FRANKLIN COUNTY BOARD OF COMMISSIONERS

Monday
September 14, 2026
Franklin Plaza Training Room, 279 South Bickett Boulevard, Louisburg, NC 27549

SEASON OF PRAYER - 5:55pm, Commissioner David Bunn

CALL TO ORDER - 6:00pm, Chairman Bragg

PLEDGE OF ALLEGIANCE

1. COMMENTS FROM THE PUBLIC

This is the time set aside by the Board of Commissioners to allow individuals five minutes each to address the Board on issues concerning the county. The total time set aside for public comments is 30 minutes.

2. CONSENT AGENDA

A. August 17, 2026 Minutes
B. FY27 Budget Amendment #4
C. Releases, Adjustments, Refunds and Tax Collection Report
D. Fire Prevention Week Proclamation 2026
E. Public Utility Account Write Offs
F. FY27 Agreement for the Provision of County-Based Aging Services
G. FY26 HCCBG for Older Adults County Funding Plan Revision
H. Summit Assignment

3. PUBLIC HEARINGS

A. Request for Rezoning 26-REZ-01

Jason Rogers, Planning & Inspections Director, will provide a presentation regarding 26-REZ-01. Gatekeeper Investments, LLC, is requesting to rezone 5.75-acres located on Fleming Road (State Road 1132), Parcel ID 004335, in Youngsville Township from Residential-8 (R-8) to Conditional Use General Business (CU-GB), limited to the following use: Self-Service and/or Outdoor Storage.

ACTION REQUESTED: Consider approval of a request to rezone 5.75 acres, identified as Parcel ID 004335 and located on Fleming Road (State Road 1132) in Youngsville Township, from Residential-8 (R-8) to Conditional Use General Business (CU-GB), along with the associated Zoning Consistency Statement.

4. ACTION ITEMS

A. Franklin County Schools Needs Based Public School Building Fund Grant

Dr. Nakia Hardy, Franklin County Schools (FCS) Superintendent, will present information on a grant opportunity for FCS facilities. The Needs Based Public School Capital Fund (NBPSCF) is an opportunity approved by the NC Legislature that provides grant-based funding for counties. According to criteria adopted in NCGS 115C-546.10, FCS is eligible to apply for a facilities grant with a minimum 15% local match ($6.3M). FCS is interested in applying for a $52M grant to build a replacement school for Franklinton Elementary. Grant applications are due October 2, 2026. The Board is asked to consider approving the request to fund the grant match of $10,000,000 contingent on FCS being awarded the NBPSCF Grant. Providing a match amount above the minimum required amount will potentially improve Franklin County Schools' opportunity to be awarded this grant. Matching grant funds will be funded per guidelines in NCGS 115C-546.11.

ACTION REQUESTED: Consider approval of county match for grant.

B. North Falls Lake Area Study

The North Falls Lake Area Study develops a quantified land-use vision for the entire study area which includes the southwest portion of Franklin County, considers utility and environmental limitations, and revises existing and creates new transportation recommendations for the area to inform the 2060 Metropolitan Transportation Plan. The Board is asked to conduct a public hearing to receive feedback on the study and consider a resolution to adopt the Capital Area Metropolitan Planning Organization (CAMPO) North Falls Lake Area Study. Andrea Radford, Senior Planner, will introduce presenters from CAMPO and Bolton & Menk.

ACTION REQUESTED: Receive the report and accompanying presentation for the CAMPO sponsored North Falls Lake Area Study and consider approval of the corresponding resolution.

5. APPOINTMENTS

6. BOARD, MANAGER AND CLERK'S COMMENTS

This is the time set aside for the Board of County Commissioners, County Manager and Clerk to the Board to report on various activities. The Board may also discuss other items of interest.

7. CLOSED SESSION

The Board is asked to enter into closed session pursuant to the following North Carolina General Statutes:

- NCGS 143-318.11 (a)(3) Attorney-Client Privileged Communication
- NCGS 143-318.11 (a)(4) Industry/Economic Development
- NCGS 143-318.11 (a)(5) Real Property Purchase/Contracts/Leases

Franklin County Commissioner's Agenda Information Sheet

Requested Meeting Date: September 14, 2026 # of attachment(s) 1

Item Title: August 17, 2026 Minutes

Initiated by (Name, Job Title): Kristen G. King, Clerk to the Board

Board action proposed: Consider approval.

Is this a consent agenda item? Yes

Is a public hearing needed? No

Summary of Request: The Board is asked to consider approval of the prepared minutes.

ATTACHMENTS:
MINUTES - August 17, 2026

August 17, 2026

The Franklin County Board of Commissioners met for its Special Called Meeting at 6:00 P.M. in the Franklin Plaza Training Room, 279 South Bickett Boulevard, Louisburg, NC 27549 with the following Commissioners present: Logan Davis, Roxanne Bragg, Mark Speed, David Bunn, Michael Schriver, Harry Foy Jr, and Stuart May.

SEASON OF PRAYER - 5:55pm, Chairman Roxanne Bragg

CALL TO ORDER - 6:00pm, Chairman Roxanne Bragg

PLEDGE OF ALLEGIANCE

1. CONSENT AGENDA

Commissioner Schriver made a motion to approve the consent agenda, seconded by Commissioner Bunn.

The motion duly carried approval with all present voting "AYE."

The approved items follow.

A. August 3, 2026 Minutes

MINUTES - August 3, 2026

B. FY27 Budget Amendment #3

FY27 Budget Amendment #3

C. E-911 PSAP Building Project Fund Closeout

E-911 PSAP Building Project Budget Ordinance Closeout

D. Public Safety Radio System Project Budget Amendment #2

Public Safety Radio System Project Budget Amendment #2

E. General Fund Capital Reserve Fund Budget Amendment #6

General Fund Capital Reserve Fund Budget Amendment #6

F. Pay Plan Updates

General Pay Plan

Sheriffs Office Pay Plan

G. Mobile Integrated Health (MIH) Grant

Award Notification

2. PUBLIC HEARING

A. Request for Special Use 26-SUP-03

The Board was asked to conduct a public hearing and consider approval of a Special Use Permit request by Network Towers, LLC to construct a 195' monopole telecommunication tower off N White Street, Parcel ID 006575.

County Attorney Gena McCray asked Board members to disclose any prior conversations regarding this matter. Each present commissioner testified no prior conversations were had.

Commissioner Davis made a motion to open the hearing, seconded by Commissioner Foy. The motion duly carried approval with all present voting "AYE."

Each of the following speakers were sworn under oath prior to offering testimony in the quasi-judicial hearing.

Colton Young, 127 S. Bickett Boulevard, Louisburg
Mr. Young is the Assistant Director of Planning & Inspections. He provided details of the request in the attached staff presentation regarding 26-SUP-03. The presentation was submitted into the record as evidence as well as the application, staff report and all associated documents submitted to the county for review. Mr. Young also read into the record the staff's suggested conditions of approval listed within the presentation and noted below. The Board can impose additional conditions of approval if it feels necessary.

<u>Staff Recommended Conditions of Approval</u>

- Submission of final tower and foundation design drawing
- Registration with the FCC and securing an FCC ASR number
- Submission of a Phase I NEPA Assessment
- Submission of a response from North Carolina State Historic Preservation Office (NCSHPO)
- Adherence to all other UDO and NC Building Code requirements
- Franklin County Emergency services shall be allowed to collocate on the tower at no cost
- Approved North Carolina Department of Transportation (NCDOT) Driveway Permit
- Prior to the issuance of Zoning and Building Permits, a Performance Security/Bond/Letter of Credit shall be submitted for the cost to remove the tower and restore the site to its original state. All performance securities/bonds/irrevocable letters of credit require an engineer's estimate. The amount of the bond/letter of credit shall be 125% of the engineer's estimate. The County shall hold this guarantee until such time as the site is returned to its original condition.
- In accordance with Article 6.6.5 Screening E. Utilities, landscaping shall be installed on the outside of the security fence per the approved plan prior to the issuance of the Certificate of Occupancy/Compliance.

- A fall zone easement plat shall be recorded with the Franklin County Register of Deeds prior to zoning permit approval.

Mr. Young presented the proposed findings of fact that the Board should adopt if the Board found that substantial, material, and credible evidence supported the findings and the granting of the Special Use Permit.

Findings of Fact

- The use or development is located, designed, and proposed to be operated so as to maintain or promote the public health, safety, and general welfare;
- The use or the development complies with all required regulations of this Unified Development Ordinance and all applicable specific standards and regulations;
- The use or development is located, designed and proposed to be operated so as to maintain or enhance the value of contiguous property, or that the use or development is a public necessity;
- The use or development conforms with general plans for the physical development as embodied in this chapter, the Franklin County Comprehensive Development Plan, or other development policies as adopted by the Board of County Commissioners;
- The location and arrangement of the use on the site, screening, buffering, landscaping, and pedestrian and vehicular ways harmonize with adjoining properties and the general area, and minimize adverse impacts;
- The type, size, and intensity of the proposed use, including such considerations as the hours of operation and number of people who are likely to utilize or be attracted to the use, will not have significant adverse impacts on adjoining properties or the neighborhood;
- Utilities, schools, fire, police, and other necessary public and private facilities and services will be adequate to handle the proposed use.

Tom Johnson, 301 Fayetteville Street, Suite 1700, Raleigh
Mr. Johnson is an attorney with the law firm of Williams Mullen. He testified on behalf of the petitioner, Network Towers, LLC. He asked that the attached presentation be included as evidence in the record and testified to the details of the project. He also stated the petitioner consented to the conditions of approval suggested by staff.

Commissioner Foy inquired if there would be lights on the proposed tower. Mr. Johnson testified there are no lights on the tower and that anything below 200 feet does not require lighting by the Federal Aviation Administration.

William Bowers 1748 North White Street, Wake Forest
Mr. Bowers inquired about the location of the tower and it's impact on improved cellular service. Mr. Johnson testified the tower would improve the quality of cellular service.

Bob Speed, 40 South Stonewood Drive, Franklinton
Mr. Speed inquired about the possible failure of such a tower and how the location is verified. Mr. Johnson testified the location is engineer certified.

Commissioner Speed made a motion to close the hearing, seconded by Commissioner Bunn. The motion duly carried approval with all present voting "AYE."

Commissioner Bunn made a motion affirming all findings of fact had been satisfied. The motion was seconded by Commissioner Foy and duly carried approval with all present voting "AYE."

Commissioner May made a motion to approve the special use permit request with the conditions suggested by staff. The motion was seconded by Commissioner Davis and duly carried approval with all present voting "AYE."

The attached documents were entered into evidence in the hearing.

26-SUP-03 (BOCC Staff Report)

26-SUP-03 Complete Submittal Package

Engineered Tower Solutions Recommendation

Network Towers - Franklin Co. (Ammons Village) - Market Based License with County

Quasi-Judicial Hearing Outline Special Use

Questionnaire to Determine Standing

26-SUP-03 Staff Presentation

26-SUP-03 Network Towers Presentation

Order 26-SUP-03

B. **Triple B Utility Development Agreement**

Christopher Doherty, Public Utilities Director presented the Utility Development Agreement with Triple B Ranch and Farm, LLC for a development that consists of 3,480 single-family, multi-family, and commercial improvements on approximately 609 acres. The property is located within the Town of Franklinton's zoning jurisdiction along with a separate development agreement among the Town and developer. The agreement sets forth milestones for the overall development with regard to the County's obligation to provide water and sewer in addition to supporting infrastructure. Failure to pay and perform under the Agreement will result in the termination of the Agreement should milestones not be met. The public benefit for this project will be the construction of the southern by-pass, dedication of a three-acre site for future public safety facilities in addition to funds for off-site water and sewer improvements. Other benefits include substantial off-site improvements, accelerated payment of system development fees and contribution towards the cost of an elevated storage tank. The development will also be required to pay all applicable fees, including system development fees, which are utilized to support infrastructure expansion.

Mr. Doherty then introduced Karen Kemerait to offer a presentation.

Ms. Kemerait, is an attorney for the law firm of Fox Rothschild. She offered a presentation providing an overview of the project on behalf of Triple B and the Boyd family. The presentation included a map of the master plan which includes residential development and 30+ acres of park space including a historic 1800's home and pond to the Town of Franklinton. This area is expected to be developed by the Town into a public park with a dock, walking trails, playground, and various other amenities. It was noted the developer will construct pocket parks, multi-use trails and other recreational amenities throughout the project area. The total community contribution according to Ms. Kemerait is over $36 million.

Her presentation is included below.

Commissioner Speed made a motion to open the hearing, seconded by Commissioner Schriver. The motion duly carried approval with all present voting "AYE."

Lars Capener, 106 North Pastures Trail, Franklinton

- Mr. Capener expressed a desire for traffic safety and water resources to be carefully considered in the early stages of the project. Chair Bragg assured Mr. Capener the project had been in development for approximately two years and that all areas had carefully been considered.

Zach Steffey, 101 North Main Street, Franklinton

- Mr. Steffey serves as Town Manager of Franklinton. He commented on portions of the project including preservation of a historic house on the property and assured commissioners it would be part of the park area. He stated the project will be a good fit for the area.

Commissioner Davis made a motion to close the hearing, seconded by Commissioner Schriver. The motion duly carried approval with all present voting "AYE."

Commissioner Schriver made a motion to approve the development agreement and authorize the County Manager to sign all relative documents after consultation with the Utility Attorney. The motion was seconded by Commissioner May and duly carried approval with all present voting "AYE."

Triple B Utility Development Agreement

Triple B UDA Exhibits

Triple B Presentation

3. CLOSED SESSION

The Board was asked to enter into closed session pursuant to the following North Carolina General Statutes:

- NCGS 143-318.11 (a) (3) Attorney-Client Privileged Communication

- NCGS 143-318.11 (a)(4) Industry/Economic Development
- NCGS 143-318.11 (a)(5) Real Property Purchase/Contracts/Leases

At 7:12pm, Commissioner Bunn made a motion to enter into closed session pursuant to the statutes listed. The motion was seconded by Commissioner Davis and was approved 6 to 1 with Commissioner Foy voting in opposition.

At 7:59pm, Commissioner Speed made a motion to enter back into open session, seconded by Commissioner Bunn. The motion duly carried approval with all present voting "AYE."

No action was taken as a result of closed session.

Commissioner Speed then made a motion to adjourn, seconded by Commissioner Bunn. The motion duly carried approval with all present voting "AYE."

Attachments referenced in the minutes may be viewed online at the Franklin County, North Carolina website.

Roxanne Bragg, Chair

Kristen G. King, Clerk to the Board

Franklin County Commissioner's Agenda Information Sheet

Requested Meeting Date: September 14, 2026 # of attachment(s) 1

Item Title: FY27 Budget Amendment #4

Initiated by (Name, Job Title): Jamie Holtzman, Finance Director

Board action proposed: Consider approval.

Is this a consent agenda item? Yes

Is a public hearing needed? No

Summary of Request: Pursuant to North Carolina General Statute 159-15, the County Finance Officer is requesting the Board consider approval of Budget Ordinance Amendment #4 in the amount of $297,303 pertaining to the General Fund and $50,000 pertaining to the DEA Special Revenue Fund (Drug Enforcement Account) operations of the County.

ATTACHMENTS:
FY27 Budget Amendment #4

Finance Office
Jamie Holtzman, Director
113 Market Street
Louisburg, NC 27549

Phone: 919.496.3182
Fax: 919.496.2683

www.franklincountync.gov

AMENDMENT TO THE FRANKLIN COUNTY BUDGET ORDINANCE
FY27
Amendment No. 4

BE IT ORDAINED by the Franklin County Board of Commissioners pursuant to North Carolina General Statute 159-15, the following amendment be made to the annual budget ordinance for the fiscal year ending June 30, 2027.

SECTION 1: of the Franklin County Budget Ordinance, pertaining to the General Fund operations of the County, shall be amended as follows:

Increase/(Decrease) Appropriations:		
Library	$	2,000
Airport	$	12,269
EMS	$	243,253
Sheriff	$	39,781
Total	**$**	**297,303**

Increase/(Decrease) Revenues:		
Sheriff Donations		193
Airport Donations		450
TDA Grant Award		7,500
Community Paramedic Grant		243,253
Fund Balance Appropriated	$	45,907
Total	**$**	**297,303**

This Amendment:

* appropriates additional funds to the Library Department budget for the grant received in FY26 but not expended.

  Funding Source: Fund Balance Appropriated

* appropriates additional funds to the Airport Department budget for computers ordered in FY26 but not received.

  Funding Source: Fund Balance Appropriated

* appropriates additional funds to the Airport Department budget for donations received for AirFest.

  Funding Source: Airport Donations

* appropriates additional funds to the Airport Department budget for the TDA grant received.

Funding Source: TDA Grant

* appropriates additional grant funds to the Emergency Medical Services Department budget for the Community Paramedic Grant approved at the August 17 Board meeting.

Funding Source: Mobile Integrated Healthcare (MIH) grant

* appropriates additional funds to the Sheriff's Office budget for donation received for K9 supplies.

Funding Source: Sheriff Donations

* appropriates additional funds to the Sheriff's Office budget for donations received for community outreach program in FY26 but not spent.

Funding Source: Fund Balance Appropriated

SECTION 6: of the Franklin County Budget Ordinance, pertaining to the DEA Special Revenue Fund operations of the County, shall be amended as follows:

Increase/(Decrease) Appropriations:

Law Enforcement Equipment Federal Funds	$	25,000
Law Enforcement Equipment State Funds	$	25,000
Total	**$**	**50,000**

Increase/(Decrease) Revenues:

Fund Balance	$	50,000
Total	**$**	**50,000**

This Amendment:

* appropriates additional funds to the DEA Special Revenue Fund (Drug Enforcement Account) budget for the purchase of specialized Sheriff equipment.

Funding Source: Fund Balance Appropriated

SECTION 2: Copies of this amendment shall be made available to the Budget Officer and the Finance Director for direction in carrying out this project.

Adopted this the 14th day of September, 2026.

_____

Roxanne Bragg, Chair

_____

Kristen G. King, Clerk to the Board

Franklin County Commissioner's Agenda Information Sheet

Requested Meeting Date: September 14, 2026 # of attachment(s) 1

Item Title: Releases, Adjustments, Refunds and Tax Collection Report

Initiated by (Name, Job Title): John Preston, Tax Administrator

Board action proposed: Receive report and consider approval.

Is this a consent agenda item? Yes

Is a public hearing needed? No

Summary of Request: The Franklin County Tax Department is requesting the Franklin County Board of Commissioners to receive the August 2026 Report to the Commissioners and consider approval.

ATTACHMENTS:
August 2026 Report to the Commissioners

County of Franklin

North Carolina

Office of Tax Collector

MEMORANDUM

TO: Franklin County Commissioners

FROM: John Preston Tax Administrator

DATE: September 1st, 2026

SUBJECT: Releases, Adjustments, Refunds, and Tax Collection Rate

Please review and approve the August releases, adjustments, and refunds. The current collection rate is provided for your information.

Total release amount for August 2026 - $15,390.41
(Total release amount for August 2025 - $51,260.76)

Total adjustment amount for August 2026 - $12,136.52
(Total adjustment amount for August 2025 - $3,118.15)

Total refund amount for August 2026 - $5,204.81
(Total refund amount for August 2025 - $4,359.93)

Total NCVTS refund amount for August 2026 - $5,515.26
(Total NCVTS refund for August 2025 - $7,249.81)

The 2026 Franklin County collection as of August 31, 2026 – 54.24%
(The 2025 Franklin County collection as of August 31, 2025 – 46.76%)

Please do not hesitate to contact the Tax Collector's Office if more detailed information is desired.

John Preston
Franklin County Tax Administrator

P.O. Box 503 / 127 S Bickett Blvd
Louisburg, NC 27549
Telephone: (919) 496-2172
Fax: (919) 496- 1630

Franklin County Commissioner's Agenda Information Sheet

Requested Meeting Date: September 14, 2026 # of attachment(s) 1

Item Title: Fire Prevention Week Proclamation 2026

Initiated by (Name, Job Title): Nicholas Thorpe, Emergency Management Director

Board action proposed: Consider approval.

Is this a consent agenda item? Yes

Is a public hearing needed? No

Summary of Request: Consider approval of proclamation in honor of Fire Prevention Week 2026.

ATTACHMENTS:
Fire Prevention Week Proclamation 2026

FRANKLIN COUNTY BOARD OF COMMISSIONERS
PROCLAMATION

Fire Prevention Week 2026

WHEREAS, Franklin County is committed to ensuring the safety and security of all those living in Franklin County and visiting; and

WHEREAS, Fire remains a serious public safety concern both locally and nationally, and the presence of lithium-ion batteries in many household devices introduces unique fire risks; and

WHEREAS, Most of the rechargeable electronics used in homes daily, including smartphones, tablets, laptops, power tools, e-bikes, e-scooters, and toys, are powered by lithium-ion batteries, which if misused, damaged, or improperly charged, can overheat, start a fire, or explode; and

WHEREAS, The National Fire Protection Association® (NFPA®) reports an increase in battery-related fires, underscoring the need for public education on the safe use of lithium-ion batteries and devices; and

WHEREAS, The way lithium-ion battery devices are charged can make a difference in helping prevent home fires; and

WHEREAS, Safe charging includes using the cord and charger that came with your device or one approved by the manufacturer, charging on a hard, flat surface, watching for warning signs like devices that are very hot or start to swell, unplugging when fully charged, and charging larger devices like e-bikes outside and away from exits; and

WHEREAS, Residents are encouraged to understand that safe charging means making smart choices every time they plug in; and

WHEREAS, Franklin County first responders remain dedicated to reducing the occurrence of fires through prevention, safety education, and community outreach; and

WHEREAS, The 2026 Fire Prevention Week™ theme, "Charge into Fire Safety™: Safe Charging Is a Superpower," serves to remind all residents that safe charging can help reduce the risk of fires in homes and communities;

NOW, THEREFORE, The Franklin County Board of Commissioners, does hereby proclaim October 4–10, 2026, as Fire Prevention Week throughout Franklin County, and urge all residents to learn about and practice safe charging habits.

PROCLAIMED this the 14th day of September, 2026.

Roxanne Bragg, Chair

Kristen G. King, Clerk to the Board
MMC

Franklin County Commissioner's Agenda Information Sheet

Requested Meeting Date: September 14, 2026 # of attachment(s) 0

Item Title: Public Utility Account Write Offs

Initiated by (Name, Job Title): Christopher Doherty, Public Utilities Director

Board action proposed: Consider approval of Utility Account Write Offs totaling $424.77.

Is this a consent agenda item? Yes

Is a public hearing needed? No

Summary of Request: The Public Utilities Department has seven utility accounts that have outstanding balances. These accounts are over three years old and are not eligible for submission to the North Carolina Debt Set-off Program. The Finance Department has reviewed this information and is in agreement with the request to write off of these accounts. The total write off amount is $424.77.

Franklin County Commissioner's Agenda Information Sheet

Requested Meeting Date: September 14, 2026 # of attachment(s) 1

Item Title: FY27 Agreement for the Provision of County-Based Aging Services

Initiated by (Name, Job Title): Cindy H. Jones, Aging Services Director

Board action proposed: Consider approval.

Is this a consent agenda item? Yes

Is a public hearing needed? No

Summary of Request: The Board is asked to consider approval of the Home and Community Care Block Grant for Older Adults Agreement for the Provision of County-Based Aging Services. This agreement allows the Department of Aging to provide services to older people in the County and request reimbursement from the Kerr-Tar Regional Council of Governments, Area Agency on Aging, for the services rendered. This is an annual agreement for the provision of aging services in connection with the Older Americans Act grant funds.

ATTACHMENTS:
FY27 HCCBG Agreement for the Provision of County-Based Aging Services

DAAS-735
(updated 6-27-24)

July 1, 2026 through June 30, 2027

Home and Community Care Block Grant for Older Adults
Agreement for the Provision of County-Based Aging Services

This Agreement, entered into as of this day July 1, 2026, by and between the County of Franklin (hereinafter referred to as the "County") and the Kerr-Tar Regional Council of Governments, Area Agency on Aging, (hereinafter referred to as the "Area Agency").

Witnesseth That:

WHEREAS, the Area Agency and the County agree to the terms and conditions for provision of aging services in connection with activities financed in part by Older Americans Act grant funds, provided to the Area Agency from the United States Department of Health and Human Services through the North Carolina Division of Aging and Adult Services (DAAS) and state appropriations made available to the Area Agency through the North Carolina Division of Aging and Adult Services, as set forth in a) this document, b) the County Funding Plan, as reviewed by the Area Agency and the Division of Aging and Adult Services, c) the Division of Aging and Adult Services Home and Community Care Block Grant Procedures Manual for Community Service Providers, d) the Division of Aging and Adult Services Service Standards, and, e) the Division of Aging and Adult Services Community Service Providers Monitoring Guidelines.

NOW THEREFORE, in consideration of these premises, and mutual covenants and agreements hereinafter contained, the parties hereto agree as follows:

1. As provided in the Area Plan, community service providers specified by the County to encourage maximum collocation and coordination of services for older persons are as follows:

   Franklin Department of Aging

   The Community Service Provider(s), shall be those specified in the County Funding Plan on the Provider Services Summary format(s) (DAAS-732) for the period ending June 30 for the year stated above.

2. Availability of Funds. The terms set forth in this Agreement for payment are contingent upon the receipt of Home and Community Care Block Grant funding by the Area Agency.

3. Grant Administration.
   The grant administrator for the Area Agency shall be: Alan Winstead, Director, Area Agency.
   The grant administrator for the County shall be: Ryan Preble, County Manager.

   It is understood and agreed that the grant administrator for the County shall represent the County in the performance of this Agreement. The County shall notify the Area Agency in

writing if the administrator changes during the grant period. Specific responsibilities of the grant administrator for the County are provided in paragraph seven (7) of this Agreement.

4. Services authorized through the County Funding Plan, as specified on the Provider Services Summary format(s) (DAAS-732) are to commence no later than July 1 of the state fiscal year and shall be undertaken and pursued in such sequence as to assure their expeditious completion. All services required hereunder shall be completed on or before the end of the Agreement period, June 30 of the state fiscal year.

5. Assignability and Contracting. The County shall not assign all or any portion of its interest in this Agreement. Any purchase of services with Home and Community Care Block Grant for Older Adults funding shall be carried out in accordance with the procurement and contracting policy of the community services provider or, where applicable, the Area Agency, which does not conflict with procurement and contracting requirements contained in 45 CFR Part 75, Subpart D-Post Federal Award Requirements, Procurement Standards. Federal funds shall not be awarded to any subrecipients who have been suspended or debarred by the Federal government. In addition, Federal funds may not be used to purchase goods or services costing over $100,000 from a vendor that has been suspended or debarred from Federal grant programs.

6. Compensation and Payments to the County. The County shall be compensated for the work and services actually performed under this Agreement by payments to be made monthly by the Area Agency. Total reimbursement to the community service providers under this Agreement may not exceed the grand total of Block Grant funding, as specified on the Provider Services Summary format (DAAS-732).

SFY 2026-2027 County Funding for Home and Community Care Block Grant (HCCBG)

COUNTY/REGION	SFY 2027 HCCBG	Local Match Needed	Total Allocation Plus Local Match
FRANKLIN	563,369	62,597	625,966

a. Interim Payments to the County

Upon receipt of a written request from the County, the Division of Aging and Adult Services, through the Area Agency, will provide the County Finance Officer with an interim payment equivalent to seventy percent (70%) of one-twelfth (1/12) of the County's Home and Community Care Block Grant allocation by the 22nd of each month.

b. Reimbursement of Service Costs

Reimbursement of service costs are carried out as provided in Section 3 of the N.C. Division of Aging and Adult Services Home and Community Care Block Grant Procedures Manual for Community Service Providers, revised February 17, 1997.

c. Role of the County Finance Director

The County Finance Director shall be responsible for disbursing Home and Community Care Block Grant Funding to Community Service Providers in accordance with procedures specified in the N.C. Division of Aging and Adult Services Home and Community Care Block Grant Manual for Community Service Providers, revised February 17, 1997.

d. Payment of Administration on Aging Nutrition Services Incentive Program (NSIP) Subsidy

NSIP subsidy for congregate and home delivered meals will be disbursed by the Division of Aging and Adult Services through the Area Agency to the County on a monthly basis, subject to the availability of funds as specified in Section 3 of the N.C. Division of Aging and Adult Services Home and Community Care Block Grant Procedures Manual for Community Services Providers.

If through the U.S. Department of Agriculture Area Agency on Aging Elections Project, the County elects to receive a portion of its USDA entitlement in the form of surplus commodity foods in lieu of cash, the Area Agency will notify the County in writing of its community valuation upon notification from the Division of Aging and Adult Services. The delivery of commodity and bonus foods is subject to availability. The County will not receive cash entitlement in lieu of commodities that are unavailable or undelivered during the Agreement period.

7. Reallocation of Funds and Budget Revisions.

It is understood and agreed, that in the event the Service Provider's rate of progress on this Agreement is leading to the underutilization of the funds allocated, and if the Service Provider cannot demonstrate how funds will be fully utilized during the Agreement period, then, upon notice to the County, the Area Agency may decrease the total compensation to be paid hereunder in order to reallocate funds to other Agreements.

The County may authorize community service providers to implement budget revisions which do not cause the County to fall below minimum budgeting requirements for access, in-home, congregate, and home delivered meals services, as specified in Division of Aging and Adult Services budget instructions issued to the County. If a budget revision will cause the County to fall below minimum budgeting requirements for any of the aforementioned services, as specified in Division of Aging and Adult Services budgeting instructions issued to the County,

the grants administrator for the County shall obtain written approval for the revision from the Area Agency prior to implementation by the community service provider, so as to assure that regional minimum budgeting requirements for the aforementioned services will be met.

Unless community services providers have been given the capacity to enter data into the Aging Resources Management System (ARMS), Area Agencies on Aging are responsible for entering amended service data into the Division of Aging and Adult Services Management Information System, as specified in the N.C. Division of Aging and Adult Services Home and Community Care Block Grant Procedures Manual for Community Service Providers.

8. Monitoring. This Agreement will be monitored to assure that services are being provided as stated in the Division of Aging and Adult Service Monitoring Policies and Procedures at http://www.ncdhhs.gov/aging/monitor/mpolicy.htm.

The monitoring of services provided under this Agreement shall be carried out by the Area Agency on Aging in accordance with its Assessment Plan and as specified in Sec. 308 of the AAA Policies and Procedures Manual. Counties and community service providers will receive a written report of monitoring findings in accordance with procedures established in Section 308.4. Any areas of non-compliance will be addressed in a written corrective action plan with the community service provider.

9. Disputes and Appeals. Any dispute concerning a question of fact arising under this Agreement shall be identified to the designated grants administrator for the Area Agency. In accordance with Lead Regional Organization (LRO) policy, a written decision shall be promptly furnished to the designated grants administrator for the County.

The decision of the LRO is final unless within twenty (20) days of receipt of such decision the Chairman of the Board of Commissioners furnishes a written request for appeal to the Director of the North Carolina Division of Aging and Adult Services, with a copy sent to the Area Agency. The request for appeal shall state the exact nature of the complaint. The Division of Aging and Adult Services will inform the Chairman of the Board of Commissioners of its appeal procedures and will inform the Area Agency that an appeal has been filed. Procedures thereafter will be determined by the appeals process of the Division of Aging and Adult Services. The state agency address is as follows:

Director
North Carolina Division of Aging and Adult Services
Raleigh HQ Building 1915 Health Service
2101 Mail Service Center
Raleigh, North Carolina 27699-2101

10. Termination for Cause. If through any cause, the County shall fail to fulfill in a timely and proper manner its obligations under this Agreement, or the County has or shall violate any of the covenants, agreements, representations or stipulations of this Agreement, the Area Agency shall have the right to terminate this Agreement by giving the Chairman of the Board of

Commissioners written notice of such termination no fewer than fifteen (15) days prior to the effective date of termination. In such event, all finished documents and other materials collected or produced under this Agreement shall at the option of the Area Agency, become its property. The County shall be entitled to receive just and equitable compensation for any work satisfactorily performed under this Agreement.

11. Audit. The County agrees to have an annual independent audit in accordance with North Carolina General Statutes, North Carolina Local Government Commission requirements, Division of Aging and Adult Services Program Audit Guide for Aging Services and Federal Office of Budget and Management (OMB) Uniform Guidance 2 CFR Part 200.

    Community service providers, as specified in paragraph one (1), who are not units of local government or otherwise subject to the audit and other reporting requirements of the Local Government Commission are subject to audit and fiscal reporting requirements, as stated in NC General Statute 143C-6-22 and 23 and OMB Uniform Guidance CFR 2 Part 200, where applicable. Applicable community service providers must send a copy of their year-end financial statements, and any required audit, to the Area Agency on Aging. Home and Community Care Block Grant providers are not required to submit Activities and Accomplishments Reports. For-profit corporations are not subject to the requirements of OMB Uniform Guidance 2 CFR Part 200, but are subject to NC General Statute 143C-6-22 and 23 and Yellow Book audit requirements, where applicable.

    Federal funds may not be used to pay for a **Single or Yellow Book audit** unless it is a federal requirement. **State funds** will not be used to pay for a **Single or Yellow Book** audit if the provider receives less than $500,000 in state funds. The Department of Health and Human Services will provide confirmation of federal and state expenditures at the close of the state fiscal year. Information on audit and fiscal reporting requirements in accordance with Administrative Code 09 NCAC 03M can be found at https://www.osbm.nc.gov/stewardship-services/grants/grant-recipients

    The following chart provides a summary of reporting requirements under NCGS 143C-6-22 and 23 and OMB Uniform Guidance 2 CFR Part 200 based upon funding received and expended during the service provider's fiscal year.

Annual Expenditures	Report Required to AAA	Allowable cost for reporting
• Less than $25,000 in state or federal funds	Certification form and State Grants Compliance Reporting <$25,000 (Item #11, Activities and Accomplishments) does not have to be completed) OR Audited Financial Statements in compliance with GAO/GAS (i.e., Yellow Book).	N.A.

Annual Expenditures	Report Required to AAA	Allowable cost for reporting
• Greater than $25,000 and less than $500,000 in state funds or $750,000 in federal funds.	Certification form and Schedule of Grantee Receipts >$25,000 and Schedule of Receipts and Expenditures OR Audited Financial Statements in compliance with GAO/GAS (i.e., Yellow Book)	N.A.
• $500,000+ in state funds but federal pass through in an amount less than $750,000.	Audited Financial Statement in compliance with GAO/GAS (i.e., Yellow Book)	May use state funds, but not federal funds.
• $500,000+ in state funds and $750,000+ in federal pass through funds.	Audited Financial Statement in compliance with OMB Uniform Guidance 2 CFR Part 200 (i.e., Single Audit)	May use state and federal funds.
• Less than $500,000 in state funds and $750,000+ in federal pass through funds	Audited Financial Statement in compliance with OMB Uniform Guidance 2 CFR Part 200 (i.e., Single Audit)	May use federal funds, but not state funds.

12. Audit/Assessment Resolutions and Disallowed Cost. It is further understood that the community service providers are responsible to the Area Agency for clarifying any audit exceptions that may arise from any Area Agency assessment, county or community service provider single or financial audit, or audits conducted by the State or Federal Governments. In the event that the Area Agency or the Department of Health and Human Services disallows any expenditure made by the community service provider for any reason, the County shall promptly repay such funds to the Area Agency once any final appeal is exhausted in accordance with paragraph nine (9).

    The only exceptions are if the Area Agency on Aging is designated as a community service provider through the County Funding Plan or, if as a part of a procurement process, the Area Agency on Aging enters into a contractual agreement for service provision with a provider which is in addition to the required County Funding Plan formats. In these exceptions, the Area Agency is responsible for any disallowed costs. The County or Area Agency on Aging can recoup any required payback from the community service provider in the event that payback is due to a community service provider's failure to meet OMB Uniform Guidance CFR 2 Part 200, 45 CFR Part 1321 or state eligibility requirements as specified in policy.

13. Indemnity. The County agrees to indemnify and save harmless the Area Agency, its agents, and employees from and against any and all loss, cost, damages, expenses, and liability arising out of performance under this Agreement to the extent of errors or omissions of the County.

