assessment of how these different overlay districts, which are based on geographic location within the city, compare with the Character Areas shown on the Future Development Map:

**Table 15**  
**Design Overlay Districts Comparison with Character Areas**  
**XX = primary applicability X = may be applicable**

| Design Overlay District        | Town Center | Traditional Neighborhoods | Suburban Neighborhoods | Employment | Parkway Corridor | Conservation |
|--------------------------------|-------------|---------------------------|------------------------|------------|------------------|--------------|
| Downtown Historic District     | XX          | X                         |                        | X          | X                |              |
| Holly Springs Parkway District |             |                           |                        |            | XX               |              |
| Hickory Road District          |             | X                         | XX                     | X          |                  |              |
| East Residential District      |             | XX                        | XX                     | X          | X                |              |
| West Residential District      |             | XX                        | XX                     | X          |                  |              |



**12.0 FORECASTED LAND USE CHANGE, 2007-2027**

There are several single-family residential developments that are in the process of construction at the time this community agenda was written. Those developments, shown in Table 16, were shown as existing single-family residential on the existing land use map.

**Table 16  
 Single-Family Residential Developments  
 Recently Completed or Under Construction  
 as of May 15, 2007**

| <b>Subdivision Name</b> | <b>Total Lots Platted (Units)</b> | <b>Certificates of Occupancy Issued</b> | <b>Housing Units Remaining to be Constructed or Occupied</b> |
|-------------------------|-----------------------------------|---|--|
| Barrett Farms           | 240                               | 240                                     | 0  |
| Taylor's Farm           | 117                               | 117                                     | 0  |
| Carrison Court          | 16                                | 16                                      | 0  |
| Fox Creek               | 260                               | 260                                     | 0  |
| Brookehaven             | 32                                | 32                                      | 0  |
| Morgan Park             | 32                                | 32                                      | 0  |
| Fox Hollow              | 69                                | 69                                      | 0  |
| Crestmont               | 248                               | 127                                     | 121  |
| Harmony on the Lakes    | 1,250                             | 600                                     | 650  |
| Reserve                 | 176                               | 82                                      | 94   |
| Hidden Springs          | 168                               | 117                                     | 51   |
| Holly Commons           | 79                                | 22                                      | 57   |
| Manous Manor            | 84                                | 0                                       | 84   |
| Riverside               | 271                               | 0                                       | 271  |
| Stoney Creek            | 215                               | 0                                       | 215  |
| Creekwood               | 20                                | 3                                       | 17   |
| Cypress Springs         | 54                                | 15                                      | 39   |
| <b>Total Shown</b>      | <b>3,331</b>                      | <b>1,732</b>                            | <b>1,599</b>   |

Source: City of Holly Springs, May 15, 2007.

As indicated in Table 16, Holly Springs will continue to experience rapid population increase, as some 1,600 new single-family housing units will be constructed in the short term. At average occupancies of 2.81 persons per unit, Holly Springs' population will increase by approximately 4,500 persons as a result of lots already platted (some of which are also under construction).

Based on a comparison of the existing land use map and the future land use plan map for the City of Holly Springs, and the calculation of acreage estimates for each category, the following forecasts of land use change are provided (excluding single-family development anticipated as shown in Table 16).

Table 17 shows acreage of land use change by land use category.



**Table 17**  
**Land Use Change, 2007-2027 by Acreage**  
**City of Holly Springs City Limits as of 2007**  
**(Excluding Residential Development Under Construction)**

| Category                      | Acres Added | Acres Redeveloped | Net Change in Acreage |
|-------------------------------|-------------|-------------------|-----------------------|
| Residential, Single-Family    | 230         | 145               | +85                   |
| Traditional Neighborhood      | 60          | 0                 | +60                   |
| New, Free-standing Townhouses | 30          | 0                 | +30                   |
| Manufactured Home Park        | 0           | 15                | -15                   |
| Public-Institutional          | 0           | 20                | -20                   |
| Office/Professional           | 15          | 0                 | +15                   |
| Commercial                    | 140         | 40                | +100                  |
| Industrial                    | 60          | 65                | -5                    |
| Commercial -- Mixed Use       | 215         | 0                 | +215                  |
| Parks/Recreation/Conservation | 115         | 0                 | +115                  |
| Vacant                        | 0           | 580               | -580                  |
| <b>Total</b>                  | <b>+865</b> | <b>-865</b>       |                       |

Source: Jerry Weitz & Associates, Inc. February 2007

It is forecasted that 865 acres within the city limits of Holly Springs as of February 2007 will undergo new development from 2007 to 2027. Of the total 865 acres developed, two-thirds (580 acres) will occur on vacant lands (i.e., new land consumption of 580 acres, which matches the estimate of vacant land in the city as of 2007). The other 285 acres (one third) of land use change will occur through the redevelopment of low-density, single-family residential properties (145 acres) and to a lesser extent other (industrial, commercial, and public-institutional uses). Approximately 330 acres (57%) of total new developed acres will consist of commercial, office-professional, and commercial- mixed use developments (which will include some residential land uses).

### 12.1 Conversion of Vacant Land

Acreage estimates of existing land use indicate that there are 580 acres of vacant land in the city limits of Holly Springs. Because the future land use plan map does not show any vacant land, this means that 580 acres of development will occur on “greenfield” sites.

### 12.2 Single-family Residential

- ***New conventional single-family residential development.*** Approximately 95 acres of vacant land west of Interstate 575 in the City of Holly Springs will develop as detached, single-family residences. Approximately 75 acres north of Hickory Road in the eastern part of Holly Springs but outside of the Harmony on the Lakes Development will developed for conventional, single-family residential subdivisions. Another 60 acres, approximately, of vacant land in other scattered locations of the city will develop as detached, single-family residences within conventional subdivisions.

- ***New traditional neighborhood development.*** The future land use plan provides for approximately 60 acres of new, traditional neighborhood developments outside Harmony on the Lakes. There are two principal locations – one is north of Hickory Road in the eastern part of the city, and the other consists of two undeveloped parcels Old Magnolia Way and Palm Street. It is likely that these properties will be detached, single-family residences at higher densities than that found in the conventional, single-family residential category.
- ***Conversion of existing residential land to other uses.*** Significant amounts of low-density residential land will convert to other uses, as described above in the non-residential categories. An existing manufactured home park (15 acres) is anticipated to convert to commercial uses.

### 12.3 Multiple-family Residential

- ***New, free-standing multi-family residential development.*** There are essentially no new “freestanding” apartments predicted based on the future land use plan map. New, freestanding townhouse development (outside mixed use designations) is limited to approximately 30 acres west of Interstate 575 north of Holly Street.
- ***New multi-family residential development in mixed use developments.*** Attached housing units (lofts, condominiums, townhouses, etc.) will be added to the city’s development base by virtue of their inclusion within mixed use development (see commercial-mixed use).

**Table 18  
 Number of Housing Units by Dwelling Type, 2007-2027  
 City of Holly Springs City Limits as of February 15, 2007**

| <b>Residential Development Category</b>                             | <b>Units Added</b> | <b>Units Demolished</b> | <b>Net Change in Units</b> |
|---|--------------------|-------------------------|----------------------------|
| Residential Development in Process                                  | 1,600              | --                      | +1,600                     |
| Residential Conventional @2.5 u/ac new, 0.5 existing                | 575                | 75                      | +500                       |
| Traditional Neighborhood @3.5 u/ac                                  | 210                | 0                       | +210                       |
| New, Free-standing Townhouses @7 u/ac                               | 210                | 0                       | +210                       |
| Manufactured Home Park @6 u/ac                                      | 0                  | 75                      | -75                        |
| Commercial-Mixed Use – Attached (Residential 25% of acreage @7 u/ac | 595                | 0                       | +595                       |
| <b>Total Residential Units</b>                                      | <b>+3,190</b>      | <b>-150</b>             | <b>+3,040</b>              |

Source: Jerry Weitz & Associates, Inc. February 2007. Revised May 15, 2007 to show single-family development under construction.

### 12.4 Public-Institutional

The overall land use change in this category during the planning horizon will be a reduction of approximately 20 acres. Some of these institutional properties will convert to light industrial and commercial uses according to a comparison of the existing and future land use maps.

## 12.5 Transportation/Communication/Utilities

There will be essentially no land use change in this category. From a practical standpoint, the amount of land area devoted to roads will increase as development occurs.

## 12.6 Office-Professional

The existing land use inventory showed only 9 acres of existing land use in this category. Approximately 15 acres of single-family residential land is anticipated to convert to office-professional land uses.

## 12.7 Commercial

There are two commercial land use classifications shown on the future land use plan map – commercial, and commercial-mixed use overlay. This description applies only to the first category. Commercial land use will expand in several locations within the city:

- **Northern Holly Springs Parkway Corridor.** Vacant land and parcels now developed as single-family residential in the north part of the city, along Holly Springs Parkway south of its interchange with Interstate 575, will be developed as commercial uses. This includes vacant property between the existing apartment complex and Holly Springs Parkway that was designated as apartments on the existing land use map (approximately 35 acres total).
- **Central Holly Springs Parkway Corridor.** In the south part of the original circular city limits, mostly on the east side of Holly Springs Parkway, the future land use plan shows the conversion of single-family land and development of vacant land for commercial uses (approximately 15 acres). An existing manufactured home park in this part of the parkway corridor is also expected to eventually convert to commercial land use (14 acres).
- **South Holly Springs Parkway Corridor.** Much of this area lies outside the city limits, but within the city there is approximately 20 acres that will develop commercially.
- **West of Sixes Road/I-575 Interchange.** Approximately 45 acres of vacant land at this location will develop for commercial uses.
- **Harmony on the Lakes.** There are two locations within this master planned development that will witness commercial development. In addition to current commercial land along State Route 140, approximately 15 acres of additional commercial development will occur. At the southern activity node of this development, along the north side of Hickory Road, an additional 10 acres of commercial development will occur.

## 12.8 Commercial – Mixed Use Overlay

Actual land use change is difficult to predict for this category, since much of it is already developed as commercial (and to a lesser extent, industrial). Not all of the commercial mixed use designations will necessarily develop at intensities equal to that planned for the Town

Center. Generally, this analysis assumes that some industrial and commercial land will be redeveloped into mixed-use developments that are predominantly commercial.

- On the east side of Holly Springs Parkway, north of the downtown (depot), vacant land, single-family residential land (approximately 25 acres), and some non-residentially developed properties (10 acres) will be developed as mixed-use.
- On the west side of Holly Springs Parkway, north and south of Holly Street, a mixed use area of approximately 40 acres is shown on the future land use plan map. Virtually all of this land is currently developed, including industrial (approximately 10 acres), commercial (10 acres) and low-density residential (20 acres) uses.
- On the east side of Holly Springs Parkway, south of the Town Center, the land backing up to the railroad right-of-way is slated for mixed use development. This area is approximately 20 acres, mostly developed commercially but with some vacant and low-density residential.
- On the north side of Hickory Street, within the City's designated redevelopment area, approximately 25 acres of vacant and industrial land will be redeveloped as mixed use, in accordance with the adopted redevelopment plan.
- On the south side of Hickory Street, within the town center area and extending further east, approximately 85 acres is designated as commercial, mixed-use overlay. Of that amount, approximately 50 acres is currently vacant and the remainder is a combination of commercial, industrial and very low density residential land uses.
- West of I-575 and south of Sixes Road, there is approximately 10 acres of undeveloped land designated for mixed use.

## 12.9 Industrial

There is limited potential for infill industrial development in the city's two industrial parks (estimated to be approximately 30 acres). Industrial land use is projected to expand in two other locations inside the city limits – constituting an additional (approximate) 30 acres.

The total industrial acreage in the city is forecasted to decrease during the planning horizon, however, due to at least two factors. First, there are some older industrial uses which are considered obsolete, more or less, or in unsuitable locations, and those properties are therefore not recognized in the future land use plan. Second, there are existing industrial properties within the Town Center area that are reclassified as "commercial mixed use overlay" on the future land use plan map, implying reduction in industrial acreage. For instance, property north of Hickory Street east of the railroad is shown as industrial on the existing land use map but is slated for mixed use development as part of the city's LCI study and adopted redevelopment plan. Hence, the future land use plan map encourages and suggests some redevelopment of industrial properties in the Town Center area to mixed use development.

**Table 19**  
**Square Footage of Nonresidential Building by Occupancy, 2007-2027**  
**City of Holly Springs City Limits as of 2007**

| <b>Nonresidential Development Category</b>   | <b>Square Feet of Building Added</b> | <b>Square Feet of Building Demolished</b> | <b>Net Change in Square Feet of Building</b> |
|--|--------------------------------------|---|--|
| Public-Institutional at (@0.1 FAR existing and 0.35 FAR for 5% of Commercial-Mixed Use Land) | 163,895                              | 130,680                                   | +33,215                                      |
| Office/Professional (@0.3 FAR)   | 196,020                              | 0   | +196,020                                     |
| Commercial (@0.172 FAR existing and 0.275 FAR future)  | 1,677,060                            | 300,000                                   | +1,377,060                                   |
| Industrial (existing at @0.2 FAR and future @0.35 FAR)                                       | 914,760                              | 566,280                                   | +348,480                                     |
| Commercial-Mixed Use – Commercial 60% @0.35 FAR)   | 1,981,980                            | 0   | +1,981,980                                   |
| <b>Total Square Footage</b>  | <b>+4,933,715</b>                    | <b>-996,960</b>                           | <b>+3,996,755</b>                            |

Source: Jerry Weitz & Associates, Inc. February 2007

### **12.10 Parks, Recreation and Conservation**

The future land use plan map shows flood plains (approximately 181 acres in the city) within this category. However, much of this land is already platted within private, single-family lots, and therefore, from a practical standpoint that entire amount will probably not be retained as true conservation lands. Except for the addition of a small park in the Town Center, as part of the adopted redevelopment plan, no additional park lands are shown within the current city limits. However, outside the city limits, future park lands are shown.

## **13.0 URBAN DESIGN**

Planning for improved urban design includes an assessment of the city's existing downtown urban design elements, an inventory of urban design initiatives found within adopted planning documents, articulation of urban design policies, and a constructive critique of the city's adopted urban design policies in order to create the most successful future physical environment for Holly Springs. Urban design in Holly Springs focuses on several key components including streetscape, open space and gateways.

### **13.1 Streetscapes**

The streetscape encompasses all of the elements found along roads and streets in the downtown. These elements may include street trees, benches, waste receptacles, sidewalks, crosswalks, bike lanes, bike racks and landscape areas. Street furniture refers to streetscape elements such as waste receptacles, benches, and pedestrian scale lighting. These elements help create an enjoyable and functional urban streetscape. A successful streetscape will combine these elements applying a consistent style, quality and material throughout the town center. Developing a cohesive and attractive streetscape in Holly Springs will contribute to community identity while providing a long-lasting and functional pedestrian area for citizens and visitors. At this time, efforts to improve streetscapes are concentrated in the downtown (town center) in accordance with the Livable Centers Initiative (LCI) study.

Downtown Holly Springs has many opportunities for development of streetscape facilities. At present, design elements are either absent or not applied consistently. A newly constructed length of sidewalk stretches from the corner of Palm Street along Hickory Road to the fire station. This facility serves as a model for future sidewalk construction in the City. A great opportunity exists to develop a complete sidewalk system throughout the Holly Springs to facilitate pedestrian activity within the right of way found along downtown streets. Currently, crosswalks are noticeably missing within the downtown. A successful pedestrian system will need to include safe crosswalks at all road way intersections. Similarly, the potential exists to develop a multi-use trail system along the existing railroad right-of-way and along waterways to create a citywide greenway system which could link suburban parts of the City with the town center.

### **13.2 Open Spaces**

Open spaces are land areas which are not occupied by buildings or other man-made improvements. These spaces can include actively used areas like parks or plazas and unused areas like adjacent wooded lots. These areas can provide social gathering places and shaded areas for cooling the urban microclimate.

Current open space in downtown Holly Springs includes a small park near the depot. This park is well located within the downtown and has potential to expand westward across the tracks. This park provides shade, gathering opportunities and a beautiful centerpiece to downtown. Open space may also consist of hardscaped gathering areas such as courtyards and plazas within the town center and in other commercial districts. Future efforts to increase open space in the town center should focus on ensuring pedestrian connections between the public spaces. A citywide system of parks and plazas linked by sidewalk and/or multi-use trails would be a very desirable amenity for residents.

### **13.3 Gateways and Directional Signage**

Gateways refer to the providing clear delineation of entrances to downtown or the community generally. In Holly Springs, the gateways are along major roads which lead into the downtown area. Elements associated with such entrances include landscaped boulevards and welcome signs. An existing welcome sign (featured in the citywide vision statement) and planted boulevard has already been installed north of downtown along GA Highway 5 near I-575. Future gateway improvements should be applied at all major entrances to the City. Directional signage is another urban design element that should be employed in Holly Springs. Such signage can be used to help visitors locate the town center, local attractions, and public parking. Directional signage will be especially important as the downtown redevelops.

### **13.4 Critique of Existing Urban Design Program**

The updated Holly Springs Zoning Ordinance has provided a clear vision for future urban design development. Article 19: Design Guidelines for Model Zoning Districts clearly articulates minimum design requirements for five districts which cover the entire City. Overall, the updated article is a strong tool for insuring the future development of quality urban design in Holly Springs. Requirements to provide sidewalks, landscape, street furniture, and pedestrian lighting within the various districts set the tone for the city to develop a pedestrian system that is safe, functional, and aesthetically pleasing.

While this article is a positive step for future urban design development, several issues should be considered in future revisions of those ordinance provisions and to properly integrate them with other design guideline documents. Several specific issues need to be reconsidered:

- The Commercial Corridor Design Overlay District Guidelines state that in the case of conflict between the Holly Springs Zoning Ordinance and the Overlay District Guidelines, the Overlay Guidelines will take precedence. Recent revisions to the design guidelines within Article 19 of the ordinance have created a strong vision for urban design in the Downtown Historic District. These revisions have produced design guidelines within the ordinance for the commercial historic district which are more appropriate, clear and rigorous than those found in the Commercial Corridor Design Overlay District Guidelines. Currently, the Overlay District Guidelines are the final word. This policy may need to be reconsidered.
- There are currently no minimum design standards within Article 19 of the zoning ordinance (model zoning districts) for industrial developments. While other sections of the regulations dictate aspects of industrial development such as site design and landscape requirements, industrial development is exempt from additional design standards within these districts. While it may be desirable to remove industrial developments from the town center and residential areas of the City, industry currently exists within some of these areas. Design guidelines for industrial development are particularly needed in order to improve the appearance of any redevelopment of existing industry.
- Current street tree spacing within the urban core (20' on center) favors small ornamental trees. These small trees can be used to produce an aesthetically pleasing streetscape and are particularly appropriate for planting under overhead utility lines. However, canopy trees should be used in streetscapes throughout the district where conditions

permit. Deciduous canopy trees are historically appropriate for both town centers and traditional neighborhoods. Those trees provide much needed shade in the summer and year round aesthetic appeal.

- Streetscape requirements should be in agreement with current GDOT standards for roadside safety and horizontal clearance. (Chapter 5 of the GDOT Design Manual), particularly along state routes and roadways that will receive streetscape improvements funded by Transportation Enhancement (TE) funds. Those standards set minimum distances from the curb for trees and light poles along roadways based on speed limits.
- Provisions for bicycle facilities should be included within Article 19. The demand for bicycle facilities will likely increase as the town center is developed and alternative transportation routes are created.



## **14.0 COMMUNITY FACILITIES AND SERVICES**

The Holly Springs Community Agenda contemplates rapid change and development of municipal facilities and services to respond to major urban expansions in land area and rapidly development residential population and commercial-industrial economic base. Community facilities can be grouped generally into larger areas of concern, summarized in this section.

### **14.1 Public Safety**

This general category includes crime, law enforcement (sheriff, police, courts, corrections) fire protection and rescue operations, emergency medical services, 911, emergency management and animal control.

Holly Springs considers the establishment of its own fire department, bringing it on par with Canton and Woodstock which have their own fire departments. Reduction of the Insurance Services Organization (ISO) rating is one factor in making that decision. Also at issue will be whether other, fire-related services will be undertaken by the city (fire marshal services, fire hydrant maintenance, and plan review), or whether those will continue to be provided via intergovernmental agreement with Cherokee County.

### **14.2 Health, Education, and Welfare**

This category of community facilities and services includes hospitals, nursing homes, public welfare programs, public and private school systems and institutions of higher learning, libraries, and public cemeteries. Schools are provided by the Cherokee County Board of Education and numerous private schools.

According to the Service Delivery Strategy, Cherokee County is a member of the Sequoyah Regional Library System. The Sequoyah Regional Library System operates libraries in various locations through the unincorporated and incorporated areas of Cherokee County. The Service Delivery Strategy also indicates, however, that only Cherokee County, the City of Canton, and the City of Woodstock contribute general funds to the Regional Library System. Since Holly Springs is not contributing funds and no formal agreement with the Regional Library System appears in the 1999 Service Delivery Strategy, the City of Holly Springs may consider whether future library needs would best be met by the regional system (with or without municipal general fund contributions) or whether establishing its own library system may be more appropriate.

### **14.3 General Administrative Facilities**

This category includes administrative offices for city and county personnel, including city clerk, city management, building inspections, planning and zoning, and business registration among others.

### **14.4 Utility-type Operations**

Utility operations include solid waste collection and disposal, water systems, sewer systems, and stormwater management.

#### **14.5 Park and Recreation Facilities**

This category of community facilities includes state and local parks, local recreation programs, and cultural and community assets. Holly Springs is served by the Cherokee County Parks and Recreation Authority (Created by the General Assembly during the 1995 session). That Authority serves the entire county with the exception of the City of Woodstock. The City of Holly Springs also provides some of its own parks and recreation facilities.

#### **14.6 Transportation**

Holly Springs is responsible for the maintenance, resurfacing, and repair of local streets that are not the responsibility of Cherokee County. Improvements of state and federal routes are predominantly funded through federal transportation budgets.

The Atlanta Regional Commission, the federally designated Metropolitan Planning Organization for Atlanta and the surrounding eighteen counties, has identified existing and future capacity needs for Cherokee County through the Mobility 2030 Regional Transportation Plan. This long-range plan, with a planning horizon through the year 2030, develops region-wide projects such as bridges, bicycle paths, sidewalks, transit services, new and upgraded roadways, safety improvements, transportation demand management initiatives and emission reduction strategies. A map is provided here with the locations of the projects identified by the ARC for Holly Springs. A Transportation Improvement Program (TIP) is developed annually based on the long-range RTP.

One long range project is to upgrade the roadway operations on Old SR 5 (Holly Springs Parkway) at the intersection of Hickory Street and Holly Street. The network year for this project is 2007-2008 (Project CH-205) and it is currently underway. A bridge widening from two lanes to four lanes is planned for the juncture of Sixes Road and I-575. The network year for that project is 2009. There is a roadway capacity expansion planned for Industrial Drive from the Holly Springs extension, down to Hickory Road (Project CH-215). An improvement to roadway operations and the reconstruction of intersections along SR 5 (Canton Highway) through the southern portion of Holly Springs from the Holly Springs city limits to the Woodstock city limits is planned as well (CH-181).

