Planning Granville’s Future

Comprehensive Plan, 2018

#OurPathForward
ACKNOWLEDGMENTS

County Commissioners
Edgar Smoak, Chair
Zelodis Jay, Vice Chair
David Smith
Sue Hinman
Tony Cozart
Owen Roberts
Timothy Karan

Planning Board
Tommy Currin, Chair
Michael O. Turner, Vice Chair
Allen Nelson
John Currin, II
Elvin Mangum, Jr.
Howard M. Tyler, II
Kyle Glenn

Planning Staff
Barry Baker, Planning Director
Justin Jorgensen, Transportation Planner
Ann Stroobant, Planner
Kathy Morris, Administrative Support

Steering Committee
Edgar Smoak
Owen Roberts
Tommy Currin
Kyle Glenn
Dave Brooks
Ronnie Elliott
Gloria Peace
Jimmy Minor
Jason Varner
James Adams
Jayme Currin

Consultants
Stewart
Cindy Szwarckop
Jake Petrosky
Jackie Turner
Jay Mcleod
Kristy Jackson
Nealon Planning
Meg Nealon
Chipley Consulting
Sealy Chipley
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Comprehensive plans are the principle tool used by counties and other local governments to provide policy guidance for long-term decisions related to land use, infrastructure and services. Though planning is voluntary, it has been enabled by state legislation and serves to provide strategic direction to help preserve and promote the health, safety and welfare of the county.

The preparation of the Planning Granville’s Future Comprehensive Plan provided an opportunity for citizens, leaders and stakeholders to participate in a community-wide conversation. This conversation occurred over a 12-month planning process described in Chapter 1, About The Plan. The plan includes a study of issues and opportunities that are summarized in Chapter 2 of the plan, the Community Profile. Public involvement throughout the process shaped the vision and goals documented in Chapter 4. Plan recommendations and implementation strategies were created to help move the county forward toward implementing the vision and goals. Chapters 5 (Plan Elements) and 6 (Implementation Strategies) provide a road map for realizing the vision. Policy recommendations and action items are included that can inform decisions, coordination efforts and individual actions of elected officials, staff, citizens and non-governmental entities in Granville County.

“Make no little plans. They have no magic to stir men’s blood.... Remember that our sons and grandsons are going to do things that would stagger us.”

-Daniel Burnham
(1846-1912)
About the Plan

PLANNING PROCESS

“Planning Granville’s Future” is meant to serve as the new Granville County Comprehensive Plan and guide growth and development for years to come. The Plan was developed through a process that included significant community input and regular communication with staff, elected and appointed officials. Although the Plan will be adopted by the county, the input received during the process was representative of the issues and needs of the county as a whole and, therefore, the findings in the plan and recommendations may also benefit municipalities in the county.

Granville County has experienced significant changes since the previous comprehensive plan was adopted in 2002. In the mid-2000s the county experienced the fastest rate of growth it has ever experienced, growing by 9,000 people between 2000 and 2010. During this timespan the South Granville Water and Sewer Authority (SGWASA) was created and Butner was incorporated as a Town. In 2011, the Falls Lake Rules were adopted to restore water quality in Falls Lake and reduce the amount of pollution entering from upstream. These new rules have and will continue to shape development in the southern part of the county.

In response to these changes and other trends, the process to update the Comprehensive Plan was initiated by Granville County staff and elected officials in the Spring of 2017. A consultant team was hired to assist county staff and work on the plan began in late summer of 2017.

The Steering Committee for the plan met regularly with county staff and members of the consultant team. This committee was essential to developing the plan and provided input on all aspects of the plan including the vision and goals, land use recommendations and priorities. This committee was composed of representatives from throughout the county that were appointed by county commissioners.

This Comprehensive Plan builds on recent planning efforts in the county, many of these are summarized in the Plan Assessment in Chapter 3. In addition many of the themes, goals and recommendations from previously adopted comprehensive plans are represented in this plan in some way. For instance, the emphasis on growth management, economic development and natural resource conservation remain represented within the vision, goals and recommendations in this Plan, though the focus and emphasis of the goals has changed since the previous comprehensive plans from 2002 and 1988.

The time line graphic on the next page provides an overview of the phases of the project, time frames and major milestones within each phase.
Phases

**INITIATION**
- Pre-Planning
- Kick-Off
- Stakeholder Interviews
- Plan Review
- Public Involvement Plan

**ANALYSIS**
- Community Profile
- Mapping and Land Use Suitability
- Infrastructure, Housing, Economic Analysis
- Community Survey

**VISION / FRAMEWORK**
- Vision & Goals
- Land Use Alternatives
- Recommendations
- FLU & Concept Plans

**ADOPTION**
- Implementation Strategies
- Final Document
- Adoption

**Time Frame**
- **September - November 2017**
- **November - March 2018**
- **March - June 2018**
- **June - September 2018**

**Milestones**
- Stakeholder Interviews
- Steering Committee Meeting #1
- Public Involvement Plan
- Website Page
- Plan Assessment
- Community Profile / Issues and Opportunities
- Community Survey
- Steering Committee #2
- Public Meetings #1 and #2
- Steering Committee #3-5
- Vision, Goals and/or Guiding Principles
- Preferred Land Use Scenario
- Draft Recommendations
- Steering Committee #6
- Public Meeting #3
- Draft Plan Document
- Implementation Strategies
- Public Hearing
- Adoption
About the Plan

COMMUNITY INPUT

The residents of Granville County provided guidance, review, and reaction to the plan throughout the planning and development process. Through stakeholder meetings, public workshops, steering committee meetings, surveys, public open houses, and discussions with staff, this plan was guided by the residents of Granville County.

Values

A comprehensive plan must be built on a strong foundation, and that strength comes from the values of the community. Through a survey that reached over 680 participants (nearly 1.5% of all adults in the county) and other public outreach, the residents communicated what they value and what is important to them. These values helped shape the goals and recommendations of this plan, bolster these core community values, and bring them forth in the decisions of local government.

Concerns about Growth

It’s no secret that the county is growing, and that growth is having its impact. The residents of Granville County can see the changes and they are primarily concerned with the quality of the school system and the status of their local

family  land  area  proximity to Raleigh Durham community  small community  rural  country people  proximity  small-town living  life  Small-town feel  atmosphere quiet feel

In Granville County, this is what We value.
Residents are interested in a diversity of housing options (See the Community Profile section for housing preferences). When asked where residential growth should be encouraged there seemed to be some consensus that growth should be located away from environmental resources, and where infrastructure exists and near towns. Information was gathered on priority recreational facilities and preferences for the design of neighborhoods and commercial areas (see the graphs on the following pages for results).

Residents are concerned about the impact that development will have or has had on their school system, and they also want more of the options and amenities of a place with a larger commercial presence, such as more restaurants and retail. They also want new growth to strengthen the local economy through economic growth.

economy and supporting infrastructure. They also want more accessible amenities that support their daily life, such as more retail and restaurant options, and more recreational opportunities.

Comments received are a reflection of the range of diversity in the county, from the primarily rural lifestyle in the north, to the growing residential development pressures in the south. Those two extremes combine with participants from in- and near-towns to create a multitude of viewpoints and lifestyle preferences. All of this points to the need to customize the development guidelines for each part of the county to have policies and regulations that can serve a diverse county.

Preferences

Residents are concerned about the impact that development will have or has had on their school system, and they also want more of the options and amenities of a place with a larger commercial presence, such as more restaurants and retail. They also want new growth to strengthen the local economy through economic growth.

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COMMUNITY PREFERENCES

LOCATION PREFERENCE FOR NEW RESIDENTIAL DEVELOPMENT

- Away from sensitive environmental resources
- Where infrastructure (water & sewer) exists
- Near towns
- Near shopping and services
- Anywhere / everywhere
- Near major intersections

COMMUNITY RECREATION PRIORITIES

- Greenways and Trails
- Water Quality Protection
- Nature Parks
- Farmland Preservation
- Community Gardens
- Programs, Classes, and Events
- Playgrounds
- Sports Fields
- Nature Play Areas
The people of Granville County know what they want new growth and development to look like:

The homes we prefer...

- **Most Preferred**
  - Rural Residential with Mountable Curb
  - Pocket Neighborhood
  - Single Family Home – Garage in Front
  - 4 Unit Townhome – Front Porch
- **Least Preferred**
  - Apartment
  - Townhome – Garage in Front

...in the neighborhoods we love...