14. Equal Employment Opportunity and Americans With Disabilities Act Compliance. Both the County and community service providers, as identified in paragraph one (1), shall comply with all federal and state laws relating to equal employment opportunity and accommodation for disability.

15. Data to be Furnished to the County. All information which is existing, readily available to the Area Agency without cost and reasonably necessary, as determined by the Area Agency's staff, for the performance of this Agreement by the County shall be furnished to the County and community service providers without charge by the Area Agency. The Area Agency, its agents and employees, shall fully cooperate with the County in the performance of the County's duties under this Agreement.

16. Rights in Documents, Materials and Data Produced. The County and community service providers agree that at the discretion of the Area Agency, all reports and other data prepared by or for it under the terms of this Agreement shall be delivered to, become and remain, the property of the Area Agency upon termination or completion of the work. Both the Area Agency and the County shall have the right to use same without restriction or limitation and without compensation to the other. For the purposes of this Agreement, "data" includes writings, sound recordings, or other graphic representations, and works of similar nature. No reports or other documents produced in whole or in part under this Agreement shall be the subject of an application for copyright by or on behalf of the County.

17. Interest of the Board of Commissioners. The Board of Commissioners covenants that neither the Board of Commissioners nor its agents or employees presently has an interest, nor shall acquire an interest, direct or indirect, which conflicts in any manner or degree with the performance of its service hereunder, or which would prevent, or tend to prevent, the satisfactory performance of the service hereunder in an impartial and unbiased manner.

18. Interest of Members of the Area Agency, Lead Regional Organization, and Others. No officer, member or employee of the Area Agency or Lead Regional Organization, and no public official of any local government which is affected in any way by the Project, who exercises any function or responsibilities in the review or approval of the Project or any component part thereof, shall participate in any decisions relating to this Agreement which affects his personal interest or the interest of any corporation, partnership or association in which he is, directly or indirectly, interested; nor shall any such persons have any interest, direct or indirect, in this Agreement or the proceeds arising there from.

19. Officials not to Benefit. No member of or delegate to the Congress of the United States of America, resident Commissioner or employee of the United States Government, shall be entitled to any share or part of this Agreement or any benefits to arise here from.

20. Prohibition Against Use of Funds to Influence Legislation. No part of any funds under this Agreement shall be used to pay the salary or expenses of any employee or agent acting on

behalf of the County to engage in any activity designed to influence legislation or appropriations pending before Congress.

21. Confidentiality and Security. Any client information received in connection with the performance of any function of a community service provider or its subcontractors under this Agreement shall be kept confidential. The community service provider acknowledges that in receiving, storing, processing, or otherwise handling any confidential information, the agency and any subcontractors will safeguard and not further disclose the information except as provided in this Agreement and accompanying documents.

22. Record Retention and Disposition. All state and local government agencies, nongovernmental entities, and their subrecipients, including applicable vendors, that administer programs funded by federal sources passed through the NC DHHS and its divisions and offices are expected to maintain compliance with the NC DHHS record retention and disposition schedule (https://www.ncdhhs.gov/about/administrative-offices/office-controller/records-retention). In addition, the NC Department of Natural and Cultural Resources has developed a General Records Schedule for Local Government Agencies as well as individual retention and disposition schedules for local government agencies like county social service agencies and local health departments. Those schedules are posted at https://archives.ncdcr.gov/government/local.

Retention requirements apply to the community service providers funded under this Agreement to provide Home and Community Care Block Grant services. By funding source and state fiscal year, the NC DHHS record retention schedule lists the earliest date that grant records in any format may be destroyed. The State Archives provides information about destroying confidential data and authorized methods of record destruction (paper and electronic) at https://archives.ncdcr.gov/government/records-management-tools/faq#how-can-i-destroy-records.

The NC DHHS record retention schedule is based on federal and state regulations and pertains to the retention of all financial and programmatic records, supporting documents, statistical records, and all other records supporting the expenditure of a federal grant award. Records legally required for ongoing official proceedings, such as outstanding litigation, claims, audits, or other official actions, must be maintained for the duration of that action, notwithstanding the instructions of the NC DHHS record retention and disposition schedule.

In addition to record retention requirements for records in any format, the long-term and/or permanent preservation of electronic records require additional commitment and active management by agencies. The community service provider will comply with all policies, standards, and best practices published by the Division of Aging and Adult Services regarding the creation and management of electronic records.

DAAS-735
(updated 6-27-24)

23. Applicable Law. This Agreement is executed and is to be performed in the State of North Carolina, and all questions of interpretation and construction shall be construed by the laws of such State.

In witness whereof, the Area Agency and the County have executed this Agreement as of the day first written above.

Franklin County

Attest:

_____ By: _____

Chairman, Board of Commissioners

Area Agency

Attest:

Ala Wonstead By: Patricia S. Cox

Area Agency Director

Executive Director,
Lead Regional Organization

Provision for payment of the monies to fall due under this Agreement within the current fiscal year have been made by appropriation duly authorized as required by the Local Government Budget and Fiscal Control Act.6010.

By: Kathrin Conner

FINANCE OFFICER, Lead Regional Organization

Franklin County Commissioner's Agenda Information Sheet

Requested Meeting Date: September 14, 2026 # of attachment(s) 1

Item Title: FY26 HCCBG for Older Adults County Funding Plan Revision

Initiated by (Name, Job Title): Cindy Jones, Senior Services Director

Board action proposed: Review and approve the revised Home and Community Care Block Grant County Funding Plan for FY26.

Is this a consent agenda item? Yes

Is a public hearing needed? No

Summary of Request: Cindy H. Jones, Senior Services Director, requests the Board of Commissioners consider approval of revisions to the Home and Community Care Block Grant (HCCBG) funding plan for older adults. A portion of funding for the Department of Aging comes from HCCBG each year. The Kerr Tar Area Agency on Aging provides the allocation to the County. The funding plan provides information about services and funding dedicated to HCCBG and required local match for the County. The FY26 funding plan reflects the actual budget that was passed for HCCBG and reflects the revised amount.

ATTACHMENTS:
FY26 HCCBG Annual Funding Plan Revision 2

NAME AND ADDRESS
COMMUNITY SERVICE PROVIDER
Franklin County Department of Aging
279 S Bickett Boulevard
Louisburg, NC 27549

Home and Community Care Block Grant for Older Adults

County Funding Plan

Provider Services Summary

DAAS-732
County_____ Franklin
July 1, 2025 through June 30, 2026
REVISION #1 , DATE :6/30/2026

Services	Ser. Delivery (Check One) Direct	Purch.	A Block Grant Funding Access	In-Home	Other	Total	B Required Local Match	C Net* Serv Cost	D NSIP Subsidy	E Total Funding	F Projected HCCBG Units	G Projected Reimburse. Rate	H Projected HCCBG Clients	I Projected Total Units
Congregate Nutrition					$45,675		$5,075	$50,750	$5,913	$56,663	7391	$10.1500		5000
Home Del. Meals				$64,623			$7,180	$71,803	$7,930	$79,733	9913	$9.5239		7000
Transporation (Medical)			$20,250				$2,250	$22,500		$22,500	1297	$26.4706		850
Transporation (General)			$41,593				$4,621	$46,214		$46,214	2054	$22.5000		3000
In-Home Aide-Level II PC				$35,939			$3,993	$39,932		$39,932	1255	$31.8182		2200
Senior Center Operations					$340,029		$37,781	$377,810		$377,810				
							0	0		0				
							0	0		0				
							0	0		0				
							0	0		0				
							0	0		0				
							0	0		0				
							0	0		0				
							0	0		0				
Total			$61,843	$100,562	$385,704	$548,109	$60,900	$609,009	$13,843	$622,852	21910		0	18050

Certification of required minimum local match availability.
Required local match will be expended simultaneously
with Block Grant Funding.

Cindy Gomez, Senior Services Director 7/30/26
Authorized Signature, Title Date
Community Service Provider

Signature, County Finance Officer Date

Signature, Chairman, Board of Commissioners Date

Franklin County Commissioner's Agenda Information Sheet

Requested Meeting Date: September 14, 2026 # of attachment(s) 1

Item Title: Summit Assignment

Initiated by (Name, Job Title): Gena McCray, County Attorney

Board action proposed: Consider approval of agreement.

Is this a consent agenda item? Yes

Is a public hearing needed? No

Summary of Request: Arrowrock Rock IV Long Mill LLC has requested the assignment of their ownership of Phase III, Building 5, at the US 1 North Commerce Business Park to Peony Borrower LLC. County Attorney Gena McCray has worked directly with the entity's attorney to verify and review the documents. The County committed to this process of assignment upon the execution of the Economic Development Incentive Agreements with Arrowrock IV LLC, formerly referred to as Summit. The Board is asked to approve the requested assignment of the incentive agreement subject to County Attorney's final approval of the agreement.

ATTACHMENTS:
Arrowrock Long Mill (Building 5) Phase III Assignment of Incentive Agreement

(Space Above for Recorder's Use)

Prepared by:
Missy McCoy
Lewis Rice LLC
600 Washington Ave., Ste. 2500
St. Louis, MO 63101

Return to:
Missy McCoy
Lewis Rice LLC
600 Washington Ave., Ste. 2500
St. Louis, MO 63101

Incentive Agreement Assignment Agreement

By and Between:

Arrowrock IV Long Mill Phase III, LP
(Assignor)

and

Peony Borrower LLC
(Assignee)

INCENTIVE AGREEMENT ASSIGNMENT AGREEMENT

This Assignment Agreement ("Assignment") is executed and delivered as of the ____ day of _____, 2026 (the "Effective Date"), by and between Arrowrock IV Long Mill Phase III, LP, a Delaware limited partnership, ("Assignor"), whose address is 135 North Meramec, Suite 500, St. Louis, Missouri 63105 and Peony Borrower LLC ("Assignee"), whose address is _____, with respect to the real property described in Exhibit A attached hereto and made a part hereof (the "Real Property").

1. Assignment and Assumption of Incentive Agreement. For good and valuable consideration, Assignor hereby assigns, transfers, sets over and conveys to Assignee all of Assignor's interests and rights in and to, and Assignee hereby accepts all of Assignor's rights, title and interests in and to that certain Incentive Agreement Phase III – Building 5 dated December 21, 2022, by and between Arrowrock IV Long Mill, LLC, as the "Company", and County of Franklin, North Carolina (the "County"), recorded at Book 2324, Page 1215, in the Franklin County, North Carolina Registry as assigned to Assignor, pursuant to that certain Incentive Agreement Assignment Agreement dated March 19, 2025, by and between Arrowrock IV Long Mill, LLC and Assignor, as consented to by the County, recorded at Book 2394, Page 1621 in the Franklin County, North Carolina Registry (collectively, the "Incentive Agreement"), and Assignor hereby assumes all of Assignee's obligations and responsibilities thereunder from and after the date hereof.

2. Indemnification. Assignor hereby agrees to defend, indemnify and hold harmless Assignee from and against any and all liability, actual damages, causes of action, expenses, and attorneys' fees actually incurred by Assignee as a result of claims or causes of action being brought against Assignee to the extent arising out of the failure or alleged failure of Assignor to fulfill, perform, discharge, or observe the obligations to be fulfilled, performed, discharged or observed by Company under the Incentive Agreement before the Effective Date. Assignee hereby agrees to defend, indemnify and hold harmless Assignor from and against any and all liability, actual damages, causes of action, expenses, and attorneys' fees actually incurred by Assignor as a result of claims or causes of action being brought against Assignor to the extent arising out of the failure or alleged failure of Assignee to fulfill, perform, discharge, or observe the obligations to be fulfilled, performed, discharged or observed by Company under the Incentive Agreement on or after the Effective Date.

3. Recording of Assignment. This Assignment Agreement, or a memorandum thereof, shall promptly be recorded in the Franklin County, North Carolina Registry, by the parties.

4. Notice to the County of Assignment. Assignor has provided written notice of this Assignment to the County as required under Section 5 and Section 12 of the Incentive Agreement.

5. Foreign Assets Control Specially Designated Nationals and Blocked Persons List. Assignee certifies that the Assignee nor any of its owners, officers, employees, or agents appear on the United States Department of the Treasury Office of Foreign Assets Control Specially Designated Nationals and Blocked Persons List, available at https://sanctionssearch.ofac.treas.gov/.

6. Binding on Successors. This Assignment shall be binding upon and inure to the benefit of the parties hereto, and their successors in interest and assigns.

7. Counterparts. This Assignment may be executed in one or more counterparts, each of which shall be deemed an original and all of which shall together constitute one and the same document.

[*Signatures Appear on the Following Page*]

IN WITNESS WHEREOF, the undersigned have caused their duly authorized representatives to execute and deliver this Assignment as of the date written above.

ASSIGNOR:

ARROWROCK IV LONG MILL PHASE III, LP,
a Delaware limited partnership

By: _____
Print Name: _____
Title: Authorized Signatory

STATE OF MISSOURI

COUNTY OF ST. LOUIS

I certify that the following person personally appeared before me this day, acknowledging to me that he voluntarily signed the foregoing document for the purpose stated therein and in the capacity indicated: _____.

Date: _____ _____Notary Public
_____Printed Name

My commission expires: _____

(seal)

[Signature Page to Incentive Agreement Assignment]

IN WITNESS WHEREOF, the undersigned have caused their duly authorized representatives to execute and deliver this Assignment as of the date written above.

ASSIGNEE:

PEONY BORROWER LLC,
a _____ limited liability company

By: _____
Print Name: _____
Title: Authorized Signatory

STATE OF _____

COUNTY OF _____

I certify that the following person personally appeared before me this day, acknowledging to me that he/she voluntarily signed the foregoing document for the purpose stated therein and in the capacity indicated: _____.

Date: _____ _____Notary Public
_____Printed Name

My commission expires: _____

(seal)

COUNTY CONSENT TO
INCENTIVE AGREEMENT ASSIGNMENT AGREEMENT

County of Franklin, North Carolina (the "County") and ARROWROCK IV LONG MILL, LLC, a Delaware limited liability company, as the "Company", entered into that certain Incentive Agreement Phase III – Building 5 dated December 21, 2022, recorded at Book 2324, Page 1215, in the Franklin County, North Carolina Registry as assigned to ARROWROCK IV LONG MILL PHASE III, LP, a Delaware limited partnership, pursuant to that certain Incentive Agreement Assignment Agreement dated March 19, 2026, by and between Arrowrock IV Long Mill, LLC and Assignor, as consented to by the County, recorded at Book 2394, Page 1621 in the Franklin County, North Carolina Registry (as the same may be amended, modified, supplemented or restated from time to time, collectively, the "Incentive Agreement"). As further set forth in the INCENTIVE AGREEMENT ASSIGNMENT AGREEMENT (the "Assignment") to which this County Consent to Incentive Assignment Agreement is attached, ARROWROCK IV LONG MILL PHASE III, LP, a Delaware limited partnership is assigning to PEONY BORROWER LLC, a _____ limited liability company ("Assignee") all of Assignor's interests and rights in and to, and Assignee is accepting all of Assignor's rights, title and interests in and to the Incentive Agreement and Assignor is assuming all of Assignee's obligations and responsibilities thereunder from and after the date of the Assignment. In accordance with the terms of Section 5 and Section 12 of the Incentive Agreement, County hereby consents to the Assignment.

[*Remainder of page intentionally left blank; signature page follows.*]

IN WITNESS WHEREOF, the County has caused this instrument to be signed in its name by its Chairman and its seal to be hereunto affixed by authority of its Board of Commissioners and attested to by the Clerk to the Board; and Company has caused this instrument to be signed by its duly authorized officers, the day and year first above written.

THE COUNTY OF FRANKLIN

(County Seal) By: _____
_____, _____
Franklin County Board of Commissioners

ATTEST:

_____
_____ Clerk to the Board Franklin County

STATE OF NORTH CAROLINA
COUNTY OF FRANKLIN

I certify that _____ personally appeared before me this day and in the capacity indicated, and I have seen satisfactory evidence of the principal's identity, by a current state or federal identification with the principal's photograph in the form of a NCDL; acknowledging to me that he voluntarily signed the foregoing document for the purpose stated therein.

WITNESS my hand and official stamp or seal this _____ day of _____, 202___.

_____
_____
Printed Name of Notary
My Commission Expires: _____

[Official Seal]

STATE OF NORTH CAROLINA
COUNTY OF FRANKLIN

I certify that _____ personally appeared before me this day and in the capacity indicated, and I have seen satisfactory evidence of the principal's identity, by a current state or federal identification with the principal's photograph in the form of a NCDL; acknowledging to me that she voluntarily signed the foregoing document for the purpose stated therein.

WITNESS my hand and official stamp or seal this _____ day of _____, 202___.

_____
_____
Printed Name of Notary
My Commission Expires: _____

[County Signature Page to Consent to Incentive Agreement Assignment]

EXHIBIT A

LEGAL DESCRIPTION OF REAL PROPERTY

SITUATED AND LYING IN THE STATE OF NORTH CAROLINA, FRANKLIN COUNTY, TOWNSHIP OF YOUNGSVILLE BEING A PORTION OF THE LAND CONVEYED TO ARROWROCK IV LONG MILL, LLC, BY DEED BOOK D.B. 2322 AT PAGE PG. 1110, AND DEPICTED AS LOT 5 IN PLAT BOOK P.B. 2024 AT PAGE PG. 234 BEING BOUNDED ON THE NORTH BY LAND CONVEYED TO HOLMAN NC AUCTION RE LLC (D.B. 2361 PG. 225), ON THE SOUTH BY THE LAND CONVEYED TO HAROLD AND MATT REDDICK LLC (DB 1198 PG 263) AND BY JACK AND SHIRLEY GREEN LLC (DB 1328 PG 906), ON THE EAST BY LANDS CONVEYED TO ARROWROCK IV LONG MILL PHASE I, LLC. (D.B. 2335 AT PG. 654, AND DEPICTED IN P.B. 2024 AT PG. 234 AS LOT 4), ON THE WEST BY LAND CONVEYED TO BOWLING ANTHONY SCOTT (DB 1059 PG 91), (ALL REFERENCES TO DEED BOOKS AND PLAT BOOKS IN THIS DESCRIPTION REFER TO THE RECORDS OF FRANKLIN COUNTY REGISTER OF DEEDS OFFICE, NORTH CAROLINA) AND BEING MORE PARTICULARLY BOUNDED AND DESCRIBED AS FOLLOWS:

COMMENCING AT A 5/8" EXISTING IRON REBAR (HAVING STATE PLANE COORDINATES N: 832480.57' E: 2145290.37') SAID IRON REBAR ALSO BEING THE SOUTHEAST CORNER OF LOT 4 OF THAT TRACT OF LAND CONVEYED TO ARROWROCK IV LONG MILL PHASE I, LLC (D.B. 2335 AT PG. 654, AND DEPICTED IN P.B. 2024 AT PG. 234), THENCE S 89"21'31" W, A DISTANCE OF 455.03' TO A 5/8" EXISTING IRON REBAR (HAVING STATE PLANE COORDINATES N: 832475.48' E: 2144835.37'), SAID IRON REBAR BEING THE TRUE POINT OF BEGINNING.

THENCE RUNNING IN A CLOCKWISE DIRECTION AND WITH THE NORTHERN LINE OF THE LANDS CONVEYED TO HAROLD AND MATT REDDICK LLC (DB 1198 PG 263) AND BY JACK AND SHIRLEY GREEN LLC (DB 1328 PG 906), S 89°21'31" W, A DISTANCE OF 1,723.03' TO AXLE FOUND WITNESS BY AN OAK TREE 30" IN DIAMETER; THENCE WITH THE EASTERN LINE OF THE LANDS CONVEYED TO BOWLING ANTHONY SCOTT (DB 1059 PG 91) N 05°26'37" E, A DISTANCE OF 1232.97' TO A 1.5" IRON PIPE FOUND, THENCE ALONG THE SOUTHERN LINE OF THE LANDS CONVEYED HOLMAN NC AUCTION RE LLC (D.B. 2361 PG. 225) N 89°21'33" E, A DISTANCE OF 1,606.05'' TO A 5/8" IRON REBAR, SAID IRON REBAR ALSO BEING THE NORTHWEST CORNER OF LOT 4 OF THAT TRACT OF LAND CONVEYED TO ARROWROCK IV LONG MILL PHASE I, LLC. (D.B. 2335 AT PG. 654 AND DEPICTED IN P.B. 2024 AT PG. 234); THENCE ALONG THE WESTERN LINE OF SAID LOT 4, S 00°00'00" E, A DISTANCE OF 1226.08' TO A 5/8" IRON REBAR, SAID IRON REBAR BEING THE TRUE POINT OF BEGINNING.

CONTAINING 46.65 ACRES OF LAND, MORE OR LESS.

4.24 ACRES OF LAND WITHIN RIGHT OF WAY, MORE OR LESS.

Franklin County Commissioner's Agenda Information Sheet

Requested Meeting Date: September 14, 2026 # of attachment(s) 4

Item Title: Request for Rezoning 26-REZ-01

Initiated by (Name, Job Title): Jason Rogers, Planning & Inspections Director

Board action proposed: Consider approval of a request to rezone 5.75 acres, identified as Parcel ID 004335 and located on Fleming Road (State Road 1132) in Youngsville Township, from Residential-8 (R-8) to Conditional Use General Business (CU-GB), along with the associated Zoning Consistency Statement.

Is this a consent agenda item? No

Is a public hearing needed? Yes

Summary of Request: Jason Rogers, Planning & Inspections Director, will provide a presentation regarding 26-REZ-01. Gatekeeper Investments, LLC, is requesting to rezone 5.75-acres located on Fleming Road (State Road 1132), Parcel ID 004335, in Youngsville Township from Residential-8 (R-8) to Conditional Use General Business (CU-GB), limited to the following use: Self-Service and/or Outdoor Storage.

ATTACHMENTS:

26-REZ-01 Staff Report (Gatekeeper Investments)
26-REZ-01 Rezoning Application Package (Gatekeeper Investments)
26-REZ-01 Map (Gatekeeper Investments)
26-REZ-01 Amended Ordinance (Gatekeeper Investments)
26-REZ-01 (Presentation)

Franklin County

REQUEST FOR REZONING

26-REZ-01

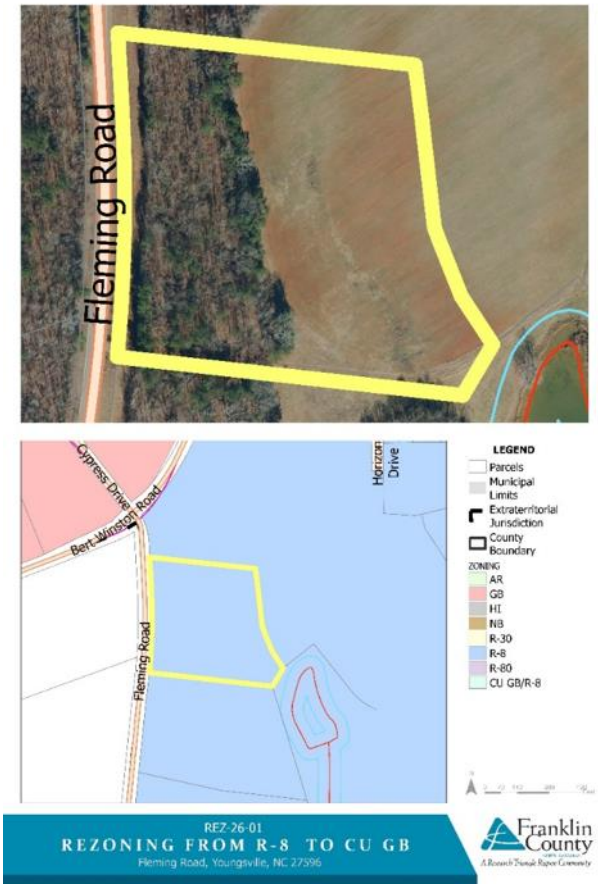
Fleming Road, Parcel ID 004335

Residential-8 (R-8) to Conditional Use General Business (GB)

PETITIONER(S):
Name of Petitioner: Gatekeeper Investments, LLC
Address: 28 Hayes Court
City, State Zip: Franklinton, NC 27525

OWNER(S):
Name of Owner: Hayes Legacy Farm, LLC
Address: 28 Hayes Court
City, State Zip: Franklinton, NC 27525

LOCATION:



ATTACHMENTS:
Rezoning Application
MB 2019 PG 162
Amending Ordinance

PARCEL INFORMATION

OWNER	PARCEL #	ZONING	AREA
Hayes Legacy Farm, LLC	004335	Residential- 8 (R-8)	5.75
		TOTAL	**5.75-acres**

ADJACENT PROPERTY SITE DATA

	ZONING	LAND USE
Subject Property	Residential-8 (R-8)	Wooded/Agricultural
North	R-8	Wooded/Agricultural
South	R-8	Single Family Residential
East	R-8	Wooded/Agricultural
West	MU-2 (Town of Youngsville)	Wooded

BACKGROUND

Zone Map Change Request: Gatekeeper Investments, LLC is requesting to rezone 5.75-acres at Fleming Road, Youngsville, NC 27595 Parcel ID-004335, in the Youngsville Township from Residential-8 (R-8) to Conditional Use General Business (CU-GB). The proposed zoning district will be limited to the following use:

- Self-Service and/or Outdoor Storage

The application states that multiple subdivisions are already in the process of being developed and there are several new homes being built in the area. The Comprehensive Land Use plan has the subject property designated for Suburban Residential. The subject property is within 204 feet of property designated as Employment Campus to the north. The subject property is adjacent to the Town of Youngsville's Extraterritorial Jurisdiction to the west, which is zoned Mixed-Use 2 (MU-2). The property to the east, north, and south of the subject property is zoned R-8. The subject property is located within approximately 204 feet of property that is zoned General Business located along Bert Winston Road. County/public water is available within approximately 175 linear feet of the subject property. County/public sewer is unavailable.

Permitted Uses:

Specific Use	Residential Districts				Nonresidential Districts			Administrator's Notes
	AR	R-80	R-30	R-8	NB	GB	HI	
P=Permitted use (by-right)	S=Special Use Permit required CZ2 = Tier 2 Conditional Zoning required							- = Prohibited
RESIDENTIAL USE GROUP (Section 5.3.4)								
Household Living								
Single-Family Dwelling, Detached House	P	P	P	P	-	-	-	

Specific Use	Residential Districts				Nonresidential Districts			Administrator's Notes
	AR	R-80	R-30	R-8	NB	GB	HI	
P=Permitted use (by-right)	S=Special Use Permit required CZ2 = Tier 2 Conditional Zoning required							- = Prohibited
Two-Family Dwelling, Duplex	-	-	-	S	-	-	-	Duplexes are limited to 50% of dwelling units in a residential subdivision.
Manufactured home	P	P	P	-	-	-	-	
Manufactured home subdivision/park	S	-	-	-	-	-	-	
Multi-Family (condominium/ apartment, townhomes)	-	-	-	CZ2, min. 5 acres	-	CZ2, min. 5 acre s	-	In R-8, limited to 25% of overall dwelling units in a development.
Upper-story residence	-	-	-	-	P	P	-	
Group Living								
Adult care home (6 or fewer beds)	P	P	P	P	-	-	-	
Family care home (6 or fewer beds)	P	P	P	P	-	-	-	
Supervised living facility (group home)	S	S	S	S	-	-	-	
All other group living (except as noted above)	S	S	S	S	-	-	-	
PUBLIC/CIVIC USE GROUP (Section 5.3.5)								
Colleges and Universities								
Business, trade, technical schools	-	-	-	-	P	P	-	
All other colleges/universities (except as noted above)	S	-	S	S	P	P	-	
Cultural Exhibits and Libraries								
Libraries	-	-	-	P	P	P	-	
All other cultural exhibits/libraries (except as noted above)	S	S	S	S	P	P	-	
Day Care								
Adult day care facility	S	S	S	S	P	P	-	
Child care center	P	P	P	P	P	P	-	

Specific Use	Residential Districts				Nonresidential Districts			Administrator's Notes
	AR	R-80	R-30	R-8	NB	GB	HI	
P=Permitted use (by-right)	S=Special Use Permit required CZ2 = Tier 2 Conditional Zoning required							- = Prohibited
Family child care home	P	P	P	P	P	P	-	
Detention and Correctional Facilities	S	-	--	-	-	-	P	
Emergency and Safety Service	S	-	S	S	P	P	S	
Hospitals	-	-	-	-	-	P	-	
Lodge or Private Club	S	S	S	S	P	P	-	
Parks and Recreation								
Public recreation (assembly) buildings	P	-	P	S	P	P	-	
All other public parks recreation (except as noted above)	P	P	P	P	P	P	-	
Parking, Park and Ride	-	-	S	S	P	P	-	
Religious Assembly	P	P	P	P	P	P	-	
School, Public or Private	P	P	P	P	P	P	-	
COMMERCIAL USE GROUP (Section 5.3.6)								
Animal Service								
Kennel	S	-	-	-	S	P	-	
Pet Cremation	S	-	S	-	P	P	P	
Shelter	S	S	-	-	P	P	P	
Veterinary	S	-	S	-	P	P	-	
Body Art Service	-	-	-	-	P	P	-	
Eating and Drinking Establishments								
Bars and Nightclubs	-	-	-	-	S	S	-	
Drive-through restaurant	-	-	-	-	P	P	-	
All other eating/drinking (except as noted above)	S	-	-	-	P	P	-	
Financial Services								
Automated teller machine (freestanding)	-	-	-	-	P	P	-	

Specific Use	Residential Districts				Nonresidential Districts			Administrator's Notes
	AR	R-80	R-30	R-8	NB	GB	HI	
P=Permitted use (by-right)	S=Special Use Permit required CZ2 = Tier 2 Conditional Zoning required							- = Prohibited
Drive-through facility	S	-	-	-	P	P	-	
Pawnshop, currency exchange or payday loan	-	-	-	-	P	P	-	
All other financial services (except as noted above)	-	-	-	-	P	P	-	
Funeral and Interment								
Cemetery, mausoleum, columbarium	S	S	S	S	-	-	-	
Funeral home	-	-	-	-	P	P	-	
Gas Station								
Neighborhood/convenience-oriented retail (with gas sales)	S	-	S	-	P	P	-	
Neighborhood/convenience-oriented retail (w/o gas sales)	S	-	S	-	P	P	-	
Lodging								
Bed and breakfast	S	S	S	S	P	P	-	
Campgrounds and recreational vehicle parks	S	-	S	-	-	-	-	
Hotel/motel	-	-	-	-	S	P	-	
Rooming or boarding house	-	-	-	-	-	S	-	
Office								
Conference center/retreat facility	S	-	S	-	P	P	-	
Medical office, clinic or lab	S	-	S	-	P	P	-	
All other office (except as noted above)	-	-	-	-	P	P	-	
Parking, Commercial	-	-	-	-	S	P	P	
Recreation and Entertainment, Indoor								
Indoor Shooting Range	-	-	-	-	S	P	P	
All other indoor recreation and entertainment	-	-	-	-	P	P	-	

Specific Use	Residential Districts				Nonresidential Districts			Administrator's Notes
	AR	R-80	R-30	R-8	NB	GB	HI	
P=Permitted use (by-right)	S=Special Use Permit required CZ2 = Tier 2 Conditional Zoning required							- = Prohibited
Recreation and Entertainment, Outdoor								
Day camp	S	S	S	S	P	P		
Firearm/archery ranges and clubs	S	-	S	-	-	S	P	
Golf course	S	S	S	S	-	-	-	
Marina/boating facility	S	S	S	S	-	-	-	
Swimming pool/tennis club	S	S	S	S	P	P	-	
Swimming/tennis club (as part of subdivision)	P	P	P	P	-	-	-	
Wildlife/game preserve/zoo	S	S	S	-	S	S	-	
All other outdoor recreation/entertainment (except as noted above)	S	S	S	S	P	P	-	
Retail Sales and Service								
Mobile home sales	S	-	-	-	P	P	-	
Outdoor sales/service and displays	-	-	-	-	S	S	-	
All other retail sales and service (except as noted above)	S	-	-	-	P	P	-	This includes all retail sale establishments including craft and gift shops, florists, grocery stores, etc.
Sexually Oriented Business	-	-	-	-	-	CZ2, min. 1 acre	-	
Vehicle Sales and Service								
Vehicle repair/service	S	-	-	-	P	P	P	
Vehicle sales, leasing or rental	S	-	-	-	P	P	P	
All other vehicle sales/service (except as noted above)	-	-	-	-	-	P	-	
INDUSTRIAL USE GROUP (Section 5.3.7)								

Specific Use	Residential Districts				Nonresidential Districts			Administrator's Notes
	AR	R-80	R-30	R-8	NB	GB	HI	
P=Permitted use (by-right)	S=Special Use Permit required CZ2 = Tier 2 Conditional Zoning required							- = Prohibited
Contractor's Office, Landscaping, Grading, etc.	S	-	S	-	S	P	P	
Junk/Salvage Yard	CZ2, min. 10 acres	-	-	-	-	-	CZ2, min. 10 acres	
Manufacturing, Production, and Industrial Service								
Artisan Manufacturing	-	-	-	-	P	P	S	
Micro-distillery/ Microbrewery	-	-	-	-	P	P	P	Tasting room is a permitted accessory use.
Winery	S	S	-	-	P	P	S	Tasting room is a permitted accessory use.
Light/Limited Industrial	-	-	-	-	-	P	P	
General Industrial	-	-	-	-	-	P	P	
Intensive Industrial	-	-	-	-	-	S	P	
Research and development/ laboratories/ prototype production/ pilot plant	-	-	-	-	-	P	P	
Mining/Excavation	-	-	-	-	-	-	CZ2, min. 25 acres	
Self-Service and/or Outdoor Storage	S	-	-	-	P	P	-	
Warehousing, Wholesaling and Freight Movement								
Freight handling, storage, and distribution	-	-	-	-	-	P	P	
Warehousing	-	-	-	-	-	P	P	
Wholesale trade	-	-	-	-	-	P	S	
All other warehousing, wholesaling and freight movement (except as noted above)	-	-	-	-	-	P	P	
Waste-Related Use								

Specific Use	Residential Districts				Nonresidential Districts			Administrator's Notes
	AR	R-80	R-30	R-8	NB	GB	HI	
P=Permitted use (by-right)	S=Special Use Permit required CZ2 = Tier 2 Conditional Zoning required							- = Prohibited
Land-clearing and inert debris landfills, C&D landfills	CZ2, min. 10 acres	-	-	-	-	CZ2, min. 10 acres	CZ2, min. 10 acres	
Hazardous or low-level radioactive waste facility	CZ2, min. 25 acres	-	-	-	-	-	CZ2, min. 25 acres	
Transfer Station	S	-	S	-	-	S	S	
Recycling collection (household collection only)	S	-	S	-	-	S	S	
Sanitary Solid Waste Landfill (Municipal)	CZ2, min. 25 acres	-	-	-	-	-	S	
Sewage/Water Treatment Plant	S	S	S	S	-	P	P	
All other waste-related (except as noted above)	-	-	-	-	-	-	S	
AGRICULTURE USE GROUP (Section 5.3.8)								
Farmers Market	S	-	S	-	P	P	-	
All other agriculture related (except as noted above)[2]	S	S	-	-	-	-	-	
UTILITIES AND OTHER USE GROUP (Section 5.3.9)								
Airfields and Landing Strips	S	-	-	-	-	P	P	Private airfields or landing strips may be an accessory to residential lots greater than 5 acres only in the AR district and provided they are not commercial in any way. A special use permit is required.
Solar Energy Farms	S	-	S	-	-	-	-	
Static Transformer Stations, Radio/TV and Towers, Relay Station	S	S	S	S	S	S	P	

Specific Use	Residential Districts				Nonresidential Districts			Administrator's Notes
	AR	R-80	R-30	R-8	NB	GB	HI	
P=Permitted use (by-right)	S=Special Use Permit required CZ2 = Tier 2 Conditional Zoning required							- = Prohibited
Telecommunication Facilities								
Freestanding, less than 120'	P	P	P	S	P	P	P	
Freestanding, 120 ' or greater	S	S	S	S	S	S	P	
Non-tower	P	P	P	P	P	P	P	
Water Tower								
Community water tower, as part of subdivision (shown on record plat)	P	P	P	P	P	P	P	Special Use Permit required if over 50' tall
All other water towers	S	S	S	S	S	S	P	Community water supply towers are permitted up to the maximum height in that district.
ACCESSORY, TEMPORARY, AND HOME OCCUPATION USE GROUP (Section 5.3.10)								
Accessory Dwelling Unit	See 5.3.10 Accessory, Temporary, and Home Occupation Uses							
Accessory Structures								
Home Occupation								
Solar Panels								
Temporary Uses	See 5.11, Temporary Uses							

Notes:

- **Accessory, temporary, and home occupation uses are permitted by right in all residential districts, see Section 5.3.10 for additional use standards.**
- **For any use not explicitly listed herein, see 5.3.1.B., which specifies that in such a case, a Tier 2 Conditional Zoning is required to establish a new zoning district. Alternatively, an applicant can always request an ordinance amendment to add the use to this Table of Permitted Uses.**

Setbacks and Lot Size:

Zoning District	Min. Square Footage	Min. Road Frontage	Min. Front Setback	Min. Side Setback	Min. Rear Setback
Existing Zoning Residential-8 (R-8)	30,000	90	30	10	25
Proposed Zoning General Business (GB)	40,000	75	50	10 (30 when abutting a residential district)	25 (40 when abutting a residential district)

Water/Sewer Service: County/public water is available within approximately 175 linear feet of the subject property. County/public sewer is unavailable.

