



City of Creedmoor

City Plan 2040



Adopted: May 3, 2022

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RELATED PLANS

- ◆ Comprehensive Development Plan, Creedmoor, NC 1981 – Kerr-Tar Council of Governments
- ◆ Creedmoor Community Design Workshop 1990 – NC State University School of Design
- ◆ 2021 Comprehensive Development Plan 2001 – Kerr-Tar Council of Governments
- ◆ City Plan 2030 Land Use and Comprehensive Master Plan 2012 – N-FOCUS & NCDCA
- ◆ City of Creedmoor Bicycle & Pedestrian Transportation Plan, 2011 – Alta Greenways
- ◆ NC 50 Corridor Study 2011 – Kimley-Horn & Associates, Inc. for CAMPO
- ◆ NC 56 Corridor Study 2015 – VHB for CAMPO
- ◆ Capital Area MPO Intersection Feasibility & Impact Analysis, 2011
- ◆ CAMPO 2045 Metropolitan Transportation Plan 2015
- ◆ City of Creedmoor Pedestrian Transportation Plan 2011 – Alta Greenways
- ◆ An Inventory of the Significant Natural Areas of Granville County, North Carolina 2007
- ◆ City of Creedmoor Parks and Recreation Master Plan 2014 – LandDesign
- ◆ CreedmoorFORWARD Strategic Plan 2016 – Renaissance Planning, Inc.
- ◆ Planning Granville’s Future Comprehensive Plan 2018 – Stewart Consulting
- ◆ Granville County Comprehensive Transportation Plan 2018 – NCDOT Division 5 Planning Branch
- ◆ Granville County Greenway Master Plan 2006 – LiveWell Granville’s Health Promotion Workgroup

RESOURCES

- ◆ City of Creedmoor – www.cityofcreedmoor.org
- ◆ North Carolina Department of Transportation – www.ncdot.org
- ◆ North Carolina Office of State Budget and Management – www.osbm.state.nc.us/ncosbm/facts_and_figures/
- ◆ North Carolina Department of Environment and Natural Resources, Division of Air Quality – daq.state.nc.us
- ◆ North Carolina Employment Security Commission – www.ncesc.com
- ◆ North Carolina Department of State Treasurer – www.nctreasurer.com
- ◆ U.S. Census Bureau – www.census.gov
- ◆ USDA Natural Resources Conservation Service – www.nrcs.usda.gov
- ◆ U. S. Fish and Wildlife Service, National Wetlands Inventory – www.fws.gov/nwi
- ◆ U.S. Army Corps of Engineers – usace.army.mil
- ◆ Federal Emergency Management Agency (FEMA) – www.fema.gov

CONTENTS

Acknowledgments	<i>ii</i>
Contents	<i>iv</i>
Prologue	<i>vii</i>
1. Introduction	1
<i>Location</i>	2
<i>History</i>	2
<i>Geology</i>	6
<i>Population</i>	8
<i>Existing Land Use</i>	13
2. Community Vision & Goals	15
<i>Vision</i>	16
<i>Goals</i>	17
3. Future Land Use	19
<i>Existing Conditions</i>	20
<i>Future Land Use</i>	22
<i>Zoning Crosswalk</i>	36
<i>Recommendations</i>	37
4. Stormwater	41
<i>Existing Conditions</i>	42
<i>Recommendations</i>	50
5. Transportation	53
<i>Existing Conditions</i>	54
<i>Recent & Planned Projects</i>	62
<i>Recommendations</i>	69

6.	Housing	73
	<i>Existing Conditions</i>	74
	<i>Challenges</i>	76
	<i>Recommendations</i>	79
7.	Economic Development	83
	<i>Existing Conditions</i>	84
	<i>Opportunities</i>	88
	<i>Challenges</i>	91
	<i>Recommendations</i>	94
8.	Downtown	99
	<i>Existing Conditions</i>	100
	<i>Analysis</i>	104
	<i>Recommendations</i>	107
9.	Parks & Recreation	111
	<i>Overview</i>	112
	<i>Signature Facilities</i>	112
	<i>Opportunities</i>	116
	<i>Conservation Of Natural Areas</i>	116
	<i>Recommendations</i>	120
10.	Public Engagement	123
	<i>Who Was Involved?</i>	124
	<i>Milestone Events</i>	126
	<i>Public Survey</i>	130





PROLOGUE

“A comprehensive plan is intended to guide coordinated, efficient, and orderly development within the planning and development regulation jurisdiction based on an analysis of present and future needs. Planning analysis may address inventories of existing conditions and assess future trends regarding demographics and economic, environmental, and cultural factors.”

North Carolina General Assembly
Session Law 2019-111 Senate Bill 355
Approved the 11th day of July, 2019

City of Creedmoor

City Plan 2040



City Plan 2040 is a comprehensive plan for the City of Creedmoor and its surrounding environs, including the existing extra-territorial planning jurisdiction and beyond. This tool helps in planning, promoting, enabling and envisioning a positive outlook for the future of our City. It is at the center of planning effort at the local level, and the key informational policy document of a specific jurisdiction. A local government shall adopt and reasonably maintain a comprehensive plan that sets forth goals, policies, and programs intended to guide the present and future physical, social, and economic development of the jurisdiction. It is useful as an educational tool for any reader, as a reference source for any researcher, and as a way to guide and entice both public and private investment.

The Board of Commissioners, following development by the Steering Committee, review by the Planning Board, and with the input of staff, residents, and other stakeholders along the way will adopt this plan. While this plan is not necessarily regulatory by itself, it will be useful as a foundation for enacting policies, adopting regulations, and making land use related decisions. Future consistency with the comprehensive plan will make those land

use decisions more predictable and less susceptible to legal challenge. As of July 11, 2019, the North Carolina General Assembly now lawfully mandates such a plan for jurisdictions that wish to enforce zoning and land-use controls. Any local government that wishes to retain the authority to adopt and apply zoning regulations has until July 1, 2022 to adopt a plan.

The City of Creedmoor has had planning documents endeavoring to help show the way since 1990, when a group of landscape architecture students from North Carolina State University's School of Design came to conduct a community development workshop about revitalization and showcase some design proposals. There are other previously adopted comprehensive plans from 2001 and 2012, each with its own concepts, ideas, and recommendations, however each one is dated by the changing existing conditions. It is recommended that this plan be updated every five years going forward. In our modern age, change happens fast and a plan can become quickly obsolete if left untouched.

This plan will attempt to provide a general guide for growth, development, future land use, and continued improvement for the next 20 years, although it is recognized

that best practices recommend it will be updated within the next 5-10 years. This plan will examine the interrelationships between land uses, transportation, utilities, recreation, neighborhood revitalization, historic preservation, and focuses on physical development. This involves all key issues facing the jurisdiction, collecting and analyzing data on community development, identifying and debating alternative policies for addressing these issues, making policy choices, designing implementation strategies, and evaluating the results. Good planning is a cooperative venture. As is traditional, this plan will look at several different past, present, and preferred future characteristics of this southern Granville County hub, where the first railroads from Oxford and Durham met on the high ground between Ledge and Robertson Creeks. Topics considered include existing conditions, demographics, future land use, environment, economic development, transportation, housing, downtown revitalization, and open space conservation, among others.

Strategic Plans like the previously adopted **Creedmoor|FORWARD** focus on a few prominent key issues; have a shorter implementation period (two to five years),

identify specific implementation tasks, responsibilities, and time line; and have a regular follow-up on results. These plans should complement and support each other in different ways. The common factors in both recent planning efforts are the Planning Board and professional staff. The Planning Board serves a key organizational role in planning. It provides guidance to the staff coordinates and offers a forum for public participation, debates the overall public interest, and makes well-reasoned recommendations for action to the Board of Commissioners. It is important that all of those affected by a planning effort be active participants--from the development community and neighborhood groups participating in plan preparation to the governing board that adopts the plan and uses it.







1

INTRODUCTION

The City of Creedmoor is an incorporated municipality an estimated population of 4,866 in the year 2020. Historically a rural community, Creedmoor has grown more suburban in recent years, a change that can be attributed to widespread growth in the Raleigh-Durham-Cary Combined Statistical Area as well as the desirable lifestyle the City offers.

While it continues to grow, Creedmoor has not experienced the fast rate of growth that is common in the region. Development has been impacted by conditions related to soil quality and stormwater management. While these conditions may present challenges to new development, they have shaped the community into what it is today, and will continue to influence the built and natural environment during the next twenty years and beyond.

LOCATION

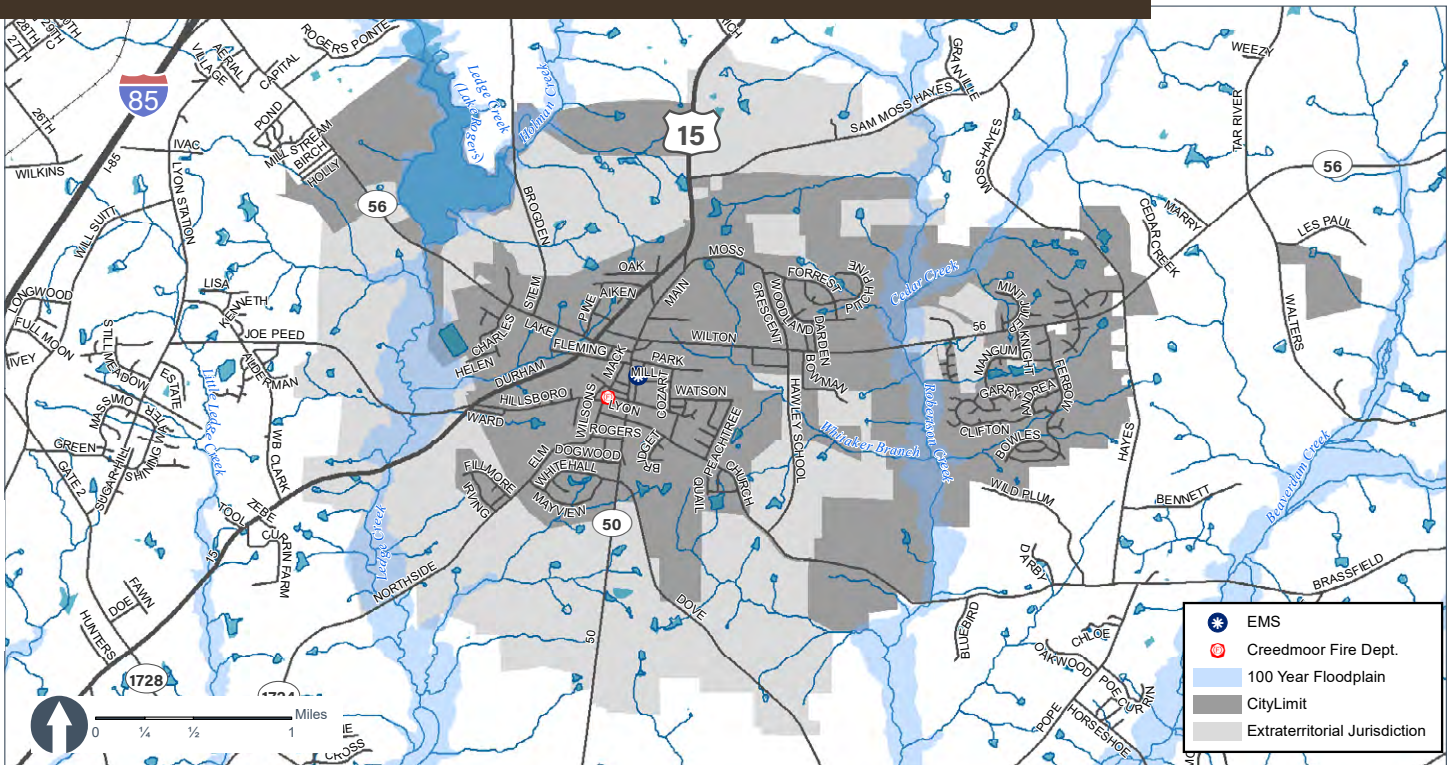
Creedmoor is situated in southern Granville County, fifteen miles south of Oxford, the Granville County seat. According to the 2020 Census, the population of Creedmoor was 4,866, and the population of Granville County was 60,992. Creedmoor is part of the Durham-Chapel Hill Metropolitan Statistical Area and the Raleigh-Durham-Cary Combined Statistical Area.

Interstate 85 (I-85) is located two miles west of town, and three highways intersect within the corporate limit: US15, NC 50, and NC 56. Creedmoor is one of five incorporated municipalities in Granville County. Most recently, in 2007, the adjacent Town of Butner was born through legislative action.

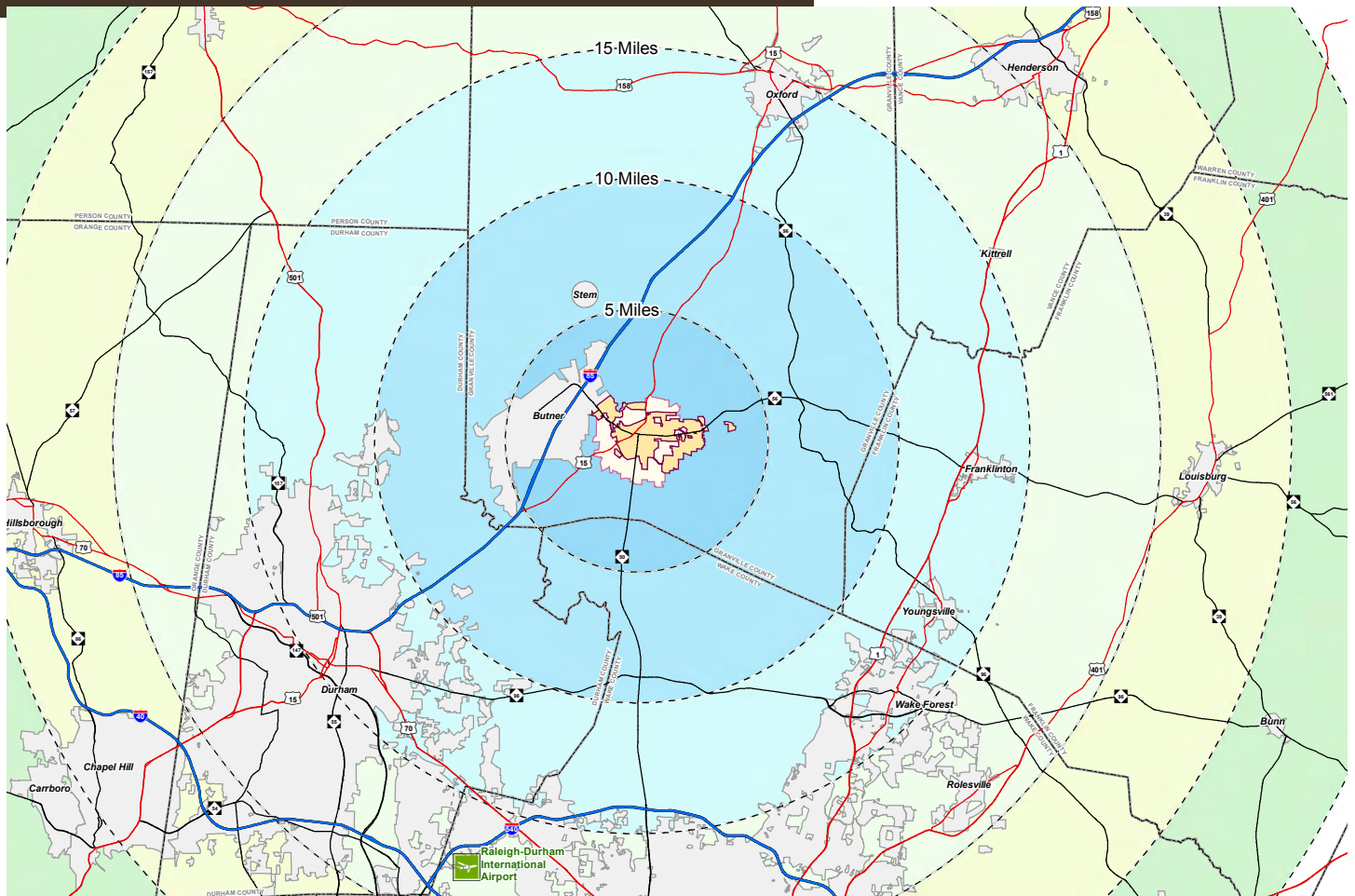
HISTORY

The Great Trading Path, or the Occaneechi Path, once brought many Native American tribes through what is now Creedmoor. The footpath stretched from as far south as Augusta, Georgia and north to Petersburg, Virginia, following a route that approximates what is now I-85. Historically, this path through Granville County was the primary route of travel and trade across the Piedmont region of North Carolina for the Native Americans. Eventually becoming a route for the early settlers' fur trade, this footpath brought many different people through what is now the Creedmoor area; however, it was the Tuscarora and Saponi tribes who were historically the primary inhabitants of this

MAP 1. CREEDMOOR CITY LIMITS AND EXTRATERRITORIAL JURISDICTION



MAP 2. CREEDMOOR PROXIMITY MAP



Source: City of Creedmoor

land. The Occaneechi, Tutelo, and Catawba tribes, among others, were also represented in the area throughout various periods in history. After the Tuscarora War of 1711, Virginians settled the greater area of Granville County with many prosperous plantations that relied heavily on slave labor. Following the Civil War and with the discovery of Bright Leaf tobacco that thrived in poor soil, the agriculture sector in this area continued to grow rapidly, though there was a marked shift from the larger plantations of the past to smaller family farms.

Thomas B. Lyon was one of the founding settlers of what is now known as Creedmoor. Early deeds show that the original Lyon estate extended from Robertson and Cedar Creeks, on the east, to Ledge Creek on the west. The northern boundary included the Lakeside Motel and the southern boundary was near the intersection of Southern Road and Fish Dam Road. This sizeable plantation included the entire backbone of the Pea Ridge knoll on which the city now rests. The construction of his home is traced to approximately seventy years prior to Creedmoor's incorporation,



Historic view of Main Street Creedmoor.
(Source: City of Creedmoor)

around 1830-1840. The Lyon's Manor House was later willed to his son Samuel C. Lyon and both men were instrumental in the development of the surrounding land into what grew into the City of Creedmoor.

Two of the first roads led from the Lyons' plantation to two churches of another area resident, Robert Parham. As a result, Mr. Lyon eventually donated a plot of land near his home (present day Elm Street) for a church. The Baptist church stood until the 1950's and when it was demolished, three homes were built on the land using timbers salvaged from the original church. The Lyon family cemetery is also located on this land.

In 1886, Thomas B. Lyon applied to the Post Office Department for a post office to be located in "Creed Moor". Lyon's request was granted on the tenth day of April 1886. John Harmon was appointed as the first postmaster. In September of that same year, Samuel C. Lyon, son of Thomas B. Lyon, was appointed postmaster.

THE RAILROAD

In 1885, a group of twenty-five taxpayers of Granville County, including the Robert Fleming who Fleming Street was named after, appeared before the Board of Commissioners of Granville County with a petition from the Dutchville Township. The petition made a proposition to subscribe ten thousand dollars to the capital stock of the Oxford and Clarksville Railroad Company. Under the provisions of the act of the General Assembly of North Carolina, entitled "An Act to Incorporate," the Oxford and Clarksville Railroad Company was notified on the twenty-eighth day of February 1885. The proposal was approved and as a result, it was ordered that the election of subscribing the sum of ten thousand dollars to the capital stock of the railroad company be submitted to the qualified voters of the Dutchville Township. An election would be held in the township at the proper voting place therein on the eighth day of October, 1887.



Old railroad depot
(Source: City of Creedmoor)



*Once known as “Mule Town”, Creedmoor was home to a major retail mule trading center in the first half of the 1900s.
(Source: City of Creedmoor)*

On April 21, 1888, Thomas Lyon sold the Durham and Northern Railway a right-of-way “for and in consideration of the sum of One Dollar.” This was for a roadbed that ran parallel to Main Street (present day Elm Street) and a depot to be built at “Creed Moor.” Completed April 1, 1889, this new route connected Creedmoor to Henderson in the northeast and to Durham in the southwest. Main Street was then renamed Railroad Street and was the location of the Lyon Manor House, a Baptist church, as well as a hotel, the post office, a bank, the depot, a general store (Samuel Lyon, proprietor), a blacksmith, and harness shop. Linking Creedmoor to Henderson and Durham was a major cause of growth for the town. The Durham and Northern Railroad was acquired by Seaboard Airline Railroad in 1901, a name many locals still remember to this day.

Over the next few years, Creedmoor served as a railroad depot between the Clarksville & Oxford Railroads and the Raleigh & Gaston Railroads and saw an explosion in growth and business. The historic train depot still stands today but is in poor condition.

GROWTH & THE ROLE OF WATER

The advent of World War II brought Camp Butner to the region three miles west of Creedmoor. This facility, a 60,000-acre site, brought 35,000 soldiers to the area. With this increase in population came new businesses to Creedmoor to accommodate their needs. The municipal water and sewer system that was installed in 1939, fed by a 175-acre reservoir called Creedmoor Lake (currently known as Lake Rogers), provided infrastructure to a steadily growing population. The Creedmoor Volunteer Fire Department was formed and a theater, taxicab company, “four new beer-joint cafés,” and a larger police force were other byproducts of the population increase. No new homes were allowed to be built during the war. It has been reported that Creedmoor residents came together to rent more than 500 rooms to soldiers during the War. There was hope that this temporary population would stay and make Creedmoor their permanent home, but after WWII Creedmoor saw a decrease in population as many soldiers left the area. In the years to follow, the City’s population fluctuated.

After the initial installation of water infrastructure in 1939, the city later opened a lagoon to treat and discharge sewage waste into Ledge Creek beginning in 1965. In 1969 the city added an additional water tower at what is now the Creedmoor Business Park. When the city ran sewer infrastructure through the downtown area in the 1970s, the original town well at the corner of Elm and Masonic Streets was removed. This structure had served as a popular gathering place during Creedmoor's early days and up until the completion of Creedmoor Lake (now known as Lake Rogers). The lagoon remained in operation until 1988.

In 1985, Creedmoor partnered with John Umstead Hospital and the Department of Human Health to build an addition to the wastewater treatment plant located in Butner. Once considered Creedmoor's sister city, at that time Butner was operated by the State.

The city's main connection into Butner's system would be the sewage pumping station on Joe Peed Road. This connection allowed for the treatment of wastewater while allowing the City of Creedmoor to grow in population. As far back as 1959, there are newspaper articles that express just how dependent and even restricted the city's growth has been on the availability of potable water.

GEOLOGY

Creedmoor's geographic location is within the northern reaches of the Neuse River Basin tributaries of Ledge and Robertson Creeks. All waters drain south toward the Neuse River impoundment known as Falls of the Neuse, or Falls Lake, a major water supply for the City of Raleigh and supplemental source for other surrounding water treatment plants. Falls Lake designed purpose is flood control, but its



Lake Rogers Park Dock.

water supply storage capability is the major reason why water quality standards have become so highly regulated.

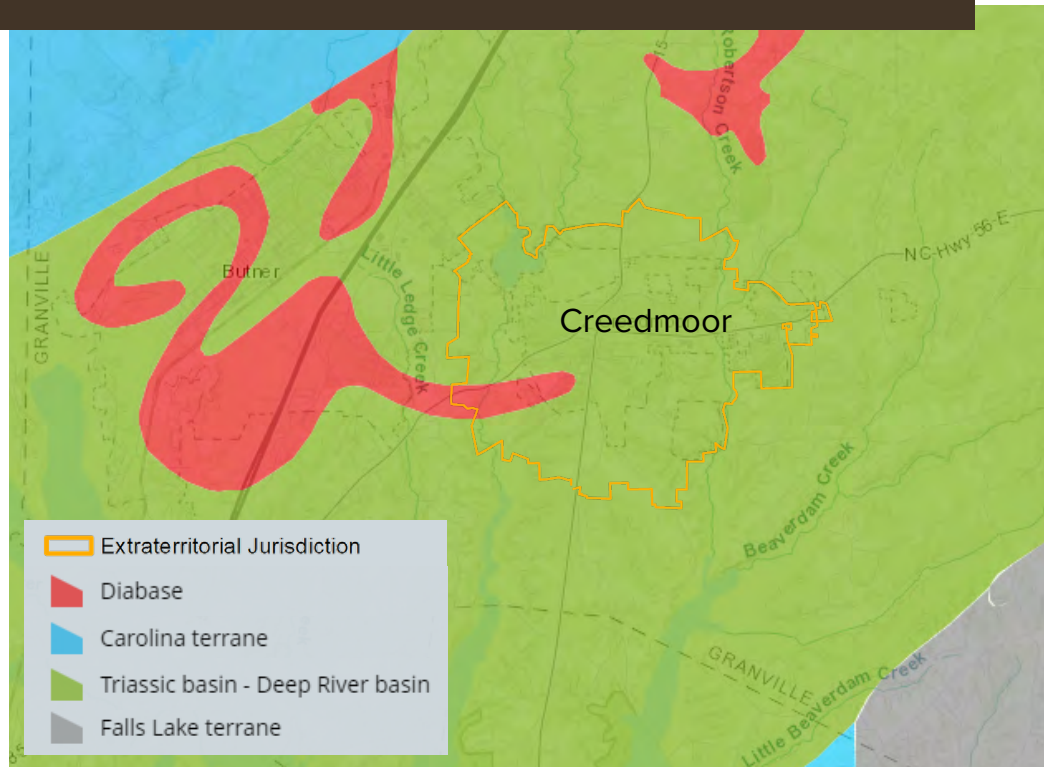
Creedmoor is located in the Piedmont region of central North Carolina in an area known as the Deep River Triassic Basin, which was formed approximately 200 million years ago during the Triassic Period. The major soils that formed in this basin have a clayey subsoil with a high or very high shrink-swell potential. According to soil data collected by the USDA Natural Resources Conservation Service, the soils in the Creedmoor land use planning area are primarily CrB Creedmoor Coarse Sandy Loam, and CrC Coarse Sandy Loam, with slopes ranging from 2% to 10%.

Due to geological composition and soil characteristics, lands within the Deep River Triassic Basin are poorly suited for development and present significant challenges to areas without access to public water and sewerage. In addition to high shrink-swell potential, ground water yields are typically very low, and many dry wells have been drilled. At most Triassic soil sites, the soil does not perform adequately during percolation tests to allow for traditional septic drain fields. Early on, before

water distribution and wastewater collection systems were available construction depended on well and septic systems.

Expansive soils can occur in almost any location in the Mountains, Piedmont, and Coastal Plain of North Carolina. Some areas of the State tend to have an elevated occurrence of expansive soils due to the geology. These areas include the Triassic basins and the Carolina terrain. Without access to a public water supply and sewage collection system, land has little development potential for structures.

MAP 3. CENTRAL NORTH CAROLINA EXPANSIVE SOILS



Source: NC Geological Survey

POPULATION

The 2020 Census reported a population of 4,866 for the City of Creedmoor. The population has grown steadily from 1970 to the present. Its proximity to Durham, Butner, Oxford, and Raleigh make it a popular location for residents desiring a rural or suburban lifestyle away from the city.

Creedmoor's population has not experienced a population explosion like some other municipalities in the Triangle region. This may be attributed to unavailable water and sewer capacity, soil quality limiting size and weight of structures, insufficient local employment opportunities for those who do not wish to commute, and a lack of general amenities seen as desirable by potential relocating residents.

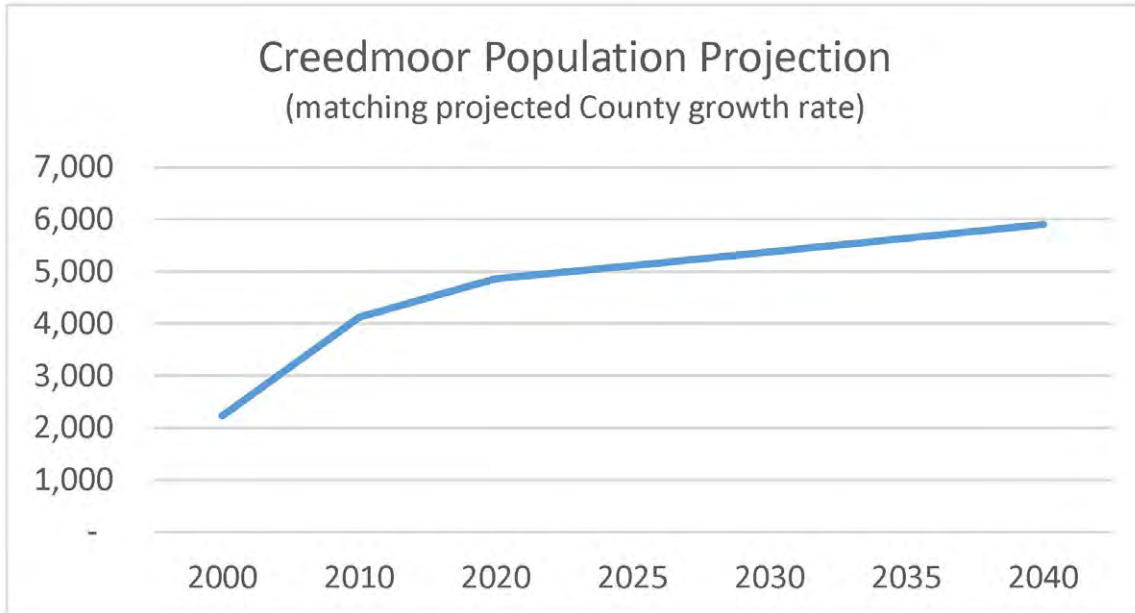
Creedmoor covers a land area of approximately 5.54 square miles, translating to approximately 840 persons per square miles. Granville County, by contrast, remains largely rural with 54.8% of total residents choosing to live in less urbanized areas.

PROJECTIONS

In order to provide the best estimate of the future population of the City it is useful to compare the population within the City of Creedmoor to the total population of Granville County. Previously termed the constant share method, because this percentage remained steady throughout the early period, averaging to 4.9% until 2010, now the statewide trend is toward county urbanization. County populations are projected into the future by the NC Office of State Budget Management (NC OSBM), so the approximate percentage of the total population the City comprises projects an increased share in the future. This trend indicates that the urban population will continue to grow and likely continue to make up higher percentages as decades pass.

It is difficult to project the population of any planning area due to past trends and the unpredictability of the current and future economy. The Constant Share Projection method is based on the growth of the County, which is expected continue its current trend of popu-

lation increases, due in part to the continual growth of the Raleigh-Durham metropolitan area. Over the next two decades, the population of the City of Creedmoor may vary from these projections based on numerous dependent factors such as voluntary annexation, job creation or loss, and development policy decisions. The availability of wastewater treatment capacity is also probably the strongest limiting factor for Creedmoor's growth. If that issues is addressed, it could mean explosive growth for the City.



Source: *US Census and NC Office of State Budget Management.*

SELECT DEMOGRAPHICS

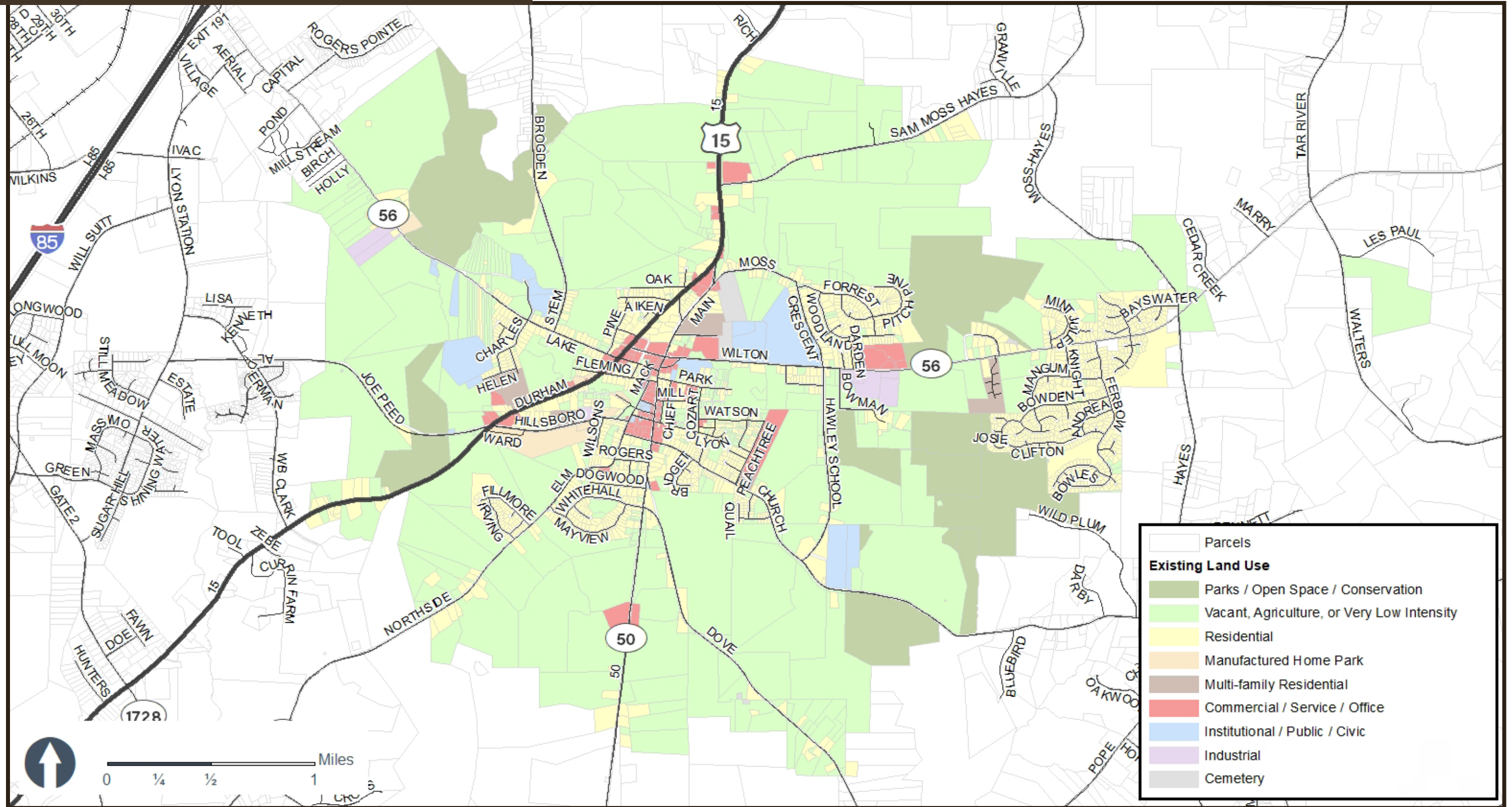
	City of Creedmoor	Town of Butner	Granville County
Population (Census 2020)	4,866	8,397	60,992
Median Household Income	\$77,854	\$47,647	\$55,628
Persons in poverty, percent	12.7%	18.3%	13%
Educational Attainment: Percent high school graduate or higher	90.6%	76.1%	84.2%
Persons without health insurance, percent	1.2%	14.3%	11.5%
Median Housing Value	\$163,700	\$132,900	\$149,400
Total Housing Units (Census 2020)	1,953	3,112	24,214
Male Median Income	\$45,086	\$27,238	<i>Data Unavailable</i>
Female Median Income	\$38,177	\$21,164	<i>Data Unavailable</i>
Veterans	292	277	3,235
Percent of households with a broadband Internet subscription	93.1%	80.2%	75.7%

Note: All data is from Census ACS 2014-2018, with the exception of population and total housing units, which are from Census 2020.