- **Most Preferred**
  - Rural Residential
  - Agriculture/Open Space Subdivision
- **Least Preferred**
  - Conventional Subdivision

...with the shopping we want!

- **Most Preferred**
  - Neighborhood Center – Architectural Details
  - 2-Story Commercial with Awning
  - Village Retail
- **Least Preferred**
  - Power Center
  - Strip Center
Community Profile

The Granville County Comprehensive Planning Process required a detailed understanding of existing demographic, housing, economic, and natural conditions. The analysis conducted provided a shared foundation of issues that was presented at public meetings and discussed by the steering committee. This information, along with input from staff, stakeholders and citizens, helped craft a detailed understanding of issues and opportunities that should be addressed by decision-makers moving forward.
Community Profile

ECONOMICS AND GROWTH

Granville County will continue to experience significant population growth into the future. By 2037, the population of the County is expected to exceed 70,000 people. The southern portion of the county, in particular, will see increased development pressure from an expanding Raleigh-Durham metropolitan area.

Population Growth

Since 1790 (yes 1790!) Population has steadily grown from about 10,000 to almost 60,000. Granville County’s population has seen steady gains since 1980. The majority of county-wide growth occurred from 1990 to 2010, with the County nearly doubling in size over 20 years. Compared to other surrounding counties, Granville County ranks above Person County in terms of population projection and below the pace of growth expected for Johnston and Harnett Counties.

There are 23,309 Housing Units in Granville County.

Source: 2016 American Community Survey 5-Year Estimates

Approximately 27% of the housing units in the county were built between 2010-2016. Residential building permits hit a peak of over 600 units in 2004 and 2005, but slowed significantly during and after the Great Recession dropping to a low of less than 150 permits in 2011. Permit activity began picking back up in 2012, and 2016 permit activity has been inching closer to pre-recession numbers.

Much of the population in the county is concentrated near Oxford, Butner, and Creedmoor and in the southeast part of the county in Brassfield Township.

Population Density by Census Tract

Source: US Census ACS

There are 23,309 Housing Units in Granville County.

Source: 2016 American Community Survey 5-Year Estimates
Income and Employment

The median household income in the County is higher than the North Carolina median but lower than the U.S. median. Income and poverty rates vary throughout the County. For example, there are higher rates of poverty in Oxford and Butner than other areas of the county. The areas of the County with the highest median income are census tracts near Stem, south of Butner and Creedmoor, the southeast part of the county and northeast of Oxford.

Granville County enjoys one of the lowest unemployment rates in NC and the region, most recently at 3.9% (NC Dept. of Commerce August 2018 unadjusted rates). That is lower than the unemployment rate for North Carolina (4.5%) and peer counties including Johnston (4.1%), Harnett (5.2%), Franklin (4.6%), Durham (4.0%) and Vance (6.2%). The manufacturing, health care, and public administration sectors have the largest number employees in the county. Agriculture and forestry also contribute significantly to the local economy.

Major employers in the county include:
- NC Department of Health & Human Services
- Revlon Consumer Products Corporation
- US Department of Justice
- Altec Industries Inc
- Granville County Schools
- Food Lion
- Granville Medical Center
An aging population, a high quality of life, and proximity to centers of employment could mean housing and demographic changes are in store for Granville County.

**Age**

Granville’s population is, on average, older than its neighbors and the state as a whole. The median age of Granville is 41.4 years old. That is approximately 10% higher than both the State and the Nation. Over 29% of residents are over the age of 55, while 58% of residents are over the age of 35.

Demographic trends also show that Granville County is aging. From 2010 to 2016, residents aged under 34 years dropped from 44% to 41%, while those aged 55 and over increased from 24% to 29%. Out of all municipalities within Granville, Stem has the lowest median age (33) while Stovall has the highest (44). The average age of Granville County farmers is much higher, at 61 years of age, according to the latest USDA Census of Agriculture (2012).

**Education**

Granville County has a highly educated population, with 29% of the adult population holding an Associate’s Degree or higher. That represents an increase of 6% since 2010. Educational attainment by ethnicity shows that white residents are much more likely to have graduated from a 4 year college than African Americans. This disparity carries over to median household income as well. White householders have a 2016 median household income of $58,141 while African American households earn significantly less, making only $31,793 (US Census 2016 ACS).

**Housing Mix**

The majority of housing in Granville County (including county jurisdiction and municipalities) is single family detached homes (65%). Mobile homes make up a significant share of the remainder (23%). Townhomes and duplexes account for 4% of the existing housing product.

60% of homes were built between 1980 and 2009. Recent residential has been on the east side of Butner and Creedmoor, in the southeastern part of the county, near Stem, and in Oxford Park on the northeast side of Oxford.
**Housing Preference Trends**

During the Comprehensive Plan process a survey was conducted to gather information on issues and concerns of residents. A question was also asked about housing preference. The most popular response was desire for a house with a large yard. However over 30% of respondents said they would be interested in housing with a smaller yard or a patio home or townhome if it was near a park or shopping.

An aging population combined with growing number of Millenials is changing housing preferences across the Raleigh-Durham metro region and throughout the United States. Increasingly, home buyers consider location and nearby amenities as a major factor in choosing where to live.

**Affordability**

The median value of owner-occupied housing units in Granville is $142,600, which is lower than both the state and the nation. Variations in the value of homes is significant. For instance, median home value near Falls Lake, in the southeastern part of the county is $229,204 and is on the rise as new home prices regularly exceed $400,000.

In general, housing and transportation costs are quite high compared to other counties nearby. For instance, according to the Housing and Transportation Affordability Index (H+T) housing and transportation costs in Granville County average 55% of household income compared to 44% in Franklin County. A combined housing and transportation cost is considered affordable if under 45% of income.

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**Housing Preference**

Source: Granville Comprehensive Plan Survey #1 (2018)
Community Profile

LAND USE

Granville County is bisected from east to west by the Tar River. Interestingly, this north/south divide has created differing parts of the County, each with distinct development patterns.

Land Use Trends

The majority of land in Granville County is utilized for agriculture and forestry. Agricultural uses account for approximately 60% of the land area in the County. Institutional and civic uses, which includes places of worship, government uses, and schools, makes up the second-largest land use category. Much of that group consists of open lands owned by the federal government in and around the Butner area.

Residential growth has been picking up rapidly in the southeast portion of the county. Areas on the east side of Creedmoor including areas near Wilton and Grissom have seen numerous residential subdivisions in recent years. Density in the southern part of the county, is limited by the Falls Lake Rules. These rules were established by the State of North Carolina to protect Falls Lake, which is a major source of drinking water for the City of Raleigh and other municipalities downstream. As growth is expected to continue in this area, there needs to be a concerted effort to balance residential subdivisions with protection of greenspace and adequate stormwater infrastructure.

The majority of commercial uses and professional offices are located in the downtowns of Oxford, Creedmoor, Butner, and along major routes near I-85 interchanges. Oxford has the largest downtown in terms of size, and has a rich history as a center for learning and academics.

Renewed interest in the downtowns of municipalities has occurred in recent years. New investment, festivals, and activities have been increasing in recent years. Like in many parts of the country, these areas will continue to serve as social and civic centers, and are prime candidates for infill and redevelopment.

Source: Granville County Tax Records
Land Supply

Using data derived from County tax records, a land supply analysis was conducted to divide land into three categories; “available”, “underutilized”, and “utilized”. Available land could be currently used for farming purposes, but do not have a significant structure onsite. Underutilized parcels are those that have a low structure value to land value ratio. Although some land identified as underutilized might already be developed, it provides insight into land that could conceivably be redeveloped if development pressures are experienced. Utilized or “built” lands are those that have homes, businesses, churches or schools on them. This exercise showed that approximately 75 percent of the land in Granville County is either available or underutilized. However, the amount of available land varies significantly in different areas of the county.

Tax Base

Industrial and commercial development accounts for less than one percent of the land area, but produces approximately nine percent of the tax base. Granville County currently receives the vast majority of it’s tax revenues from residential property. The County is most dependent on tax revenues from residential property owners to provide county services like law enforcement, fire protection, schools and social services.

Commercial and industrial properties account for less than 1% of the land area.

Source: 2017 Tax Parcel Records

Creating a balanced tax base is important as research studies have shown that residential properties often cost more to serve than the tax revenues that those properties are able to generate. By contrast, commercial and industrial services tend to bring in more tax revenue than a local government’s cost to provide services to those properties. According to a 2009 cost of services study for nearby Franklin County by NC State, it was estimated that commercial and industrial land uses in the county contribute $1.90 in revenues for each dollar of public services they receive. Conversely, residential development contributes only $0.89 for every dollar of services received.