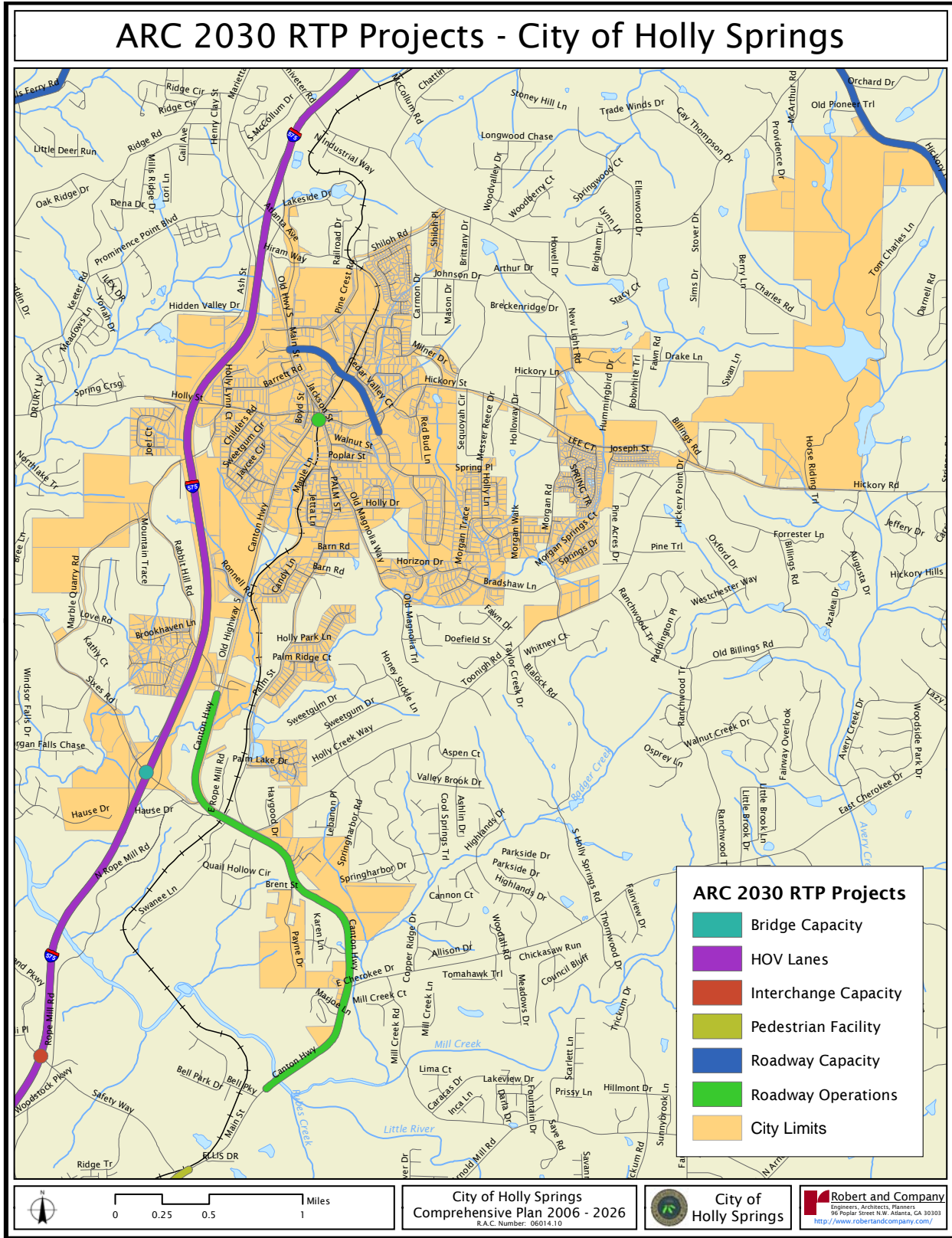
Long range future plans also call for the addition of High Occupancy Vehicle (HOV) lanes on Interstate 575 for the entire length of highway that runs through Holly Springs. This project will be conducted in multiple phases. The HOV lanes through Holly Springs are included in the phase of the project that includes a two-lane HOV expansion from Sixes Road to SR 20 in Cherokee County (Project AR-H-006). A complete list of the ARC's long-range projects in Holly Springs through the year 2030 is included in Table 20.

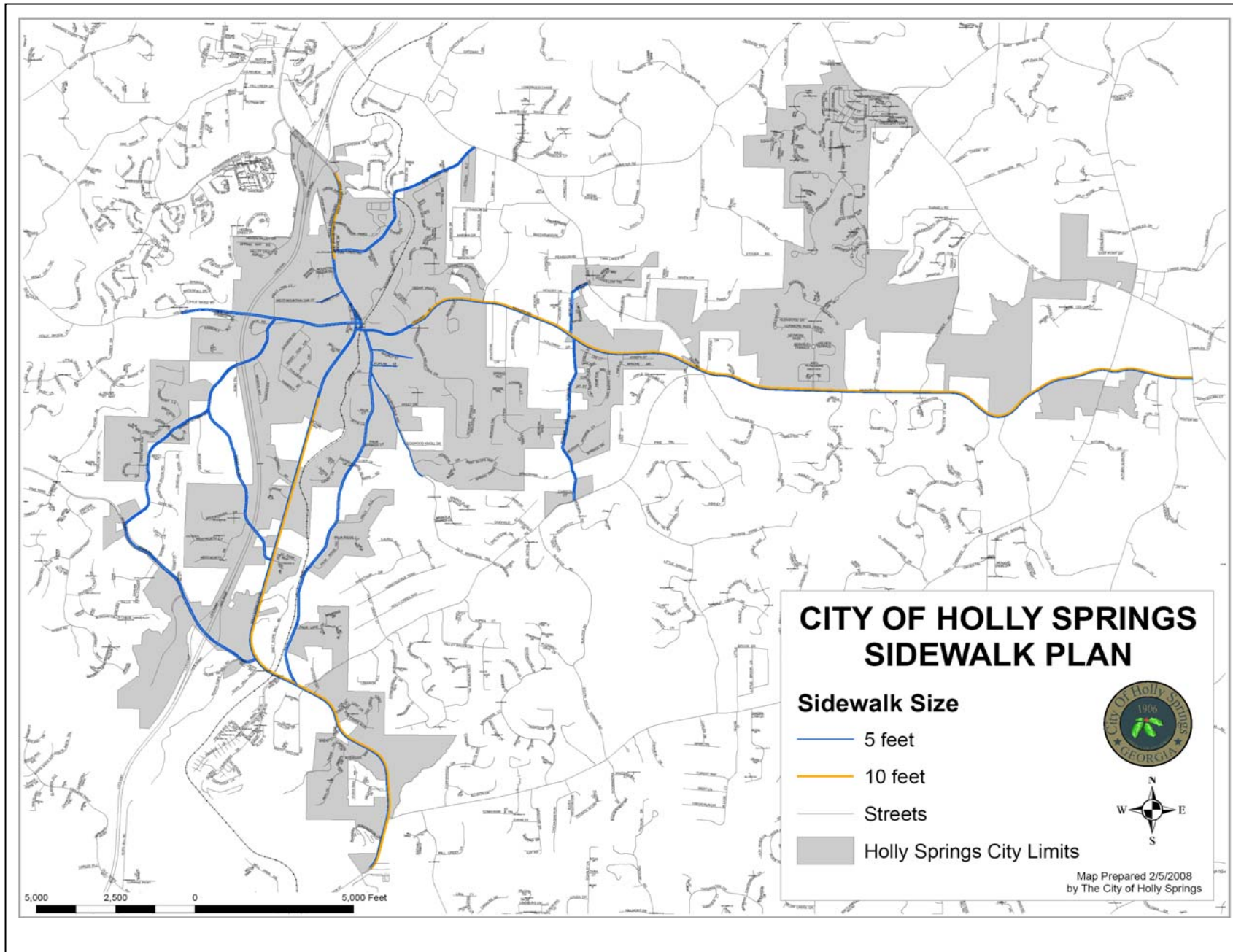
Most sidewalk projects already programmed are from the Holly Springs LCI study. Sidewalks are being constructed as a condition of development approval in all developing areas. In addition, Holly Springs has prepared a future sidewalks plan which is shown on three map segments in this section. Segments shown in "blue" are 5-foot wide sidewalks, while those shown in "red" are 10-foot wide sidewalks.

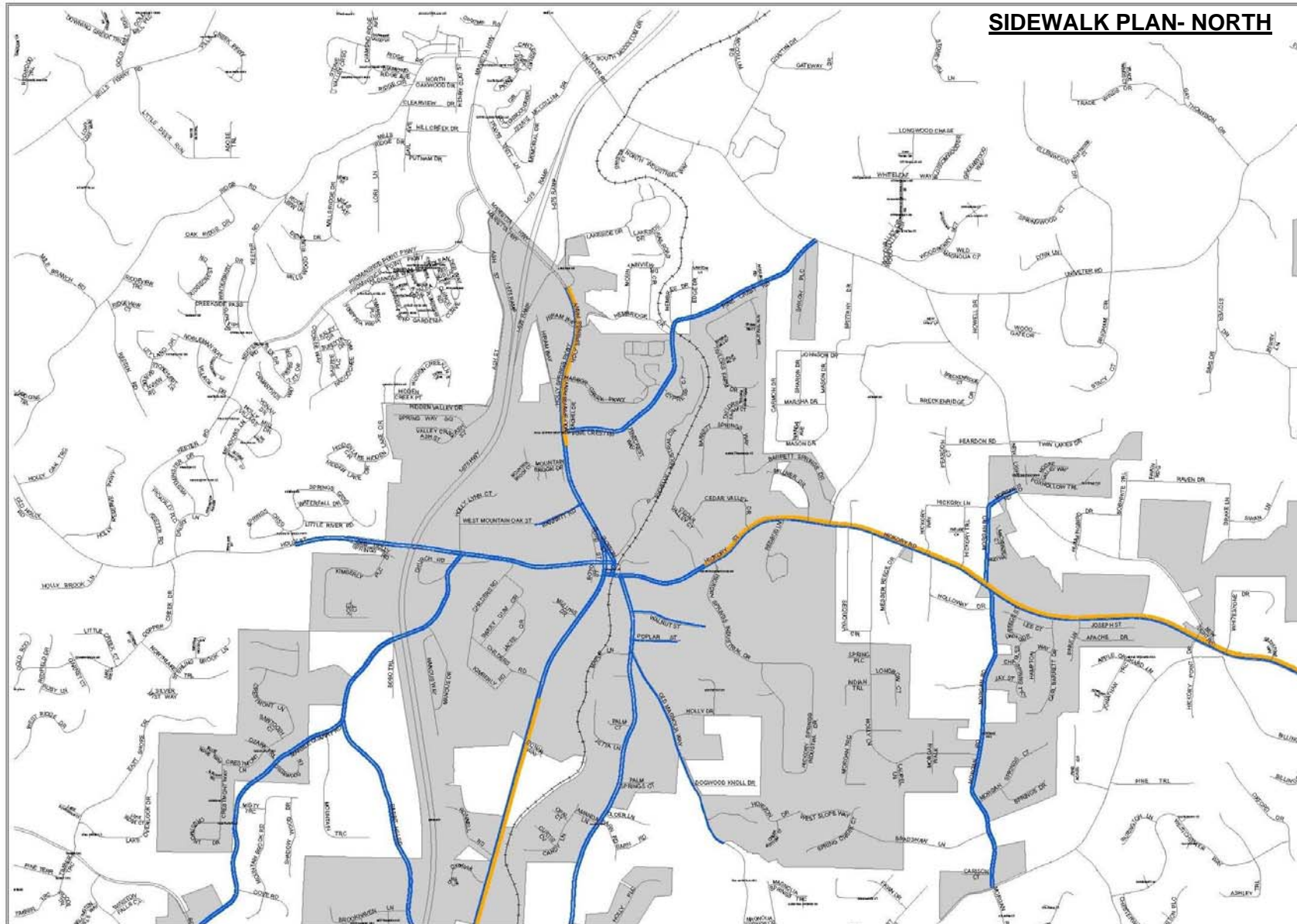
**Table 20**  
**2030 Regional Transportation Plan (RTP)**  
**Planned Projects in Holly Springs**

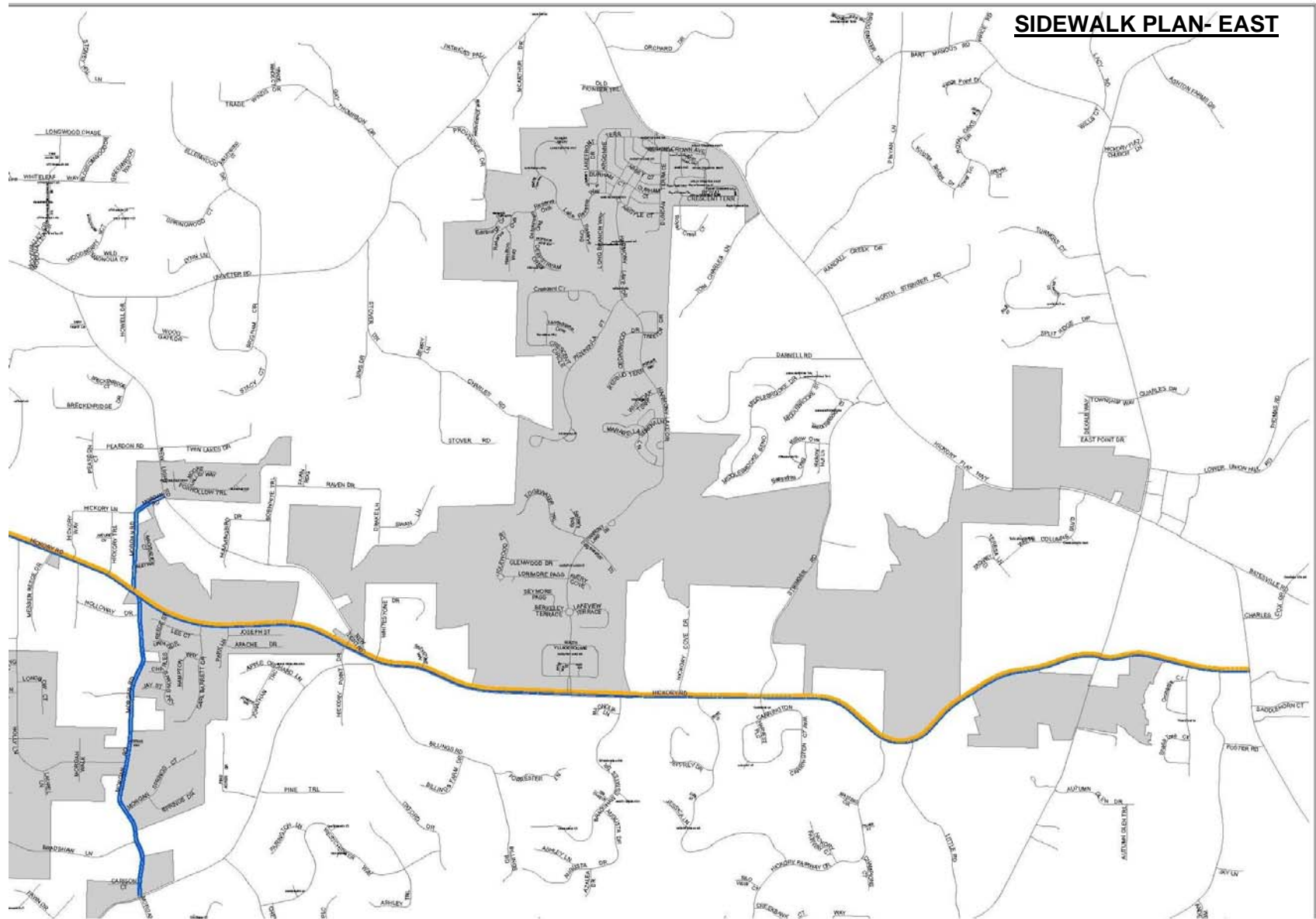
| ARC Project No. | Project Type       | Location             | Status     | Project Description  |
|-----------------|--------------------|----------------------|------------|--|
| AR-917          | Roadway Capacity   | Multi-Jurisdictional | Long Range | I-575 from I-75 North to SR 5 Business   |
| AR-H-005        | HOV Lanes          | Multi-Jurisdictional | Programmed | I-575 HOV lanes from I-75 North in Cobb County to Sixes Rd. in Cherokee County                   |
| AR-H-006        | HOV Lanes          | Cherokee County      | Programmed | I-575 HOV lanes from Sixes Rd. to SR 20  |
| CH-010D         | Roadway Capacity   | Cherokee County      | Long Range | Bells Ferry Road from North of Sixes Rd. to SR 20  |
| CH-140D2        | Roadway Capacity   | Cherokee County      | Programmed | SR 140 Hickory Flat Rd. from I-575 to E. Cherokee Dr.  |
| CH-181          | Roadway Operations | Cherokee County      | Long Range | Reconstruct intersections along Old SR 5 from Holly Springs city limits to Woodstock city limits |
| CH-215          | Roadway Capacity   | Cherokee County      | Long Range | Industrial Drive extension from Holly Springs Extension to Hickory Rd.                           |
| CH-189          | Bridge Capacity    | Cherokee County      | Programmed | Sixes Rd. at I-575   |
| CH-205          | Roadway Operations | Cherokee County      | Programmed | Old SR 5 (Holly Springs Pkwy) at Hickory St. / Holly St.   |

Note: All projects adopted by the City of Holly Springs' Livable Centers Initiative study and plan are adopted as projects in this community agenda and are proposed by the city for inclusion in the Regional Transportation Plan.

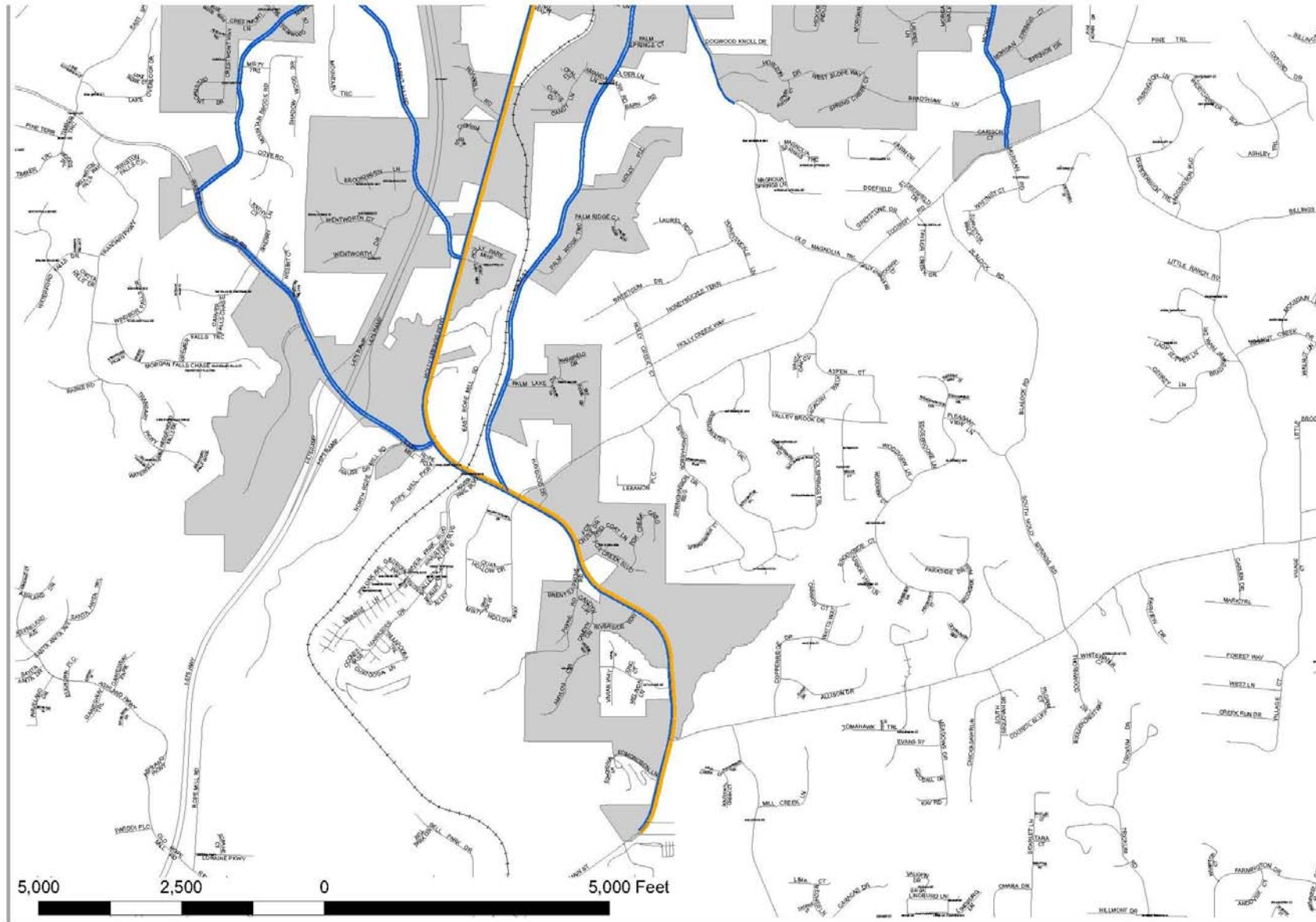








**SIDEWALK PLAN- SOUTH**





### 14.7 Municipal Facility Needs and Capital Programming

Level of service standards are provided in Table 21. These LOS standards are suggested based on community facilities plans prepared by the consultant for other municipalities. For the road level of service standards, the letter grades refer to volume/capacity ratio calculations customarily used by traffic engineers and in transportation plans. Except for roads, a range of standards is provided. Holly Springs should provide facilities that fall within the ranges given.

**Table 21**  
**Recommended Level of Service Standards**  
**Holly Springs Community Facilities**

| <b>Facility or Service</b> | <b>Level of Service Standard or Range of Standard</b>               |
|----------------------------|---|
| Roads                      | LOS "C" on local streets; LOS "D" on collector and arterial streets |
| Libraries                  | 0.4 to 0.6 square feet per residential population                   |
| Fire/EMS                   | 0.3 to 0.5 square feet per functional population                    |
| Police                     | 0.3 to 0.5 square feet per functional population                    |
| General Government         | 0.7 to 0.9 square feet per functional population                    |
| Parks and Recreation       | 4.0 to 6.5 acres per 1,000 residential population                   |

Table 22 provides a range of facility needs based on the range of LOS standards provided in Table 21. These figures assume that Holly Springs will provide its own libraries and fire services.

**Table 22**  
**Range of Short and Long-term Facility Needs**  
**Based on Range of Level of Service Standards**  
**Holly Springs Community Facilities**

| <b>Holly Springs Community Facilities</b>       | <b>Range of Needs, 2007</b> | <b>Range of Needs 2012</b> | <b>Range of Needs 2007-2012</b> | <b>Range of Needs 2027</b> | <b>Range of Needs 2007-2027</b> |
|---|-----------------------------|----------------------------|---------------------------------|----------------------------|---------------------------------|
| Residential Population Projection/change        | 8,079                       | 13,586                     | +5,507                          | 16,621                     | +8,542                          |
| Functional Population (population + employment) | 9,979                       | 16,461                     | +6,482                          | 22,421                     | +12,442                         |
| Sq. Ft. Libraries                               | 3,232 to 4,847              | 5,434 to 8,152             | +2,202 to +3,305                | 6,648 to 9,973             | +3,416 to +5,126                |
| Sq. Ft. Fire and EMS                            | 2,994 to 4,990              | 4,938 to 8,231             | +1,944 to +3,241                | 6,676 to 11,211            | +3,682 to +6,221                |
| Sq. Ft. Police                                  | 2,994 to 4,990              | 4,938 to 8,231             | +1,944 to +3,241                | 6,676 to 11,211            | +3,682 to +6,221                |
| Sq. Ft. General Government                      | 6,985 to 8,981              | 11,522 to 14,815           | +4,537 to +5,834                | 15,695 to 20,179           | +8,710 to +11,198               |
| Acres of Parks                                  | 32-53                       | 54-88                      | +22-35                          | 66-108                     | +34-55                          |

From Table 22, it is evident that Holly Springs will need to plan for major capital improvements during the next five years. For instance, looking at the third column of data (range of needs, 2007-2012), to serve the next five years of growth, at least 10,000 square feet of library, fire station, police facility and general government space is needed if the recommended level of service standards will be met. By the year 2027, Holly Springs will generally need up to 10,000 square feet of library space, up to 11,000 square feet of total (existing plus planned) police space, up to 11,000 or more of fire and EMS space, and about 20,000 square feet of total (existing plus planned) city hall space. With regard to park land, assuming Holly Springs will

acquire and develop its own park system, new residential development over the next five years will generate a need of from 22 to 35 acres of parks. By the end of the planning horizon (2027), the park system would need to include from 66 to 108 acres, depending on the exact level of service provided.