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MAP 4. EXISTING LAND USE MAP

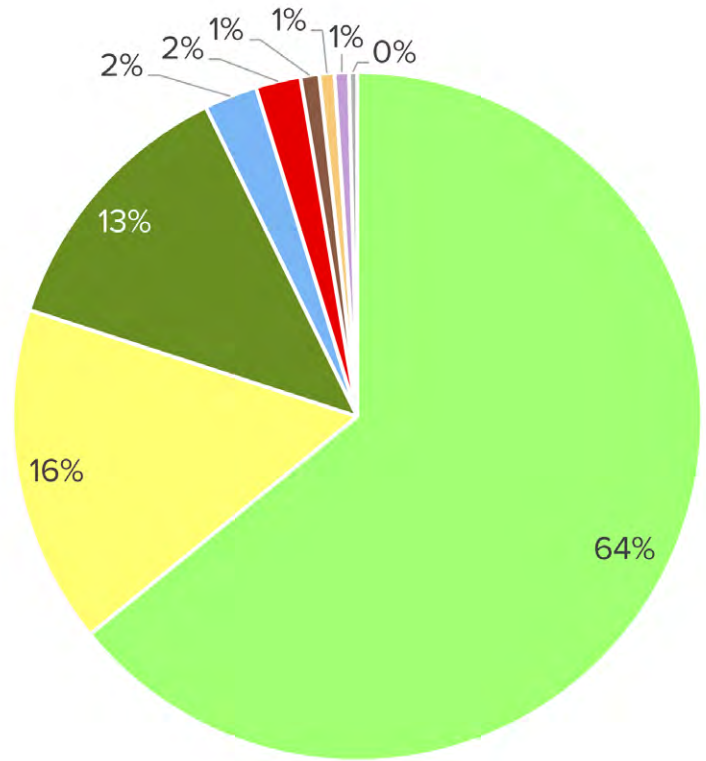


EXISTING LAND USE

The Existing Land Use Map assigns a color designation to each property within the City of Creedmoor’s jurisdiction. To gain a better understanding of the mixture of land uses within the planning jurisdiction, a detailed analysis of existing land use was performed utilizing county tax parcel data. This data was then verified through a review of aerials and a community tour, and then reviewed by staff. Highlights of existing land use trends are shown below.

HIGHLIGHTS

- ◆ 64% of land is either vacant, devoted to agriculture, or is considered a very low intensity use.
- ◆ Residential uses are along major roads such as NC 56, NC 50, and US 15. This is the second largest land use in Creedmoor, consisting of 975 acres.
- ◆ The third largest land use is parks, open space, and conservation, making up 13% of existing land use.
- ◆ All Commercial uses, except for 14 acres along NC 50 are within the City’s municipal limits.
- ◆ Industrial uses are located along NC 56 and consist of 41 acres.
- ◆ Multi-family residential and manufactured homes consist of 97 acres within the City’s municipal limits







2

COMMUNITY VISION & GOALS

For a plan to be successful, people need to agree on the issues the plan seeks to counsel and guide. Establishing a shared community vision is one of the most important ways for community members to communicate to City leadership what they want the future to be.

The vision and goals in this plan were informed initially by investigation and assessment of previous planning efforts, then by conversations with community members and through information gleaned from the community survey (see “Public Survey” on page 130), and finally refined by the steering committee in a round table work session. Ultimately, the recommendations in this plan should be able to point back to an underlying goal that they help achieve.

VISION



Our Vision

Creedmoor will continue to be the best rural, small town in the region while rising to meet change through innovative planning, community engagement, and operational strategies.

This will guide future development with a focus on environmental protection, infrastructure, strategic economic growth, interconnectivity, and cultural and recreational opportunities to support a high-quality of life.

Creedmoor's heritage will continue through the revitalization and preservation of its downtown while also ensuring new development fits with the City's character.

Residents will be able to reach both regional and community destinations through a connected multi-modal transportation system.

Diverse and engaged community involvement in local government will help ensure a community where residents can also shop, socialize, and play locally.



GOALS



Strategic Growth

Ensure that Creedmoor’s development policies are conducive to the long-term vision for the future, provide and/or maximize infrastructure investments, and adequately control the location and appearance of future development.



Vibrant Downtown

Foster redevelopment and revitalization efforts in downtown by creating a pedestrian friendly environment with shopping and recreational opportunities.



Active Community

Continue adding healthy and active recreational and cultural facilities, programs, and events that accommodate multiple users, are accessible, and appeal to both City residents and recreational tourism.



Environmental and Cultural Preservation

Preserve and protect areas of historical and environmental significance, specifically including areas for stormwater or environmental water quality.



Targeted Development

Establish, formalize, and/or improve programs and practices that create critical infrastructure or incentivize or assist targeted businesses or districts.



Participatory Governance

Improve outreach, participation, and community awareness in local government activities to engage citizenry and build community pride.



Improved Infrastructure

Address community concerns about infrastructure quality and condition (especially water, sewer, and broadband) through partnerships and targeted action.



Interconnected Transportation

An accessible and safe transportation network that connects people to jobs, recreation, and each other, through roads, transit, and pedestrian/bicycle networks.





3

FUTURE LAND USE

Future land use and, in particular, the Future Land Use Map (FLUM), are valuable tools for a municipality. Designed to take the community’s vision and apply it to development decisions on the ground, this section will inform staff reports, guide zoning decisions, and inform all aspects of development, from infrastructure to natural resource conservation.

The regulatory space between what is permitted by zoning and what is allowed by the FLUM is where, and how, new developments and redevelopment happen. In exchange for economic development, beneficial tax base increases, and other public benefits, rezoning requests may allow projects that are more dense or different from what’s legal under existing zoning, or a different use than what is allowed by the FLUM.

EXISTING CONDITIONS

Creedmoor's identity comes from its traditional downtown core. Beyond downtown, there is a transition to small office, retail, and personal service uses, as well as the oldest residential areas.

Most of the land within city limits is defined by suburban, low-density, single-family residential uses. There are only a few examples of multi-family residential development with higher density, in addition to some isolated duplexes and long-standing mobile home parks. Areas furthest from the core consist of newer single-family detached residential neighborhoods.

In the outer reaches of the jurisdiction and in most of southwestern Granville County, there is abundant undeveloped, agricultural land. These areas remain historically undeveloped and with low developmental pressure because soil conditions are not conducive to on-site well and septic systems, and water and wastewater infrastructure are not available.

Most commercial and institutional uses are scattered throughout the City in small pockets located on major roads and at prominent intersections.

There are two areas designated for industrial development or future employment centers. They are the existing Creedmoor Business Park, which may have room to expand, and another mostly undeveloped area north of the City at the intersection of US Hwy 15 and Sam Moss Hayes Road. This acreage is in close proximity to the Georgia-Pacific facility, has water service nearby, and is on the route between Creedmoor and Oxford.

CURRENT ZONING

Creedmoor's Development Ordinance and Official Zoning Map are the primary regulatory instruments pertaining to land use. In addition to establishing zoning districts across the city and identifying appropriate land uses within each district, the Development Ordinance sets dimensional guidelines for lot size, setbacks, coverage, and density (for residential districts). The Development Ordinance and Zoning Map were first adopted in 2012, and both have been amended periodically over the years.

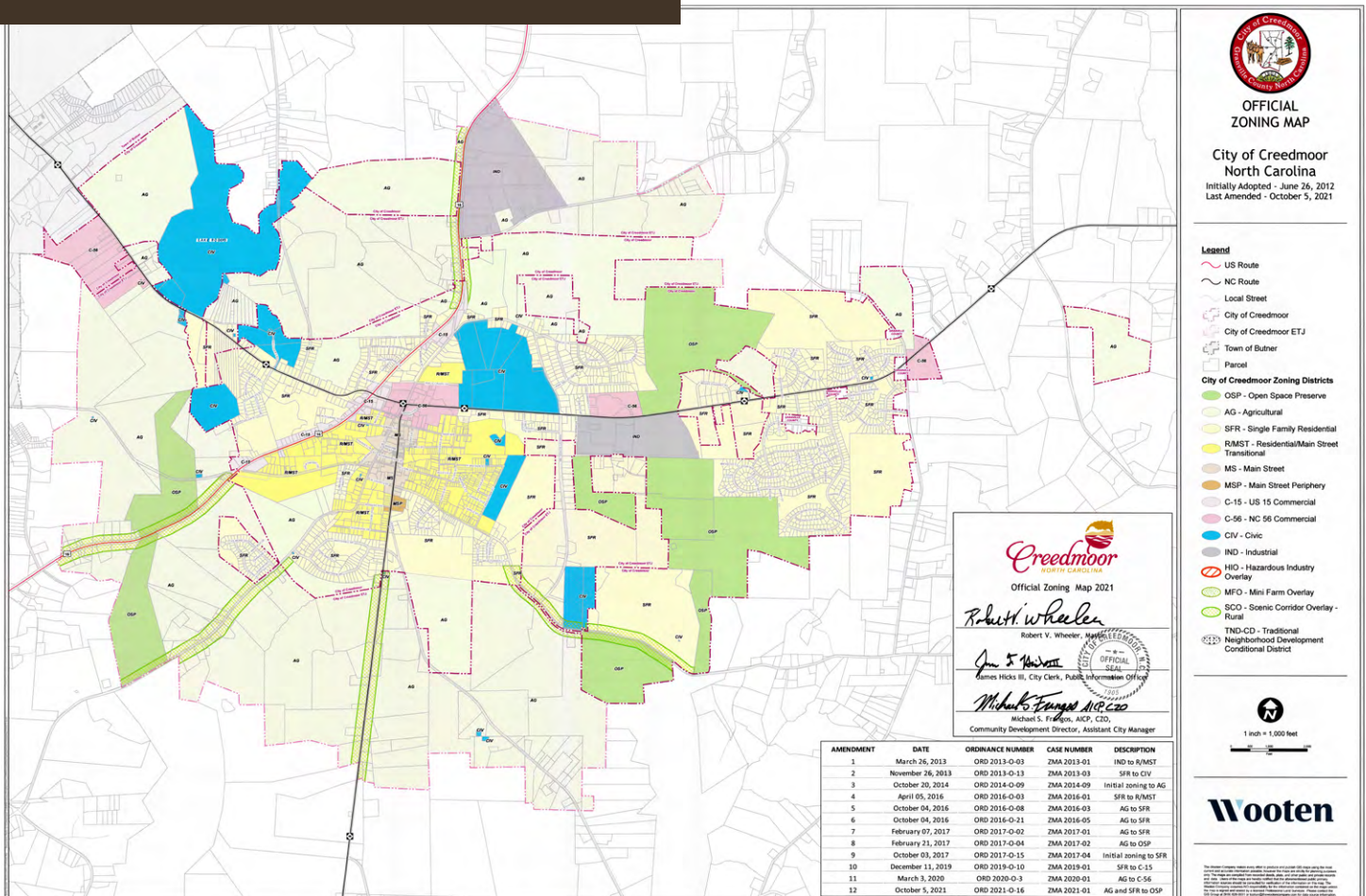
The current Development Ordinance and Map include nine base zoning districts:

- ◆ Agricultural (AG)
- ◆ Single-family Residential (SFR)
- ◆ Residential/Main Street Transitional (R/MST)
- ◆ Main Street (MS)
- ◆ Main Street Periphery (MSP)
- ◆ Civic (CIV)
- ◆ NC 56 Commercial (C-56)
- ◆ US 15 Commercial (C-15)
- ◆ Industrial (IND)
- ◆ Open Space Preserve (OSP)

The Development Ordinance and Map also include three Overlay Districts that include additional design guidelines for areas in the City with unique circumstances, including:

- ◆ Mini Farm Overlay (MFO)
- ◆ Scenic Corridor Overlay - Rural (SCO)
- ◆ Hazardous Industry Overlay (HIO)

MAP 5. OFFICIAL ZONING MAP



FUTURE LAND USE

The Future Land Use Map (FLUM) serves as a policy tool to guide land use decisions for city staff, Planning Board, and the Board of Commissioners. It is a visual representation of the community's preferred future land use pattern, assigning "character areas" across the city's jurisdiction. Some images used to describe "character areas" may not exist in Creedmoor yet, so some images may be from neighboring municipalities.

A BASIS FOR ZONING

The FLUM expresses current public policy on future land uses across the city. The FLUM map is required by North Carolina law (NCGS Chapter 160D) in order for any jurisdiction to use zoning as a means of regulating the physical and operational characteristics of land use. A change in zoning is considered a legislative action, and the FLUM is designed to guide decision-makers in determining whether or not a proposed or petitioned change in zoning is in keeping with the community's vision for the future.

Two determinations are required to accompany the final decision of a zoning map amendment: the Board of Commissioners must state: (1) whether the action is consistent or inconsistent with the FLUM and (2) why their action is reasonable and in the public interest. If the Board makes a rezoning decision that is inconsistent with the FLUM, the process automatically amends the FLUM to include that land use at that location.

INTERPRETATION

Rezoning and FLUM amendments are a common practice of discretionary development authority that happens in all municipalities. This constant interplay between existing zoning codes and comprehensive plans is where development and investment are conceived, and where growth and change happen. The FLUM is a legislative policy tool used to instruct and guide, but it is not absolute.

The FLUM is not a zoning map. Rather, the FLUM applies a combination of the community's vision with practical circumstances to the City's geographic jurisdiction. The result may appear similar to a zoning map, but importantly, the color-coded areas of a FLUM are called "Character Areas". Character Areas are intentionally designed to be general and allow for interpretation. This is because use trends and development patterns may change over time, or not pan out exactly as planned. The FLUM and corresponding Character Areas give decision-makers room for interpretation that should be exercised when properties seek to be rezoned.

Existing conditions change and are among the factors for the Board of Commissioners to consider when making rezoning decisions. Some of these factors include:

- ◆ The size, physical conditions, and other attributes of the area proposed to be rezoned;
- ◆ The benefits and detriments to the landowners, the neighbors, and the surrounding community;
- ◆ The relationship between the current and

permissible development on the tract and adjoining areas, and the development that would be permissible under the proposed amendment;

- ◆ Why the action taken is in the public interest; and
- ◆ Any changed conditions warranting the amendment.

Future Land Use Decision-Making Guiding Principles

Based on the land use patterns illustrated in the FLUM, general principles guiding the location of new development in Creedmoor are outlined as follows:

- ◆ All future development is expected to locate within the appropriate area(s).
- ◆ High-density development is encouraged within and near the core area of the City.
- ◆ Vertical mixed use developments incorporating nonresidential ground floors and upper story high density residential are encouraged in and adjacent to the downtown character areas and the activity areas.
- ◆ Medium density residential uses are encouraged within the remaining residential areas served by water and sewer.
- ◆ Future residential development is expected to make efficient use of buildable land, avoid environmentally sensitive areas, and efficiently utilize the infrastructure serving the City.
- ◆ Nonresidential development to be high quality, of a lasting and durable character, maximizing interconnectivity with adjacent uses, accessible to pedestrian, and non-motorized and motorized vehicles.
- ◆ Industrial development is encouraged in appropriate areas. The development of employment generating land uses and supportive infrastructure will ensure that future generations have opportunities for local employment.
- ◆ Institutional uses are acknowledged as a use that may be appropriate in a diversity of areas.
- ◆ New development is discouraged in areas preserved for recreational uses and open space.

FUTURE LAND USE DESIGNATIONS

The Future Land Use Map (FLUM) and associated future land use character areas will be used to guide rezoning, investment, and land use decisions in the City. The FLUM categorizes land into eight character areas. These future land use designations are a guideline and reference point for the community but will not predetermine the outcomes of land use decisions and policies by the City of Creedmoor. The FLUM is based on the availability of infrastructure, the character of existing development, and input received from community members. Character images in the descriptions are not necessarily from within the City, as some place types do not yet have a local precedent.

Agricultural

Agricultural lands generally occur outside the city limits but are within the City's extraterritorial jurisdiction (ETJ). There are some working farms, rural residential and agritourism activities may occur here. Water and sewer are typically not available.

Conservation/Parks/Recreation

The Conservation/Parks/Recreation includes lands influenced by the natural environment containing lands within the 1% annual chance floodplain. These lands contribute to Falls Lake watershed protection.

Medium Density Residential

This area is characterized by single-family residential detached homes as the dominant and defining character of the community. This widespread area forms the foundation of the residential character of neighborhoods in the community.

High Density Residential

This area is characterized by its inclusion of all housing types and higher-density development. It provides for more walking and bicycling opportunities to Downtown or activity areas.

Downtown Core

This area is characterized by its pedestrian friendly atmosphere with a mix of small-scale retail, dining, offices, and upper-story residential. It serves as the hub for the community.

Downtown Support

This area is characterized by its small-scale retail, dining, office, and multi-family residential uses and a continuation of a pedestrian friendly atmosphere. It serves as a transition from higher to lower density developments.

Commercial/Service/Office

This area is characterized by its "anchor" or "big-box" stores that serve the community and adjacent regions. Pedestrian amenities still provide opportunities for walking although block lengths are a little larger.

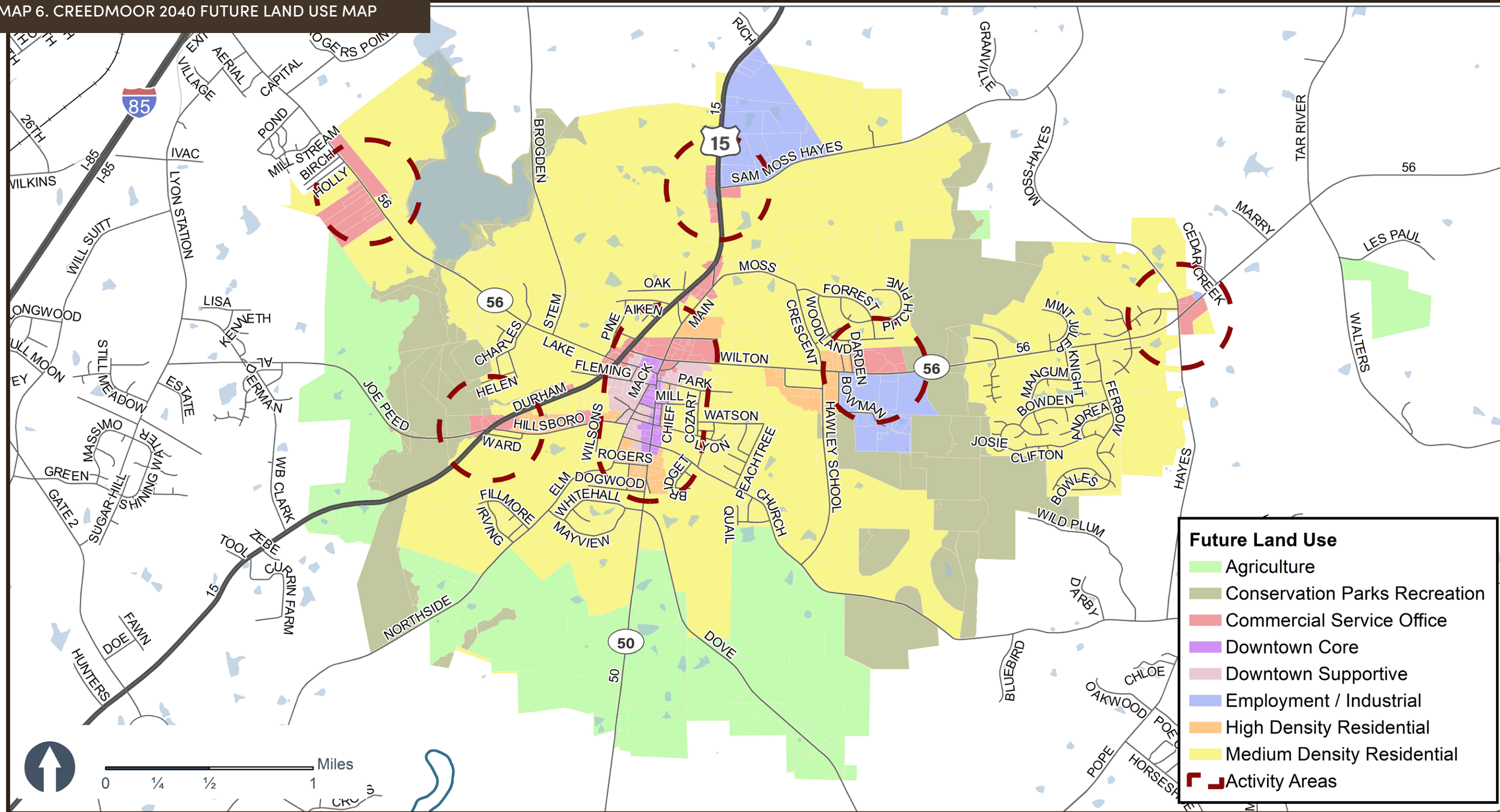
Employment/Industrial

This area is characterized by its employment and economic development opportunities where there is adequate infrastructure and large parcels for such uses.

Activity Centers

This area is characterized by its walkability and pedestrian focus. These areas should encourage mixed-use buildings and multi-use areas that serve nearby neighborhoods.

MAP 6. CREEDMOOR 2040 FUTURE LAND USE MAP





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Agricultural

Improving water quality is considered a high priority issue for the future of Creedmoor. Protecting agricultural lands helps protect surface and ground water while maintaining productive farmland and preserving the natural beauty of rural areas. The purpose of this character area is to preserve agricultural lands, open space, and the rural character of these lands in the extra-territorial jurisdiction of the City of Creedmoor. The pastoral scenes of this area contribute to Creedmoor's character and preserve rural corridors for residents and visitors traveling along the major entrance roads and gateways into the City.



Description

Agricultural lands are characterized by large parcels of land used for forestry, farming, or other such purposes, while some are vacant, old farmlands, or undeveloped. Residential structures are separated by large yards or working farms and may include accessory structures, like barns, silos, or utility buildings. The parcels are typically 5 acres or larger and are not served by public water and sewer services.

This character area is typically found in the extra-territorial jurisdiction (ETJ) along NC 50, parts of US 15 and alongside character areas designated for conservation/parks/recreation. It is characterized by its rural roads with ditches and little or no accommodation for pedestrians.

Typical Uses

Farming, ranching and livestock, old farm fields, and other agricultural uses and their supportive structures. Single-family detached residential homes on isolated large lots or old farmstead homes will occasionally be found.

Schools and hospitals should be discouraged in this area and instead should be focused where public services exist. Intense subdivision development should be discouraged in these areas due to lack of supportive infrastructure. If context appropriate, small footprints institutional uses such as churches or government buildings could be allowed.

Streets and Circulation

Streets in this area are typical rural corridors with ditch systems. There is not enough pedestrian activity in this rural area in the extra-territorial jurisdiction to justify the need for sidewalks, however if agricultural lands are developed within the City's limits sidewalks on one side should be required to accommodate pedestrian activity.

Conservation/Parks/Recreation

Environmental preservation and water quality is considered a high priority issue for the future needs of Creedmoor. The purpose of the Conservation/Parks/Recreation character area is to protect environmentally sensitive lands while also providing opportunities for passive or active recreation where it is compatible with environmental goals. The intent is to provide usable open space while limiting activities that contribute to degradation of water quality.



Description

Conservation areas are focused on lands within the 1% annual flood chance area which is already a regulatory boundary. This character area contains lands that are unsuitable for development but may be suitable for passive or recreational activities. Care should be taken with any development in this area to avoid contributing to the degradation of these environmentally sensitive areas. These areas provide vital community support such as floodwater storage, air purification, wildlife habitat, recreation, and more. Any existing structures in this character area, should be allowed to continue, but impervious surfaces should be limited. This character area also includes some lands that are dedicated as parks and recreation and may not be within the 1% annual flood chance area. These lands contribute to the overall health of the members of the community and its visitors.

Typical Uses

Greenways, recreational trails, picnicking areas, observation areas, and passive, low impact recreation inside the 1% annual flood chance area. Sports fields, tennis courts, skate parks, golf courses, and other outdoor or indoor recreation in the other designated conservation/parks/recreation areas outside of the 1% annual flood chance areas.

Streets and Circulation

Streets are typically used sparingly and should be designed to respect the natural environment. Parking accommodations and pedestrian amenities should use pervious surfaces to contribute to Falls Lake watershed protection. Natural paths are typical, with paved greenway trails or boardwalks used as needed, especially for additional accessibility. Low Impact Development techniques can help mitigate the use of impervious surfaces.

Medium Density Residential

The purpose of the Medium Density Residential character area is to provide growth opportunity for and continue the dominant and defining character of the community. This widespread area forms the foundation of the residential character of neighborhoods in the community.



Description

These neighborhoods are walkable from house to house with residential densities typically around 3 to 4 homes per acre. Most of the households living within these neighborhoods will require an automobile to reach day-to-day necessities or for access to employment areas. Structures should not exceed two stories and houses are separated by yards. Open space with a minimum of 20% should include a mix of natural features with passive recreational opportunities where context appropriate and common areas including playgrounds and sports fields.

Typical Uses

Single-family detached residential with the occasional, compatible nonresidential uses at key or busy intersections or activity areas. Two-family attached residential and accessory structures may also be appropriate, depending on the neighborhood and design. If context appropriate, the following uses could also be allowed; neighborhood-serving, small-footprint commercial uses, institutional uses, accessory dwellings and small-scale multi-family residential like townhomes in banks of 4 units or fewer.

Streets and Circulation

Streets are narrower, lower volume, and have low speeds. Stub streets should always provide connectivity to undeveloped or underutilized abutting parcels to continue to extend neighborhoods in a logical pattern. Pedestrian amenities should be located on at least one side of the street or the addition of impervious surfaces (trails, greenways, etc.) throughout the neighborhood to encourage an active lifestyle.

High-Density Residential

The purpose of the High-Density Residential character area is to allow for multi-family and higher density residential developments that offer housing options while providing higher density, and more walking and bicycling opportunities.



Description

These neighborhoods are walkable house-to-house and to existing commercial areas and downtown with densities at 8 units per acre. Buildings should be set close to the sidewalks to allow for pedestrian activity. High Density Residential includes all housing types while providing the opportunity for higher-density development than Medium Density-Residential. Open space should be required at a minimum of 10% and should include a mix of natural features with passive recreational opportunities where context appropriate and common areas including playgrounds and sports fields.

Typical Uses

Townhomes, duplexes, triplexes, quadplexes, apartments, or smaller square footage detached homes. Vertical mixed-use buildings possibly allowed, if they are context appropriate.

Streets and Circulation

Streets should be narrower, lower volume, and have low speeds. Off-street parking should be located in the rear or the side where it will not interrupt pedestrian activity. Pedestrian amenities should be provided on both sides of the street.

Downtown Core

The vitality of downtown is important to the residents and visitors of Creedmoor, the downtown serves as a hub for the community. The purpose of the Downtown Core is to offer a pedestrian-oriented area where residents and visitors can eat, shop, work, and play.



Description

This area is appropriate for small-scale retail, services, and office development that is pedestrian-oriented in nature and compatible with existing structures. The area comprises “original” downtown structures and some newer structures focused along North Main Street. The pedestrian experience is enhanced by visual appeal through arts, shopping, and dining experiences at the ground level that offer both visual interest and entice people to window shop and stroll. By increasing the experience on the ground level, the Downtown Core becomes a destination, the “place to be”, with a mix of historic and modern buildings that are considerate of the existing height, materials, and window fenestration patterns of the historic structures.

Typical Uses

Small-scale retail, services, restaurants, and offices in a pedestrian-oriented environment. Moderate scaled commercial development uses are appropriate and uses that encourage visitation, pedestrian-activity, dining, and/or recreational shopping. Upper story residential is also appropriate.

If context appropriate, higher density residential development, whether as detached or low impact attached residential is usually appropriate within ¼ mile walking distance of this area. Any development in this character area needs to be considerate of the existing historic character along Main Street. Semi-public and public institutional uses are not necessarily a contributor to the bustling downtown atmosphere directly on Main Street and are perhaps more appropriate on side streets.

Streets and Circulation

Streets have pedestrian facilities to support walking from business-to business or from home-to-business. Pedestrian facilities are prioritized, but automobiles are accommodated by on-street, shared, or public parking. Landscaping, street furniture, and lighting is everywhere to help slow the traffic while enhancing the pedestrian experience. Blocks rarely exceed 500 feet, and most often they are closer to 400 feet. If alleys are necessary for services and operations, they should be placed where they don’t interfere with the pedestrian experience.

Downtown Support

This character area provides a transition between higher and lower intensity areas near the Downtown Core. The Downtown Support area provides opportunities for housing options and non-residential uses in close proximity to the Downtown Core. This character area is intended to allow high-density housing options with possibly small-scale retail and offices uses that support the Downtown Core while providing pedestrian density. Higher-density development should be directed towards the border of the Downtown Core character area and in surrounding neighborhoods.



Description

The uses in this area are supportive to the Downtown Core character area and serve as a transitional space between medium or high-density residential areas and the Downtown Core. New development should respect the historic character of the Downtown Core and should be pedestrian oriented. Some off-street parking may occur but should be towards the rear or sides of any new structures. The Downtown Support character area also allows for the future expansion of the Downtown Core.

Typical Uses

Small-scale retail, services, restaurants and offices, institutional uses, multi-family residential, attached and detached residential uses, and vertical mixed use. High residential density is preferred, so that residents can walk to downtown businesses.

Streets and Circulation

Streets have pedestrian facilities to encourage walking from business-to-business or from home-to-business. Parking accommodations may be on-street, however if off-street parking is needed for high density residential uses it should be located in the side and rear of buildings. Landscaping, street furniture, and lighting provide for a safe pedestrian experience. Block lengths should not exceed 500 feet. Alleys should be allowed if necessary for services and operations but should be placed where they don't interfere with the pedestrian experience.

Commercial/Service/Office

The Commercial/Service/Office character area serves the community and adjacent regions by offering community-serving commercial uses adjacent to high volume roads.



Description

This area has large-scale non-residential, non-industrial uses that serve the community as well as adjacent regions. Often, these sites are occupied by “anchor” or “big box” stores that span the entire block with multiple tenants and shared parking. Buildings are typically setback from the public streets with parking towards the front of the lot. These places are typically auto oriented, generating large volumes of traffic and are not pedestrian friendly. In areas considered as activity areas, developments should have buildings pulled up to the street, with parking in the rear, to serve adjacent neighborhoods.

Typical Uses

Larger footprint, high intensity, regional, commercial, retail, services, or offices. Small-scale retail should be encouraged at activity areas. Multi-family residential should be encouraged in areas adjacent to these areas.

Streets and Circulation

Streets should have easy access to higher volume streets or highways. Pedestrians should not be forgotten, and all developments should be accessible by a convenient sidewalk system and pedestrian amenities. Blocks are typically longer in length and although 400- to 600-foot blocks are preferred, they should never exceed 1000 feet in length. Landscaping and stormwater management are key to offering more attractive areas and mitigating excessive runoff.

Employment/Industrial

The purpose of the Employment/Industrial area is to provide areas less suitable for residential development and better suited for employment and economic development opportunities. Employment/Industrial character areas are located along major transportation corridors with adequate levels of infrastructure and parcels large enough to accommodate employment growth.



Description

This character area supports uses that provide jobs for community members and are an integral part of the self-sufficiency of the community. These uses are typically separated from residential uses or are heavily screened. Employment/Industrial character areas are located in strategic locations to attract high employment users. These locations are accessible to adequate infrastructure and are typically located on or near higher volume streets or highways. Setbacks are typically large to allow for dense landscaping buffers.