Land Use Suitability

A suitability analysis was conducted using geographic information systems (GIS) software to identify lands where residential and non-residential uses would be most viable. Factors included in this analysis included proximity to compatible uses, proximity to transportation infrastructure, availability of existing infrastructure, and lands located in close proximity to environmental constraints, such as areas prone to floods. See the appendix for maps of the suitability analysis results.
Community Profile

AGRICULTURE

The annual market value of agricultural products sold in Granville County exceeded $22.8 million dollars in 2012, an increase of 16% from 2007 (2012 USDA Census of Agriculture).

Agriculture and forestry are valuable to the economy and culture in Granville County. Approximately 30% of the total acres within Granville County are dedicated to farming. Agriculture has a long and proud heritage in Granville County. According to the North Carolina Department of Agriculture and Consumer Services, there are 25 designated “Century Farms” registered with the state, with some farms tracing their history back nearly 200 years.

Unfortunately, farmland in Granville is disappearing. While cash receipts for crops and livestock have increased, nearly 21% of total farmland in Granville County was lost from 2007 to 2012. These losses account for 27,544 acres. Those losses are mirrored in the losses experienced in the number of farms (-12%) during the same period. Following a nationwide trend, the average age of the Granville county farmer is also increasing (61.1 years). Losing farmland can impact the economy, the culture, the landscape and the county’s bottom line as agricultural land typically contributes more in taxes than it consumes in services.

Assets

The majority of farms in Granville are forest (48.3%), followed by cropland (27.6%), pasture land (15.6%), and other uses (8.5%).

As one of the pioneering areas of flue-cured tobacco in the nation, 2012 tobacco sales surpassed $13 million. There is also a large presence of organic tobacco in Granville County which has brought operations such as Sante Fe Natural Tobaccos into the area. Remaining crops sold are fairly evenly valued and include grains ($1.9 million), vegetables ($1.5 million), cattle ($1.4 million), and milk ($1.2 million).

The majority of land (83%) in Granville County is considered “prime farmland” or “farmland of statewide importance” by the Natural Resource Conservation Service (NRCS). Prime farmland is defined as land having the best combination of physical and chemical characteristics for producing food, feed, forage, fiber, and oilseed crops.

The County has taken steps to preserve farmland including instituting a Voluntary Agricultural District (VAD) program. However, given the development pressure that comes from the County’s proximity to Raleigh and Durham more work will need to be done to reduce conversion of agricultural lands and reduce conflicts with residential uses.

27,544

Acres of farmland have been lost between 2007 and 2012

2012 USDA Census of Agriculture
What is a Voluntary Agriculture District (VAD)?

Chapter 106, Article 61 of the NCGS enables counties to undertake a series of programs to encourage the preservation of farmland. One of those is the Voluntary Agricultural District.

The purpose of the program is to encourage the preservation and protection of farmland from non-farm development. Farmers must meet certain eligibility requirements such as participating in the present-use tax program, meet minimum acreage requirements, and participate in erosion control practices defined by the State Soil Conservation Service.

Benefits of this program include protection from nuisance suits brought about by surrounding land owners, and it also makes farmers eligible for certain types of farmland preservation funds.
Community Profile

INFRASTRUCTURE

Infrastructure capacity and availability is a concern in many areas of Granville County.

Transportation

Granville County is an auto-centric county where a majority of residents commute outside the county for work. Not only has this affected development patterns, it also results in a lower daytime population that can have an impact on local businesses. Each day 76% of residents that are employed commute out of the county for work and only 24% live and work in Granville County (Census On the Map). Commute patterns and dependence on cars for most daily needs has led to significant transportation needs. The County has up-to-date transportation plans, but needs exceed the amount of funding that has been made available to the county over the last two decades.

Broadband Internet

Lack of consistent access to broadband & high speed internet was brought up as a concern during the planning process. Residents and businesses see broadband as a basic utility and essential for education and work. High speed internet access in rural areas is an issue throughout the State of North Carolina. The divide between north and south Granville, as it pertains to broadband access, is especially distinct. In the map on the right darker greens and blues represent better access to high-speed internet and lighter, yellow colors represent poor access.
Water and Sewer

Two utility systems serve the county. The City of Oxford maintains a water and sewer system, and the southern part of the county is served by the The South Granville Water and Sewer Authority (SGWASA).

Oxford’s water system includes 2 million gallons per day (MGD) of capacity from Kerr Lake. This will be increasing to 4 MGD when an additional allocation request is processed. The City of Oxford sewer system has a treatment capacity of 3.5 MGD and an average daily use of 1.35 MGD.

There have also been recent upgrades to the water and sewer infrastructure to increase capacity and redundancy near downtown and near the Triangle North industrial site.

SGWASA

The South Granville Water and Sewer Authority (SGWASA), which provides water and sewer service to the southern portion of the County operates a water treatment plant with a capacity of 7.5 MGD. Maximum daily water use is 4.4 MGD. Water quality has been an issue in the south and plans are underway to address this through upgrades to the treatment and distribution systems.

SGWASA’s sewer treatment capacity is limited due to nutrient limits for Falls Lake. The wastewater treatment plant is permitted for 3.6 MGD and has an average daily discharge between 1.55 and 2.63 MGD. Lack of sewer treatment capacity and distribution capacity on key force-mains, combined with poor soils south of Creedmoor and Butner may limit growth in the future.
Community Profile

ENVIRONMENT, PARKS, & OPEN SPACE

At the first public meeting, there was a desire expressed for more greenways and trails, water quality protection, nature parks, and farmland preservation.

Input received during the 2016 parks and recreation plan ranked the following facilities as being the most desired in the County:

» Walking & Hiking Trails
» Swimming Pool
» Picnic Shelters

Granville County currently ranks 69th in the state in terms of local park acres per resident (2016 Parks and Recreation Master Plan). A level of service analysis was conducted during the development of the Comprehensive Plan. This analysis found that only 28% of residential parcels in the county are within one mile of a trail or park and 50% of residential parcels are within two miles of a trail or park. Thirty-nine percent of children in Granville County are obese compared to 34% of children in NC (Robert Wood Johnson Foundation, 2009). The prevalence of obesity is one indicator of the overall health and lifestyle of a community. Access to parks can increase physical activity and can help to reduce obesity and other negative health outcomes.

State game lands north and west of Butner and near Falls Lake currently make up the majority of public land, however Granville County and municipalities have been working to increase recreational opportunities. The Tar River Land Conservancy has also been active in preserving land.

Environmental resources within Granville County include Falls Lake in the south, Kerr lake in the north, Lake Devin and the Tar River. Approximately 60 percent of Granville County is forest cover and there are numerous rare and endangered species found in the County’s natural areas. The map on the next page shows the distribution of high-value habitats and designated Natural Heritage Natural Areas. There are 40 designated Natural Heritage Natural Areas in the county. These areas and other habitat is home to 13 rare or endangered animal species and 7 plant species.
Granville County’s abundant natural resources, charming small-town communities, and close proximity to the Triangle Region make it an attractive home. Thankfully, the County and the municipalities therein have a strong vision for balanced growth as evidenced through adopted planning documents. An assessment of adopted plans was conducted to provide a point of departure for recommendations in this plan. Highlights from the findings of the plan assessment are presented in this chapter.
2002 COMPREHENSIVE PLAN

The current Granville Comprehensive Plan was adopted in 2002 and is being updated. The plan contains the following goals:

» Encourage development in Granville County to protect the county’s resources, preserve its rural atmosphere, and simultaneously promote industrial and retail growth.

» Provide a Comprehensive Land Use Plan that optimizes resources by allocating land for its most suitable use, reflects the vision of the county’s residents, is unified, avoids conflicting land uses, preserves the county’s character, and is pleasing: providing open space, vistas, and agricultural areas.

» Provide adequate and affordable housing to meet the needs of all population groups within the county.

GRANVILLE LONG RANGE STRATEGIC PLAN

Identifies County’s strengths and importance of partnerships. Seven objectives and associated strategies were identified. The most relevant include:

» Objective: Through economic development activities and efforts increase the County wide tax base by approximately $80 million annually.

» Strategy: Work with municipalities and the Granville County Planning Board to identify commercial and industrial growth corridors or areas within the County and revise the Future Land Use Plan accordingly.