Note that Table 21 shows long-term (20 year) as well as short-term (5 year) needs, and that the vast majority of these facility needs are projected to be needed during the next 5 years because of the rapid residential development occurring in the City of Holly Springs. It is also very important to recognize that these facility needs are based on the population and employment estimates for the city limits as of February 15, 2007. As additional annexations occur, these facility needs will increase.

There are certain economies of scale and ideal facility sizes that help translate these needs into specific facility recommendations. With regard to libraries, one centralized facility of approximately 10,000 square feet is recommended during the planning horizon. Ideally, this facility would be provided in the New Town Center or within the downtown redevelopment area. For police facilities, the existing court building and police headquarters on Holly Springs Parkway may be sufficient assuming that administrative personnel will eventually move into a new city hall; if the existing police headquarters is insufficient to meet all long-term growth needs, the site appears large enough to enable expansion of the existing facility.

For fire facilities, keeping in mind that Holly Springs is now served by Cherokee County, Holly Springs will need to build anew or acquire the existing fire station and equipment operated by Cherokee County in Holly Springs. New residential and employment growth during the next five years will generate the need for one additional fire station. By the end of the planning horizon in 2027, Holly Springs should have three fire stations with approximately 3,000 to 4,000 square feet of building space (including vehicle storage bays). The existing county fire station is centrally located and appropriately continued there as a municipal fire station. The city has plans to build a fire station at SR 140 adjacent to the Harmony on the Lakes Development, which will cover the northeast section of the city. A third station would probably be located near the southeastern part of the city, although final location decisions for that third station should be deferred, pending additional annexation proposals.

With regard to general government (city hall) facilities, the short-term estimate is from 4,500 to 6,000 square feet of additional administrative space. Over the long-term horizon, Holly Springs should have 15,600 to 20,000 square feet of city hall administrative space. Short-term needs might be accommodated in existing spaces or by short-term leases of available commercial or office space, until a city hall complex can be constructed and made operational. To the extent that existing city hall building plans do not accommodate these needs, the site and building should be configured in a way that provides for building expansion in future years.

With regard to municipal park land, Holly Springs has a small supply of parks but as of 2007 it is nowhere near providing park land at the level of service standard. Barrett Park is Holly Springs' first major recreational area. It features a playground and a walking trail, which meanders through a scenic natural area. The 13-acre park is located on Park Lane, just off Hickory Road across from Holly Springs Elementary School. The city is currently working on plans for additional facilities in the park.



The city's JC Mullins Field is a regulation sized baseball field, which is home to several area teams. Surrounding the ball field is a walking trail, "tot lot," and picnic pavilion. JC Mullins Field is located off Holly Springs Parkway behind the Crossroads School.

It is suggested that Holly Springs plan for future its future park system in three phases – a park of approximately 30 acres to address existing needs (i.e., this park is needed now), a park of approximately 30 acres to serve the rapid residential population increase that will occur during the next five years, and a third park of approximately 30 acres serving the remainder of the 20 year needs. More than likely, only one of these parks can be supplied within the current city limits, given increasing scarcity of vacant land inside the city limits. Given the likely annexation that will occur, it is appropriate for the city to seek future park lands in currently unincorporated areas.

It should be noted that the facility plans suggested here for parks are in addition to any passive recreational facilities, such as greenways, and private recreational amenities within residential neighborhoods or developments.

## **15.0 INTERGOVERNMENTAL COORDINATION**

### **15.1 Cherokee County**

Cherokee County is a major service provider, and the many ways in which Holly Springs must coordinate and cooperate with Cherokee County are too numerous to begin to enumerate or describe here. It is recognized however, that ongoing cooperative relationships with Cherokee County with regard to countywide services and other city-county issues is absolutely essential.

### **15.2 Cities of Canton and Woodstock**

Holly Springs will continue to witness various opportunities to cooperate and coordinate with adjacent cities of Canton and Woodstock.

### **15.3 Metropolitan North Georgia Water Planning District**

This district was established by the Georgia General Assembly in 2001 via Senate Bill 130 to address the pressing need for comprehensive water resources management in metropolitan north Georgia. The main purpose of the district is to promote intergovernmental coordination for all water issues, to facilitate inter-jurisdictional water-related projects, and to enhance access to funding for water-related projects among local governments. The City of Holly Springs adopted the model ordinances in May 2006.

The district's jurisdiction encompasses 16 counties including Cherokee. It is required by State law to prepare three long-term plans (which it completed in 2003): a long-term wastewater management plan; a water supply and water conservation management plan, and a district-wide watershed management plan. These regional plans are very important and have a major bearing on the future of how water, sewer, and stormwater management facilities will be provided in Holly Springs.

### **15.4 Service Delivery Strategies**

In 1997, the State passed the Service Delivery Strategy Act (HB 489). This law mandates the cooperation of local governments with regard to service delivery issues. Each county was required to initiate development of a service delivery strategy between July 1, 1997, and January 1, 1998. Service delivery strategies must include an identification of services provided by various entities, assignment of responsibility for provision of services and the location of service areas, a description of funding sources, and an identification of contracts, ordinances, and other measures necessary to implement the service delivery strategy. Holly Springs is and must continue to be included in the Cherokee County Service Delivery Strategy.

Changes to service arrangements described in a service delivery strategy require an update of the service delivery strategy and an agreement by all parties. Because of this provision, it is likely that the need for intergovernmental coordination with regard to service delivery strategies will continue into the future. In addition, service delivery strategies must be updated every ten years. The Service Delivery Strategy Act also mandates that land use plans of different local governments be revised to avoid conflicts.

## 15.5 Annexation and Land Use Dispute Resolution

Recently, the Cherokee County Board of Commissioners (BOC) has interposed land use objections with regard to various petitioners seeking annexation into the City of Holly Springs. The land use dispute resolution process was afforded to Georgia counties by the state legislature in 2004. The process empowers counties to request the meditation of proposed land uses of unincorporated areas seeking annexation, when the new use proposes to increase the intensity. Previously a “sphere of influence” or “annexation area” (or urban growth boundary) was agreed upon between the City and the county as a gentlemen’s agreement from 2003 through 2006. Nonetheless, the growth boundary agreement was not renewed in 2007, though Mayor and Council may choose to establish a defined growth area or urban service limit in the future. Holly Springs is expected to exceed those prior growth limits, however.

Recent objections by the Cherokee County Board of Commissioners to annexations by Holly Springs have led to the need to mediate disputes. This issue of annexation and land use disputes will need significant attention in the future, and the City and county must attempt to cooperate, seeking resolution of disagreements. The City seeks to jointly plan areas with the county, inviting the BOC to participate in this effort. Perhaps the City of Holly Springs and Cherokee County will one day have the opportunity to pursue this worthwhile endeavor.

## 15.6 Intergovernmental Agreements

**Law Enforcement.** There is a law enforcement mutual aid agreement between Cherokee County and the Holly Springs Police Department, adopted April 1, 1996. Holly Springs also entered into agreement with Cherokee County and the Cherokee County Sheriff on September 20, 1998, for services related to detention of persons arrested for violations of municipal ordinances.

**Fire Protection.** Holly Springs (as well as the cities of Waleska and Ball Ground) entered into agreement with Cherokee County to join the 2<sup>nd</sup> fire district whereby the fire district offers services to the municipalities. Holly Springs approved the agreement April 20<sup>th</sup>, 1998. This is referred to as a “consolidation” agreement in the Service Delivery Strategy. The City of Holly Springs has fire fighting equipment which is leased to the county fire district. However, as new equipment is needed and added to the county fire district, such vehicles and equipment become the property of the county fire district. The agreement also provides that the county will provide fire marshal services, fire hydrant maintenance, and plan review for the City of Holly Springs. As noted elsewhere, when Holly Springs establishes its own fire department, this agreement will have to be terminated.

**Water.** The Cherokee County Water and Sewer Authority was created by the General Assembly, and Holly Springs has entered into agreement with the Authority for the provision of water services (Service Delivery Strategy 1999).

**Sewer.** The Service Delivery Strategy contains a letter and an agreement between the Cities of Holly Springs and the City of Canton. The City of Canton, through agreement with the Cherokee County Water and Sewer Authority, has secured 350,000 gallons per day of capacity and allocated that amount to Holly Springs per contract. The contract between Holly Springs and Canton provides for Holly Springs’s use of the sewage treatment facilities operated by the City of Canton for the treatment of the City of Holly Springs sewage. The sanitary sewers (collector pipes) belong to the Cherokee County Water and Sewage Authority, however.

## 16.0 POLICIES BY FUNCTIONAL AREA

### 16.1 Land Use

1. **Commercial Uses.** Use the character areas and the Future Land Use Map (FLUM) to guide commercial growth and expansion for office/institutional, general commercial, and industrial opportunities.
2. **Commercial-Less Intense Uses.** Encourage the expansion of neighborhood commercial and office/institutional development containing compatible and complimentary uses that do not detract from the city's established residential areas.
3. **Residential Uses.** Use the character areas and the Future Land Use Map (FLUM) to guide residential growth, steering appropriate densities to suitable locations.
4. **Traditional Neighborhood Development.** Promote traditional neighborhood and mixed use developments in appropriate areas, which could include commercial, multi-family, and single family sections within the same project area.
5. **Master Planned Communities.** Encourage the development of master planned communities, providing uniform construction, various housing opportunities, open spaces, buffers, premium amenities, walkability, interconnectivity, restrictive covenants, professional management, and convenient neighborhood commercial uses and services, when appropriate.
6. **Smart Growth Principles.** Promote smart growth principles for new developments, including, but not limited to: have a unique sense of community and place; preserve and enhance valuable natural and cultural resources; equitably distribute the costs and benefits of development; expand the range of transportation, employment and housing choices in a fiscally responsible manner; value long-range, regional considerations of sustainability over short term incremental geographically isolated actions; and promote public health and healthy communities. Compact, transit accessible, pedestrian-oriented, mixed use development patterns and land reuse epitomize the application of the principles of smart growth.
7. **Density.** Consider increased residential densities for property adjacent to arterials and urban collectors. As properties are distanced further from arterials, urban collections, and more intense uses, residential densities should decrease.
8. **Annexation.** Consider municipal boundary expansion opportunities as unincorporated property owners petition for annexation.
9. **Expansion Areas.** Extend character areas and future land uses logically beyond adopted maps, as the city grows through annexation.
10. **Architectural Requirements.** Utilize the adopted architectural requirements for the various character areas of the city, seeking to refine and enhance these requirements, as needed. Consistently enforce architectural regulations to promote a uniform and well suited quality of development within respective character areas.

11. **Incompatibility.** Protect the city's established residential areas from encroachment by incompatible land uses.
12. **Conditional Uses.** Continue to regulate the designated conditional uses, to protect the health, safety, welfare, natural environment, and character of the City of Holly Springs. Revise and expand conditional uses in the future as determined by Mayor and Council.
13. **Sewerage.** Coordinate with the Cherokee County Water and Sewerage Authority to expand sewerage services, promoting increased opportunities for all types of development.
14. **Environmentally Sensitive Areas.** Encourage development to use environmentally sensitive areas as buffers between differing land uses where appropriate.
15. **Physical Limitations.** Ensure, through the administration of the city's zoning ordinance and development review process, that development proposals are compatible with the physical limitations of the land.
16. **Development Standards.** Amend and revised commercial development standards and zoning regulations, as needed, to minimize impacts on adjacent land uses and to ensure the highest quality of development, protection of the natural environment, and solid integrity and longevity of public infrastructure.
17. **Zoning Regulations.** Ensure that the city's zoning ordinance and other development regulations contain performance standards and other development criteria to promote the highest quality of development.
18. **Cooperative Planning.** Seek to and participate in cooperative efforts between Cherokee County and its cities to jointly plan land uses, which contributes to the overall future development and quality of life throughout the county, region, and state.
19. **Professional Services.** Seek professional planning, engineering, architectural, and other consulting services, when required, to provide an enhanced level of expertise and assistance to the City Council, Planning and Zoning Commission, and other municipal decision-making bodies.
20. **Land Use Decisions.** Use the Future Land Use Map (FLUM) as a guide when making land use decisions (map amendment requests) and reviewing other development proposals.

## 16.2 Housing

1. **Housing Opportunities.** Quality housing and a range of housing size, cost, and density should be provided in the City (Quality Community Objective, Housing Opportunities).
2. **Housing Variety.** Encourage a variety of home styles, densities and price ranges in locations that are accessible to jobs and services to ensure housing for individuals and families of all incomes and age groups (2006 Regional Development Plan Policy #8).

3. **Mixed Income Housing.** Encourage the development mixed income housing communities within mixed-use developments and within the Holly Springs Parkway corridor.
4. **Seniors and Group Quarters Housing.** Attached housing for seniors and group quarters housing are encouraged to be located within mixed-use developments and within the Holly Springs Parkway corridor.
5. **Life Cycle and Mixed Generation Communities.** Encourage “life cycle” or “mixed generation” communities that provide for persons of different age groups (including seniors) to live in the same community as they age.
6. **Design of Senior and Disabled Housing.** Houses should be made available for seniors and disabled persons that contain a single-level with no-step entrances and wide doorways (Aging in Place, Best Housing Practice, and Regional Development Plan Guidebook).
7. **Minimum House Sizes.** Minimum house sizes required in the zoning ordinance should not prohibit smaller units appropriate for seniors (650 square-foot unit minimums recommended) (Aging in Place, Best Land Use Practice, and Regional Development Plan Guidebook).
8. **Variances for Affordable Housing.** Consider allowing for deviations from land development improvement standards, for projects that demonstrate consistency with affordable housing objectives.
9. **Avoid Regulatory Barriers.** In amending the city’s zoning and development regulations, the city should consider the potential impact of such amendments on housing affordability, in order to possibly avoid creating or sustaining “regulatory barriers.”
10. **Housing for Persons with Disabilities.** Avoid regulations and practices that would discourage the provision of housing for persons with disabilities.
11. **Nonprofit Housing Organizations.** Encourage the creation of, and cooperate with, community-based housing organizations in the pursuit of more affordable workforce housing.
12. **Housing and Property Standards Codes.** Enforce housing and property standards codes (housing maintenance, yards, etc.)
13. **State and Federal Housing Programs.** Continue active use of federal and state financial assistance programs to improve areas of substandard housing.

### 16.3 Economic Development

1. **Appropriate Businesses.** The businesses and industries encouraged to develop or expand in Holly Springs should be suitable for the City in terms of job skills required, linkages to other economic activities in the City or region, impact on the resources of the area, and future prospects for expansion and creation of higher-skill job opportunities (Quality Community Objective, Appropriate Business).



2. **Desirable Businesses.** Encourage the location of additional service-oriented businesses, such as doctors, accountants, and other small practitioners, especially in the town center.
3. **Range of Jobs Available.** A range of job types should be provided in each community to meet the diverse needs of the local workforce (Quality Community Objective, Employment Options).
4. **Tax Allocation District.** Continue implementation of a Tax Allocation District in Holly Springs.
5. **Expedite Redevelopment Projects.** Consider, and if appropriate implement, ways to expedite the process of reviewing and approving redevelopment projects that are consistent with adopted redevelopment policies, objectives, and plans.
6. **Improvement of Industrial Sites.** Improve development sites to attract quality light industries. Implement design guidelines for the improvement of existing industrial sites.
7. **Heritage Tourism.** Promote heritage tourism in Holly Springs as a way to educate citizens and visitors of Holly Springs' history and cultural identity and to enhance the local economic base.
8. **Small Businesses.** Promote the development of small businesses in the City.
9. **Home Occupations.** Home occupations, when compatible with the neighborhood, are recognized as part of the overall City economic development strategy and are encouraged, subject to compliance with applicable zoning laws.
10. **Positive Business Climate.** Create and maintain a positive climate for business in the City.
11. **Balanced Regulation.** Balance the need to regulate the design and appearance of commercial properties with a positive regulatory environment that is sensitive to the need for businesses to be competitive in the marketplace.
12. **Education and Training.** Educational and training opportunities should be readily available in the City – to permit City residents to improve their job skills, adapt to technological advances, or to pursue entrepreneurial ambitions (Quality Community Objective, Educational Opportunities).
13. **Commercial Expansion.** Through land use and annexation policies increase opportunities for all commercial uses, including but not limited to: general commercial, office/institutional, neighborhood commercial, and industrial.
14. **Partnerships.** Partner with private industry and/or other agencies (county, cities, DDA, Development Authority of Cherokee County, etc.) to promote economic development opportunities that will benefit the City of Holly Springs, the region, and the State of Georgia.

15. **Promotion and Recruitment.** The City of Holly Springs should actively and deliberately promote the City to business interests worldwide, recruiting industry and commerce.

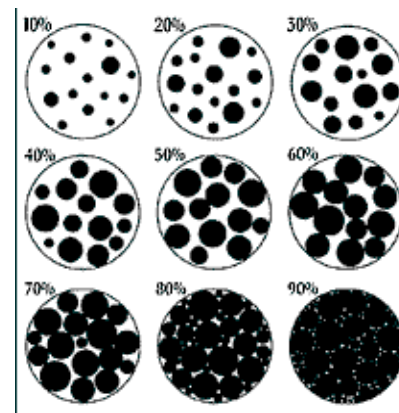
#### 16.4 Natural Resources

The natural environment should be preserved as much as possible. Preserving natural features helps maintain air and water quality, as well as provides visual and recreational amenities for local citizens.

1. **Environmentally Sensitive Areas.** Prevent development from occurring in, or significantly encroaching upon environmentally sensitive areas, such as floodplains, wetlands, and groundwater recharge areas, by preparing and adopting additional regulations as necessary to protect environmentally sensitive areas. At minimum, this includes development regulations to meet or exceed Georgia Department of Natural Resources' Part V Environmental Planning Criteria.
2. **Innovative Land Practices that Preserve the Environment.** Encourage innovative land development practices that focus on preserving environmentally sensitive land areas and open space.
3. **Minimize Water Quality Impacts.** The location and intensity of development should be sited so as to minimize the negative effects of that development on water quality, both during and after construction. Major considerations concerning water quality should include: organic pollution from infiltration and surface runoff; erosion and sedimentation; water temperature elevation; nutrients such as nitrogen and phosphorous; and toxic materials.
4. **Wetlands.** Preserve wetlands where they exist, or as a last resort if they cannot be preserved on-site, mitigate wetland loss by increasing ecologically equivalent wetlands on other appropriate sites (i.e., wetland mitigation through wetland banking).
5. **Floodways and Floodplains.** Prohibit development within floodways and restrict or prohibit development in flood plains. If development within flood plains is allowed, flood plain storage should not be decreased from its present state. In no event shall development be permitted that inhibits the flow of floodwaters.
6. **National Flood Insurance Program.** Continue to participate in the National Flood Insurance Program. Periodically amend the flood damage prevention/floodplain management ordinance to comply with changes to ordinances specified by the Federal Emergency Management Agency.
7. **Best Management Practices.** Implement best practices for water pollution control and stormwater management, including but not limited to: biofilters (vegetated swales/strips), wet ponds, and constructed wetlands.
8. **Municipal Practices.** Ensure that the City, in its own activities, follows the same environmental policies as required of private developers.
9. **Encourage Conservation Subdivisions.** Encourage conservation subdivision development. (Conservation developments cluster structures on developable land in order to conserve land and/or provide public open space).

10. **Acquire Conservation Lands.** Seek out opportunities to acquire conservation lands and park spaces.
11. **Permeable Surfaces.** Use permeable surfaces for parking lots in non-residential developments, if appropriate.
12. **Street Trees.** Encourage or require the planting of street trees in subdivisions and new land developments.
13. **Tree Protection and Preserve Tree Canopy.** Restrict the cutting of trees, require the replacement of trees, and preserve and enhance tree canopy, by adopting, amending, and enforcing a tree preservation ordinance.
14. **Tree Canopy Guidelines.** Unless more restrictive requirements are adopted by ordinance, use the following goals, recommended by American Forests (2002) for the preserving tree canopy, as a guide in development planning:

- 40 percent tree canopy overall.
- 50 percent tree canopy in suburban residential areas
- 25 percent tree canopy in urban residential areas
- 15 percent tree canopy in business districts



15. **Sustainability and Energy Efficiency.** Promote sustainable and energy-efficient development (2006 Regional Development Plan Policy #10).

## 16.5 Historic Resources

1. **Compatible Character.** The traditional character of the community should be maintained through preserving and revitalizing historic areas of the community, encouraging new development that is compatible with the traditional features of the community, and protecting other scenic or natural features that are important to defining the community's character (Quality Community Objective, Historic Preservation).

2. **Protect Historic Resources.**

Provide strategies to preserve and enhance historic resources (2006 Regional Development Plan Policy #13). Retaining community character through the preservation, protection and retention of Holly Spring's historic resources is a primary goal of the local preservation program. The following historic preservation objectives and policies should be followed collectively in order to provide the optimum financial and redevelopment benefits to the city as it moves forward with its preservation program.



3. **Increase Community Support.** Strive to increase community support for historic preservation and the work of the Holly Springs Historic Preservation Commission (HPC). Continue to expand upon programs and activities that will instill an appreciation and pride in Holly Spring's past.
4. **National Register Listings.** Add eligible properties to the National Register of Historic Places.
5. **Historic Districts and Landmarks.** Add to locally designated historic districts and landmarks or creation of new one(s), as appropriate.
6. **Incentives.** Provide incentives to protect and preserve historic resources.
7. **Reuse of Historic Buildings.** The reuse of historic buildings is encouraged, provided the architectural character of the building is retained.
8. **Co-sponsorship of Programs.** Encourage the co-sponsorship by other entities and organizations of preservation and heritage education programs.
9. **Historic Preservation Commission.** Work to expand the role of the Holly Springs Historic Preservation Commission to utilize its expertise in implementing existing historic preservation policies as well as assisting in implementing other elements of the Comprehensive Plan.

## 16.6 Urban Design

Urban design within Holly Springs is dictated by both the Commercial Corridor Design Overlay District Guidelines and Article 19 of the Zoning Ordinance. From those documents, the following policies are summarized as policy for the city:

1. **Pedestrian Facilities.** Create a safe and accessible pedestrian network throughout the City of Holly Springs. Sidewalks of required widths, well-marked crosswalks and approved pedestrian-scaled lighting should be installed to create an inviting and well used pedestrian system. All new construction and redevelopment within the City should

include a combination of these facilities. All new facilities must meet American with Disabilities Act (ADA) standards. Additional funding will be sought to create and improve pedestrian facilities within existing areas of the City, but when development occurs it will be the responsibility of developers to improve facilities along their public street frontages.