Transportation: The subject property is located along Fleming Road. Fleming Road is a 2-lane road with a 60' right-of-way. The subject property is located approximately 203.92' from the Bert Winston Road and Fleming Road intersection.

Any future development on the subject property will be required to comply with the requirements of Franklin County UDO related to the provisions of transportation facilities in the Comprehensive Transportation Plan and Bicycle and Pedestrian Plan. All roadway improvements and/or driveway permits must be reviewed and approved by the North Carolina Department of Transportation (NCDOT).

Environmental: The subject property is located within the Tar-Pamlico River Basin.

Any future development on the subject property will be required to comply with the 15A NCAC 2B .0730-.07362 Tar-Pamlico Nutrient Strategy of the North Carolina Administrative Code and Section 9.3 of Franklin County's UDO.

Land Use Plan: The Comprehensive Land Use Plan indicates that the subject property is intended for suburban residential uses.

Zoning Consistency Statement: Zoning Consistency Statement: The Franklin County Comprehensive Land Use Plan designates the subject property as Suburban Residential, which is intended primarily for a variety of residential housing types with supporting civic and institutional uses. The applicant is requesting a Conditional Zoning to the General Business (GB) district, limited to self-service/outdoor storage.

The subject property is within 240 feet of an area designated as Employment Campus, which supports office, light industrial, institutional, and supporting commercial uses. An existing self-storage facility is located within approximately 1,200 linear feet of the subject property. Other commercial warehouse and light manufacturing uses are located in close proximity to the subject property. The subject property and adjoining properties are zoned Residential-8 (R-8). A 20-foot perimeter landscape buffer is required when a commercial use adjoins a residential zoned property and/or use.

The conditional zoning request is limited to self-service/outdoor storage, and the surrounding area includes a mix of residential, commercial, warehouse, light manufacturing, and industrial uses. **The request is/is not reasonable considering the existing land uses and is/is not in the public interest.**

Planning Board Action: The Planning Board, by a 4-2 vote, recommended approval of the 26-REZ-01 Rezoning Request. In considering the associated Zoning Consistency Statement, the Planning Board, by a 4-2 vote, determined that the request was inconsistent with existing land uses and, by a separate 4-2 vote, determined that the request was in the public interest. The Planning Board's summary of evidence from the August 11, 2026 meeting is provided above for review.

Franklin County Rezoning Process

Franklin County Planning & Inspections
"Working Today to Help Build a Better Tomorrow"

127 S. Bickett Blvd.
Loiusburg, NC 27549
Phone (919) 496-2909 / Fax (919) 496-2637

A Rezoning Application is required when the applicant can not utilize the property for a proposed use. The property owner must sign all rezoning applications. ***Rezoning processes are governed by North Carolina General Statute; therefore, we are required by law to follow specific procedures.***

Example:
Your property is zoned Agricultural-Residential (AR). You wish to place a convenience store on the property. However, placement of convenience stores is not permitted in the (AR) zoning district. Therefore, you would have to request a rezoning for your property. You will be asked to complete a Rezoning Application form. This form has your address, parcel number (property identification), current zoning, requested zoning change and reason for the request. Planning staff will assist you with this information. An application must be accompanied with the fee to be considered complete.

The Rezoning Process:

1. It is strongly encouraged that the applicant meet with Planning Staff to discuss the proposed rezoning for compliance with the County's Comprehensive Land Use Plan. Please contact the Planning & Inspections Department at (919) 496-2909 to schedule a meeting.

2. A typical rezoning takes approximately sixty (60) to ninety (90) days, contingent upon a complete submittal. This process may take longer depending on the actions of the Planning Board and / or the Board of Commissioners.

3. Rezoning Petitions must be submitted to the Planning & Inspections Department six (6) weeks prior to the next regularly scheduled Planning Board meeting. Planning staff will review rezoning requests for sufficiency, incomplete submissions will be returned to the applicant.

4. The County's Planning Board meets on the second Tuesday of each month unless it is a legal holiday. Meetings are held at 7:00 P.M. in Franklin Plaza Training Room 102 (279 South Bickett Boulevard, Louisburg, NC). The applicant and/or designated representative are advised to attend the meeting. The Planning Board is a recommending body and therefore does not make the final decision on rezoning.

5. Following the Planning Board meeting, Planning Staff will post a sign on the property to provide information related to the date and time of the Board of Commissioner public hearing. Additionally, notice of the public hearing will be published in a newspaper of general circulation within Franklin County for two consecutive weeks. Said notice shall be published for the first

time no less than ten (10) days and no more than twenty-five (25) days prior to the public hearing date. Adjacent property owners will be mailed notice of the proposed rezoning request and associated public hearing.
Note: In the event of a third party rezoning request the applicant is required to notify the owner of the subject parcel of the rezoning petition and shall certify to the Board of Commissioners that the owner of the parcel of land shown on the county tax listing has received actual notice of the proposed amendment and a copy of the notice of the public hearing.

6. The Board of Commissioners will hold a public hearing the month following the Planning Board meeting on the third Monday. The meeting will occur at 7:00 P.M. in Franklin Plaza Training Room 102 (279 South Bickett Boulevard, Louisburg, NC). The applicant and/or designated representative are advised to attend the meeting.

7. If a rezoning petition request is denied by the Board of Commissioners, a period of twelve (12) months must elapse before another petition for the same rezoning request may be submitted.

Submittal Requirements:

- ☐ Completed Rezoning Petition
- ☐ Rezoning Petition Fee
  - Residential - $500.00 + $25.00 per acre
  - Non-residential - $700.00 + $25.00 per acre
- ☐ Metes & Bounds description of property to be rezoned.
- ☐ Scaled drawing of property prepared by a licensed surveyor if rezoning request does not correspond to existing property lines. *(if required)*

Franklin County Rezoning Application

Franklin County Planning & Inspections
"Working Today to Help Build a Better Tomorrow"

127 S. Bickett Blvd.
Loiusburg, NC 27549
Phone (919) 496-2909 / Fax (919) 496-2637

For Administrative Use Only:

Project #	
Fee Paid	
PB Date	
BOC Date	

Property Owner Information

Property Owner: Hayes Legacy Farm, LLC
Mailing Address: 28 Hayes Court
City: Franklinton State: NC Zip Code: 27525
Phone #: (919) 669 - 7570 Fax #: ( ) -
E-mail Address: stevendhayes2020@gmail.com

Applicant Information

Applicant: Gatekeeper Investments, LLC
Mailing Address: 28 Hayes Court
City: Franklinton State: NC Zip Code: 27525
Phone #: (919) 669 - 7570 Fax #: ( ) -
E-mail Address: adhayes26@hotmail.com

Property Information *For multiple properties please attach an additional sheet.*

Property Address: Fleming Road, Youngsville, NC 27596
Township:
Tax Map Number: 004335 PIN (parcel identification #): 1854-61-3670

Existing Zoning: FCO R-8 Proposed Zoning: Conditional Use GB
Existing Use: Vacant Land Land Use Designation: Suburban Residential
Acreage: 5.75 Road Frontage: Yes 502.53'

Deed Reference

- ☐ Metes and bounds description attached
- ☒ Site plan/sketch of proposal attached

Statement of Justification

1. Would the amendment correct an error in the zoning map? ☑ NO ☐ YES *Please explain below:*

2. Have conditions changed in the area to justify the requested amendment? ☐ NO ☑ YES *Please explain below:*

Multiple subdivisions already or in the process of being developed, along with an ever growing number of homes being built.

3. What factors justify the proposed amendment?

Multiple subdivisions already or in the process of being developed, along with an ever growing number of homes being built.

Property Owners' Signature

Steven D Hayes Date 06/30/26

Please sign in blue or black ink

Applicants' Signature

Steven D Hayes Date 06/30/26

Please sign in blue or black ink

With this application, Gatekeeper Investments, LLC is seeking a conditional use rezoning limited to the following uses: Self-Service and/or Outdoor Storage.

Applicants' Signature

Steven D Hayes Date 06/30/26

I, L. JORDAN PARKER JR., CERTIFY THAT THIS PLAT WAS DRAWN UNDER MY SUPERVISION FROM AN ACTUAL SURVEY MADE UNDER MY SUPERVISION; THAT THE SOURCE OF INFORMATION FOR THE SURVEY IS SHOWN HEREON; THAT THE BOUNDARIES NOT SURVEYED ARE CLEARLY INDICATED; THAT THE RATIO OF PRECISION IS GREATER THAN 1:10,000; THAT THIS PLAT WAS PREPARED IN ACCORDANCE WITH G.S. 47-30 AS AMENDED: AND THAT THIS MAP MEETS THE REQUIREMENTS OF THE STANDARDS OF PRACTICE FOR LAND SURVEYING IN NORTH CAROLINA (21 NCAC 56. 1600). WITNESS MY ORIGINAL SIGNATURE, REGISTRATION NUMBER AND SEAL

THIS 23 DAY OF MAY ,2019.

PROFESSIONAL LAND SURVEYOR (L-4685)

NORTH CAROLINA PROFESSIONAL SEAL L-4685 LAND SURVEYOR L. JORDAN PARKER, JR.

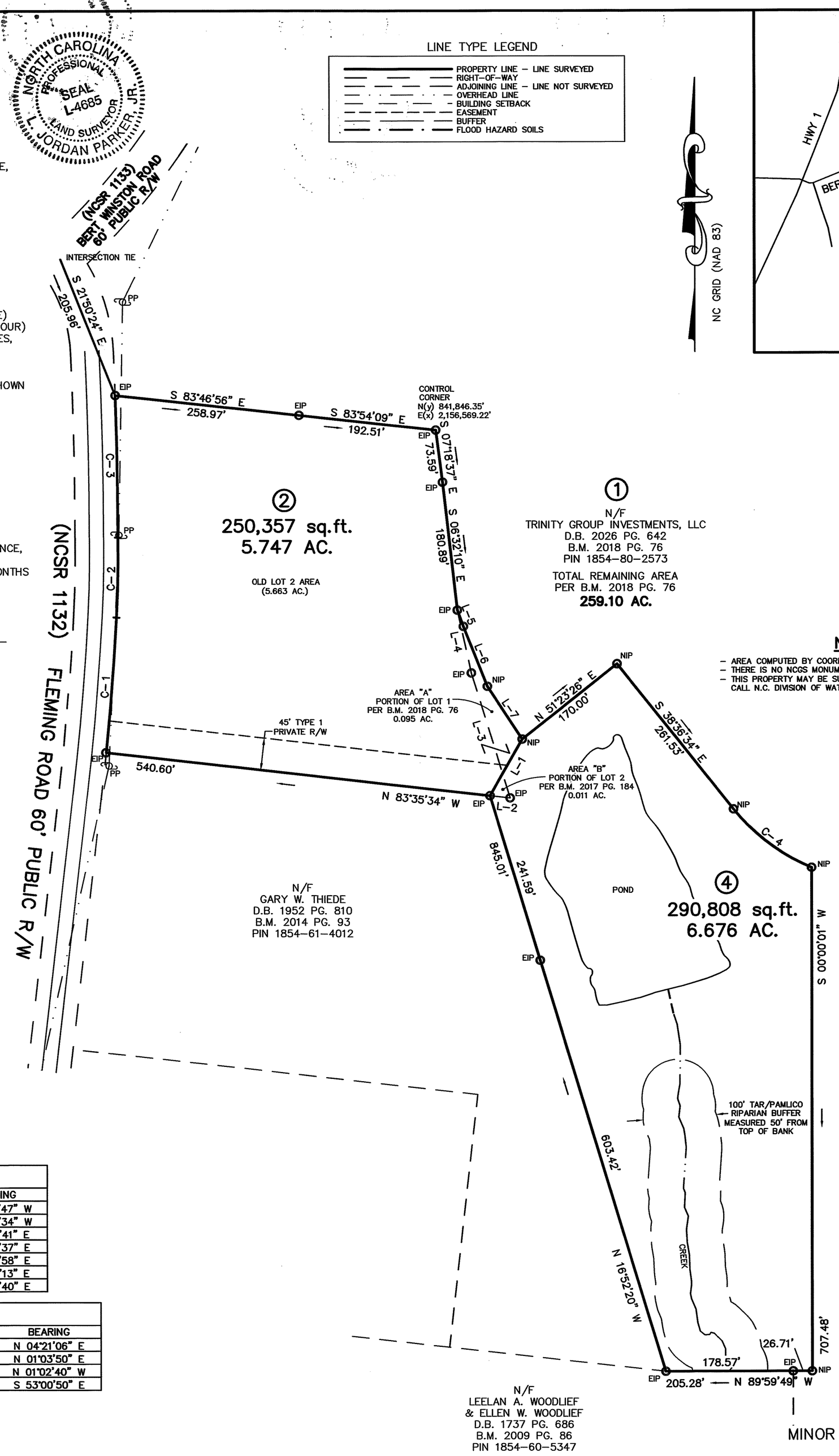
I (WE) HEREBY CERTIFY THAT I AM (WE ARE) THE OWNERS OF THE PROPERTY SHOWN AND DESCRIBED HEREON WHICH WAS CONVEYED TO ME (US) BY DEED RECORDED IN BOOK_____PAGE_____AND THAT I (WE) HEREBY ADOPT THIS PLAN OF SUBDIVISION WITH MY (OUR) FREE CONSENT ESTABLISH THE MINIMUM BUILDING LINES, AND DEDICATE ALL STREETS, ALLEYS, WALKS, PARKS, AND DRAINAGEWAYS, AND OTHER OPEN SPACES TO PUBLIC OR PRIVATE USE AS NOTED. FURTHERMORE, I (WE) CERTIFY THAT THE LAND AS SHOWN HEREON IS WITHIN THE SUBDIVISION REGULATION JURISDICTION OF FRANKLIN COUNTY.

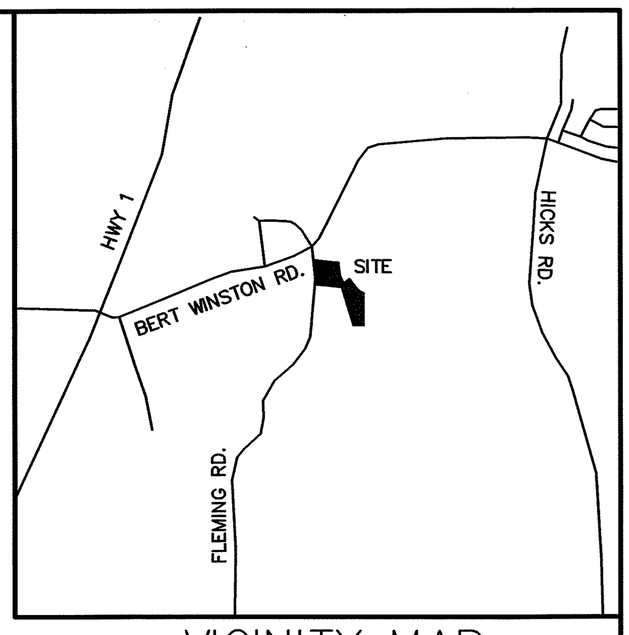
OWNER DATE 5/22/19

I HEREBY CERTIFY THAT THE MINOR SUBDIVISION SHOWN ON THIS PLAT DOES NOT INVOLVE THE CREATION OF NEW PUBLIC ROADS OR ANY CHANGE IN EXISTING PUBLIC ROADS, THAT THE SUBDIVISION SHOWN IS IN ALL RESPECTS IN COMPLIANCE WITH THE FRANKLIN COUNTY UNIFIED DEVELOPMENT ORDINANCE, SUBJECT TO ITS BEING RECORDED IN THE FRANKLIN COUNTY REGISTER OF DEEDS OFFICE WITHIN SIX(6) MONTHS OF THE DATE BELOW.

ADMINISTRATOR/ASSISTANT DATE 5/24/19

APPROVAL EXPIRES IF NOT RECORDED ON OR BEFORE 11/24/19 DATE AND MUST BE RESUBMITTED FOR REAPPROVAL.





VICINITY MAP

LEGEND:

EIP – EXISTING IRON PIPE
EIB – EXISTING IRON BAR
EPK – EXISTING PK NAIL
NIP – NEW IRON PIPE SET
R/W – RIGHT OF WAY
CATV – CABLE TV BOX
EB – ELECTRIC BOX
TEL – TELEPHONE PEDESTAL
PP – POWER POLE
OHL – OVERHEAD LINE
LP – LIGHT POLE
WM – WATER METER
WV – WATER VALVE
CO – SEWER CLEAN-OUT
CB – CATCH BASIN

NOTES:

- AREA COMPUTED BY COORDINATE METHOD.
- THERE IS NO NCGS MONUMENT WITHIN 2000' OF THIS PROPERTY.
- THIS PROPERTY MAY BE SUBJECT TO TAR/PAMLICO RIVER RIPARIAN BUFFER RULES. CALL N.C. DIVISION OF WATER QUALITY TO VERIFY (919-791-4200).

RESIDENTAL MINIMUM BUILDING SETBACKS

FRONT	30'
REAR	25'
SIDE	10'

NON-RESIDENTAL MINIMUM BUILDING SETBACKS

FRONT	40'
REAR	50'
SIDE	30'

LINE TABLE

LINE	LENGTH	BEARING
L-1	91.40'	S 29°38'47" W
L-2	28.40'	N 83°35'34" W
L-3	183.94'	S 17°06'41" E
L-4	90.51'	S 12°29'37" E
L-5	24.46'	S 20°18'58" E
L-6	90.51'	S 21°39'13" E
L-7	89.06'	S 33°13'40" E

CURVE TABLE

CURVE	LENGTH	RADIUS	CHORD	BEARING
C-1	190.53'	3931.02'	190.51'	N 04°21'06" E
C-2	112.58'	1698.10'	112.56'	N 01°03'50" E
C-3	199.42'	6270.12'	199.41'	N 01°02'40" W
C-4	138.27'	275.00'	136.82'	S 53°00'50" E

FRANKLIN COUNTY, NORTH CAROLINA
I, _____, REVIEW OFFICER OF FRANKLIN COUNTY, CERTIFY THAT THE MAP OR PLAT TO WHICH THIS CERTIFICATION IS AFFIXED MEETS ALL STATUTORY REQUITEMENTS FOR RECORDING.

DATE 5/24/19 REVIEW OFFICER

RECORDED IN MAP BOOK, 2019 _____

I, L. JORDAN PARKER JR., PROFESSIONAL LAND SURVEYOR NO. L-4685, CERTIFY THAT THIS PLAT IS OF A SURVEY THAT CREATES A SUBDIVISION OF LAND WITHIN THE AREA OF A COUNTY OR MUNICIPALITY THAT HAS AN ORDINANCE THAT REGULATES PARCELS OF LAND.

L. JORDAN PARKER JR., PROFESSIONAL LAND SURVEYOR NO. L – 4685

Doc No: 10012752
Recorded: 05/24/2019 12:59:59 PM
Fee Amt: $21.00 Page 1 of 1
Franklin County North Carolina
Brandi S. Davis, Register of Deeds
BK 2019 PG 162 - 162 (1)

MINOR SUBDIVISION FOR

STEVEN HAYES

OWNER: TRINITY GROUP INVESTMENTS, LLC
REF: D.B. 2026 PAGE 642
REF: B.M. 2018 PAGE 76
OWNER: S3 STOREHOUSE SELF STORAGE, LLC
REF: D.B. 2110 PAGE 883
REF: B.M. 2017 PAGE 184
YOUNGSVILLE TOWNSHIP
FRANKLIN COUNTY, NORTH CAROLINA

120 60 0 120 240

SCALE 1"=120'

MAY 17, 2019
ZONED M U
PIN # 1854-80-2573

(LEGACY.DWG LJP)

CAWTHORNE, MOSS & PANCIERA, P.C.
PROFESSIONAL LAND SURVEYORS, C-1525, 333 S. WHITE STREET, P.O. BOX 1253, WAKE FOREST N.C., 27588, (919) 556-3148

AN ORDINANCE AMENDING THE FRANKLIN COUNTY UNIFIED DEVELOPMENT ORDINANCE (MAP) TO REZONE APPROXIMATELY 5.75-ACRES, FRANKLIN COUNTY TAX PARCEL 004335, LOCATED ON FLEMING ROAD (STATE ROAD 1132) IN THE YOUNGSVILLE TOWNSHIP FROM RESIDENTIAL-8 (R-8) TO CONDITIONAL USE GENERAL BUSINESS (CU GB)

WHEREAS, the Franklin County Board of Commissioners has reviewed said petition and favorably recommends amendment per the requirements of the Franklin County Unified Development Ordinance; and,

WHEREAS, a public hearing of the Board of Commissioners has been scheduled, duly advertised, per the requirements of G. S. 160D, and conducted on September 14, 2026, and,

NOW, THEREFORE, BE IT ORDAINED that the Board of Commissioners has acted favorably on the petition and provides the following amending ordinance.

SECTION I That the approximately 5.75-acres located on Fleming Road (State Road 1132) in the Youngsville Township and being a portion of the land described as Franklin County Parcel ID 004335 be rezoned from Residential-8 (R-8) to Conditional Use General Business (CU GB) limited to the following use:

- Self-Service/Outdoor Storage

SECTION II That this ordinance shall become effective upon its adoption. Adopted this the 14th day of September 2026.

_____
Chairman, Franklin County Board of Commissioners

_____
Clerk, Franklin County Board of Commissioners

26-REZ-01

Planning and Inspections
Jason Rogers, Planning & Inspections Director

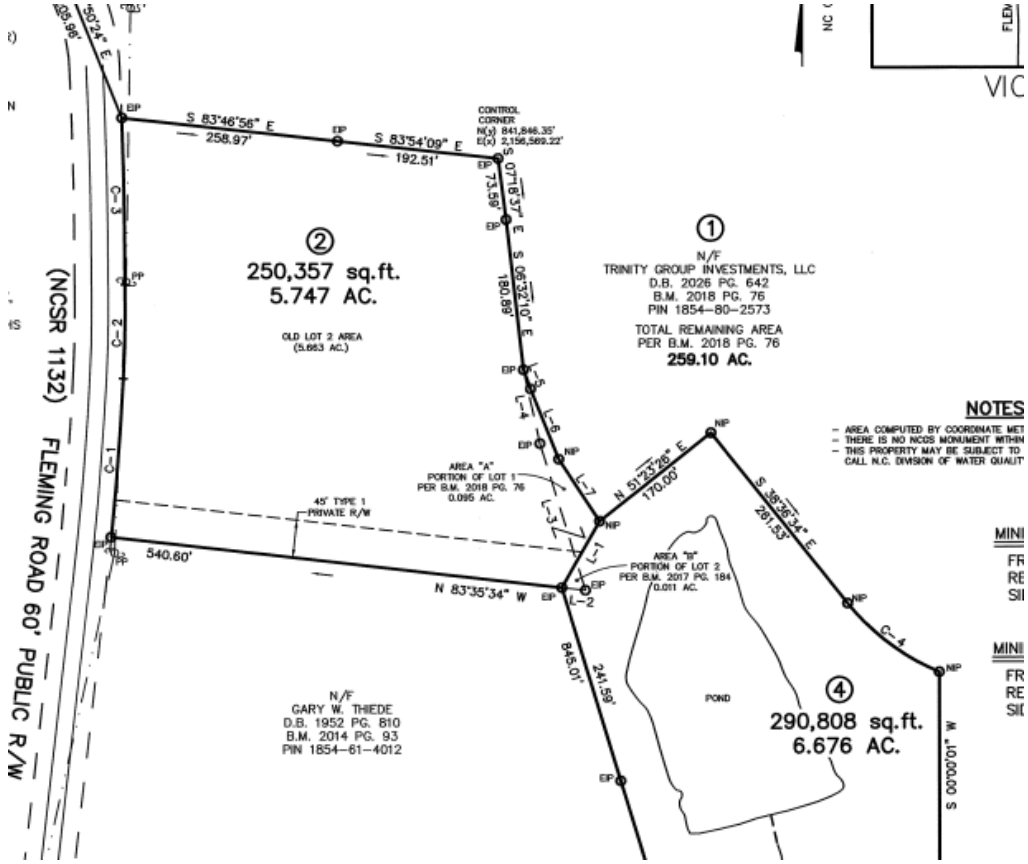
September 14, 2026

FRANKLIN COUNTY, NORTH CAROLINA

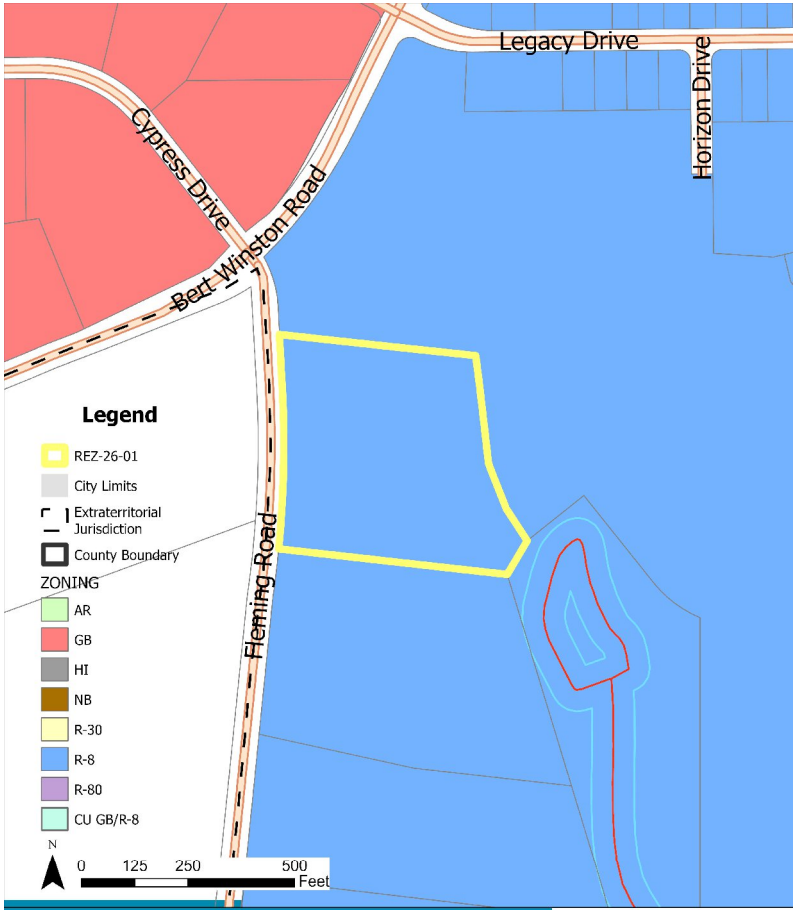
26-REZ-01
Summary of Rezoning Request

Gatekeeper Investments, LLC is requesting to rezone Franklin County Parcel ID 004335, a 5.75-acre parcel located on Fleming Road in the Youngsville Township from Residential 8 (R-8) to Conditional Use General Business (CUGB). The proposed conditional zoning is limited to **Self-Service and/or Outdoor Storage.**

26-REZ-01
MB 2019 PG 162

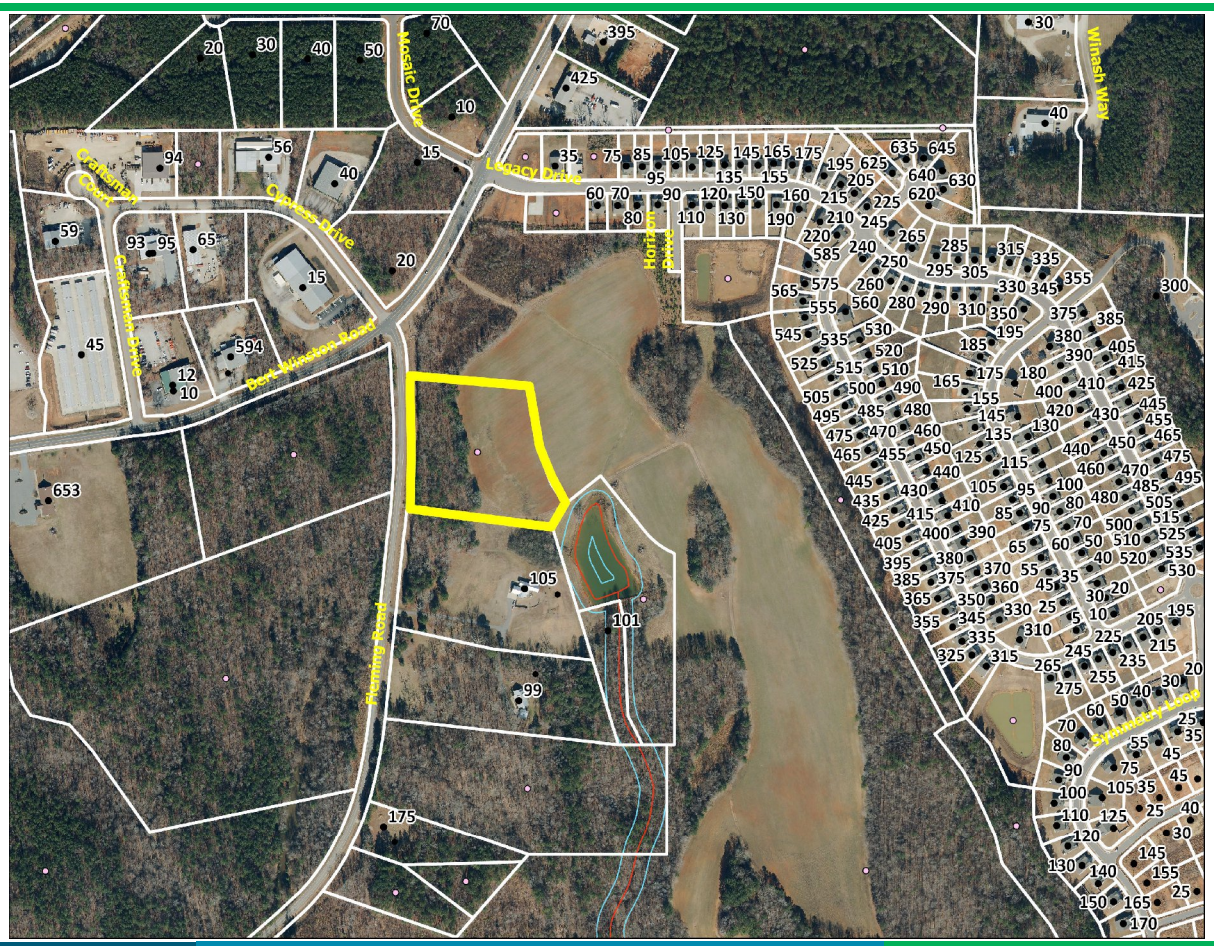


26-REZ-01
Current Zoning



- Yellow outline identifies the subject parcel.
- The parcels to the west shown in white are within the Town of Youngsville's ETJ and are zoned Mixed- Use 2 (MU-2).
- The parcels along Bert Winston Road shown in red are zoned General Business (GB).
- The parcels shown in blue are zoned Residential 8 (R-8).

26-REZ-01
Adjacent Land Use



26-REZ-01
Adjacent Land Use

26-REZ-01

Water/Sewer Service: County/public water is available within approximately 175 linear feet of the subject property. County/public sewer is not directly available to the subject property. However, the adjacent Legacy subdivision is served by County sewer.

Transportation: The subject property is located on Fleming Road (State Road 1132), approximately 204 feet from the intersection of Fleming Road and Bert Winston Road. The average daily traffic count on Fleming Road is approximately 2,200 vehicles per day, according to 2025 NCDOT traffic data. Any future development must comply with the County's UDO, including applicable transportation requirements identified in the Comprehensive Transportation Plan and Bicycle and Pedestrian Plan. Driveway and roadway improvements are subject to NCDOT approval.

Environmental: The subject property is located within the Tar-Pamlico River Basin. Stormwater calculations and NCDEQ Erosion and Sedimentation Control approval are required for disturbance/development exceeding 0.5-acres.

26-REZ-01

- The application states that multiple subdivisions are under development, with several homes being built in the area, creating a need for additional storage facilities.

- The Comprehensive Land Use Plan designates the subject property as Suburban Residential. The subject property is within 204 feet of property designated as Employment Campus to the north along Bert Winston Road. The Employment Campus designation supports office, light industrial, institutional, and supporting commercial uses.

- A 20-foot perimeter landscape buffer is required where a commercial use adjoins a residentially zoned property or residential use. This requirement would be addressed during the development review process.

26-REZ-01
Zoning Consistency Statement

The Franklin County Comprehensive Land Use Plan designates the subject property as Suburban Residential, which is intended primarily for a variety of residential housing types with supporting civic and institutional uses. The applicant is requesting a Conditional Zoning to the General Business (GB) district, limited to self-service/outdoor storage.

The subject property is within 240 feet of an area designated as Employment Campus, which supports office, light industrial, institutional, and supporting commercial uses. An existing self-storage facility is located within approximately 1,200 feet of the subject property. Commercial warehouse and light manufacturing uses are located in close proximity to the subject property. The subject property and adjoining properties are zoned Residential-8 (R-8). A 20-foot perimeter landscape buffer is required when a commercial use adjoins a residential zoned property and/or use.

26-REZ-01
Zoning Consistency Statement

The conditional zoning request is limited to self-service/outdoor storage, and the surrounding area includes a mix of residential, commercial, warehouse, light manufacturing, and industrial uses. **The request is/is not reasonable with existing land uses and is/is not in the public interest.**

26-REZ-01
Planning Board Recommendation

- Rezoning Request: Recommended Approval — 4-2
- Zoning Consistency: Determined Inconsistent with Existing Land Uses — 4-2
- Public Interest: Determined to be in the Public Interest — 4-2

26-REZ-01
Recommended Action

- Consider adoption of the 26-REZ-01 Rezoning Request and Zoning Consistency Statement.

Franklin County Commissioner's Agenda Information Sheet

Requested Meeting Date: September 14, 2026 # of attachment(s) 0

Item Title: **Franklin County Schools Needs Based Public School Building Fund Grant**

Initiated by (Name, Job Title): Ryan Preble, County Manager

Board action proposed: Consider approval of county match for grant.

Is this a consent agenda item? No

Is a public hearing needed? No

Summary of Request: Dr. Nakia Hardy, Franklin County Schools (FCS) Superintendent, will present information on a grant opportunity for FCS facilities. The Needs Based Public School Capital Fund (NBPSCF) is an opportunity approved by the NC Legislature that provides grant-based funding for counties. According to criteria adopted in NCGS 115C-546.10, FCS is eligible to apply for a facilities grant with a minimum 15% local match ($6.3M). FCS is interested in applying for a $52M grant to build a replacement school for Franklinton Elementary. Grant applications are due October 2, 2026. The Board is asked to consider approving the request to fund the grant match of $10,000,000 contingent on FCS being awarded the NBPSCF Grant. Providing a match amount above the minimum required amount will potentially improve Franklin County Schools' opportunity to be awarded this grant. Matching grant funds will be funded per guidelines in NCGS 115C-546.11.