» Strategy: Support water, sewer, electric, and broadband infrastructure development within the growth areas to ensure services are available for development.
COMPREHENSIVE TRANSPORTATION PLAN

The CTP is a regional effort between NCDOT, Capital Area MPO, Kerr Tar RPO, Granville County and its municipalities. The plan addresses roadway and active transportation with the following recommendations:

- Minor road connections in southeast Butner and south and west of Creedmoor
- New interchange on I-85 near Brogden Rd
- Improvements to NC 86, NC 50, NC 56, US 15, and other major roadways
- Bus service from Oxford to Stovall and from Oxford to Raleigh via Butner/Creedmoor
- Bus service to Durham
- Park and ride lots in Oxford, Butner, and Creedmoor
- On-road bicycle facility improvements
- A system of connected sidewalks and multi-use paths

GREENWAY MASTER PLAN

Identifies several key recommendations relating greenways to specific land use categories:

- **Residential**: All new developments shall contain walkways and bikeways. New residential construction should be required to connect to existing or proposed greenways.
- **Commercial/Industrial**: New commercial and industrial developments are encouraged to create or provide access to greenways.
- **Recreational**: All future recreation development should integrate greenways into the plans, and must assess how greenways can be created in conjunction with development along waterways.
CAMP BUTNER JOINT LAND USE STUDY

A regional joint effort to guide planning and development surrounding the Camp Butner Training Site (CBTS). Key recommendations within the study area include:

» Notify CBTS of major developments
» Strategically market conservation easements
» Consider passive recreation opportunities
» Create and maintain buffers around CBTS
» Continue water quality efforts
» Retain existing low-density zoning within ½-mile of CBTS boundary
» Create real estate disclosure statement
» Update future land use plans to show study area boundary

FALLS LAKE RULES

The Falls Lake Rules were adopted by the North Carolina General Assembly in 2011 to reduce the amount of pollution entering the watershed and reduce nutrient discharges to the lake from various sources. New development must submit engineered plans to demonstrate nutrient target levels set by the Department of Environmental Quality’s Division of Water Resources are met. Key requirements of the Falls Lake Rules include:

» Minimum 50’ riparian buffer along all perennial streams
» Stormwater management plans required for single-family and duplex residential and recreational development that disturbs one half acre or more
» Stormwater management plans required for new development disturbing 12,000 square feet or more for commercial, industrial, institutional, multi-family residential, or local government property
OTHER PLANS CONSULTED

» Draft 2045 Metropolitan Transportation Plan: Identifies roadway, transit, rail, bicycle, and pedestrian projects to be implemented through the year 2045. Roadway projects include a 4.48-mile widening of NC 56 and realignment through Creedmoor, widening I-85 from 4 to 6 lanes, as well as roadway widenings on NC 50 and US 15. Recommends a greenway along the Tar River and on-road bicycle facility improvements on NC 15 and NC 96.

» NC 56 Corridor Study: Focuses on a 4.5-mile section of NC 56 between 33rd Street in Butner and Darden Drive in Creedmoor. Recommends a context sensitive solution that includes widening the road to 3 or 4 lanes with a landscaped median on the gateway section, a roundabout at NC 56 and US 15, as well as safety improvements such as turn lanes and signalization.

» NC 50 Corridor Study: Entails a 14.5-mile road segment extension from I-540 in Raleigh to NC 56 in Creedmoor. Recommendations are based on improving residential and rural nature while supporting regional economic development; and supporting activities to protect recreation, water quality, and the environment in the Falls Lake Watershed.

» City of Oxford Comprehensive Plan: Expresses the value in preserving the city’s historic character and protecting its environmental resources while balancing the desire to become a walkable, friendly community that offers destinations and activities for residents and visitors.

» Creedmoor City Plan 2030: Contains development strategies that retain small city character and preserve natural and historical assets through sound growth principles and responsible fiscal and environmental stewardship.

» Creedmoor Downtown Core Small Area Plan: Provides specific goals for downtown, including encouraging development of mixed-use centers that incorporate residential, recreational, cultural, and retail uses.

» Butner 2020 Comprehensive Land Use Plan: Identifies areas for residential, commercial, and industrial growth to address issues identified by residents through community-wide surveys.

» Butner Gateway Plan: Formalizes land use goals for five districts in Butner including the North Interchange Gateway, South Interchange Gateway, Central Gateway District East, Central Gateway District Wes, and Central Avenue Mixed-Use District.

» NC Lakes District - Regional Bicycle Plan: proposes paved shoulders and signage recommendations that connect to lakes, regional parks and other significant features. The plan provides a strategy to implement the bike routes throughout the NCLD region. The plan intends to advance and enhance the unique, natural, and historic qualities of the region, including the region’s towns and cities, historic sites and landscapes, and natural and recreational areas.
The comprehensive planning process is a unique opportunity to step back and look at the big picture - to identify community assets and issues that affect both daily life and long-term growth. Hundreds of Granville County citizens participated in an online survey and public workshops and their input directly shaped the goals of this plan. The vision and goals are tailored to address the needs of local residents as well as the external forces that impact quality of life in Granville County.
Vision & Goals

Vision & Goals

Maintain Granville County’s rural character and sense of community while enhancing the quality of life for all citizens by creating vibrant destinations, supporting a healthy economy, and encouraging sustainable growth.

Goals

Goal 1: Protect the County’s rural atmosphere
- Objective 1A: Conserve agricultural resources
- Objective 1B: Protect sensitive environmental areas

Goal 2: Expand economic development and business opportunities
- Objective 2A: Increase jobs
- Objective 2B: Increase opportunities for commercial development (i.e. retail, office, and entertainment uses)

Goal 3: Partner with and support municipalities to facilitate an efficient pattern of growth and provision of services
- Objective 3A: Coordinate an approach to land use and infrastructure to maximize resources
- Objective 3B: Increase interaction between commissioners, town leadership, and schools
- Objective 3C: Encourage development in and near towns
GOAL 4: Provide infrastructure, community services, and facilities to meet the needs of residents and businesses

- **Objective 4A:** Provide infrastructure for new residential, businesses and industry including water, sewer, and broadband
- **Objective 5A:** Provide equitable community services and facilities in all council districts
- **Objective 6A:** Create an interconnected transportation system for all users

GOAL 5: Provide a mix of housing opportunities

- **Objective 5A:** Increase housing diversity at all income levels to better serve the current and future population

GOAL 6: Leverage recreational and open space assets

- **Objective 6A:** Increase tourism and recreational facilities for residents
- **Objective 6B:** Increase open space and amenities in new development

GOAL 7: Plan for well-designed, interconnected communities

- **Objective 7A:** Encourage design of neighborhoods and commercial areas that reflect Granville’s aspirations and unique character
- **Objective 7B:** Promote social interaction and foster a sense of belonging
- **Objective 7C:** Provide appropriately and suitably scaled and located development
This chapter includes policy recommendations and strategies for each of the Plan’s focus areas including Land Use, Economic Development, Infrastructure, Recreation and Open Space and Coordination. These recommendations and strategies will be used by staff and decision-makers to guide growth and investment in the county.
FUTURE LAND USE PLAN

The Future Land Use Plan is a graphic representation of the vision Granville County has for managing future growth. The map will help guide future development within Granville County by identifying the ideal locations for different types and intensities of development based on the communities’ current vision.

The Future Land Use Plan and the descriptions and policies included in this chapter are meant to guide rezoning decisions, development design and public infrastructure investment in the county.

Major recommendations include:
• Preserve opportunities for future industrial and employment uses
• Encourage commercial and mixed use development in key locations
• Clarify the character of development desired in different residential areas
• Preserve rural character on Granville’s green edges
• Reinforce towns by encouraging growth within and near municipal limits and extra-territorial jurisdictions

The Future Land Use Plan is a representation of the intended growth pattern and is meant to guide rezoning decisions, development design and infrastructure investments.
Plan Elements

FUTURE LAND USE CLASSIFICATIONS

The following categories are descriptive, not prescriptive, and indicate the general types of land uses in each category of the Future Land Use Plan.

**Open Space & Parks**
These areas typically are characterized by sensitive lands deemed inappropriate for development due to physical or environmental barriers, high flood risk, presence of existing parkland, or needed land use buffers. They can incorporate passive or active recreational facilities such as trails and greenways.

**Rural**
These areas are devoted to agricultural uses which can include forestry, crop production, livestock rearing, and pasture land. Very low density residential is appropriate here (generally gross density of less than 1 dwelling units per acre). Policies related to design and scale of new subdivisions are intended to reduce conflicts with working agriculture and could include restrictions on density or size of subdivisions in key agricultural areas.