Typical Uses

Industrial, warehouses, office, research and development, hospitals, renewable energy, recycling fabrication, assembly and technology uses.

Streets and Circulation

Streets are designed to accommodate larger vehicles used to deliver goods and bulk products. Pedestrian amenities should be considered on at least one side of the street to accommodate pedestrian traffic. Businesses should be accessed by internal roads that connect to the thoroughfare with cross access to adjacent similar development. Dense landscaping should be placed to serve as a buffer between differing uses.

Activity Centers

The purpose of this character areas is to highlight locally significant pedestrian-focused areas where customers interact with daily goods, services, and shopping.



Description

Activity Center areas are quarter mile areas that represent a typical 5-minute walk. The purpose of activity center areas is to encourage mixed-use or multi-use centers that serve adjacent neighborhoods and create a vibrant, local activity center. These areas should prioritize pedestrian needs over automobiles. Pedestrian access and facilities are an integral part of commercial development to encourage people to walk from their homes to small-scale retail shops, small drug stores, convenience stores, eating establishments, offices, and personal and/or business services. High density housing is appropriate within close proximity of these areas either in vertical mixed use structures or in single-use developments.

Typical Uses

See underlying future land use designation.

Streets and Circulation

See underlying future land use designation, although additional pedestrian and cycling facilities may also be necessary. Creating safe, easy-navigable connections between people and businesses should be prioritized.

ZONING CROSSWALK

The Future Land Use-to-Zoning Crosswalk table below suggests appropriate zoning districts for each future land use designation. This is intended to aid staff and decision makers during rezoning decisions by outlining one factor influencing a recommendation of appropriateness. This table also highlights that some updates to the zoning districts could be made to accommodate certain future land use designations and help bring the recommendations from the plan into the land use regulation and development ordinances that govern the City.

FUTURE LAND USE TO ZONING CROSSWALK

Future Land Use Character Area	Abbr.	Zoning District									
		OSP	AG	SFR	R/MST	MSP	MS	CIV	C-56	C-15	IND
Conservation Parks Recreation	CPR		*								
Agriculture	AG		*	*	*	*				*	
Medium Density Residential	MDR			*	*	*	*	*		*	*
High Density Residential	HDR								*	*	
Downtown Core	DTC										
Downtown Support	DTS										
Commercial Service Office	CSO										
Commercial Service Office	CSO										
Conditional Zoning District	CZ	*	*	*	*	*	*	*	*	*	*
		<div style="display: flex; flex-direction: column; gap: 5px;"> <div style="display: flex; align-items: center;"> <div style="width: 20px; height: 20px; background-color: #4a86e8; margin-right: 5px;"></div> =rezoning is likely appropriate. </div> <div style="display: flex; align-items: center;"> <div style="width: 20px; height: 20px; background: repeating-linear-gradient(45deg, transparent, transparent 2px, #ccc 2px, #ccc 4px); margin-right: 5px;"></div> = rezoning <u>may</u> be appropriate, but only if compatible with the neighborhood and surrounding uses. Additional conditions possible. </div> <div style="display: flex; align-items: center;"> <div style="width: 20px; height: 20px; border: 1px solid black; text-align: center; line-height: 20px; margin-right: 5px;">*</div> = current zoning districts may not be sufficient, and some revisions to ordinances may be necessary. </div> </div> <p>Conditional zoning can be used in all situations and is possible in all character areas depending on the request and existing conditions. Site-specific conditions may be incorporated.</p>									

RECOMMENDATIONS

- LU1:** Use Future Land Use character area descriptions to update zoning districts and standards. This action is in addition to the regular land use and development ordinance updates that the Community Development Department performs in order to stay up-to-date with changes in local preferences, development climate, state law, etc.
- LU2:** Enhance focus on walkable nodes and centers of activity (downtown, employment, and activity nodes).
- LU2.1:** This will involve un-stripping the commercial future land use from along major corridors. Undeveloped, commercially zoned properties along corridors should be considered for down zoning, to help focus development at more prime nodes and increase their attractiveness and commercial gravity.
- LU2.2:** Focus future pedestrian improvements at activity centers if/when commercial uses establish. Connect pedestrian customers to businesses.
- LU3:** Petition the County to expand the City's Extraterritorial Jurisdiction. This request should be based on the City's willingness to provide services, and the availability of water distribution and wastewater collection utilities. This extension of jurisdiction currently may not exceed one mile from the existing corporate limits unless the City's population grows significantly.
- LU4:** In light of the City's embrace of UNRBA and with pending projects and investments from SGWASA, the City should no longer pursue the Hester Road property (1129 Hester Road) as a solution to wastewater treatment. Its location is too far from the City's existing jurisdiction to be incorporated even in an ETJ expansion. This property could be marketed for sale or otherwise disposed of. See "SGWASA Planned Upgrades" on page 88.
- LU5:** Create a multi-jurisdictional interlocal agreement between the City and the Town of Butner to create a future annexation line whereby each jurisdiction will agree to respect the others' for a first right of refusal on any utility service or annexation requests. This new boundary would separate with certainty the unincorporated areas between the cities that could be voluntarily annexed into each municipality's future corporate limits and clarify extra-territorial jurisdictions.
- LU6:** Enhance lines of communication with the County related to cooperative sharing of resources and development pressure. When development in the unincorporated County is permitted at suburban densities just outside Creedmoor's limits, it creates a disincentive for those neighborhoods to annex, even though they will undoubtedly be using some of the City's resources, such as parks, roads, and other facilities. The County benefits equally from any development, whether it is inside the city limits or outside, but the City cannot levy taxes against those developments right outside its border. This type of "ringing in" by development in the unincorporated areas will lead to lower quality of life for

City and County residents, since the City will be supplying facilities and services to more people than it taxes, and the County is not providing the municipal-style services that those suburban neighborhoods desire and use. The two organizations can cooperate to find a better way to enhance the quality of life for all residents in this part of the County.

LU7: Actively implement the logical components of the future land use map by applying Open Space Preserve (OSP) zoning districts to Ledge Creek basin land owned by the Army Corps of Engineers, in conjunction with Falls Lake, and to recently acquired lands by the Tar River Land Conservancy.

LU8: Implement a Mobile Home Park zoning district (see Housing chapter).

LU9: Continue to implement high-quality development standards, including frequent introspective assessment of development standards and community needs. This may also require retrofitting existing neighborhoods with upgraded facilities.

LU10: Seek Granville County and Towns of Butner and Stem's support to implement utility service area boundaries in conjunction with established line of annexation agreement. All development within assigned utility service areas will be allocated capacity by the assigned municipality and only be eligible to annex into that city.

LU11: In conjunction, the South Granville Water and Sewer Authority (SGWASA)

should establish uniform utility service rules regarding new water and wastewater connections as well as redevelopment rules for the reuse of existing utility services. Proposed rules should address:

1. All new construction must have both water and sewer available for connection.
2. All new connections, including rescue connections, must sign a voluntary annexation petition that the City will accept and record with the Register of Deeds, but may or may not act upon immediately.
3. Rescue connections (water and/or wastewater) are permitted for any existing structures or land uses that are suffering from either a failing well or septic system.
4. The implementation and enforcement of strict water and wastewater minimum design guidelines that ensure improvements made today will continue to be valuable in the future.
5. Maintain reserved water and wastewater capacity available for potential future large-scale commercial or industrial users or future employers regardless of the utility service area.
6. Prioritize public-private financing techniques to extend water and sewer utilities to serve employment centers and short-range urban growth areas. Oversizing credit and reimbursement mechanisms should become common components of developer agreements that allow for upfront private

investment with the guarantee of future reimbursement of capital through connection fees paid by future users.

LU 12: Although decision making has not been finalized at the County level regarding fire-related emergency service provision at the time of writing, Creedmoor should explore options to maintain the current level of service for city residents and business owners.







4

STORMWATER

Creedmoor’s stormwater management systems are heavily influenced by its position as a “Falls Rules” community. While the stringent regulations require extra work and expertise from city staff, the result is a first-class stormwater program.

Continued involvement and representation in the Upper Neuse River Basin Association, along with opportunities to educate the development community and general public about stormwater, are important steps to normalizing Falls Rules.

EXISTING CONDITIONS

The City of Creedmoor is located in southern Granville County on the dividing line (NC Highway 50) between the Upper and Lower Neuse River Basins, with roughly half of the city’s corporate boundaries located in each of the two segments of this watershed. Runoff from rain and other weather events drains the west side of the city into Ledge Creek and the east side into Robertson Creek. Both creeks are minor tributaries of the Falls of the Neuse Reservoir (a.k.a. Falls Lake), a man-made impoundment of the Neuse River in Wake County.

Falls Lake was originally constructed by the US Army Corps of Engineers (USACE) for the

purposes of “water supply, flood protection, water quality control and recreation in the Neuse River Basin.” The City of Raleigh, City of Durham, and Town of Hillsborough rely heavily on the water supply source. Although the City of Creedmoor neither draws nor receives drinking water from Falls Lake (it could in an emergency), one-hundred percent (100%) of stormwater runoff in Creedmoor drains into the reservoir. Thus, the North Carolina Department of Environmental Quality’s (NCDEQ) “Falls Rules” are in effect for the City of Creedmoor, and the stringent regulations have significant impacts on new and existing development.

MAP 7. FALLS RULES JURISDICTIONS



FALLS RULES

The North Carolina Department of Environmental Quality (NCDEQ) is tasked with regulating stormwater runoff and controlling what enters “waters of the State” by the State Environmental Management Commission (EMC) to comply with standards set by the EPA, under the Clean Water Act.

Since the year 2000, the Falls Lake Reservoir has on numerous occasions throughout each calendar year exceeded the State’s chlorophyll-a standard. In 1994, NCDEQ determined chlorophyll-a is an indicator of excessive nutrient pollution in bodies of water. Driven by deteriorating water quality in Falls Lake, in 2005 the NC General Assembly passed SL 2005-190 (Senate Bill 981), which includes a requirement for the EMC to adopt a nutrient strategy for Falls Lake, based on a calibrated nutrient response model as an alternative to accepting a numeric total maximum daily load (TMDL). This novel approach to nutrient reduction has only been applied by the NC Legislature at the recommendation of the EMC in one other drinking water reservoir in North Carolina, B. Everett Jordan Lake (Jordan Lake), in 2009. Implementation of the Jordan Lake rules has been delayed numerous times since their adoption, and the rules remain on hold until December 31, 2020.

As water quality conditions worsened in 2008, Falls Lake and nearly every tributary feeding the lake were placed on the list of water bodies violating Section 303(d) of the Federal Clean Water Act. The 2009 regular NC legislative session produced Senate Bill 1020, a bill devoted to water quality improvements in Falls Lake. This bill revised the EMC adoption deadline to January 15, 2011 and

added requirements aimed at water quality improvements in the watershed.

Over a period of several years of working to avoid numeric limits for nutrients, NCDEQ staff developed the Falls Lake Nutrient Management Strategy (15A NCAC 02B .0275 through 15A NCAC 02B .0315), also known as “the Falls Rules.” This set of regulations, based on extensive water quality modeling and input from stakeholder groups in the watershed, addresses point and non-point sources of nutrient pollution. Special emphasis is placed on reducing the amount of nutrient pollution upstream from the lake as close to the point source of these discharges as possible.

The Falls Rules went into effect on January 1, 2011 with the intention of creating a workable strategy to reverse the eutrophic (nutrient-rich) conditions of Falls Lake while allowing for continued development of the abundant land in the Falls Lake watershed. Local governments were required under the Falls Rules to create and adopt a program that addresses stormwater runoff from new development by mid-August 2011.

New Development Rule

The New Development rule was created “to achieve and maintain the nitrogen and phosphorus loading objectives from lands in the Falls Watershed on which new development occurs.” The regulatory strategy goes beyond previous strategies by requiring all local governments in the watershed to become stormwater permitting and review agencies, and for these agencies to implement new development permitting requirements. The target

outcome is to reduce nutrients in stormwater runoff from developed land to predevelopment runoff levels, while assigning responsibility for addressing newly created runoff and the accompanying nutrients to individual land developers on a parcel-by-parcel basis.

Creedmoor’s Local Stormwater Plan for New Development, including Article 19 from the Creedmoor Development Ordinance addressing stormwater management, established the framework to transition the State stormwater permitting function to a locally administered program. The local permitting program became effective July 12, 2012 and is administered in the corporate limits and ETJ of the City.

In July 2012, the State delegated permit review for Stormwater Plans for new development within the Falls Lake watershed to local government units. Stormwater control plans are now reviewed locally, with permits issued through the City’s Planning Department.

Stage 1: 2011-2024

Meet nutrient-related water quality standards in the lake below Highway 50 and improve nutrient levels in the upper portion of the lake

Decrease nitrogen and phosphorus loading to the lake from all sectors

Prevent new development from increasing nutrient loading

Creedmoor’s Local Stormwater Program for New Development includes regulations that require a 40 percent reduction in nitrogen and a 77 percent reduction in phosphorus found in stormwater runoff that discharges into Falls Lake via one of its five tributaries. The approved program requires a certified stormwater administrator, annual maintenance and inspections of all installed stormwater control measures (SCMs). The loading rate targets are 2.2 lbs/acre/year for nitrogen and 0.33 lbs/acre/year for phosphorous.

NPDES PHASE II

Despite the city having less than the average 1,000 persons per square mile, eutrophication of Falls Lake coupled with the City’s population increase exceeding the national average in the decade between 2000 and 2010 were cited as justifications by NCDEQ for the designation. As long as the City of Creedmoor is within the Neuse River Basin, operates an MS4, and the collected stormwater is discharged into streams, ditches, swales, or any conveyance that eventually enters “the waters of the United States,” the City will be required by NCDEQ to hold an NPDES Phase II permit and follow program guidelines determined by the US EPA.

In 2011, Creedmoor, along with all municipalities in the Falls Lake watershed not currently regulated under the EPA’s National Pollutant Discharge Elimination System (NPDES) Phase I permitting program, was designated by NCDEQ as a NPDES Phase II Community. This action required the City to apply for a discharge permit that applied to all municipal separate storm sewer system (MS4) infrastructure within Creedmoor’s corporate limits. It

The Interim Alternative Implementation Approach

On March 17, 2021, the Board of the Upper Neuse River Basin Association (UNRBA) voted unanimously to invest a combined \$1.5 million each year in water quality projects and activities to reduce nutrient contribution from urbanized land in the Falls Lake watershed.

The Interim Alternative Implementation Approach (IAIA) will help local governments regulated under the Falls Lake Nutrient Management Strategy comply with their Stage I Existing Development requirements. Its key provisions allow innovation and cooperation that allow jurisdictions to comply with the Falls Lake Existing Development Rule by:

- ◆ Expanding the list of eligible options for managing nutrient pollution,
- ◆ Removing regulatory silos by allowing local governments to cooperate with others on nutrient reduction projects, and
- ◆ Focusing on financial investments in nutrient reduction to make progress more measurable, trackable, and transparent.

The new approach, which the UNRBA started working on in 2018, was created through close collaboration with others in the regulated community, regulators, and environmental advocacy groups.

Source: Upper Neuse River Basin Association (www.unrba.org)

also encompasses NPDES Phase II requirements for monitoring for illicit discharges into water bodies and monitoring the quantity and quality of runoff (the first inch of a one-year, twenty-four hour rain event).

The primary purpose of the NPDES Phase II permit is to coordinate City oversight of operations and management of both publicly held and privately held engineered stormwater control devices. The City reports annually to NCDEQ on stormwater management efforts and improvements relating to the Phase II permit requirements. Municipal staff are required under the terms of the NPDES Phase II permit to regularly inspect, maintain, and if necessary replace publicly owned stormwater conveyances. Reports detailing all Phase II activities are submitted annually to NCDEQ. Community Development Department staff works closely with the City's Public Works department on inspection, maintenance, and repairs of all city stormwater infrastructure. The original permit, issued October 21, 2012, renews at five-year intervals and requires engineered stormwater controls (aka stormwater best management practices or BMPs) to address nutrient management not resolved via Low Impact Development (LID) means, such as grassy swales and large expanses of undeveloped conservation lands.

There are six minimum measures required under the permit that the City must meet in order to be considered to be in compliance. They include:

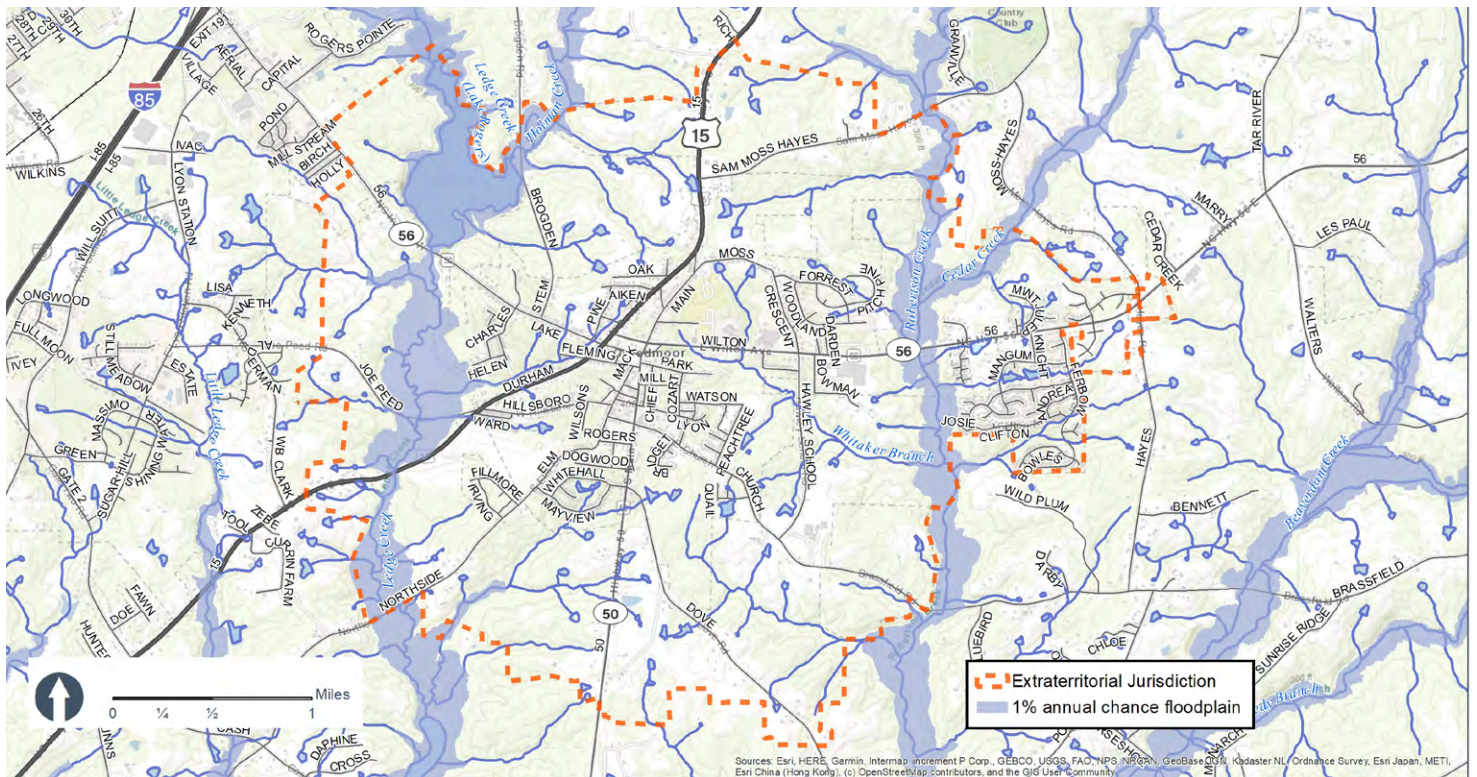
- ◆ Public education and outreach
- ◆ Public participation/involvement
- ◆ Illicit discharge detection and elimination
- ◆ Construction site runoff control
- ◆ Post-construction runoff control
- ◆ Pollution prevention/good housekeeping

THE UPPER NEUSE RIVER BASIN ASSOCIATION (UNRBA)

Creedmoor is a member of the Upper Neuse River Basin Association (UNRBA), formed in 1996 to provide an ongoing forum for cooperation on water quality protection and water resource planning and management within the 770-square-mile Falls Lake watershed. Seven municipalities, six counties, and local soil and water conservation districts in the watershed voluntarily formed the Association. The Mission of the UNRBA is to preserve the water quality of the Upper Neuse River Basin through innovative and cost-effective pollution reduction strategies, and to constitute a forum to cooperate on water supply issues within the Upper Neuse River Basin. The organization also acts as a unified voice for the jurisdictions impacted by the Falls Rules.

The UNRBA is a coalition of units of local government, public and private agencies, and other interested and affected communities, organizations, businesses and individuals pooling financial resources and expertise in addressing nutrient pollution in Falls Lake. The Association has been collecting and analyzing data and developing, evaluating, and implementing strategies to reduce, control, and manage pollutant discharge. The UNRBA provides accurate technical, management, regulatory, and legal recommendations regarding the implementation of strategies and appropriate effluent limitations on discharges into the Upper Neuse River Basin.

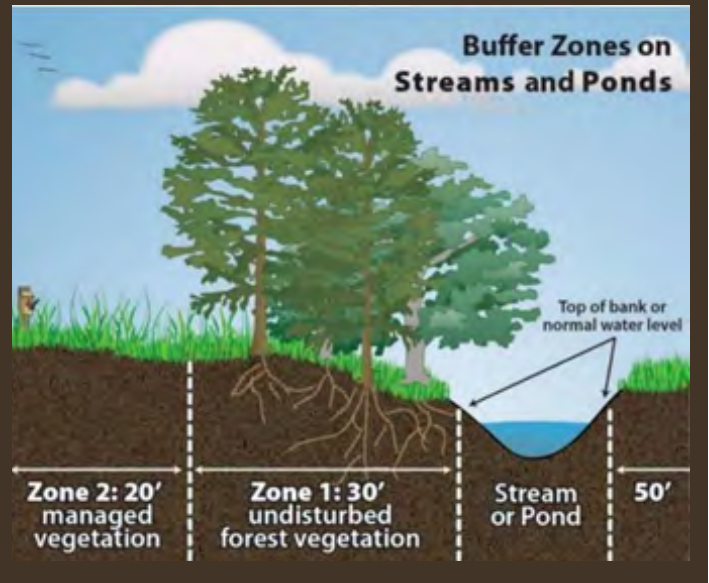
The UNRBA's monitoring program has generated and compiled a very large, high-quality database including multi-year information on reservoir and tributary water quality, precipi-



Showing the streams on either side of the main body of the City.

Riparian Buffers

A riparian buffer is a strip of forested or vegetated land bordering a body of water. The standing vegetation and the root system of plants in these buffers stabilize the stream bank and prevent soil from eroding into the water. Riparian buffers act as a filter to remove pollutants, including nutrients like Nitrogen and Phosphorus. Creedmoor is located within the Neuse River Basin, and there is a riparian buffer rule that applies uniformly throughout the basin.



tation patterns, lake levels, inflows, outflows, and algal abundance and taxonomy. The UNRBA has also collected, compiled, analyzed, and referenced information on nutrient loading, bathymetry, sediment quality and quantity, historic water quality conditions, recreational uses, and other topics related to characterizing water quality conditions in Falls Lake. By providing a broad variety of insights into the status and condition of the reservoir, this information provides an excellent foundation for the UNRBA's modeling and analytical efforts.

The watershed and lake models being developed by the UNRBA will include comparisons to both the NC Division of Water Resources (NCDWR) baseline monitoring period and the UNRBA monitoring period. These two periods of data collectively include seven years that represent a range of hydrologic conditions including severe droughts and record high flows. This range in simulated hydrologic conditions will provide a more complete record on which to base a revised nutrient management strategy, which is a goal of the UNRBA.

OTHER ACTIVITIES

The City of Creedmoor conducts several stormwater-related activities to help comply with Falls Rules and NPDES Phase II requirements. The City has adopted a local ordinance preventing grass clippings from being introduced into the storm drain system, a policy specifying the application of fertilizer to city-owned properties, and adopted other local ordinances that support stormwater management and water quality improvement efforts. Other programs include floodplain management and a stormwater utility, described in more detail below.

Floodplain Management

The City of Creedmoor has two well-defined floodplains – land adjacent to Ledge Creek on the west side of town, and land adjacent to Robertson Creek on the east. The remainder of the City is located in Zone X (outside of the 100-year floodplain). All areas inside the 100-year flood plain are designated Zone AE, where a base flood elevation has been

established as part of the State’s floodplain mapping program. The City currently has only a few structures built in special flood hazard areas.

The State of North Carolina, through the Federal Emergency Management Agency’s Cooperating Technical Community partnership initiative, has been designated as the first Cooperating Technical State (CTS). As a CTS, the State will assume primary ownership and responsibility of the Flood Insurance Rate Maps (FIRMs) for all North Carolina communities as part of the National Flood Insurance Program (NFIP). This project will include conducting flood hazard analyses and producing updated, digital FIRMs (DFIRMs). These DFIRMS were most recently updated in December 2019, and the City amended its Flood Damage Prevention Ordinance (Article 18) in November 2019 to reflect updated floodplain regulations.

Stormwater Utility

A Stormwater Management Utility was created in June 2012 in conjunction with Granville and Person Counties, and the Towns of Stem and Butner, as an identified fiscal and accounting fund designed to comprehensively address the stormwater management needs for each of the member governments.

Creedmoor’s utility collects a fee from all residential, commercial and institutional property owners within the corporate limits of the City on an annual basis. The fee funds both local and regional programs, including drainage and ditch maintenance, yard debris collection, and street sweeping on standard

curb-and-gutter streets. In fact, about 20% of the assessment collected from Creedmoor residents is used for local drainage improvement and maintenance. A portion of the assessment is set aside for required stormwater retrofits and meeting requirements of Stage I and Stage II of the Falls Rules.

STORMWATER UTILITY FEE

To keep up with the rising costs of stormwater services, the City of Creedmoor implemented a utility fee. A fee is fairer than a tax in assigning costs to property characteristics that are responsible for increased stormwater runoff. There are three components to the fee.

First, there is a fixed rate to cover utility administration of \$12 per parcel per year. **Second**, there is a rate based on the gross property area as it relates to stormwater runoff (see rate structure below). There are four tiers of gross area charges called blocks. The following table shows the area associated with the four blocks.

Acreage	Blocks
0 to less than 2 acres	1 block
2 to less than 10 acres	2 blocks
10 to less than 100 acres	3 blocks
100 or more acres	4 blocks

Third, there is a rate for a property’s impervious area, to cover costs linked to the amount and quality of runoff from properties. The impervious area fee for single family residential parcels is uniform, and equals \$70 per year. The total fee is calculated by adding the three components together.

Fixed Rate	Rate per 2,600 sq. ft. of Impervious Area	Rate per Gross Area Block
\$ 12	\$ 70	\$ 25

From the City’s stormwater utility fee brochure.

The stormwater utility fund also pays for the Stormwater Assistance Program, which assists with repairing damages from natural disasters. Homeowners within the city limits can use this assistance to help mitigate qualifying stormwater related problems.

Outreach

The City also partners with other communities through the Clean Water Educational Partnership ([www. https://nc-cleanwater.com/](https://nc-cleanwater.com/)). This cooperative effort between local governments, state agencies, and nonprofit organizations seeks to protect water quality in the Neuse River Basin. Educational outreach is the primary tool used by this organization.



Excerpt from an educational poster by CWEP (<https://nc-cleanwater.com/>).

RECOMMENDATIONS

SW1: Remain unified with neighboring communities and the Upper Neuse River Basin Association (UNRBA) to find solutions that will support future development.

SW2: Continue working to normalize Falls Rules in cooperation with all impacted jurisdictions. Explore opportunities to educate the community about the purpose of Falls Rules and associated benefits for all jurisdictions.

SW3: Other recommendations:

SW3.1: Efficiently and effectively utilize the annual stormwater revenue to promote the stated goals of the stormwater management program and not to supplement general fund revenue.

SW3.2: Invest in education programs for builders and developers as well as the general public.

SW3.3: Develop comprehensive approach to operations and maintenance of City's stormwater drainage system.

SW3.4: Maintain stormwater hotline/helpline.

SW3.5: Develop a Stormwater Assistance Program to assist homeowners within the city limits of Creedmoor with stormwater related problems when applicable.

SW3.6: Ensure that all stormwater control mechanisms are inspected and maintained at least annually and reports are provided to the City.

SW3.7: The City should establish a program to cost-share with private property owners or land managers to remediate existing stormwater management problem areas. This can help lower barriers to fixing existing stormwater issues and lead to overall better stormwater management.



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5

TRANSPORTATION

Transportation contributes in many ways to the quality of life in Creedmoor. Proximity to the major employment centers of the Triangle is an important geographical advantage, and one of the primary reasons the community continues to grow. Creedmoor's location means its transportation system is vital to the overall success of the community.

EXISTING CONDITIONS

Creedmoor is connected (and within manageable commuting distance) to Oxford and Henderson in the northeast, Durham and Chapel Hill in the southwest, and Raleigh and Wake Forest to the south and southeast. With the continued expansion of flexible work hours, work-from-home jobs, and the decentralization of employment destinations, some peak hour commuter traffic patterns may shift, but congestion and roadway safety will continue to be important factors in planning for Creedmoor’s success. Access to commercial hubs and proximity to key employment centers makes Creedmoor’s transportation system integral to commuters and important for the economic health of residents.

ROADWAYS

Streets and highways are not the same and should be designed differently. Highways operate at much higher speeds and function to provide the highest level of efficiency for very high traffic volumes, typically over longer distances, and providing connections between towns and cities. Meanwhile, streets provide connectivity within towns and cities, linking residential neighborhoods to schools, parks, civic centers, and commercial areas. Both provide commuting options, though at a different scale and speed.

The City of Creedmoor maintains approximately 17.23 miles of local streets. The rest are either privately owned or maintained by the North Carolina Department of Transportation (NCDOT) at the state level. It

is important to keep both the City-maintained and state-maintained roadway network functioning properly for current traffic volumes, keeping through-traffic (and trucks) moving and making sure that local traffic is not bottlenecked or delayed at peak hours.

State-Maintained Roadways

Creedmoor is served by several important state-maintained roadways, which are described below.

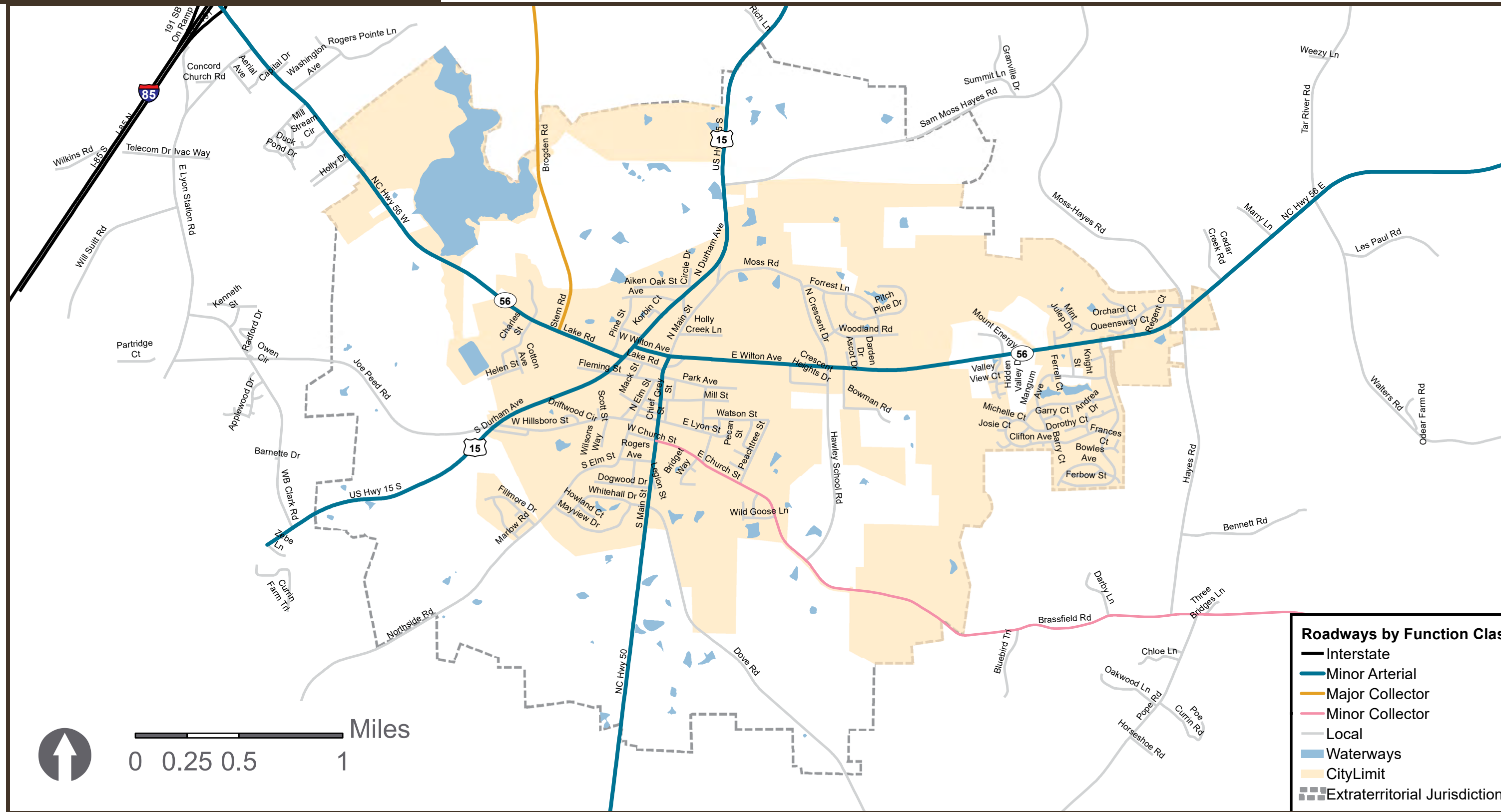
Interstate 85 (I-85)

I-85 is a four-lane interstate facility in Granville County, and one of the primary north-south interstate facilities in North Carolina. 2019 Average Annual Daily Traffic (AADT) along the portion of I-85 near Creedmoor was 37,500 vehicles per day.