2. **Streetscape Improvements.** Aesthetically appealing transportation routes are desired and will be created throughout Holly Springs. Street trees should be installed, and will be required, to create shaded sidewalks for pedestrians and improve the visual quality of local streets and state routes. Street furniture zones and landscape strips will be established along sidewalks within the Downtown Historic District and Holly Springs Parkway District. These zones will consist of brick pavers or landscape strips along side concrete sidewalks to provide space for the street trees, decorative pedestrian lights, bike racks and planters of ornamental vegetation. All streetscape improvements will be coordinated with Georgia Department of Transportation when working along state routes or making use of Transportation Enhancement (TE) funds.
3. **Town Center.** Development in the town center should include mixed uses, following the overlay district guidelines to insure appropriate scales, setbacks, materials, and signage are achieved.
4. **Corridor Design Overlay.** The Commercial Corridor Design Overlay District Guidelines provide a framework for site design, building design and streetscape design and within the overlay district. These guidelines should be met by all projects within the district to insure that the character of the traditional neighborhoods is retained.
5. **Parking.** Adequate parking will be provided within the City. Parking should be situated so that the parking is located at the rear or side of the building. If circumstances require front parking areas, proper screening from the roadway will be provided.
6. **Streetscape Improvement Standards.** Pedestrian lighting and street furniture shall be consistent throughout the City. A standard for each element has been selected by City. City staff will review plans to insure that the standards are used on all new projects.
7. **Connectivity of Open Spaces.** Creation of new open space and connection to existing or planned open spaces are priorities for Holly Springs and will be sought in the review of development proposals, as appropriate. The requirement of open spaces, and their designs, will be considered on a case-by-case basis, taking into account the city's objectives of creating pedestrian-friendly, mixed-use places and destinations in the town center and accessible linkages to them. Improving accessibility to parks and creating pedestrian links between the open spaces and the public park(s) in the town center will greatly strengthen the urban core of the City and will therefore be a key guiding principle when reviewing open space proposals.

## 16.7 Community Facilities and Services

1. **Level of Service Standards.** Establish and maintain level-of-service and/or performance standards for all community facilities and services provided by the City.
2. **Police Protection.** Ensure that the police department has adequate personnel, equipment, and training. Maintain a target officer to population ratio of at least 2 officers per 1,000 population, or as otherwise determined appropriate by the Police Chief. Strive

to uphold an average 3 to 5 minute incident response time for police calls, 90 percent or more of the time.

3. **Municipal Fire Services.** Research and study the possibility of creating a new, municipal fire department in the city to replace the county fire district service; or continue receiving services from Cherokee County, entering into a new contract, whichever is found by Mayor and Council to be in the best interest of the citizens of the City of Holly Springs.
4. **Fire Hydrants and Fire Flow.** Ensure fire hydrants are installed along new public water lines every 1,000 feet in residential areas and every 500 feet in commercial areas. Test fire hydrants regularly and institute prompt repairs where necessary. Ensure that water service providers maintain a target water flow standard of 1,500 gallons per minute for firefighting commercial structures, with between 2,000 and 2,500 gallons per minute considered optimum, and a minimum water target of 1,000 gallons per minute for fighting a residential fire with up to 1,500 gallons per minute considered optimum.
5. **Municipal Parks and Recreation Department.** Create a new park/recreation department to replace or supplement service by Cherokee County Parks and Recreation Authority.
6. **Parkland Designation.** Designate lands for future parks, recreation, open space, and conservation, including unincorporated areas in the City's sphere of influence or growth boundary.
7. **Multi-use Trails.** Continue pursuing opportunities to construct multi-use trails or greenways throughout the city.
8. **Municipal Library.** Investigate the option of establishing a municipal library to replace or supplement service by Sequoyah Regional Library System.
9. **Solid Waste Management.** Implement the City's comprehensive solid waste management plan.
10. **Location Policy 1.** While abiding by principles of efficiency in terms of optimal geographic locations for City facilities and services, the City should use its investment in civic buildings (e.g., new city hall) to strategically leverage and enhance private reinvestment in redevelopment areas.
11. **Location Policy 2.** The City should consider locating public facilities within vacant commercial spaces, if economical and appropriate.
12. **Public-Private Co-Delivery.** Identify, and capitalize on, opportunities for innovative public-private ventures in the arrangement, provision, and delivery of various City facilities and services.

## 16.8 Transportation

1. **Local Street Improvements.** Improve geometrics of local street intersections where they pose traffic safety problems.

2. **Downtown Public Parking.** Ensure adequate off-street parking facilities downtown, including public parking.
3. **Context-Sensitive Design.** Provide for street designs that pay appropriate attention to concepts of compatibility, livability, sense of place, and urban design, in addition to conventional traffic engineering considerations. Utilize context-sensitive roadway design to promote streets that are built appropriately to fit the land uses surrounding them. For example, a downtown main street should be built with narrower lanes, wider sidewalks, and streetscape elements in its design, in order to encourage lower speeds and accommodate pedestrians.
4. **Pedestrian/Sidewalk System.** Improve the network of pedestrian facilities (sidewalks) in the city; implement the long-range future sidewalks plan.
5. **Bike Paths and Bikeways.** Provide bike paths and bikeways in appropriate locations in the city.

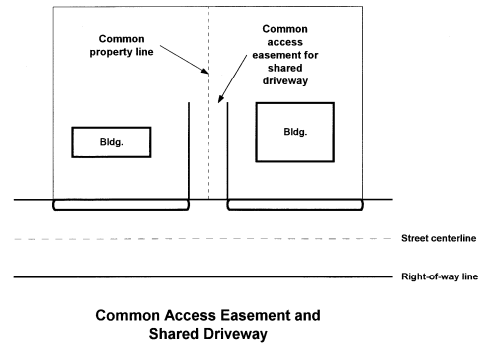
Bicycle lanes are proposed along the following routes (Source: LCI Study 2004):

- Hickory Road from Cedar Valley Drive to the proposed connector roadway
- Holly Springs Parkway from Old Canton Road to Childers Road
- Holly Street from Holly Springs Parkway to I-575
- New connector roadway

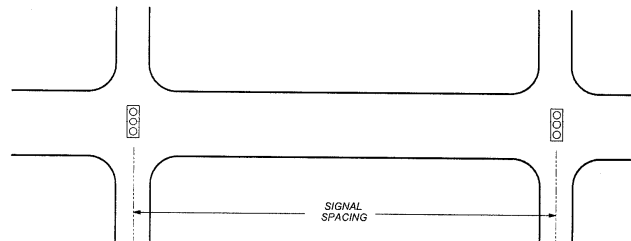
Multi-use trails should be developed along each of these corridors. Because it is part of the new Town Center, the railroad trail should be a priority project.

6. **Traffic Calming.** Consider future needs for traffic calming (raised speed humps, raised tables, etc) to slow speeding and/or discourage cut-through traffic.
7. **No Truck Routes.** Designate routes for truck prohibition where needed.
8. **Public Transportation.** Efforts should be made to tie into regional public transportation programs, where and when they are available.
9. **Connectivity.** During site plan and development permit review, measures should be made to connect streets to provide a local street network that serves as an alternative to the arterial and collector street system. This includes promotion of a grid-street pattern in all places where such design is feasible and practical. It also means discouraging, limiting, or prohibiting cul-de-sacs in some cases, and providing for stub connections at property lines to tie into future compatible development on adjoining properties.

10. **Inter-parcel Access.** Encourage or require inter-parcel vehicle access points between contiguous and compatible commercial and office developments.



11. **Access Management.** Apply state and local standard for access management along arterial and collector streets, including but not limited to specifications for curb cut location and separation, traffic signal spacing, and deceleration lanes.



12. **Railroad and Road Grade Separation.** Maintain safe railroad crossings for drivers, bicyclists, and pedestrians, and consider opportunities and where feasible to implement projects that separate at-grade road and railroad intersections.
13. **Traffic Impact Studies.** When a development proposal would be expected to generate 1,000 vehicle trips or more, or 100 or more vehicle trips during any a.m. or p.m. peak hour, a traffic study should be required. In other cases at the discretion of the City Engineer a traffic impact study may be required.

## 16.9 Intergovernmental Coordination

1. **Regional Cooperation.** Regional cooperation should be encouraged in setting priorities, identifying shared needs, and finding collaborative solutions, particularly where it is critical to success of a venture, such as protection of shared natural resources (Quality Community Objective, Regional Cooperation).
2. **Regional Solutions.** Regional solutions to needs shared by more than one local jurisdiction are preferable to separate local approaches, particularly where this will result in greater efficiency and less cost to the taxpayer (Quality Community Objective, Regional Solutions).
3. **Support for Regional Policies.** Coordinate local policies and regulations to support regional policies (2006 Regional Development Plan Policy #17). Ensure that goals and implementation programs of the City's Comprehensive Plan are consistent with adopted coordination mechanisms and consistent with applicable regional and State programs.
4. **Intergovernmental Agreements.** Periodically assess existing intergovernmental agreements and to develop new agreements as appropriate.



5. **Information Sharing.** Share resources and information with all government entities.
6. **Avoid Competition.** Avoid competition between Holly Springs and the cities of Canton and Woodstock and turn competitive situations into opportunities for cooperation.
7. **Conflict Resolution.** Resolve conflicts with other local governments through established mediation processes or other informal or formal means.
8. **Interagency Economic Development.** Promote intergovernmental and interagency coordination in economic development activities.
9. **Water District.** Adopt, and amend as necessary, plans and regulations to be consistent with the mandates and requirements of the Metropolitan North Georgia Water Planning District. The city will coordinate with the Cherokee County Water and Sewer Authority, Cherokee County, the City of Canton and other local governments in implementing plans of the District.
10. **Water and Sewer.** Work with the Cherokee County Water Authority to plan and implement extension of water service, and sanitary sewer service to areas that have failing septic tanks, where cost effective to do so.
11. **Water Conservation.** Participate in water conservation planning by the county and region.
12. **Emergency Preparedness.** Periodically review and revise the disaster preparedness and emergency management plans in conjunction with Cherokee County.
13. **Transportation Standards and Facilities.** Coordinate with the Georgia Department of Transportation with regard to the design of improvements on federal funded transportation projects or projects impacting state routes. Also, work with private groups such as PATH and PEDS in the provision of safe and convenient bike/pedestrian facilities and to encourage implementation of Safe Routes to School Programs. The City has development regulations set forth that either meet or exceed GDOT specifications and standards.

## **17.0 POLICIES BY CHARACTER AREA**

### **17.1 Town Center**

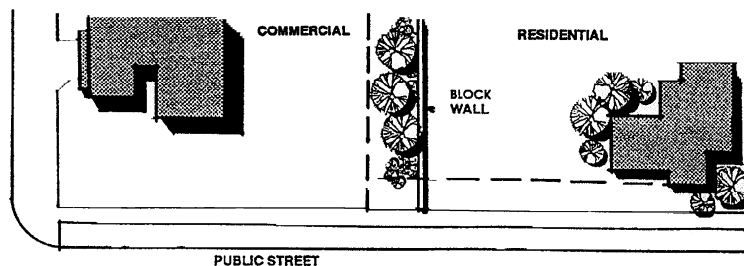
1. Traditional downtown areas should be maintained as the focal point of the community or, for newer areas where this is not possible, the development of activity centers that serve as community focal points should be encouraged. These community focal points should be attractive, mixed-use, pedestrian-friendly places where people choose to gather for shopping, dining, socializing, and entertainment (Quality Community Objective, Sense of Place).
2. Redevelop and revitalize the Holly Springs town center.
3. Provide opportunities to live in the town center by promoting diverse dwelling opportunities, including detached dwellings on smaller lots, townhouses, condominiums, lofts/apartments, and accessory dwelling units.
4. Promote the most compact development in Holly Springs to be built in the central core of downtown, in order to limit traffic created by sprawling development, and to allow pedestrians to walk from place to place without getting in and out of a car.
5. Be sensitive to and include existing historic resources into future designs and development of the town center; any new development or redevelopment should be implemented in a manner that is compatible with the character, scale, massing and design of any existing historic resources.
6. Automobile-related facilities and services are not appropriate in the Holly Springs Town Center because they do not facilitate pedestrian friendly design, and thus, new highway business uses are discouraged in that area.
7. New development should incorporate internal roads and create a network of local roads that distribute the vehicular traffic.
8. New development should incorporate open space features such as plazas, parks, etc., which are accessible for public use.
9. New roadways and roadway improvements in the Town Center should be kept to two lanes.
10. Ensure that the appropriate infrastructure and services are developed in the downtown to support desired growth patterns.
11. Design parking facilities, guided by the completed parking study.
12. Permit the Historic Preservation Commission to continue to review and issue Certificates of Appropriateness to protect the integrity of the town center.

## **17.2 Traditional Neighborhoods**

1. Traditional neighborhood development patterns should be encouraged, including use of more human scale development, mixing of uses within easy walking distance of one another, and facilitating pedestrian activity (Quality Community Objective, Traditional Neighborhood).
2. Maintain the traditional design characteristics of Holly Springs' older residential areas that make the City unique.
3. Preserve the integrity of existing neighborhoods by maintaining densities similar to those of surrounding or nearby existing neighborhoods.
4. Residential infill development should "learn" from its neighbors with regard to size, bulk, scale, mass, and rhythm. Dwellings should either be similar in size and height, or if larger, be articulated and subdivided proportionally to the mass and scale of other residential buildings in the existing residential area. Infill residential development should maintain the rhythm created by the repetition of facades in the established residential area, including the sizing and frequency of windows.
5. Residential infill development traditional neighborhoods should maintain the existing dwelling setback pattern in relation to the street. If existing residences are close to the street with shallow front yards, so too should be the residential infill development. If the character of the existing residential neighborhood is one where dwellings have deep front yards, the residential infill development should also observe that average setback established by existing dwellings or otherwise appropriate to its context. When rezoning is involved, a "build-to" line may be established as a condition of zoning.
6. New traditional neighborhood development should incorporate internal roads and create a network of local roads that distribute the vehicular traffic.

## **17.3 Suburban Neighborhoods**

1. Protect the character and integrity of existing neighborhoods, while also meeting the needs of communities (2006 Regional Development Plan Policy #7).
2. Preserve the integrity of existing neighborhoods by maintaining densities similar to those of surrounding or nearby existing neighborhoods.
3. Minimize intrusion of light, sound, traffic and night-time activity between non-residential uses and single-family neighborhoods by approving higher density residential uses between non-residential and single-family land uses. If non-residential uses are approved, establish increased distances and vegetative screening through conditions of zoning or special use permit approval.



4. Discourage, or prohibit, inter-parcel vehicular access between single-family and higher density residential areas and more intense or non-residential land uses. Vehicular access/egress from businesses onto residential streets is strongly discouraged, if not prohibited.

#### 17.4 Parkway Corridor

1. Adopt or maintain design guidelines that encourage commercial buildings to place the majority of their off-street parking to the rear of the principal buildings.
2. When a rezoning or special use permit proposal is received in a transitional part of the corridor, the proposal should carefully regulated, through conditions of rezoning or special use approval, to ensure that building height, building placement, intensities, densities, location of parking, placement of accessory uses, buffers, tree protection, landscaping, exterior lighting, site amenities and other site planning features are compatible with protected neighborhoods. "Compatible" means that the characteristics of different land uses or activities located near each other are in harmony and without conflict.

## **18.0 RECENT AND ONGOING PLANNING PROJECTS**

Implementation consists of three primary mechanisms: regulations, budgets (funding for projects), and various programs and activities. Plan implementation of planning projects has been very active during the time this comprehensive plan was being prepared. In fact, with a small city planning staff and little administrative assistance other than the efforts of the City Manager, Holly Springs has been active on many fronts, implementing numerous important planning projects. There are few if any projects that have been identified as necessary or desirable that Holly Springs has not yet started to implement. Recent accomplishments and ongoing implementation projects are summarized in this Section.

### **18.1 ARC Community Choices Program**

With assistance from the Atlanta Regional Commission and its Community Choices program, Holly Springs has identified and has immediately begun to implement a number of important projects, including amendments to its land use regulations (discussed below).

### **18.2 DCA Signature Communities Program**

The City of Holly Springs was selected as a “Signature Community” in 2006 by the Georgia Department of Community Affairs (DCA). This honor includes a \$50,000 grant, which will fund a streetscape project in the downtown area, as well as additional benefits provided by other state departments, enhancing transportation and economic development activities. The program concludes in two years, at the completion of the streetscape project, with the Governor declaring Holly Springs a “Signature City.” The coveted designation is only bestowed upon a few jurisdictions each year.

### **18.3 Georgia Land Conservation Program**

Holly Springs approved participation in the Georgia Land Conservation Program.

### **18.4 LCI Study and Downtown Plan**

One of the most significant planning documents is the Holly Springs LCI study and the resulting formal redevelopment plan. The LCI study was completed in November 2004 using grant funding from Atlanta Regional Commission (ARC). The project study area was defined as a ¼-mile radius from the junction of Hickory Road and Holly Springs Parkway. The study created a frame work for future development and redevelopment in the downtown intended to foster mixed land-use and transportation options. Extensive community input was used to establish general recommendations and goals for future redevelopment. Some of the primary recommendations which came from the study were: develop a new mixed-use town center, provide adequate parking for future growth, and create safe and attractive streetscapes throughout the city. The study is organized into a history and existing conditions section, a community visioning section, and an implementation section. The study defines the vision for future development in the downtown of the City. Holly Springs has qualified for \$2.8 million to construct sidewalks within the city core.

### **18.5 Redevelopment Plan and Tax Allocation District**

Holly Springs followed up the LCI study by preparing a downtown redevelopment plan. In December 2005 McKenna Long & Aldridge LLP and Echols Writing prepared the Holly Springs New Town Center Redevelopment Plan and Tax Allocation District. This plan, which was adopted by City Council, provides for establishment of a 142-acre assemblage of land through public and private partnerships to bring a new desired mix of development in downtown Holly Springs. The plan notes the challenge that the subject area has not had any economic activity or growth for thirty years, experiences comparably low traffic volumes, lacks adequate sewer, and requires an assemblage of some seven land parcels. The plans shows that Holly Springs can use approximately \$13 million in public projects and infrastructure to leverage \$127 million in private residential, retail, office and other commercial investment in the New Town Center Redevelopment Area.

### **18.6 Downtown Development Authority (DDA)**

Holly Springs has constituted and appointed a Downtown Development Authority to energize redevelopment efforts in its town center. The purpose of the Holly Springs DDA is to promote development and to prevent deterioration in the downtown area. The goals of the DDA are to maintain downtown as the financial, professional, cultural, and social center of the City; increase the number of jobs and overall occupancy through the development of new office and retail space; and to improve quality of life for people living, working, and visiting downtown. With Council approval of the DDA's acquisition of land in the town center, redevelopment prospects are quickly becoming a reality.

### **18.7 Downtown Parking and Circulation Study**

Holly Springs completed a downtown parking and traffic circulation study in December 2006. This study was funded with supplemental LCI funds, granted by the ARC and awarded to Rich & Associates of Detroit, Michigan, to complete.

### **18.8 Environmental Ordinance Revision and Development**

Early in 2007, Holly Springs prepared and adopted a stream bank buffer ordinance as recommended by Metropolitan North Georgia Water Planning District. Hence, the city has completed compliance with mandates to adopt model ordinances of the District.

### **18.9 National Pollutant Discharge Elimination System (NPDES)**

Local governments in Georgia, especially those within the Water Planning District, are required to ramp up their efforts with regard to stormwater management and water quality protection. The Holly Springs Council in 2007 awarded a bid to provide technical expertise for the city's NPDES program. The city has also secured professional services for NPDES Phase II mapping.

### **18.10 Historic Preservation**

Holly Springs has established a Historic Preservation Commission (HPC), which has the authority to review all proposed renovations and new developments within the established Historic District and decide if a Certificate of Appropriateness (COA) will be awarded. A COA is required before any projects are initiated or any building permits are issued. In 2006 and 2007

Holly Springs with consultant assistance prepared and adopted design guidelines for its historic district. Part of the empowered role of the HPC will come from administering the newly adopted design guidelines that apply within the Historic District. In 2007 the Holly Springs Historic Commission began pursuing certified local government status with regard to its historic preservation program.

### **18.11 Urban Design and Beautification Initiatives**

Several plans which influence future urban design within the City have already been completed. The most recent and comprehensive resource for urban design requirements is found within the Holly Springs Zoning Ordinance (Article 19, Design Guidelines for Model Zoning Districts) which was revised in November 2006. This article sets minimum design requirements for site planning, landscape, and exterior architecture for all zoned properties. While this comprehensive plan uses character area designations to define different areas of Holly Springs, the model districts different classifications to describe the City. Five separate districts are defined by the article. These are Downtown Historic District, Holly Springs Parkway District, Hickory Road District, East Residential District, and West Residential District. In addition to defining the various districts and explaining the design guidelines for the each, the article provides information on the application and review process, and lays out plan requirements. Guidelines within this article cover requirements for parking, streetscape elements, fences and walls, service areas, and signs, but it does not provide illustrations.

In May 2006 Holly Springs adopted the Commercial Corridor Design Overlay District Guidelines. This document serves to protect the character of the historic overlay district by setting minimum standards for new development and redevelopment. The district forms a highly irregular form that is defined by a map found within the document. This area includes the historic core of the city and its adjacent in-town residential neighborhoods. Two areas are defined within the district. These areas are referred to as Tiers A and B. Tier A provides mandatory and optional elements for areas within the district which are intended to be pedestrian oriented. Tier B is intended to provide some pedestrian and aesthetic elements into an automobile oriented corridor without compromising automobile traffic. Both tiers divide the mandatory and optional elements into the following categories: Site Design, Building Design and Streetscape Design for the defined district. A portion of the applicable optional elements must be included in all future development within the district. This document contains requirements for the district which contradict urban design requirements found within Article 19 of the zoning ordinance and therefore needs to be remedied.

The city has also sought bids to install permanent vegetation along Holly Springs Parkway.

### **18.12 Development Regulation and Zoning Ordinance Revision**

In 2006 Holly Springs prepared and adopted a comprehensive update of its development regulations. During 2007 Holly Springs introduced a number of amendments to its zoning and development regulations per the specific recommendations of ARC's Community Choices program, including amendments to sidewalk requirements, sign lighting provisions, sign requirements for pedestrian areas and the downtown, and to expand parking options. Holly Springs has also prepared zoning ordinance text amendment to adopt the zoning districts compatible with the Cherokee County zoning ordinance. Furthermore, planning staff have introduced additional zoning ordinance and city code amendments relative to planned shopping centers, usable lots, and "big boxes." The city also approved an updated nuisance ordinance and has revised its adult entertainment ordinance.

### **18.13 Capital Improvement Budgeting**

The city has recently instituted a new fiscal year capital improvement budget. This effort ensures that the city will consider a rational and systematic means of identifying, prioritizing, and funding various capital improvement projects.

### **18.14 Special Local Option Sales Tax (SPLOST)**

Holly Springs has formulated its SPLOST III budget to be included in Cherokee County's SPLOST program

### **18.15 Community Center Park Improvements**

In 2007, Holly Springs solicited bids for the design and installation of a gazebo at the community center park.

### **18.16 Transportation Study**

In July 2002, Holly Springs completed a local transportation study (Arcadis). Issues addressed in the study include unsafe intersections, substandard and narrow roadways, speeding, congestion, and substandard sidewalks and lighting. The report presented options for rerouting truck traffic away from the intersection of Hickory Street and Holly Springs Parkway. The option recommended and accepted was to construct a new road way that lines up and extends Holly Springs Industrial Park and connects Rickman Industrial Park with Holly Springs Parkway. That project is referred to as the Hickory Street/Holly Springs Parkway connector (as well as a truck route) and in 2002 had an estimated cost of more than \$1.5 million, excluding right-of-way acquisition. The study also identified two substandard roadways: Pinecrest Road and Palm Street, both of which have narrow road widths, poor pavement conditions, insufficient shoulder widths, and a lack of street lighting. It recommended improvements to these streets as well. Pinecrest Road was proposed to be improved with roadway upgrades (\$152,700 in 2002 dollars) and street lighting. Palm Street was recommended to be upgraded at a cost of \$251,300, along with bridge widening and shoulder grading (\$128,000 in 2002 dollars), and the installation of street lighting.

### **18.17 Traffic Calming**

Traffic calming has recently become an issue in Holly Springs. The 2002 transportation study identified the need for traffic calming on Holly Street from Boyd Street to Holly Springs Parkway. The Holly Springs Council in 2007 sought bids for engineering recommendations and project designs for a traffic calming measures master plan for the Harmony on the Lakes development, which connects SR 140 and Hickory Road. There have also been discussions about cut-through traffic on Childers Road.