**Conservation Subdivision**
Conservation subdivisions are encouraged in this area. In this type of subdivision, development is clustered away from sensitive natural resources. A greater amount of open space (parks, greenways and/or fields) is preserved in exchange for smaller minimum lot sizes or density bonuses. Gross density is generally 1 to 3 dwelling units per acre. Open space requirements are typically 30-50%.

**Rural Commercial**
These areas are comprised of small-scale commercial, office and flex uses and are typically located at historic crossroads communities where there is a history of commercial and/or civic uses. Design guidelines for these areas should limit the size and intensity of uses and reduce impacts on neighbors and rural character.
Suburban Residential
These areas are comprised of areas with decent soils and/or access to utilities. New development supported here includes subdivisions with single-family homes at densities ranging from 1-2 dwelling units an acre.

Medium Density Residential
These areas are comprised of predominantly single-family detached homes in neighborhoods with a density range of 2 to 4 dwelling units per acre. These areas are generally located near municipalities and could potentially be served by water and sewer in the future. If future development in these areas is not served by utilities, then density will likely be more comparable to Low Density Residential areas (1-2 dwelling units per acre)

Commercial
These areas are comprised of primarily community-scale commercial development such as retailers, restaurants, offices, and service uses. All such uses should be located along major corridors and concentrated at key intersections. Many of these areas provide gateways into towns and should be designed with buildings oriented to the street trees and landscaping.

Mixed Use
These areas allow for a mix of uses including office, commercial and residential uses. Buildings are generally located closer to the street and parking should be located behind buildings or on street. Residential densities generally range from 4 to 8 dwelling units per acre.

Industrial
These areas contain employment-generating industrial uses such as warehouses, light manufacturing, and multi-tenant flex spaces and should be located in areas with highway access.
Plan Elements

LAND USE

Rec. LU 1
Capitalize on opportunities for future industrial and employment uses.

Strategy LU 1.1
» Discourage residential rezonings in prime industrial areas. Continue to disallow residential uses in industrial districts. Preemptive rezonings of Industrial Future Land Use areas by the County may be advisable in some circumstances.

Strategy LU 1.2
» Regularly review utility extension standards and policies, as well as state statutes, and modify accordingly in order to reserve utility capacity (especially sewer) for employment-generating uses.

Strategy LU 1.3
» Prioritize utility system upgrades for Industrial, Commercial, and Mixed Use areas.

Rec. LU 2
Support the success of downtowns and short- and long-term mixed use opportunities.

Strategy LU 2.1
» Coordinate with municipalities to create a plan for serving these areas with water and sewer, and plan for appropriate transportation connectivity and infrastructure improvements to safeguard traffic flow.
  • Short-term opportunities for mixed use development include municipal downtown areas of municipalities and the Butner Gateway area (NC 56 to Gate 2 Road).
  • Long-term opportunities for mixed-use development include the areas around the US 15/I 85 Interchange and the future interchange at I 85 and Brodgen Road.

Strategy LU 2.2
» Partner with towns to develop conceptual designs for strategic opportunity areas. Incorporate dimensional and development standards for these areas, in coordination with municipalities, that will create vibrant, mixed-use areas at highway interchanges.

The downtowns of municipalities in Granville offer some of the best opportunities for providing destinations for events, shopping, dining and housing options. Other opportunities for new activity centers and mixed use development include the Butner Gateway area and other interchanges along I-85.
LAND USE

Strategy LU 2.3
» Encourage mixed use Planned Unit Developments (PUDs) that include a mix of housing types within walking distance to retail and restaurants and require pedestrian facilities, shorter blocks, and connected parking lots and roads for these areas.

Rec. LU 3
Encourage the scale and design of commercial development provides gateways into towns and reinforces the county’s rural character.

Strategy LU 3.1
» Limit larger-scale (aka “big box”) commercial development to areas within municipalities as well as Commercial and Mixed Use areas shown on the Future Land Use map.

Strategy LU 3.2
» Encourage annexation of commercial and mixed use development located on the edges of towns.

Strategy LU 3.3
» Consider impacts to existing downtowns during commercial rezoning requests.

Strategy LU 3.3
» Ensure design features provide attractive gateways into towns and include:
  • Street trees and landscaping islands within large parking lots.
  • Buildings oriented toward the street with storefront windows facing the public realm.
  • Limited parking located between buildings and the roadway.
  • Limited commercial driveways as a result of encouraging shared parking to increase safety along major thoroughfares.
  • Require pedestrian facilities, shorter blocks, and connected parking lots and roads for these areas.

Participants in the survey and at the first round of public meetings preferred images of commercial areas that were smaller scale neighborhood centers or store fronts with architectural detail, multiple stories, landscaping, and plazas with seating.
Plan Elements

Creedmoor East Concept
Below is a conceptual illustration of potential development on the east side of Creedmoor. A small neighborhood center could serve existing and recently approved subdivisions. A mix of residential types could be located in close proximity to the commercial area. Lot sizes and overall density should decrease farther to the east away from town and closer to sensitive natural resources.
Rec. LU 4
Allow small-scale commercial uses to be located in Rural Commercial and Rural areas.

**Strategy LU 4.1**
» Update land development ordinance, possibly with new zoning overlay districts, to specify the design and scale of small-scale commercial uses at designated Rural Commercial areas and intersection of minor collectors, major collectors and other principle arterials as defined by the NCDOT functional class maps (See Appendix for map).

**Strategy LU 4.2**
» Encourage reuse of vacant and historical commercial sites.

**Strategy LU 4.3**
» Ensure scale and design of Rural Commercial areas do not compromise the County’s rural character.
  • Limit the scale of commercial uses in these areas to smaller footprint buildings (i.e. - less than 10,000 square feet).

**Strategy LU 4.4**
» Consider a performance based approach to allow for some businesses in rural areas.
  • Revise conditional approval process to incorporate a tiered approach that allows for performance based criteria for some small-scale rural businesses that do not have negative impacts on surrounding residential uses and agricultural operations. Allow these uses without impacting neighbors by placing regulations on the size of buildings, minimum lot sizes, setbacks, parking, and landscaping and screening.
  » Encourage conditional zoning districts for larger scale uses and/or high impact uses to balance neighboring residential and non-residential uses in rural areas.
  • Conditional zoning provides residents an option for developing their property for non-residential land uses in a rural context and provides decision-makers with a legislative process when considering proposed development plans.

Reuse of existing buildings and historic commercial sites can help activate crossroads communities and fulfill shopping and restaurant needs of local neighborhoods.
Plan Elements

LAND USE

Rec. LU 5
Protect agriculture in Rural areas and encourage only very low density subdivisions in these areas.

Strategy LU 5.1
» Allow for only very low density residential subdivisions in Rural areas. Overall densities should be less than 1 dwelling unit per acre and subdivisions should be designed to reduce impacts to existing agricultural operations. This will also help focus residential growth to more appropriate areas, such as municipalities that can provide additional residential-supportive services.
  • New subdivisions should consist of a small number of lots.
  • Homes should be located away from operating farms and forestry operations and separated by vegetated buffers.
  • Viewsheds from rural roads should be protected by requiring significant setbacks and preservation of mature trees.

Strategy LU 5.2
» Consider additional protections for prime, working agricultural lands and areas with concentrations of properties enrolled in the Present Use Value program and/or Voluntary Agricultural District program.

Rec. LU 6
Implement Conservation Design principles by encouraging flexibility in lot size and clustering to protect natural resources and existing agricultural operations.

Strategy LU 6.1
» Create or update dimensional standards to allow for conservation subdivisions, and incentivize protection of environmentally sensitive lands.

Strategy LU 6.2
» Encourage Conservation Design in areas with high-quality natural resources and development constraints such as sensitive ecosystems, steep slopes, and wildlife corridors.
LAND USE

Strategy LU 6.3
» Encourage cluster development on smaller lots to preserve large open space areas, especially where there is access to water and sewer. Some clustering may still be feasible in un-sewered areas with good soils and/or water availability.

Rec. LU 8
Encourage Suburban Residential growth in areas with better soils and within existing or future municipal service areas.

Strategy LU 8.1
» Ensure new developments maintain a low density (not to exceed 1-2 dwelling units per acre) and include connected streets, common open space, and amenities.