U.S. Highway 15

US 15 runs southwest to northeast throughout the county and functions as the major detour route for I-85 during construction and emergency management conditions. Approximately 6,000 vehicles per day traverse the section of US 15 through Creedmoor (Durham Avenue). Local and regional cyclists use the “Cannady’s Mill to Bell Town Loop” route along US 15, though the lack of shoulder and minimal lane width increases the potential for conflicts between cyclists and motorists. Ancillary bicycle routes via on-road or off-road accommodations along US 15 would enhance the county-wide bicycle network and enable safer recreation bike rides along this scenic corridor.

MAP 8. ROADWAY BY FUNCTION CLASS



Roadways by Function Class

- Interstate
- Minor Arterial
- Major Collector
- Minor Collector
- Local
- Waterways
- City Limit
- Extraterritorial Jurisdiction

0 0.25 0.5 1 Miles

NC Highway 50

NC 50 is the only major route providing direct access between Creedmoor and Raleigh.

The route is heavily used by commuters from Granville County into the Research Triangle Park (RTP) area and as a link between Raleigh and the State and Federal institutions in Butner.

The area along NC 50 is primarily residential, with many undeveloped tracts of land. Though only about 8,000 vehicles travel on NC 50 in the Creedmoor vicinity (where it is Creedmoor's Main Street), the road gets progressively more congested toward Raleigh, ballooning to more than 30,000 daily trips. Improvements to NC 50 were identified in previously adopted thoroughfare plans in Creedmoor and Granville County and supported by all other municipalities in the county. Improvements to this route have been a consistent priority of the County and funding is being sought through regional channels including the MPO and RPO. The NCDOT proposes widening NC 50 from I-540 to north of NC 98 in Wake County, with preliminary designs showing a multi-lane (two in each direction) divided highway with reduced conflict intersections and an option for some sidewalk lengths. This project (STIP U-5891) has been scheduled for right-of-way acquisition in 2029 and construction several years thereafter.

NC Highway 56

NC 56 is the primary east-west route in southern Granville County and provides a connection from I-85 in Butner to points eastward, including Creedmoor (as Lake Road and Wilton Avenue) and Franklin County. Access to I-85

via NC 56 is especially important, since the next interchange to the north is nearly 11 miles away.

Competing with this critical mobility role, however, is the access provided to adjacent commercial, institutional, and residential development. Daily volumes on NC 56 typically range from 9,000 to 15,000 vehicles per day, with the highest volumes in the immediate vicinity of the I-85 interchange.

This route serves all types of development, from industrial to rural to agricultural; traffic volumes, cross-sections, terrain, driveway/intersection spacing, crash frequency and causes, adjacent land uses, and anticipated development all vary significantly along the roadway, though it remains essentially a two-lane road through Creedmoor. Both Creedmoor Elementary School and South Granville High School are on NC 56. Studies have recommended some access management improvements to provide maximum mobility and safety, particularly near I-85.

NC 56 is also integral to Creedmoor's greenway system as the backbone of the Cross City Trail and would be a key part of any future bus circulator routes between Butner and Creedmoor.

Brassfield Road

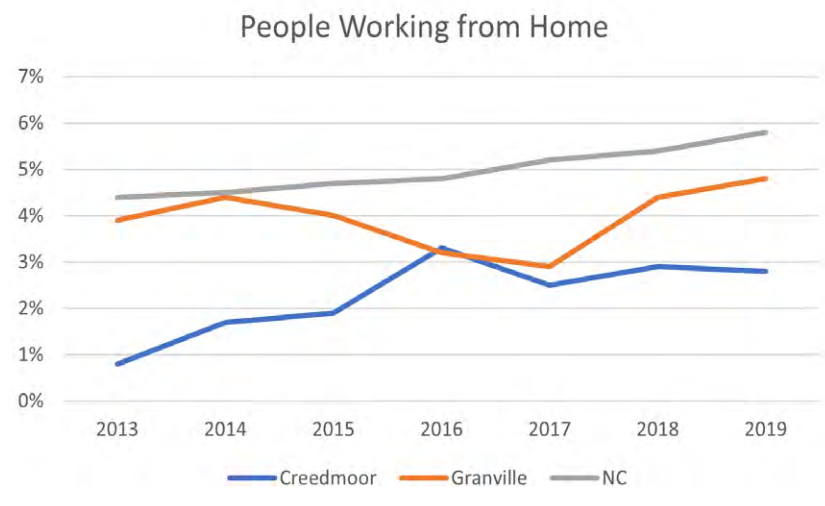
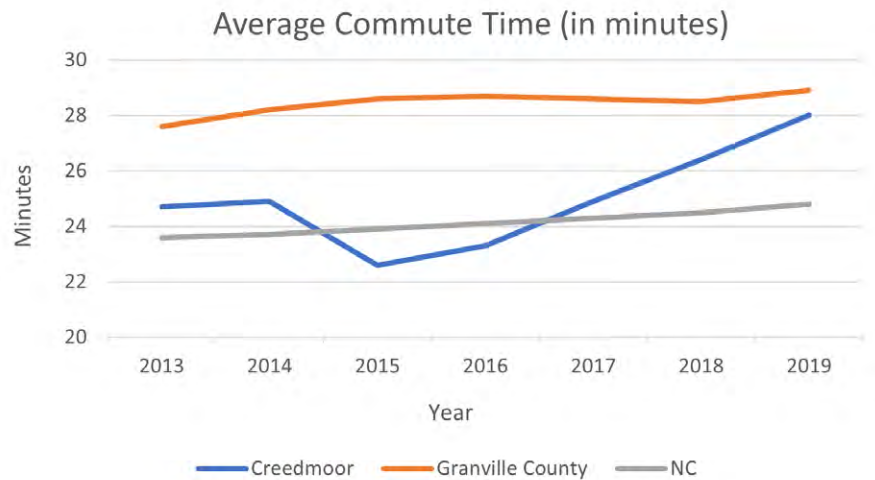
Brassfield Road (SR 1700) is a minor collector street heading east out of central Creedmoor (where it is named Church Street). This roadway sees approximately 4,800 vehicles per day and is currently serving mostly residential areas, along with Hawley Middle School. It helps provide regional connectivity between

I-85 and US 1 in Franklin County. Though West Church Street has sidewalks, Brassfield Road does not. Narrow or non-existent shoulders create a safety concern for bicyclists.

COMMUTING PATTERNS

An area’s transportation system is its lifeline, contributing to its economic prosperity and social wellbeing. Proximity to Raleigh, Durham, and Chapel Hill is one of the top three reasons people live in Creedmoor, according to survey responses. The average commute time for Creedmoor residents in 2019 was approximately 28 minutes, which is slightly higher than the state average and consistent with Granville County’s average commute time. Creedmoor residents’ commute time is slightly higher than it has been and appears to have been rising since 2015.

Approximately 92.3% of Creedmoor residents drove alone to their place of work in 2019, with 5% carpooling and almost nobody walking or biking to work. The bicycling and walking numbers have not changed demonstrably over the years, though the number of people carpooling seems to have fallen from about 15% to 5%. The number of people working from home has increased somewhat over the years and seems to have leveled off at around 3% of workers aged 16 and over. Regardless of remote working trends that may remain in a post-COVID world, it is still important to maintain safe and efficient transportation infrastructure for all users.



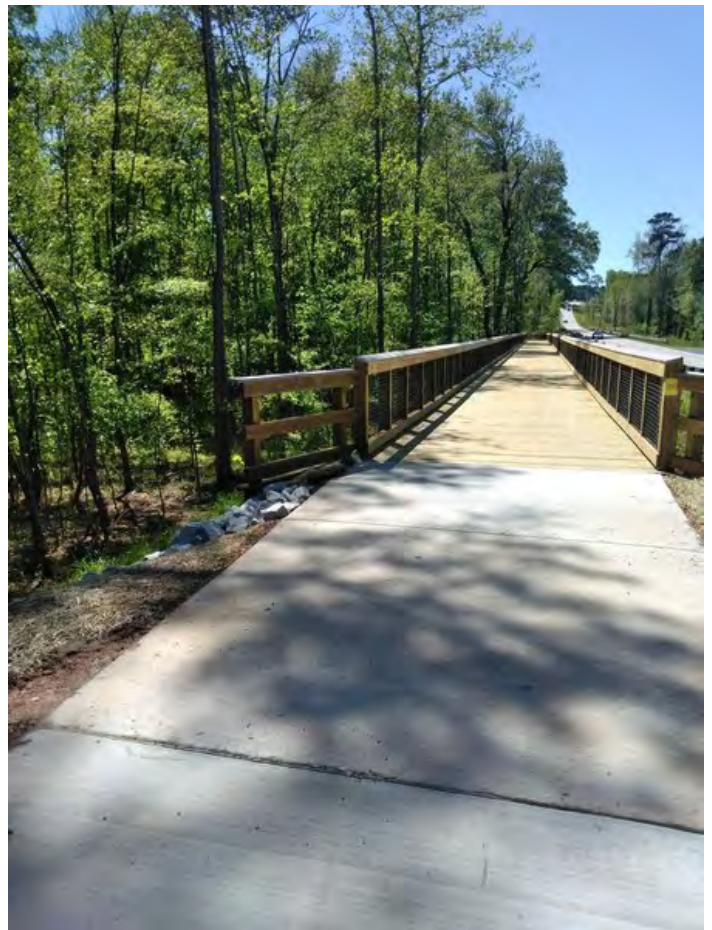
PARKING

Creedmoor's Main Street (NC 50) has on-street parking along its length from Lyon Street to Lake Road, providing space for more than 50 cars downtown. Many businesses also have private parking lots, either shared with adjacent tenants or exclusively for their own customer base. Though this arrangement of private surface lots and public on-street parking downtown provides a functioning system for residents and visitors, there can be a perception of insufficient parking during peak business hours. However, downtown parking availability was not a recurring concern of survey respondents for this Plan.

GREENWAYS & TRAILS

Construction was completed on the Cross City Trail and the NC 56 realignment project in 2021, linking the entire city from Amberleaf to Lake Rogers along NC 56. This has made the city much more accessible for pedestrians and gives people with mobility impairments a smooth, wheelchair-friendly option.

The downtown Main Street corridor connects to the added sidewalks on Wilton Avenue, Lake Road, and Durham Avenue to provide necessary connectivity throughout much of Creedmoor. Giving people a comfortable, convenient paved path encourages more walking as a means of transportation and for recreational purposes and exercise.



Cross City Trail. Credit: Rian Roberts.

BICYCLES & PEDESTRIANS

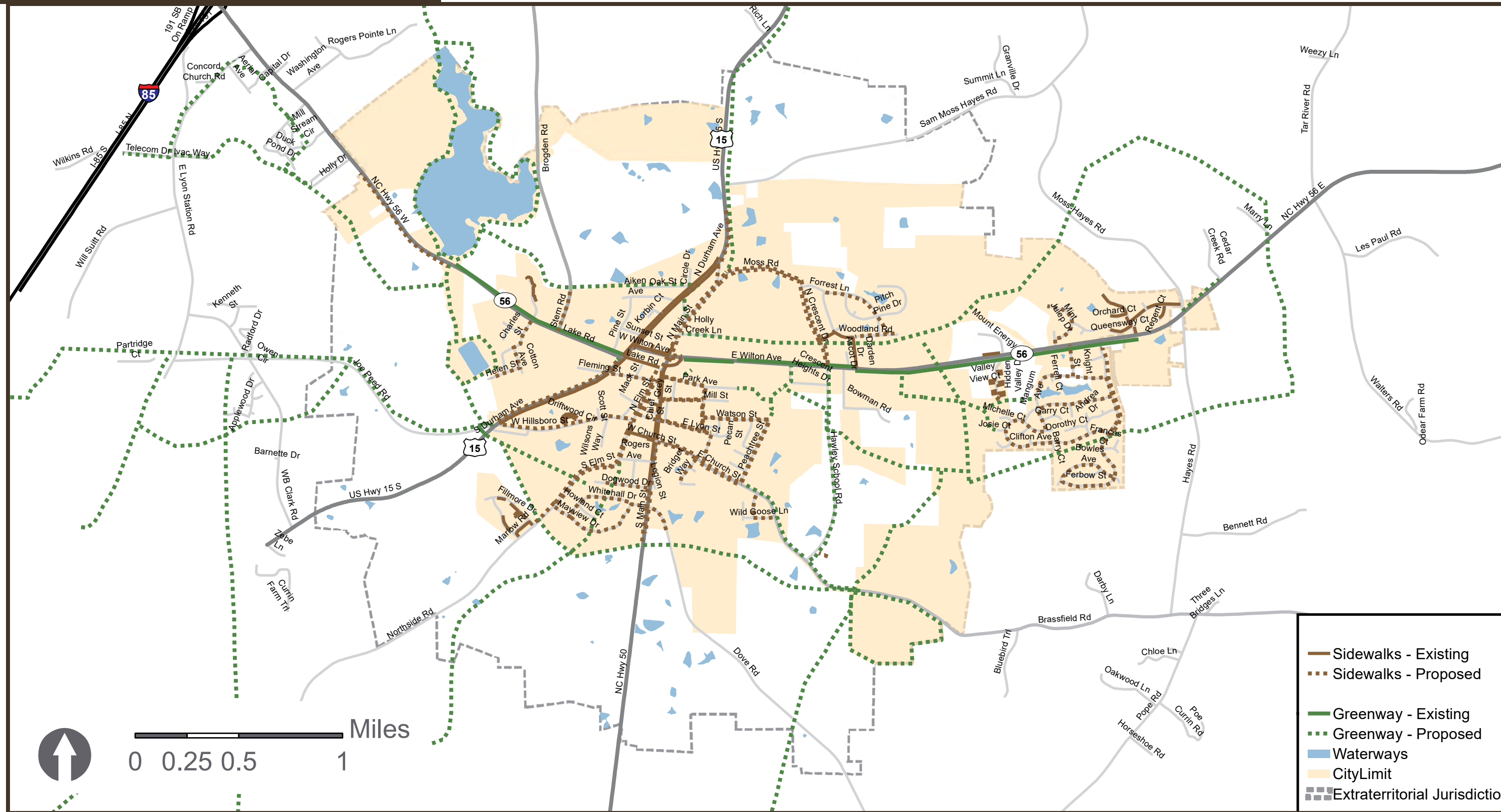
Despite not having a fully comprehensive sidewalk system throughout Creedmoor, many destinations within the community are walkable. Now that sidewalks are present along NC 56, Durham Avenue (US 15), and Main Street (NC 50), it is possible to walk from many residential neighborhoods to school, parks, restaurants, and work. While most of the newer sidewalks have a grass buffer (locally known as a “parkstrip”) separating people from passing vehicles, the amount of separation varies along longer corridors, providing different levels of comfort for pedestrians.

Having a consistently comfortable sidewalk system is key to encouraging people to walk more and making sure the sidewalk network is comprehensive and accessible will make sure that everyone can use them. New and updated infrastructure must comply with the Americans with Disabilities Act of 1990 (ADA), facilities that adhere to strict guidelines for slope and widths, with audible cues for people with low vision, pushbuttons reachable by people in wheelchairs, and curb cuts and crosswalks that are clearly marked and highly visible.



Pedestrian crossing on NC 56.

MAP 10. SIDEWALKS AND GREENWAYS



RECENT & PLANNED PROJECTS

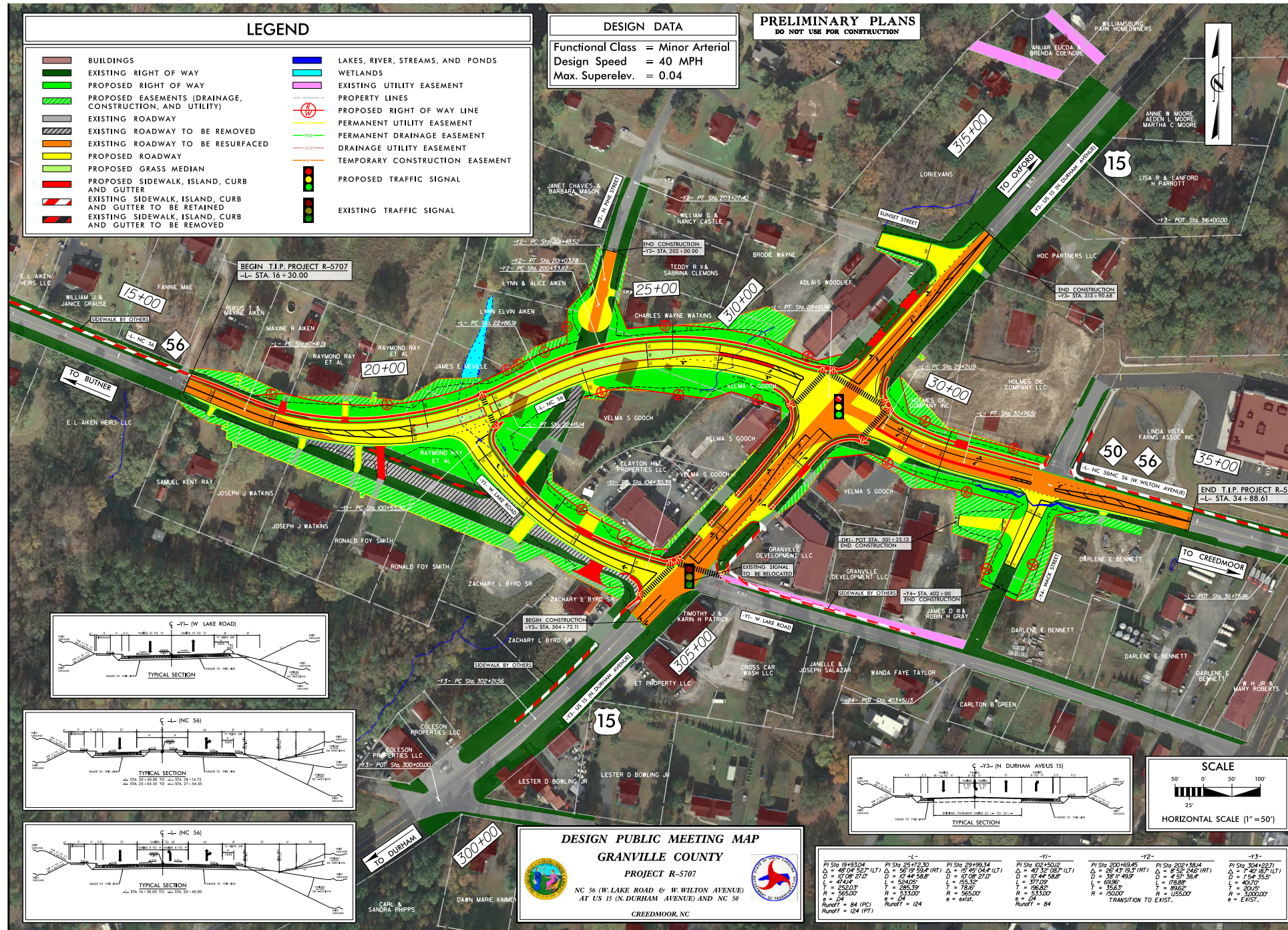
Perhaps the most powerful influence on local planning is exercised through the NCDOT, the Board of Transportation, and the Legislature as these groups make decisions on transportation programs and funding. The effect of construction of new highways, widening and repaving of rural roads, and improvements to urban transit systems on the economic health, community character, and tax base of a community can be profound.

The City has been a member of the Capital Area Metropolitan Planning Organization (CAMPO) since 2005, advocating for state-funded transportation projects in the Creedmoor area. Transportation initiatives within the City and its planning jurisdiction must be in accordance with the approved State-wide Transportation Improvement Program (STIP) reflecting the local Comprehensive Transportation Plan (CTP) adopted in 2008.

NC56 REALIGNMENT

The NCDOT Division 5 funded project that realigned NC 56 east and west around US 15 was designed with community input to alleviate a bottleneck and reduce traffic delays on what is Creedmoor's busiest intersection. Creedmoor's Comprehensive Plan featured this intersection as a possible roundabout, though NCDOT ultimately rejected that design due to right-of-way constraints in favor of a signalized intersection with pedestrian crosswalks. The four quadrants of that new intersection are likely to become some very valuable real estate, with adjacent parcels prime for redevelopment.

DESIGN PUBLIC MEETING MAP
GRANVILLE COUNTY
PROJECT R-5707
NC 56 (W. LAKE ROAD & W. WILTON AVENUE)
AT US 15 (N. DURHAM AVENUE) AND NC 50
CREEDMOOR, NC



NC56 Realignment (NCDOT)

DURHAM EAST END CONNECTOR

Meanwhile, the Durham East End Connector, which involves building a 1.25-mile freeway from NC 147 to US 70 and converting approximately 2.75 miles of US 70 to a freeway is expected to have a broader effect on regional travel. This project, once completed, could help promote economic development in areas along the I-85 corridor toward Virginia by improving access for people and goods between Durham, counties north of the city, and major employment and retail centers, including Research Triangle Park, Raleigh-Durham International Airport and Wake County. A project of this scale could impact Creedmoor residents' commute times and make it a little easier to live in Granville County but work in Durham County.



Durham East End Connector. Source: Weston and Sampson

OTHER TRANSPORTATION PROJECTS & PROGRAMS

Since 2008 the City has led its own transportation planning and project management initiatives to coordinate with NCDOT and other agencies within the region and the state. Local transportation studies have identified several transportation initiatives for roadway improvements. See “The Creedmoor Connector” on page 68.

Creedmoor Connector Parkway

The Creedmoor Connector parkway has been identified as a way to divert heavy truck traffic from the Main Street core area. A bypass would enable truck traffic and travelers to avoid the core of Creedmoor, enabling the City to work with CAMPO and NCDOT on traffic calming measures within the city core that would have only a limited effect on overall travel time and congestion. The City could focus on improving safety and accommodations for bicyclists and pedestrians without concern about the need for efficient through traffic through Creedmoor because motorists and trucks could drive around the city. It would also help rush hour commuter traffic avoid downtown and limit the effect of school zone congestion at peak hours.

This project would require substantial right-of-way acquisition and likely multiple phases on construction. However, thoughtful land use and development considerations for the future corridor could help Creedmoor identify priorities for aesthetics, accessibility, and functionality along the roadway. A wayfinding sign system could also help ensure that visitor traffic can still find their way to downtown Creedmoor.

The long-term vision for a Creedmoor Connector could also include a new northern roadway segment, establishing a complete bypass loop around the city. This would support regional travel overall and set up a physical area in which to prioritize denser development (the land inside the loop and at key nodes along the loop).

Hester Road Interchange

Adding another I-85 interchange north of Creedmoor is another project that could ease congestion in the area and enable easier regional travel. One location for consideration is the Hester Road/Hogden Road intersection near I-85, which could offer smoother travel between Creedmoor and Henderson and give Creedmoor residents another option for Interstate access to improve their commute.

One factor in determining locations for future Interstate interchanges is the influence of operations at adjacent interchanges along the Interstate facility. Also of equal importance is the impact the changes will have on the system as a whole, the environment, potential economic development, the local street system, and safety, both on and off of the Interstate System. Access to I-85 via Hogden Road/Hester Road could have a substantial affect on surrounding land use development, with implications for nearby residents, Stem, and Granville Central High School.

Traffic Calming

Traffic calming measures are designed to lower speeds of automobiles and can include a road “diet” (reallocation of existing pavement), center medians, shorter curb corner radii, elimination of free-flow right-turn lanes, angled parking, street trees, planter strips, and speed humps. Some cities have traffic calming policies in place that enable residents to

Access Management

New or improved roadways are typically seen as the best tool to reduce traffic and increase network capacity. However, as multiple businesses, side roads, or traffic incurring structures are built or expanded along a roadway, traffic can steadily increase over time. One way to prevent or slow increases in traffic and collisions is to control when, where, and how vehicles can enter and exit the roadway. An access management policy establishes controls and standards that ultimately make driving more predictable. Typical controls include, but are not limited to:

- ◆ Driveway spacing standards (i.e., reducing the number of driveways)
- ◆ Left turn controls (i.e., pocket medians)
- ◆ Cross-access and parallel street access through parking lots



*Example of access management conflict.
Source: Weston and Sampson*



What Are Road Diets?

This technique in traffic planning reduces the number of lanes in a road to allocate the space for other uses or traveling modes, such as parking, sidewalks, bicycle lanes, transit use, turn lanes, curb extensions, parklets, or pedestrian refuge islands. These interventions are employed to reduce congestion and crash incidents.

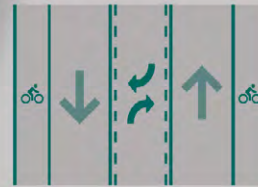
The Traditional Road Diet

The most common lane reduction intervention converts a four-lane undivided roadway to a three-lane roadway with a center two-way turn lane. However, many variations do exist that include transit use and additional styles of parking.

BEFORE



AFTER



Benefits of Road Diets

With safety being the primary driver of road diet implementation, these changes can have broader community benefits. With reduced congestion and speeds, the number of crash incidents is lowered. While additional parking and pedestrian and biking facilities can draw more traffic to area businesses.



REDUCED
VEHICULAR
SPEEDS



ECONOMIC
GROWTH



IMPROVED
ROADWAY
SAFETY



SPACE FOR
BIKERS AND
WALKERS

[Source] Delaware DOT.

petition for a speed and volume traffic study in their neighborhood and set in motion a process for validating concerns about speeding. Improved access management along busy commercial corridors can also greatly improve traffic conditions.

Complete Streets

Complete Streets is a national movement supported by a broad coalition of advocates, government agencies, and transportation professionals. The Complete Streets approach is founded on a comprehensive, integrated, and connected street network, using best practices for design standards. Accommodations should respect the need for flexibility, recognizing all streets are different, but should balance the needs for all users, including pedestrians, cyclists, transit, freight, and motor vehicle drivers.

The importance of a connected street network that accommodates all types of transportation cannot be understated. Guidelines

associated with complete streets include adequately paved streets with curb and gutter (or some other physical separation of motorists and pedestrians), sidewalks, street trees, street lights, and open space (passive & active). Bicycle lanes or routes and transit stops are also part of a fully-realized transportation network. The public right of way must account for the safety and convenience of the most vulnerable populations, including children, seniors, persons with disabilities, and those who are unable to drive a motor vehicle. (See Chapter 5 Housing for example of Complete Street.)

Trail Planning

The City of Creedmoor has initiated and maintained a persistent multimodal transportation planning program to balance the needs of alternative transportation infrastructure. Local transportation studies have identified the need for alternative transportation improvements and the City has been active in securing funding for and implementing those recommendations.

The Creedmoor/Butner Greenway is a proposed greenway project that would connect to the western end of the Cross City Trail (at Lake Rogers Park) and provide a 10-foot-wide greenway west to Pond Drive in Butner, connecting to an existing greenway trail at Pond Drive that runs to East Lyon Station Road and then south to Ivac Way. The project includes a bridge section over Ledge Creek at Lake Rogers Park as well as a crosswalk across NC 56. While challenging to design and engineer, this connection would provide an important link between the two communities.

With the Creedmoor/Butner Greenway and Cross City Trail in place, there would be over five miles of continuous greenway in southern Granville connecting people to destinations such as the South Granville Campus of Vance-Granville Community College, South Granville Public Library, Creedmoor Elementary, South Granville High School, Creedmoor Community Center, and commercial areas in both cities.

Transit

Kerr Area Rural Transit System (KARTS) is a public, rural transportation system providing rides on a scheduled (reserved) basis Monday through Saturday between the hours of 6:00am and 6:00pm. Rates are determined by the number of miles requested per trip (and whether it is one-way or round trip). The minimum cost for an on-demand pickup is \$4 (up to the first 10 miles), with each additional ten-mile increment costing an additional dollar (one-way). So, while a trip under ten miles costs \$8 (round trip), a 45-mile trip only costs \$16 (round trip). KARTS serves

many area hospitals including Maria Parham Health, Granville Medical Center, Maria Parham Franklin, Duke University Medical Center, Duke Regional Hospital, NC Memorial Hospital, Wake Medical Center and Rex Healthcare. Creedmoor residents can request a round-trip shuttle to Chapel Hill for \$25 or Durham/Raleigh and Wake Forest for \$20. FareKards are pre-paid tickets purchased from the KARTS office that can be used in lieu of cash.

The Granville County CTP anticipates the probable need for future transit options and recommends additional bus routes along I-85 to Durham with service to Oxford and along NC 50 from the Wake County line (i.e., Raleigh) up to Creedmoor. Additionally, the CTP recommends expanding service to include a Creedmoor-specific loop and a loop that links Creedmoor to Butner and Stem, with park-and-ride facilities located along the I-85 corridor. Car and vanpooling is the easiest and most accessible short-term option that the City could promote, and the future construction of park-and-ride lots and



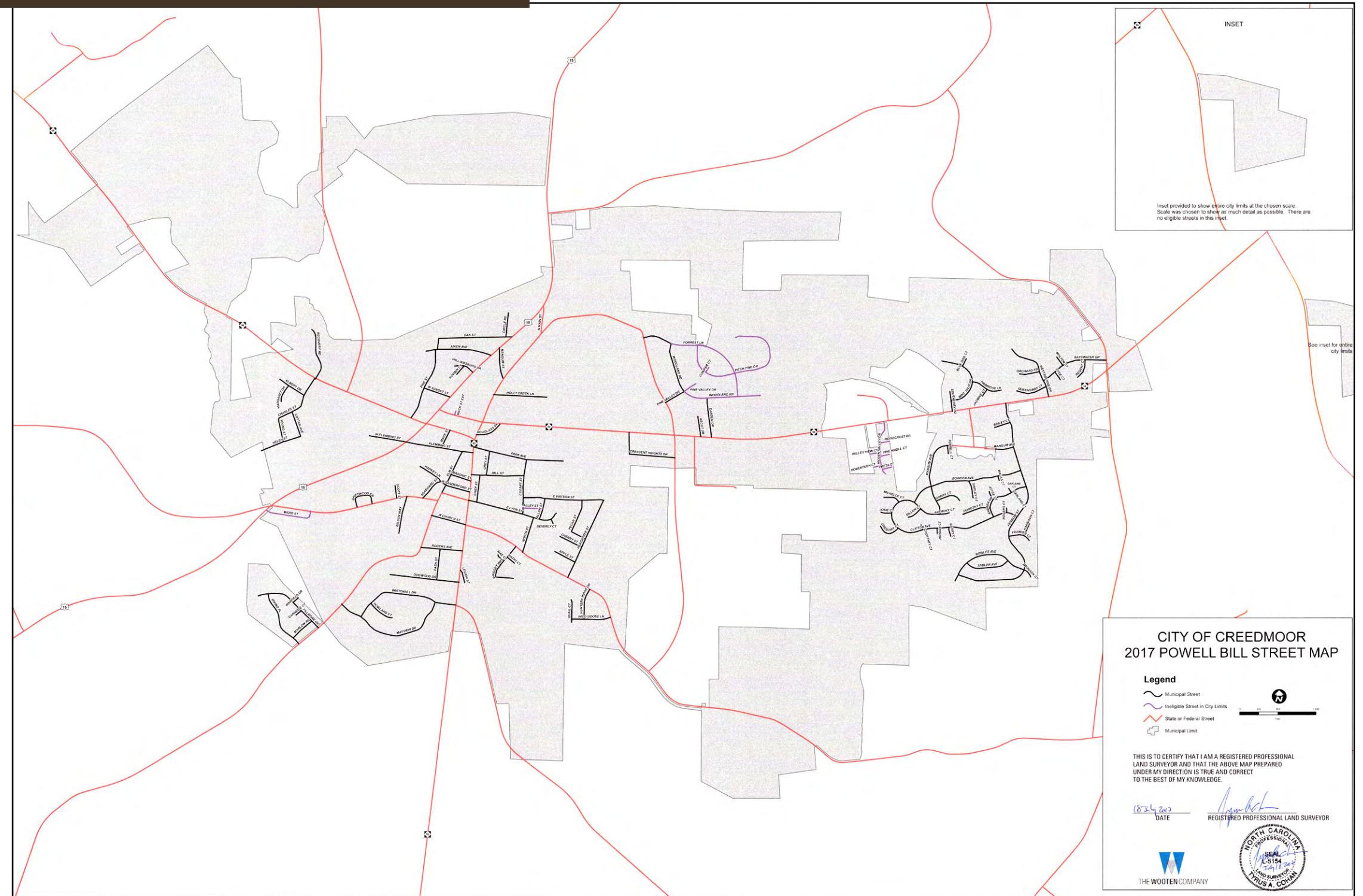
Source: Kerr Area Regional Transportation Authority.

public parking spaces available in downtown Creedmoor could make ride sharing more prevalent.