ATTACHMENTS:
Presentation - FCS Needs Based Public School Building Fund Grant

Franklin County Schools

NEEDS-BASED

GRANT APPLICATION

September 2026

Superintendent

Dr. Nakia Hardy

Franklin COUNTY SCHOOLS

ABOUT THE NEEDS-BASED PUBLIC SCHOOL CAPITAL FUND

Established by the NC General Assembly to help counties address critical school facility needs.

Funded through the NC Education Lottery.

Competitive grant with priority to Tier 1 and Tier 2 counties.

Supports new construction, additions, and major renovations; land and administrative buildings are not eligible.

Franklin COUNTY SCHOOLS

GRANT AWARD LIMITS

$42 million maximum — Elementary School

$52 million maximum — Middle School

$62 million maximum — High School

Local match requirement: 0%–35%, based on county tax base/debt ratio.

Franklin County required match: 15% ($6.3 million on a $42 million grant).

Franklin COUNTY SCHOOLS

WHY THE LOCAL MATCH MATTERS

Higher local contributions can make the application more competitive.

Exceeding the minimum demonstrates strong local commitment.

FCS proposes a $10 million local match, compared with the $6.3 million required match.

The additional commitment builds a stronger case for Franklin County among competing applicants.

CLOSING & NEXT STEPS

If approved tonight, Franklin County Schools will finalize the local match documentation and submit the 2026 Needs-Based Public School Capital Fund application to NC DPI by October 2, 2026.

A stronger local commitment demonstrates county support and strengthens Franklin County's competitiveness for state funding.

Project schedule:
Bid September 2027
Start November 2027
Completion August 2029

Franklin COUNTY SCHOOLS

OVERVIEW OF ACTION ITEM

Needs-Based Public School Capital Fund application for replacement of Franklinton Elementary School.

Requested action: Approve a $10,000,000 local match commitment to strengthen the 2026–27 application.

Franklin County Commissioner's Agenda Information Sheet

Requested Meeting Date: September 14, 2026 # of attachment(s) 3

Item Title: **North Falls Lake Area Study**

Initiated by (Name, Job Title): Colton Young, Assistant Director of Planning & Inspections

Board action proposed: Receive the report and accompanying presentation for the CAMPO sponsored North Falls Lake Area Study and consider approval of the corresponding resolution.

Is this a consent agenda item? No

Is a public hearing needed? Yes

Summary of Request: The North Falls Lake Area Study develops a quantified land-use vision for the entire study area which includes the southwest portion of Franklin County, considers utility and environmental limitations, and revises existing and creates new transportation recommendations for the area to inform the 2060 Metropolitan Transportation Plan. The Board is asked to conduct a public hearing to receive feedback on the study and consider a resolution to adopt the Capital Area Metropolitan Planning Organization (CAMPO) North Falls Lake Area Study. Andrea Radford, Senior Planner, will introduce presenters from CAMPO and Bolton & Menk.

ATTACHMENTS:
NFLAS Staff Report
North Falls Lake Area Study Final Report
Resolution CAMPO North Falls Lake Area Study
NFLAS (Presentation)

Franklin County
Staff Report to the Board of Commissioners

CONSIDERATION OF THE CAPITAL AREA METROPOLITAN PLANNING ORGANIZATION (CAMPO) NORTH FALLS LAKE AREA STUDY (NFLAS)

STAFF ANALYSIS

Staff Discussion

Staff have been working with Capital Area Metropolitan Organization (CAMPO) and consultants from Bolton & Menk, RS & H, and Stewart since April 2025 on the North Falls Lake Area Study (NFLAS). This study is one of three area studies initiated by CAMPO to inform priority projects to be considered in the 2060 Metropolitan Transportation Plan (MTP). The NFLAS develops a quantified land-use vision for the entire study area which includes the southwest portion of Franklin County, considers utility and environmental limitations, and revises existing and creates new transportation recommendations for the area to inform the 2060 MTP. The NFLAS does not replace the Franklin Next Comprehensive Plan. The purpose of this planning effort is to review local comprehensive plans, comprehensive transportation plans, bicycle and pedestrian plans, and collector streets plans, and conduct detailed corridor studies in key areas to refine and expand recommendations for the 2060 Metropolitan Transportation Plan. The 2060 Metropolitan Transportation Plan establishes a financial plan demonstrating that all proposed projects can be built and maintained using committed, available, or reasonably anticipated revenue sources by the year 2060. Only projects that appear in the MTP may be included in the State Transportation Improvement Program (STIP).

Plan Consistency Statement: The proposed North Falls Lake Area Study is consistent with the Franklin Next Comprehensive Land Use Plan.

Specifically, Land Use Principle 1 (LU-1) – Direct growth toward places where development can be supported by existing and planned infrastructure and warranted by market demand. The proposed North Falls Lake Area Study supports this principle by directing growth along municipal boundaries and the US 1 corridor while supporting conservation subdivisions and low density residential near environmentally sensitive areas.

Additionally, Infrastructure/Mobility Principle (IFM-3) – Enhance the functionality of local and regional transportation networks. The proposed NFLAS includes a corridor study along NC 56 to improve intersection visibility at the Mount Olivet Rd and NC 56 intersection, curve-related safety concerns, and inconsistent advisory speeds while supporting planned long-term corridor widening identified in the MTP and Comprehensive Transportation Plan (CTP).

The proposed North Falls Lake Area Study is reasonable and in the public interest.

Planning Board Action: The Planning Board, at its August 11, 2026, meeting, by a 4-2 vote, recommended approval of the North Falls Lake Area Study (NFLAS) and the Plan Consistency Statement. The NFLAS is attached for the Board's review.

North Falls Lake AREA STUDY

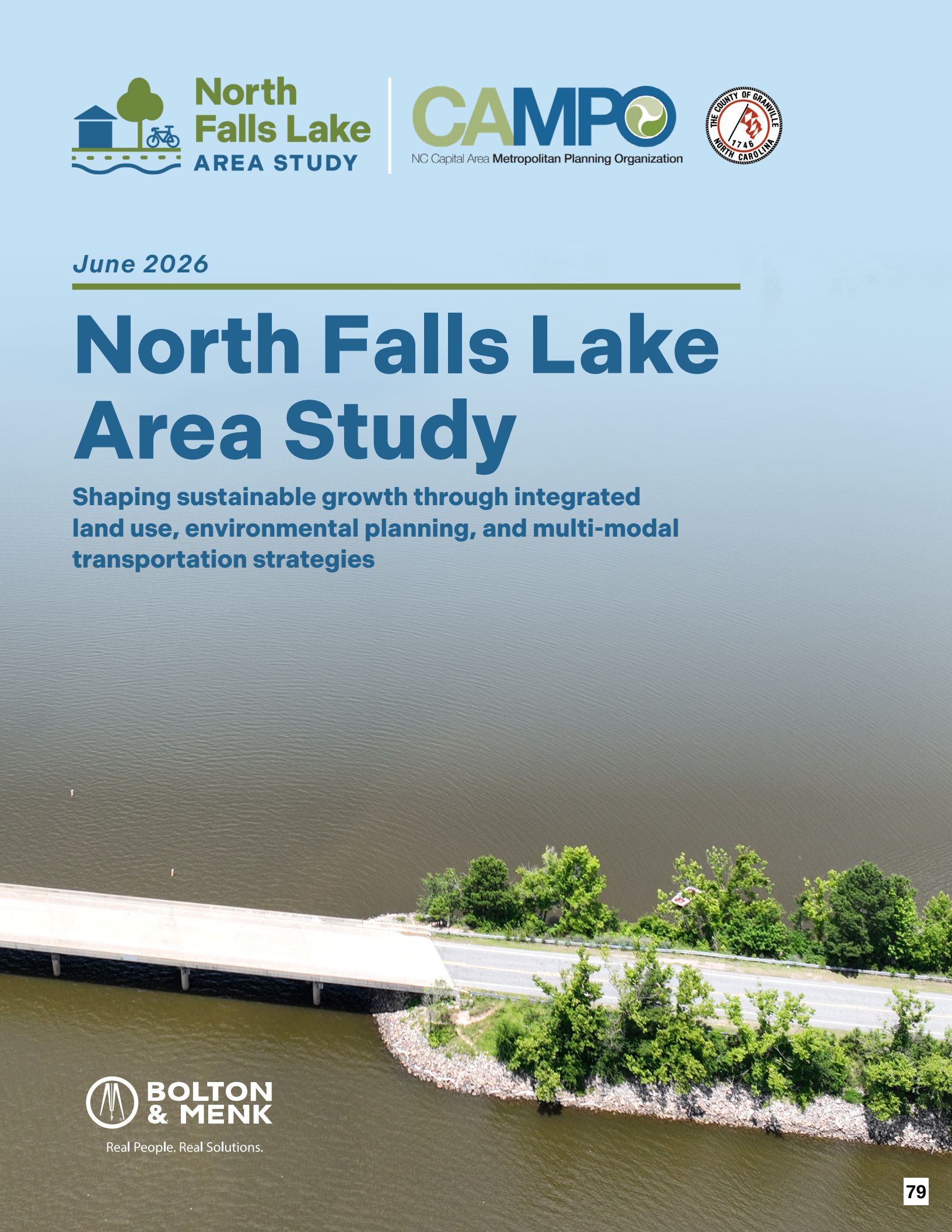
CAMPO
NC Capital Area Metropolitan Planning Organization

THE COUNTY OF GRANVILLE 1746 NORTH CAROLINA

June 2026

North Falls Lake Area Study

Shaping sustainable growth through integrated land use, environmental planning, and multi-modal transportation strategies



BOLTON & MENK
Real People. Real Solutions.

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Acknowledgments

The Project Team appreciates all groups and organizations that gave their time to give feedback and improve the plan.

Town of Butner
City of Creedmoor
Town of Franklinton
Town of Oxford
Town of Stem
Franklin County
Wake County
Triangle West Transportation Planning Organization
Kerr-Tar Regional Council of Governments

AARP
Area Congregations in Ministry - Granville County
Boys and Girls Club of North Central NC
Go Triangle
Granville County Schools
Granville County Chamber of Commerce
Granville Health System
Granville / Vance Public Health
Kerr Area Transportation Authority
Mothers Against Drunk Driving
North Carolina Department of Environmental Quality
North Carolina Department of Transportation
North Carolina Parks
North Carolina State University
Sierra Club
South Granville Water and Sewer Authority
Tar River Conservancy
Upper Neuse River Basin Association
Vance Granville County College

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Appendix A.4: Elected Official Team Meeting Materials

Appendix A.5: Stakeholder Team Meeting Materials

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Appendix C: Land Use

Appendix D: Previous Plan Review

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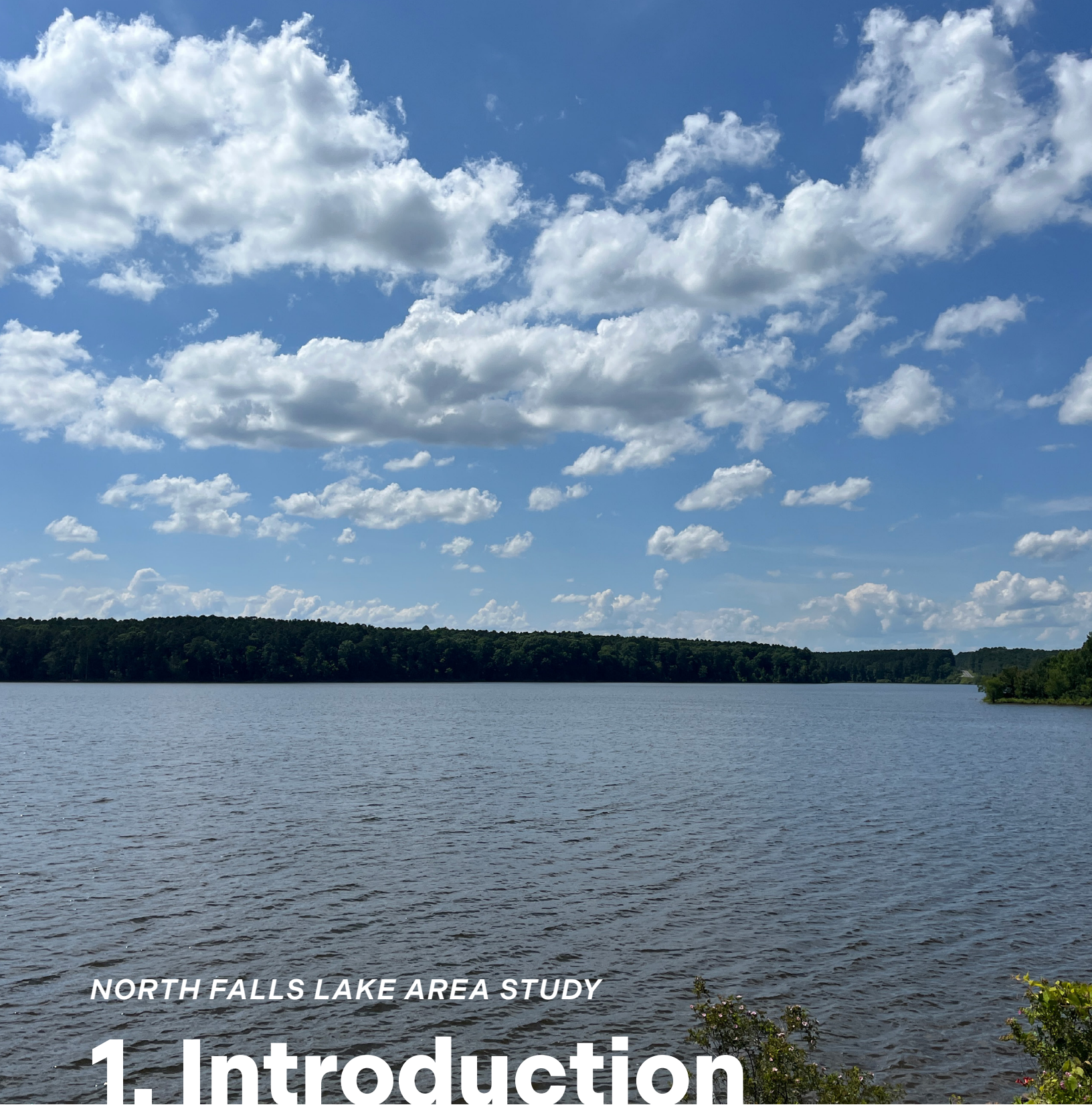


NORTH FALLS LAKE AREA STUDY

1. Introduction

On March 26, 2025, the Capital Area Metropolitan Planning Organization (CAMPO) initiated the North Falls Lake Area Study (NFLAS) to understand the area's water and sewer capabilities, define the area's land use strategy, and accommodate existing and future travel needs.

Background

An area study allows a deep dive into the local road network, multimodal plans, and opportunities in a smaller study area of the broader region. There are three existing area studies: the Northeast Area Study, the Southwest Area Study, and the Southeast Area Study. The North Falls Lake Area Study (NFLAS) will be the fourth such area study completed by CAMPO.

This study is being led by CAMPO in partnership with Granville County. Both organizations are working closely with the Kerr-Tar Rural Planning Organization.

The recommendations from this document identify priority projects to be considered in the 2060 Metropolitan Transportation Plan (MTP), the financially constrained, long-range transportation plan for the region. These recommendations are also intended to be used as a basis for ongoing planning and policy work in local member jurisdictions.

Process

The process began in 2025 by assessing environmental and utility constraints in the region, including watershed regulations, water and sewer service availability, and groundwater resources. These factors established where and how growth can occur.

Next, a coordinated regional land use vision was developed by reviewing local comprehensive and future land use plans, collecting community input, and revising various land use scenarios based on stakeholder guidance and feedback. Once clear priorities were set, the land use scenarios were further refined to accommodate future development patterns and transportation needs.

Finally, the transportation study was updated to align with the new land use vision. This included roadway and intersection improvements, evaluating new road projects, and enhancing walking, biking, and transit options to support regional mobility.

Plan Expectations

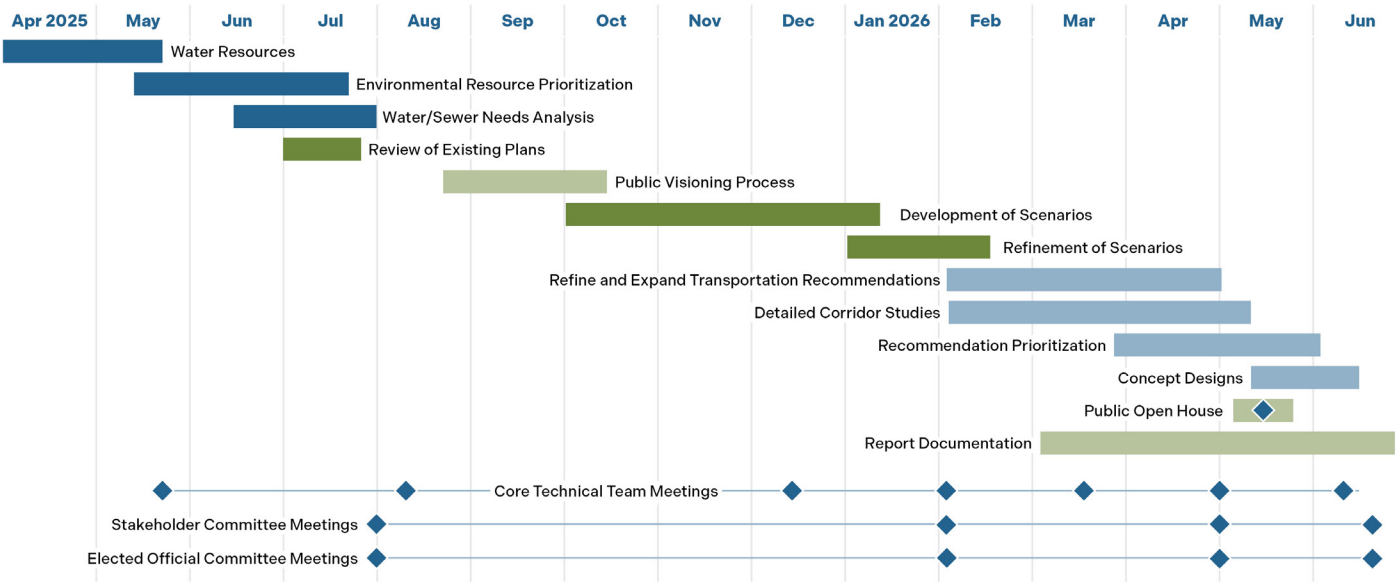
The plan is expected to:

- Develop a cross-border, quantified land-use vision for the entire region
- Consider limitations from a utilities and environmental standpoint
- Revise existing and create new transportation recommendations for the area

The plan is **not** expected to:

- Replace individual jurisdictions' comprehensive or future land use plans
- Compel or restrict certain developments in certain locations; that authority remains with local governments

Figure 1.1 Project Schedule



Who Was Involved?

Core Technical Team

Planning and related staff from major jurisdictions

CAMPO Staff

TWTPO and Ker-Tarr RPO

Elected Officials

Elected officials from all jurisdictions in the study area

Stakeholder Committee

Implementation Partners (NCDOT, KARTS, SGWASA, and others)

Community Organizations (schools, land conservancies, chambers of commerce, other organizations)

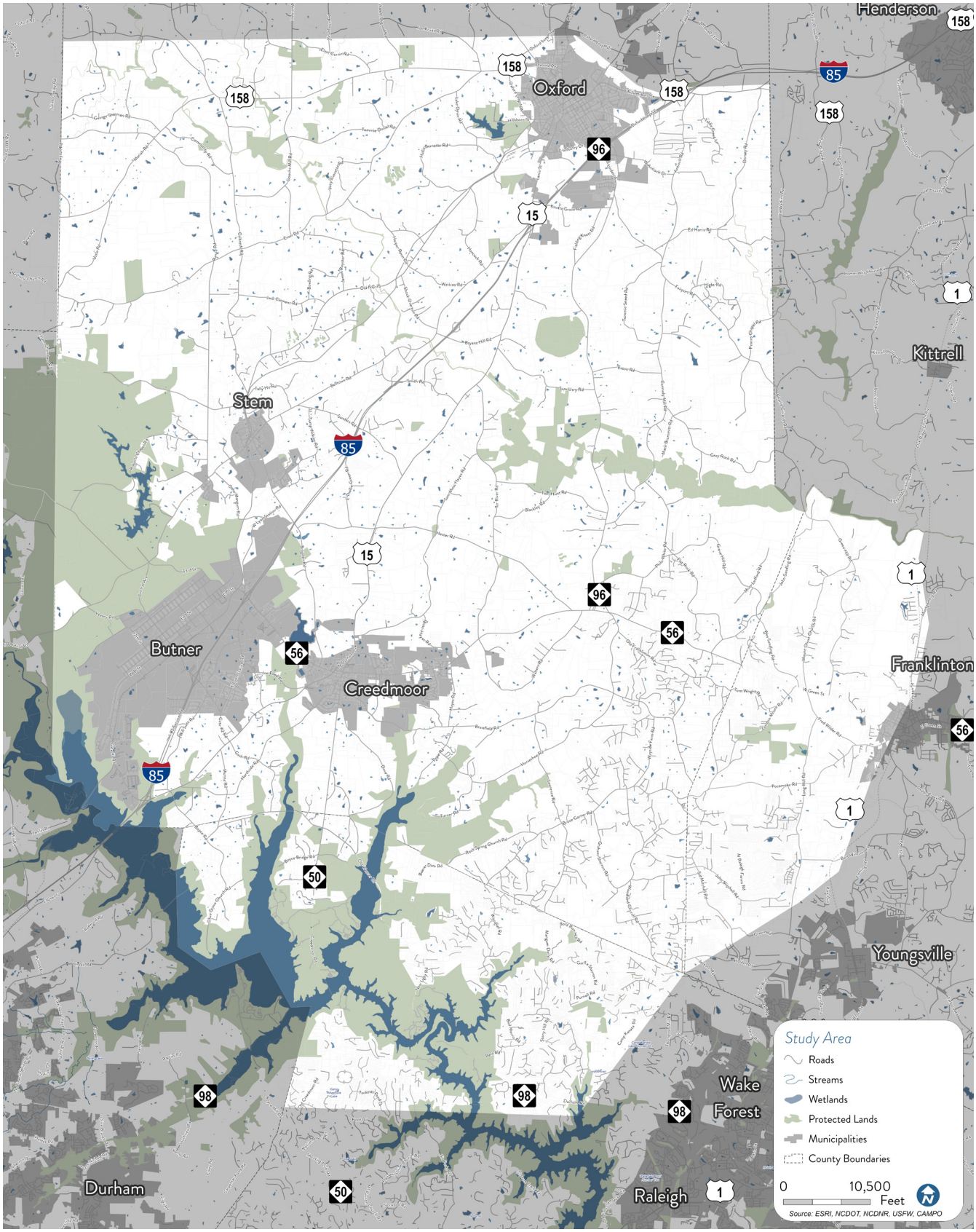
Public

All members of the community at large

What is the Study Area?

The study area includes the southern half of Granville County, Wake County north of Falls Lake / NC Highway 98, and Franklin County west of US Highway 1. This area includes the municipalities of Oxford, Stem, Butner, and Creedmoor.

Figure 1.2 Project Area Map



Who Lives in the Study Area?

This section provides an overview of the people who live within the study area that shape local needs, priorities, and travel behaviors. This section summarizes key demographic, socioeconomic, and household information to better understand who may be affected by transportation decisions and how different populations experience the study area.

Figure 1.3. Housing Units and Population

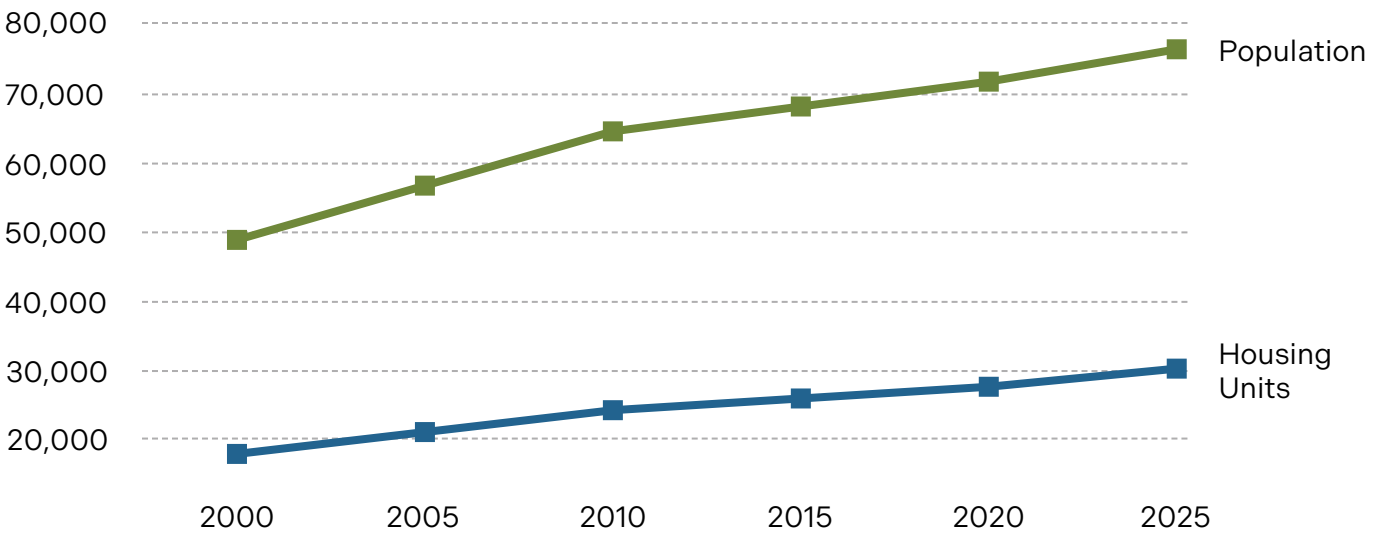


Figure 1.4. Population by Race and by Ethnicity

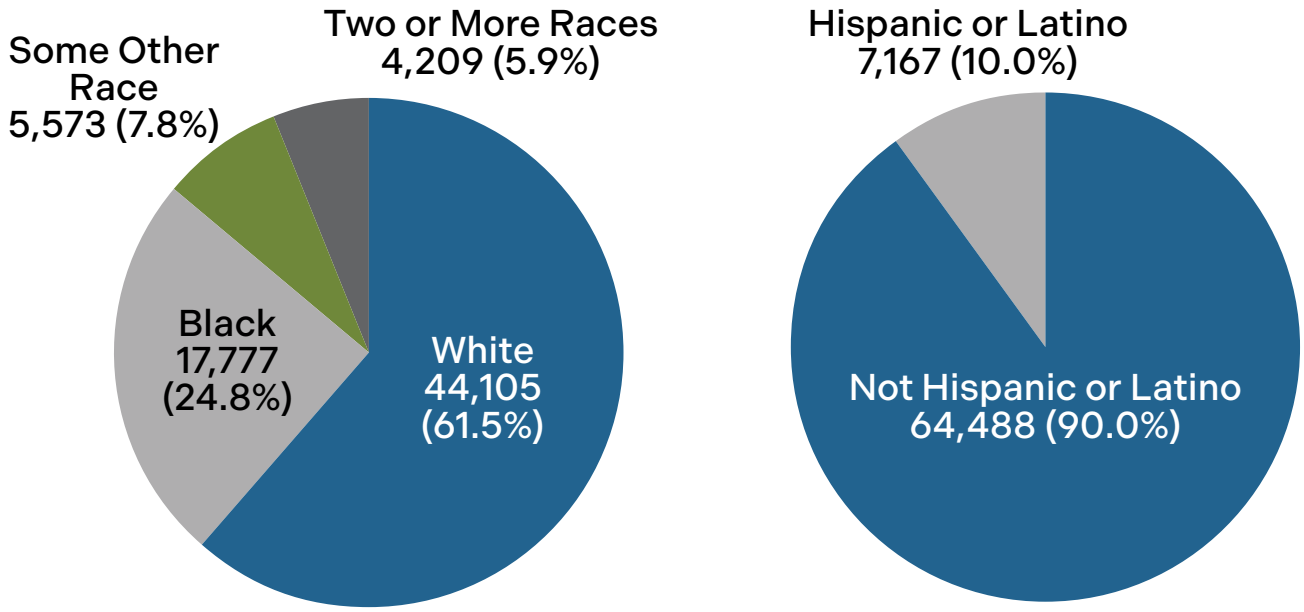


Figure 1.5. Household Income

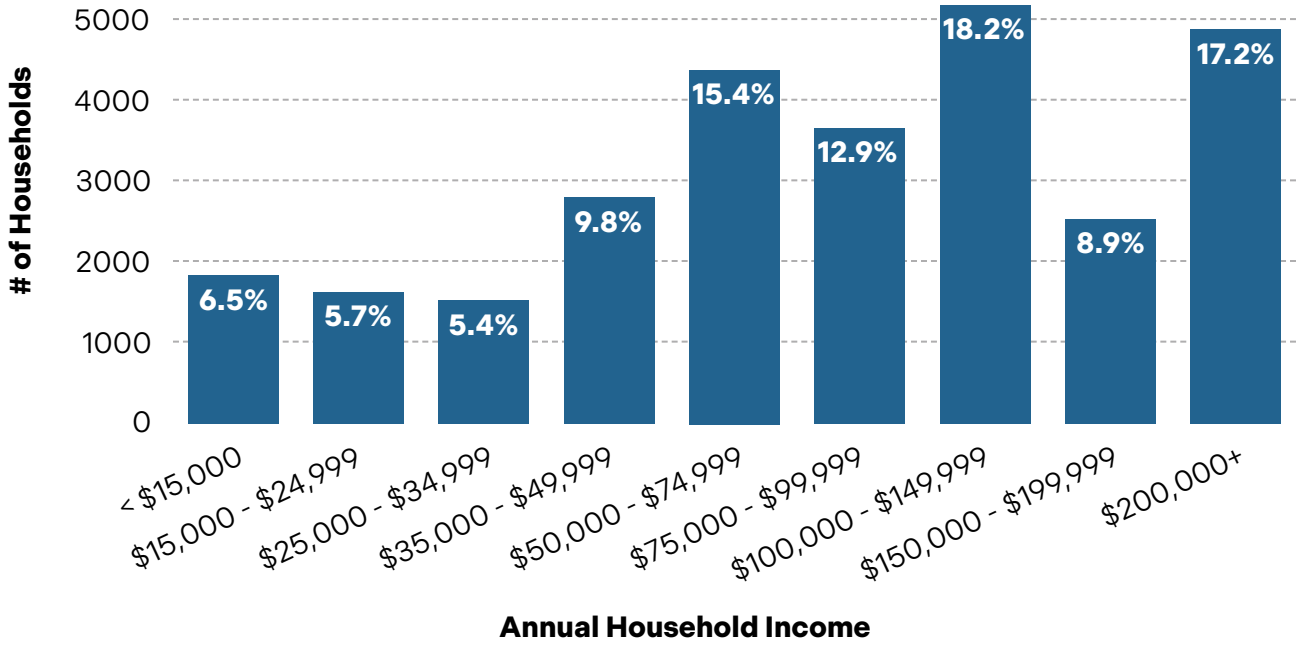


Figure 1.6. Population by Age

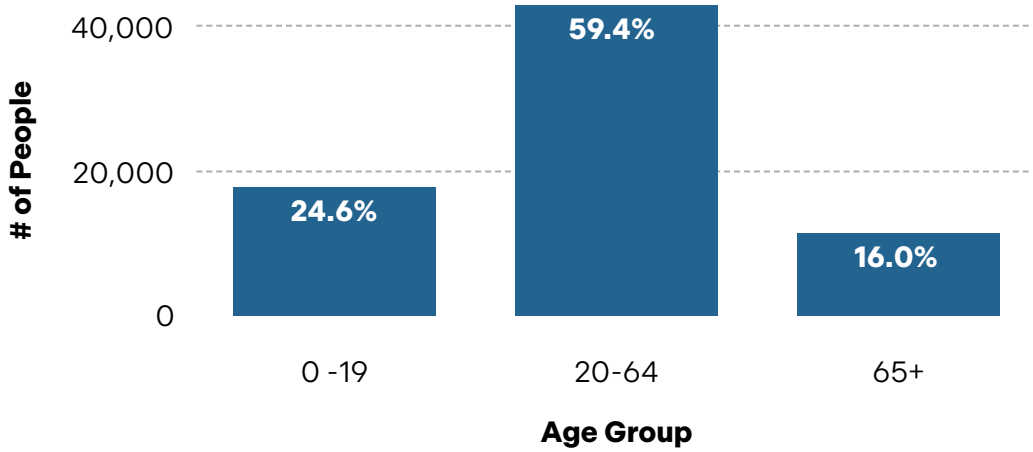
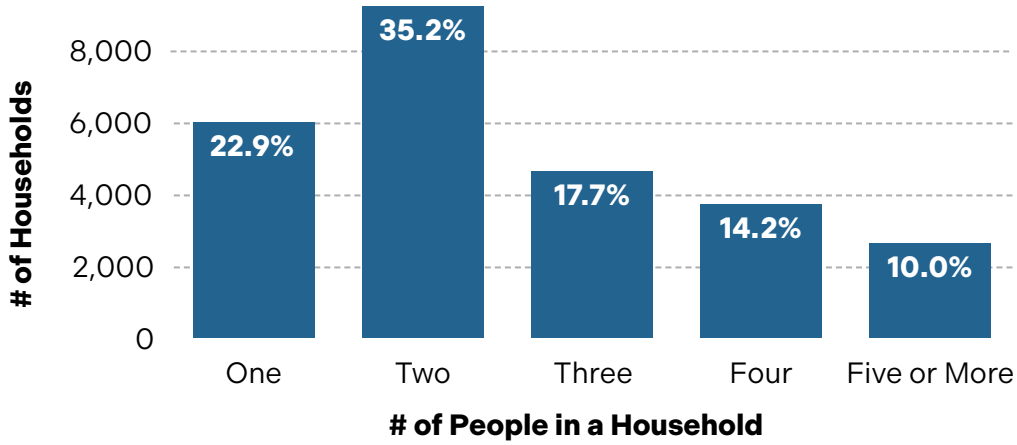


Figure 1.7. Households by Size



Plan Organization

The North Falls Lake Area Study document is organized into five chapters that present a cohesive narrative of the study. Following the Executive Summary and Introduction, Chapter Two covers community and stakeholder engagement. Chapter Three addresses environmental and utility considerations, while Chapter Four examines existing land use and outlines a vision for future development. The document concludes with Chapter Five, which analyzes the transportation network and provides recommendations to improve mobility across all modes.

Chapter 2 Engagement

Engagement for the North Falls Lake Area Study occurred in two phases. Phase 1 focused on in-person community pop-ups, supported by a virtual map and survey to gather input from those unable to attend. Phase 2 presented recommendations developed from analysis and feedback through an open house and online survey.

Chapter 3 Environmental and Utility Considerations

This chapter examines the environmental, regulatory, and infrastructure factors shaping future growth north of Falls Lake across the Neuse and Tar River basins.

Chapter 4 Land Use

The Land Use chapter analyzes existing conditions and explores future development through scenario planning. Four scenarios were evaluated, leading to an updated Business as Usual and a Preferred scenario shaped by public and stakeholder input.

Chapter 5 Transportation

The Transportation chapter builds on prior plans and community input and outlines a coordinated strategy to improve safety, reliability, and mobility in line with the Preferred Scenario.

NORTH FALLS LAKE AREA STUDY

2. Engagement

This chapter details all of the engagement activities conducted over the life of the project. This includes in-person and virtual community engagement, meetings with stakeholders and elected officials, and the plan adoption process.

Introduction

Project engagement began at the beginning of the project and continued throughout the life of the project. Engagement included in-person and virtual activities with community members and study area residents. Engagement was also conducted via small group meetings of specific stakeholders which included elected officials, technical staff, and other stakeholders (implementation partners and community organizations). All feedback gathered throughout the project informed the decision-making process and has been summarized in the following pages.

For in-person engagement, two phases were identified at the beginning of the project. The first phase would be the "Listening" phase and the second phase would be the "Showing and Input" phase. This allowed the project team to hear the community's concerns in the beginning and incorporate the comments into the project as it moved forward. The second phase allowed the project team to show recommendations related to land use and transportation and hear any feedback that the public had about them.