Strategy LU 8.2
» Limit visual impacts to rural roads through site design, including vegetative buffering. • Similar counties, such as Harnett County, require a frontage buffer that varies based on roadway classification. This buffer requires tree protection or plantings and sets back new structures to preserve rural views.

Rec. LU 9
Allow moderately dense subdivisions in areas with utilities and/or municipal services.

Strategy LU 9.1
» Medium Density Residential areas near town limits and Extraterritorial Jurisdictions (ETJs) may be appropriate for higher densities. However, annexation should be encouraged and new development should have higher standards for streets, sidewalks, and landscaping in comparison to surrounding rural areas.

Conventional Vs. Conservation Subdivision Design
Conventional Subdivisions have larger lots and include only a minimal amount of open space. If conventional subdivisions are at a small scale and are designed appropriately they can fit reasonably well in rural areas. However, when applied across a large area this type of land use pattern can consume large amounts of forests and farmland very quickly.

Conservation Subdivisions are a type of subdivisions design that places development on the most suitable areas while conserving large portions of properties (typically 40%+) as common open space. This design strategy preserves property rights, and allows flexibility in design while also encouraging the preservation of unique natural features.

Images sources: Chatham County Comprehensive Plan
Wilton Concept

The area south of the Wilton crossroads is located in the Falls Lake Watershed. New residential development should have a low overall density and will largely be dependent on the quality of the soils on a site. Old Franklinton Road will be realigned and new subdivisions designed to preserve the rural character of the area. Integrated open space in the form of frontage buffers and meadows could be used to conceal new homes and could double as septic tank drainage fields in order to meet a growing market demand for smaller lots and common space.
Plan Elements

ECONOMIC DEVELOPMENT

Rec. ED 1
Focus recruitment on higher-wage industries, such as professional/scientific/technical services sector and education services sector.

**Strategy ED 1.1**
» Prioritize growth within the professional services, including recruitment of small, professional businesses, inside or near town limits where amenities and broadband access are greatest.

Rec. ED 2
Bolster manufacturing and existing employers.

**Strategy ED 2.1**
» Focus on retaining industry, businesses, and employment centers.
  - The majority of employment increases over the past 5-10 years have been a result of existing business expansions. It is important to understand needs of one of the county’s assets: the manufacturing employment base.

**Strategy ED 2.2**
» Consider focusing marketing efforts on attracting and retaining small- and medium-scale manufacturers.
  - These types of manufacturers have been drawn to the County and have been responsible for some of the expansions in recent years.

**Strategy ED 2.3**
» Develop a regular program to survey the needs and concerns of existing local employers; in particular, their priorities and challenges in attracting and maintaining a vibrant workforce, including schools, training, infrastructure, and community amenities.

**Strategy ED 2.4**
» Review taxing structures to ensure that existing and targeted manufacturers and industries are taxed at a level that considers their overall contribution to and impact on the community.

Rec. ED 3
Develop a new marketing campaign for Triangle North and other identified developable priority sites.

**Strategy LU 3.1**
» Update market materials and focus of Triangle North and other key industrial sites identified on the Future Land Use map.
Triangle North Concept
Below is a conceptual illustration of potential development on and near the Triangle North Site. The site is located just east of Oxford with direct access to I-85. The site would be ideal for a mix of non-residential uses closer to the interchange. Buildings and street trees could frame the street and create a gateway to a new employment center. Office, flex uses and manufacturing uses could be located on different sized building sites east of the entrance.

*Office space provides options for vendors that desire close proximity to tenants of Triangle North*

*A connected open space network contributes to the range of amenities and appeal of the location*

*Infill development links existing industrial with future employment center*

*Views into the site from I-85 serve as market “windows,” enhancing the visibility and value of the location*
Plan Elements

ECONOMIC DEVELOPMENT

Rec. ED 4
Create a marketing/branding campaign to showcase Granville County’s economic development assets. Make that information publicly accessible and highly visible.

Strategy ED 4.1
» Ensure each town has a voice and is represented within a cohesive county-wide campaign.

Strategy ED 4.2
» Update digital marketing efforts to reflect findings from the campaign.

Strategy ED 4.3
» As part of the new branding campaign, conduct an image survey to assess external perceptions of the County. Reach out to site location consultants, companies within targeted industry clusters, and existing employers.

Strategy ED 4.4
» Update digital marketing materials and collateral to reflect the new brand that leverages positive perceptions identified in the image survey.

Strategy ED 5.2
» Identify ways that others (governmental and non-governmental organizations) in the county can help strengthen internal and external perceptions of the County’s economic development efforts.

Rec. ED 5
Update the Granville County Economic Development website.

Strategy ED 5.1
» Work with a third party to update the website to address the needs of location consultants, potential investors, and companies.

Strategy ED 5.2
» Develop a schedule to regularly update the site, including news updates, social media presence, upcoming events with regional and local partners, etc. Keep the site current.

Rec. ED 6
Develop a catalog of all existing company expansions and new/relocating businesses coming to Granville County.
ECONOMIC DEVELOPMENT

Strategy ED 6.1
» Track progress and identify trends to focus future economic development efforts and possibly infrastructure investments. Implement an annual reporting schedule to communicate findings to elected officials.

Rec. ED 7
Support the growth of tourism and vibrant downtowns.

Strategy ED 7.1
» Continue and expand the mini-grant program for non-profits and towns.

Strategy ED 7.2
» Develop a unified, county-wide branding effort in cooperation with towns. Build on unique aspects and character of towns, and reinforce those assets through intentional, focused efforts.
  • Oxford: They have the biggest traditional downtown footprint with lots of restaurants and antique shops for residents and visitors to choose from.
  • Creedmoor: creative with parks and rec programming (mini golf, arts culture).
  • Butner: Untapped tourism potential with military history. This can be promoted in the future.
  • Stem: Outdoor recreation at Ledge Creek Park Conservation Area.
  • Stovall: Future greenway (Oxford to Stovall rail-trail).
Plan Elements

ECONOMIC DEVELOPMENT

Rec. ED 8
Leverage rural character and small businesses for tourism.

Strategy ED 8.1
» Utilize design and scale requirements for Commercial and Rural Commercial areas. Consider a performance-based approach to rural businesses in areas that factors in parcel size, proposed use, and other criteria to encourage context-sensitive, rural business development. See Land Use Element for more information.

Rec. ED 9
Implement the strategies identified in the 2017 CEDS plan for Kerr-Tar Council of Governments, including the following:

Strategy ED 9.1
» Develop a Uniform Business Retention and Expansion Program throughout the region.
   • Conduct a business services amenities/needs assessment in every county the Council of Government serves.

Strategy ED 9.2
» Cultivate economic entrepreneurship through entrepreneurial activity.
   • Foster greater collaboration through Chambers of Commerce, small businesses, and small business technology centers.

Strategy ED 9.3
» Address targeted industry training needs through workforce development programming.
   • Collaborate with the Kerr-Tar Council of Governments.
   • Collaborate with Granville County Public Schools.
ECONOMIC DEVELOPMENT

Rec. ED 10
Limit retail leakage.

Strategy ED 10.1
» Prioritize retail market development within sectors currently experiencing leakage, including:
  • Furniture and home furnishings stores; building materials, garden equipment, and supply; building material and supplies dealers; specialty food stores; clothing and accessories stores; and drinking establishments and restaurants.

Strategy ED 10.2
» Work with downtowns in the County to prioritize mixed use developments that incorporate retail, restaurants, and smaller professional offices, and reinforce existing downtowns.

Retail Leakage

Source: ESRI's Business Analyst
Plan Elements

INFRASTRUCTURE

Rec. I 1
Coordinate with municipalities.

**Strategy I 1.1**
» Utilize inter-local agreements for annexation and utility service provision.

**Strategy I 1.2**
» Support public schools, STEM curriculum, and technical training in cooperation with Vance-Granville Community College (VGCC).

Rec. I 2
Enhance water and wastewater capacity and availability in southern Granville County.

**Strategy I 2.1**
» Designate municipal service areas; prioritize allocations and incentivize growth in these areas.

**Strategy I 2.2**
» Investigate grant opportunities through the U.S. Economic Development Administration (EDA) strategic investments program.