### **18.18 Road Resurfacing and Improvement**

The Holly Springs City Council has formulated its priorities for the Local Assistance Road Program (LARP) funding.



## 19.0 SHORT-TERM WORK PROGRAM

The short-term work program addresses the regulations, programs, and capital improvement that are needed during the next five years to implement the comprehensive plan community agenda.

### 19.1 Economic and Downtown Development (EDD)

**EDD-1. Assembly of Land in Town Center.** Work with the development community to identify parcels and assembly opportunities. The City should also consider assisting with land swaps (as available) and potentially assembling land itself.

**EDD-2. Public-Private Partnering for Town Center Development.** The City including the Downtown Development Authority will become a proactive partner with the private sector by adopting incentives to lessen risk and developer exposure. Potential incentives include: ground leases; anchoring development with civic uses; sharing costs of infrastructure; building initial space for restaurant or other uses; and municipal development of park spaces in the town center.

**EDD-3. Urban Redevelopment Plan Implementation.** This work program item is drawn from the Holly Springs New Town Center Redevelopment Plan and Tax Allocation District (2005). That report describes three phases of public projects and infrastructure reiterated below:

**Table 23  
 Urban Redevelopment Capital Projects**

| Phase | Description of Project/Infrastructure  | Estimated Cost (\$) |
|-------|--|---------------------|
| 1     | Holly Springs Town Center Development  | \$9,220,020         |
| 2     | TAD District Infrastructure – Streetscapes, Sewers, Roads and Drainage Improvements            | \$3,248,000         |
| 3     | TAD District Infrastructure – Signage/wayfinding system, multi-use trail system, parking study | \$847,000           |
| Total | All Improvements Shown   | \$13,315,020        |

Source: Holly Springs New Town Center Redevelopment Plan and Tax Allocation District (2005). See page 38 of this source for more detailed cost estimates by line item.

**EDD-4. Economic Development.** Promote economic development activities city-wide to enhance the health of the local economy. Actively market the City of Holly Springs to commercial interests at the state, national, and international levels.

### 19.2 Historic Preservation (HP)

#### HP-1. Intensive Historic and Architectural Resource Survey

Of the many tools available to establish a planning framework for a local historic preservation program, a historic resource survey is one of the most important. The results of a historic resource survey indicate the numbers and groupings of buildings, structures and objects dating over 50 years old that are deemed to be significant for their historical associations, architecture, or craftsmanship. Some historic resources are significant because they represent the only

existing example of a particular architectural style or building type in an area; other resources are significant as a group, such as a group of buildings that together form a historic district. Holly Springs needs to survey and evaluate historic and potentially historic resources for designation, recognition and protection. Therefore, it will complete an intensive historic and architectural resource survey of the City of Holly Springs in order to accurately assess the condition and integrity of existing historic resources in the city. This survey should meet the requirements of the Georgia Historic Preservation Division (HPD), including accurate and complete survey forms and a comprehensive map with locations of all resources. An updated historic resource survey will clearly identify which buildings, site and landscapes in Holly Springs have historic significance; this information is vital for the continued preservation of these resources and the successful administration of the city's historic preservation planning program. Competitive grant funding is available through HPD on a yearly cycle for such projects.

### **HP-2. Historic District Boundary Confirmation or Refinement**

Article 19 of the Zoning Ordinance indicates that the Downtown Historic District is defined as 1/8<sup>th</sup> of a mile from the Depot building. However, this boundary appears to conflict with the historic district boundary defined in the Corridor Overlay District Guidelines by reducing the size of the historic district boundary slightly. It is very important that the boundary of the existing historic district not be reduced in size without adequate study provided by an Intensive Historic and Architectural Resource Survey. An intensive survey will recommend appropriate boundaries for any historic districts as part of the survey process.

### **HP-3. Seek Certified Local Government (CLG) Status**

The CLG program extends federal and state preservation partnerships to the local level. Any city, town, or county that has enacted a historic preservation ordinance, enforces that ordinance through a local preservation commission, and has met requirements outlined in the Procedures for Georgia's Certified Local Government Program is eligible to become a CLG. Holly Springs has applied to the Georgia State Historic Preservation Division (HPD) for acceptance as a Certified Local Government (CLG). The benefits of becoming a CLG include eligibility for federal historic preservation grant funds, the opportunity to review local nominations for the National Register of Historic Places prior to consideration by the Georgia National Register Review Board, opportunities for technical assistance, and improved communication and coordination among local, state, and federal preservation activities.

### **HP-4. National Register Nominations**

Holly Springs will encourage nominations to the National Register of Historic Places for individual properties and districts that have been identified as eligible in an Intensive Historic and Architectural Survey (to be completed) and in consultation with the Georgia Historic Preservation Division (HPD). There are currently no properties within the City of Holly Springs that are listed in the National Register of Historic Places.

Listing on the National Register, or a determination of eligibility to the National Register, can provide significant federal tax credits for certain expenses incurred in connection with the rehabilitation of an old building. These credits are available to owners and some long-term renters of income-producing properties -- 20 percent for a historic building and 10 percent for a non-historic building. Georgia law provides an owner of an historic property which has undergone substantial rehabilitation an eight-year freeze on property tax assessments.

Financial incentives for historic properties can be an excellent tool for redevelopment of small communities such as Holly Springs.

#### **HP-5. Develop Demolition Policies for the Certificate of Appropriateness Program**

Holly Springs will continue to prohibit the partial and full demolition, or the moving, of individual historic structures until adequate study has been made of the city's historic resources through the completion of an intensive survey. The Holly Springs Historic Preservation Commission (HPC) should develop more specific demolition and demolition-by-neglect policies that will apply within the local historic district.

#### **HP-6. Initiate Citywide Local Landmark Program**

Develop a local landmark program as part of the historic preservation planning program in the City of Holly Springs, to be administered by the city's Historic Preservation Commission (HPC). A local landmark program allows for the designation of individual buildings, structures, objects and sites as local historic landmarks with the same protection as a local historic district. The ability to designate individual properties of historic and architectural significance can be an important tool for the city and citizens of Holly Springs, in that it would allow for protection of historic resources that are located outside the boundaries of the Historic District as presently established.

#### **HP-7. Fund Historic Preservation Commission Training**

The city will monitor opportunities for training and continuing education for members of the Historic Preservation Commission (HPC). Such opportunities include programs offered by the Georgia Alliance of Preservation Commissions, Georgia Trust, Georgia Historic Preservation Division, and the Georgia Chapter of the American Planning Association.

#### **HP-8. Conduct Workshops and Initiate Recognition Program**

Holly Springs needs to continue to promote opportunities to tax credit programs, historic building codes, state and federal loans and grants-in-aid programs that encourage the reuse and restoration of designated historic properties. To that end the City will develop and implement an educational program pertaining to historic and heritage preservation to build positive public support and participation in the community's preservation programs. For example, having a "Local Storytelling Event" at the Holly Springs Community Center (Depot) in coordination with a children's festival could be a good way to bring the various generations of citizens together to listen, share stories and learn together about their community. Furthermore, Holly Springs will provide recognition of individuals and organizations that are involved in historic and heritage preservation activities within the community. Such recognition may include letters of commendation to property owners completing restoration or rehabilitation work on their properties or for positive preservation activities undertaken by groups or organizations. During the short-term, Holly Springs should sponsor one or more local workshops and programs for owners of historic properties and the general public that address a variety of topics, including maintenance and upkeep of older structures, assistance programs that are available, and presentations on Holly Springs' heritage.

### **19.3 Urban Design**

#### **UD-1. Gateways Identification and Improvement**

Major gateways into the City will be marked with appropriate monuments or signs. Gateway welcome signs or monuments will be constructed in a consistent style, with consistent materials possessing long-lasting quality. Each gateway will be well landscaped and well maintained. Gateways including signage and landscaping are recommended at the following locations:

- Holly Springs Parkway at Old Canton Highway
- Hickory Road at the new connector roadway
- Holly Street at Boyd Street
- Holly Springs Parkway at Childers Road
- Holly Springs Parkway at Jackson Street

#### **UD-2. Directional Signage Study and Way Finding Initiative**

Directional signage will be increasingly important with the development of the town center, and attractive way finding signs will contribute to the city's urban design and economic development objectives. A way finding study will be initiated, which will become a helpful resource to inform the installation of way finding signs. An initiative to develop directional signage will be established. Signage will be installed that directs visitors to key destinations, such as the town center and local attractions, as well as to public parking and municipal buildings.

#### **UD-3. Reconcile Design Guidance Documents and Regulations**

As noted in this Community Agenda, Holly Springs needs to reconsider in a more comprehensive fashion how to reconcile the character area policies of this comprehensive plan, with the corridor urban design guidelines and the model zoning districts adopted in Article 19 of the zoning ordinance. While each of these is well-intentioned on its own, in combination there are overlapping geographies and potential conflicts. A more simplified, coherent approach to urban design, one with the illustrations for guidance, needs to be completed no later than the end of the short-term planning horizon (2012).

### **19.4 Community Facilities and Services**

**CF-1. Capital Programming and Improvement.** Acquire lands, as needed, design facilities, improve land, and construct building spaces as identified in the Community Facilities section of this Community Agenda, as reiterated in Table 24 below. Some of these facilities will require modifications to existing intergovernmental agreements and new sources of financing, such as a general obligation bond referendum, which are not immediately available to the city.

**Table 24  
 Holly Springs Community Facilities  
 Short-term Capital Projects, 2008-2012**

| Facility        | Description of Improvement                           | Estimated Cost (\$) | Target Completion Year |
|-----------------|--|---------------------|------------------------|
| Administrative  | City Hall Complex                                    | Unknown             | 2010                   |
| Fire Station #1 | Acquire building and equipment from Cherokee County  | Unknown             | 2010                   |
| Fire Station #2 | Preliminary design and site preparation              | \$150,000           | 2009                   |
| Fire Station #2 | Construction of Station; Purchase fire truck         | \$1,000,000         | 2010                   |
| Library**       | Acquire site (preferably in New Town Center)         | \$250,000           | 2011                   |
| Library         | Preliminary design and site preparation              | \$200,000           | 2011                   |
| Library         | Phase 1 construction (5,000 square feet)             | \$1,000,000         | 2012                   |
| Parks           | Acquire approximate 30 acre site inside city limits  | \$2,000,000         | 2009                   |
| Parks           | Acquire approximate 30 acre site outside city limits | \$2,000,000         | 2009                   |
| Parks           | Master Plan for two municipal parks (30 acres each)  | \$100,000           | 2009                   |
| Parks           | Site Preparation and Park Development, one park      | \$750,000           | 2011                   |
| Total Shown     | All Projects For Which Cost Estimate is Shown        | \$7,450,000         | 2008-2012              |

\*\* The City may also opt to partner with the Sequoyah Regional Library System to provide this service.

**CF-2. Stormwater Program.** This work program includes all applicable mandates of the Metropolitan North Georgia Water Planning District and NPDES stormwater programs, such as the inventory of storm drainage facilities, mapping of future conditions floodplains, and ongoing implementation of non-structural best management practices, among others.

### 19.5 Transportation

**T-1. Local Road Improvements.** Based on the 2002 Transportation study and other identified sources, design and construct improvements to city streets, including widening, correction of poor intersection geometrics, widening shoulders, etc.

**T-2. Local Road Resurfacing.** Continue road resurfacing program.

**T-3. Sidewalk Improvements.** Provide a systematic means, through the city's capital improvement program, to identify and fund sidewalk improvements in the city. This task includes implementation of specific LCI study recommendations for streetscape and pedestrian improvements, and seeking out additional funding opportunities for sidewalks. The following improvements are suggested (LCI):

**Table 25  
 Priorities for Sidewalk Improvements**

| Priority | Street  | Priority | Street           |
|----------|---|----------|------------------|
| 1        | Hickory Street from Holly Springs Parkway to City Hall    | 2        | Old Magnolia Way |
| 1        | Holly Springs Parkway from Boyd Street to Mullins Drive   | 3        | Walnut Street    |
| 1        | Holly Street from Holly Springs Parkway west 1/8 mile     | 3        | Poplar Street    |
| 1        | Jackson Street from Hickory Road to Holly Springs Parkway | 3        | Barrett Road     |
| 2        | Palm Street   | 3        | Boyd Street      |

Source: Priorities and list from LCI Study 2004.

**T-4. Bikeways and Multi-use Trails.** Bicycle lanes or multi-use trails are proposed along the following routes (Source: LCI Study 2004):

- Hickory Road from Cedar Valley Drive to the proposed connector roadway
- Holly Springs Parkway from Old Canton Road to Childers Road
- Holly Street from Holly Springs Parkway to I-575
- New connector roadway

**T-5. Railroad Greenway.** A future greenway running along the railroad right-of-way is proposed. Because it is part of the Town Center plan, this project should be a priority project.

**T-6. Town Center Circulator Road.** The LCI study and downtown plan proposed an axial circulator road, to provide an important connection for the Town Center. The Connector Roadway will run from Hickory Springs Industrial Drive to Holly Springs Parkway. It will also serve as a bypass, or truck route. It will increase valuable potential customer volume through the Town Center and moderate high-speed cut-through traffic with on-street parking and articulated intersections (LCI Study).

**T-7. Downtown Parking.** The addition of more parking spaces downtown will allow more tourism and shopping opportunities for both visitors and residents of Holly Springs. Holly Springs will complete a study of downtown parking and potential opportunities for increasing off-street parking in the Town Center. The City owns several of the parcels that surround the Old Depot. The City needs to reserve this property for future parking. Additional parking spaces may require a downtown parking deck; if so, it must be aesthetically compatible in its design with the Town Center plan and historic resources in the downtown.

**T-8. Traffic Calming Program.** Study needs for traffic calming and install traffic-calming devices to limit or slow down cut-through traffic in neighborhood areas.

**T-9. Evaluate Consistency Between City and County Road Standards.** There are differences in roadway standards between the city and county, which may add to the high cost of maintaining newly annexed roadways and city annexed islands.

**T-10. Public Transportation.** Consider partnering with Cherokee County if the County decides to provide shuttle services that connect to existing transit services (Cobb County Transit and/or MARTA).

## **19.6 Planning & Development**

**P-1. Personnel.** Over the next five year period, seek to hire the professionals necessary to continue to regulate and enforce the codes of the city. Seek the assistance of professional planners and engineers to ensure current and future developments are planned and developed in accordance with the vision of the city.

**P-2. Equipment & Facilities.** Plan for the purchase of vehicles, office machines, and other technology to support and enable personnel to execute their duties. Construct, renovate, and/or expand facilities to meet demand.

**P-3. Codes & Legislation.** Propose updates to codes and regulations to support the vision of the city and this plan.

**P-4. Short & Long Range Planning.** Execute the planning and development ideals adopted with this plan, ensuring these objectives are implemented in the present and future.

### **19.7 Public Safety**

**PS-1. Personnel.** Plan for the addition of public safety personnel and support staff as the city grows and develops.

**PS-2. Equipment & Facilities.** Plan for the vehicles, equipment, and technology required, staying current with modern law enforcement practices. Construct, renovate, and/or expand public safety facilities to meet demand.

**PS-3. Policy Updates & Studies.** Conduct policy updates, as deemed necessary and studies to analyze current and future needs, trends, and practices.

### **19.8 Technology**

**TN-1. Digital Archiving.** Development an electronic records retention system, transferring paper files to electronic format.

**TN-2. GIS.** Plan for and prepare to update the city geographic information systems, keeping current with technological advances and systems. Continue to expand mapping capabilities and integrate GIS through all municipal departments.

**TN-3. E-Governance.** Plan for and provide services through electronic means.

**Table 26**  
**Consolidated Short-term Work Program**  
**City of Holly Springs**

| Reference #                                    | Description  | Target Completion Year | Estimated Cost If Applicable (\$) and Funding Sources | Responsible Party                 |
|--|--|------------------------|---|-----------------------------------|
| <b>ECONOMIC AND DOWNTOWN DEVELOPMENT (EDD)</b> |  |                        |   |                                   |
| EDD-1, 3                                       | Holly Springs Town Center Development  | 2008-2010              | General Staff and Authority Activities                | DDA                               |
| EDD-2  | Public-Private Partnering for Town Center Development  | 2008-2012 (Ongoing)    | General Staff and Authority Activities                | DDA                               |
| EDD-2, 3                                       | Construct +/-1-2 acre "centerpiece" park   | 2010                   | \$1,100,000<br>Capital Budget                         | DDA                               |
| EDD-3  | Urban Redevelopment Plan Implementation – Phase 1 Holly Springs Town Center Development  | 2010                   | \$9,220,020<br>Tax Allocation District                | DDA                               |
| EDD-3  | Implement Rich & Associates Parking Study with Town Center Development   | 2008-2012              | --  | DDA                               |
| EDD-3  | Phase 2 TAD District Infrastructure – Streetscapes, Sewers, Roads and Drainage Improvements  | 2011                   | \$3,248,000<br>Tax Allocation District                | DDA                               |
| EDD-3  | Phase 3 TAD District Infrastructure – Signage/wayfinding system, multi-use trail system, parking study   | 2012                   | \$847,000<br>Tax Allocation District                  | DDA                               |
| EDD-2  | Continue to Implement Livable Centers Initiative Project- Downtown   | 2008-2012 (Ongoing)    | General Fund;<br>Capital Budget;<br>TAD; Grants       | DDA; City Manager; City Planner   |
| EDD-4  | Actively recruit new businesses-retail, office, and light industrial- to locate in the City of Holly Springs. Strive to achieve a sensible balance between commercial and residential uses.  | 2008-2012 (Ongoing)    | --  | City Planner; staff               |
| EDD-4  | Encourage office uses and actively recruit employers to re-locate to the City of Holly Springs, working toward a jobs-housing balance of at least 1.5:1 or greater.  | 2008-2012 (Ongoing)    | --  | City Planner; staff               |
| EDD-4  | In concert with promoting a jobs-housing balance of at least 1.5:1 or greater, coordinate and partner with local and regional technical colleges and institutions of higher learning to ensure the employment base is highly skilled (skills matching jobs). | 2008-2012 (Ongoing)    | --  | City Planner; staff               |
| EDD-4  | When feasible, partner and coordinate with the Development and Redevelopment Authorities of Cherokee County and nearby jurisdictions to bring industry and positive development opportunities to the City and Cherokee County.                               | 2008-2012 (Ongoing)    | --  | City Manager; City Planner; staff |
| EDD-4  | Continue to promote village-type commercial centers for appropriate sites (parcel interconnectivity, ped oriented, open space, etc.)   | 2008-2012 (Ongoing)    | --  | City Planner; staff               |



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| Reference #                       | Description  | Target Completion Year | Estimated Cost If Applicable (\$) and Funding Sources | Responsible Party                   |
|-----------------------------------|--|------------------------|---|-------------------------------------|
| <b>HISTORIC PRESERVATION (HP)</b> |  |                        |   |                                     |
| HP-1                              | Intensive Historic and Architectural Resource Survey                                     | 2008                   | \$30,000<br>General Fund;<br>Possible State grant     | HPC                                 |
| HP-2                              | Historic District Boundary Confirmation or Refinement                                    | 2009                   | --  | HPC                                 |
| HP-3                              | Seek Certified Local Government (CLG) Status   | 2008                   | --  | HPC                                 |
| HP-4                              | National Register Nominations  | 2008-2012<br>(Ongoing) | \$5,000 or more<br>per nomination<br>General Fund     | HPC;<br>consultant                  |
| HP-5                              | Develop Demolition Policies for the Certificate of Appropriateness Program               | 2008                   | --  | HPC                                 |
| HP-6                              | Initiate Citywide Local Landmark Program   | 2009                   | \$20,000<br>General Fund                              | HPC;<br>consultant                  |
| HP-7                              | Fund Historic Preservation Commission Training   | 2008-2012<br>(Ongoing) | \$2,000 annually<br>General Fund                      |                                     |
| HP-8                              | Conduct Workshops and Initiate Recognition Program                                       | 2008-2012<br>(Ongoing) | --  | HPC                                 |
| HP-1, 2, 5                        | Continue to Engage Architectural/ Historical Consultant to Advise the HPC and City Staff | 2008-2012<br>(Ongoing) | \$5,000-\$10,000<br>annually<br>General Fund          | HPC; City<br>Planner                |
| HP-2, UD <sup>5</sup> -1          | Gateways Identification and Improvement (various locations)                              | 2008-2012<br>(Ongoing) | \$150,000 annually<br>General Fund                    | City Planner                        |
| HP-2, UD-3                        | Reconcile Design Guidance Documents and Regulations                                      | 2008                   | \$15,000<br>General Fund                              | City Planner;<br>Consultant         |
| HP-6                              | Renovate & restore original gas station (Sid's) into a City Welcome Center and/or Museum | 2010-2012              | \$250,000<br>Various Grants;<br>Capital Budget        | HPC; City<br>Planner;<br>Consultant |

<sup>5</sup> UD = "Urban Design" See p. 81

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| Reference #                      | Description   | Target Completion Year | Estimated Cost If Applicable (\$) and Funding Sources           | Responsible Party                         |
|----------------------------------|---|------------------------|---|---|
| <b>COMMUNITY FACILITIES (CF)</b> |   |                        |   |   |
| CF-1                             | Capital Programming and Improvement   | 2008-2012 (ongoing)    | See Specifics Capital Budget; GO Bond Issue; SPLOST             | City Manager                              |
| CF-1                             | City Hall Complex completion  | 2010                   | Unknown   | City Manager                              |
| CF-1                             | Construction of Building Department (Planning, Engineering, Building) (w/City Hall Complex Project)   | 2010                   | Unknown   | City Manager                              |
| CF-1                             | Expand and/or Acquire Additional Facilities for public works personnel  | 2008-2009              | Unknown   | City Manager                              |
| CF-1, UD-2                       | Directional Signage Study and Way Finding Initiative  | 2009                   | \$100,000   | DDA/City Manager                          |
| CF-1                             | Complete and Occupy Harmony on the Lakes City Hall/PD Annex   | 2008-2009              | Unknown Developer Funding; Capital Budget; General Fund         | City Manager                              |
| CF-1                             | Coordinate with Cherokee County School District to find and plan suitable school sites  | 2008-2012 (Ongoing)    | --  | City Manager; City Planner; City Engineer |
| CF-1                             | Continue allowing developers/builders to coordinate with the Cherokee County School District, to mitigate the impact of additional students added, per new housing unit constructed | 2008-2012 (Ongoing)    | --  | City Planner                              |
| CF-1                             | Coordinate with Sequoyah Library System to plan, construct, and occupy new library facility (branch) within city limits   | 2011-2012              | Unknown   | City Manager; City Planner                |
| CF-1                             | Acquire approximate 30 acre site inside city limits for city park (active & passive recreation)   | 2009-20010             | \$2,000,000   | City Manager                              |
| CF-1                             | Acquire approximate 30 acre site outside city limits, for city park (to be annexed) (active & passive recreation)   | 2011-2012              | \$2,000,000   | City Manager                              |
| CF-1                             | Master Plan for two municipal parks (30 acres each)   | 2009-2012              | \$100,000   | City Manager                              |
| CF-1                             | Site Preparation and Park Development, one park   | 2011-2012              | \$750,000   | City Manager                              |
| CF-2                             | Stormwater Program; NPDES; Continue compliance activities, coordinating with EPD and the Metro North GA Water Planning Dist.  | 2008-2012 (Ongoing)    | \$75,000 -- \$200,000 Annually General Fund or Proprietary Fund | City Engineer                             |
| CF-1                             | Continue to put forth projects for future SPLOST initiatives (facilities and transportation projects)   | 2009-2012              | --  | City Manager                              |