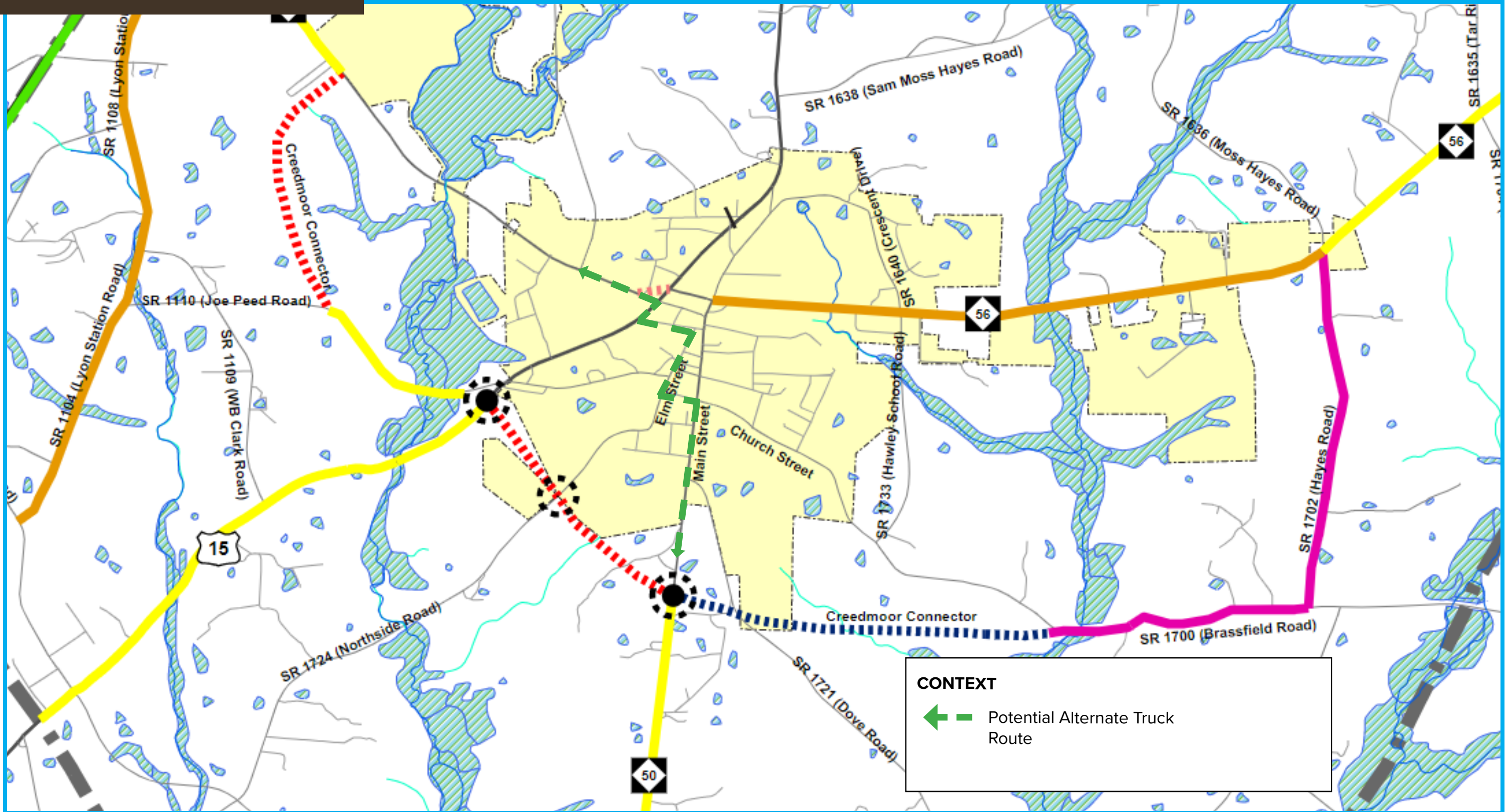
Intercity Transportation

Raleigh and Durham are the nearest hubs for intercity travel. Regional bus service is provided by the GoTriangle system at Durham Station (515 West Pettigrew Street) and in Raleigh at Moore Square Station (214 S Blount Street). Intercity bus service is also available via Greyhound Bus Station at Durham Station and at 2210 Capital Boulevard in Raleigh. Raleigh-Durham International Airport (RDU) is located 25 miles southwest of Creedmoor. More than 400 daily arrivals and departures to 66 destinations are served by 11 major airlines from this location, serving 12.8 million passengers and more than 100,000 tons of cargo in 2018. Amtrak service is available from Durham's station at 601 W Main Street and Raleigh's Union Station (510 W Martin Street), with destinations including Charlotte, New York, and Florida.

MAP 11. 2017 POWELL BILL STREET MAP



MAP 12. THE CREEDMOOR CONNECTOR



RECOMMENDATIONS

TM1: Continue to pursue the southern Creedmoor loop and the northern Hester Road bypass connecting NC 56 to a new interchange on I-85 near Stem.

TM2: Work towards a comprehensive and connected greenway network, including a plan to connect to regional greenways, trails, and recreational resources and destinations.

TM2.1: Require new development that meet certain criteria to provide connections to the City's greenway and trails network. Ex - all development above 50,000 sqft or 75 dwellings and within 1/2 mile of the network must provide facilities and/or stub-outs that would connect to the greenway system. These facilities should count toward any City-required recreation requirements for new subdivisions.

TM3: Increase passive pedestrian network through continued budgeting for filling in sidewalk gaps and building separate, dedicated, off-road pedestrian facilities (greenways, trails).

TM3.1: Connect local origins and destinations. Ex. – a sidewalk to the neighborhood south of the Community Center.

TM3.2: Promote Safe Routes to School and/or partner with local schools to increase pedestrian access and safety.

TM3.3: Continue to invest in Main Street as a pedestrian corridor by prioritizing shade trees, high visibility crosswalk striping and signals, and ADA access to each sidewalk connection.

TM3.4: Connect lower income and/or transportation-disadvantaged neighborhoods to destinations via adequate and safe pedestrian facilities. One example of an area where residents are more reliant on pedestrian transportation is the West Hillsboro Street corridor.

TM4: Develop a wayfinding system for the Cross-City Trail and connected trails and destinations.

TM4.1: Create a web-based map and add



Potential greenway connection to Butner.

Creedmoor's trails to other web-based mapping tools.

TM5: Programmatic and policy recommendations.

TM5.1: Remain regionally connected with the greater Triangle, remain a member of the Capital Area Metropolitan Planning Organization (CAMPO).

TM5.1.a: Continue to pursue multi-modal LAPP (Locally Administered Projects Program) funding available through CAMPO. This may require investing in planning and design work prior to application to the program. Partnering with other municipalities or the counties may help aid in the competitiveness of projects.

TM5.2: Prioritize comprehensive roadway safety.

TM5.2.a: Partner with the school district to conduct a vehicular movement & safety analysis for each school in the City's planning jurisdiction, which will help to determine how students, staff, faculty, and parents access the school and highlight efficiency improvements for traffic flow and parking. This should also include an analysis of the existing on-street parking resource.

TM5.2.b: Implement complete streets and context-sensitive design principles. This may involve an update to the City's technical standards and/or engineering manuals. Redesign of street cross-sections should involve multiple departments, and include consideration of the location of all utilities, emergency access, on-street parking, pedestrian and cycling facilities, street furniture (trash cans, benches, signage, lighting, etc.) and any trees or vegetation intended for

planting within the right-of-way.

TM5.3: Establish standards for the expansion of electric vehicle charging stations and begin to install stations at public facilities and in public parking lots.

TM5.4: Require Traffic Impact Analyses (TIA) for all development that meets certain warrants. For Creedmoor, the recommended threshold is to require a TIA if any of the following thresholds are triggered:

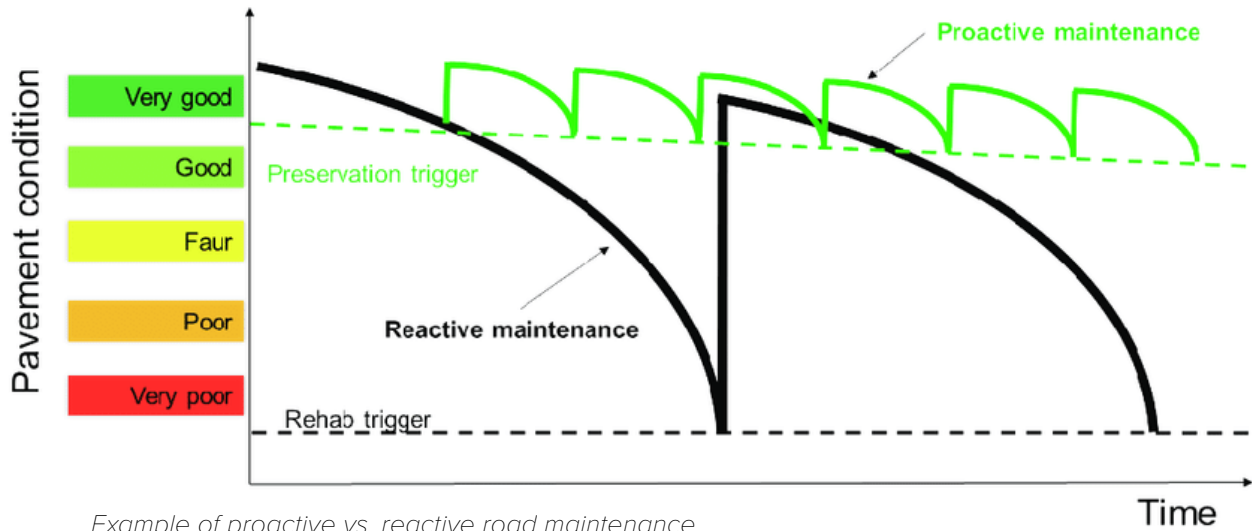
- any development that could be expected to generate 1,000 trips per day or more
- any development involving 100 dwellings or more
- for developments of lesser impact, criteria could be developed that address their impact on existing, failing intersections or segments.

TM5.5: Remain open to transit, particularly to local employment centers. Explore partnerships with nearby providers for an express commuter bus service.

TM5.6: Conduct a regular pavement condition survey at least every ten years to accurately identify the right pavement preservation, maintenance, and repair strategy for each City-maintained roadway segment.



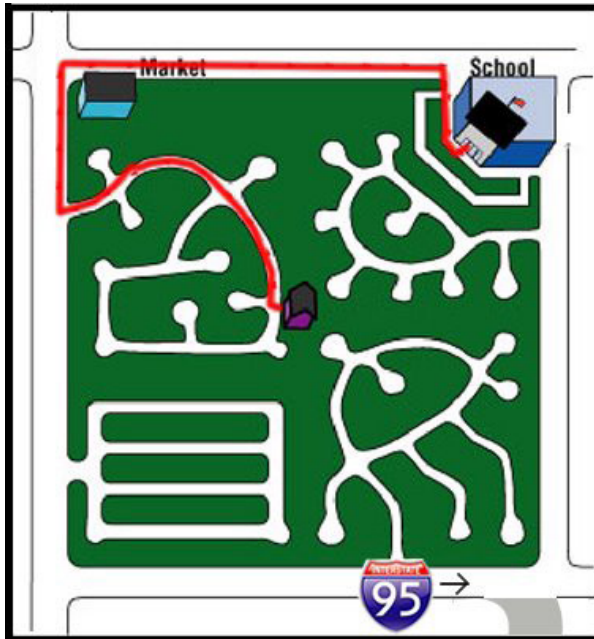
*Electric Vehicle charging station.
Source: National Rural Electric Coop.*



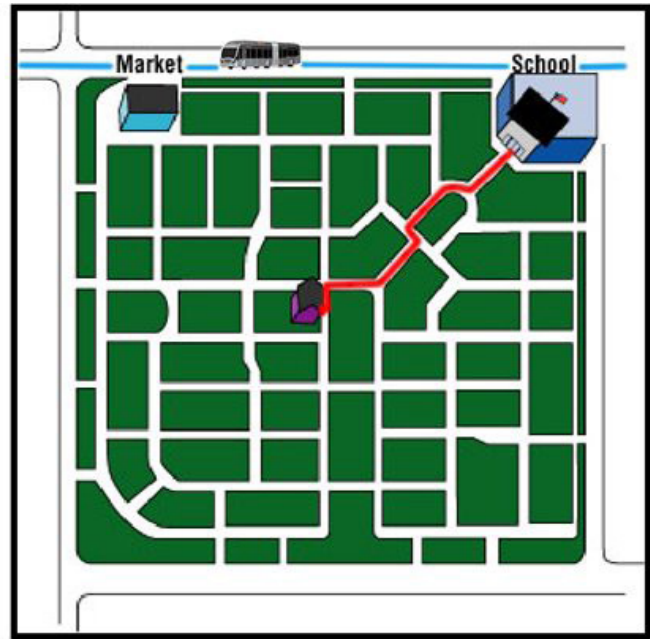
TM5.7: Review and enhance existing neighborhood connectivity standards to ensure that streets knit old and new neighborhoods together. This not only enhances community cohesiveness, but also has real gains in terms of delivery of services such as trash pickup, emergency services, mail delivery, etc. In addition, it facilitates traffic dispersion and increases

the pedestrian network that residents value.

TM5.8: Ensure that handicap-accessible parking is adequate, particularly in the downtown and in areas where on-street parking is formalized and publicly-maintained. This may necessitate retrofits to the existing parking resource.



Driving-only transportation pattern



Walkable connected transportation network

Street connectivity matters. Source: Ben Kaplan.





6

HOUSING

Housing has always been an important part of Creedmoor's identity. Many people choose to live in Creedmoor for its small-town quality of life and its proximity to the Raleigh-Durham metropolitan area.

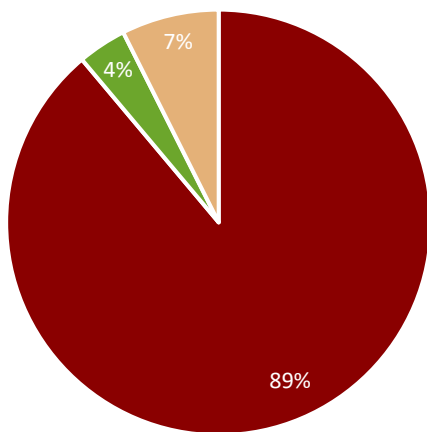
With convenient access to Interstate 85, many Creedmoor residents enjoy a manageable commute to work by today's standards and can justify being able to live the small-town lifestyle just outside of the busy cities of the Triangle. The quaint downtown, generally larger residential lots, and Creedmoor's conserved green spaces that bring residents closer to nature and contribute to it being an attractive place to call home.

EXISTING CONDITIONS

Residential development in Creedmoor is primarily single-family homes. Most of this housing is in “established neighborhoods” or subdivisions. There are also small pockets of multi-family units in Creedmoor; this includes duplexes, townhouses, small apartment complexes and some mobile home parks.

Creedmoor is situated approximately fifteen miles from downtown Oxford, fifteen miles from downtown Durham, twenty miles from the Research Triangle Park (RTP), and twenty-five miles to downtown Raleigh. These are all suitable commuting distances for residents who choose to live in Creedmoor while working in a more populous locale. The City’s quaint downtown, larger residential lots, and preserved green spaces offer residents a strong sense of community and bring them closer to nature.

Creedmoor Housing Structures
(2019 ACS)



■ Single-family detached ■ Mobile Home ■ Everything else

Historic variables in subdivision development were often dictated by the developer’s willingness to invest and desire to keep overhead costs down. Meanwhile, ordinances were written and adopted to address development practices over time, and enforcement of these ordinances has fluctuated over the years. The result, as in any community, is an array of neighborhoods with a wide range of roadways, lots sizes and configurations, housing types, and stormwater systems.

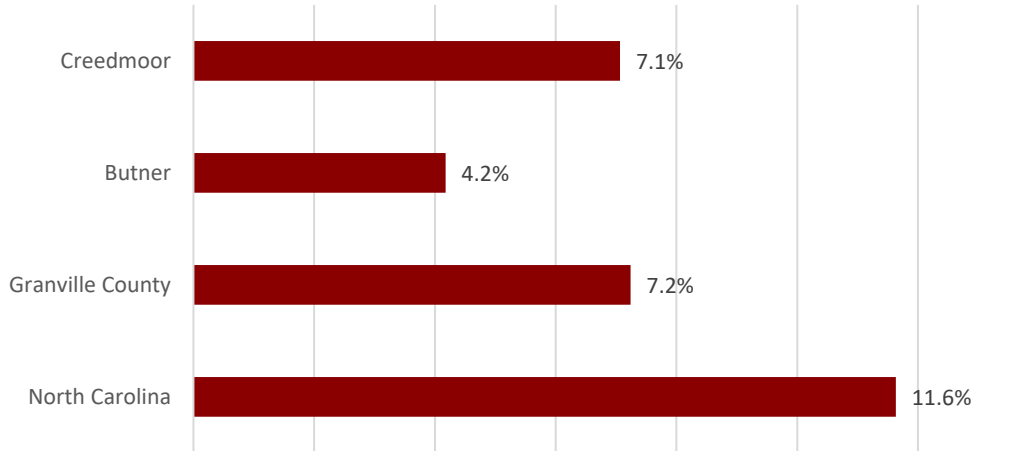
HOUSING STATISTICS

As of the 2020 Census, there were 1,953 housing units in the City of Creedmoor. Of all residential units in 2019, an estimated 89 percent are considered single-family detached structures, and an additional 4 percent are mobile homes, leaving 7 percent of all units that may be considered multi-family housing. (See pie chart titled “Creedmoor Housing Structure” on this page.)

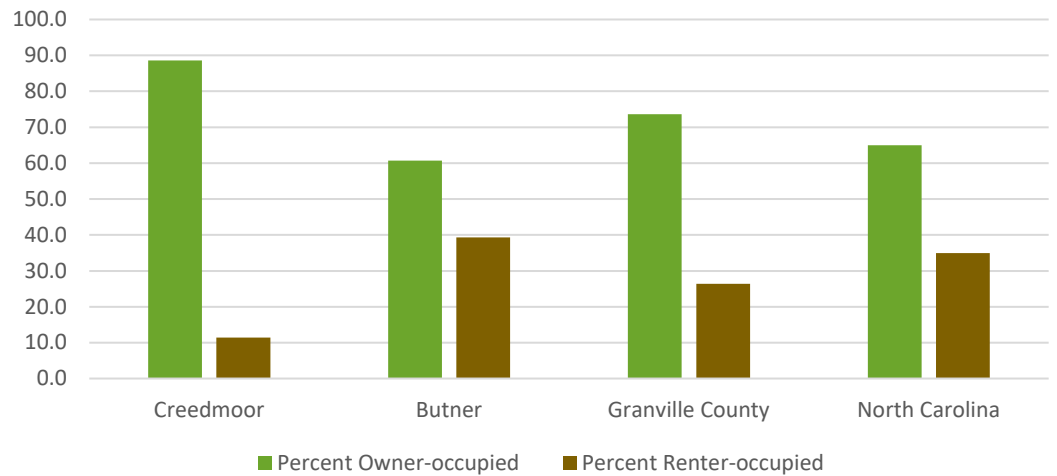
Of all housing units, 1,815 were occupied, and 138 were vacant, for a vacancy rate of 7.1 percent, per the 2020 Census. This vacancy rate is about the same as Granville County and lower than the state of North Carolina. (See bar chart titled “Housing Vacancy Rate” on opposite page.)

Creedmoor’s housing stock is dominated by owner-occupied housing, with less than 12 percent of the units used as rentals. Neighboring Butner, by contrast, is almost 40 percent rentals, and Granville County as a whole is greater than 25 percent. (See bar chart titled “Owner Occupied vs. Renter Occupied” on opposite page.)

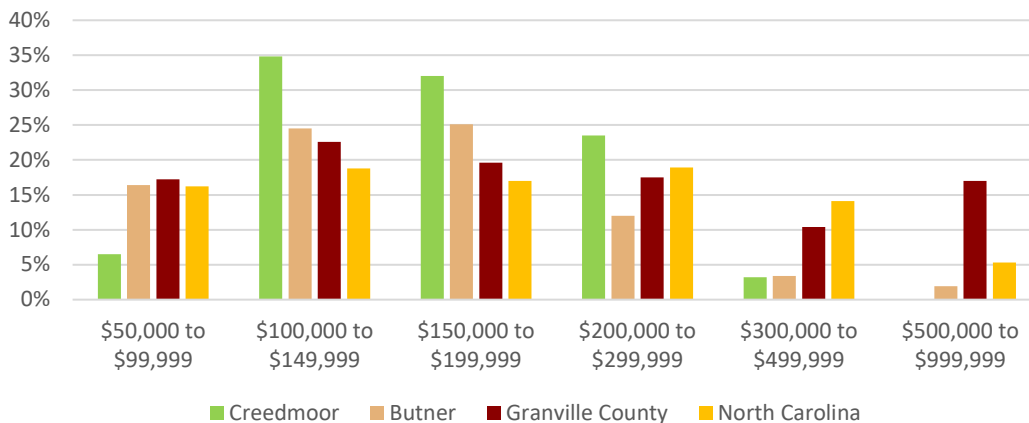
Housing Vacancy Rates (% , 2020 Census)



Owner Occupied vs. Renter Occupied (% , 2018 ACS)



Owner Occupied Home Value by Percentage of Housing Stock (% , 2018 ACS)



Source: U.S. Census
(for all charts)

A significant concentration of Creedmoor’s housing stock is valued between \$100,000 and \$300,000. This statistic is more noticeable when compared to Granville County, where home values are more evenly dispersed across a range of values. (See bar chart titled “Owner Occupied Home Value by Percentage of Housing Stock” on previous page.)

CHALLENGES

One of the biggest challenges facing Creedmoor is the overwhelming dominance of single-family detached houses. While this has many positive outcomes, it also means there are fewer opportunities for renters or people looking to get started in this vibrant community.

AFFORDABILITY

Affordable housing doesn’t necessarily mean the same as an affordable standard of living. In addition to the cost of rent or ownership, housing affordability also must include the cost of utilities and transportation. Utilities comes with a price for consumption, treatment, and collection. Transportation can be expensive because residents typically leave Creedmoor to shop, dine, seek medical care, and work.

Due to the high cost of lot development in Creedmoor the current state of single-family detached development will likely not change. The cost of raw land, the expenses of planning, engineering and complying with environmental requirements, coupled with



Holly Creek Apartments

the construction expense of grading, fill, and the installation of infrastructure will continue to keep the purchase price of these housing units greater in the future.

Advocates have argued that the growing problem of housing affordability does not apply just to those at the lower end of the income spectrum. Public servants, police officers, teachers, and other foundational positions often have salaries that will not permit the purchase of a median price home without being cost-burdened. This is often referred to as “workforce housing,” If their options in the housing market diminish, they may be unable to live in the communities they serve.

Apartments

Affordable or workforce housing, like Holly Creek Apartments, is the best thing for Creedmoor’s housing shortage. Qualified renters can get quality housing at a controlled price. This is an example of a recent, successful diversification of housing product in the City. That said, not all apartments are necessarily “affordable housing” or affordable, depending on their intended market.

Manufactured housing

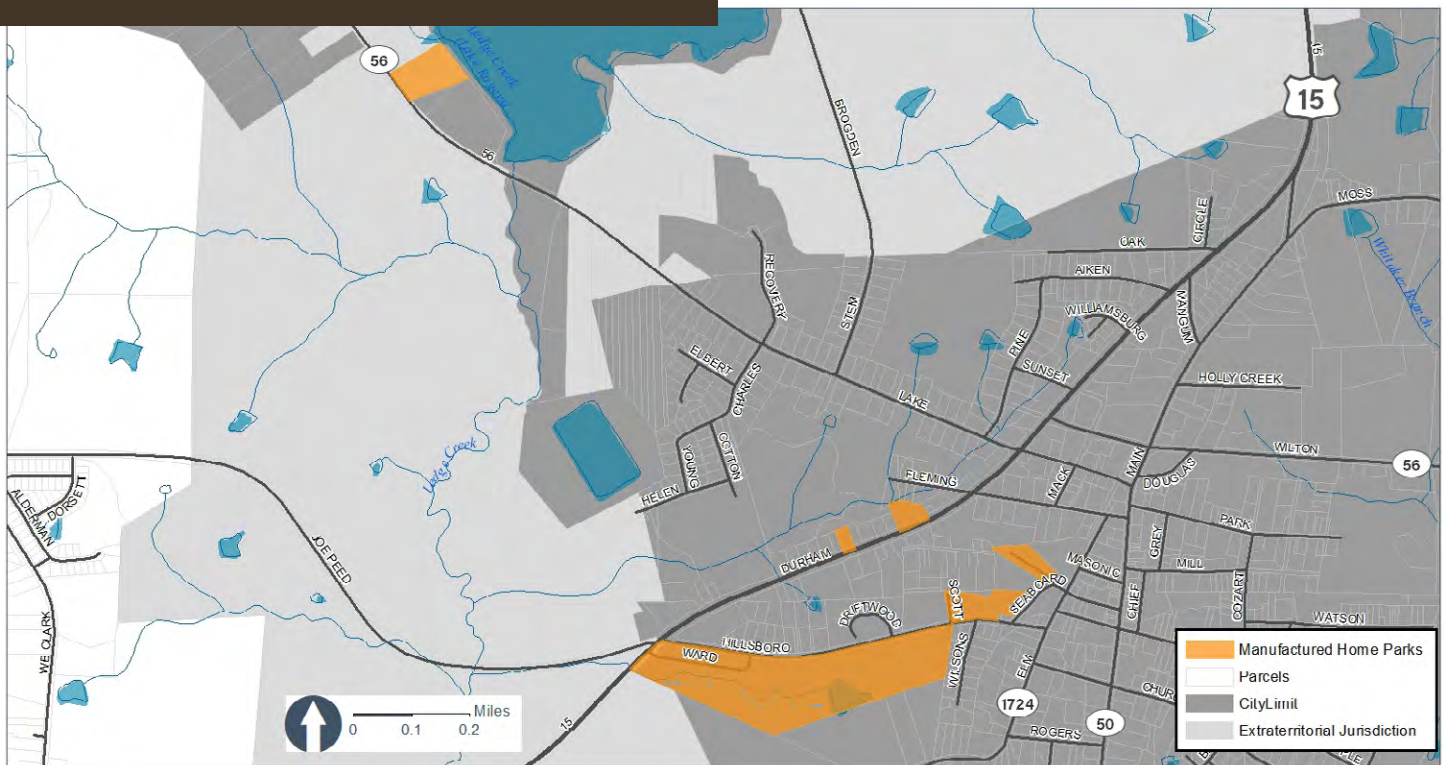
Manufactured housing, mobile homes, and mobile home parks are considered a means of affordable housing. In Creedmoor, mobile homes account for only 4 percent of the housing stock, compared to Granville County with more than 20 percent. The existing mobile home parks in Creedmoor exist as nonconformities and have struggled to find legitimacy in the zoning code, but the opportunity exists to correct that through future ordinance amendments. North Carolina General Statutes (NC G.S.) provides a framework for normalizing mobile and manufactured home parks and housing. Many communities find that all parties are better off when this land use is legitimized and embraced as a necessary and valuable means of housing.


RESIDENTIAL DESIGN & CODE ENFORCEMENT

Development Standards

Creedmoor is in need of a standardized approach to ensuring a minimum development standard for all subdivisions. Historically, development standards came as a response to outwardly imposed measures such as “Falls Rules.” A proactive approach can help ensure that development standards keep pace with neighboring jurisdictions, new homebuyer preferences, and best practices in creating stable, neighborhoods of lasting value.

MAP 13. MOBILE HOME PARKS





After setting development standards, all newly created residential subdivisions should be required to meet all developmental standards and the City should resist all temptations of attempted developer deal-making to uphold this standard. Predictable and uniform standards throughout Creedmoor will cause homebuilders to add value to the structures they build so as to set themselves apart and appeal to potential buyers. That can lead to higher real property tax value from which to draw ad valorem tax revenue to pay for services that residents need. All future subdivisions should be required to have a Home Owners Association (HOA) that manages everything, including but not necessarily limited to stormwater control measures maintenance, stormwater drainage easements in side and rear yards, wall easements, common areas, and open space maintenance. Walkability and proximity to transportation is critical in a community. Access to services, restaurants, retail, and overall vibrancy, especially of the downtown, is also desirable for attracting new residents.

Neighborhood Connectivity

The importance of a connected street network that accommodates all types of transportation cannot be understated. “Complete streets” are important for all local residential subdivisions. Guidelines associated with complete streets include adequately paved streets with curb and gutter (or some other physical separation of motorists and pedestrians), sidewalks, street trees, street lights, and open space (passive & active). Bicycle lanes or routes and transit stops are also part of a fully-realized transportation network. A connected street network disperses local traffic into different modes and side streets instead of concentrating it into one area and causing excessive traffic congestion.

However some places benefit from a little bit of traffic congestion, like downtown or commercial activity nodes. This type of congestion should be enough to cause traffic to slow down, notice their surroundings, and pay attention to design cues that let people know this is a place worth seeing. Proper design of these spaces can also help provided added safety for pedestrians.

RECOMMENDATIONS

HU1: Encourage and support a variety of housing types and higher densities around activity and commercial centers. The mix of housing types should include live/work units over commercial uses, townhomes, small multi-family units, and single-family homes.

HU2: Promote the rehabilitation of existing housing stock and expansion of stock to support the rental housing market.

HU3: Update, maintain, and enforce standards for new subdivision/ neighborhood development. In particular, connectivity with adjacent parcels should be maximized in order to create a coherently knitted community. Stub streets, connectivity index standards, and maximum block lengths can be very useful tools.

HU4: Ensure code enforcement is equipped to address substandard housing conditions for low- and moderate-income renters.

HU5: Create a mobile home park (MHP)

zoning overlay district to accommodate existing MHPs. The existing MHPs could be the starting geographic boundary for a district - see “Map 13. Mobile Home Parks” on page 77. This district could be a conventional overlay district, although NCGS 160D-910(e) does restrict the establishment for only individual or scattered lots. An amortization period should be required in order to set a date certain for which rezoning to this new

Area	Block Length Maximum (aka Max. Distance From or Between Intersections)
Heavy Industrial	1,500
Rural Residential or Light Industrial	1,000
Medium Density Residential	600-800 ft
Commercial Areas or High Density Residential	500 ft
Downtown	400 ft

Example Maximum Block Length Standards.



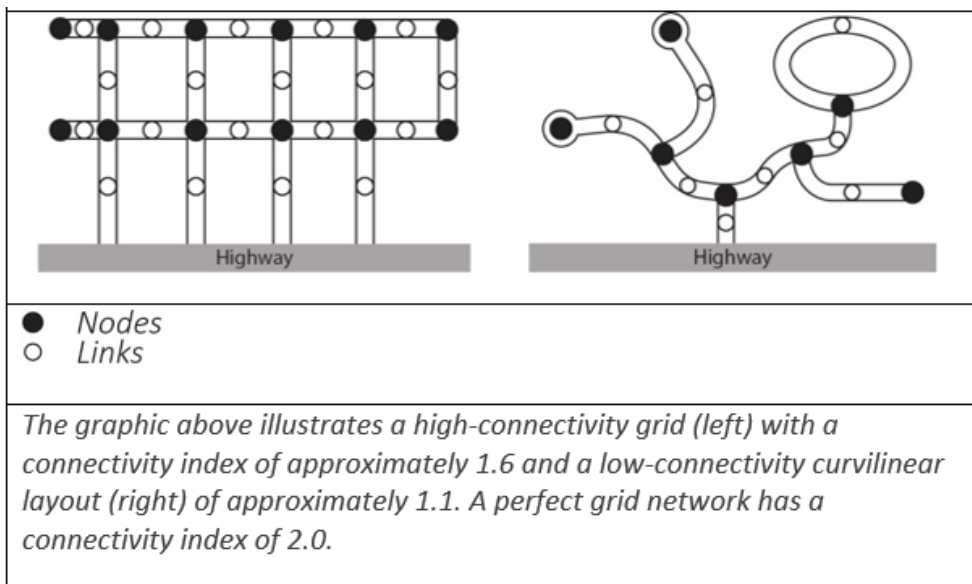
Example of a Complete Street.

overlay is required and again for when compliance with the standards of that overlay will be expected.

HU6: Insist on Complete Streets that move more than just automobiles. The City should review and revise its street cross-section requirements to ensure adequate width for the implementation of complete streets as well as the incorporation of space for public utilities. Considerations include adequately sized driving lanes

based upon the road’s expected future traffic volume, curb and gutter, possible on-street parking, and shared or separated bike lanes. Rights-of-way should include a generous planting strip for street trees, sidewalks, and residentially-styled street lights. Street trees, especially when between sidewalk and the edge of pavement, require the City to plan and budget for their maintenance.

HU7: In addition to pursuing and enforcing



District	Low Density Residential Districts and Industrial Districts	Medium Density Residential Districts	High Density Residential Neighborhoods and Commercial Areas	Downtown and Highly Walkable Areas
Minimum Connectivity Index Recommended	1.2	1.3	1.4	1.5

Example Connectivity Index.

higher standards in mobile home parks, the City should investigate opportunities to partner with homeowners to enhance living standards of borderline properties and houses. This could involve a grant

program or zero interest loan program to help lower income residents improve their living standards through home upfits and/or energy efficiency upgrades.

Case Study: Energy Efficiency Loan Program

The Town of Clayton administers an interest-free loan program that incentivizes homeowner residents to upgrade their properties. The Town is an electric service provider and the loan payments are rolled into the resident’s electric utility payments.