**Strategy I 2.3**
» Address water quality issues in south Granville.

**Strategy I 2.4**
» Conduct studies to address water and sewer infrastructure capacity needs:
  • Water infrastructure needs include:
    • Increase crossings under I-85 and railroad tracks via loop connection between Creedmoor Rd/Brogden Rd and US 15 (under I-85)
    • Consider closed loop at the US 15 and I-85 interchange.
  • Sewer infrastructure needs include:

Potential Long-Term Municipal Service Districts

Long-term Municipal Service Areas can provide certainty for investment, as well as preservation of rural areas and agriculture. Note: these areas have not been designated yet, and are shown for illustrative purposes only.
INFRASTRUCTURE

• Consider parallel force-main from Creedmoor system westward.
• Identify a solution to and improve force-main capacity under I-85 and the railroad.

Rec. I 3
Reserve sewer capacity for economic development and consider updates to policies.

Strategy I 3.1
» Support municipalities in executing sewer strategy that supports infill development.
  • It is in the County’s best interest to have development occur within municipal limits, however current utility policy requires new residential development to meet a threshold of 200 units to get approval for a new pump station. Basin level studies that identify potential infill areas and implementing a cost share / reimbursement program would allow for areas to be developed incrementally.

Strategy I 3.2
» Update allocation methods to allow for multi-phase development approvals.

Rec. I 4
Support the efforts of the Regional Broadband Study by the Kerr-Tar Council of Governments.

Strategy I 4.1
» Work with regional partners to increase broadband access throughout the county.

Rec. I 5
Be proactive about stormwater.

Strategy I 5.1
» Encourage/incentivize low impact development techniques by updating stormwater ordinances and improving outreach efforts.
  • Allow naturalized detention areas, rain gardens, and bioswales to satisfy open space requirements.
  • Consider enacting zoning overlays that designate areas of specific stormwater management concern and encourage certain types of stormwater management techniques.

Strategy I 5.2
» Consider regional stormwater detention solutions for future employment sites.
Plan Elements

INFRASTRUCTURE

Rec. I 6
Coordinate with municipalities and regional planning agencies on the following project priorities:

**Capital Area MPO Projects:**
- NC 56 improvements
- I-85/Brogden Road interchange and turn lanes
- I-85 widening
- NC 50 widening
- US 15 widening
- Creedmoor Loop
- Other improvements identified in the Comprehensive Transportation Plan
- Bicycle and pedestrian improvements (State bike route improvements, Tar River Greenway)

**Recently submitted priorities to the Kerr-Tar RPO:**
- Aviation improvements at HNZ - Henderson-Oxford airport
- Lake Devin Park trail (3.8 miles of gravel trail around perimeter of Lake Devin Park)
- Oxford Park Trail (combination of paved trail, gravel trail, and sidewalk; 2.5 miles from Granville Health System to Oxford Park)
- Pine Cone Drive and Edgewood Drive Greenway (1.6 miles of trail from Pine Cone Drive to Williamsboro Street)

Rec. I 7
Preserve mobility on key thoroughfares.

**Strategy T 2.1**
- Work with NCDOT to ensure new developments add turn lanes where needed. Develop a policy that clearly defines criteria for traffic improvements.

**Strategy T 2.2**
- Discourage strip commercial development on major arterials and collector roads by encouraging reverse frontage roads and shared parking.
Plan Elements

INFRASTRUCTURE

Strategy T 2.3
» Regularly review subdivision standards and connectivity policies to reduce traffic on main roads (i.e. NC 96 and NC 56).

Strategy T 2.4
» Regularly review development standards regarding traffic impact improvements and update as needed.
  • Thresholds for improvement should be evaluated, including triggers for turn lanes, cross-access, traffic signals and road level-of-service minimums.

Rec. I 8
Update road standards to fit character areas identified on Future Land Use Map.

Strategy T 3.1
» Require shorter blocks and shared parking in Mixed Use and Commercial areas.

Strategy T 3.2
» Consider updating roadway standards to match municipal requirements in Medium Density areas, or require annexation with new development near or adjacent to municipalities.

Strategy T 3.3
» Encourage low impact street design in Suburban Residential and Rural Residential areas.

Strategy T 3.4
» Update land development ordinances to require landscaping buffers along rural thoroughfares, to preserve the rural visual character of these areas.

Comprehensive Transportation Plan Map

The map above shows roads that need to be improved and new locations of roads that are planned. For more information, see https://connect.ncdot.gov/projects/planning/Pages/CTP-Details.aspx?study_id=Granville+County
Plan Elements

RECREATION AND OPEN SPACE

Rec. RO 1
Partner with towns and other entities to provide recreation facilities in under-served areas.

Strategy RO 1.1
» Consider co-location/joint use agreements with schools.

Strategy RO 1.2
» Consider partnerships for a public park and/or trail in Brassfield Township.

Strategy 1.3
» Review and update development fees to ensure that new residential growth can contribute to the purchase and development of recreational facilities to serve new residents.

Rec. RO 2
Encourage preservation of open space and incorporation of amenities in new development.

Strategy RO 2.1
» Revise open space requirements to increase amenities in new development and protect rural character.
  • Increase and/or clarify open space requirements in Suburban Residential, Conservation Design, and Medium Density Residential Areas.
  • Currently AR-40 (rural, agricultural, residential) zoning district requires no open space preservation.
  • Planned Unit Development (PUD) option has open space goals but no requirements.

The map above shows areas of the county that are within 2 miles of an existing park. Areas in darker gray represent areas that have a higher population density. Areas with high population densities and that are not within 2 miles of a park are under-served areas.
RECREATION AND OPEN SPACE

Strategy RO 2.2
» Prioritize open space reservation to protect water quality and rural character.
  • Stream buffers and larger riparian areas.
  • Avoid steep slopes adjacent to streams.
  • “Rural View” frontage buffers, protection of stands of mature trees, and meadows.

Rec. RO 3
Use public and private partners to address parks, recreation, and open space goals.

Strategy RO 3.1
» Pursue completion of priority greenways and trails. Next steps include coordinating with regional and interstate partners, and feasibility studies to determine alignments and cost estimates. Priority facilities include:
  • Cross-county Rail Trail (Oxford to Stovall is near-term opportunity and part of the planned East Coast Greenway)
  • Creedmoor - Butner connection
  • Connection into Durham County
  • Tar River Trail (Blueway / Greenway or Trail)
  • Wilton - Brassfield Greenway or Multi-use path

Strategy RO 3.3
» Partner with nearby counties and municipalities on water quality protection efforts and voluntary land conservation in the Falls Lake Watershed. This can leverage outside funding to increase recreational areas and amenities.

Strategy RO 3.4
» Continue to work with municipalities and the Granville County Parks and Recreation Advisory Committee to improve recreational facilities throughout the county.
Plan Elements

COORDINATION

Rec. C 1
Encourage annexation agreements between municipalities.

Rec. C 2
Revisit and possibly extend Extra Territorial Jurisdiction (ETJ) boundaries based on short-term and long-term urban service areas.

Strategy C 2.1
» Consider using the Future Land Use map as a basis for amending ETJ lines.

Rec. C 3
Continue to collaborate with Vance-Granville Community College, the Kerr-Tar Council of Governments, and the school district in operational coordination and expansions or siting of new facilities.

Strategy C 3.1
» Hold regular meetings to collaborate on facility needs and program priorities
» Adjust programming following regular communication with employers and survey of employment needs of existing businesses.
Strategy C 3.2
» Coordinate closely with the school board to ensure that new schools can be located in areas close to existing and future population centers. This will reduce cost of operations as well as reduce traffic congestion.

Rec. C 4
Facilitate cross-departmental and inter-jurisdictional coordination to provide county services that support the recommendations in this plan.

Strategy C4.1
» Coordination between Fire Services, Emergency Medical Services (EMS) and other departments to improve response times in areas near municipalities and other growth areas.

Rec. C 5
Update other county-wide master plans to be consistent with the recommendations of this plan, including but not limited to parks and recreation plans, transportation and greenways plans, capital improvement plans, and other civic, cultural, and investment-guiding plans.

Rec. C 6
Coordinate with the State of North Carolina, state agencies, the North Carolina Army National Guard, the Town of Stem and the Town of Butner on land use planning efforts in the southwestern part of the county.
The implementation chapter includes specific steps that will help accomplish goals and recommendations in the Plan. Each step will involve the concerted effort of elected officials, appointed boards, county staff, citizens, community leaders, businesses and non-governmental organizations.