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| Reference #               | Description   | Target Completion Year | Estimated Cost If Applicable (\$) and Funding Sources                  | Responsible Party           |
|---------------------------|---|------------------------|--|-----------------------------|
| <b>TRANSPORTATION (T)</b> |   |                        |  |                             |
| T-1                       | Local Road Improvement Program  | 2008-2012 (ongoing)    | \$250,000 to \$750,000 annually (Capital Budget)                       | City Engineer               |
| T-2                       | Local Road Resurfacing Program  | 2008-2012 (ongoing)    | \$150,000 to \$350,000 annually LARP                                   | City Engineer               |
| T-3                       | Pedestrian Network Phase I: Holly Springs Parkway, from PD to Crossroads School; North side of Hickory Road from Palm to Hickory Springs Ind.; and Holly Street 1/8 mile from alignment project | 2008-2011              | \$2,800,000 LCI Transportation Funding; Capital Budget; various grants | City Planner; City Engineer |
| T-3                       | Pedestrian Network Phase II: Holly Street to Marble Quarry; Palm to Old Magnolia  | 2010-2012              | Unknown Capital Budget; various grants                                 | City Planner; City Engineer |
| T-3                       | Pedestrian Network Phase III: Palm Street from Old Magnolia to Jetta; Walnut St. (one side); Poplar St. (one side, sidewalk only); Barnet Dr. (one side, sidewalk only); Old Magnolia Way       | 2012                   | Unknown Capital Budget; various grants                                 | City Planner; City Engineer |
| T-3                       | Additional Sidewalk Improvements (Table 24)   | 2008-2012 (ongoing)    | \$350,000 -- \$500,000 Capital Budget; various grants                  | City Engineer               |
| T-4                       | Seek LCI Supplemental Funding to study and develop plan for multi-use trail system  | 2008                   | \$30,000- \$45,000 Grants; Capital Budget                              | City Planner                |
| T-4                       | Bikeways and Multi-use Trails, Engineering, Implementation, Construction  | 2008-2012 (ongoing)    | \$150,000 -- \$650,000 Capital Budget; various grants                  | City Engineer               |
| T-5                       | Railroad Greenway   | 2009                   | \$500,000 Capital Budget; various grants                               | City Engineer; DDA; HPC     |
| T-6                       | Town Center Circulator Road (industrial connector/bypass) (right-of-way acquisition)  | 2008                   | \$850,000 Capital Budget; state and federal                            | City Engineer               |
| T-6                       | Industrial Bypass Connector Road (Town Center Circulator) (Preliminary engineering/construction)  | 2008-2011              | \$2,000,000 Capital Budget; state and federal                          | City Engineer               |
| T-7                       | Downtown Parking (Implement Parking Study)  | 2009                   | \$750,000 Tax Allocation District                                      | City Engineer               |
| T-8                       | Traffic Calming Program   | 2008-2012 (ongoing)    | \$200,000 annually Capital Budget                                      | City Engineer               |
| T-9                       | Evaluate Consistency Between City and County Road Standards.  | 2008                   | --   | City Engineer               |
| T-10                      | Public Transportation (Promoting multi-modal transportation options)  | 2008-2012 (ongoing)    | Discussion; coordination   | City Planner                |
| T-1                       | Plan & Install Pinecrest Road Railroad Crossing Warning Equipment   | 2009-2010              | Grants; Capital Budget   | City Engineer               |

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| Reference # | Description   | Target Completion Year | Estimated Cost If Applicable (\$) and Funding Sources | Responsible Party              |
|-------------|---|------------------------|---|--------------------------------|
| T-1         | Plan & Install Additional Street Lighting on Pinecrest Road   | 2009-2010              | \$150,000<br>Grants; Capital Budget                   | City Engineer                  |
| T-1         | Institute plan to evaluate all existing corrugated metal pipe infrastructure that passes under city roadways. | 2008-2010<br>(ongoing) | --  | City Engineer                  |
| T-1         | Resurfacing of existing roadways in our older developments that are twenty plus years old.                    | 2008-2010<br>(ongoing) | --  | City Engineer;<br>Consultants  |
| T-1         | Seek TE Funding to finance various transportation projects  | 2010; 2012             | --  | City Planner;<br>City Engineer |
| T-1         | Conduct yearly traffic studies (counts and speeds) of all arterial and collector streets                      | 2008-2012              | \$2,000 annually                                      | City Engineer;<br>staff        |

| Reference #                           | Description  | Target Completion Year | Estimated Cost If Applicable (\$) and Funding Sources | Responsible Party                 |
|---------------------------------------|--|------------------------|---|-----------------------------------|
| <b>PLANNING &amp; DEVELOPMENT (P)</b> |  |                        |   |                                   |
| P-1                                   | Hire additional development inspector  | 2009                   | \$65,000<br>General Fund                              | City Engineer                     |
| P-1                                   | Hire additional planner  | 2011                   | \$50,000<br>General Fund                              | City Planner                      |
| P-1                                   | Hire additional building/code inspector  | 2010                   | \$65,000<br>General Fund                              | Chief Building Inspector          |
| P-1                                   | Hire additional building/code inspector  | 2012                   | \$65,000<br>General Fund                              | Chief Building Inspector          |
| P-2                                   | Purchase three new trucks  | 2009-2012              | \$20,000 yearly<br>General Fund                       | City Planner                      |
| P-2                                   | Replace two trucks   | 2012                   | \$40,000<br>General Fund                              | City Planner                      |
| P-3                                   | Propose amendments to the zoning ordinance to coincide with future trends and community needs        | 2008-2012<br>(Ongoing) | --  | City Planner;<br>staff            |
| P-3                                   | Propose amendments to the development regulations to coincide with future trends and community needs | 2008-2012<br>(Ongoing) | --  | City Engineer;<br>staff           |
| P-4                                   | Conduct and implement strategy to service newly annexed areas.                                       | 2008-2012<br>(Ongoing) | --  | City Manager;<br>Department Heads |
| P-4                                   | Update Census information, data, & TIGER Maps, as requested  | 2008-2012<br>(Ongoing) | --  | City Planner;<br>staff            |
| P-4                                   | Participate in the 2010 Census with the LUCA Project and other similar programs                      | 2008-2010              | --  | City Planner;<br>staff            |

**City of Holly Springs Comprehensive Plan, Community Agenda  
Adopted February 21, 2008**

| Reference #  | Description  | Target Completion Year | Estimated Cost If Applicable (\$) and Funding Sources | Responsible Party |
|--|--|------------------------|---|-------------------|
| <b>PUBLIC SAFETY (PS)</b>  |  |                        |   |                   |
| PS-1   | Add 5-6+ police officers and equip, based on growth  | 2008-2012 (Ongoing)    | \$500,000<br>General Fund                             | Police Chief      |
| PS-2   | Add police cars with additional officers   | 2008-2012 (Ongoing)    | \$180,000<br>General Fund                             | Police Chief      |
| PS-2   | Add 2 bikes for patrol of subdivisions   | 2008-2009              | \$1,000<br>General Fund                               | Police Chief      |
| PS-1, 2  | Add Community Outreach Unit and Equipment for the TRACE Program  | 2008-2011              | Unknown<br>General Fund                               | Police Chief      |
| PS-2   | Equip all police cars with wireless laptop computers for reporting   | 2008-2012              | Unknown<br>General Fund                               | Police Chief      |
| PS-2   | Add Software to the City Website for Citizens to complete reports  | 2009                   | Unknown<br>General Fund                               | Police Chief      |
| PS-2   | Update all radio equipment in all police cars (mandated by 2010 by the State)  | 2008-2010              | Unknown<br>General Fund                               | Police Chief      |
| PS-1   | Add 1 Civilian Staff as an Evidence/Supply/Certification position  | 2009                   | \$40,000<br>General Fund                              | Police Chief      |
| PS-1   | Add 1 Civilian Staff as a Secretary/Clerk  | 2010                   | \$40,000<br>General Fund                              | Police Chief      |
| PS-3   | Maintain pay levels on a competitive basis with surrounding agencies to secure current staffing levels and recruit qualified candidates                | 2008-2012 (Ongoing)    | --  | Police Chief      |
| PS-3   | Create pay incentives for advanced/formal education, shift differential, advanced management certifications, lateral entry, and specialized positions. | 2008-2012 (Ongoing)    | --  | Police Chief      |
| PS-3   | Create a Career Advancement Program with incentives  | 2008-2012 (Ongoing)    | --  | Police Chief      |
| PS-2, 3  | Foundation Partnership program to enhance equipment and training opportunities.  | 2008-2012 (Ongoing)    | --  | Police Chief      |
| PS-1, 2, 3   | Renew Fire Services Contract with the Cherokee County Government; or create and implement new Fire Services Department**                               | 2008                   | Unknown   | City Manager      |
| PS-2   | Acquire building and equipment from Cherokee County (Fire Services)  | 2008-2012              | Unknown   | City Manager      |
| PS-2   | Purchase Fire Service Vehicles & Equipment   | 2008-2009              | Unknown   | City Manager      |
| PS-1   | Hire Fire Service Officials  | 2008-2012              | Unknown   | City Manager      |
| PS-2   | House Fire Services Department   | 2008                   | Unknown   | City Manager      |
| PS-2   | Preliminary design and site preparation (for Fire Services facilities)   | 2008-2009              | \$150,000<br>Capital Budget;<br>GO Bond Issue         | City Manager      |
| PS-2   | Construction of Station; Purchase fire truck   | 2010                   | \$1,000,000<br>Capital Budget;<br>GO Bond Issue       | City Manager      |
| ** Should the contract be renewed, the following fire service objectives are null. |  |                        |   |                   |

**City of Holly Springs Comprehensive Plan, Community Agenda  
Adopted February 21, 2008**

| Reference #            | Description  | Target Completion Year | Estimated Cost If Applicable (\$) and Funding Sources | Responsible Party                           |
|------------------------|--|------------------------|---|---|
| <b>TECHNOLOGY (TN)</b> |  |                        |   |   |
| TN-1                   | Create and maintain a digital archive of City records (plats, construction plans, building plans, tax bills, bonds, etc.)  | 2008                   | \$25,000  | City Engineer;<br>City Planner;<br>GIS Tech |
| TN-2                   | Expand GIS program from two (2) single computers to a citywide GIS serving all departments AND the public.   | 2009-2010              | \$20,000<br>General Fund                              | City Engineer;<br>GIS Tech                  |
| TN-2                   | Add GIS coordinator position; this person will maintain City databases and handle data/project requests from City Departments and the public.  | 2008-2009              | \$45,000<br>General Fund                              | City Manager                                |
| TN-2                   | Have GIS viewing, querying, and analysis capabilities in each department.  | 2010                   | \$50,000<br>General Fund                              | City Engineer;<br>GIS Tech                  |
| TN-2                   | Have a GIS leader in each department to serve as the "go to" person for minor GIS needs; these people need to be trained in GIS, but could have this as a secondary job responsibility; these people can also work with the City GIS Coordinator to build GIS applications that will better serve the departments. | 2011-2012              | Unknown   | City Engineer;<br>GIS Tech                  |
| TN-2                   | Establish a computer server to store GIS data only   | 2009                   | \$20,000<br>General Fund                              | City Engineer;<br>GIS Tech                  |
| TN-2                   | Setup shared GIS database with Cherokee County and the Cities of Woodstock and Canton  | 2009-2010              | Unknown   | City Engineer;<br>GIS Tech                  |
| TN-2, 3                | Provide access to City GIS data to the public on the web using a "GIS Portal" type program   | 2008-2009              | \$5,000<br>General Fund                               | City Engineer;<br>GIS Tech                  |
| TN-3                   | Enhance City Website, adding more information, making more user friendly   | 2008-2009              | --  | City Manager;<br>staff                      |
| TN-3                   | Develop City Website into an E-Government full service interactive site  | 2009                   | \$10,000<br>General Fund                              | City Manager;<br>staff                      |

## **20.0 IMPLEMENTATION RESPONSIBILITIES**

### **20.1 Planning Commission**

The Planning Commission is given authority to recommend overall policy direction with regard to the planning and zoning functions of the City.

### **20.2 Historic Preservation Commission**

The Historic Preservation Commission has overall responsibilities for implementing historic preservation programs in the City.

### **20.3 Downtown Development Authority**

The Downtown Development Authority has overall responsibilities for the redevelopment program for the Town Center.

### **20.4 Signature Communities Steering Committee**

This committee, created as part of the city's signature communities program, can be assigned certain plan implementation functions.

## **21.0 FUNDING FOR CAPITAL IMPROVEMENTS**

### **21.1 LCI Implementation Program**

A primary funding recommended to implement transportation-related improvements of the LCI Study is the LCI Implementation Program. In order to qualify for this funding, Holly Springs must demonstrate local commitment to implement the Town Center Plan. This comprehensive plan integrates key recommendations of the Town Center Plan and adopts that plan as if fully incorporated herein.

### **21.2 Transportation Enhancement Activity Program**

Additional funding may be secured from the Transportation Enhancement (TE) activity program, which provides funding for streetscaping and greenway implementation

### **21.3 Congestion Mitigation Air Quality (CMAQ)**

This program provides funding for projects contributing to attainment of national ambient air quality standards. Types of projects eligible for CMAQ funds include transit improvements, shared-ride services, traffic flow improvements, transportation demand management strategies, pedestrian and bicycle facilities and programs, and alternative fuel programs.

### **21.4 Surface Transportation Program (STP)**

These funds are available in limited amounts for bicycle and pedestrian connections and for road improvements on major roadways.

### **21.5 Community Development Block Grant (CDBG)**

The nation's Community Development Block Grant (CDBG) is a grant program administered by the U.S. Department of Housing and Urban Development on a formula basis for entitlement communities, and by the state Department of Community Affairs for non-entitled jurisdictions. This grant allots money to cities and counties for housing rehabilitation and community development, including public facilities and economic development. CDBG funds can be used for a variety of projects that will benefit low- and moderate income households or fulfill one of the approved national objectives.

### **21.6 Special Local Option Sales Tax (SPLOST)**

SPLOST funds are available through Cherokee County and have been programmed for a variety of capital improvements.

### **21.7 Land and Water Conservation Fund (LWCF)**

This grant program is administered by the Georgia Department of Natural Resources, Grants Administration and Planning Division. LWCF provides 50 percent matching grants for acquisition of real property and development of facilities for the general purpose of outdoor recreation.



### **21.8 Local Development Fund (LDF)**

This grant program, provided by the Georgia Department of Community Affairs, provides small sums (maximum of \$10,000) for a wide range of municipal improvement projects. To be eligible, the recipient must be a qualified local government, meaning that it has met DCA comprehensive planning, reporting, and solid waste management requirements. A local cash or in-kind match no less than dollar for dollar of the grant amount is required.

### **21.9 Downtown Development Revolving Loan Fund**

This program is administered by the Georgia Department of Community Affairs. It provides low-cost, reasonable-term loans to small and middle-sized communities in implementing quality downtown development projects (generally up to \$200,000 per project). Loan terms are usually no longer than 15 years. Interest rates are normally fixed at below market values.

### **21.10 Local Assistance Road Program (LARP)**

This program is administered by the Georgia Department of Transportation. It provides funds to resurface roads and streets with deteriorated pavements and to maintain the structural integrity of roads. The selection of projects is based on an engineering evaluation of need, service to be provided versus cost, local government priority, and availability of funds.

## 22.0 GLOSSARY OF PLANNING TERMS

The following terms have been defined to increase reader understanding of this document. With regard to some terms, there is not a consensus in the planning profession on how they can be defined.

**Buildout:** A theoretical condition or imagined future that assumes development occurs on all available vacant lands at densities and intensities according to the future land use plan map, or allowed by current zoning, or both. Buildout is typically quantified by assigning a land use to each vacant parcel to be developed and multiplying the acreage of vacant land by the units per acre (residential) or floor-area ratio to determine additional housing units and square footage of non-residential development.

**Capital Improvement:** An improvement with a useful life of ten years or more, by new construction or other action, which increases the service capacity of a public facility.

**Capital Improvements Element:** A component of a comprehensive plan adopted pursuant to O.C.G.A. 50-8-1 et seq. which sets out projected needs for system improvements during a planning horizon established in the comprehensive plan, a schedule of capital improvements that will meet the anticipated need for system improvements, and a description of anticipated funding sources for each required improvement.

**Character Area:** A specific geographic area within the community that: has unique or special characteristics to be preserved or enhanced (such as a downtown, a historic district, a neighborhood, or a transportation corridor; has potential to evolve into a unique area with more intentional guidance of future development through adequate planning and implementation (such as a strip commercial corridor that could be revitalized into a more attractive village development pattern); or requires special attention due to unique development issues (rapid change of development patterns, economic decline, etc.). Each character area is a planning sub-area within the community where more detailed, small-area planning and implementation of certain policies, investments, incentives, or regulations may be applied in order to preserve, improve, or otherwise influence its future development patterns in a manner consistent with the community vision.

**Character Area Map:** A map showing character areas. Local planning requirements require a "preliminary" character area map be provided in the community assessment report.

**Community Agenda:** The portion of the comprehensive plan that provides guidance for future decision-making about the community, prepared with adequate input from stakeholders and the general public. It includes: (1) a community vision for the future physical development of the community, expressed in the form of a map indicating unique character areas, each with its own strategy for guiding future development patterns; (2) a list of issues and opportunities identified by the community for further action; and (3) an implementation program that will help the community realize its vision for the future and address the identified issues and opportunities.

**Community Assessment:** The portion of the comprehensive plan that is an objective and professional assessment of data and information about the community prepared without extensive direct public participation. It includes: (1) a list of potential issues and opportunities the community may wish to take action to address, (2) evaluation of community policies, activities, and development patterns for consistency with Quality Community Objectives; (3)

analysis of existing development patterns, including a map of recommended character areas for consideration in developing an overall vision for future development of the community; and (4) data and information to substantiate these evaluations and the potential issues and opportunities. The product of the Community Assessment must be a concise and informative report (such as an executive summary), to be used to inform decision-making by stakeholders during development of the Community Agenda portion of the plan.

**Community Participation Program:** The portion of the comprehensive plan that describes the local government’s program for ensuring adequate public and stakeholder involvement in the preparation of the Community Agenda portion of the plan.

**Comprehensive Plan:** A 20-year plan by a county or municipality covering such county or municipality and including three components: a Community Assessment, a Community Participation Program, and a Community Agenda. The comprehensive plan must be prepared pursuant to the local planning requirements for preparation of comprehensive plans and for implementation of comprehensive plans, established by the Georgia Department of Community Affairs in accordance with O.C.G.A 50-8-7.1(b) and 50-8-7.2.

**Connectivity:** A term that refers to the existing or future, desired state of connections that enable mobility between and among various uses and activities. Connectivity can refer to the street network, in terms of whether it provides connections (e.g., through streets), or is “disconnected” in terms of dead-end streets with cul-de-sacs.



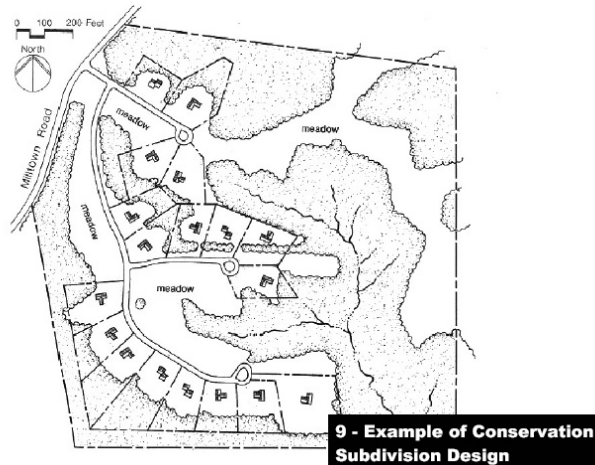
Connected grid street network.

**Conservation Area:** Any land set aside for conservation of the land in its natural state.

**Conservation Easement:** A nonpossessory interest of a holder in real property imposing limitations or affirmative obligations, the purposes of which include retaining or protecting natural, scenic, or open-space values of real property; assuring its availability for agricultural, forest, recreational, or open-space use; protecting natural resources; maintaining or enhancing air or water quality; or preserving the historical, architectural, archeological, or cultural aspects of real property. (Georgia Code Section 44-10-2)

**Conservation Subdivision:** A subdivision where open space is the central organizing element of the subdivision design and that identifies and permanently protects all primary and all or some of the secondary conservation areas within the boundaries of the subdivision.

**Corridor:** An area of land, typically along a linear route, containing land uses and transportation systems influenced by the existence of that route.



**Density:** The quantity of building per unit of lot area; for example, the number of dwellings per lot area (gross square foot or per acre).

**Design Guidelines:** Statements and illustrations that are intended to convey the preferred quality for a place.

**Future Land Use Plan Map:** A map showing long-term future land uses desired in the community. Such a map is “optional” in the local planning requirements. A future land use plan map will be prepared and made a part of the Community Agenda. The future land use plan map is different from the character area map; in that it provides specific recommendations for future land uses and generally provides detail at the parcel level.

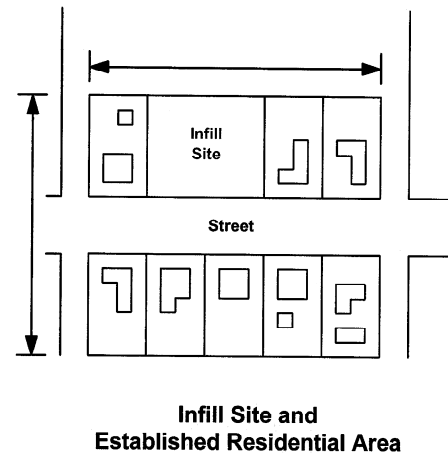
**Goal:** A statement that describes, usually in general terms, a desired future condition.

**Greenspace:** defined as open, undeveloped land, either in public or private ownership. Usually used in connection with property that has the potential of being developed for park or other public usage.

**Greenway:** defined as a linear park, usually including a trail or series of trails. It generally has relatively minor development. The Greenway is often used as an attempt to preserve green space in a very urban area, such as under a power line easement.

**Infill:** Development that occurs on vacant, skipped-over, bypassed, or underused lots in otherwise built-up sites or areas.

**Jobs/Housing Balance:** An examination of the relationship between jobs and housing, and between where jobs are or will be located and where housing is or will be available. Jobs/housing balance is often expressed in terms of a ratio between jobs and the number of housing units. The higher the jobs/housing ratio, the more jobs the area has relative to housing. A high ratio may indicate to a community that it is not meeting the housing needs (in terms of either affordability or actual physical units) of people working in the community.



**Land Trust:** A private, nonprofit conservation organization formed to protect natural resources, such as productive farm or forest land, natural areas, historic structures, and recreational areas. Land trusts purchase and accept donations of conservation easements. They educate the public about the need to conserve land and some provide land-use and estate planning services to local governments and individual citizens.

**Level of Service:** A measure of the relationship between service capacity and service demand for public facilities in terms of demand to capacity ratios or the comfort and convenience of use or service of public facilities, or both.

**Local Historic Preservation Ordinance:** An ordinance that identifies procedures for creating local historic districts and administering the review of building renovations or alterations to properties located within the district. It typically establishes a historic preservation commission that is charged with the review of development proposals within historic districts.

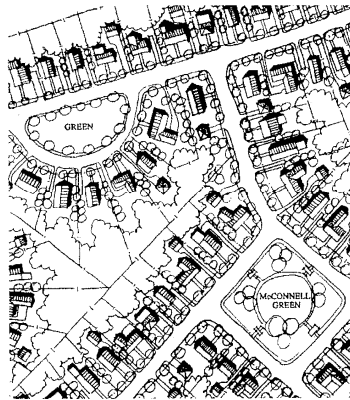
**Local Planning Requirements:** The standards and procedures for local government planning that shall be followed in preparation of local comprehensive plans, for implementation of local comprehensive plans, and for participation in the comprehensive planning process.

**Mixed-Use Development:** A single building containing more than one type of land use; or a single development of more than one building and use, where the different types of land uses are in close proximity, planned as a unified, complementary whole.