Virtual tools, such as the project website, were utilized throughout the life of the project and updated as new material was ready. By mid-June 2026, the website had over 13,000 views and the email distribution list had over 16,000 contacts subscribed that were in or associated with the study area.

How Feedback Was Used

Public and stakeholder engagement was central to the planning process, directly shaping priorities, analysis, and final recommendations. From the outset, early community conversations and Phase 1 engagement provided key insights into the values and concerns of residents, businesses, and stakeholders. This input helped guide the Project Team toward several priority areas, including preserving natural resources and open space, expanding housing options, improving roadway safety, and increasing recreational opportunities, particularly trails that support both leisure and access without a personal vehicle.

Engagement was an iterative process, with feedback collected and incorporated throughout the study. Input from both phases was documented and shared in full with the Core Technical Team (CTT), Stakeholder Committee, and Elected Officials Committee (EOC), ensuring a consistent understanding of community priorities.

This ongoing feedback loop informed next steps, highlighted areas for further analysis, and refined the study's direction. As a result, the final recommendations reflect both technical analysis and the community's lived experiences and goals.

Phase 1 Engagement

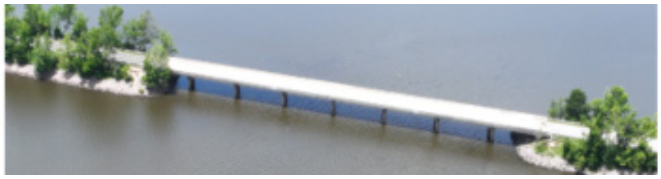
Outreach Tactics

Outreach for the North Falls Lake Area Study included a mix of in-person and digital opportunities that included five in-person engagement events and an online project website with interactive components.

Project information was shared through printed bookmarks and flyers distributed at community locations and events, providing easy-to-reference details and ways to participate in both English and Spanish. Yard signs were placed throughout the study area to build local visibility and paid print media advertising further supported outreach by reaching residents through traditional communication channels.

Social media posts and targeted social media advertising were used to broaden awareness and drive traffic to the project website. An outreach toolkit was also developed for project stakeholders, equipping them with ready-to-use messaging and materials to share within their networks.

North Falls Lake AREA STUDY



In-Person Activities

As part of the Fall 2025 engagement period, the Project Team conducted **five pop-up events** throughout the region to go out to the community instead of the community going to a separate, project-dedicated meeting. The Project Team attended the following events:

- Creedmoor Music Festival (September 20, 2025)
- Granville Senior Center in Oxford Pop-Up (October 6, 2025)
- Butner National Night Out (October 7, 2025)
- Wilton Grill Pop-Up (October 17, 2025)
- Granville Live in Stem (October 18, 2025)

At each of these events, the Project Team set up two display boards. One board presented general project information, a project area map, and had a QR code that linked to the project website and survey.

The other board was interactive and asked participants to place dots on the types of residential and non-residential placetypes (types of development) they would like to see in the future.

Residential placetypes included: Small Lot Residential, Midsized Lot Residential, Urban Neighborhood, Mixed-Density Residential, Rural Living, Conservation Neighborhood, Trail-Oriented Development, Mixed-Use Neighborhood, Other.

Non-residential placetypes included: Highway Commercial, Mixed-Use Neighborhood, Office and Industrial Centers, Town Center, Protected Open Space, and Agriculture and Rural Business.

These options were developed based on placetypes that are currently found in the study area and what could be allowed through the region's various zoning codes. The compiled results are shown on the following pages.

Figure 2.1 Residential Placetypes Presented During Engagement

Small Lot Residential

Midsized Lot Residential

Urban Neighborhood

Mixed Density Residential

Rural Living

Conservation Neighborhood

Figure 2.1 Residential Placetypes Presented During Engagement Continued

Trail Oriented Development

Mixed-Use Neighborhood

Other

Figure 2.2 Non-Residential Placetypes Presented During Engagement

Highway Commercial

Mixed-Use Neighborhood

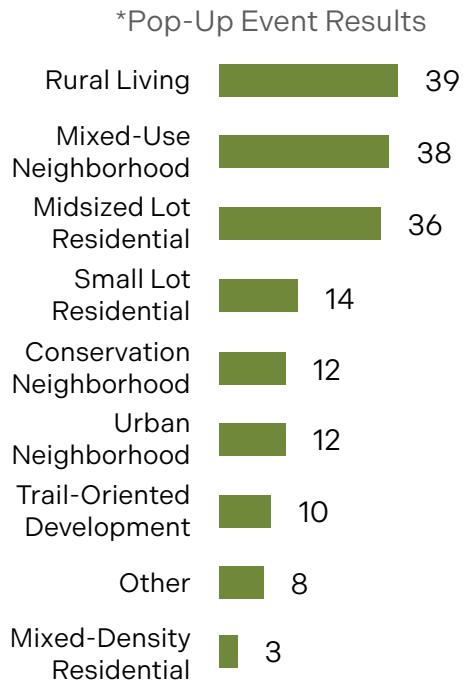
Office and Industrial Centers

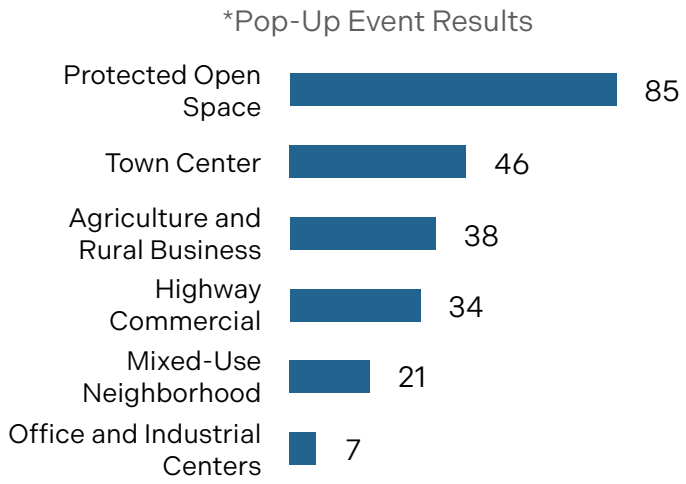
Town Center

Protected Open Space

Agriculture and Rural Business

Figure 2.3 Residential and Non-Residential Placetype Preferences





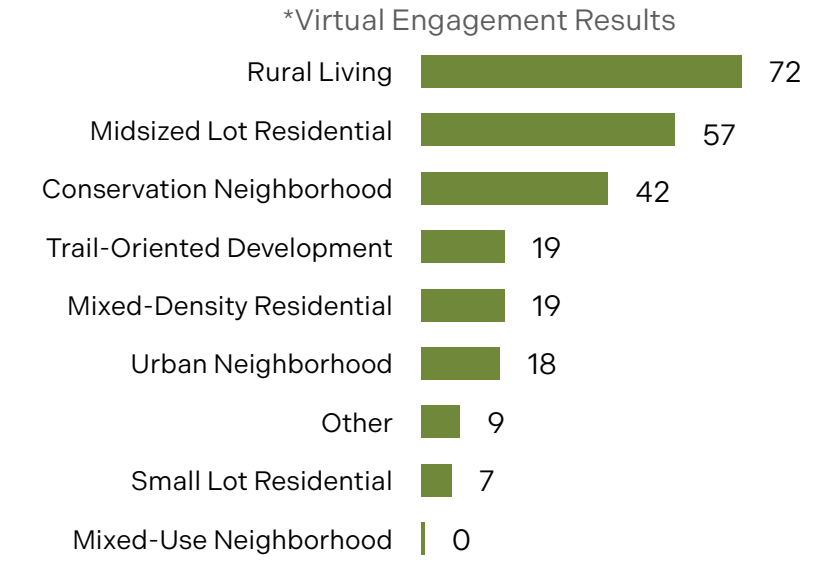
What We Heard from Participants

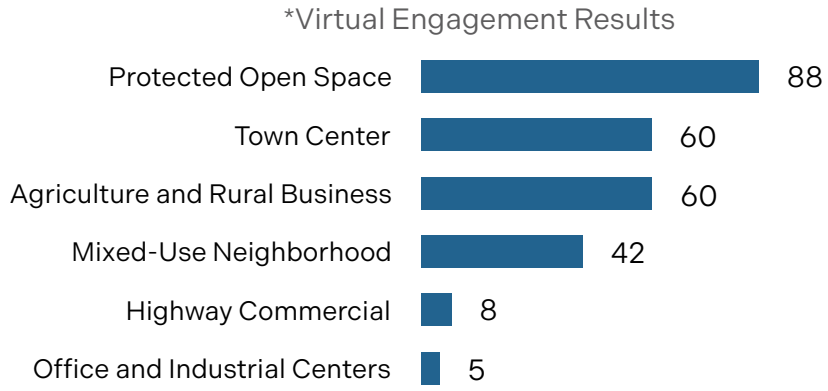
- Concerns with the **availability of water** throughout the region and the **quality** of the current water supply
- Open space should be **protected**
- Concerns with the ability of the current infrastructure to handle more people moving to the region, many people voiced concerns that the **current infrastructure is not adequately** supporting the number of people who live in the region now
- Residents want to **preserve the small-town feel** while having **more amenities** than they currently do today (they do not want to leave the area for goods, services, and jobs)
- Concerns about not being able to **age in place** due to rising costs and/or not having housing types that support older residents
- Desire for **public transportation** into and out of the study area to destinations in Durham and Raleigh

Virtual Activities

Throughout the life of the project, a **project website with an interactive map** was available for people to learn more about the study and provide feedback through a survey. Over 500 people participated, either through the survey, interactive map, or both. From late September to late October 2025, a **project survey** was available on the website. This survey included questions about people's vision and priorities for the study area for the next thirty years. Like the in-person activity, survey respondents could select up to three residential placetypes and up to three non-residential placetypes they would like to see in the future. The results of the survey can be seen below.

Figure 2.4 Residential and Non-Residential Placetype Preferences

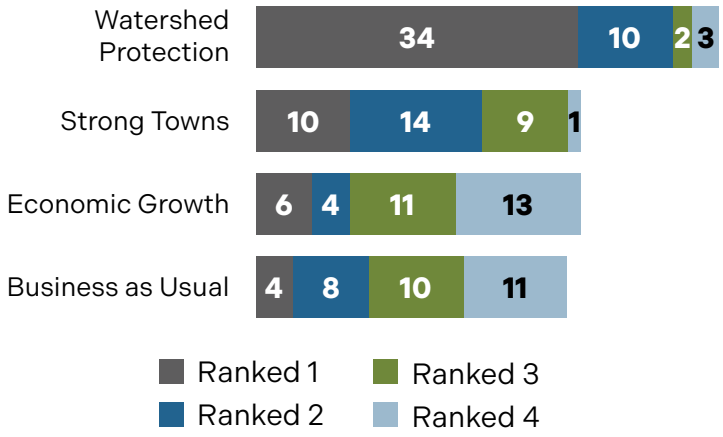




The survey also asked respondents to rank their preferred land use scenario. There were four scenarios in total, and the results of this question can be seen below. The **Watershed Protection scenario was ranked as the #1 most important** followed by Strong Towns, Business as Usual, and Economic Growth.

- **Business as Usual**: Plans and trends scenario that reflects current land use plans or zoning. Some concentration of residential and commercial uses near Towns. New dispersed subdivisions in South Granville County. Increased transportation needs related to roadway modernization and intersection improvements.
- **Economic Growth**: Emphasis on commercial, mixed-use and industrial growth along major corridors. New employment centers, including industrial, office, and distribution uses along I-85 and near the interchange at Hester Road. New commercial and mixed-use centers to serve county areas and the East Coast Greenway completed with trail-oriented development.
- **Strong Towns**: Emphasis on reinforcing and creating walkable downtowns and neighborhoods. Two to three story buildings with a mix of uses. Residential infill including small homes and missing middle housing (duplexes, triplexes, and quadplexes). Targeted transportation improvements (i.e. Creedmoor Southern Connector and new collector streets).
- **Watershed Protection**: Open space, agriculture, and natural resources protection in the Falls Lake Watershed, Triassic Basin east of Creedmoor and along the Tar River Corridor. Very low-density residential development only in the Falls Lake Watershed in county jurisdiction (reduction in currently allowable density in Granville County). Conservation subdivisions are emphasized in other areas with sensitive natural resources (i.e. Tar River Corridor). Growth in towns and along highway corridors outside of sensitive watersheds.

Figure 2.5 Land Use Scenario Preference

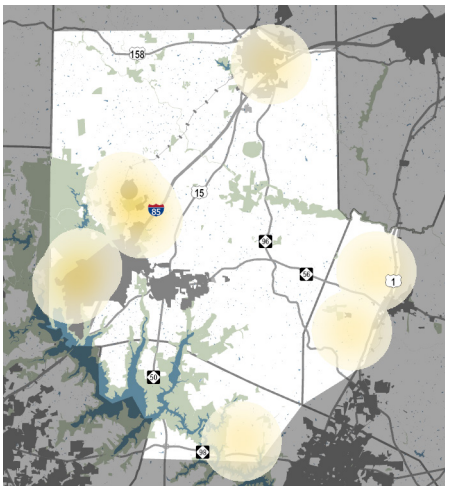


Virtual Map Activity Results - Land Use

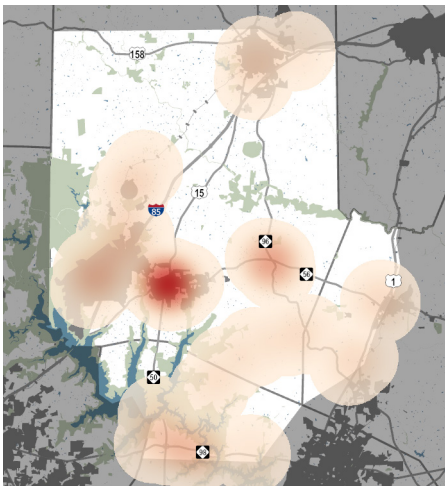
Respondents were also able to place points on an **interactive web map** to show **where they would prefer specific land uses**. They could choose from the following options: Residential, Shopping & Restaurants, Employment Center, Rural/Preservation, and Mixed-Use Development. The following maps show responses in a heatmap format. Areas where the color is darker mean more respondents placed a pin there and areas where the color is lighter mean fewer respondents placed a pin in that area. The map on the following page shows a summary of all responses.

Figure 2.6 Virtual Land Use Map Results

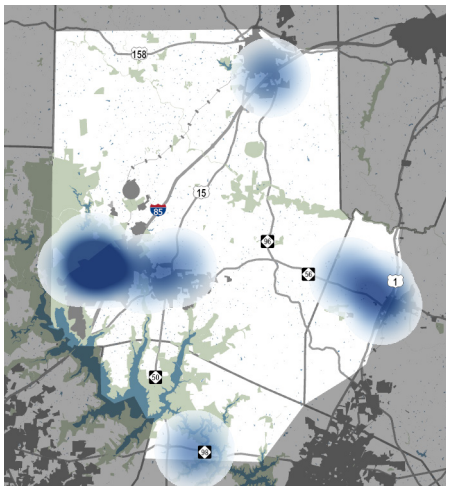
Residential



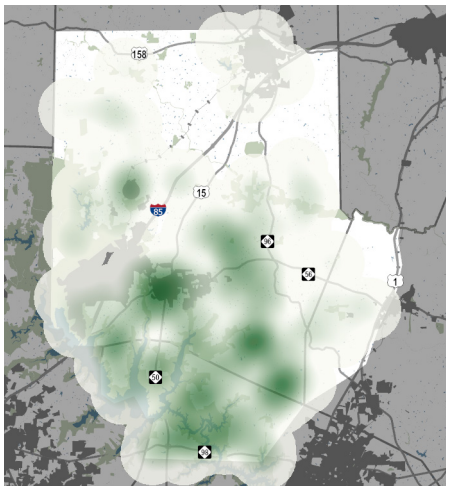
Shopping & Restaurants



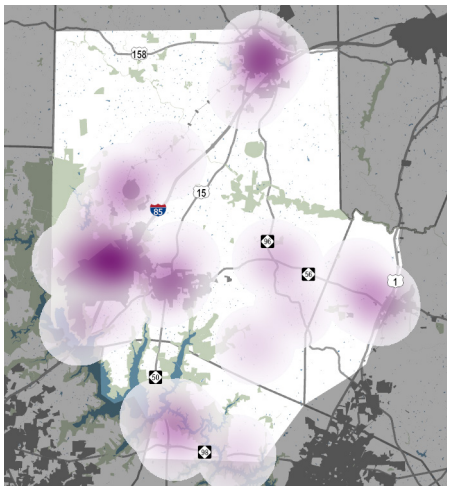
Employment Center



Rural/Preservation



Mixed-Use Development



Legend

Dense

Sparse

Protected Lands

Waterbodies

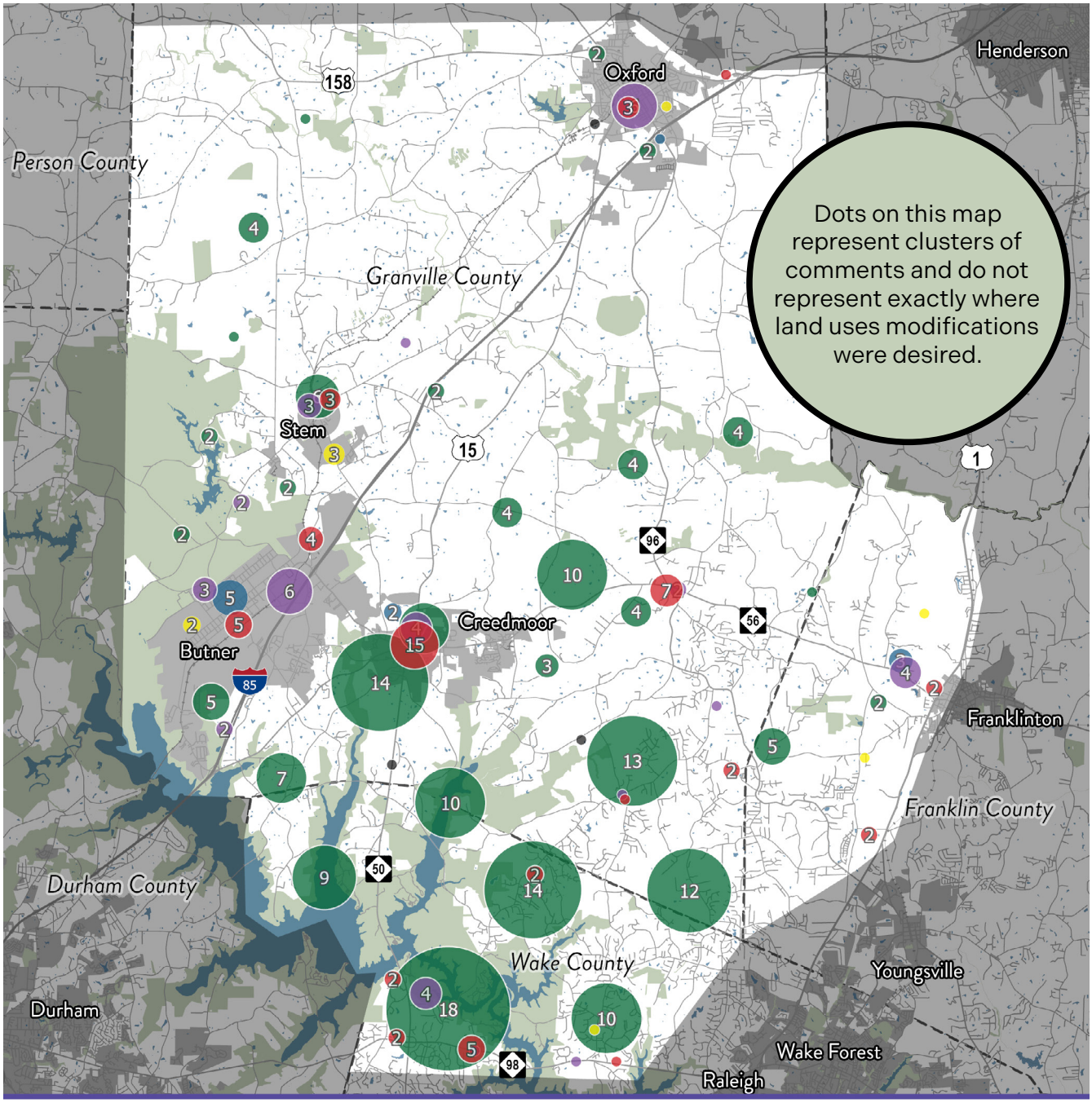
Municipalities

County Boundaries

0 11 Miles

Source: ESRI, NCDOT, NCDNR, USFW, CAMPO

Figure 2.7 Land Use Priorities Survey Summary



Land Use Survey Summary

Response Types
- Shopping and Restaurants
- Residential
- Mixed Use Development
- Employment Center
- Rural Preservation
- Other Land Use

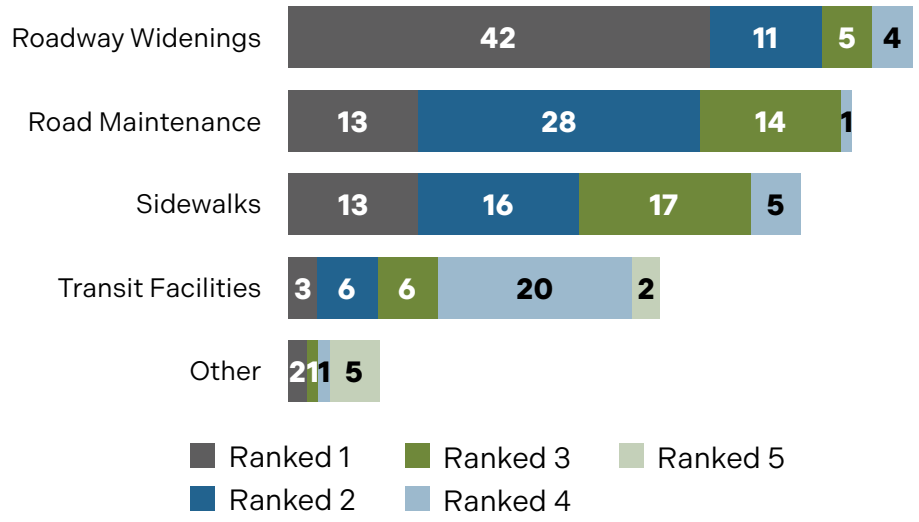
Number of Responses
- Fewer Responses
- More Responses

0 3 Miles

- Roads
- Railroads
- Waterbodies
- Protected Lands
- Municipalities
- County Boundaries

The last focused question of the survey asked respondents to rank their priorities for future transportation improvements. Four options were available to pick from: Sidewalks and Greenways, Road Maintenance, Roadway Widenings and Intersection Improvements, and Transit Facilities and Service (e.g. bus routes, park and ride lots, etc.). The results of this question are below with **Roadway Widenings ranked #1**.

Figure 2.8 Transportation Improvement Priorities



The virtual survey concluded with asking respondents, "**Is there a specific road, intersection, or area that needs transportation improvements?**" This question could be answered by typing a location in the response box or by placing a pin on a virtual map that followed this question. The most frequently mentioned locations include:

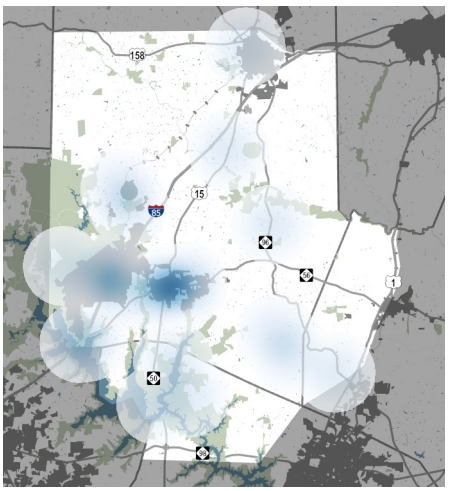
- Bruce Garner Road
- Lawrence Road
- Brassfield Road
- Creedmoor Road
- Six Forks Road
- New Light Road
- NC Highway 50
- NC Highway 56
- NC Highway 96
- NC Highway 98
- US Highway 1
- US Highway 15

Virtual Map Activity Results - Transportation

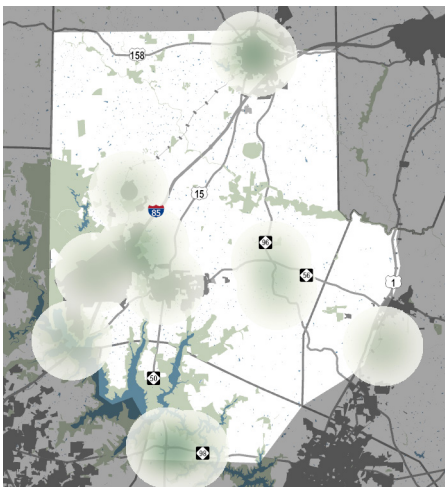
The following maps show the virtual map results, in a heatmap, of "Is there a specific road, intersection, or area that needs transportation improvements?" Respondents could pick from the following categories to place a pin on the map: Intersection or Roadway Improvement, Bicycle and Pedestrian Improvement, Transit Service, Greenways and Trails, and Other. Areas where the color is darker mean more respondents placed a pin there and areas where the color is lighter mean fewer respondents placed a pin in that area. The map on the following page shows a summary of all responses.

Figure 2.9 Virtual Transportation Map Results

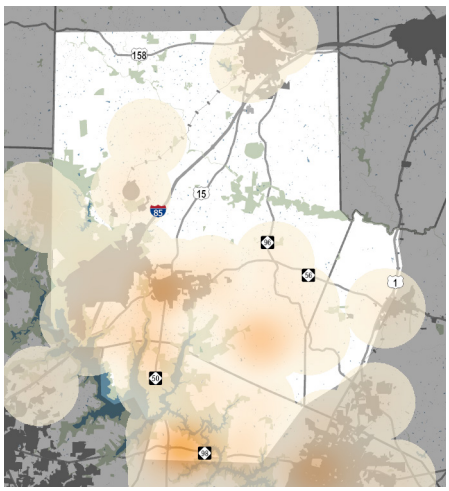
Bike and Pedestrian



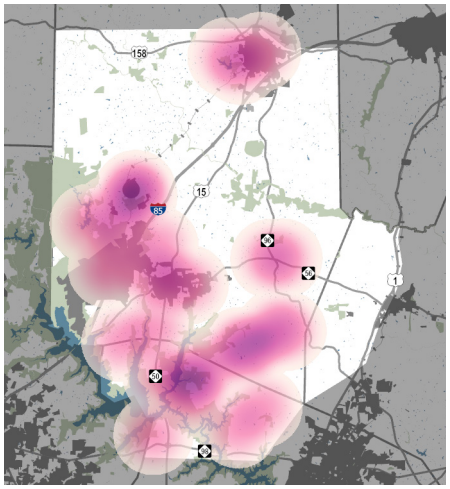
Transit Service



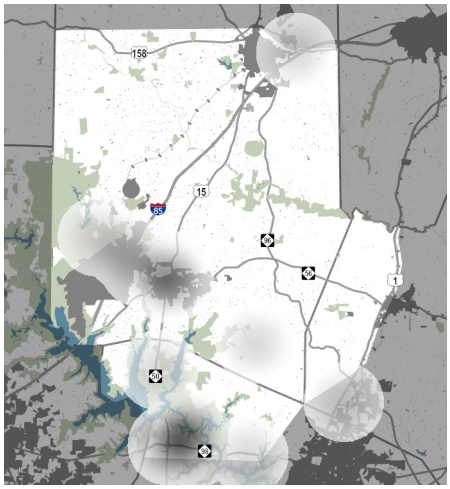
Intersection and Road



Greenways and Trails



Other Transportation Needs



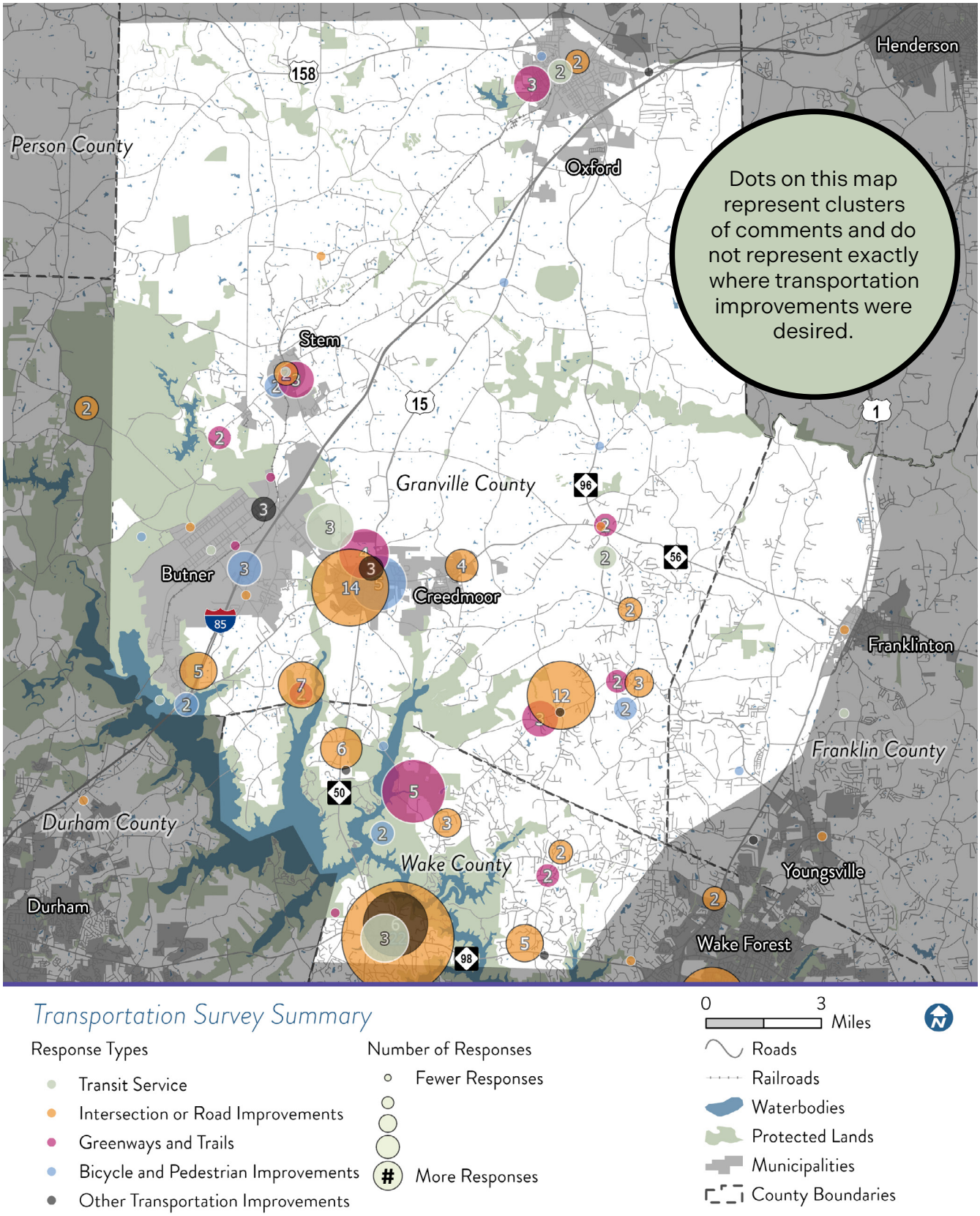
Legend

Dense
Sparse
Protected Lands
Waterbodies
Municipalities
County Boundaries

0 11 Miles

Source: ESRI, NCDOT, NCDNR, USFW, CAMPO

Figure 2.10 Transportation Priorities Survey Summary



Phase 2 Engagement

Outreach Tactics

Phase two of engagement for the North Falls Lake Area Study also included a mix of physical and digital tactics designed to promote awareness of the study and opportunities for public engagement.

Advertisements for the community open house and online engagement opportunities were posted in surrounding grocery stores, food trucks, and other areas with high levels of community traffic. Additionally, five social media posts were created to promote the open house and updated information on the study website. Free posts and a short video were posted on Facebook, X, Instagram, LinkedIn, and Nextdoor. Paid advertising was deployed and targeted to the study area using Nextdoor and LinkedIn. The local newspaper, The Ledger, promoted the open house with an article, and was also used for two print ads and digital ads on their homepage and in the online local news section.

In-Person Activities

On May 19, 2026 a project open house was held at the Creedmoor Community Center. Approximately fifty people attended.

Participants gave feedback on the material shown using sticky notes or notepads. Materials included draft recommendations for sewer and water utilities, land use types and policies, and modes of transportation (walking, biking, transit, and autos). Materials also recapped what has been done over the life of the project and what was heard in the first round of engagement. The project team recorded these responses and transcribed them to an online format to evaluate and identify similar concerns. Approximately fifty comments were given.

Common themes from the open house feedback included:

- NC 56 (Nine total comments)
  - Crosswalk/Sidewalk/Bike Lane Improvements (Three comments)
  - Bypass/Widening of NC 56 (Four comments)
  - Intersection Safety Improvements (Two comments)
- Bruce Garner and Graham Sherron Intersection Safety Improvements (Three comments)
- Gate 2 Road Intersection Safety Improvements (Three comments)
- Transit/Microtransit Improvements (Three comments)

Virtual Activities

Virtual engagement included updating the project website to show project recommendations and ask participants guided questions about the material shown. There were more than 550 visits to the study's recommendations web pages.

The online survey accompanying the recommendations asked participants to provide their opinions on land use and transportation recommendations. Forty-two participants were recorded with a total of thirty-seven open response comments.

Land Use Recommendations

The online survey asked residents to provide their opinion on various land use related recommendations. Response options included the following stances: Highly Negative, Somewhat Concerned, Neutral/No Opinion, Somewhat Positive, and Highly Positive. Overall, 56% of respondents expressed positive opinions on all land use recommendations, with 35% expressing negative opinions.

Transportation Recommendations

The second guided question asked respondents to rank roadway prioritization criteria from least to most important. Prioritization criteria results showed that Managing Congestion and System Reliability was most important followed by Connecting People and Places; Stimulating Economic Vitality and Opportunity; Promoting Safety, Health, and Wellbeing; Ensuring Equity and Participation; and Promoting and Expanding Multimodal and Affordable Transportation.

Free Response

Open house participants were provided with numerous opportunities to leave written comments on any material presented or any other topic related to the study. The following themes were recorded:

- Enhancing and Increasing Bike/Pedestrian Infrastructure (Seven comments)
- Suburban/Urban Sprawl (Six comments)
- Negative View on Development (Six comments)
- Positive View on Development (Three comments)
- Less or Reduced Bike/Pedestrian Infrastructure on Major Roadways (Three comments)

Focus Group Engagement

Core Technical Team

The Core Technical Team (CTT) consisted of twenty members representing the Town of Butner, City of Creedmoor, City of Oxford, Town of Stem, Franklin County, Granville County, Wake County, Kerr-Tar RPO, Triangle West TPO, NCDOT Division 5, CAMPO, and the consultants Bolton & Menk and RS&H.

The purpose of the CTT was to provide technical guidance while representing their respective communities and organizations throughout the project. Team members also served as liaisons to their communities, organizations, and elected officials, helping to promote engagement and education. In this role, they connected the planning team with additional staff, data, community partners, and other resources as needed.

The Core Technical Team met seven times throughout the length of the project.

Stakeholder Committee

The Stakeholder Committee consisted of implementation partners and community organizations from NCDOT, GoTriangle, KARTS, South Granville Water & Sewer Authority (SGWASA), Tar River Land Conservancy, Triangle Land Conservancy, and others.

The purpose of the Stakeholder Committee was to provide specific input on various aspects of the project while representing their respective organizations.

The Stakeholder Committee met four times throughout the length of the project.

Elected Officials Committee

The Elected Officials Committee (EOC) consisted of elected officials from all jurisdictions in the study area.

The purpose of the EOC was to provide honest, open input about the direction of the project to ensure that all aspects would be in alignment with the goals of the respective communities.