Loan Amount	Repayment Time	Monthly Payment
\$500	One Year (12 Months)	\$41.66
\$1,000	One Year (12 Months)	\$83.33
\$1,500	Two Years (24 Months)	\$62.50
\$2,500	Two Years (24 Months)	\$104.16
\$3,500	Three Years (36 Months)	\$97.22
\$4,500	Three Years (36 Months)	\$125.00
\$5,000	Three Years (36 Months)	\$138.88

Qualifying Projects:

- Replacement or installation of high efficiency electric heat pump (minimum 15 SEER rating)
- Replacement or installation of electric hot water heater
- Installation or enhancement of wall, floor or ceiling insulation
- Installation of energy efficient windows & doors
- Duct repair or replacement

PARTICIPATION GUIDELINES:

1. Program participants must be residents of the Town of Clayton and customers of Clayton Public Power.
2. Applicants must own and reside in the benefited property for the duration of the payback period. The outstanding balance of the loan amount will be due and payable at the time the property is sold or no longer occupied by the owner.
3. Program participants must also participate in the Clayton Public Power load management program for the duration of the payback period.
4. All permits and inspections required under State Building Code shall be the responsibility of the owner/contractor and cost for permits shall not be eligible expenses under the program.
5. Program applicants **MUST** have their account in good standing for at least twelve (12) months leading up to application for the program.





Prince TV
Repair

7

ECONOMIC DEVELOPMENT

A sound economic development plan is necessary for Creedmoor's continued growth and success as a small-town community that anchors the northern edge of the Triangle region.

Although it is not a full-fledged economic development plan, this section of City Plan 2040 can act as a general guide for economic development in Creedmoor until a dedicated economic development plan is generated. The analysis and strategies outlined below can help identify where improvements are needed, how to retain and expand existing businesses, and how to attract new businesses to Creedmoor.

EXISTING CONDITIONS

In recent years, the City of Creedmoor has made significant investments in local capital projects. These include projects like the Community Center, Lake Rogers enhancements, the Cross City Trail, and some improvements along Main Street in downtown. The completion of these projects also demonstrates to the public that Creedmoor is investing in its future and the quality of life of its residents.

ASSETS

Community Center

The old gym and senior center was limited in the number of residents it could serve. As Creedmoor's population continued to grow and the facility aged it needed updating and expansion. As identified in a previous City plan, remodeling and adding to the facility was necessary to better serve residents, not only of Creedmoor, but of South Granville County. The new Creedmoor Community Center is a recreational destination, includes an expanded senior center, and brings visitors into the City.

Lake Rogers Park

Lake Rogers has always been a valuable asset for recreation in the City of Creedmoor. The old park facilities served residents well, but improvements were needed to expand the accessibility and opportunities for recreation to a growing population in the City. As identified in the Parks and Recreation Master Plan and in the Creedmoor Forward plan, the

City began its park improvements with a rehabilitated dock and a new picnic/event shelter in early 2019. The City completed Phase 2 in November 2019 with the dedication of a new boardwalk and gazebo over the lake, which now connect to the City property on the west side of the dam. A system of walking trails and fishing platforms were constructed on this property, greatly expanding the size of Lake Rogers Park, while also providing more opportunities for recreation in the City.

The new Lake Rogers Park also serves as a destination in South Granville for visitors that want to fish, walk, picnic, boat, or just enjoy the scenery of Lake Rogers. Attracting new visitors to Creedmoor for recreation is an important component of economic development, since these visitors may patronize local businesses and spend dollars in the City, contributing to the local economy.

Cross City Trail

Phase 1 of the Cross City Trail connected downtown to the Creedmoor Commons Shopping Center and Creedmoor Business Park. While this section of the trail also connected residents along the sidewalk, residents in the Pine Valley subdivision, and students at Creedmoor Elementary and South Granville High School, many residential areas of the City were still only safely accessible by car.

Phases 2, 3, and 4 of the Cross City Trail help alleviate this problem. These newer phases of sidewalk construction, completed in 2019-2020, connected residents to many different areas of the City.



Creedmoor Community Center



Lake Rogers Park



Cross City Trail

Citizens in the newer residential subdivisions on the east side of the City can now walk or bike to the Creedmoor Commons Shopping Center, to downtown, or all the way to Lake Rogers Park. Besides being a great recreational amenity, this new system of sidewalks is great for economic development. Allowing residents without a car a safe and convenient way to access businesses in commercial areas makes those businesses more viable and may even attract new businesses close to the sidewalk routes. The Cross City Trail is the City's largest capital improvement project and a great investment in the City's future.

LAND USE

Residential

Recent growth in Creedmoor has primarily come from new development of single-family homes and one workforce, multi-family apartment complex. The years since the adoption of City Plan 2030, have seen residential growth in both traditional single family detached residential and apartments constructed within City limits. However overall, construction of large new development is limited by sewer treatment capacity. If and when SGWASA expands sanitary sewer lines new development will not be as limited. (See "I-85 Sewer Line Extension" in this Chapter.)

While residential growth is positive, balance in Creedmoor's land uses is also important – too much of one type of development, whether residential or commercial, can create challenges. Residential developments generally cost more for a local government to serve than they generate in local ad valorem

tax payments. Creedmoor should continue encouraging residential growth, while also focusing on attracting new, and growing existing, commercial enterprises in the City. Boutique and locally-serving business districts (like downtown) will always benefit from and be bolstered by more rooftops within city limits.

Commercial

Commercial growth in Creedmoor can be challenging because of unique topography and watershed regulations that increase costs for developers. For example, the hilly terrain often requires extensive grading and/or filling of land to make a site developable; and the watershed regulations in the City and ETJ usually require a developer to construct a stormwater control measure (SCM) to capture and account for additional stormwater runoff created by new impervious surfaces in the development. In addition, Butner and the interstate will always be a draw for auto- and convenience-oriented nonresidential development.

Creedmoor's smaller population makes it difficult to attract consumer-focused businesses. In November 2019, Creedmoor lost a major retail chain (Walgreens) at a prominent location in the City (703 N. Main Street) due to nationwide chain downsizing and consolidation. Walgreens chose to close the Creedmoor location and move the store merchandise and focus retail operations in the Walgreens in Butner, on the east side of Interstate-85. Fortunately the CVS and Creedmoor Drug Co. pharmacies still meet local needs, proving that the Creedmoor market is still viable.

PROGRAMS AND FACILITIES

Facade Improvement Program

Creedmoor has invested thousands of dollars in façade improvement grants to revitalize the old Butner-Creedmoor News building at 418 and 420 N. Main Street and other facades including the Owl House Cafe and Edge Environmental. This type of partnership can help improve conditions for all businesses

on the street, by increasing the appearance of the overall district. The second floor of the building will have new commercial office space. The physical improvements to the outside of the building and the new businesses locating there signal to the community that Creedmoor is investing in its downtown and growing the local economy.

BEFORE



AFTER



Owl House, 209 Main St. Creedmoor, NC



Edge, 410 N. Main St., Creedmoor, NC

STREET LIGHTING

In 2019 the City of Creedmoor (with the help of Duke Energy) began retrofitting all existing light fixtures in the City with more modern, energy efficient LED lights. This change has resulted in more light on streets and sidewalks and lower projected energy and maintenance costs. The new lighting has added to an increased sense of safety when residents are outside in public areas. Residents that feel safe around town are more likely to use the sidewalks, other recreation amenities, and visit local businesses.

OPPORTUNITIES

The City's substantial investment in amenities and quality of life projects represents a focus of capitalizing on local advantages. These amenities will draw more citizens and visitors to Creedmoor and the downtown area. Advertising these new amenities and activating new spaces with community focused events will promote the town and attract even more new residents and regional interest. For example, holding a farmer's market, craft fair, or other community event at the new Community Center, downtown, or at the improved Lake Rogers Park facilities will draw more people to the City and make them aware of the investments Creedmoor has made and is making. Another example would be a City-

organized 5k run on the newly completed Cross City Trail. These types of promotion and activation strategies will leverage the investments the City has made and also contribute to the high quality of life of residents.

NATURAL AREAS & AMENITIES

Creedmoor is fortunate to be in close proximity to a number of natural areas that can be promoted to attract more visitors to the City. Examples of natural areas include Falls Lake State Park, Lake Rogers Park, Tar River Land Conservancy tracts, the Gauntlet, and others. Hikers, birdwatchers, off-road bicyclists, and other nature enthusiasts are attracted to these types of amenities. Creedmoor is also near a number of hunting areas (Falls Lake designated hunting areas, Butner Wildlife Depot, waterfowl impoundments, etc.) that may attract hunters, fishers, and other sportsmen/women to the Creedmoor area.



Lake Rogers.

RURAL CHARACTER & SMALL TOWN ATMOSPHERE

As noted in the 2016 Strategic 10-Year Plan, the City's small-town atmosphere is a major local asset that should be protected and enhanced. Creedmoor currently preserves its rural character through the Development Ordinance by limiting development in Scenic Corridors, establishing minimum residential lot sizes that are larger than most urban jurisdictions in the Triangle (more land per resident), having development standards for the Main Street district to preserve the look and feel of downtown, encouraging recreation opportunities in undeveloped areas, creating new open space preserves, and continuing the tradition of agriculture on lands in the ETJ and outside the City center.

As people migrate away from the hustle and bustle of more urbanized areas like Raleigh and Durham, Creedmoor can promote its small town atmosphere by connecting people through local events. Creedmoor already does a good job through very active Parks and Recreation programming that appeals to residents of different backgrounds and age groups. Other small cities hold an event once a year to welcome new residents that have moved into the jurisdiction within the last year. This is a great idea for Creedmoor to further engage with the community and help connect new residents to the City and neighbors.

As individuals and families look to move out of Raleigh and Durham in favor of safer communities with good schools, Creedmoor is in a great position to promote its low crime rate.

ECONOMIC DEVELOPMENT

Creedmoor is currently working with an economic development consulting group to identify economic development opportunities for the City. The consulting team will be performing a retail analysis to measure the balance between volume of retail sales generated by retail businesses and the volume of retail potential produced by household spending on retail goods within the same industry. As a result, the consultant will put together an economic development plan to help guide the City.

Retail Strategies

The City has recently engaged a consultant by the name of Retail Strategies to investigate gaps in economic development opportunities related to business retention or expansion. This planning and marketing inquiry is currently underway at the time of writing of this plan and may conclude after its adoption. It is important to allow that process to fully run its course and incorporate any findings or rec-

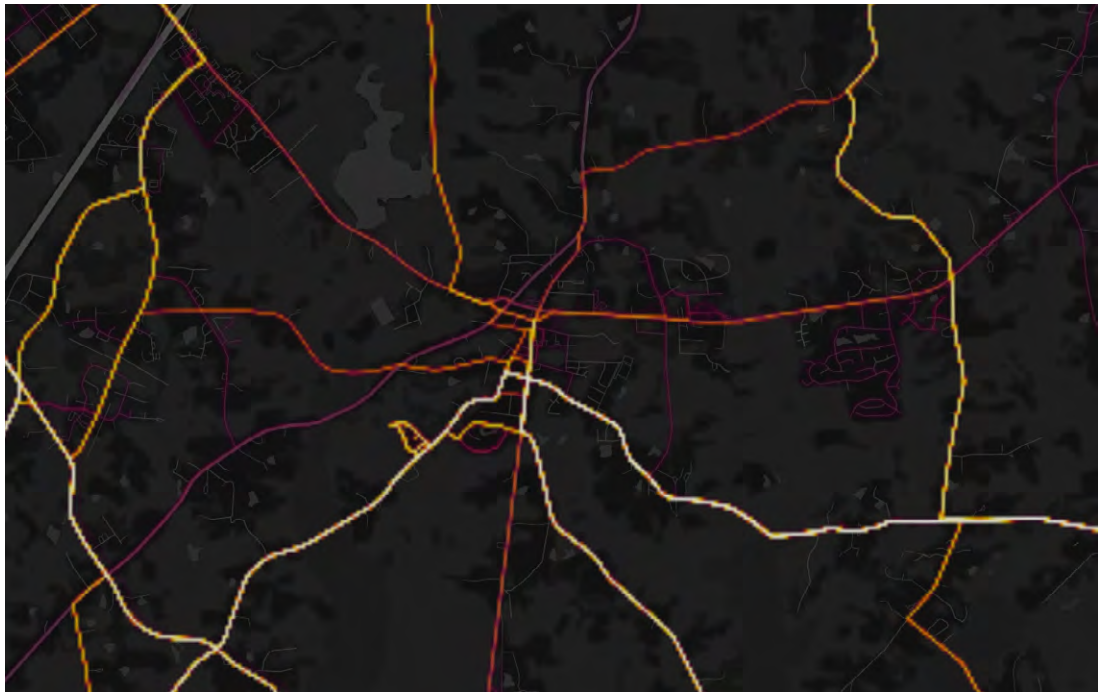
om-



mended actions as they become finalized. See “Retail Strategies Market Guide” on page 95 and “Retail Strategies Map” on page 96.

PROXIMITY TO HIGHWAYS & EMPLOYMENT CENTERS

Creedmoor is well positioned at the crossroads of NC State Highway 56 (east – west), NC State Highway 50 (north – south), U.S. Highway 15 (north – southwest), and within 10 minutes of Interstate 85 (northeast – southwest). This provides residents, potential residents, and visitors many options for commuting and visiting the City. Creedmoor’s location also guarantees ample highway connections for any large, future commercial or industrial developments that may choose to locate in the City.



This Strava heat map (taken 2021) shows cycling activity, with more active routes are shown in the “hot” white color.

CHALLENGES

Economic development challenges in Creedmoor are largely a result of the City's unique geographic location as well as challenges related to the population size of the city and neighboring competitive locations. As noted in the 2016 Strategic 10-Year Plan, the City has many assets but also some significant challenges. Some challenges, like a regionally under-appreciated small town charm or a lack of diversity of housing can be overcome pretty quickly. Other challenges, like a lack in retail and service offerings will correct themselves as population grows. Other challenges, like the gravity of Butner's industrial park and commercial highway corridor will always be competitors.

TOPOGRAPHY & SOIL


According to data collected by the USDA Natural Resources Conservation Service, the land in the City of Creedmoor and its extraterritorial jurisdiction (ETJ) is in a Triassic basin (See "Map 3. Central North Carolina Expansive Soils" on page 7). This soil consists mostly of coarse sandy loam, which ranges from moderately well drained to poorly drained. The very slow permeability of this soil type makes it difficult for the establishment of functioning wells and septic systems. The soil has a high shrink-swell potential, which also poses constraints for development. This challenge stresses the need for Creedmoor to participate in a solution to extend and rehabilitate the water and sewer infrastructure in the City and ETJ.

Developments can overcome this challenge when they are connected to water and sewer lines and don't rely on well and septic. Although functional wells and septic fields are still established in the ETJ, they usually only have the capacity to support one single family home on a larger tract of land, usually in an agricultural area.

FALLS RULES

This City sits on a ridge and is drained by Ledge Creek to the west and Robertson Creek to the east. These creeks are important tributaries of the Neuse River and flow south, draining directly into Falls Lake. The City of Creedmoor and its ETJ is located within the Falls Lake Watershed – a designated watershed protection area. Lake Rogers, a designated emergency drinking water source, is located at the northwest periphery of the City limits and is a critical watershed protection area. These watershed protection regulations require the mitigation of new stormwater runoff, which can add costs to development.

The Falls Rules went into effect in January 2011 and are designed to reduce excess nutrient impacts, specifically of nitrogen and phosphorous, to reduce algal growth and other related water quality problems. The Falls Rules require all local governments in the watershed, including Creedmoor, to adhere to new development permitting requirements since June of 2012. These rules require new developments in the City of Creedmoor and its ETJ to mitigate any



new stormwater runoff and the nutrients in that stormwater. Developments often have to construct stormwater control measures (SCMs) to be in compliance with the Falls Rules, which raises the cost of development in Creedmoor. These additional costs can be partially controlled by using land that has existing impervious surfaces. Impervious surfaces that existed prior to the Falls Rules, are grandfathered in, and don't need to adhere to the new regulations. Buildings, parking lots, and other impervious surfaces on land that replace existing ones do not have to account for stormwater runoff from the existing impervious surface area, only for new impervious surfaces created. This decreases the amount of "new" stormwater that must be accounted for in the Falls Rules, and depending on the scenario, the developer could avoid having to spend additional funds on a SCM.

INFRASTRUCTURE LIMITATIONS

Potable water and adequate sewer capacity are primary issues of concern for the City. Since the utility merger of 2015 when the City of Creedmoor and South Granville Water and Sewer Authority (SGWASA) entered into the Asset Purchase Agreement both have been questioned considerably.

SGWASA is currently in the process of evaluating system capacity and the status of sewer infrastructure. However, it is known that a bottleneck in the sewer system at the Joe Peed pump station is one factor preventing the approval of new sewer taps for any new development larger than a single family home.

This needs to be addressed in order to help maintain system function and efficiencies.

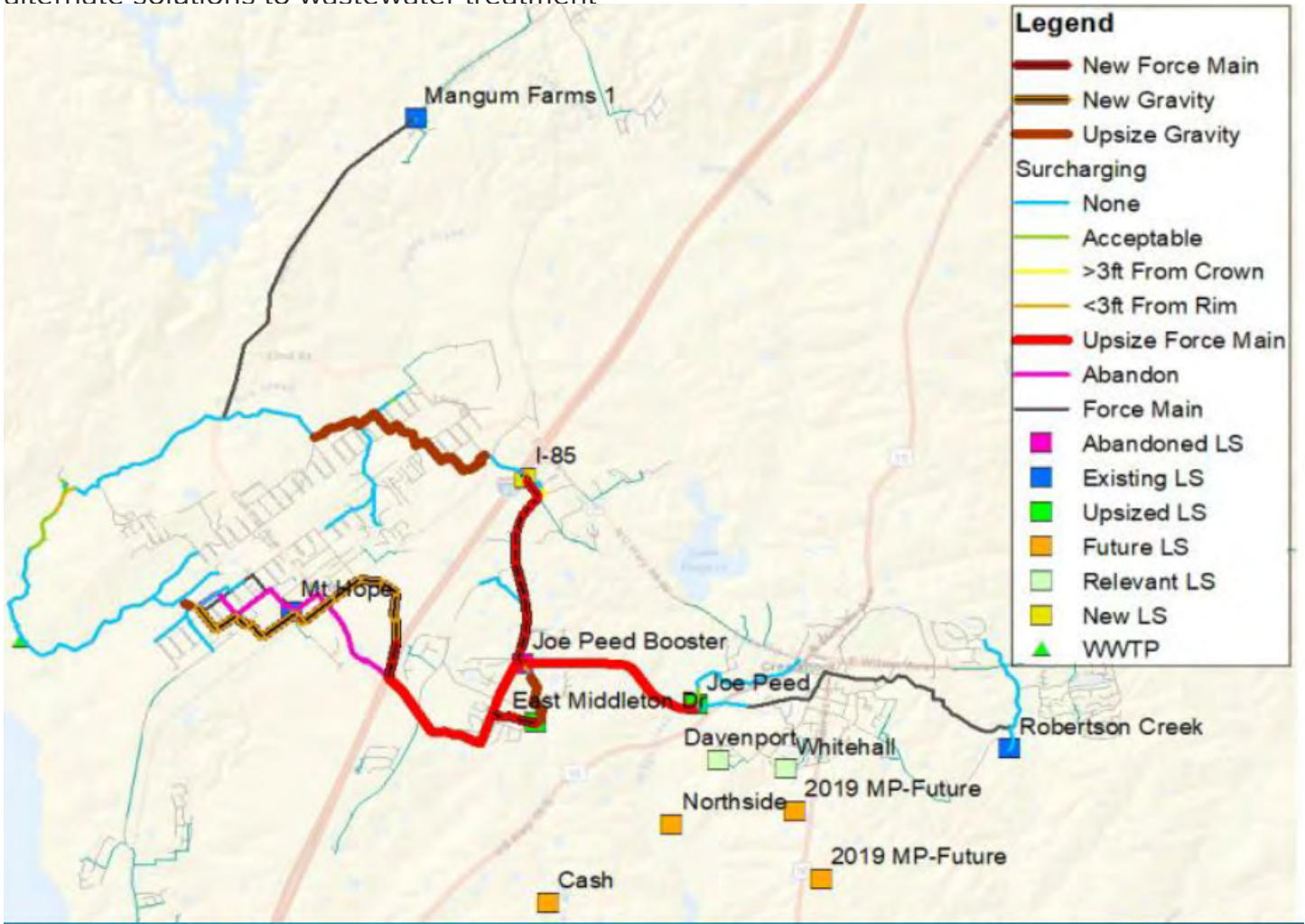
Previous studies have shown the sewer system for Creedmoor is near the top of its operating capacity. Currently, SGWASA is allowing the use of existing sewer taps, but is hesitant to issue new ones that would increase the wastewater added to the system. Applications for new sewer connections are being accepted and reviewed on a case-by-case basis.

The Amberleaf subdivision (95 homes) and the Brames Crossing subdivision (185 homes) were the last residential developments approved for SGWASA sewer allocations that used the bulk of the remaining capacity in the system. This has severely limited development in the City, since there is little capacity and no available sewer allocations for large developments. One workaround to this problem is to identify and develop parcels that have existing sewer taps in place. This will allow small scale, infill development to take place, while the City collaborates with SGWASA to fix the larger infrastructure issue. If and when South Granville Water and Sewer Authority (SGWASA) is available to add sewer capacity, it will definitely free up the town to accommodate more development.

SGWASA Planned Upgrades

South Granville Water and Sewer Authority (SGWASA) have recently released information indicating they are planning and/or upgrading their waste water treatment plant and

planning to extend sewer lines beyond I-85 from the Joe Peed pump station. Although these upgrades could take anywhere from 3 to 5 years between approvals, funding, and completion, they still alleviate the need to find alternate solutions to wastewater treatment



SGWASA's current plans for sewer facility upgrades along the I-85 corridor and in and near Creedmoor, Source: SGWASA, circa February 2022.

RECOMMENDATIONS

ED1: Work with SGWASA and/or other municipalities and government agencies (Butner, Stem, Granville County) to increase sewer capacity and upgrade/consolidate sewer infrastructure (e.g. – pump station on Joe Peed Rd).

ED2: Look for opportunities to expand and enhance internet access in Creedmoor.

ED2.1: Coordinate with the state and service providers in efforts to expand high speed broadband internet downtown and to targeted employment centers.

ED2.2: Work with utility providers to extend high speed connectivity through new and existing residential areas.

ED2.3: When the City engages in major public works projects, consideration should be given to installing conduit and other infrastructure to accommodate high speed internet so that any future expansions of that infrastructure can be connected easily and maximize public access opportunities.

ED2.4: Coordinate with NC Department of Information Technology (NCDIT) to plan for and hopefully implement high speed internet access in the City.

ED3: Identify targeted economic development locations (up to 3) and the targeted industries for each location (downtown – retail, upper story residential, etc.; industrial park – logistics/packaging, light manufacturing/assembly, etc.)

ED3.1: Start an incubator program in a highly-visible location. A location at 109 Park Avenue is currently under consideration.

ED3.2: Continue working with an economic development consultant (City currently

working with Retail Strategies) to identify potential target industries based on local competitive assets and advantages (not based on desires or whims). Understanding that relative competitiveness may be less than Butner’s industrial park.

ED4: Capitalize on previous investments in recreational facility upgrades by increasing and advertising new activities and programs.

ED5: Support existing small business owners, business associations, and local entrepreneurs looking to open brick-and-mortar retail or service businesses through a variety of means.

ED5.1: Continue investing in and distributing grants for façade improvement.

ED5.2: Consider creating a public art or mural program to increase cultural tourism.

ED5.3: Survey small business owners to assess needs and issues that the City can help address and encourage a pooling of resources and contacts. Include business owners who have closed shop or relocated outside of Creedmoor.

ED5.4: Create and advertise an inventory of the local businesses in the City. This could be as simple as making sure that GoogleMaps and other online search engines are up-to-date.

ED6: Promote creative approaches to construction and building use, reuse, and redevelopment given structural soil limitations.

ED7: Incorporate relevant strategies from the economic development plan. See “Retail Strategies Market Guide” on page 95 and “Retail Strategies Map” on page 96.



CREEDMOOR, NORTH CAROLINA

Market Guide



City Contact Information



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Focus Properties

Retail Strategies has a catalogue of retail commercial real estate properties in this market.



For more information, please contact the Portfolio Director and/or Retail Development Director listed on the front of this guide.

Demographics (15 Minute Drive Time)



Population
28,612



Average Age
40.0



Household Income (Median)
\$64,493



Household Income (Average)
\$80,680



Number of Households
10,702

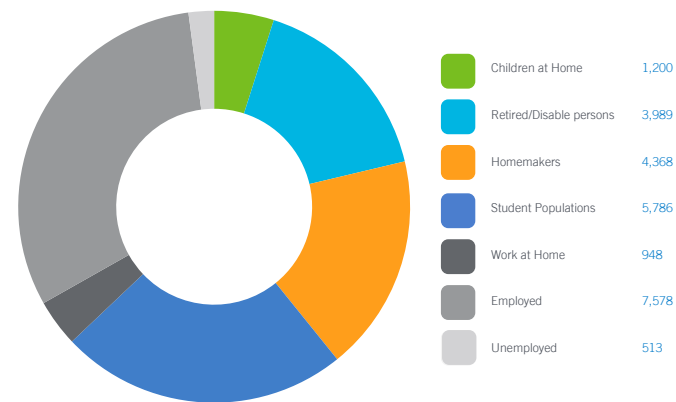
Peer Analysis

The Peer Analysis, built by Retail Strategies along with our analytics partner (Tetrad), identifies analogue retail nodes within a similar demographic and retail makeup. The Peer Analysis is derived from a 5 or 10 minute drive time from major comparable retail corridors throughout the country. The variables used are population, income, daytime population, market supply and gross leasable area. The following are retail areas that most resemble this core city:

Peer Trade Areas

- Goodlettsville, TN 1514 Highway 31 W
- Cross Plains, TN 8777 Hwy 25 E
- Portland, TN 9056 Highway 52
- Stanley, NC 1299 S Highway 16
- Pawleys Island, SC 12905 Ocean Highway
- Fuquay Varina, NC 12285 Nc 42
- Hillsborough, NC 662 N Churton St

Daytime Population **24,382** (15 Minute Drive Time)



Focus Categories

The top categories for focused growth in the municipality are pulled from a combination of leakage reports, peer analysis, retail trends and real estate intuition. Although these are the top categories, Retail Strategies' efforts are inclusive beyond the defined list. *Let us know how we can help you find a site!*



Restaurants



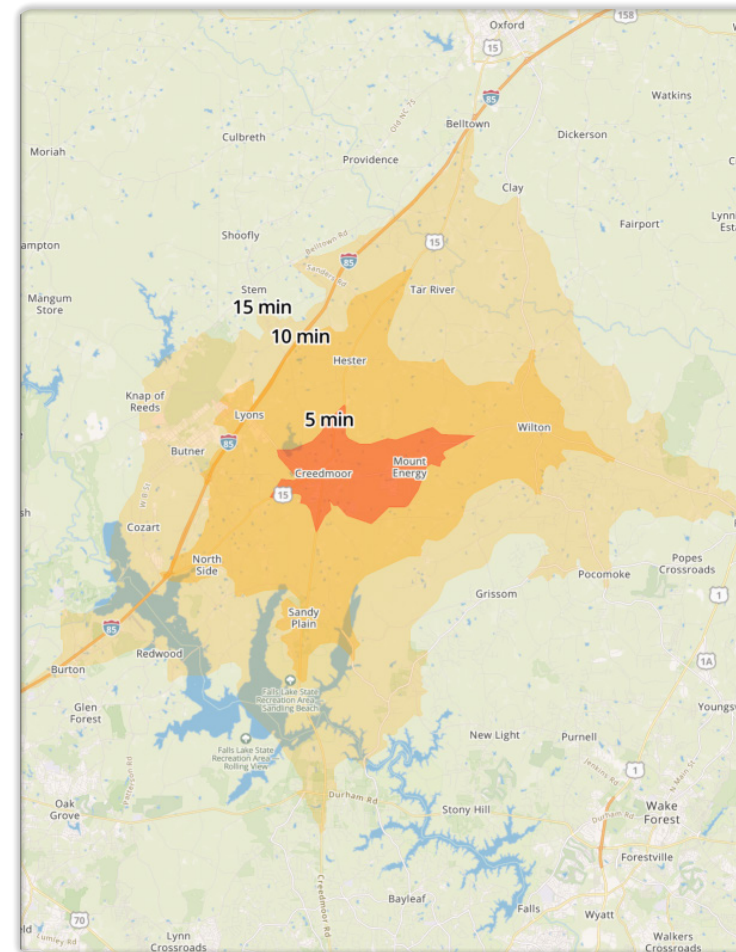
Clothing



General Merchandise



Grocery



DEMOGRAPHIC PROFILE	3 Mile Radius	5 Mile Radius	10 Mile Radius
2021 Estimated Population	6,981	14,969	60,646
Daytime Population	5,089	13,050	44,191
Median HH Income	\$69,552	\$66,684	\$73,901
Number of Households	2,715	5,605	20,259

	5 Minute DT	10 Minute DT	15 Minute DT
2021 Estimated Population	4,793	12,228	28,612
Daytime Population	3,479	10,638	24,382
Median HH Income	\$69,491	\$69,033	\$64,493
Number of Households	1,832	4,622	10,702

*Source: STI PopStats

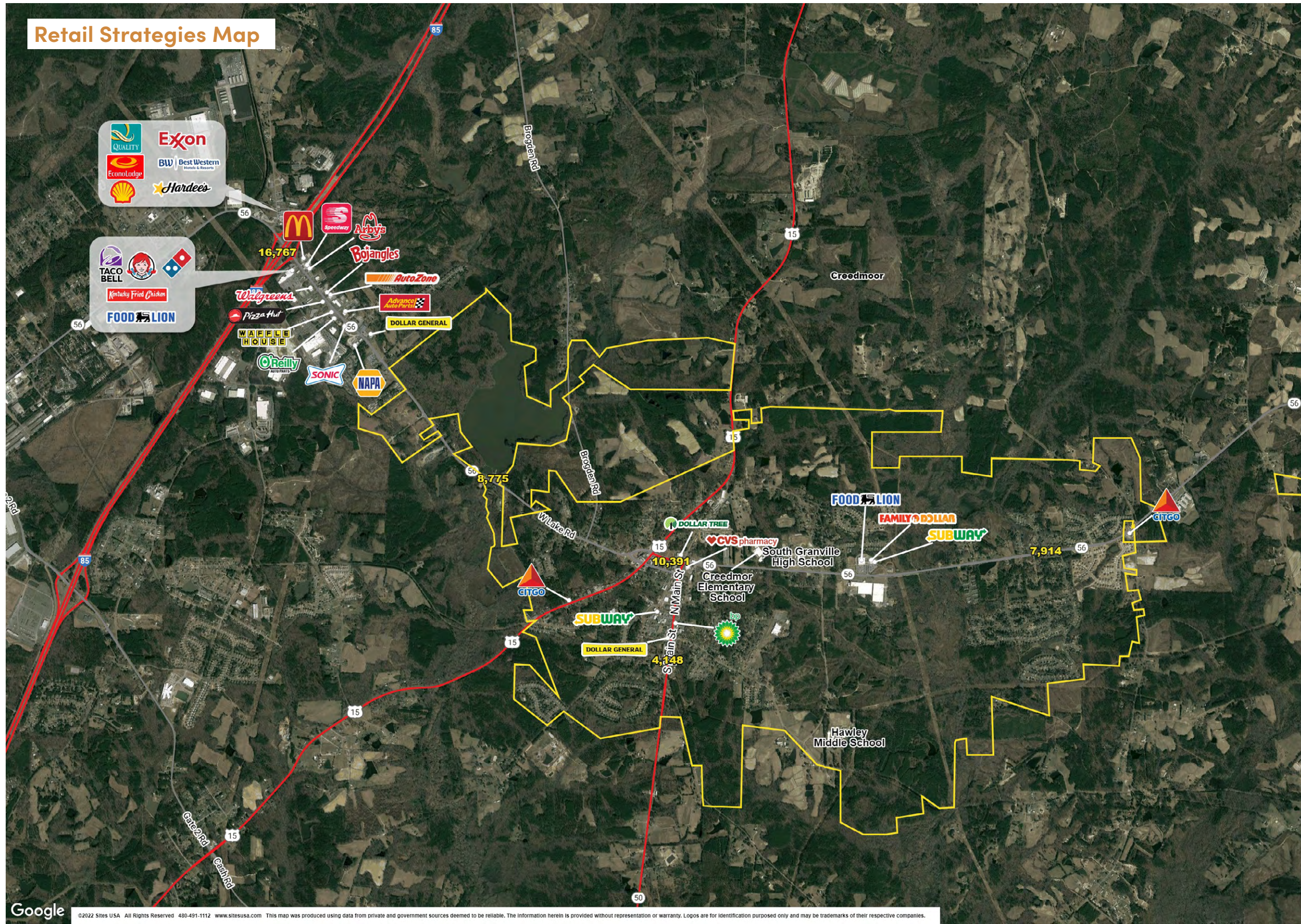


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Retail Strategies Map



CREEDMOOR, NORTH CAROLINA

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8

DOWNTOWN

The Main Street downtown area of Creedmoor is historically the central business district of the City. The Downtown runs north-south along NC Hwy 50 (Main Street), from Legion Street to Wilton Avenue (NC Hwy 56). Some commercial uses extend even beyond this district towards Lake Road and Wilton Avenue, but differ in character from the rest of the downtown area. In addition to commercial uses on Hwy 56, this area contains the vast majority of the commercial goods and services offered within the City. The downtown includes civic amenities and entertainment opportunities that enrich the downtown atmosphere.