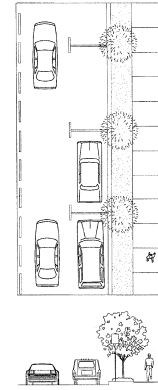
**Mixed-Income Housing:** Housing for people with a broad range of incomes on the same site, development, or immediate neighborhood.

**National Register of Historic Places:** The federal government's official list of cultural resources worthy of preservation, documented and evaluated according to uniform standards established by the National Park Service, which administers the program.

**New Urbanism:** A set of principles or school of thought that suggest neighborhoods should be built like those that existed before the advent of the automobile. Characteristics of new urbanism or new urban developments include a street network that forms a connected grid, houses built close to the street (i.e., little or no setback) with front porches, alleys (where appropriate) and garages located at the rear of the lot, and on-street parking, among others. For more information see the Charter for the New Urbanism.



Illustrative new urban or traditional neighborhood development.



On-street parking is one characteristic of "new urban" developments.

**Objective:** A statement that describes a specific future condition to be attained within a stated period of time. Typically, objectives are more numerous than goals, and they are typically organized according to the topics in the goals statements.

**Overlay District:** A defined geographic area that encompasses one or more underlying zoning districts and that imposes additional requirements above those required by the underlying zoning district. An overlay district can be coterminous with existing zoning districts or contain only parts of one or more such districts.

**Pedestrian-Friendly:** Physical attributes, characteristics, and designs that are intended to be more accommodating to pedestrian traffic than what is typically achieved by conventional designs.

**Projection:** A prediction of future conditions that will occur if the assumptions inherent in the projection technique prove true.

**Qualified Local Government:** A county or municipality that: adopts and maintains a comprehensive plan in conformity with the local planning requirements; establishes regulations consistent with its comprehensive plan and with the local planning requirements; and does not fail to participate in the Georgia Department of Community Affairs' mediation or other means of resolving conflicts in a manner in which, in the judgment of the Department, reflects a good faith effort to resolve any conflict.

**Redevelop:** To demolish existing buildings or to increase the overall floor area existing on a property, or both, irrespective of whether a change occurs in land use.

**Redevelopment Area:** An area identified as requiring specific action by the local government for revitalization, reinvestment, and/or reuse to occur.

**Rules for Environmental Planning Criteria:** Those standards and procedures with respect to natural resources, the environment, and vital areas of the state established and administered by the Georgia Department of Natural Resources pursuant to O.C.G.A. 12-2-8, including, but not limited to, criteria for the protection of water supply watersheds, groundwater recharge areas, wetlands, protected mountains and protected river corridors.

**Service Area:** A geographic area defined by a municipality, county or intergovernmental agreement in which a defined set of public facilities provides service to development within the area. Service areas shall be designated on the basis of sound planning or engineering principles, or both.

**Service Delivery Strategy:** The intergovernmental arrangement among city governments, the county government, and other affected entities within the same county for delivery of community services, developed in accordance with the Service Delivery Strategy Law. A local government's existing Strategy must be updated concurrent with the comprehensive plan update. To ensure consistency between the comprehensive plan and the agreed upon Strategy: (1) the services to be provided by the local government, as identified in the comprehensive plan, cannot exceed those identified in the agreed upon strategy and (2) the service areas identified for individual services that will be provided by the local government must be consistent between the plan and Strategy.

**Stakeholder:** Someone (or any agency or group) with a "stake," or interest, in the issues being addressed.

**State Planning Recommendations:** The supplemental guidance provided by the Georgia Department of Community Affairs to assist communities in preparing plans and addressing the local planning requirements. The plan preparers and the community must review these recommendations where referenced in the planning requirements in order to determine their applicability or helpfulness to the community's plan.

**Short-Term Work Program:** That portion of the Implementation Program that lists the specific actions to be undertaken annually by the local government over the upcoming five years to implement the comprehensive plan.

**Streetscape:** The design of a street, including the roadbed, sidewalks, landscape planting, furnishings along the street, and the character of the adjacent building façade.

**Tax Allocation District:** (see "Tax Increment Financing")

**Tax Increment Financing:** A financing technique that allows a local government or redevelopment agency to target a group of contiguous properties for improvement – a TIF district or, in Georgia, tax allocation district – and earmark any future growth in property tax revenues in the district to pay for initial and ongoing improvements there. This growth in tax revenue is the "tax increment."

**Traffic Calming:** The combination of primarily physical measures that reduce the negative effects of motor vehicle use. Measures may include speed humps, raised crosswalks, speed tables, textured surfaces, traffic circles, and others.

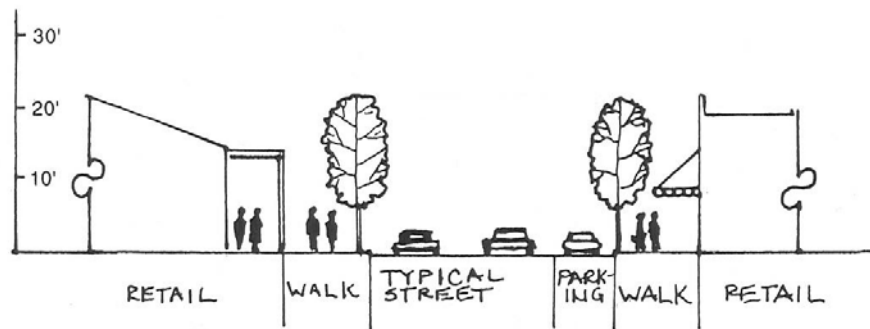
**Transit:** Bus, light rail, and heavy rail facilities.

**Vision:** A written statement that is intended to paint a picture of what the community desires to become, providing a complete description of the development patterns to be encouraged within the jurisdiction.

**Visioning:** A planning process through which a community creates a shared vision for its future.

**Volume-to-capacity Ratio:** A measure of the operating capacity of a roadway or intersection, in terms of the number of vehicles passing through, divided by the number of vehicles that theoretically could pass through when the roadway or intersection is operating at its designed capacity. Abbreviated as “v/c.” At a v/c ratio of 1.0, the roadway or intersection is operating at capacity. If the ratio is less than 1.0, the traffic facility has additional capacity.

**Walkable or Walkability:** The broad range of community design features that support walking.



**Workforce household:** A family or household that earns no more than eighty percent (80%) of the area’s median household income.

**Workforce housing:** Housing that is affordable to workforce households.

Source: Compiled by Jerry Weitz & Associates, Inc., from various sources, including regulations prepared by the same firm, Rules of the Georgia Department of Community Affairs, *A Planners Dictionary* (Michael Davidson and Fay Dolnick, Planning Advisory Service Report No. 521/522, 2004), and *Planning and Urban Design Standards*, 2006, by American Planning Association and John Wiley & Sons, Inc.



### 23.0 VISIONING QUESTIONNAIRE RESULTS

The City of Holly Springs Consultants in conjunction with the staff and steering committee, produced the visioning questionnaire. Intended to gauge stakeholder- citizens, property owners, business owners, etc.- input, this questionnaire was introduced on November 16, 2006 at the first public input hearing, conducted at the Crossroads High/Middle School in the City of Holly Springs. This highly publicized hearing was hosted by the steering committee and conducted by the consultant team. The hearing was well attended by the public and the press, as well, with many questionnaires completed.

Following this first public hearing, the questionnaire was publicized by the two county newspapers, the *Cherokee Tribune* and the *Cherokee Ledger*, and in the city newsletter, "The Whistle Stop." These publications directed stakeholders to the city website, [www.hollyspringsga.net](http://www.hollyspringsga.net), to print, complete, and submit the questionnaire. Stakeholders could also acquire hard copies of the questionnaire from the city, as well.

City Staff also distributed and collected questionnaires from stakeholders at the Holiday Parade and Christmas Event on December 02, 2006. Numerous questionnaires were completed and submitted during and subsequent to this event.

The city accepted completed questionnaires from November 16, 2006 through February 01, 2007. Staff and the consultant team diligently publicized the questionnaire, soliciting as much input as possible. The questionnaire and the tallied results begin on the following page. These visioning results were presented to the public by the consultant team and steering committee at a second public hearing on February 15, 2007, at the Holly Springs Police & Municipal Court Building. Incorporated into the plan and reflected in the policy sections and Short-Term Work Program, this Community Agenda represents the vision of the stakeholders of the City of Holly Springs.

**CITY OF HOLLY SPRINGS  
 VISIONING QUESTIONNAIRE RESULTS**

**Q-1. Holly Springs is a unique place with a character that distinguishes it from other places.**

|                   |          |                    |           |                |
|-------------------|----------|--------------------|-----------|----------------|
| <b>1</b>          | <b>4</b> | <b>2</b>           | <b>13</b> | <b>2</b>       |
| Strongly Disagree | Disagree | Neutral/No opinion | Agree     | Strongly Agree |

**Q-2. What brought you to Holly Springs (or if you've lived here for a while, what brought you to Holly Springs in the first place)? (check all that apply)**

|           |                               |          |                                   |
|-----------|-------------------------------|----------|-----------------------------------|
| <b>10</b> | a. Small town.                | <b>6</b> | e. Employment                     |
| <b>6</b>  | b. Spacious lots.             | <b>7</b> | f. Location within metro Atlanta. |
| <b>3</b>  | c. Family connections.        | <b>0</b> | g. Other (explain): _____         |
| <b>0</b>  | d. Proximity to Lake Altoona. | <b>0</b> | h. Other (explain): _____         |

**Q-3. How large of a city (physically, in terms of size) should Holly Springs be? (refer to maps presented during the visioning forum)**

|          |   |          |  |
|----------|---|----------|--|
| <b>4</b> | a. The city should not annex anymore.                             | <b>7</b> | d. The city should annex modestly beyond its designated growth area    |
| <b>2</b> | b. Only small additions are appropriate.                          | <b>3</b> | e. The city should annex extensively beyond its designated growth area |
| <b>5</b> | c. The city should annex all of its designated urban growth area. | <b>0</b> | Other (explain): _____   |

**Q-4. I believe Holly Springs should strive to have the features found in the following other cities (or areas) (choose up to three (3), numbering them 1 through 3, with 1 being "best"):**

**First Choice (1):**

|          |                                 |          |   |
|----------|---------------------------------|----------|---|
| <b>2</b> | → Ball Ground (Cherokee County) | <b>6</b> | → Roswell historic district (Fulton County) |
| <b>4</b> | → Canton (Cherokee County)      | <b>1</b> | → Kennesaw (Cobb County)                    |
| <b>7</b> | → Woodstock (Cherokee County)   | <b>3</b> | → Acworth (Cobb County)                     |
| <b>3</b> | → Crabapple (Fulton County)     | <b>0</b> | → Other (specify):                          |

**Second Choice (2):**

|          |                                 |          |   |
|----------|---------------------------------|----------|---|
| <b>0</b> | → Ball Ground (Cherokee County) | <b>8</b> | → Roswell historic district (Fulton County) |
| <b>1</b> | → Canton (Cherokee County)      | <b>2</b> | → Kennesaw (Cobb County)                    |
| <b>2</b> | → Woodstock (Cherokee County)   | <b>2</b> | → Acworth (Cobb County)                     |
| <b>4</b> | → Crabapple (Fulton County)     | <b>0</b> | → Other (specify):                          |

**Third Choice (3):**

|          |                                 |          |   |
|----------|---------------------------------|----------|---|
| <b>2</b> | → Ball Ground (Cherokee County) | <b>1</b> | → Roswell historic district (Fulton County) |
| <b>3</b> | → Canton (Cherokee County)      | <b>3</b> | → Kennesaw (Cobb County)                    |
| <b>3</b> | → Woodstock (Cherokee County)   | <b>1</b> | → Acworth (Cobb County)                     |
| <b>0</b> | → Crabapple (Fulton County)     | <b>0</b> | → Other (specify):                          |

**Q-5. Which of the following characteristics or descriptions do you believe should be included in the overall vision for the City of Holly Springs? (place a check in the most appropriate box for each)**

| Possible Element of the Citywide Vision                      | Agree – Include | Disagree – Exclude | Unsure/ Undecided |
|--|-----------------|--------------------|-------------------|
| <b>GENERAL</b>   |                 |                    |                   |
| Part of the metro Atlanta region                             | 15              | 7                  | 2                 |
| Other (specify) _____  | 0               | 0                  | 0                 |
| <b>DOWNTOWN</b>  |                 |                    |                   |
| Small town feel  | 19              | 1                  | 4                 |
| More housing   | 8               | 6                  | 10                |
| Mixed use development  | 17              | 3                  | 4                 |
| More “urban” feel  | 12              | 9                  | 8                 |
| Historic district  | 20              | 1                  | 3                 |
| Revitalization   | 20              | 1                  | 3                 |
| Other (specify) _____  | 0               | 0                  | 0                 |
| <b>HOUSING</b>   |                 |                    |                   |
| Housing affordable for households of all incomes             | 14              | 7                  | 3                 |
| No land use change in existing residential areas of the city | 12              | 7                  | 5                 |
| Master-planned subdivisions                                  | 13              | 6                  | 4                 |
| Other (specify) _____  | 0               | 0                  | 0                 |
| <b>COMMERCIAL AND INDUSTRIAL DEVELOPMENT</b>                 |                 |                    |                   |
| More commerce along Holly Springs Parkway                    | 19              | 4                  | 1                 |
| Auto dealerships, auto repair, and highway businesses        | 2               | 20                 | 2                 |
| Big-box stores (Wal-Mart, Lowes, Staples, etc.)              | 12              | 10                 | 1                 |
| Stores one can walk to from neighborhoods                    | 21              | 1                  | 2                 |
| Industrial park(s)   | 9               | 7                  | 8                 |
| <b>CIVIC USES AND OPEN SPACE</b>                             |                 |                    |                   |
| Major institutions (churches, schools, etc.)                 | 15              | 3                  | 4                 |
| Active parks (e.g., ball fields and playground equipment)    | 22              | 1                  | 0                 |
| Passive greenspace (e.g., multi-use greenway trails)         | 22              | 0                  | 1                 |

**Future Development Map of Character Areas and Character Area Visions**

**Q-6. The “preliminary character areas” presented by the city’s planning consultants are appropriate and complete in my opinion.**

|                   |          |                    |           |                |
|-------------------|----------|--------------------|-----------|----------------|
| <b>0</b>          | <b>2</b> | <b>7</b>           | <b>15</b> | <b>0</b>       |
| Strongly Disagree | Disagree | Neutral/No opinion | Agree     | Strongly Agree |

**Q-7. Please provide input on the following proposed descriptions of character areas:**

| <b>Character Area</b>     | <b>Overall Description and Primary Uses</b>   | <b>Agree</b> | <b>Disagree</b> | <b>Unsure/<br/>Undecided</b> |
|---------------------------|---|--------------|-----------------|------------------------------|
| Town Center               | Small, compact area corresponding with the City's downtown. Acceptable uses include residences, businesses, offices, civic buildings and uses, institutional, and mixed-use developments. In addition, this character area is proposed to incorporate redevelopment and revitalization objectives of a compact, pedestrian-friendly downtown.   | <b>21</b>    | <b>1</b>        | <b>2</b>                     |
| Traditional Neighborhoods | Residential blocks within the originally settled area of Holly Springs, surrounding the town center, or within newly created communities designed under a neotraditional or mixed use framework. A key characteristic of the traditional neighborhood is the rectangular or square block, lot, and street pattern. Acceptable uses are primarily single-family residences, stick-built (excluding manufactured homes). Some other forms of housing such as duplexes and accessory apartments and townhomes may be permitted. This character area promotes dwellings that have little if any setback from city streets, and densities are in the range of 3-5 dwelling units per acre. | <b>18</b>    | <b>4</b>        | <b>2</b>                     |
| Suburban Neighborhoods    | This character area corresponds with conventional suburban subdivisions with larger lots (1/2 acre or more) that have cul-de-sacs and curvilinear streets. Houses are setback from the road, and lots are spacious. Streets are built to a relatively wide standard when compared with traditional neighborhoods. Connectivity is not necessarily provided, although an objective of this character area is to provide for pedestrian activity and connections among subdivisions to provide more of a true "neighborhood."   | <b>21</b>    | <b>1</b>        | <b>2</b>                     |
| Urban Communities         | This character area corresponds with the highest density residential developments in the City (apartment complexes and manufactured home parks). Densities range from 6 to 10 units per acre and more. Acceptable uses include multi-family development (apartments), manufactured home parks, and supportive civic, institutional, and recreational uses. In some cases, these character areas (i.e., older established manufactured home parks) may have issues of housing maintenance and some areas designated as such may be eligible for community development block grants, targeted housing programs, neighborhood self-help programs, and other revitalization activities.   | <b>14</b>    | <b>7</b>        | <b>3</b>                     |
| Institutional Campus      | This character area corresponds with large institutional campuses including large churches. These are mostly single-function land use districts where public access is controlled or limited. In the case of schools, pedestrian accessibility is promoted, although other institutions are largely reliant on the automobile for access.   | <b>16</b>    | <b>3</b>        | <b>5</b>                     |
| Employment                | This character area corresponds with the industrial park and industrial properties. Light and heavy industries are the primary uses contemplated within this Character Area. Within these areas, truck traffic is frequent, and individual manufacturing establishments are not necessarily connected with one another.   | <b>16</b>    | <b>4</b>        | <b>4</b>                     |
| Parkway Corridor          | This Character Area follows Holly Springs Parkway and is intended to provide primarily a commercial service function while maintaining quality development standards and sensitivity to the Holly Springs Historic District.  | <b>18</b>    | <b>2</b>        | <b>4</b>                     |
| Conservation              | This character area has limited application in Holly Springs but corresponds to lands that are or should be set aside for greenspace, or which will have very limited low-density residential use.  | <b>22</b>    | <b>1</b>        | <b>1</b>                     |

**Q-8. Please review each of the possible issues and opportunities that have been identified in the table below from the community assessment. For each one, answer whether you agree this is an issue that needs to be addressed in the comprehensive plan, disagree, or that you are unsure or undecided. Place a check or x in the appropriate box for each.**

| <b>Issues and Opportunities Summary<br/>(Place a check or x in the appropriate box for each)</b>  | <b>Agree<br/>(Issue to<br/>Address)</b> | <b>Disagree<br/>(Not an<br/>issue)</b> | <b>Unsure/<br/>Undecided</b> |
|---|---|--|------------------------------|
| <b>POPULATION</b>   |   |  |                              |
| Designation of specific locations for group quarters populations such as nursing homes and personal care homes, given an anticipated aging population   | 15                                      | 4                                      | 5                            |
| An increasing Hispanic population and plan accordingly to overcome language barriers associated with such change.                                       | 7                                       | 13                                     | 4                            |
| A significantly lower overall level of education of Holly Springs residents when compared with Cherokee County as a whole.                              | 10                                      | 12                                     | 3                            |
| Establish a maximum desired number of residents on which to base municipal plans.   | 15                                      | 3                                      | 6                            |
| <b>HOUSING</b>  |   |  |                              |
| Providing opportunities to live in the town center (downtown).  | 17                                      | 2                                      | 5                            |
| Maintaining the historical character of residential areas that make the City unique.  | 19                                      | 0                                      | 5                            |
| Provision of alternative housing products (lofts, accessory dwelling units, etc.)   | 12                                      | 9                                      | 3                            |
| Promote more dense urban living, such as smaller lots, townhouses, condominiums, apartments, and rental or for-sale units in mixed-use environments.    | 7                                       | 13                                     | 4                            |
| Identify threats and preserve the integrity of existing and developing neighborhoods by maintaining similar densities, from one to four units per acre. | 20                                      | 2                                      | 2                            |
| Enforcement of housing and property standards codes (housing maintenance, yards, etc.)  | 21                                      | 2                                      | 1                            |
| Active and continued use of federal and state financial assistance programs to improve areas of substandard housing.                                    | 19                                      | 4                                      | 1                            |
| Encourage the development of a wide range of housing types to serve all levels of income.   | 15                                      | 5                                      | 3                            |
| <b>ECONOMIC DEVELOPMENT</b>   |   |  |                              |
| Competition between Holly Springs and the cities of Canton and Woodstock.   | 18                                      | 5                                      | 1                            |
| Redevelopment and revitalization of Holly Springs' downtown (town center).  | 24                                      | 0                                      | 0                            |
| Support additional service-oriented businesses, such as doctors, accountants, and other small practitioners.  | 23                                      | 1                                      | 0                            |
| Expansion and development of a light industrial activities.   | 18                                      | 4                                      | 2                            |
| <b>COMMUNITY FACILITIES AND SERVICES</b>  |   |  |                              |
| Creation of new fire department in city to replace county fire district service.  | 14                                      | 4                                      | 6                            |

**City of Holly Springs Comprehensive Plan, Community Agenda  
Adopted February 21, 2008**

| <b>Issues and Opportunities Summary<br/>(Place a check or x in the appropriate box for each)</b>  | <b>Agree<br/>(Issue to<br/>Address)</b> | <b>Disagree<br/>(Not an<br/>issue)</b> | <b>Unsure/<br/>Undecided</b> |
|---|---|--|------------------------------|
| Creation of new park/recreation department to replace or supplement service by Cherokee County Parks and Recreation Authority                           | <b>18</b>                               | <b>2</b>                               | <b>4</b>                     |
| Designation of lands for future parks, recreation, open space, and conservation.  | <b>23</b>                               | <b>0</b>                               | <b>1</b>                     |
| Creation of a municipal library to replace or supplement service by Sequoyah Regional Library System.   | <b>12</b>                               | <b>5</b>                               | <b>7</b>                     |
| <b>TRANSPORTATION</b>   |   |  |                              |
| Public (city) subsidy of more parking facilities downtown.  | <b>12</b>                               | <b>6</b>                               | <b>6</b>                     |
| Change standard street designs to pay more attention to concepts of compatibility, livability, sense of place, urban design, and environmental impacts. | <b>19</b>                               | <b>3</b>                               | <b>2</b>                     |
| City subsidy of street lighting.  | <b>17</b>                               | <b>4</b>                               | <b>2</b>                     |
| Improved pedestrian facilities (sidewalks) in the city.   | <b>22</b>                               | <b>1</b>                               | <b>1</b>                     |
| Bike paths and bikeways in the city.  | <b>15</b>                               | <b>2</b>                               | <b>6</b>                     |
| Public transportation in the city.  | <b>5</b>                                | <b>15</b>                              | <b>4</b>                     |
| Separation of one or more at-grade road crossings at railroad.  | <b>12</b>                               | <b>4</b>                               | <b>8</b>                     |
| Future needs for traffic calming (raised speed humps, raised tables, etc. to slow speeding and/or discourage cut-through traffic.                       | <b>14</b>                               | <b>6</b>                               | <b>3</b>                     |
| <b>NATURAL RESOURCES</b>  |   |  |                              |
| Additional regulations to protect environmentally sensitive areas (floodplains, wetlands, etc.).  | <b>16</b>                               | <b>6</b>                               | <b>2</b>                     |
| Encourage innovative land development practices that focus on preserving environmentally sensitive land areas and open space.                           | <b>22</b>                               | <b>0</b>                               | <b>2</b>                     |
| <b>HISTORIC RESOURCES</b>   |   |  |                              |
| Additions to the National Register of Historic Places.  | <b>16</b>                               | <b>6</b>                               | <b>2</b>                     |
| Additions to locally designated historic districts or creation of new one(s).   | <b>16</b>                               | <b>5</b>                               | <b>3</b>                     |
| Incentives to protect and preserve historic resources.  | <b>20</b>                               | <b>2</b>                               | <b>2</b>                     |

**APPENDIX A  
LIST OF ISSUES AND OPPORTUNITIES  
CITY OF HOLLY SPRINGS, GA  
COMMUNITY AGENDA**

This appendix represents the list of issues and opportunities affirmed during the community participation process and agreed upon by the City of Holly Springs. They have been addressed in the comprehensive plan community agenda. They are divided into functional components of the plan (population, housing, etc.).