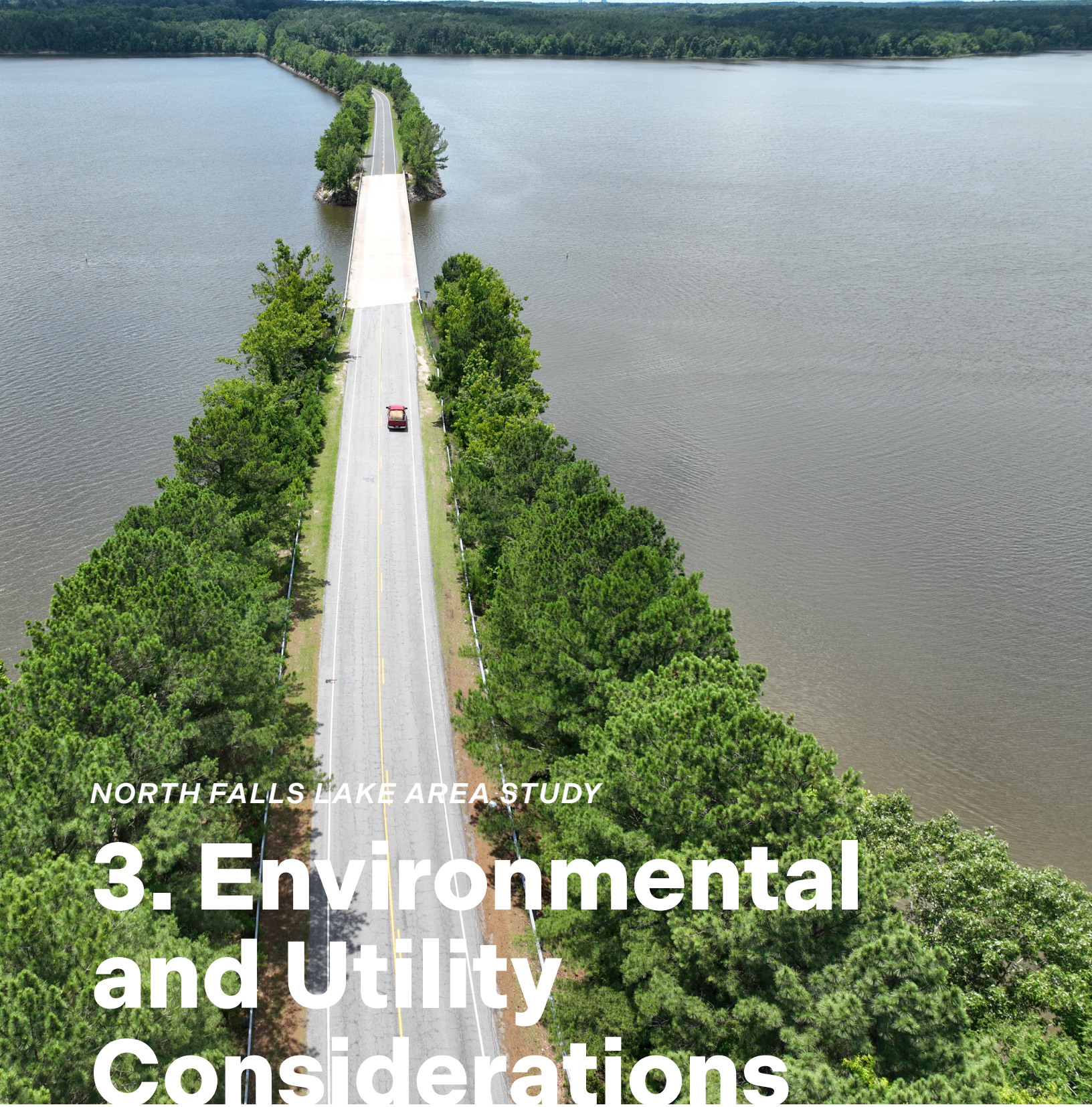
The Elected Officials Committee met three times throughout the length of the project.

The first meeting of the EOC focused on establishing a shared understanding of the planning process, regional challenges, and opportunities for future growth in the study area. Key themes included the desire to concentrate on higher-density development within municipal boundaries to leverage existing water and sewer infrastructure, while recognizing that county areas face constraints due to soil conditions and utility limitations. There was broad interest in

promoting mixed-use development, economic growth, and sustainable transportation options, including expanded transit and bicycle infrastructure. The group also mentioned the need for flexible zoning and interjurisdictional planning agreements, particularly among Butner, Creedmoor, and Stem.

The second meeting of the EOC focused on recapping all activities completed since the previous meeting in addition to reviewing results from the land use scenario modeling results and potential performance measures.

The third meeting of the EOC was a joint meeting with the Stakeholder Committee where the project was recapped and final steps were discussed.



NORTH FALLS LAKE AREA STUDY

3. Environmental and Utility Considerations

The Environmental and Utility Considerations chapter outlines the significant impacts of regulatory frameworks and the availability of water and sewer infrastructure on development within the region.

Introduction

The North Falls Lake Area Study area is defined as the region north of Falls Lake from US Highway 1 on the east, Granville County boundary to the west, and Oxford to the north. The natural characteristics of this region greatly impact potential development and the rules that govern it. The area is divided between the Neuse River basin, containing Falls Lake, and the Tar River basin, each governed by distinct nutrient management strategies aimed at controlling nitrogen and phosphorus pollution. These regulations impose stringent limits on nutrient loading from new developments, necessitating adherence to specific standards for stormwater management and wastewater discharge. Additionally, Triassic basin soils in the region limit the viability of smaller, regional water and sewer systems in part of the study area. The Study aims to summarize environmental constraints and to provide foundational understanding that will inform the land use vision for the region. This land use will ultimately guide planned transportation improvements to better serve the community.

The availability of public water and sewer infrastructure also plays a crucial role in shaping development patterns. The document highlights that the presence or absence of water supply and wastewater treatment capacity significantly impacts development feasibility, especially in fast-growing or underserved areas. Major water and sewer providers in the study area, such as Franklin County Public Utilities, Kerr Lake Regional Water System, and South Granville Water and Sewer Authority, have varying capacities and policies that influence where and how development can occur. A structured and thoroughly planned approach helps manage the pace and location of new development, ensuring that infrastructure can support the anticipated growth.

Overall, the combination of environmental regulations and the availability of water and sewer infrastructure creates a complex landscape for development in the CAMPO North Falls Lake Area. Agencies and developers must navigate regulatory requirements while also considering the capacity and policies of local utility providers. This dual consideration will ultimately shape the growth and development patterns in the region.

Regulatory Context

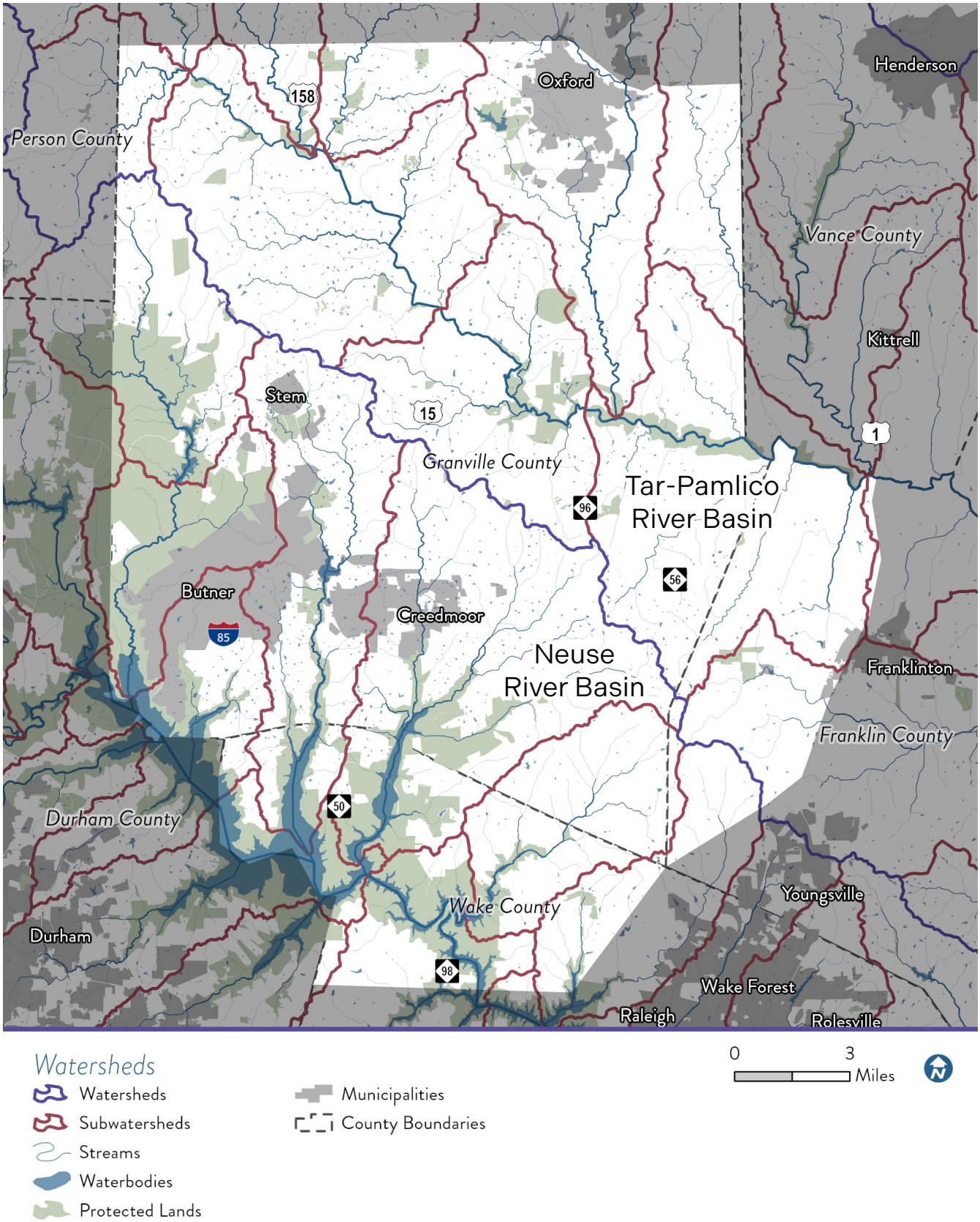
The CAMPO North Falls Lake Area is divided roughly in half between two major watersheds – the Neuse River basin (containing Falls Lake) in the South and the Tar River basin in the North (illustrated in Figure 3.1). Water quality and stormwater regulations in the area vary between these watersheds due to differences in hydrology, development history, and use of the basins. Both the Neuse and Tar Rivers have experienced major issues in their estuaries with algae blooms, fish kills, and eutrophication (process where a body of water becomes overly enriched with nutrients).

The Falls Lake Nutrient Strategy and Tar-Pamlico River Nutrient Strategy (hereto referred to as the Tar River Nutrient Strategy) both seek to prevent these issues by regulating sources of nitrogen and phosphorus, a class of pollutants known as nutrients. Almost all local environmental regulations, including land use and stormwater, seek to implement these state-level nutrient management strategies.

This report provides a summary of the nutrient management strategies in each watershed, highlighting the most relevant factors for transportation, land use, and water resources planning. Regulations vary across the study area, with different standards for new and existing development across Falls Lake and Tar River subwatersheds.

Falls Lake is a major drinking water source for Raleigh and surrounding communities; thus it has stricter rules protecting water quality and managing nutrient discharge. The Falls Lake Strategy, implemented in 2011, is a two-stage plan that targets pollution from wastewater, stormwater, and agriculture. By contrast, the Tar-Pamlico strategy, which protects the river and estuary leading to the Pamlico Sound, was one of the first in the country to use a nutrient trading program, allowing dischargers to buy credits from others who reduce pollution more efficiently. While both strategies aim to improve water quality, Falls Lake emphasizes direct regulation and local government action, whereas the Tar-Pamlico approach leans more on collaboration and market-based solutions.

Figure 3.1. Watersheds



Regulatory Overview

Riparian Buffers

Both the Falls Lake and Tar-Pamlico River Nutrient Strategies include a foundational land use requirement: a 50-foot riparian buffer limiting development and disturbance along perennial and mapped or unmapped intermittent streams, rivers, and other surface waters. The buffer can be divided into two zones on each side of a waterbody. Zone 1, consisting of the nearest 30 feet to the stream, must be left functionally undisturbed (no grading or devegetation). Zone 2 extends an additional 20 feet beyond Zone 1. In this area, grading is allowed but vegetation must be re-established and managed. Maintaining vegetation and slope stability around streams is critical for filtering runoff, reducing erosion, and protecting aquatic ecosystems.

Floodplains

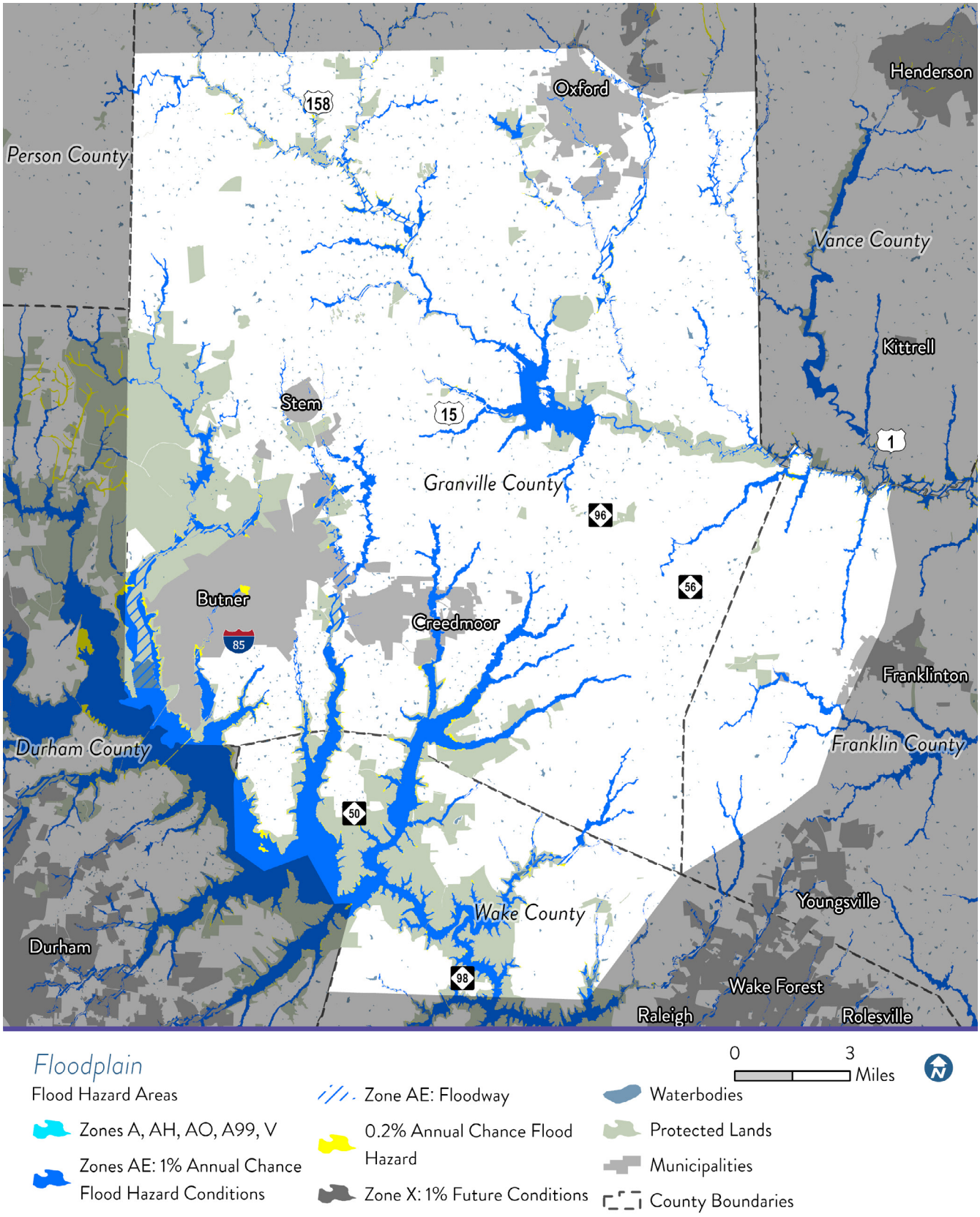
Floodplains developed in the region are mapped through hydrological studies conducted by the Federal Emergency Management Agency (FEMA). Areas that are determined to have a 1% chance of flooding in any given year, commonly referred to as 100-year floodplains, are regions that can be subjected to a significant impact on potential development. To mitigate risks in these regions, regulations including restrictions on building elevations, the requirement for flood-proofing measures, and limitations on the types of structures are common. These regulations aim to protect property and human life from flood damage, but they can also increase the cost and complexity of development projects. Additionally, developers may need to obtain revisions to flood hazard mapping like Conditional Letter of Map Revision (CLOMR) or Letter of Map Revision (LOMR) and adhere to specific design standards to ensure compliance with floodplain management policies. The study area as depicted in Figure 3.2 has significant streams with flood hazards that impact future development.

Flood Hazard Area

Figure 3.2 also shows the floodplain area within the North Falls Lake Area. This area is divided into the following categories:

- Zone A: Subject to inundation by the 1% annual chance flood event. Mandatory flood insurance purchase requirements and floodplain management standards apply.
- Zone AH: Subject to inundation by 1% annual chance shallow flooding, typically areas of ponding, where average depths are between one and three feet. Mandatory flood insurance purchase requirements and floodplain management standards apply.
- Zone AO: Subject to inundation by 1% annual chance shallow flooding, usually sheet flow on sloping terrain, where average depths are between one and three feet. Mandatory flood insurance purchase requirements and floodplain management standards apply.
- Zone A99: Subject to inundation by 1% annual chance flood event, but will ultimately be protected upon Federal flood protection systems. Mandatory flood insurance purchase requirements and floodplain management standards apply.
- Zone V: Areas along coasts are subject to inundation by 1% annual chance flood event with additional hazards associated with storm-induced waves. Mandatory flood insurance purchase requirements and floodplain management standards apply.
- Zone AE: Subject to inundation by 1% annual chance flood event determined by detailed methodology. Mandatory flood insurance purchase requirements and floodplain management standards apply.
- Zone X: Areas of moderate flood hazard between limits of the 1% annual chance floodplain and the 0.2% annual chance floodplain.

Figure 3.2. Floodplains



Source: ESRI, NCDOT, NCDNR, USFW, CAMPO, FEMA

Soils

The southwestern portion of Granville County has significant areas of Triassic basin soils, as shown in Figure 3.3. Triassic basin soils, common in parts of North Carolina, are composed of dense clays and fine-grained sediments that significantly limit water infiltration. These soils often form a hard, compacted layer that restricts the downward movement of water, leading to poor percolation. As a result, rainwater tends to run off rather than recharge groundwater aquifers, making it difficult to rely on wells for water supply. Sedimentary rocks underlying the basin have minimal porous spaces, meaning that water transmission is limited through the region to balance groundwater levels. Additionally, the limited infiltration capacity poses challenges for private septic systems or regional sanitary sewer surface application treatment, which depend on soil absorption to treat and disperse effluent.

The North Carolina Department of Environmental Quality (NCDEQ) monitors and permits groundwater extraction. NCDEQ encourages property owners to consult geologic maps and conduct site-specific investigations prior to pursuing groundwater resources. Formal site evaluations should additionally be conducted prior to the installation of septic systems. This combination of low groundwater recharge and unsuitable conditions for conventional septic systems can constrain development and necessitate careful land use planning.

However, not all of the study area is located on Triassic basin soils. This means that groundwater recharge varies by location and as stated previously, property owners are encouraged to conduct site-specific investigations prior to pursuing groundwater resources.

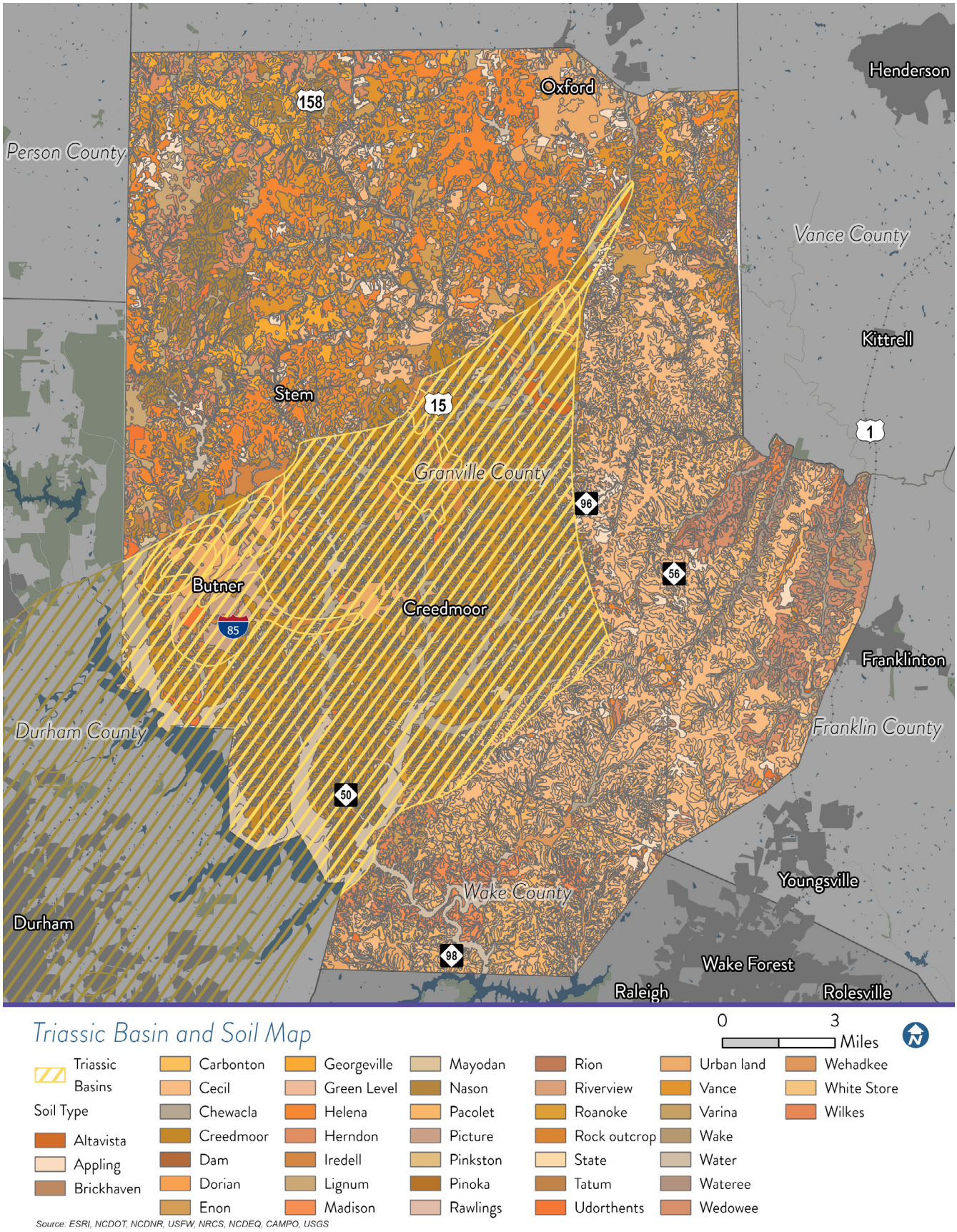
Wastewater Discharge

Wastewater dischargers in the Falls Lake Watershed are subject to a basin-wide total nutrient load which is allocated among individual dischargers. These plans are geographically specific, with discharge facilities in the Upper Falls Watershed required to submit detailed plans by 2027 outlining how Stage II mass load limits will be met. These requirements do not exist for discharges in the Lower Falls Watershed. Dischargers in the Tar Watershed have a similar, but a less restrictive basin-wide total load and fewer reporting requirements.

Stormwater

Stormwater design standards also differ significantly between the two strategies. For new development in the Falls Lake watershed, nutrient loading must not exceed 2.2 pounds of nitrogen and 0.33 pounds of phosphorus per acre per year. By contrast, the Tar-Pamlico strategy allows for higher nutrient loads—up to 4 pounds of nitrogen and 0.4 pounds of phosphorus per acre per year—making it less restrictive in terms of stormwater nutrient control. In both basins, projects must ensure no increase in peak flow from a 1-year, 24-hour storm event. Standards for existing development in Falls Lake are also under consideration, with assumptions based on land use and impervious surface coverage.

Figure 3.3. Soils



Nutrient Credit Trading

Both strategies incorporate the use of nutrient credits to provide flexibility in meeting nutrient reduction goals. The NC Division of Energy, Mineral, and Land Resources (DEMLR) defines the Stormwater Control Measures (SCMs) eligible for credit generation. Developers and dischargers can calculate their credit needs and reductions using the Stormwater Nitrogen and Phosphorus (SNAP) Tool, which standardizes nutrient accounting across the state.

Interbasin Transfer (IBT)

The transfer of surface water between river basins through an interbasin transfer (IBT) should be avoided within the study area whenever possible. In North Carolina, IBTs are regulated under G.S. §143-215.22I, which requires a certificate from the Environmental Management Commission for any new transfer of 2 million gallons per day (MGD) or more. These certificates are awarded after a thorough review process. Falls Lake, located in the upper Neuse River Basin, is a key water supply for municipalities in the Triangle region that have received IBT certificates to move water across basin boundaries. Similarly, in the Tar-Pamlico Basin, communities downstream of the study area including Greenville and Farmville rely on regulated transfers to meet their water needs. These transfers are carefully managed and monitored to ensure they do not compromise the ecological health or nutrient reduction goals of the source basins. As such, IBTs are closely tied to nutrient strategies, since moving water between basins can shift nutrient loads and affect compliance with water quality standards.

Expected Changes to Regulations

The Falls Lake Rules, which were adopted in 2011, have been undergoing a review and update process. Following a study to identify long-term solutions for Falls Lake by stakeholders in the Upper Neuse River Basin Authority and the NC Collaboratory, NC DEQ is expected to release updated rules by 2027, at the latest. In general, stakeholders are asking for more flexibility in methods to achieve nutrient goals and more frequent updates to the rules to reflect the dynamics of the basin.

The Tar-Pamlico Strategy has been less intensively evaluated in recent years, with no public mention of an update process. However, this may change as the area faces increased development pressures.

Falls Lake Nutrient Strategy

Overview Timeline

1983 Falls Lake fills for the first time

1991 Extremely large fish kill in the Neuse River Estuary - prompts extensive media coverage and public outcry

2005 NC General Assembly passes the Drinking Water Supply Reservoir Protection Act

This requires the Environmental Management Commission (EMC) to develop and adopt a nutrient management strategy for Falls Lake

2006 NC Division of Water Quality (now part of NC DEQ) conducts a comprehensive study to establish baseline nutrient levels in Falls Lake

Assessment provided critical data for setting nutrient reduction goals in the forthcoming Management Strategy. Falls Lake has regularly exceeded the state's chlorophyll-a standard - justifying its inclusion on the 202(d) list

2011 The Falls Lake Nutrient Management Strategy (aka Falls Lake Rules) is implemented

Stage 1 (2011-2020) focused on meeting water quality standards in the lower lake and reducing nutrients throughout

Stage 2 (Current) predicated on the success of Stage 1. Focuses on nutrient management with more stringent regulations. Goal is to achieve all reductions by 2041

2016 NC Policy Collaboratory is established with the intent of studying the impact of the Falls Lake Rules. The first Full Lake Status Report is released.

2021 The second Falls Lake Status Report is released

2024 Upper Neuse River Basin Association and NC Policy Collaboratory release recommendations for revised Falls Lake Rules

2025-2027

It is expected that the updated Falls Lake Rules will be released by North Carolina Department of Environmental Quality's Department of Water Resources

Public Water and Sewer Utilities

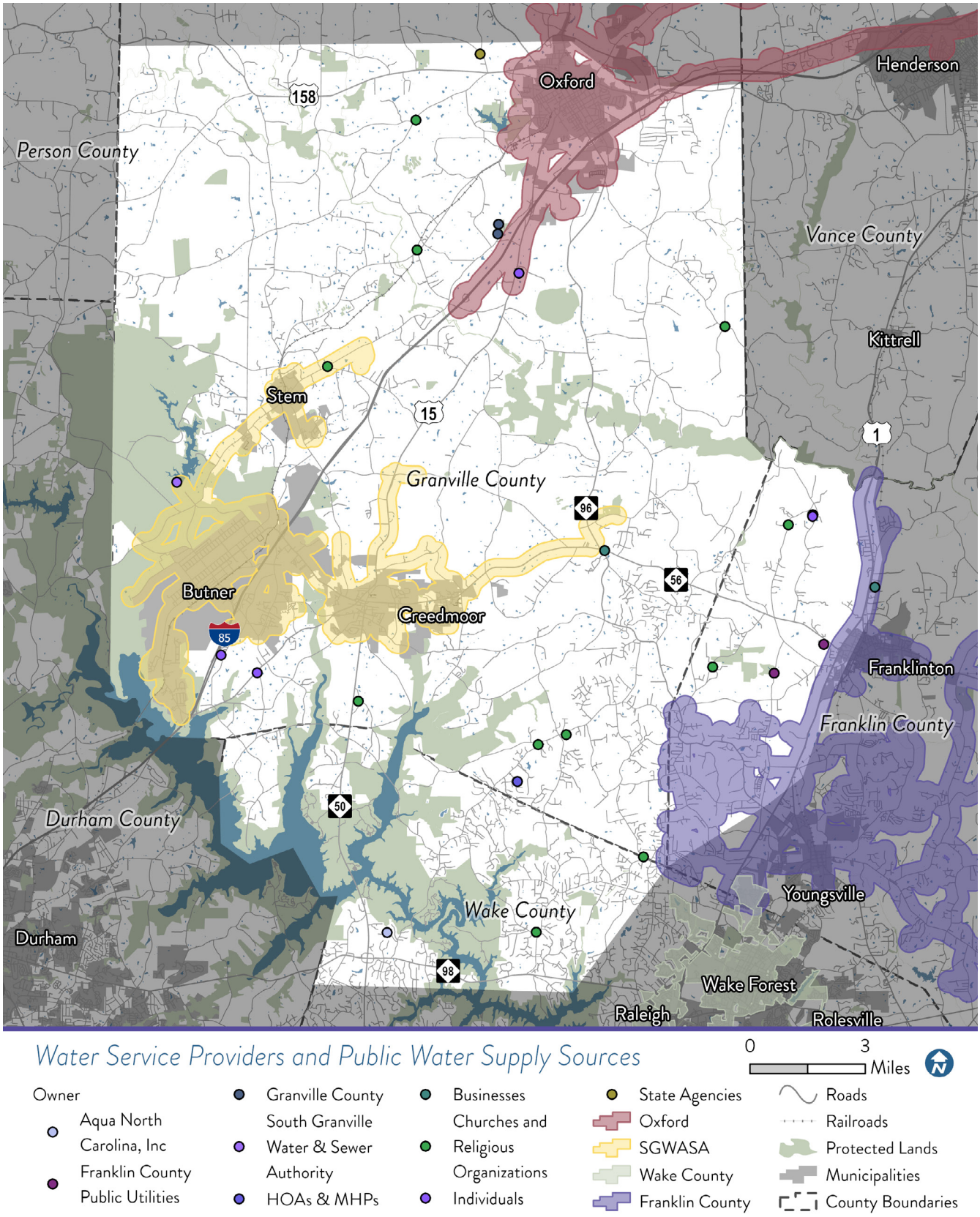
Existing Water and Sewer Infrastructure

As the North Falls Lake Area Study Area continues to plan for long-term growth, understanding the role of public water and sewer providers is essential for aligning land use and transportation strategies. Water and wastewater infrastructure not only supports existing development but also directly influences where and how future growth can occur. The availability or absence of water supply and wastewater treatment capacity significantly impacts development feasibility, particularly in fast-growing or underserved areas.

To provide the foundation for land use examination, the North Falls Lake Area Study team examined information primarily from the NCDEQ database, including the Local Water Supply Planning and Drinking Water Watch. This information has been provided by third parties and is considered reliable; however, it has not been independently verified, and no assurances are offered regarding its accuracy or completeness.

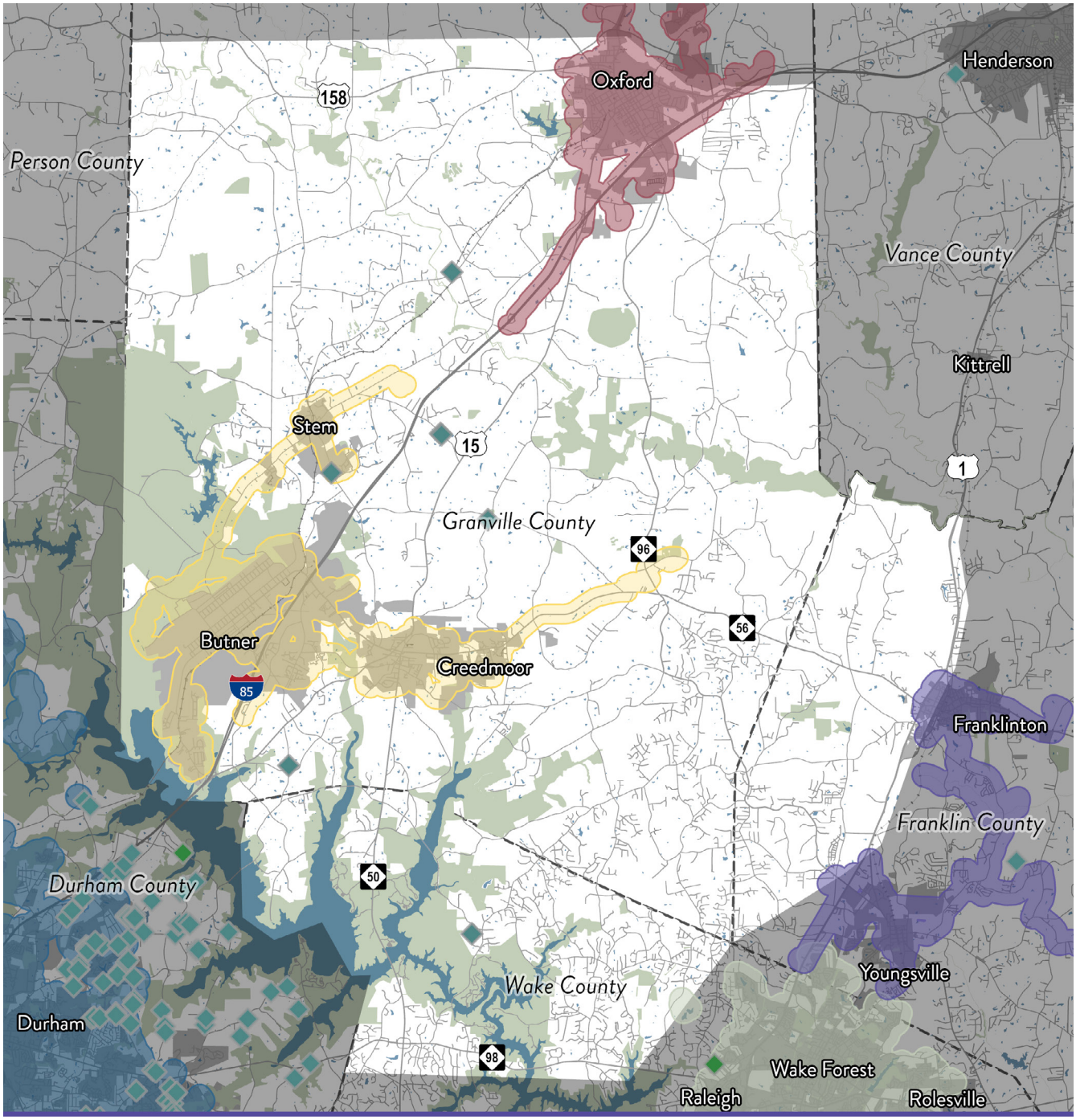
This section summarizes the public water and sewer utilities operating within the study area, with a focus on their service areas, permitted capacities, current usage, and policies that influence development. There is a total of 69 public water systems permitted with NCDEQ and 18 NPDES wastewater discharge permits. The section is organized into two parts. It first highlights the major regional water providers, including Franklin County Public Utilities, Kerr Lake Regional Water System, South Granville Water and Sewer Authority, and Aqua North Carolina. This is followed by an overview of the smaller and privately operated systems, which serve residential subdivisions, mobile home parks, churches, schools, and commercial properties. Figures 3.4 and 3.5 depict the water supply and wastewater providers in the region.