The Implementation Matrix on the following pages is meant to be reviewed and updated on a regular basis by county departments and boards. It is anticipated to be refined based on work plans and capacity that evolves over the next few years.
Plan Elements

IMPLEMENTATION MATRIX

In order to be actionable and achievable, any plan must also necessarily provide some road map toward achieving those goals. The following matrix identifies implementable strategies,

<table>
<thead>
<tr>
<th>Number</th>
<th>Action Item</th>
<th>Protect the county’s rural atmosphere</th>
<th>Expand economic development and business opportunities</th>
<th>Partner with and support municipalities to facilitate an efficient pattern of growth and provision of services</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Review and update zoning districts and other sections of the Land Development Code to implement land use recommendations from this plan.</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1.1</td>
<td>Create overlay and update zoning ordinance to identify and describe standards for Rural Commercial areas.</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1.2</td>
<td>Consider a tiered approach to the conditional use process for rural businesses that factors in scale and impact of uses.</td>
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<td>1.3</td>
<td>Allow for Conservation Subdivisions or clustering in certain zoning districts. Options should be provided for development with access to water and sewer and for lower density areas that allows flexibility in subdivision design and encourages the preservation of open space.</td>
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<td>1.4</td>
<td>Address visual impacts of residential development in Suburban and Rural areas.</td>
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<td>1.5</td>
<td>Modifications to the Planned Unit Development Section to allow for mixed use development and specify design criteria</td>
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<td>1.6</td>
<td>Commercial overlay districts for commercial and mixed use areas</td>
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<td>2</td>
<td>Protect Agriculture</td>
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<td>2.1</td>
<td>Monitor conversion of farms and forestry lands and consider the creation of an Agricultural Zoning District to further discourage residential encroachment. The zoning district could specify a very low overall gross density for new residential subdivisions or employ sliding scale zoning to maintain tracts of farmland.</td>
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</table>
time lines, and suggested responsible parties, as well we metrics to measure progress.

<table>
<thead>
<tr>
<th>Action Item</th>
<th>Timeline</th>
<th>Responsible parties</th>
<th>Metrics for measurement (measures of success)</th>
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<td>Provide infrastructure, community services, and facilities to meet the needs of residents and businesses</td>
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<td>Leverage recreational and open space assets</td>
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</table>
|短期                                                       |Planning staff          |Adopted zoning ordinance amendment
|短期                                                       |Planning staff          |Adopted zoning ordinance amendment
|短期                                                       |Planning staff          |Adopted zoning ordinance amendment
|短期                                                       |Planning staff          |Adopted zoning ordinance amendment
|长期                                                       |Planning staff          |Adopted zoning ordinance amendment
|中期                                                       |Planning staff          |Adopted zoning ordinance amendment
|中期                                                       |Planning staff          |Adopted zoning ordinance amendment
|长期                                                       |County partners         |Acreage of farms, agricultural products, acreage of Voluntary Ag Districts
In order to be actionable and achievable, any plan must also necessarily provide some road map toward achieving those goals. The following matrix identifies implementable strategies,

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<thead>
<tr>
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<tbody>
<tr>
<td>3</td>
<td><strong>Economic Development Strategies</strong></td>
</tr>
<tr>
<td>3.1</td>
<td>Survey employers to determine challenges and priorities.</td>
</tr>
<tr>
<td>3.2</td>
<td>Update economic development website, marketing materials, and branding.</td>
</tr>
<tr>
<td>4</td>
<td><strong>Promote Tourism</strong></td>
</tr>
<tr>
<td>4.1</td>
<td>Tourism branding effort</td>
</tr>
<tr>
<td>4.2</td>
<td>Monitor, continue and consider expansion of migrant program for festivals and events</td>
</tr>
<tr>
<td>5</td>
<td><strong>Implement utility infrastructure recommendations</strong></td>
</tr>
<tr>
<td>5.1</td>
<td>Establish interlocal agreements for annexation and utility provision and revisit Extra-territorial Jurisdiction (ETJ) boundaries</td>
</tr>
</tbody>
</table>
Plan Elements

time lines, and suggested responsible parties, as well we metrics to measure progress.

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<td></td>
<td>Short-term</td>
<td>Economic Development staff, in coordination with employers</td>
<td>Adopted zoning ordinance amendment</td>
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<td></td>
<td>Mid-term</td>
<td>Planning and Economic Development staff, in coordination with site owners</td>
<td>Adopted zoning ordinance amendment</td>
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<td></td>
<td>Adopted zoning ordinance amendment</td>
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<td>Short-term</td>
<td>Tourism Staff</td>
<td>Adopted zoning ordinance amendment</td>
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<td>Short-term</td>
<td>Tourism Staff</td>
<td>Adopted zoning ordinance amendment</td>
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<td></td>
<td></td>
<td>Short-term</td>
<td>Municipalities</td>
<td>Adopted zoning ordinance amendment</td>
</tr>
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### IMPLEMENTATION MATRIX (CONTINUED)

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<th>Partner with and support municipalities to facilitate an efficient pattern of growth and provision of services</th>
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<tbody>
<tr>
<td>5.2</td>
<td>Pursue grants to improve utility capacity for economic development opportunities</td>
<td></td>
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<tr>
<td>5.3</td>
<td>Develop sewer infill strategy and consider methods for multi-phase development approvals</td>
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<tr>
<td>5.4</td>
<td>Coordination with SGWSA and Oxford to study and address water and sewer capacity needs, replace inefficient pump stations and plan for regional pump stations</td>
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<tr>
<td>5.5</td>
<td>Work to increase broadband availability through participating in the Broadband Enhancement Study and implementing its recommendations.</td>
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<tr>
<td>6</td>
<td><strong>Review stormwater ordinances and expand outreach efforts to</strong></td>
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<tr>
<td>6.1</td>
<td>Review stormwater ordinances and identify ways to encourage low impact development techniques and green stormwater infrastructure</td>
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<tr>
<td>6.2</td>
<td>Expand outreach education efforts related to innovative stormwater solutions that meet Falls Lake Rules</td>
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<tr>
<td>7</td>
<td><strong>Transportation Implementation Strategies</strong></td>
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<tr>
<td>7.1</td>
<td>Coordinate with regional entities</td>
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</tbody>
</table>
Provide infrastructure, community services, and utilities to meet the needs of residents and businesses

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<td>Provide infrastructure, community services, and utilities to meet the needs of residents and businesses</td>
<td></td>
<td></td>
<td>Mid-term</td>
<td>Planning, Engineering, and Economic Development staff in coordination with municipalities and SGWSA</td>
<td>Grant funding</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Mid-term</td>
<td>Municipalities and SGWASA</td>
<td>Updated policies and standards</td>
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<td></td>
<td></td>
<td></td>
<td>Long-term</td>
<td>SGWSA staff, Planning and Engineering staff, Municipalities</td>
<td>Updated utility master plan or priorities</td>
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<tr>
<td></td>
<td></td>
<td></td>
<td>Mid-term</td>
<td>County and municipal staff in coordination with Kerr Tar COG</td>
<td>% of County served by broadband</td>
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<td></td>
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<td></td>
<td>Mid-term</td>
<td>Public Utilities, Planning, and Engineering staff</td>
<td>Updated policy and standards</td>
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<td></td>
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<td></td>
<td>Mid-term</td>
<td>Public Utilities, Planning, and Engineering staff</td>
<td>Outreach efforts</td>
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<td></td>
<td>Ongoing</td>
<td>Planning and Engineering Staff</td>
<td>Funded projects</td>
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<tr>
<td>7.2</td>
<td>Review and update roadway and connectivity standards in the LDC</td>
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<tr>
<td>8</td>
<td>Improve access to recreational facilities and open space</td>
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<tr>
<td>8.1</td>
<td>Work with partners to create a public park and/or trail in the Brassfield Township</td>
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<tr>
<td>8.2</td>
<td>Conduct feasibility analyses to determine cost and ROW needs for priority greenways. Local funds may be necessary to leverage federal and state grants.</td>
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<td>9</td>
<td>Coordination to improve schools</td>
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<td>9.1</td>
<td>Coordination with Granville Public Schools and VGCC on STEM curriculum, technical training</td>
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<tr>
<td>9.2</td>
<td>Work with schools to develop joint use agreements and facilities in areas underserved by recreational facilities</td>
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<tr>
<td>9.3</td>
<td>Coordinate with school system to improve educational offerings and address facility needs</td>
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<td>10</td>
<td>Fire/EMS service improvements</td>
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<tr>
<td>10.1</td>
<td>Facilitate cross-departmental and inter-jurisdictional coordination to provide county services that support the recommendations in this plan.</td>
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Appendix

The Appendix includes supporting material for the plan.

The pdf that contains the Appendix can be downloaded at this link: [CLICK HERE](#).