In previous planning efforts, the downtown received focused study due to its significance to the City. In this plan update, citizens continued to identify downtown as a major placemaking feature and asset to the City. In this chapter, analysis and recommendations for Creedmoor’s historic downtown are solidified so that all stakeholders are coordinated in their efforts.

EXISTING CONDITIONS

BUSINESS ACTIVITY & EVENTS

Small businesses are the heart of the downtown; they draw people from different age groups and socioeconomic backgrounds. Currently, businesses struggle in downtown without enough pedestrian activity and many have failed to sustain themselves overtime. In 1999, the Board of Commissioners invested in the revitalization and built City Hall. The public sector serves as the central role in redevelopment of downtown but downtown revitalization will not succeed without buy-in from the private sector.

Events such as the Creedmoor Music Festival, Main Street Trick or Treating, and the annual Christmas Parade and Tree Lighting ceremony attract residents and visitors to the Downtown. Events like this are a key component in creating an identity for Downtown and help attract new people to the area who may return outside of event days.

INFRASTRUCTURE & TRANSPORTATION

Downtown Creedmoor streets include two-way traffic with crosswalks and pedestrian amenities. Public on-street parking is available on both sides of the street. Additional off-street parking lots are available along Main Street.

The City has taken the initiative in the past to enhance the down street scape through pedestrian and right-of-way improvements. Coupled with the Facade Improvement



Creedmoor Music Festival. Source: City of Creedmoor

Program, this communicates to residents, business owners, and visitors that the downtown is a priority.

PUBLIC SPACE

Public gathering spaces are where people congregate and chance encounters take place. These places facilitate bonding and create atmosphere of conviviality for Downtown. There should be at least one large public gathering space and several smaller gathering spaces in the Downtown.

DEVELOPMENT PLAN FOR DOWNTOWN CORE & DOWNTOWN SUPPORT

The Main Street Core is characterized as the Downtown Core on the Future Land Use Map. The Downtown Core extends to the intersection of NC 50 and NC 56. The Downtown Core is characterized as a prime development area due to the presence of

two destination centers. Vertical mixed-use should be encouraged along Main Street in the Downtown Core area.

In the Downtown Support area along Wilton Ave, the extension of N. Mack Street should be encouraged to provide connections between W. Lake Rd and Wilton Ave and access to centrally located parcels. The Mack Street extended sites are targeted for development as mixed-use centers, incorporating residential, recreational, cultural, and retail uses. Parking for these sites shall be in the

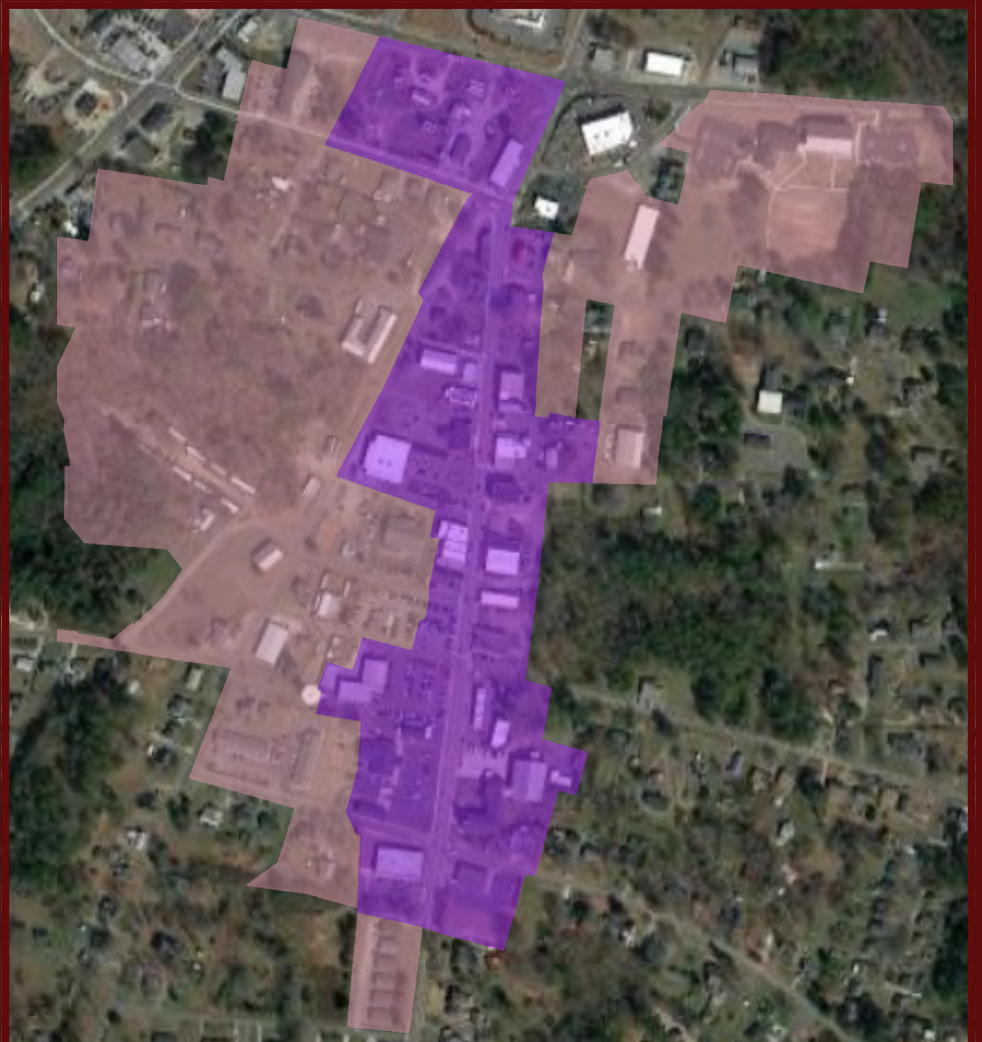
rear. Buildings should be small-scale, with sidewalks and pedestrian scaled lighting to enhance the pedestrian experience.

DEVELOPMENT STRATEGIES FOR THE DOWNTOWN CORE

Coordinated public realm investments by the City should lead downtown redevelopment efforts. This approach communicates to the private sector that the downtown is cared for by professionally trained staff with

Downtown Creedmoor: Present and Future

As areas seek rezonings into the Main Street and Main Street Periphery zoning districts, they will need to ensure that any development matches the character and development standards, and that new uses contribute to the activity of the downtown.



knowledge of economic development, public works, parks and recreation, planning, and public policy. The City should continue to build partnerships to facilitate downtown redevelopment.

However, there are some disadvantages of this approach. An elected mayor and city council may seek to balance the city's budget and these line items can be effected by this. Additionally, civic leaders may be pressured into distributing redevelopment funding outside of the traditional central business district.

Another approach is the Business Improvement District (BID) which relies on the willingness of property owners in the downtown to impose self-assessment on themselves and raise funds for improvement projects. Revenue from BIDs can also be used to fund the operations of the Community Development Corporation (CDC). A CDC is a 501(c)(3) organization, separate from a local government, that often partners with local governments to revitalize struggling parts of the community. BIDs complement but do not supplant, public expenditures in the downtown. The CDC would work to stimulate economic development, improve the appearance and create a positive image of downtown as a desirable place to work, live, visit, shop, and invest. The organization could oversee the planting of flowers in downtown planters, organize litter sweep and cleanup events, manage a unified farmers market, provides mini-grants (about \$200-\$500 per business)

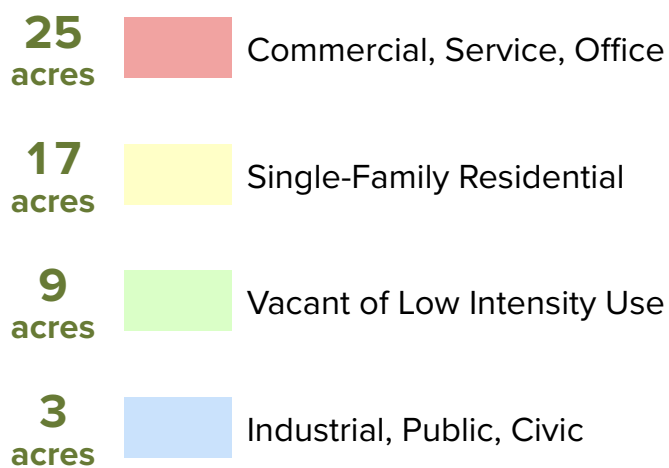
for events and participate in the facade improvement program for building upgrades.

Regardless of the organizational structure, the most successful downtown redevelopment strategies involve private/public partnerships led by the private sector and supported by the public sector.

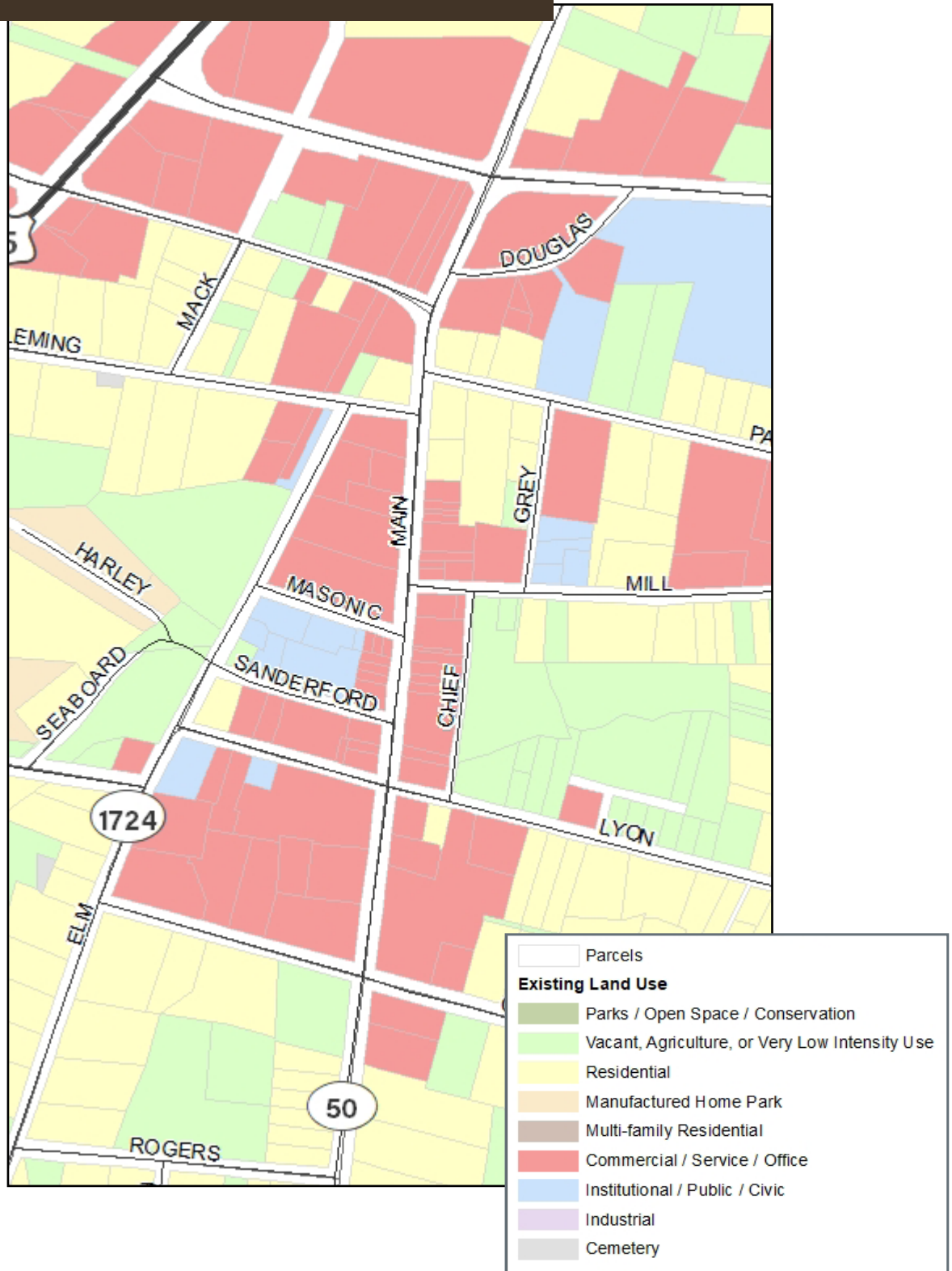
EXISTING LAND USE

Downtown consists of a blend of single-family detached homes and non-residential uses. Non-residential uses includes small-scale retail, personal services, restaurants, and religious facilities. Most of these uses are pulled up to the street but there are instances where parking is located in the front of the building.

The graphic below shows the acreage for existing land uses in the Downtown Core and Downtown Support Character Areas. Nearly 20% of the City's commercial uses lie within the City's Central Business District.



MAP 14. EXISTING LAND USE MIX IN DOWNTOWN



ANALYSIS

PROCESS

The process of analyzing the Downtown followed the same trajectory as the Comprehensive Plan development process. The project team analyzed the area using mapping and listened to local residents and business owners through survey questions stakeholder interviews, and site visits.

The survey included questions asking what the overall top priorities are for Downtown Creedmoor and the top priorities for streets, parks, parking, public spaces, and sidewalks for Downtown Creedmoor.

Respondents favored improvements to the downtown area as well as supporting existing businesses. Overall, it seems the public supports intensification of both residential and nonresidential uses in the downtown. Enhancing pedestrian amenities and creating social gathering spaces are also important and will help move the reputation and activity of the downtown to the next level. Along with bringing rooftops to the City, investing in the downtown will communicate a commitment to lasting value in the community.

ISSUES & OPPORTUNITIES

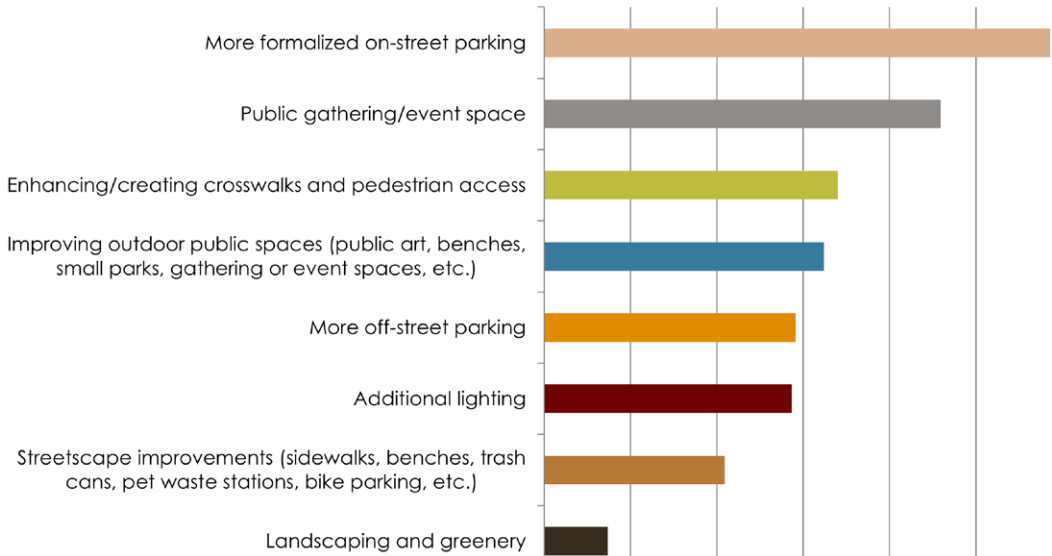
Throughout the analysis and interview process, the project team identified a number of issues to address in the downtown. These included sidewalk conditions, gaps in storefronts, missing pedestrian scaled lighting, lack of landscaping and street furniture, lack of public spaces, and missing public restrooms.

This City should continue to focus on existing development plans to expand the Main Street core pedestrian area while also focusing on areas of opportunity within the Downtown Core and Downtown Support future land use character areas. Connecting surrounding residential neighborhoods through safe, convenient pedestrian facilities will also help bolster the connection to downtown.



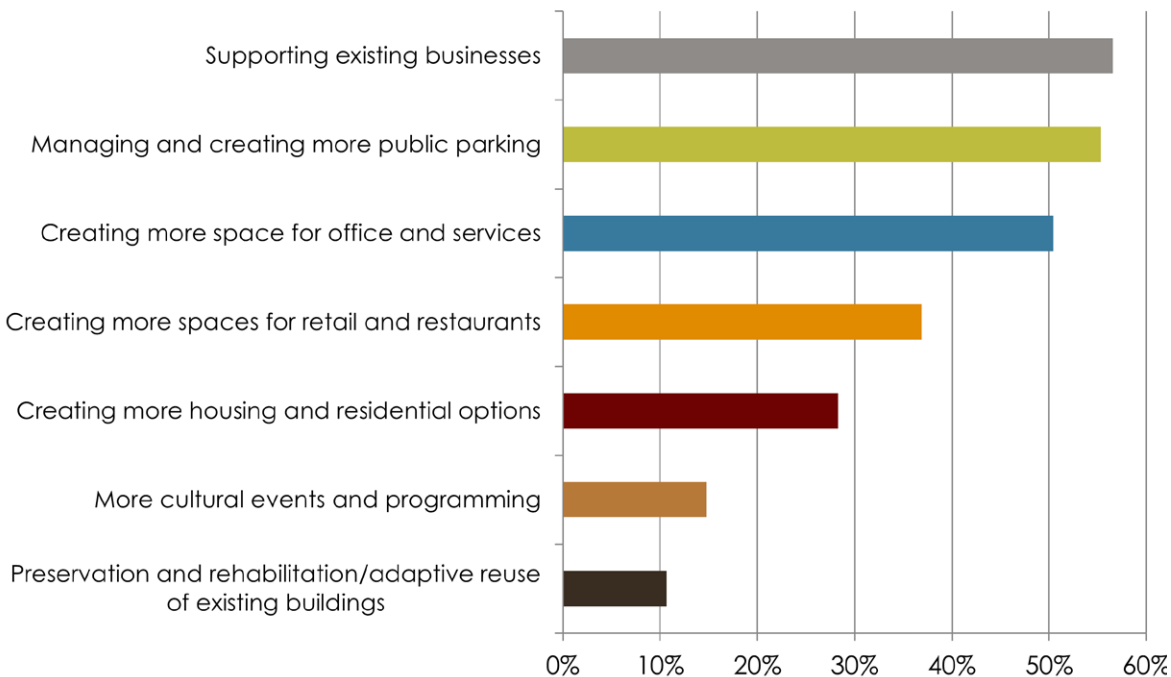
Main Street businesses. Source: City of Creedmoor

Top Priorities for Streets, Parks, Parking, Public Spaces, and Sidewalks in Downtown



More formalized on-street parking, public gathering/event space, and enhancing/creating crosswalks and pedestrian access were the top priorities for streets, parks, parking, public spaces, and sidewalks Downtown Creedmoor.

Top Priorities for Downtown



Supporting existing businesses, managing and creating more public parking, and creating more space for offices and services were the top priorities for Downtown Creedmoor.

ISSUES

Utility Poles



Lack of pedestrian scaled lighting



Gaps in sidewalks & storefronts



Lack of landscaping & street furniture



OPPORTUNITIES

On-Street Parking Improvements



New Events



Redevelopment Opportunities



New Businesses



RECOMMENDATIONS

DT1: Continue to support the small-town downtown character while also improving the experience.

DT1.1: Build a public gathering space downtown for events, festivals, and programming; (preferably on Main Street although the old depot property could be an option).

DT1.1.a: Consider locations for truck and cart vendors, picnic seating, flexible open space, and public restrooms during site selection.

DT1.2: Prioritize investment in a consistent streetscape character for Main Street an associated side and cross streets in downtown.

DT1.2.a: Include improvements to gateways into downtown proper.

DT1.2.b: Consider relocating utilities to the back side of buildings in order to improve sidewalk conditions and facade appearance.

DT2: Fill in the gaps in the building frontage and incentivize revitalization in downtown.

DT2.1: Create and enforce outdoor storage standards in downtown.

DT2.2: Revise zoning standards to discourage Main Street ground floor uses that don't engage the general public on a daily/business hours basis (i.e. – drive-thrus, churches, schools, by-appointment offices, etc.).

DT2.3: Require a minimum build-to line, to ensure a consistent building frontage on the street. Minimize parking and other standards that might discourage redevelopment and infill.

DT2.4: Incentivize new construction, modernization, or adaptive reuse of buildings or structures by subsidizing building inspection fees.

CASE STUDY: DOWNTOWN INCENTIVE PROGRAMS

Farmville, NC

Farmville, NC is a town located just west of Greenville, NC whose downtown has occurred through both the will of private property owners and incentive programs offered through the town. The Town offers facade improvement, vacant building, and targeted business grants to incentivize growth throughout the town. The grants can be combined; these grants have enabled new businesses such as Pharmville Drug and Bonnie's Cafe to open in downtown.



DT3: Continue to reinforce downtown as the cultural and social hub of the City.

DT3.1: Foster collaboration and communication between the business and property owners in downtown.

DT3.1.a: Draft a shared parking agreement for use by the property owners in and around downtown. Collaborate with business owners and employee representatives to design an effective parking strategy.

DT3.1.b: Advertise the locations and public availability hours of parking areas by creating a parking map and posting clear signage.

DT3.2: Utilize branding efforts and wayfinding to create cohesive signage for destinations and amenities.

DT3.2.a: Take advantage of social media by expanding the presence of downtown Creedmoor and consider use of a specific hashtag for posts and events.

DT4: Prioritize accessibility through coordinated ADA upgrades to public and private spaces where feasible.

DT4.1: When property or business owners are making storefront improvements, encourage upgrades to entry ways to allow for ease of access for mobility aid.

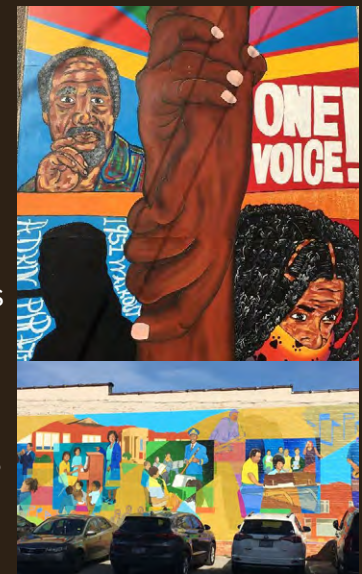
DT4.2: Encourage front door ADA access for new construction except where elevation change between first floor and sidewalk are too great.

DT4.3: When streetscape or roadway improvements are planned, include upgrades or inclusion of ADA curb ramps, and clearance for mobility aids.

CASE STUDY: CREATIVE PLACEMAKING PROGRAMS IN KINSTON, NC

Kinston, the seat of Lenoir County in Eastern North Carolina, has been making strides in the revitalization of their downtown. One of the recent efforts towards this goal is the Downtown Kinston Mural Program. Funded by a grant from the National Endowment for the Arts' Our Town (a creative placemaking grant program), \$100,000 went to the commission of seven original murals. Over 20 meetings and 9 artist presentations took place between Fall 2019 and Spring 2021 in order to identify walls, form a selection committee from citizen volunteers, select artists, identify themes, and engage with the community. The funding for the program went to the artists for the design, installation, and community events. Property owners participated for free with no input on the design, as these were not commissioned murals for the owners. However, they did have the right to refuse the mural once the concept was presented. The City and owners are responsible to maintain the murals for the next 5 years.

Source: Downtown Kinston Mural Program, www.kinstonnc.gov/574/Mural-Program; Our Town Grant Program, www.arts.gov/grants/our-town



Top: "One Voice," part of the Adkin School Walkout Mural, by Maximillian Mazingo and Jamil Burton (2020). Bottom: "Kinston Music Educators," by Jared Bader (2020). Source: City of Kinston website

INFILL OPTIONS



- 1 The old train depot could be resurrected as a public gathering or event space.



Source: All Things Bellevue

- 2 The addition of a pocket park would offer an outdoor space where people to gather, relax, and enjoy the outdoors.



Source: Springfield News-Sun

- 3 Public parking can help support a vibrant, walkable environment.
- 4 Infill development should be compatible and sensitive to the historic context of existing structures.
- 5 Multi-family development should be compatible.



Urban multifamily development.





9

PARKS & RECREATION

Cultural, civic, and social events, and passive and active recreation are integral components of the quality of life that Creedmoor residents prize. The Parks and Recreation Department provides many of these services, along with private recreation providers of local and regional scales.

The City of Creedmoor is past the early developmental stages of providing parks, recreation opportunities and preserving quality open space. It has made significant strides to expand its land conservation and open space efforts. Officially adopted on June 9, 2014 the City's Parks and Recreation Master Plan has been a road map to the present. City leaders have responded to citizens wishes and have provided many more recreational choices and have significantly improved the available facilities. Staff has been creative to identify the types of recreation programs and facilities needed to serve the residents of Creedmoor.

OVERVIEW

Creedmoor's focus on play has grown, especially in the last few years. Creedmoor created its official Parks and Recreation Department in July of 2012, and since then has created a Parks and Recreation Committee made up of members of the Creedmoor community. In addition to building and completing a new park, the City adopted its first Parks and Recreation Master Plan (2014), which serves as a long-range guide for recreation for the next 15 years. This Master Plan, along with being designated as a Playful City, makes Creedmoor eligible for a variety of play-focused grants, which will continue to help Creedmoor fulfill its commitment to play.

The Parks and Recreation Department has also been improving facilities, as well as ordering new games and equipment. The Lake Rogers Park Boat dock was replaced with an aluminum dock that has slips for better storage of the pedal boats, and the entire fleet of boats was replaced. Harris Park is also open to the public now. Staff has also purchased new ping pong tables, cornhole boards, ladder golf games, and board games for the Creedmoor Community Center. This will provide more activities for users renting the gym for activities and parties.

SIGNATURE FACILITIES

CREEDMOOR GYM, COMMUNITY CENTER, & SENIOR CENTER

The South Granville Senior Center is conveniently located at 114 Douglas Drive, in the center of the southern part of the county. The Center provides easy access from the residential neighborhoods throughout southern Granville County. The Center offers a wide variety of programs, facilities, and services. It also serves visitors in the age 60+ population, enriching the lives of our senior adults.

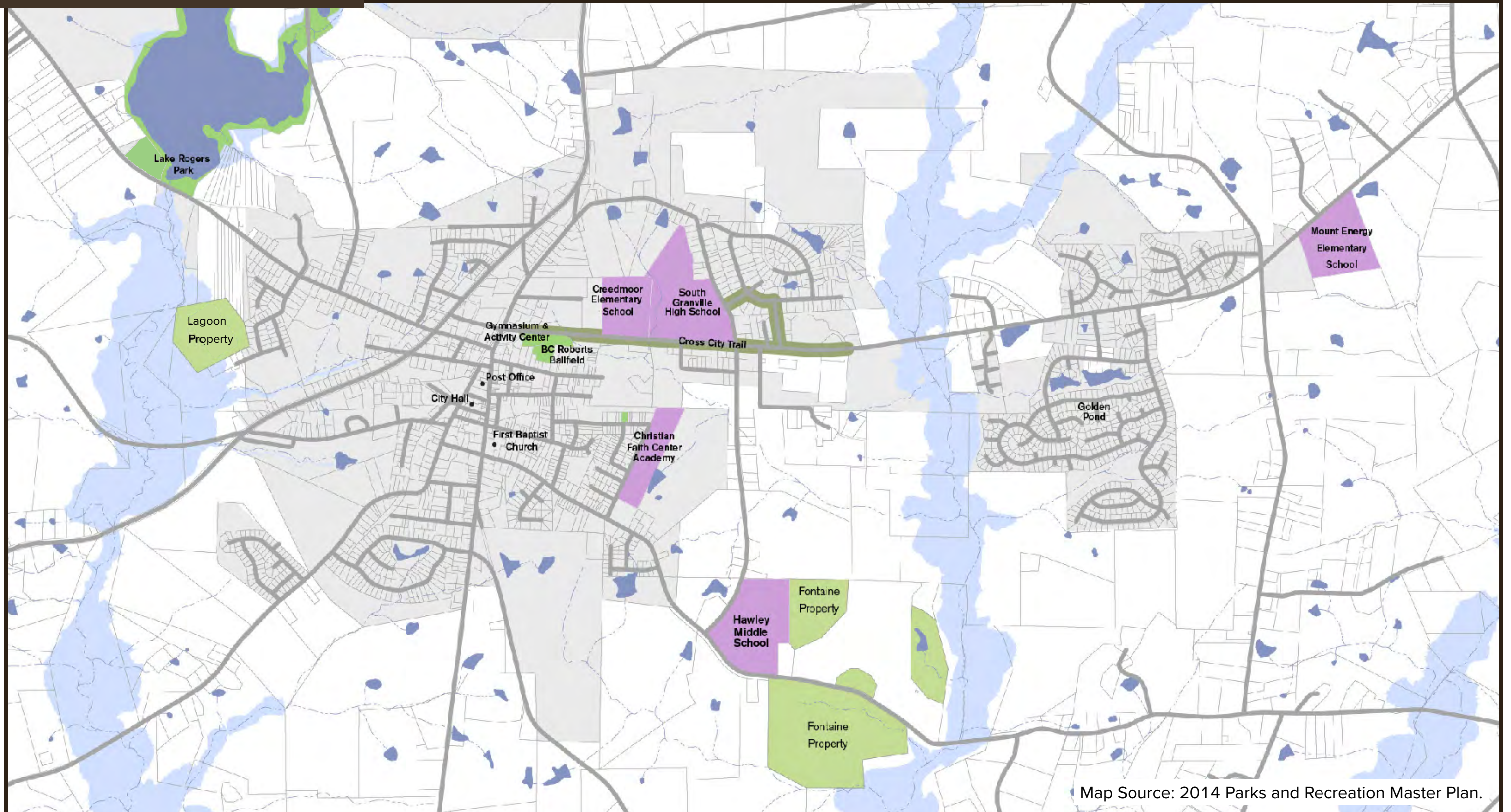
GREENWAYS

Greenways are areas of open space, usually linear in nature. The purpose of a greenways system is to link people to the area's natural, recreational, cultural, and commercial resources and to provide pedestrian connections between residential neighborhoods. In essence, a greenway becomes a linear park.

The City of Creedmoor's greenway system has four major functions:

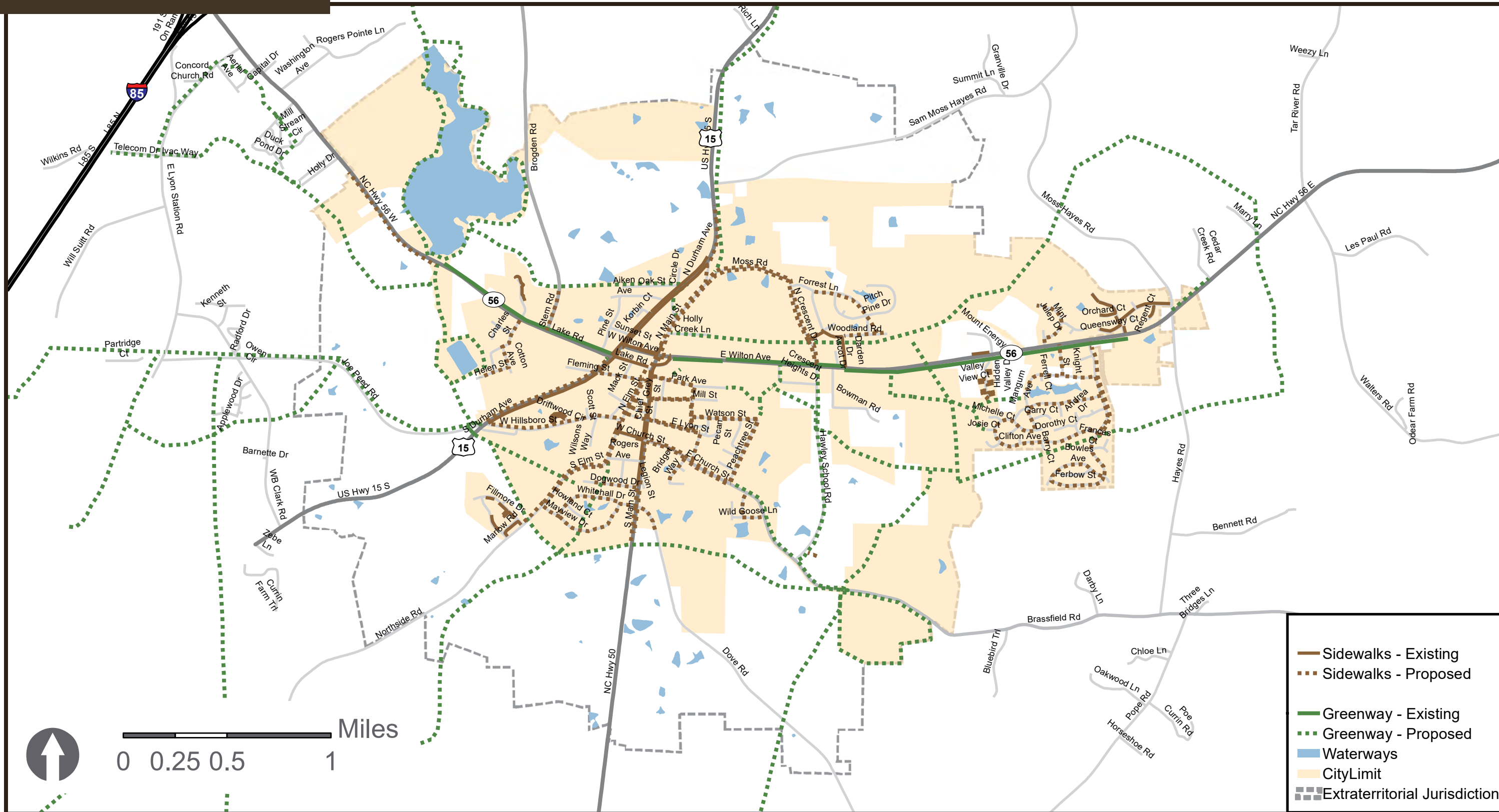
- ◆ Provide educational opportunities;
- ◆ Protect important and/or environmentally sensitive resources;
- ◆ Provide an alternative transportation system in a low-stress landscape; and
- ◆ Provide economic benefit.