Figure 3.4. Public Water Supply Sources



Source: ESRI, NCDOT, NCDNR, USFW, CAMPO, Wake County, Granville County, Franklin County, SGWASA

Figure 3.5. NPDES Wastewater Discharge Permits



Sewer Service Providers and NPDES Wastewater Discharge Permits

0 3 Miles

Owner
- Aqua North Carolina, Inc
- Individuals
- Oxford
- Durham County
- Wake County
- SGWASA
- Franklin County
- Roads
- Railroads
- Waterbodies
- Protected Lands
- Municipalities
- County Boundaries

Source: ESRI, NCDOT, NCDNR, USFW, CAMPO, Wake County, City of Durham, Granville County, Franklin County, SGWASA

Major Water and Sewer Providers

Franklin County Public Utilities (FCPU)

Franklin County Public Utilities is a regional water and wastewater utility provider serving residents, businesses, and industries throughout Franklin County, North Carolina. The utility is responsible for the operation, maintenance, and expansion of the County's public water distribution and wastewater collection systems.

The Franklin County Water & Sewer system (PWSID NC0235030) receives potable water from four sources: the Town of Louisburg, the Franklinton Water Plant (owned and operated by Franklin County Public Utilities), the City of Raleigh, and the City of Henderson. Louisburg sources its raw water from the Tar River, while the Franklinton Water Plant draws from two local reservoirs known as Taylor Creek and Cedar Creek. Henderson supplies treated water from Kerr Lake. The City of Raleigh supplies treated water from Falls Lake.

Town of Franklinton

Franklinton Water System (PWSID NC0235010) (owned and operated by Franklin County Public Utilities) sources its drinking water from two surface water bodies: Taylor Creek and Cedar Creek, both located within Franklin County. These creeks supply raw water to the County's surface water treatment plant, located off NC Highway 56 west of US 1.

The water treatment plant uses conventional treatment and discharges both treated filter backwash wastewater and treated extracted wastewater. It is designed and permitted to produce up to 1 MGD of potable water and is permitted for a maximum monthly average discharge of 0.053 MGD of treated wastewater. Treated effluent from the facility is discharged into Taylor Creek, which is part of the Tar-Pamlico River Basin.

Treated water is then distributed to County residents via the Franklin County Water & Sewer system.

The Franklin County Public Utilities water system (NC0235010 & NC0235030) serves a population of approximately 27,560 through 10,600 customers. Franklin County Public Utilities supplies water to the customers in Franklin County, the Town of Franklinton, and the Town of Youngsville, and sells water to 2 bulk customers; Town of Bunn and lake Royale subdivision, each have their separate water system ID.

Town of Louisburg

The Town of Louisburg Water System (PWSID NC0235015) withdraws raw water from the Tar River in Franklin County. In 2024, the system averaged 1.018 MGD with a maximum daily withdrawal of 1.566 MGD. The water treatment plant is permitted to treat up to 2.0 MGD.

The system provides treated water to approximately 3,404 residents through 1,358 residential, 359 commercial, 7 industrial, and 10 institutional connections. It includes 36 miles of distribution lines and water storage capacity totals 0.85 MG. Louisburg also supplies an average of 0.488 MGD to Franklin County via a 16-inch interconnection under a 0.5 MGD agreement set to expire in 2025.

The wastewater system serves around 1,571 sewer connections and operates under two permits: NC0020231 for a conventional WWTP with a 1.5 MGD design capacity, and WQ0005981 for land application. In 2024, the system had an average annual discharge of 0.5865 MGD and a maximum daily discharge of 2.7 MGD at the WWTP, with up to 0.084 MGD land applied. Only 18 properties served by the water system currently rely on private septic systems.

Kerr Lake Regional Water System (KLRWS)

The Kerr Lake Regional Water System (PWSID NC0291010) is a public water system that serves portions of Vance, Granville, Warren, and Franklin Counties. The system provides treated water to three bulk customers – City of Henderson, City of Oxford, and Warren County, which then distribute water to the Towns of Kittrell, Norlina, Warrenton, Stovall, Middleburg, and Franklin County.

The system sources raw water from John H. Kerr Reservoir (Kerr Lake) via an intake on Anderson Creek and operates a conventional surface water treatment plant with a permitted capacity of 20 MGD. The system was awarded an Interbasin Transfer (IBT) certificate by the NC Environmental Management Commission in 2015, allowing a transfer of up to 14.2 MGD from the Roanoke River Basin, calculated as a monthly average.

In 2023, the system averaged a daily withdrawal of 6.85 MGD, with a maximum daily withdrawal of 8.96 MGD. The system includes 264 miles of distribution lines and has a finished water storage capacity of 1.75 MG. The water treatment plant is jointly owned by the City of Henderson, City of Oxford, and Warren County (collectively referred to as the Partners) and is managed by the City of Henderson. Water is then distributed to the Partners and their wholesale customers in the Roanoke River, Tar River, Neuse River, and Fishing Creek basins.

According to the City of Oxford's Water and Wastewater 30-Year Master Plan, the Kerr Lake Regional Water Treatment Plant capacity is allocated among the partners based on a 60-20-20 split. Under this allocation, the City of Oxford holds a 20% share of the plant's total capacity, which equates to 4 MGD. The specific allocations for Henderson and Warren

County have not been publicly disclosed. In 2023, the NC General Assembly awarded a $10 million appropriation to the City of Oxford to support expansion of the Kerr Lake Water Treatment Plant. Originally built in 1975 and later expanded to 15 MGD, the plant is now being upgraded to 20 MGD to address regional growth and rural development. As a result, Oxford's daily allocation will increase from 2 MGD to 4 MGD.

KLRWS currently provides water to approximately 14,770 year-round residents through 8,122 residential and 1,351 commercial connections. No institutional or industrial connections were reported. In addition to retail service, KLRWS supplies treated water to four wholesale customers under long-term agreements. Franklin County receives an average of 1.80 MGD through a 24-inch main under a contract with a maximum allocation of 3.50 MGD, set to expire in 2036. The City of Oxford receives an average of 1.16 MGD through a 24-inch main under a contract with a maximum allocation of 2.00 MGD, expiring in 2047. Warren County receives an average of 1.21 MGD through a 20-inch main under a contract with a maximum allocation of 2.00 MGD, also expiring in 2047. Vance County, the smallest wholesale customer, receives an average of 0.22 MGD through a 12-inch main under a contract with a maximum allocation of 0.32 MGD, expiring in 2052.

The wastewater system includes 9,228 sewer connections and is permitted under NC0020559 for a 4.14 MGD design capacity. In 2023, the system had an average annual discharge of 1.96 MGD, with a peak discharge of 7.57 MGD to Nutbush Creek. About 1,960 properties served by the water system continue to use private septic systems.

City of Oxford

In addition to its participation in the Kerr Lake Regional Water System for drinking water, the City of Oxford independently operates a municipal wastewater treatment plant under NPDES Permit NC0025054. The facility has a permitted discharge capacity of 3.5 MGD to Fishing Creek, part of the Tar River Basin, and a design capacity of up to 8.75 MGD to handle peak flow conditions. In 2024, the average annual daily discharge was 1.17 MGD, with a recorded maximum daily discharge of 7.9 MGD, or approximately 90 percent of the design capacity. This indicates that while the system is currently managing its average flows well within capacity, it approaches its operational limits during peak flow conditions.

South Granville Water and Sewer Authority (SGWASA)

South Granville Water and Sewer Authority is a regional utility provider that delivers public water and wastewater services to the southern portion of Granville County, North Carolina, including the municipalities of Butner, Creedmoor, and Stem. Established in 2005 through the consolidation of local systems, SGWASA operates independently under the oversight of a governing board composed of member jurisdiction representatives.

The South Granville Water and Sewer Authority (PWSID NC0239107) withdraws raw water from Knapp of Reeds Creek, which flows into R.D. Holt Lake, also known as Lake Holt, located in Granville County. The lake, which covers approximately 385 acres, was impounded in 1965 to serve as a raw water supply for the region.

The raw water source has an estimated 20-year safe yield of 11 MGD. In 2024, average daily withdrawals ranged from 2.4 to 3.0 MGD, with a maximum daily withdrawal of 3.44 MGD. The SGWASA Water Treatment Plant has a permitted treatment capacity of 7.5 MGD and supplies treated water to a population of approximately 17,232 residents through 5,454 residential, 385 commercial, 54 industrial, and 47 institutional connections. The distribution system includes approximately 145 miles of water mains, and finished water storage totals 2.45 MG.

The wastewater system is permitted under NC0058416 with a treatment capacity of 7.5 MGD. In 2024, the system had an average annual discharge of 1.63 MGD. Wastewater is discharged to Knapp of Reeds Creek.

Aqua North Carolina, Inc.

Aqua North Carolina is a private utility company providing public water and wastewater services across 50 counties in North Carolina. It operates as a subsidiary of Essential Utilities, one of the largest publicly traded water, wastewater, and natural gas utility companies in the United States. Aqua's growth has been driven largely by the acquisition of small and medium-sized municipal and private systems, allowing it to serve areas not typically reached by larger municipal utilities.

In the study area, Aqua North Carolina operates 14 public water systems, serving a total of approximately 20,500 residents through over 8,500 service connections. All of these systems rely on groundwater sources, which reflects the utility's historical development in less densely populated or unincorporated areas where centralized surface water infrastructure is not readily available.

Although Aqua North Carolina operates numerous wastewater systems across the state, a review of the available NPDES Wastewater Discharge Permits within the study area indicates that none of the permits list Aqua North Carolina as the owner.

Private and Small Utility Systems

In addition to the major utility providers, the study area includes numerous small-scale and privately operated water and wastewater systems as shown in Figure 3.6. Of the 69 public water systems permitted by NCDEQ within the study area, 53 are small systems serving residential subdivisions, mobile home parks, churches, schools, and small businesses. These systems rely entirely on groundwater wells and are supported by either septic systems or package wastewater treatment plants.

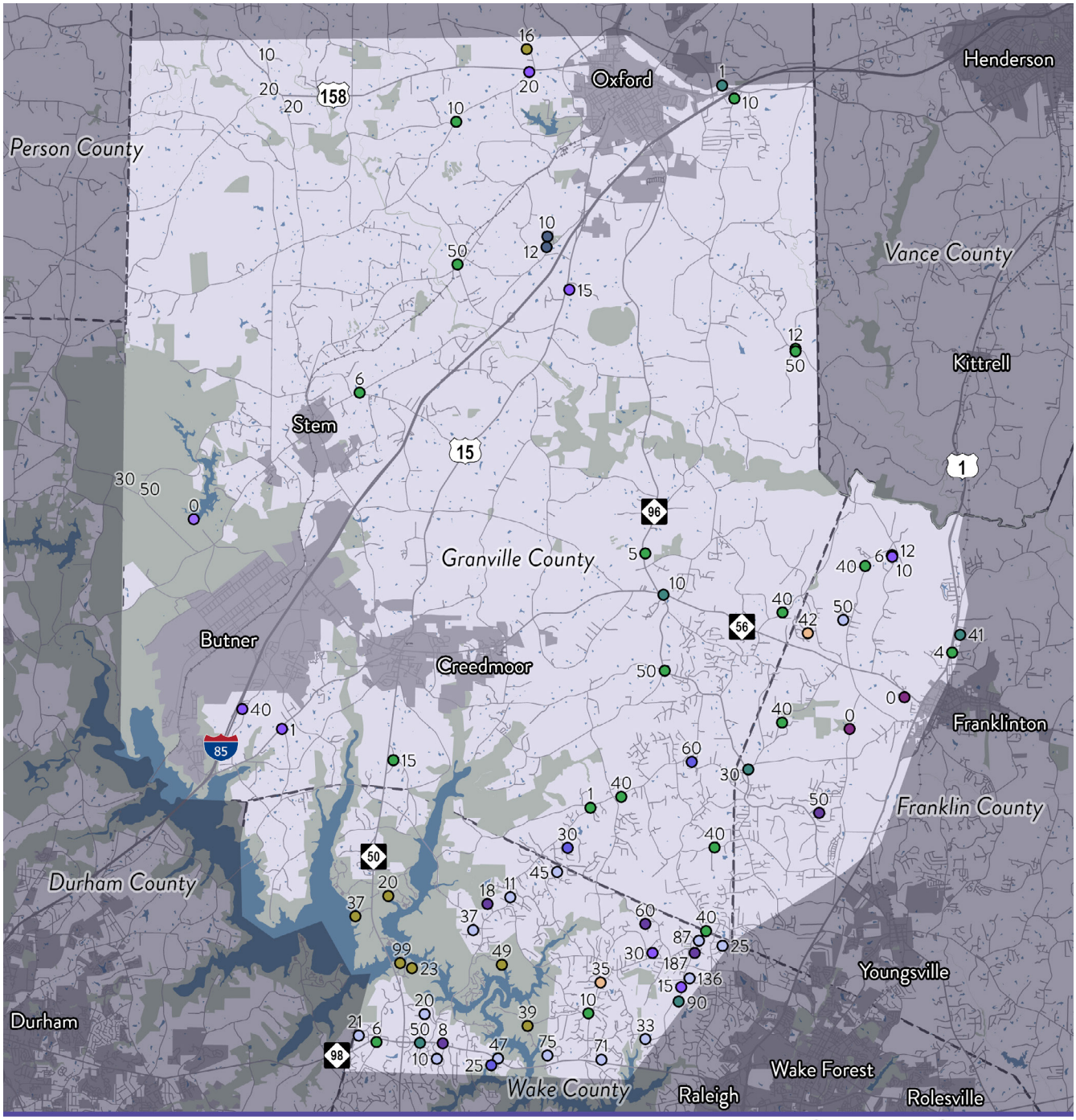
The need for these systems often arises from the absence of nearby public utility infrastructure, particularly in rural or low-density areas where centralized water and sewer service is not economically feasible. As a result, these decentralized systems play a critical role in enabling development in locations that would otherwise be infeasible to serve. However, they also present long-term challenges related to maintenance, monitoring, and future integration with regional utility networks.

Of the 53 small systems identified in the study area:

- 19 serve churches or other faith-based institutions, typically through one or two groundwater wells (3 in Franklin, 14 in Granville, and 2 in Wake County)
- 8 serve residential subdivisions, often managed by a utility company or homeowners' association (8 in Wake County)
- 7 serve mobile home parks (4 in Franklin, 1 in Granville, and 2 in Wake County)
- 19 serve commercial, institutional, and recreational facilities, including schools, childcare centers, retail sites, parks, and community gathering spaces (8 in Granville and 11 in Wake County).

Among the 18 NPDES wastewater discharge permits in the study area, only a few are associated with municipal infrastructure, including the SGWASA WWTP and the Oxford WWTP, which are classified as Municipal Wastewater Discharge permits. Additionally, the SGWASA WTP and Franklinton WTP (owned and operated by Franklin County Public Utilities) have discharge permits under the Water Plants and Water Conditioning Discharge category related to the water treatment process waste. The remaining 14 permits fall under the NPDES as Certificates of Coverage (COCs) for single-family or small-scale domestic wastewater discharge with discharge flows ranging from 360 to 1,000 gallons per day (GPD). **Appendix B "Environmental and Utility Considerations"** summarizes all public water systems within the study area and an overview of the wastewater systems.

Figure 3.6. Wells, Aquifers, and Production Capacity



Wells, Aquifers, and Production Capacity

Owner

- Aqua North Carolina, Inc
- Clarke Utilities, Inc
- Franklin County Public Utilities
- Granville County
- Old North State Water Company, LLC
- South Granville Water & Sewer Authority
- HOAs & MHPs
- Businesses
- Churches and Religious Organizations
- Individuals
- State Agencies
- Miscellaneous
- Piedmont and Blue Ridge crystalline-rock aquifers

0 3 Miles

- Roads
- Railroads
- Waterbodies
- Protected Lands
- Municipalities
- County Boundaries

Source: ESRI, NCDOT, NCDNR, USFW, CAMPO

Regional Water and Wastewater Treatment Capacity

Within the study area, three major entities operate public water treatment facilities: the Town of Franklinton (via Franklin County Public Utilities), the City of Oxford (through its allocation in the Kerr Lake Regional Water System), and the South Granville Water and Sewer Authority. Collectively, these facilities provide a total permitted water treatment capacity of approximately 12.5 MGD:

- Franklinton WTP (owned and operated by Franklin County Public Utilities): 1.0 MGD
- Kerr Lake Regional WTP (City of Oxford allocation): 4.0 MGD
- SGWASA WTP: 7.5 MGD

Reported average daily flows for systems with available data are:

- Franklin County: 0.487 MGD (2025)
- City of Oxford: 1.09 MGD (2024)
- SGWASA: 2.59 MGD (2024)

Combined, the known average daily flow is 3.68 MGD, which represents approximately 32% of the permitted treatment capacity for the City of Oxford and SGWASA.

On the wastewater side, two major municipal facilities provide centralized wastewater treatment within the study area: the Oxford WWTP and the South Granville Water and Sewer Authority WWTP. Together, these plants offer a combined permitted treatment capacity of approximately 11.0 MGD:

- Oxford WWTP: 3.5 MGD permitted capacity, 8.75 MGD design capacity
- SGWASA WWTP: 7.5 MGD permitted capacity

Reported average daily flows in 2024 are:

- Oxford WWTP: 1.17 MGD
- SGWASA WWTP: 1.63 MGD

The combined average daily flow of 2.8 MGD represents roughly 25% of the total permitted capacity. However, peak flow conditions place considerably more demand on the system:

- Oxford WWTP: 7.9 MGD (2024)
- SGWASA WWTP: 5.63 MGD (2023)

Combined, these systems have treated up to 13.53 MGD on maximum flow days, representing about 83% of their combined design capacity and exceeding the total permitted capacity. This indicates that while average flows are currently manageable, both facilities operate near critical thresholds during peak events.

It is generally recommended that wastewater treatment systems remain below 80% of their permitted capacity to maintain regulatory compliance and ensure operational resilience. Given that both the Oxford and SGWASA facilities are approaching or exceeding this limit on peak flow days, planning for capacity expansion will be essential to accommodate continued growth and development in the region.

Additionally, Franklin County owns and operates a biological and nutrient removal wastewater treatment plant located off Lane Store Road in Franklinton. The plant operates under permit NC0069311. The WWTP is a Grade IV Biological WPCS and the permit will expire on September 30, 2029. The WWTP is permitted to discharge 3.0 MGD of treated wastewater into the Cedar Creek which is a tributary to the Tar River in the Tar-Pamlico River Basin. The average daily discharge for 2025 is 1.393 MGD. The total nitrogen loading is 42,784 lb/year and the total phosphorus is 7,732 lb/year.

Policies Guiding Development

The availability and allocation of public water and sewer capacity directly influence the pace and location of new development. Each major utility provider within the study area has established policies and procedures to manage how water and wastewater capacity is extended to new residential, commercial, and industrial projects. The following subsections summarize the capacity allocation and extension policies for each of the key providers in the study area.

Franklin County Public Utilities (FCPU)

FCPU manages the allocation of water and sewer capacity for both residential and non-residential development projects through a formal ordinance and structured process. Governed by Chapter 34-2 of the Franklin County Code of Ordinances, the Water and Sewer Allocation Program ensures that utility capacity is reserved fairly and transparently to support future growth. Developers must submit a formal Water and Sewer Allocation Application to request capacity, following the steps outlined in the County's Water and Sewer Allocation Process guide. All submitted requests are tracked on a publicly available Water/Sewer Allocation Request List, which shows the order in which applications were received. Oversight of the allocation process is provided by the Franklin County Utilities Advisory Committee, which reviews requests during publicly noticed meetings.

As of March 26, 2025, Franklin County Public Utilities has received a total of 54 utility allocation requests for both water and sewer service, representing approximately 2,602 proposed residential and commercial units. These requests collectively account for an estimated 351,270 gallons per day (GPD) of water allocation and 335,205 GPD of sewer allocation. The majority of the applications are for residential developments, with a high concentration of projects located in Youngsville, Franklinton, and surrounding unincorporated areas of the

County. A few requests include only water allocation, potentially due to reliance on private septic systems or wastewater package treatment plants, particularly in areas where centralized sewer infrastructure is not yet available.

Allocation requests are processed on a first-come, first-served basis, but eligibility is contingent on satisfying the County's 30% project completion rule and other requirements outlined in the Water and Sewer Allocation Ordinance. Final approvals remain at the discretion of the Utility Advisory Committee and the Franklin County Board of Commissioners.

City of Oxford

The City of Oxford manages water and wastewater capacity allocations for new development through its formal water and sewer extension policy, as codified in § 21-6 of the City Code. This policy establishes the procedures for extending utility services to residential, commercial, and industrial developments. It includes a utility plan approval process, assessment and funding requirements, city participation guidelines, and defines the types of extension projects that may be considered.

South Granville Water & Sewer Authority

SGWASA adopted its current System Development Fee (SDF) Policy on February 13, 2024, to manage water and wastewater capacity allocations for new development. The policy ensures that new users contribute equitably to the cost of both existing and future utility infrastructure. System Development Fees are required for all new development projects within SGWASA's service area prior to the reservation of water and/or sewer capacity. These fees are applied uniformly across all development types and are established through the Board-approved Schedule of Rates, Fees, and Charges. Capacity allocation is coordinated with SGWASA's participating political subdivisions, which include Granville County, Butner, Stem, and Creedmoor, as part of the development review process. SGWASA evaluates whether sufficient capacity exists within the water and sewer systems before accepting any payment or granting service commitments.

Aqua North Carolina, Inc.

Aqua operates as a private utility and reserves the right to accept or deny connections based on its internal standards. Aqua North Carolina manages its wastewater systems through a detailed Sewer Use Rule, updated as of June 2023. Prospective developers are required to fund any necessary pretreatment facilities or infrastructure upgrades before connection approval. While Aqua has not publicly disclosed any major new infrastructure plans within the study area, ongoing residential growth near existing service areas suggests potential for incremental expansion.

Groundwater and Community Well Considerations in Southeast Granville County

In response to growing concerns about water availability in southeast Granville County, discussions between Granville County and the NCDEQ, through its Division of Water Resources, have highlighted key considerations regarding groundwater monitoring, well permitting authority, and regulatory limitations for private water supply wells. The main concern raised by members of the public is the impact of proposed community wells on local groundwater availability.

Based on available data from the state's groundwater monitoring network, specifically from two sites in Granville County, there is no indication of significant drawdown caused by existing community wells. From a geologic standpoint, southeastern Granville County is underlain by metamorphic and Triassic basin sedimentary rocks, which are typically associated with lower-yield wells. However, impacts from wells in hard rock formations tend to be localized and site-specific. U.S. Geological Survey (USGS) findings indicate that well yields in the region vary widely, ranging from 0.1 to 100 gallons per minute, depending on site conditions.

While NCDEQ oversees public water supply systems, the permitting and regulation of private wells are managed by local health departments under the NC Department of Health and Human Services, and regulatory authority over smaller wells remains limited. This limitation can make it challenging to evaluate or control the cumulative impacts of numerous small wells on the local groundwater supply.

Additionally, the feasibility of developing surface water infrastructure has been discussed as a long-term solution to reduce reliance on limited groundwater sources, despite the higher capital costs associated with such projects. Beyond cost, other challenges are also present such as environmental impacts and ownership.

NORTH FALLS LAKE AREA STUDY

4. Land Use

This chapter details the land use analysis and scenario planning components of the North Falls Lake Area Study project. Growth trends, scenario development and performance, engagement, Preferred Scenario assumptions and land use recommendations are included.

Existing Conditions and Trends

Existing Land Use

The majority of the study area is made up of farms and forests (51%). Rural areas with a mix of low density residential uses and agriculture make up 24% of the study area. Protected open space is a significant land use. Falls Lake State Park, state game lands, local parks, and other managed areas account for nearly 10% of the study area or approximately 30,000 acres.

Residential development covers 9.4% of the land area and commercial and industrial account for 2.1% of the land area. More intensely developed areas are clustered around the towns of Butner, Creedmoor, Stem, Oxford, and Franklinton. There has also been significant subdivision development in county jurisdictions, particularly in southeast Granville County and southwest Franklin County. Lack of utility capacity in southern Granville County combined with poor soils in the Triassic Basin which covers many areas surrounding Butner and Creedmoor "leapfrog" residential growth on the better soils in the southeastern part of the county. This area of largely rural roads and rolling topography has seen a dramatic increase in home development. See the Existing Land Use map in **Appendix C "Land Use"**.

Natural Resources

Soils

The southwestern portion of Granville County is comprised of Triassic Basin soils, which significantly limit water infiltration. This constrains where and how many wells can be constructed and where septic systems can be placed and will restrict density of development that is not connected to utilities.

Water Supplies

The North Falls Lake Area is divided roughly in half between the Neuse River basin and the Tar River Basin. There are several Water Supply Watersheds located in the study area that provide drinking water to public water systems locally and regionally. Most of the southern part of Granville County is located in the Falls Lake Water Supply

Watershed. The Falls Lake watershed provides drinking water to over 500,000 people.

In addition to public water supplies, many homes and businesses outside of existing utility service areas rely on wells for water sources. Recently there has been concerns over groundwater and surface water availability for existing homes and agriculture due to widespread residential growth.

Habitats and Land Conservation

High value habitats are located throughout the study area. This includes North Falls Lake, the Tar River, and areas north of the River. There are also numerous Natural Heritage Areas that are managed through partnerships with private and public partners. These include the State of North Carolina, the City of Raleigh, and the Tar River Land Conservancy.

Development Trends

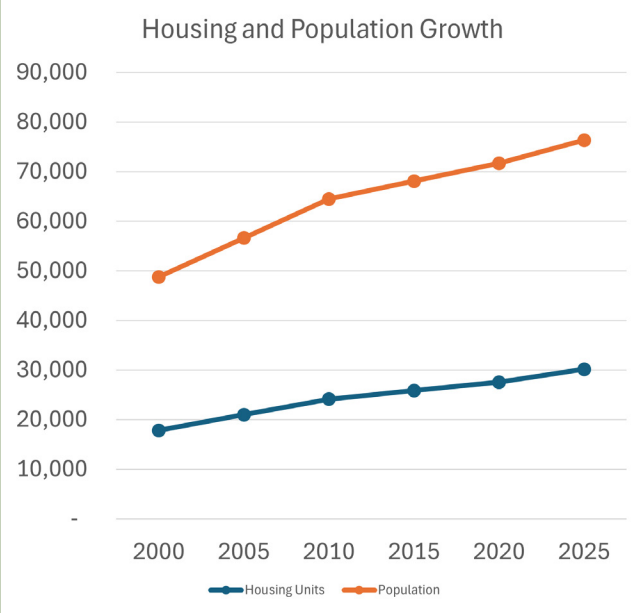
The study area's proximity to Raleigh, Durham and RTP has led to steady housing and population growth. Overall the North Falls Lake Study Area, including parts of Granville, Franklin and Wake County has grown by 12,335 housing units and 27,564 people between 2000 and 2025 (Source: Esri). This represents a 69% increase in housing units and a 57% increase in population since the year 2000.

Demographic projections for the study area indicate that there will be demand for over 13,000 housing units and over 6,000 jobs during the next thirty years (as shown in Figure 4.1). Local policies and decisions that manage growth in the region will influence how these homes and jobs are accommodated.

The planning process included coordination with local governments to update CAMPO's inventory of approved and committed developments. A number of large residential developments have been approved in the study area in recent years. These were documented and are shown on the Pending Development Map (**See Appendix C "Land Use"**). Only a portion of these developments meet the criteria for being included in the land use model as "committed" developments. These developments must have buildings under construction. The study inventoried 1,581 single family dwelling units and 398 multi-family dwelling units in committed developments in the study area.

Figure 4.1 Housing and Population Growth

The study area is expected to grow by over 13,000 housing units and over 6,000 jobs in the next thirty years.



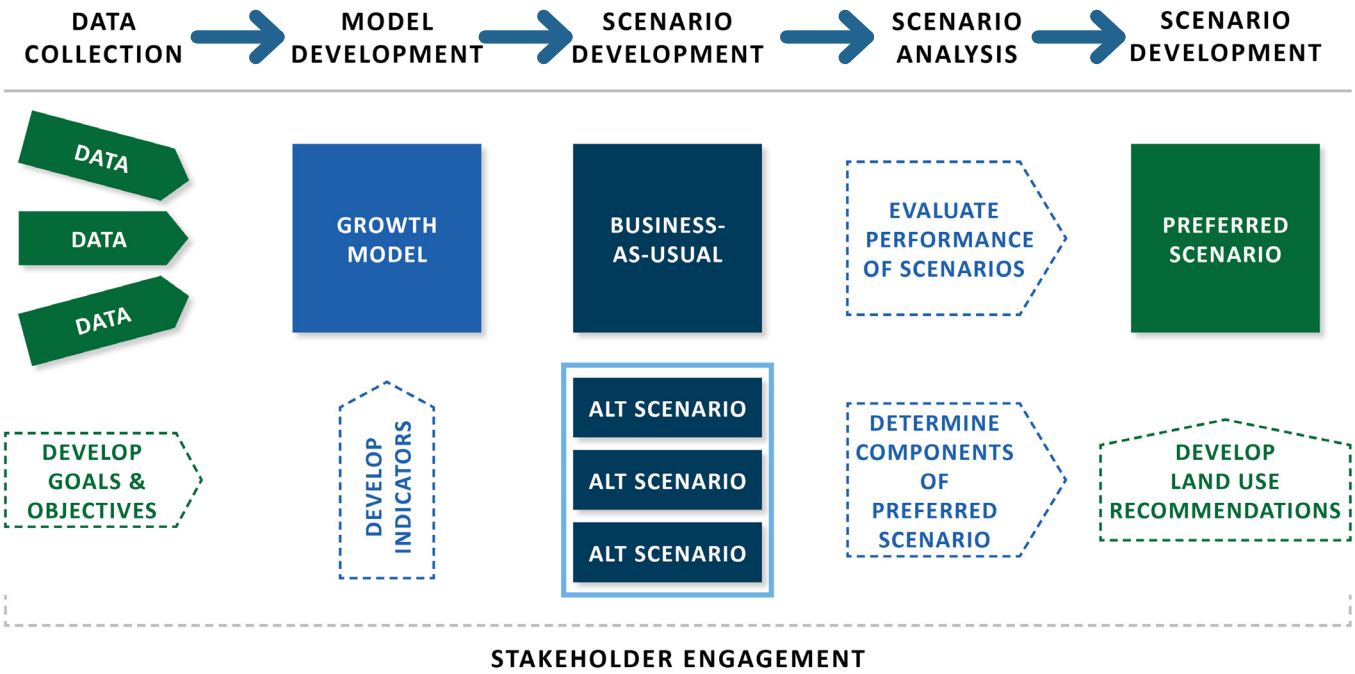
Scenario Planning

Process

The goal of the North Falls Lake Area Study was to develop a land use and transportation vision for the study area. A scenario planning process, as illustrated in Figure 4.2, was used to test environmental, economic, and transportation impacts of alternative land use scenarios. The Business As Usual (BAU) Scenario reflects existing plans or zoning. Other alternative scenarios were developed and modeled based on initial feedback from elected officials, staff, stakeholders and members of the public. Indicators were created using Geographic Information Systems (GIS) and specifically the regional CommunityViz land use model, customized for this study and the Triangle Regional Transportation Model to test transportation impacts. The alternative scenarios illustrate different sets of policies and investment and have positive and negative impacts that are shown on the report card later in this chapter. A preferred scenario was created based on additional input from stakeholders in order to maximize the performance of key indicators. The preferred scenario illustrates an intended development pattern in the study and serves as the basis for recommended changes in policies or incentives. It was also utilized in the process to analyze transportation impacts of future growth. Transportation recommendations in this report are based on an attempt to address impacts of and support the growth pattern depicted in the preferred scenario.

The alternative scenarios illustrate different sets of policies and investment and have positive and negative impacts.

Figure 4.2 Scenario Planning Process



Alternative Scenarios

The following scenarios were developed and analyzed as part of the Study:

- **Business as Usual (BAU)**: Plans and trends scenario that reflects current land use plans or zoning. There is some concentration of residential and commercial uses near Towns. Current policies have led to new dispersed subdivisions in South Granville County and Franklin County. This development pattern will increase transportation needs related to roadway modernization and intersection improvements. Shown in Figure 4.3.
- **Economic Growth (EG)**: Emphasis on commercial, mixed-use and industrial growth along major corridors. New employment centers, including industrial, office, and distribution uses along I-85 and near interchange at Hester Road. New commercial and mixed-use centers to serve county areas. East Coast Greenway completed with trail-oriented development. Shown in Figure 4.4.
- **Strong Towns (ST)**: Emphasis on reinforcing and creating walkable downtowns and neighborhoods. Two to three story buildings with a mix of uses. Residential infill including small homes and missing middle housing (duplexes, triplexes, and quadplexes). Targeted transportation improvements (i.e. Creedmoor Southern Connector and new collector streets) would be needed to support this scenario. Shown in Figure 4.5.
- **Watershed Protection (WP)**: Open space, agriculture, and natural resources protection in the Falls Lake Watershed, Triassic Basin east of Creedmoor and along the Tar River Corridor. Very low-density residential development only near Falls Lake in county jurisdiction. Conservation subdivisions are emphasized in other areas with sensitive natural resources (i.e. Tar River Corridor). Growth in towns and along highway corridors outside of sensitive watersheds. Shown in Figure 4.6.

More information on alternative scenarios evaluated as part of the North Falls Lake Area Study is available in the Appendix C "Land Use".

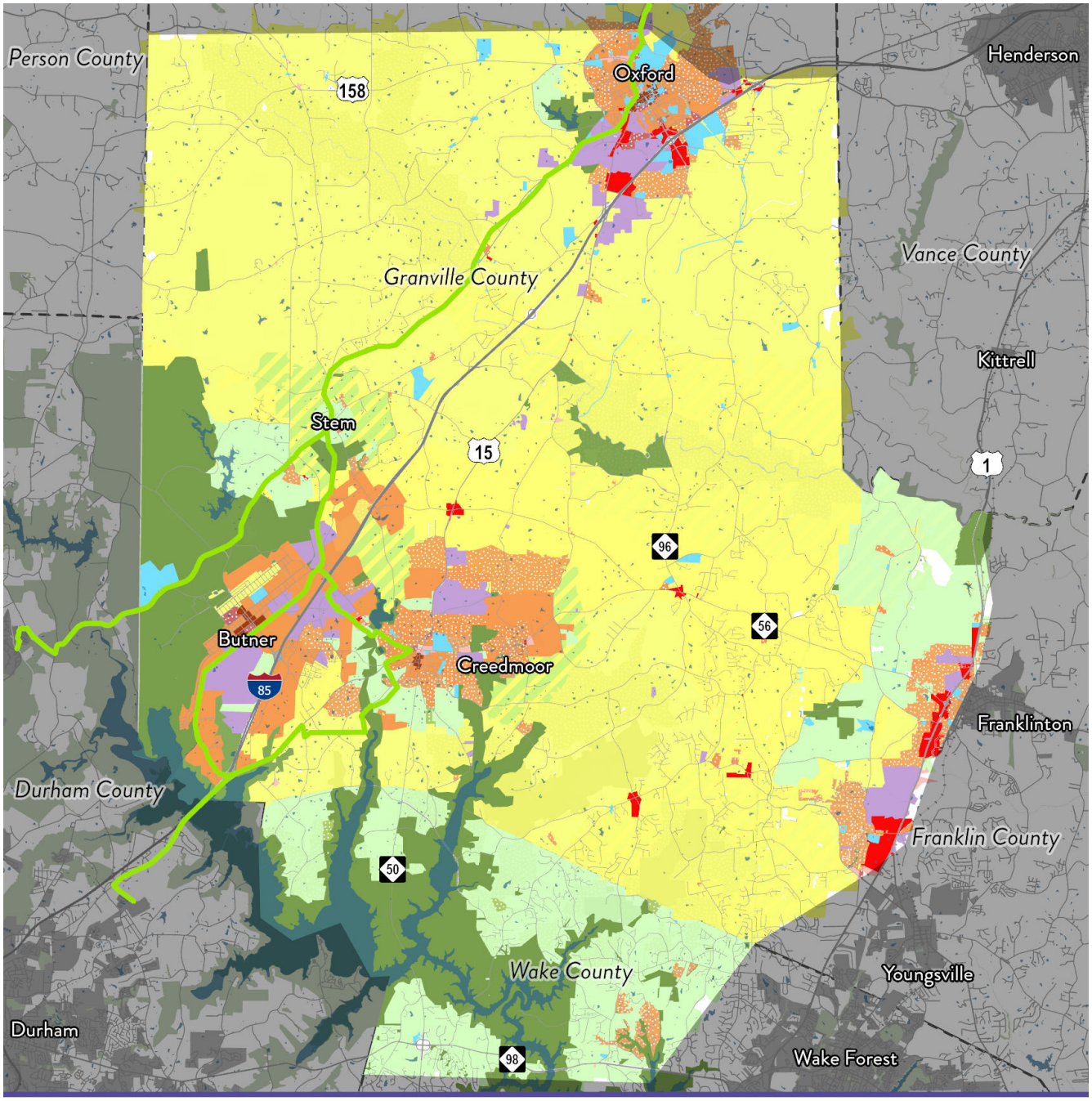
BAU — Plans and trends scenario that reflects current land use plans or zoning.