**Population**

**1. Rapid Population Growth.** Perhaps the most important issue regarding the population is the rate of increase in relationship to city service delivery issues. When rapid growth occurs, sometimes cities are unable to plan and build capital improvements that will keep pace with the rising demands created by such population increases. The community facilities and services provided by Holly Springs and Cherokee County must be planned at levels commensurate with rapid population growth. To do so successfully will require constant attention and a detailed annual capital budget and five-year capital improvement program.

**2. New Group Quarters Population.** Although Holly Springs had no “group quarters” population in 2000 (i.e., nursing homes, dormitories, correctional institutes, etc.), it is likely (especially given an aging population) that nursing homes or personal care homes will be constructed in the City in the future. That possibility should be further considered in drafting the future land use plan.

**3. Changing Lifestyles and Preferences.** Lifestyles and living preferences are changing in favor of less outdoor maintenance and more diverse housing types and residential living environments. The Holly Springs Downtown Plan (2004) indicates that “baby boomers, the largest age cohort in America today, are shifting lifestyles and becoming empty nesters and retirees.” Such changes in lifestyles and preferences have implications for future housing developments in Holly Springs. This issue should be further evaluated in drafting the housing element.

**4. Potential Increase in Hispanic Population.** Many localities in metropolitan Atlanta have experienced significant increases in their Latino populations. From 1990 to 2000, some increase in the Hispanic population did occur, but that increase was relatively insignificant. Holly Springs remains a mostly homogeneous (i.e., white) population. More significant increases in the Hispanic population may occur, depending on housing availability, in future years, particularly if the construction industry remains a strong component of the City and County’s economic base, as expected. An increase in the Hispanic population could generate the need for bi-lingual services in the police department and for city government more generally. For instance, Cities with larger percentages of Hispanics may have at least one police officer that speaks Spanish, and such cities may also publish various documents (like the comprehensive plan) in Spanish.

**5. Educational attainment.** Census statistics for the year 2000 reveal that the population of Holly Springs at that time attained a significantly lower overall level of education when compared with Cherokee County as a whole. The transformation of Holly Springs, with a rapid influx of new households during the 2000s, is likely to change the educational statistics

remarkably once they are released after the year 2010 Census. Hence, although lower educational attainment as of 2000 may be cause for some concern, the increase in population is expected to remedy that possible issue through an influx of more educated households.

**6. “Target Population.”** Some communities may desire to establish an overall target population – i.e., a maximum desired number of residents on which to base municipal plans. Typically, such a target population would be set prior to detailed land use planning, and then the land use plan provides for the proper residential land use areas in proportion to needs, based on various assumptions about housing unit densities. In other words, the “buildout” population of the land use plan would match the desired “target” population. On the other hand, there may be little rational justification for establishing a target population level, and frequently local governments do not set a target population and will instead calculate a “buildout” population based on the land use plan. Whether a target population should be prepared, or whether projections based on the land use plan are more appropriate, depends on input from staff, commission, council and the general public (which will take place during the visioning process).

**7. Affirmation or Modification of Quality Community Objectives.** The following state-articulated quality community objectives (QCOs) are established in administrative rules for local planning and relate to population generally: Growth Preparedness Objective; and Educational Opportunities Objective (see separate section on QCOs). Those QCOs should be reviewed and affirmed (or if necessary, modified) during the visioning and public participation process.

## Housing

**1. Mixing Housing with Other Land Uses.** The Holly Springs Downtown Plan, prepared in 2004, calls for (as a key goal of the study) the implementation of methods that will encourage a diversity of residential neighborhoods and shopping and recreation choices at the town center level by promoting a mixture of land uses. In a survey of Holly Springs’ residents in 2004, conducted as a part of the Downtown Plan, approximately one in five survey participants (21 percent) said they were “somewhat interested” or “very interested” in living downtown, while another 38 percent were “not sure.” To implement the Downtown Plan, Holly Springs will need to follow its recommendations which include several public and private actions. Such actions include zoning and future land use plan changes, public infrastructure investments, public policy modifications, and appropriate redevelopment projects and incentives.

**2. Historic Fabric.** According to the Downtown Plan, Holly Springs has accumulated a great deal of historic fabric, primarily in the form of housing. As development pressures continue in rapidly growing Cherokee County, Holly Springs desires to accommodate the new growth while maintaining the historical character that makes the City unique. Historic resources are addressed in greater detail in a subsequent section of this Community Assessment.

**3. Housing to Meet Changing Lifestyles and Preferences.** Also as noted in the Downtown Plan, there has been strong growth nationally in the number of households without children, representing another major demographic shift in the United States. Included in these households are singles, couples without children, and non-related households (roommates). These household types may also have a higher level of interest in alternative housing products. There is a particular need to provide housing for seniors, as people get progressively older as a whole.

**4. Diverse Housing Stock and Mixed-income Housing.** Diversity of housing types, sizes, occupancies, and price ranges is increasingly desirable, especially within mixed-use activity



centers. Holly Springs should strive for homes on smaller lots, townhouses, condominiums, apartments, and rental or for-sale units in mixed-use environments, to complement and diversify the current trend which is to construct predominantly detached, single-family homes. Mixed-income housing is a policy that intentionally provides housing for people with a broad range of incomes within the same development or immediate neighborhood. There are clearly challenges, however, to promoting mixed-income housing developments in homogenous suburbs like Holly Springs.

**5. Protection of Existing Single-Family Neighborhoods.** Holly Springs desires to preserve the integrity of existing and developing neighborhoods by maintaining similar densities, from one to four units per acre. There should be little or no multi-family residential use or non-residential use (except perhaps for compatible institutional uses) in single-family neighborhoods.

**6. Affirmation or Modification of Existing Objectives.** The following objectives are established in the 1997 (adopted) comprehensive plan. These should be reviewed and reaffirmed (or if necessary, modified) during the visioning and public participation process.

Objective IV-1: Through an active program of land use planning and zoning administration, preserve the city's stable residential areas.

Objective IV-2: Strictly enforce codes and ordinances through all appropriate channels.

Objective IV-3: Support the continued use of federal and state financial assistance programs to improve areas of substandard housing.

Objective V-3: Encourage the development of a wide range of housing types to serve all levels of income.

**7. Affirmation or Modification of Quality Community Objectives.** The following state-articulated quality community objective (QCOs) is established in administrative rules for local planning and relates to housing: housing opportunities objective (see separate section on QCOs). That QCO should be reviewed and affirmed (or if necessary, modified) during the visioning and public participation process.

## Economic Development

**1. The Influence of National Trends.** The United States is undergoing significant economic changes, with the rise of knowledge-based services and technology. These changes have been particularly evident in major metropolitan areas like Atlanta. According to the Downtown Plan, Americans desire to return to a more intimate and unique scale of shopping that conventional shopping centers now fail to provide. People are increasingly looking for uniqueness and entertainment value of shopping places.

**2. Competition With Neighboring Cities.** Holly Springs is located between two highly populated cities (Canton and Woodstock) in one of the region's fastest growing counties. While this means that Holly Springs is poised to receive its share of regional growth, particularly from south Cherokee and north Cobb counties, the actions of nearby cities suggests that Holly Springs will have to be aggressive in competing with Canton and Woodstock for quality development.

**3. Implementation of the Downtown Plan.** The Downtown Plan (2004) identifies development and redevelopment and rehabilitation opportunities as well as how to market them. The majority of the downtown study area (1/4 mile from the center of town) is residential, but a significant portion of the land is dedicated to commercial and industrial uses. There are significant opportunities for revitalization and redevelopment in the downtown Holly Springs area. According to the Downtown Plan, the downtown is proposed to be redeveloped with a mix of uses, but in a way that accommodates, reinforces, and preserves the City's historic identity. The Community Agenda should integrate in all major respects the 2004 Downtown Plan (including recommendations for street and streetscape improvements), and the resources and activities needed to implement that plan. There are also several constraints to overcome, including: vacant and underutilized parcels currently used as surface parking lots; a lack of connectivity throughout the downtown study area (due to both the railroad and downtown travel); limited incentives in place to attract development to the downtown area instead of outside of it; and the lack of a focal area or sense of place that is the very basis of a vibrant downtown. In addition, land assembly will be required in order to accomplish redevelopment in Holly Springs. Furthermore, despite consumer research indicating potentially strong demand for town center development, the existing rural character of the Holly Springs area makes dense, town center development a "leap of faith" for some.

**4. Growing and diversifying the City's Economic Base.** The City's population growth will support additional businesses, particularly those that are more service-oriented, such as doctors, accountants, and other small practitioners. According to the Downtown Plan, there is an opportunity for "alternative residential products" and "lifestyle retail" in the Holly Springs area, particularly in light of current limited offerings of products in town centers near Holly Springs. Holly Springs is also a strong potential location for live/work products, according to the 2004 Downtown Plan, but "demonstrated demand for live-work units is negligible." Survey respondents in 2004 indicated that they want to see the following in the downtown area of Holly Springs: full-service restaurant; coffee shop(s); and book store. Local-serving, more entertainment-oriented retail represents a strong opportunity in the near term, according to the Downtown Plan. And in the longer term, as the number of households in the area and household incomes grow and a stronger regional destination is created, opportunities for a pedestrian-oriented retail core with a more diverse array of tenants are likely to increase, according to the Downtown Plan.

Survey respondents were least interested in offices, "big box" retail, boutiques, and museums in the downtown. Downtown Holly Springs is not likely to become a major office destination in the next 10 years, although the City should fuel modest demand for local-serving office uses by promoting office condominiums, according to the Downtown Plan. There are significant limitations to large-scale retail in the downtown area anyway, considering lack of visibility and less-than-supportive traffic counts (less than 12,000 vehicles per day traveling on Holly Springs Parkway).

**5. Affirmation or Modification of Existing Objectives.** The following objectives are established in the 1997 (adopted) comprehensive plan. These should be reviewed and reaffirmed (or if necessary, modified) during the visioning and public participation process.

Objective I-1: Provide for the expansion and development of a diversified economic base in Holly Springs which provides for convenience goods and services and light industrial activities.

Objective I-2: Coordinate local economic development efforts with those of other local governments in Cherokee County and with efforts of the Chamber of Commerce, Industrial Development Authority, and others involved in economic development.

Objective I-3: Plan for and provide the infrastructure necessary to attract and maintain business and industry.

Objective V-9: Prepare for and provide sewerage service to existing industrial parks to attract prospective industries.

**6. Affirmation or Modification of Quality Community Objectives.** The following state-articulated quality community objectives (QCOs) are established in administrative rules for local planning relative to economic development: Appropriate Business Objective; Growth Preparedness Objective; and Employment Options Objective (see separate section on QCOs). Those QCOs should be reviewed and affirmed (or if necessary, modified) during the visioning and public participation process.

### Natural Resources

**1. Affirmation or Modification of Existing Objectives.** The following objectives are established in the 1997 (adopted) comprehensive plan. These should be reviewed and reaffirmed (or if necessary, modified) during the visioning and public participation process.

Objective II-4: Continue regulating development within identified areas of environmental sensitivity such as flood plains, groundwater recharge areas, wetlands and soils with development limitations.

Objective II-5: Prepare maps that delineate environmentally sensitive areas and use them as overlays to the City's Zoning Map.

Objective II-6: Amend the City's development regulations, if required, to incorporate protection measures for wetlands and groundwater recharge areas, that will, at a minimum, meet DNR's Part V Minimum Environmental Criteria.

Objective II-7: Acquire and develop land for park, recreation and open space uses.

Objective II-8: Encourage innovative land development practices that focus on preserving environmentally sensitive land areas and open space.

**2. Affirmation or Modification of Quality Community Objectives.** The following state-articulated quality community objectives (QCOs) are established in administrative rules for local planning and relate to natural resources: Open Space Preservation Objective; and Environmental Protection Objective (see separate section on QCOs). Those QCOs should be reviewed and affirmed (or if necessary, modified) during the visioning and public participation process.

### Historic Resources

**1. National Register Listings.** Holly Springs has no listings in the National Register of Historic Places, but several properties in Holly Springs may hold enough significance to merit individual listings in the National Register of Historic Places. The following list of historic resources is

recommended for further study and consideration as to whether or not these resources may be potentially eligible for the National Register (the list includes structures identified as having historic value to the community in the 2000 Holly Springs' Preservation Study). These recommendations have been made without detailed property research or investigating the interiors of buildings, so further additions to or edits to this list are likely.

Hardin House, 1908 – Corner of Palm and Hickory Streets  
Putnam Building, 1908- Highway Five and Hickory Street  
Jackson House, early 20<sup>th</sup> century – Jackson Street  
Dunn House, early 20<sup>th</sup> century – Maple Lane  
Thompson House, early 20<sup>th</sup> century – Main Street  
Camp House, early 20<sup>th</sup> century – Main Street  
Chapman House, early 20<sup>th</sup> century – Holly Street  
Ragsdale House, early 20<sup>th</sup> century – Holly Street  
Holly Springs Schoolhouse, 1880s – Behind the Jackson House  
McIntyre Building, 1920s – At primary railroad crossing  
Reece House, 1920s – At primary railroad crossing  
First Baptist Church, 1920s – Holly Street  
Kelley House, 1920s – Hickory Street

**2. Heritage Tourism.** The character of Holly Springs depends upon the retention and reuse of its historic buildings and resources. The retention of Holly Springs' historic buildings should be a vital component within the redevelopment of downtown Holly Springs and within any heritage tourism initiative in the county. The continued use of historic resources in the immediate downtown area can provide a unique economic development strategy for the progress of the City and can augment existing plans and efforts to energize Holly Springs' town center.

**3. Additional Protection for the Local Historic District.** The City of Holly Springs is currently considering regulatory design measures intended to require new development to be more compatible with the historic character of the City. One such effort is the Commercial Corridor Design Overlay District Guidelines. The Community Agenda needs to reflect current efforts to guide the design of new development in and adjacent to the City's local historic district, as well as citywide.

**4. Affirmation or Modification of Existing Objectives.** The following objectives are established in the 1997 (adopted) comprehensive plan. These should be reviewed and reaffirmed (or if necessary, modified) during the visioning and public participation process.

Objective II-1: Promote the identification and preservation of the City's significant historic, archaeological, and cultural resources.

Objective II-2: Encourage and assist with the nomination of eligible properties to the National Register of Historic Places.

**5. Affirmation or Modification of Quality Community Objectives.** The following state-articulated quality community objectives (QCOs) are established in administrative rules for local planning and relate to cultural resources: Heritage Preservation Objective; and Sense of Place Objective (see separate section on QCOs). Those QCOs should be reviewed and affirmed (or if necessary, modified) during the visioning and public participation process.

## Land Use Issues and Opportunities

**1. Affirmation or Modification of Existing Objectives.** The following objectives are established in the 1997 (adopted) comprehensive plan. These should be reviewed and reaffirmed (or if necessary, modified) during the visioning and public participation process.

Objective II-8: Encourage innovative land development practices that focus on preserving environmentally sensitive land areas and open space.

Objective IV-1: Through an active program of land use planning and zoning administration, preserve the city's stable residential areas.

Objective V-1: Encourage development to use environmentally-sensitive areas as buffers between different land uses where appropriate.

Objective V-2: Ensure, through the administration of the city's zoning ordinance and development review process, that development proposals are compatible with the physical limitations of the land.

Objective V-3: Encourage the development of a wide range of housing types to serve all levels of income.

Objective V-4: Protect the City's established residential areas from encroachment by incompatible land uses.

Objective V-5: Plan for and provide sewerage service to accommodate higher density residential uses, such as condominiums and townhouses.

Objective V-6: Promote the development of a central downtown core which is compact and distinct from other commercial development and is viewed as a desirable place to provide a wide range of mixed retail, entertainment, and office uses which benefit from proximity to each other.

Objective V-7: Encourage "neighborhood commercial" development which contains compatible and complimentary uses, and which does not detract from the City's established residential areas.

Objective V-8: Prepare and adopt commercial development standards to minimize impacts on adjacent land uses and to ensure safe and adequate access, parking and interior vehicular circulation.

Objective V-9: Prepare for and provide sewerage service to existing industrial parks to attract prospective industries.

Objective V-10: Ensure that the City's zoning ordinance and other development regulations contain performance standards and other development criteria for industrial development.

Objective V-11: Participate in and support cooperative efforts between Cherokee County and its Cities which contribute to the overall future development and quality of life throughout the county.

Objective V-12: Obtain the services of a professional planner to provide on-going planning assistance to the Planning and Zoning Board and the City Council.

Objective V-13: Use the Future Land Use Plan when making decisions on rezoning requests and other development proposals.

**2. Affirmation or Modification of Quality Community Objectives.** The following state-articulated quality community objectives (QCOs) are established in administrative rules for local planning relative to land use: Traditional Neighborhood Objective; Infill Development Objective; and Sense of Place Objective (see separate section on QCOs). Those QCOs should be reviewed and affirmed (or if necessary, modified) during the visioning and public participation process.

### Community Facilities and Services

**1. Affirmation or Modification of Existing Objectives.** The following objectives are established in the 1997 (adopted) comprehensive plan. These should be reviewed and reaffirmed (or if necessary, modified) during the visioning and public participation process.

Objective III-1: Continue planning for the eventual development of a city-wide sewerage system.

Objective III-2: Prepare a sewerage system facilities plan to provide preliminary design and cost estimates.

Objective III-3: Acquire land within the city for the development of a city park facility.

Objective III-4: Seek financial assistance for park and recreation improvements from existing state and federal programs, such as the Land and Water Conservation Fund, Recreation Assistance Fund and Local Development Fund.

Objective III-5: Maintain up-to-date plans on future facility requirements for governmental, administrative and public safety functions.

Objective III-6: Acquire property and construct a municipal complex to house City Hall and the police and fire departments.

Objective V-5: Plan for and provide sewerage service to accommodate higher density residential uses, such as condominiums and townhouses.

Objective V-9: Prepare for and provide sewerage service to existing industrial parks to attract prospective industries.

**2. Undersupply of Open Space and Recreation.** The 1997 plan did not designate any future land for parks, recreation, open space, and conservation beyond that which existed at that time, nor did the 1997 land use plan designate any “green” corridors or conservation areas.

**3. Level of Service Standards and Detailed Facility Planning.** At the time of this Community Assessment, one could evaluate facility needs in terms of the provisional population projections (see “population”). However, the selection of “standards” for such an evaluation would be done arbitrarily and without public input. For instance, one could say that the City needs to provide 2

police officers per 1,000 residents, and then project future staffing needs for patrol officers based on that provisional population projection. As another example, the City could assume it needed 5 acres of park land per 1,000 residents (or some other standard), and then evaluate what future park lands needed to be acquired and developed based on that standard. However, since no level of service standard has been set for municipal park facilities, it is best to defer those considerations to the Community Agenda, when the assessment can be based on refined population projections that are consistent with the buildout capacity of the Future Land Use Plan and/or meet “target” population projections desired by the citizens and leaders of Holly Springs.

## Transportation

**1. Affirmation or Modification of Existing Objectives.** The following objectives are established in the 1997 (adopted) comprehensive plan. These should be reviewed and reaffirmed (or if necessary, modified) during the visioning and public participation process.

Objective III-7: Consider and take advantage of programmed roadway improvements when planning new facilities.

Objective V-8: Prepare and adopt commercial development standards to minimize impacts on adjacent land uses and to ensure safe and adequate access, parking and interior vehicular circulation.

**2. Affirmation or Modification of Quality Community Objectives.** The following state-articulated quality community objective (QCO) is established in administrative rules for local planning, relative to transportation: Transportation Alternatives Objective (see separate section on QCOs). That QCO should be reviewed and affirmed (or if necessary, modified) during the visioning and public participation process, although it is already considered entirely valid in the context of Holly Springs’s downtown, via the former LCI study which involved extensive public participation.

**3. Transportation and Land Use.** There is a high reliance on vehicle use for mobility because of the separation of land uses and the lack of other viable modes of transportation. Single-family subdivisions are often located in areas distant from employment centers, leading to a reliance on vehicles for commute trips and increases in vehicle miles traveled. Similarly, housing is not often located within mixed-use developments or even in convenient walking distance to employment centers, thus requiring vehicle use when public transit is not available. Working at home (i.e., home occupations) reduces vehicle travel. The opportunity to walk to destinations also reduces vehicle use. The density and pattern of land use has a major bearing on the modes and distances of travel. In addition to integrating recommendations of the LCI study for the downtown, Holly Springs should look for ways to further link transportation and land use.

**4. Parking for the Downtown.** The Community Agenda will call for a compact, pedestrian-friendly, mixed-use downtown area as a part of the visioning effort. Additional development will require more parking facilities, and detailed planning efforts are now being undertaken (a separate parking study for the downtown) for off-site parking areas in appropriate locations to serve the City’s Town Center.

**5. Context-Sensitive Street Design.** Context-Sensitive Street Design (CCSD) is an approach to roadway planning, design, and operation that fits in appropriately with the context of adjacent uses of land. The concept respects traditional street design objectives for safety, efficiency, and

capacity, but it also pays more attention to concepts of compatibility, livability, sense of place, urban design, and environmental impacts. CSSD considers access for alternative modes of transportation, such as bicycling, walking and transit, but it also takes stock of the environmental, scenic, aesthetic, historic, and community impacts of street projects. CSSD is especially helpful in protecting environmentally sensitive areas, preserving historic resources, and respecting rural character. Because the street includes all users, including bicyclists and pedestrians, it increases transportation choices. Respecting the existing neighborhood street design in new road construction enhances the stability of neighborhoods. Streets that encourage walking provide better prospects for mixed-use development and redevelopment (Atlanta Regional Commission 2004). Development regulations need to accommodate variations in street design standards (width, construction materials, engineering geometry, etc.) and provide street standards appropriate for the various contexts found in the community (e.g., historic districts, environmentally sensitive areas, rural areas, skinny streets in the downtown, etc.).

**6. Street Lighting.** The City needs knowledge about where the greatest street-lighting needs are before it can propose or improve the street lighting system. Total annual cost of operation is an important consideration in determining whether to provide night time visibility via street lighting. The necessary visibility will vary according to the classification of roadway. Street lights should be required to conform to construction standards and specifications for light levels, glare reduction, uniformity, and color.

**7. Traffic Calming.** Consideration may be given in the Community Agenda to the possible future needs for traffic calming. Traffic calming is concerned with reducing vehicle speeds, vehicle noise, visual impacts, and sometimes traffic volumes. Techniques consist of a series of raised speed humps, raised tables, or other devices along with appropriate traffic control signage to slow speeding and/or discourage cut-through traffic. Traffic calming techniques use various means to influence the behavior of motorists: physical, psychological, visual, social, and legal (regulatory and enforcement). Although traffic management and calming techniques are often used in areas other than residential neighborhoods, most programs are focused in residential areas, where traffic problems are more prevalent and have the most influence on the day-to-day livability of the community (see GDOT, *Statewide Bicycle and Pedestrian Initiative – Pedestrian Facilities Design Guide*, Updated July 25<sup>th</sup> 2003). Traffic calming techniques must meet acceptable engineering principles.

### Intergovernmental Coordination

**1. Affirmation or Modification of Quality Community Objectives.** The following state-articulated quality community objective (QCO) is established in administrative rules for local planning relative to intergovernmental coordination: Regional Cooperation Objective (see separate section on QCOs). That QCO should be reviewed and affirmed (or if necessary, modified) during the visioning and public participation process

**2. Compliance With Metropolitan North Georgia Water Planning District Mandates.** As this section indicates, there are a number of mandates imposed by the Water Planning District relative to water supply, wastewater treatment, and stormwater management. Those mandates will need to be integrated into Holly Springs's Community Agenda document.

**3. Adequacy of Existing Intergovernmental Arrangements for Services.** As Holly Springs continues to transform from a small town to an urban City, it will need to reevaluate its current service delivery arrangements. Such considerations will include whether to establish a separate



park and recreation agency, whether to continue participation in the regional library system (or establish its own library), and others.