MAP 15. PARK FACILITIES



Map Source: 2014 Parks and Recreation Master Plan.

MAP 16. PROPOSED GREENWAYS



The City of Creedmoor has a vision for an active and walkable community where bicycling and walking is safe, healthy, fun and a part of normal daily activities. In 2011, the City established a Planning Committee, whose purpose it was to develop a Bike / Pedestrian / Greenway Plan that make all neighborhoods, parks, shopping areas, schools, and its vibrant downtown area safely accessible by foot or by bicycle. The Pedestrian and Greenways Plan includes a system of sidewalks and greenways that allows our residents and visitors to walk safely from place to place without having to be dependent upon a motorized vehicle.

CROSS CITY TRAIL

The Cross City Trail is a paved, separated pedestrian/cycling trail along Highway 56 that runs the entire length of the City. It connects South Granville High, Creedmoor Elementary, the community center, several neighborhoods, Lake Rogers, and has several, dedicated crosswalk facilities. The recently completed boardwalk provides scenic lighting and comes right next to a very old oak tree that is a signature feature.

B.C. ROBERTS FIELD

Named after Battle Caviness Roberts who coached for the South Granville Athletic Association well into the years before his death in 1982. The field is located off Highway 56 at 108 Wilton Avenue beside the City's Community Center. Although currently not suitable for anything other than informal recreation, the City is working on plans to update the field and the neighboring areas around the Community Center.

LAKE ROGERS

A shallow lake covering 175 acres and located at 1711 Lake Road (Hwy 56) just northwest of the City of Creedmoor, Lake Rogers has four sheltered picnic areas with additional picnic tables scattered throughout the park, a playground area, concession stand with boat rentals and light snacks, and public restrooms. There are nature trails and scenic views also.

For those who enjoy fishing, Lake Rogers has a boat launch and pier fishing. The major game fish is crappie. Bass fishing is fair-to-good with best results during the spring and early summer months. Several bass in excess of 10 pounds have been taken from the lake throughout the years. Bream fishing is best around the pier during the spawning season. Bowfins (grindle) are caught on occasion and provide anglers with excellent sport.

OPPORTUNITIES

OLD LAGOON PROPERTY

The City’s old wastewater lagoon was abandoned long ago and capped. The soils are not suitable for load-bearing uses, but it still has potential as nature- or passive-oriented recreation. Some concepts have involved disc golf, nature trails, dog park, BMX pump track, and other low-impact outdoor recreation. Other concepts were also outlined in the City’s last strategic plan.

CONSERVATION OF NATURAL AREAS

The preservation of open space has risen in priority over the past decades and will continue to be both logical and necessary components of future land use planning. Logically, preserving open and natural spaces protects sensitive ecosystems and regional watershed environments from the impacts of development. The necessity is the City of Creedmoor’s Development Ordinance implementation of state regulations. These regulations are intended to guide development to avoid natural and ephemeral streams, jurisdictional wetlands, riparian buffers, floodways, and requires structures to be elevated in the floodway fringe or floodplain. In Creedmoor the conservation of open space is often accomplished by the U.S. Army Corps

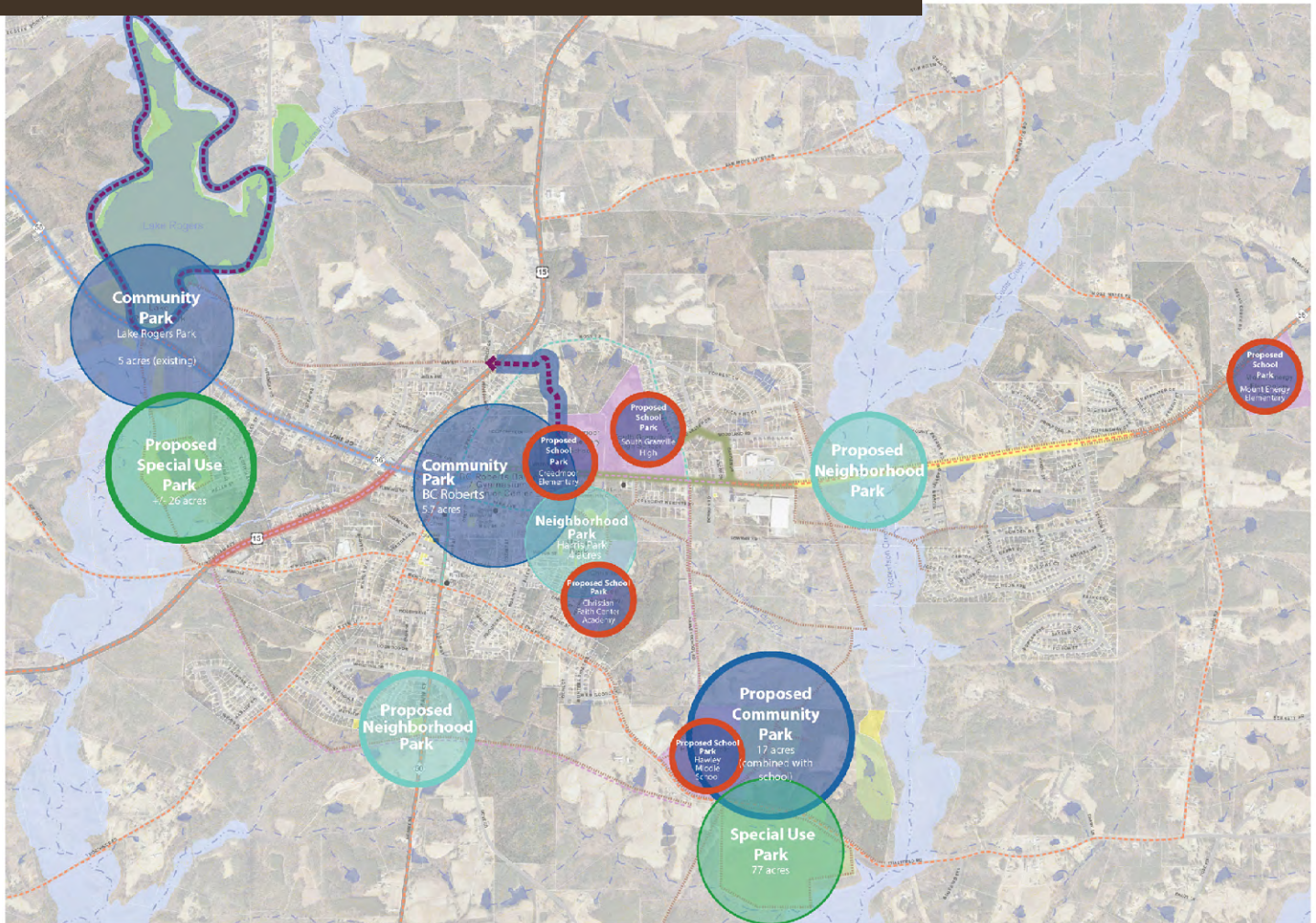
of Engineers (USACE) Falls Lake Project and the Tar River Land Conservancy’s efforts to perpetually protect land in the Robertson Creek and/or Beaverdam Creek basin. The City of Creedmoor is also a significant owner of conservation lands by holding and developing the Gauntlet and Lake Rogers Trails, as well as other smaller parks throughout the core.

Furthermore, new developers of residential subdivisions are required to set aside both active recreation areas and passive recreational areas owned and maintained by the Home Owners

MAP 17. CONCEPT FOR THE OLD LAGOON PROPERTY



MAP 18. PROPOSED PARK SERVICE AREAS AND FUTURE FACILITIES, FROM THE 2014 PARKS & RECREATION MASTER PLAN



Associations (HOAs). This arrangement mimics the stormwater control measures ownership and maintenance responsibilities that force greater involvement and mandatory responsibility. Having HOAs own and maintain pocket parks in their neighborhoods means the potential for greater access, but also creates parks that are not accessible to people outside of the neighborhood. Additionally, this arrangement shifts the City's role from that of facilities provider and maintainer to regulator and enforcer. It

also means that a divide can form between newer larger neighborhoods (that are likely better served by new pocket parks in their residential subdivision) and existing, older neighborhoods. A cost-conscious outcome may be needed for fewer regional or city-owned parks except for those that provide athletic field space, organized play, or structured environments.

A CABOOSE FOR CREEDMOOR?

The Granville County Historical Association has approached the City with the intention of gifting a train caboose as a way to preserve regional heritage. There is excitement about the potential for a centerpiece that inspires character with its history. As of today, there is not a clear direction on whether the caboose will be that centerpiece but there are elements to consider if it is decided that the caboose is appropriate for the City. Once a vision has been developed for the caboose and where it will be placed, a site plan is necessary to complete the overall scope of area to be utilized.

If the City decides the caboose is to be utilized as a community asset, a site would need to be selected for its location. Deciding on a site may take some time as there are costs and legal items to work through. It is recommended that design and engineering consultants would engage at the end of this process.

Proposed Initial Scope of Inquiry:

For this scope of work, a consultant would kick-off the site design process by organizing a design charrette with the City and consultant team. During the charrette, work sessions would be administered to explore conceptual site design options, establish next steps, priorities and responsibilities, consider important elements regarding the budgeting and maintenance of the site, and focus efforts towards developing the Schematic Design effort for the project.

Process:

Task 1: Due Diligence:

- » Research local regulatory design guidelines
- » Review site access and circulation
- » Research potential ROW and off-site roadway improvements
- » Research topographic constraints
- » Identify suitability of existing soils for development (based on USGS soils survey)
- » Research site impervious surface limitations
- » Review stormwater requirements
- » Review access to/availability of utility services

Task 2: Work Session & Design Charrette

- » Two-hour work session with the City and consultant team to review the City's vision and mission for the project, establish a set of goals to support the mission, and develop one to three priority outcomes, including exploration of "no-build" option.
- » Four-hour design charrette to explore one to three scenarios that can be explored further in the Schematic Design Phase.
- » Preparation of exhibits and base maps for the work session and design charrette

Task 3: Schematic Design

- » Develop preferred concepts that were derived from the client/consultant design charrette.
- » Review concepts with client and receive input/direction
- » Finalize a preferred alternative concept to be site design for the projects
- » Provide a final rendering of the project site
- » Provide a series of boards with character images and site elements to be considered for the project
- » Provide a Schematic Design landscape plan with species and quantities
- » Provide a summary report acknowledging what was heard and what was agreed to along with next steps and recommendations.
- » Follow up report to establish potential or likely costs of action.

Potential Uses & Ideas To-Date:

- ◆ Renovate the old depot building near City Hall and incorporate the caboose as an accent or amenity in that space.
- ◆ Partner with a private developer to located the caboose in an older rail-oriented building on north Main Street.
- ◆ Renovate the caboose into a boutique short term rental, placed on scenic City property overlooking Lake Rogers.
- ◆ Convert the caboose into a tiny meeting space to be used by the City and/or rented out.

Potential Associated Costs of Discrete Program Elements:

- » Task 1: Due Diligence: \$3,000 - \$5,000
- » Task 2: Work Session and Design Charrette: \$2,000 - \$5,000
- » Task 3: Schematic Design: \$15,000 - \$20,000



Photo credit: Heidi Salminen.

RECOMMENDATIONS

PR1: Coordinate with outside agencies (land conservancies, USACE, Granville County, etc.) to leverage conservation areas and nature preserves for passive recreation – seeking trails/facilities/amenities.

PR2: Update/create a greenways, bike trails, and paths plan to safely connect non-motorized users to existing greenways, parks, recreational areas, and destinations. Maybe pursue a NCDOT Bike/Ped Plan grant.

PR2.1: Continue to develop connections between Robertson Creek Greenway (N-S from the Gauntlet to Cross City Trail)

PR3: Develop feasible uses for the caboose; include location, function, ownership, capital and ongoing maintenance costs in evaluation. See “A Caboose For Creedmoor?” on page 118.

PR4: Create a downtown park space for events, gatherings, etc.

PR5: Engage in Land Management Plan and recreational opportunity exploration for Ledge Creek Flats (the old lagoon property). This will likely involve visioning, civil engineering, and landscape architecture services.

PR6: Update the Parks and Recreation Master Plan, with particular attention to:

PR6.1: Identify the life cycle and replacement costs for key park and recreation facilities such as indoor facilities, restrooms, shelters, trails, playgrounds, parking areas, and lighting.

PR6.2: Budget for the upkeep and replacement costs of these assets over their life cycles and fund replacement

through the standard budgeting processes.

PR6.3: Work with the Public Works Department to develop a complete picture of the cost to operate and maintain parks and facilities.

PR7: Additional outdoor open spaces and recreation facilities are potentially needed, according to the Parks and Recreation Master Plan. These might include:

PR7.1: Outdoor field renovations behind the community center

PR7.2: Other sports fields (lacrosse, soccer, football, etc.)

PR7.3: New playgrounds and upgrades to existing playgrounds

PR7.4: Pickleball courts

PR7.5: Bike trails or BMX/MTB pump track

PR7.6: Sprayground or splash pad with a multipurpose space for the non-summer months.

PR7.7: Nature play area(s)

PR7.8: Disc golf course

PR8: Volunteer coordination

PR8.1: Explore the possibility of the creation of a volunteer coordinator job with responsibility to help expand and organize volunteer staff.

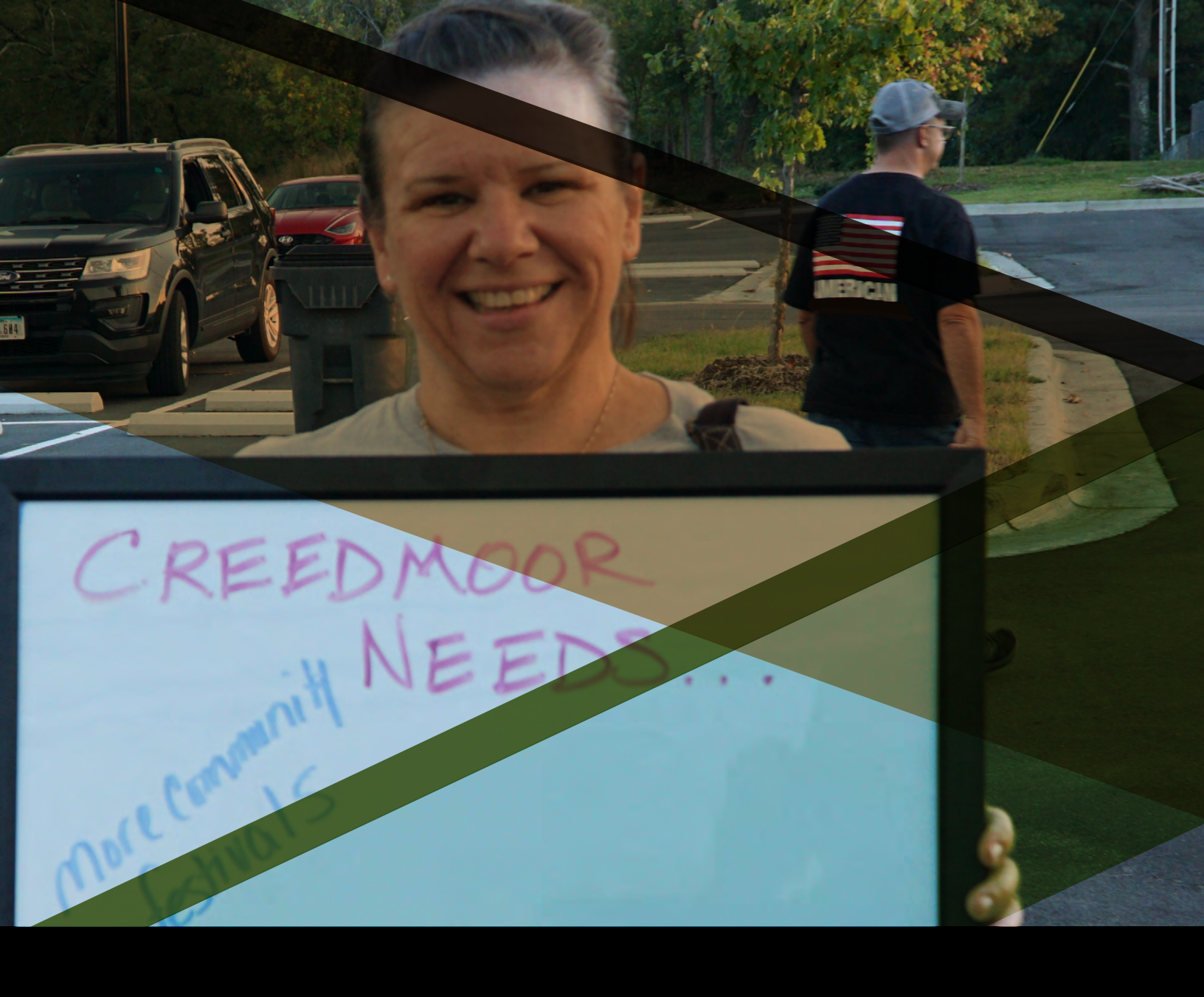
PR8.2: Develop database of area volunteers contact information. Expand tracking of volunteer hours and calculate the value of volunteer work hours used in lieu of necessary city staff. Consider employing community service workers for demanding tasks.

PR8.3: Develop a volunteer work plan with a list of projects for local High Schools, Eagle scouts, civic groups, clubs, and others who want to help the City. Expand volunteer

opportunities for park and greenway projects, including litter collection, solid waste locations for city collection, boundary marking with City signs, stream monitoring, stream erosion, dry weather monitoring for illicit discharges, tree planting, creation of nature exhibits, identification and labeling of native flora and fauna.

PR8.4: Continue work with Tar River Land Conservancy to organize volunteer programs to help with trail construction, trail marking, property clean up and maintenance of large amounts of conserved land already owned by Creedmoor.







10

PUBLIC ENGAGEMENT

Updating a Comprehensive Plan that accurately reflects the community’s vision and contains actionable goals requires a significant amount of public input combined with a multi-pronged engagement effort. Initial research involved small- and large-group surveying. Highly motivated staff members helped get the word out by personally going to local venues, and thanks to those efforts and thoughtful guidance from the steering committee, the project team was able to get to know the community in-depth before crafting recommendations. The resulting plan recommendations reflects the vision and future for the City of Creedmoor.

Regular and publicly-engaged community planning is important for preparing for a prosperous future. The saying “it takes a village” is an appropriate way to describe how a community’s comprehensive plan should be developed. In updating the City of Creedmoor’s CityPlan 2040, the community came together to develop a vision for the future of Creedmoor.

Contributing partners included, the City of Creedmoor staff, Planning Board, Board of Commissioners, the project team, and the citizens of Creedmoor coming together to refine and develop a plan that represents the community to shape the future of Creedmoor. The public involvement process included a diverse set of review and commenting opportunities in an effort to engage different people through many formats.

WHO WAS INVOLVED?

STEERING COMMITTEE

The Steering Committee included highly-involved residents with varying backgrounds. They met with the project team over the course of the project to provide input and direction for the project.

Jon Zbonack
Darryl Moss
Ernie Breedlove
David Forsythe
Kevin Brown
Courtney Fairley
John Gaul
Tara Owens Shuler

TOWN STAFF

Gerald Smith, Sr. *City Manager*
Micheal Frangos, *Community Development Director and Assistant City Manager*
Kevin Murphy, *Planner*
Heidi Salminen, *Planning Technician*
Gerard Seibert, *Code Enforcement Officer*
Chris Horrigan, *Recreation Director*

PROJECT TEAM

Stewart, *Community Planning Group*
JM Teague

FOCUS GROUP MEETING

Chris Lukasina, *CAMPO*
Kristie Williams, *Steering Committee*
Kevin Brown, *Steering Committee*
Nicole Martin, *Steering Committee*
Georgana Kicinski, *Commissioner*
Ernie Breedlove, *Steering Committee*
Derek Halberg, *Tar River Land Conservancy*
Kechia Brustmer-Brown, *former Commissioner*
Ed Mims, *Commissioner*
Tara Owens Shuler, *DEI Commission, Steering Committee*
Mark Hamlett, *SGWASA*
John Gaul, *Steering Committee*
Kevin Brown, *City of Creedmoor BOA*
David Forsythe, *Steering Committee*
Jon Zbonack, *Steering Committee*
Neena Owell, *former Commissioner*
Del Mims, *former Commissioner*
Nicole Martin, *Steering Committee*
Robert Way, *Commissioner*

PROJECT SCHEDULE

Task	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May
Phase 1: Project Initiation	X	X	X						
Commissioner's introduction meeting	09/07								
Kickoff meetings and Community Tour	Week of 09/20								
Public survey		Open: 10/01 Close: 11/08							
Public meeting #1		1 st Friday, 10/01							
Steering committee meeting #1		10/21							
Steering committee meeting #2			11/17						
Phase 2: Plan Development			X	X	X	X	X		
Focus group meetings (3)				12/16					
Plan development (first draft)			X	X	X	X	X		
Steering committee #3							03/17		
Public meeting #2							Plan rollout, 03/28		
Revise plan document (adoption draft)							X	X	
BOC open hearing								04/05	
Phase 3: Plan Adoption							X	X	X
Planning Board meeting								04/21	
Commissioner's hearing									05/03

PLANNING BOARD

Ed Gleason, *Chair*
Debbie Rogers, *Vice Chair*
Steve Faucette, *Member*
Jonelle Marable, *Member*
Mike Allen, *Member*
Robert Gorham, *Member*
Dennis Lester, *Member*

BOARD OF COMMISSIONERS

Robert Wheeler, *Mayor*
Kechia Brustmeyer-Brown, *former Commissioner*
Emma Albright, *Commissioner*
Georgana Kicinski, *Commissioner*
Ed Mims, *Commissioner*
Robert Way, *Commissioner*

RESIDENTS AND BUSINESS OWNERS OF CREEDMOOR

Residents and business owners of Creedmoor were involved in the process of updating the plan by participating in the community survey, attending public meetings, First Friday events, and/or by contacting staff directly to share perspectives and thoughts.

MILESTONE EVENTS

FIRST FRIDAYS

Two public visioning sessions were held at First Friday events, in November and December. The event informed attendees about the Plan update and provided opportunities for them to participate in goal and vision setting. At each event attendees were able to participate in the community survey and provide feedback through additional activities that helped them to think in different ways about their values and priorities for Creedmoor's future.

ONLINE SURVEY

The community survey ran from September 6, 2021 to November 8, 2021 and received 299 responses. Nearly 75% of respondents live in Creedmoor and have lived here from anywhere from 10 years or greater. The community survey was available online and hard copies were distributed throughout the community.

Please Take A Moment And Fill Out The City of Creedmoor's
Creedmoor 2040 Survey
Help Us Understand How You Want To Shape Creedmoor
creedmoor2040.com


Created by Stewart Inc. and the Community Development Office

Source: *City of Creedmoor*

PUBLIC ENGAGEMENT



- Community Tour and Staff Kickoff Meeting
- Steering Committee Meetings
- Focus Group Meetings
- 2 First Friday Events
- Packets delivered to local schools and 2+ local churches
- Public Survey with 299 respondents and had been advertised in the Butner-Creedmoor News for 2 weeks
- Social Media on Instagram, Facebook, Twitter, NextDoor
- Advertisement on the City's Website
- Dedicated Project Website: www.Creedmoor2040.com, linked from the City website



Planning Department staff went the extra mile to ensure community members were aware of the Plan update. The public survey was advertised in the Butner-Creedmoor News for two weeks, on multiple social media platforms, on the city’s website, and the project website. A QR code that linked to the community survey was posted on both websites, giveaways, and social media. Staff also delivered packets to the local high school through the School Resource Officer and to some of the local churches by mail and in person that included a link to the project website, QR code for the survey, and hard copies of the community survey. In addition, staff reached out to residents through cold calls and door-to-door outreach.

FOCUS GROUPS

A focus group meeting was held on December 16, 2021 focusing on three topic areas, including, housing & transportation, economic development & downtown, and stormwater & parks & recreation. During this meeting, there were three simultaneous small group discussions with presentations in each group from experts from the North Carolina Capital Area Metropolitan Planning (CAMPO), South Granville Water and Sewer Authority (SGWASA), and Tar River Land Conservancy. Participants were able to ask questions and discuss issues and opportunities for the future of Creedmoor. Focus group meeting participants included members from the steering committee, liaisons from the Planning Board and Board of Commissioners, guest speakers, Creedmoor staff, and the project team.

PUBLIC OPEN HOUSE

A public open house was held March 28, 2022, at the meeting there was a short presentation and visualization boards for residents to view and provide feedback on the Plan.

PLANNING BOARD REVIEW

The Planning Board reviewed the plan in accordance with the procedures outlined by the City’s ordinances. Following their public review, a recommendation was forwarded to City Commission. This public meeting was held on April 21, 2022, and the public had a chance to comment.

CITY COMMISSIONER ADOPTION HEARING

The City Commission opened the hearing on this plan at their April 5, 2022 meeting and referred it to the Planning Board for review. Following Planning Board review and recommendation, the Commissioners reviewed and unanimously adopted the plan in accordance with the procedure for legislative adoption of planning documents. This public meeting was held on May 3, 2022, and the public had a chance to comment.



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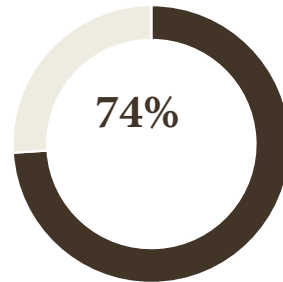
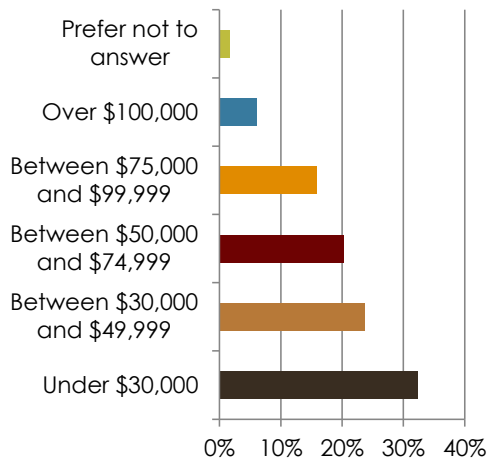


PUBLIC SURVEY

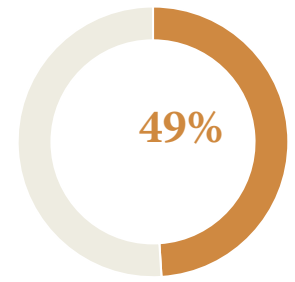
WHO TOOK THE SURVEY?



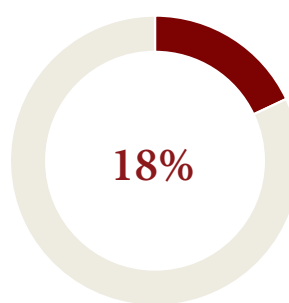
Annual Household Income



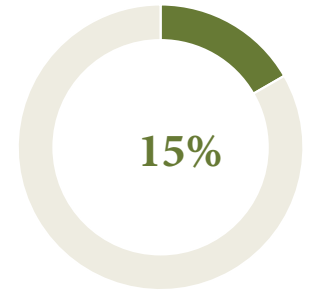
Live here



Work here

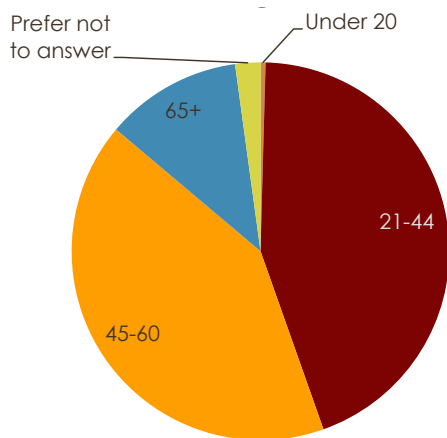


Go to school here

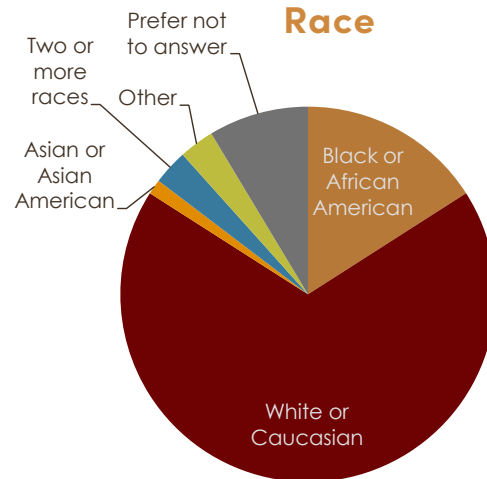


Own property here

Age



Race

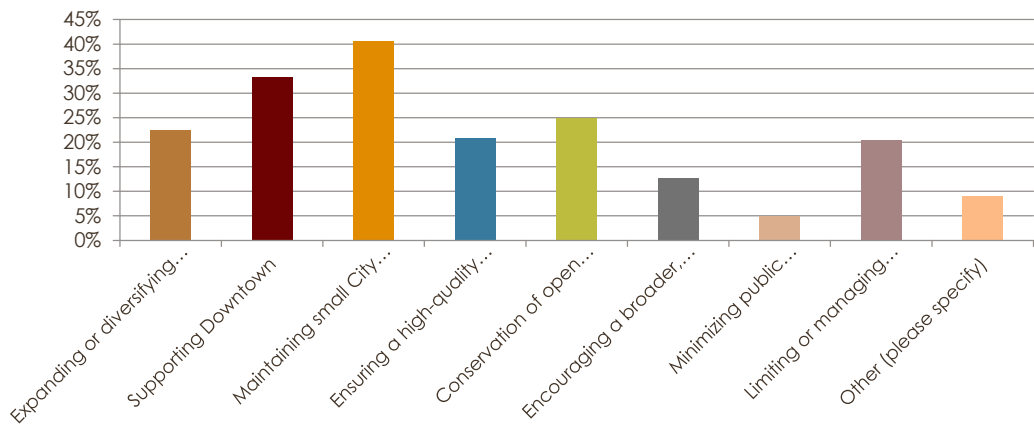


PRIORITIES

What is the top priority you would like the Comprehensive Plan to accomplish or address?
(Selected responses)

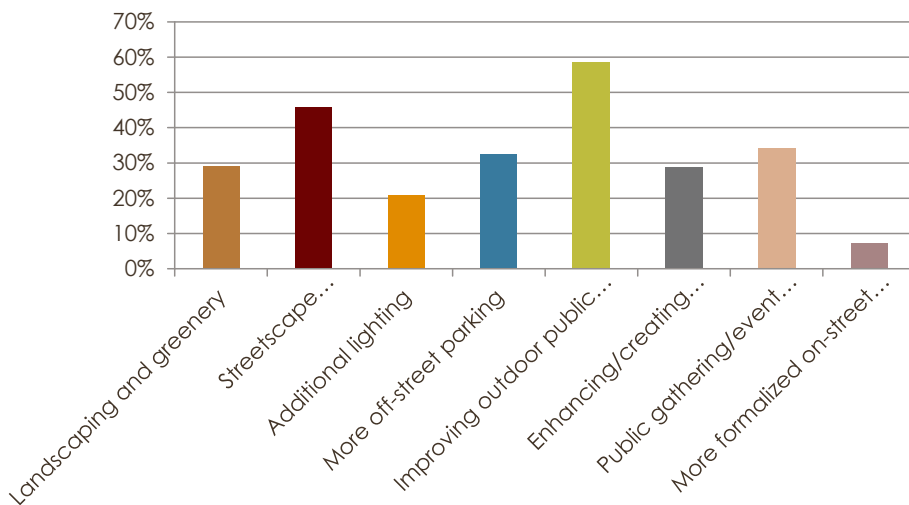
- ◆ “Revitalize downtown.”
- ◆ “Add dog park and extend sidewalks and trails.”
- ◆ “Improve water quality.”
- ◆ “Promote growth for business.”
- ◆ “Improvement in the quality and cost of water in Creedmoor.”
- ◆ “Maintain the small-town feel.”

TOP PRIORITY FOR LAND USE AND DEVELOPMENT



- ◆ Maintaining small city character
- ◆ Supporting downtown
- ◆ Conservation of open space, natural areas, and farmland

TOP PRIORITIES FOR DOWNTOWN



- ◆ Supporting existing businesses
- ◆ Creating more spaces for retail and restaurants
- ◆ Preservation and rehabilitation/adaptive reuse of existing buildings

For a complete record of survey results including responses to open-ended questions, please contact the Planning Department.



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