EG — Emphasis on economic growth and new job and commercial/mixed-use centers.

ST — Compact development around towns and in areas with water and sewer service.

WP — Strong watershed and environmental focus near Falls Lake and the Tar River.

Figure 4.3 Alternative Business as Usual Scenario



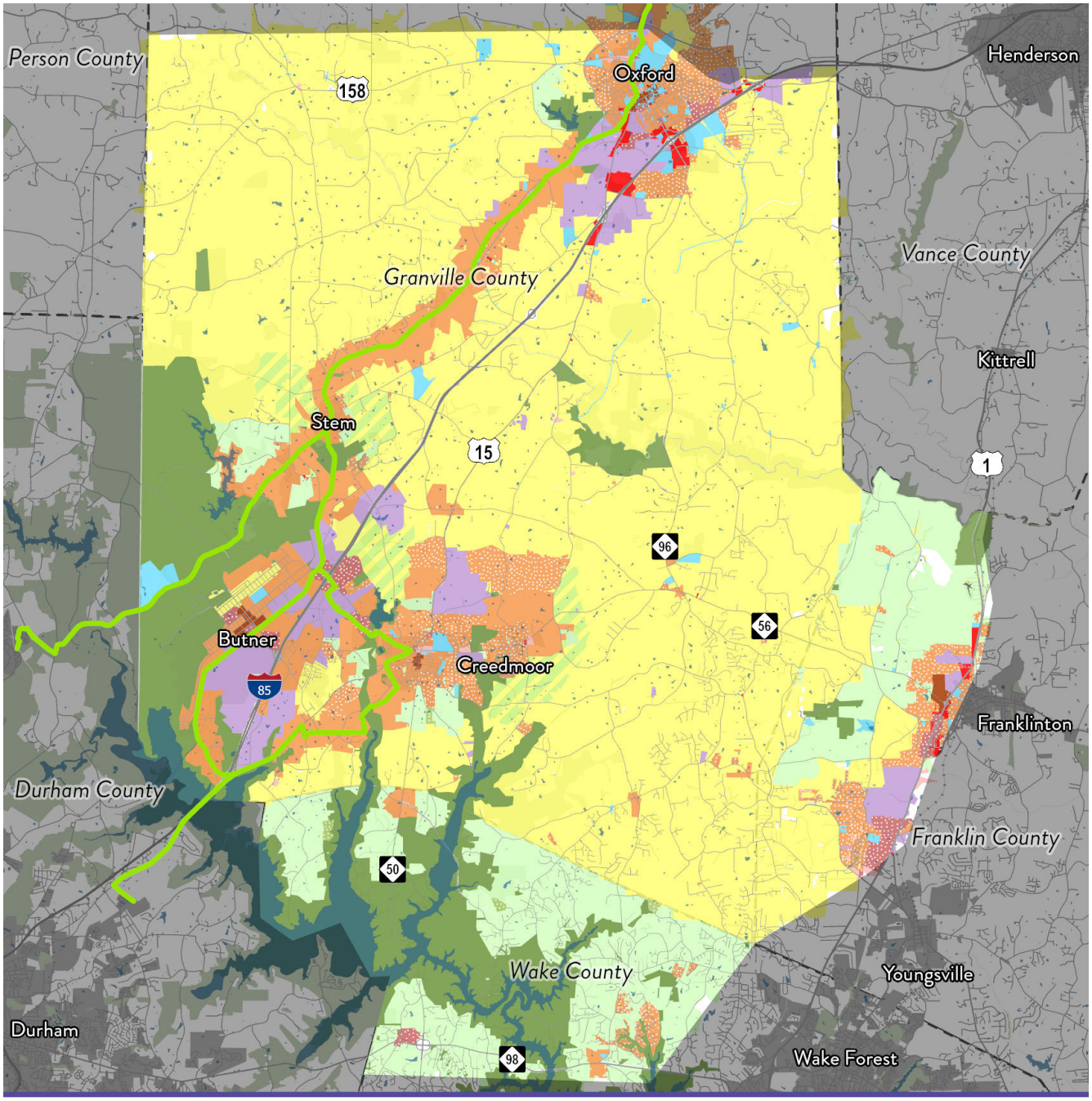
Business as Usual Placetypes

- Great Trail State Greenway
- Parks and Protected Land
- Farms and Forest
- Rural Living
- Conservation Neighborhood
- Midsized Lot Residential
- Small Lot Residential Neighborhood
- Walkable Neighborhood
- Civic and Institutional
- Neighborhood Commercial
- Town Center
- Mixed Use Center
- Commercial
- Industrial / Employment Center

0 3 Miles

- Roads
- Railroads
- Waterbodies
- Protected Lands
- Municipalities
- County Boundaries

Figure 4.4 Alternative Economic Growth Scenario



Economic Growth Placetypes

- Great Trail State Greenway
- Parks and Protected Land
- Farms and Forest
- Rural Living
- Conservation Neighborhood
- Midsized Lot Residential
- Small Lot Residential Neighborhood
- Walkable Neighborhood
- Civic and Institutional
- Neighborhood Commercial
- Town Center
- Mixed Use Center
- Commercial
- Industrial / Employment Center

0 3 Miles

- Roads
- Railroads
- Waterbodies
- Protected Lands
- Municipalities
- County Boundaries

Figure 4.5 Alternative Strong Towns Scenario

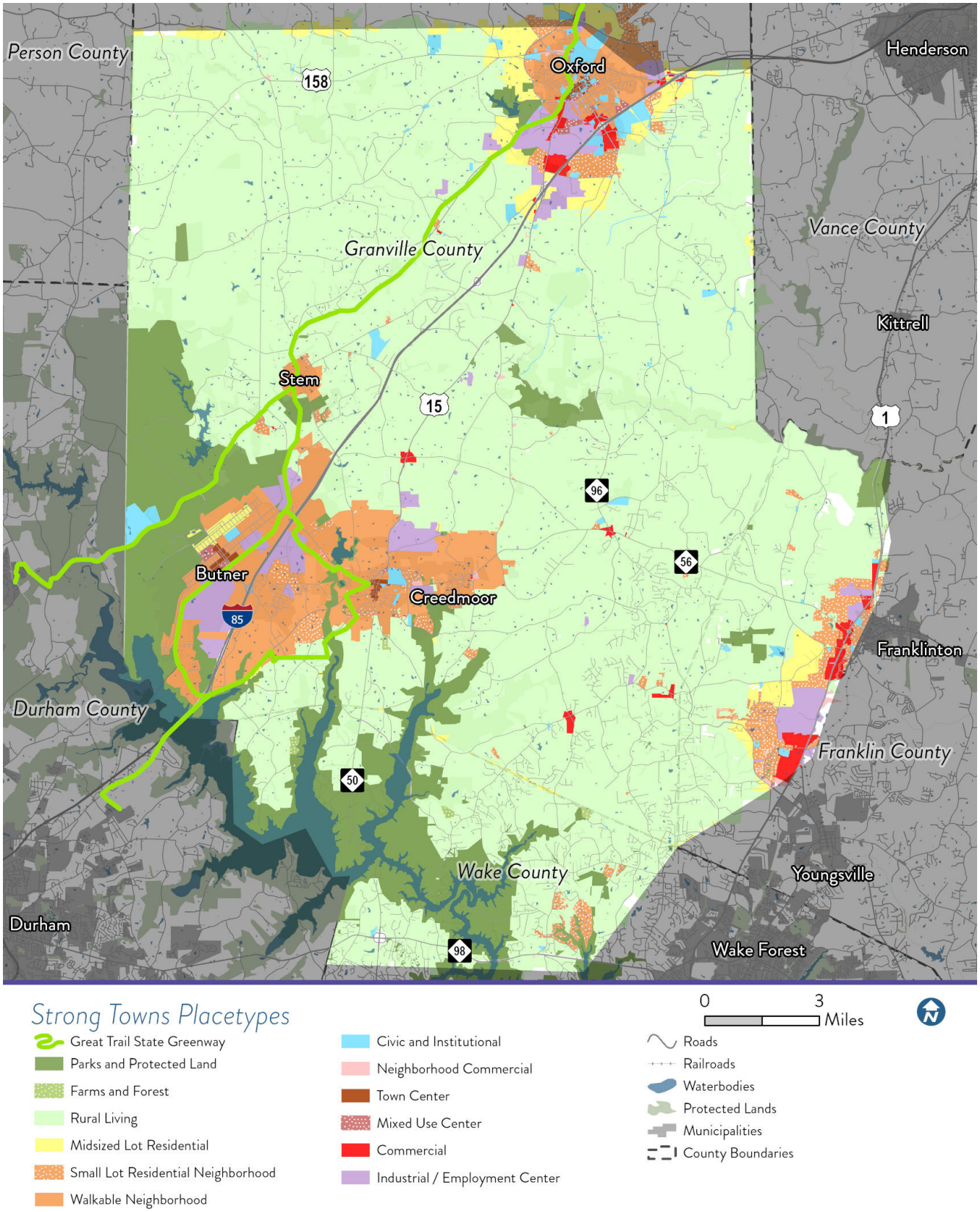
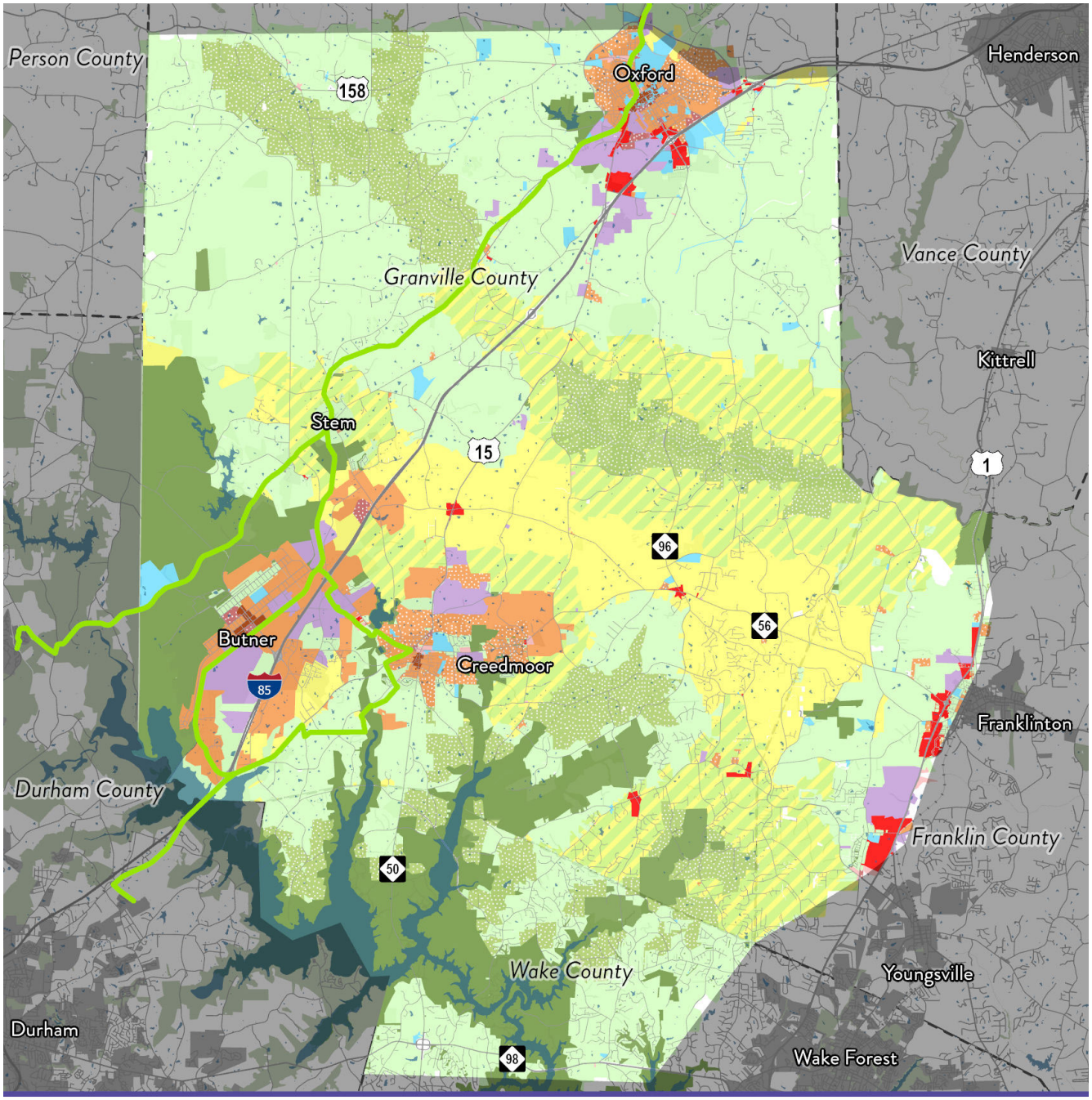


Figure 4.6 Alternative Watershed Protection Scenario



Watershed Protection Placetypes

- Great Trail State Greenway
- Parks and Protected Land
- Farms and Forest
- Rural Living
- Conservation Neighborhood
- Midsized Lot Residential
- Small Lot Residential Neighborhood
- Walkable Neighborhood
- Civic and Institutional
- Neighborhood Commercial
- Town Center
- Mixed Use Center
- Commercial
- Industrial / Employment Center

0 3 Miles

- Roads
- Railroads
- Waterbodies
- Protected Lands
- Municipalities
- County Boundaries

Source: ESRI, NCDOT, NCDNR, USFW, CAMPO, USDA NLCD

Alternative Scenario Performance

Indicators were created using Geographic Information Systems (GIS) and the regional CommunityViz land use model, customized for this study and the Triangle Regional Transportation Model to test impacts. Key results include:

- Acres of industrial areas, commercial and mixed-use areas are maximized in the Economic Growth Scenario. The EG Scenario also leads to more jobs in municipalities, however this scenario results in more growth in sensitive natural areas and increases in impervious surface in some sensitive watersheds.
- The Strong Towns Scenario performs best overall on land use and transportation metrics with high scores in homes in walkable areas and near parks as well as transit propensity and traffic reductions.
- One drawback of the Strong Towns Scenario is that it concentrates development near municipalities, and some of these areas are in water supply watersheds.
- The Watershed Protection Scenario performs best for many of the environmental and open space related criteria, but has demonstrated only minor improvements compared to the Business As Usual Scenario on other economic development, land use and transportation metrics.

A report card showing scenario performance is available in Appendix C "Land Use".

-83%

Reduction in urban footprint in Strong Towns Scenario

+39%

Increase in commercial and mixed-use development in Economic Growth Scenario

+34%

Increase in homes near parks and greenways in Economic Growth Scenario

+51%

Increase in jobs in municipalities in Economic Growth Scenario

+25%

Increase in homes in municipalities in Strong Towns Scenario

Engagement Summary

Engagement related to preferred development types and land use scenarios resulted in three sources of input (public preferences, elected officials and stakeholder input, and Core Technical Team meeting discussions). Public outreach included a digital survey and pop-up events where participants took a visual preference survey and voted on images of development types (placetypes) that they wanted to see more of in the study area. These interactions also encouraged participants to vote for their preferred scenario based on the four alternative scenarios developed for the study.

Elected officials and stakeholders meetings held early in the process included an exercise where attendees voted on different types of land use related outcomes. Additionally, midway through the planning process meetings were held with the Elected Officials Committee and Stakeholder Oversight Committee where attendees voted on their favorite alternative scenario and discussed elements of a preferred scenario.

The Core Technical Team met throughout the process and had many discussions related to land use, growth scenarios, and alternative scenarios. Their input was used to guide elements of the land use vision and transportation projects needed to support the preferred scenario.

What We Heard from Participants

Public Input on Scenarios

- In-person and online feedback favored the Watershed Protection Scenario and secondly the Strong Towns Scenario.
- The most supported residential placetypes included Rural Living, Midsized Lot, Conservation Neighborhood, and Mixed Density Residential.
- There was some support for the Urban Neighborhood and Trail Oriented Development placetypes.
- The most supported nonresidential placetypes included Protected Open Space, Town Center, Agriculture and Rural Business and Mixed-use Neighborhood.

Elected Officials and Stakeholders

- Voting on residential and natural resource related outcomes favored the Strong Towns Scenario and Watershed Protection Scenario.
- Voting on nonresidential and mixed-use outcomes favored the Economic Growth Scenario.
- Voting on alternative scenarios was split between alternatives to the Business As Usual Scenario.

Final Scenarios

Two final scenarios were created based on input from the public and stakeholders. Both scenarios utilized the latest demographic control totals for counties developed by CAMPO over the winter of 2025-2026 and the regional CommunityViz model instead of a subarea model. An updated Business as Usual Scenario was created that reflected the updated control totals and an update to committed development assumptions. A Preferred Scenario was also created.

Preferred Scenario

The Preferred Scenario is a blend of alternatives and inputs from the Strong Towns, Economic Growth, and Watershed Protection scenarios. It emphasizes growth in and near Town Centers and in new mixed-use areas and walkable neighborhoods. Job recruitment and economic development efforts are targeted at well-located sites with access to infrastructure. Lower density development and conservation design is encouraged on the edges of municipalities and in rural areas. Preservation of farms and forests and land protection efforts are expected to continue in the Falls Lake watershed and along the Tar River.

The Preferred Scenario prioritizes placetypes favored by public feedback and aligned with stakeholder and committee goals. Many already exist in the study area, while others may require updates to land use plans and zoning to enable or encourage their development.

Figure 4.7 Preferred Scenario Placetypes

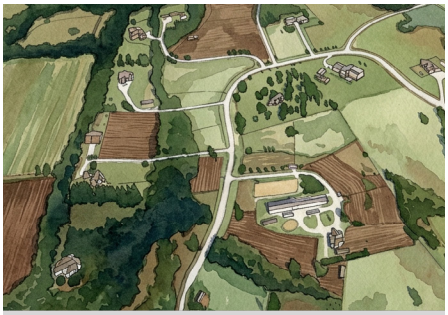
Town Center

Mixed-Use Center

Walkable Neighborhood

Conservation Neighborhood

Mid-Sized Lot Residential



Rural Living

Impact of the Preferred Scenario (Figure 4.8)

Results of the Preferred Scenario include:

- Improvements in metrics related to economic development including increases in acres of industrial areas (+23%), jobs in municipalities (+18%), and commercial or mixed-use development (+16%).
- Reduced impacts on the environment including a reduction in future impervious surface in sensitive watersheds (-15%), a reduced urban footprint (acres of new development over a defined density) (-79%), and an increase in preserved open space (+27%).
- Mostly positive land use and transportation results including an increase in homes in walkable communities (+111%), homes near parks and greenways (+53%), and Transit Propensity (homes and jobs near transit (+133%). Travel model results showed limited changes in Vehicle Miles Traveled and Vehicle Hours Traveled but a 6% increase in Travel Time in Congestion due to more jobs being located in the study area.
- Infrastructure and cost of services metrics included an increase in homes in municipalities (+57%)* and New Water and Sewer Demand on public systems.

See Appendix C "Land Use" for additional information scenario performance measures.

Performance

+18%
Increase in jobs in municipalities*

+16%
Increase in commercial or mixed-use areas*

+27%
Increase in preserved open space*

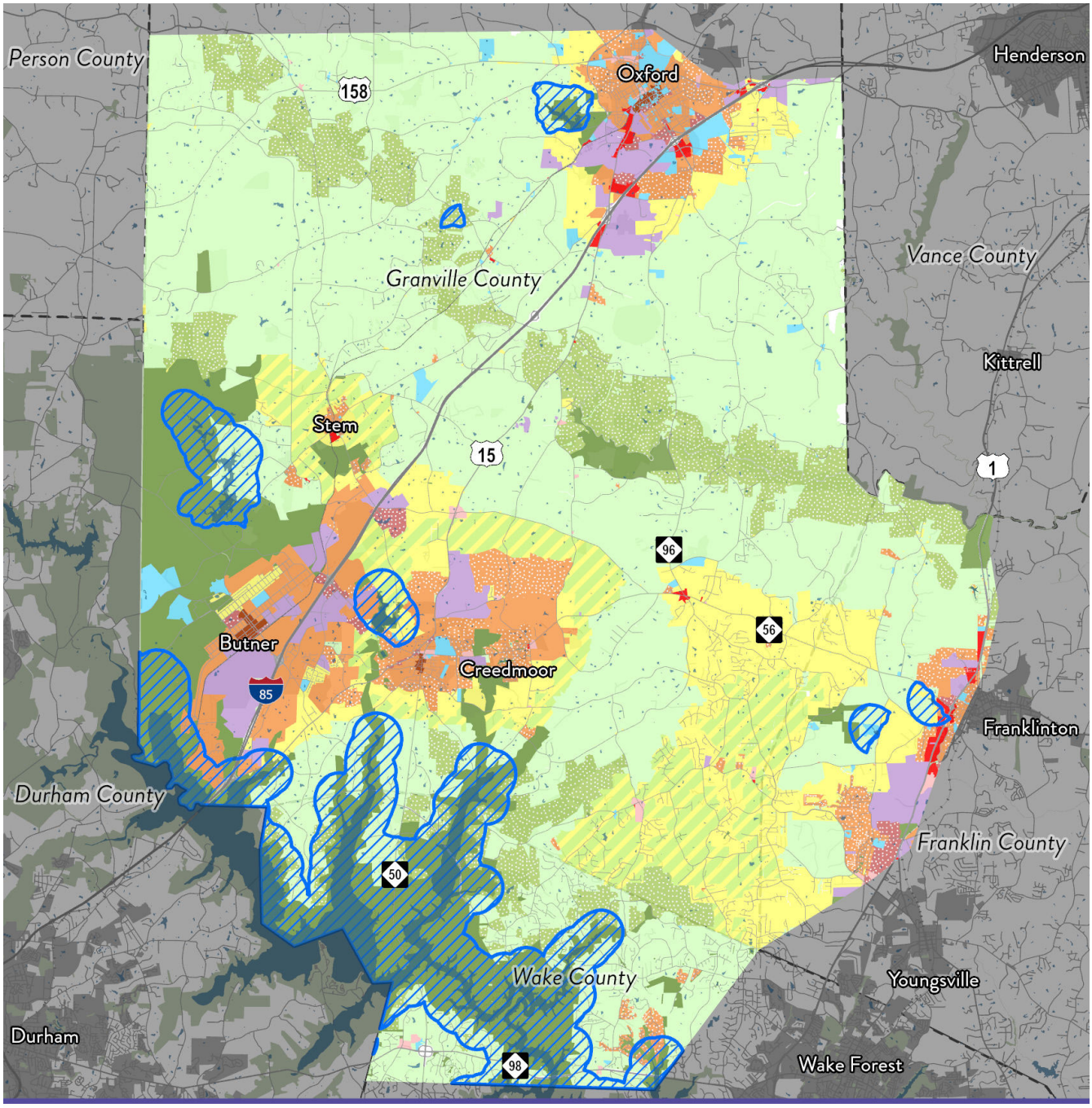
-71%
Decrease in growth in sensitive natural areas*

+100%
Increase in homes in walkable areas*

+57%
Increase in water and sewer demand in municipalities*

*Note metrics are compared to the Business As Usual Scenario

Figure 4.8 Preferred Scenario



Preferred Scenario Placetypes with Critical Watershed

- Critical Watersheds
- Parks and Protected Land
- Farms and Forest
- Rural Living
- Conservation Neighborhood
- Midsized Lot Residential
- Small Lot Residential Neighborhood
- Walkable Neighborhood
- Civic and Institutional
- Neighborhood Commercial
- Town Center
- Mixed Use Center
- Commercial
- Industrial / Employment Center

0 3 Miles

- Roads
- Railroads
- Waterbodies
- Protected Lands
- Municipalities
- County Boundaries

Source: ESRI, NCDOT, NCDNR, USFW, CAMPO, USDA NLCD

Land Use Recommendations

Public input results indicated that protection of water quality and open space were very important. The rural character of many areas in Wake, Granville, and Franklin counties in this region are a defining feature. Falls Lake and other water supply sources provide drinking water for more than half a million people. Over 27,000 people have moved to the study area since the year 2000. New growth and development pressure has led to concerns about water quality, water availability, and loss of greenspace and natural areas. In addition, engagement highlighted support for downtowns, walkable neighborhoods, lifecycle housing (housing that meets the physical and financial needs at every stage of life), and more jobs in the study area. Recommendations below include strategies to address priorities that surfaced during the planning process.

250 acres per year of conserved land is a goal for the Study Area between 2026 and 2055. This would result in over 7,000 acres of newly conserved land and support the preferred scenario.

Watershed Protection and Rural Character

LU-1: Limit impervious surfaces and encourage green stormwater infrastructure to protect water quality.

Falls Lake Rules regulate stormwater management for development in the watershed. These rules must be enforced by local governments. Flexibility is encouraged for projects that employ Low Impact Development techniques. For more information, see the North Carolina Low Impact Development Guidebook (2009).

LU-2: Encourage conservation easements and land acquisition for working agricultural lands and in sensitive natural areas.

LU-2.a: Coordinate with the City of Raleigh and the Tar River Land Conservancy to continue conservation efforts to protect water quality, sensitive habitats, and working lands in the North Falls Lake Area.

- The City of Raleigh and the Tar River Land Conservancy have been active conserving land through voluntary acquisition and conservation easements around Falls Lake and near the Tar River. These efforts support the goals of the Preferred Scenario developed during this study.

LU-2.b: Consider the creation of a Farmland Preservation Program.

- Local farmland preservation programs can help augment state funds to protect agricultural lands. For example a new program in Johnston County has preserved hundreds of acres of land in the last few years.

LU-3: Build capacity for open space and trails planning at the county level.

- Other counties including Alamance County and Chatham County have demonstrated the effectiveness of a dedicated position devoted to open space and trails planning. A similar investment by Granville or Franklin County could assist and coordinate efforts to preserve and connect open space and trails in the region.

LU-4: Protect rural character and encourage only low-density development in areas of county jurisdiction without utility service.

LU-4.a: Update land use plans and policies for rural areas.

LU-4.b: Revise processes to result in an overall reduction in density and/or more context-sensitive design of new developments in rural areas.

- Large-scale subdivisions in rural areas such as southeast Granville County and southwest Franklin County have led to increased traffic on rural roads and concerns about water availability due to wells. Reducing overall density of new development is recommended, though current state law restrictions on downzoning may limit direct rezonings, changes to approval processes, site design, and incentives that encourage voluntary reduction in densities should be explored.

LU-5: Update site or infrastructure design standards or incentives to encourage open space reservation.

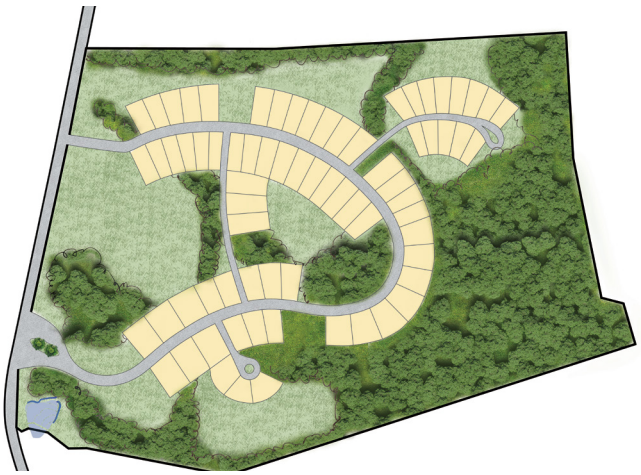
LU-5.a: Consider an option and potential incentives for conservation subdivisions in local zoning ordinances.

LU-5.b: Update open space requirements and consider measures to preserve tree canopy and/or heritage trees.

LU-5.c: Review and revise tree planting requirements to require native shade trees where appropriate.

Conservation Design

Conservation Subdivisions are designed to preserve large blocks of open space while accommodating some residential development. Ideally a low allowable "by-right" density or lot size would be accompanied by an option that allows some flexibility in lot size, dimensional standards, or housing type in exchange for substantial open space commitments.



Walkable Neighborhoods, Town Centers, and Mixed-Use Areas

LU-6: Encourage walkability through the provision of facilities, land use decisions, and design standards.

LU-6.a: Require sidewalks and greenway connections in new development.

- Many communities in the area require sidewalks in new development however ordinances should be updated to address existing and planned greenways.

LU-6.b: Update street and development standards to include comfortable pedestrian facilities with adequate width, separation from traffic, and street or yard trees to provide shade.

LU-6.c: Establish guidance on when alley loading and/or space for on-street parking is required in new development based on lot size, zoning district or development type.

LU-6.d: Emphasize facade and frontage design in commercial, mixed-use, and multifamily building and site design.

- The design of buildings and frontages of sites can have significant impacts walkability.

3 "D"s of Walkability

Design, density, and diversity all help determine whether an area is walkable.

Design refers to the overall layout of an area, including whether streets and sidewalks are connected. It also encompasses the detailed design of the built environment, such as the design of buildings, the presence of visually interesting facades, and attractive landscaping, as well as whether pedestrian facilities are safe and comfortable. Simply providing sidewalks is not necessarily enough to make an area walkable; they must also help pedestrians feel safe from traffic and offer features like shade that make walking tolerable on hot days.

Density also contributes to whether an area is conducive to walking. Compact development is generally more walkable than development that is more spread out. When there are more homes and jobs within an area, distances between destinations are typically shorter, and shorter distances are more conducive to walking.

Diversity of land uses, including different types of residential uses, commercial destinations, parks, schools, and jobs, also supports walking when these uses are located in close proximity to one another. Land use diversity increases the likelihood of walking, as a greater variety of uses creates more reasons to walk.

LU-7: Support compact, mixed-use development in downtowns and new centers.

LU-7.a: Allow for a horizontal and vertical mix of uses in key areas.

LU-7.b: Encourage multi-story development (a minimum of two stories) on key sites including downtown infill sites and key gateways.

LU-7.c: Review existing ordinances and identify barriers to infill development. Review and modernize ordinances and approaches to parking requirements and buffers where walkability is desired.

- In some cases a new district or overlay may be needed to customize standards to allow for infill and redevelopment. Typical approaches to setbacks, buffers, and parking that are appropriate for suburban commercial areas may not be appropriate in areas where walkable downtowns are desired.

LU-7.d: Pursue local street connections, streetscape improvements, and public parking in downtown areas.

Economic Development and Housing

LU-8: Plan for utility infrastructure and service improvements in southern Granville and Franklin counties.

- Lack of sewer capacity and availability in parts of the study area, particularly near Creedmoor and Butner have led to increased development pressure in the southeastern Granville and southwestern Franklin counties leading to growth in areas without adequate transportation infrastructure. Additionally poor soils severely limit development potential of many lands near towns without public utilities.

LU-8.a: Support planned SGWASA utility upgrades including sewer transmission and treatment capacity.

LU-8.b: Define utility service areas and provide public utilities to these areas to limit wells and septic tanks in areas with poor soils and concerns about groundwater availability.

- Joint land use and utility planning should occur during updates to local comprehensive plans and land use plans.

LU-8.c: Manage growth in the near-term until planned utility upgrades are complete.

LU-9: Consider infrastructure capacity, economic development opportunities, and housing needs during updates to local plans and ordinances.

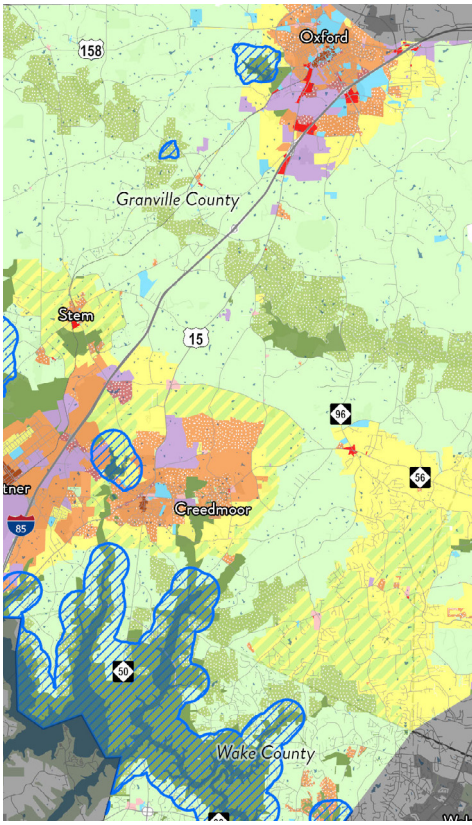
LU-9.a: Consider policies that set aside reserved utility capacity for economic development opportunities.

LU-9.b: Continue and expand job recruitment activities and protect prime industrial lands.

LU-9.c: Update land use plans to be supportive of the Preferred Scenario.

- More detailed study is needed to determine exact locations for mixed-use, commercial, and industrial or employment areas shown on the Preferred Scenario.

LU-9.d: Modernize zoning ordinances including district structure, approval processes, use tables, and standards.



Land Use Plan Updates

The Preferred Scenario made broad recommendations related to land use and development in the North Falls Lake Area. More detailed planning should be undertaken by local governments to evaluate the appropriateness of recommended placetypes in a given area. In addition, updates to zoning ordinances may be beneficial to assist in implementation of ideas from this study.

LU-10: Encourage "lifecycle housing" that includes housing options for different stages of life.

LU-10.a: Define and allow missing middle housing types in more areas.

- Missing middle housing is housing types that are much smaller than large apartment buildings, but with attached structures or much smaller lots than typical suburban single family homes.

LU-10.b: Review and revise allowances for accessory dwelling units.

LU-10.c: Encourage senior housing in and near town centers.

LU-10.d: Encourage trail-oriented development (TrOD) near planned regional greenways.

Lifecycle Housing

Input from committees during the process identified a need for more diverse housing types in towns in the study area.

Trail Oriented Development

The East Coast Greenway is planned to traverse the study area, and local governments could proactively plan for this new development. Policies could include incentives for residential development and/or specific design requirements to help activate the trail. This is similar to transit-oriented development in that it capitalizes on proximity to transportation infrastructure.

NORTH FALLS LAKE AREA STUDY

5. Transportation

This chapter evaluates existing transportation plans, provides an overview of general vehicular, bike and pedestrian, and transit travel, and provides recommendations to be included in the 2055 Metropolitan Transportation Plan.

Introduction

A primary goal of the North Falls Lake Area Study is to update the recommendations included in the Destination 2055 MTP to include the full North Falls Lake study area and to update the recommendations and prioritization of projects to better acknowledge the new land use vision for the area and to consider the community's desires for the region. Based on the Preferred Scenario land use vision and feedback from multiple facets of the community, the study reexamined MTP recommendations, incorporated other studies, identified new recommendations in the new geographies included, and conducted detailed studies in key areas to refine and expand transportation recommendations. Detailed studies included corridor studies on NC 56 east of Creedmoor and Brogden Road from Stem to Creedmoor as well as a Roadway Safety Audit (RSA) conducted near Butner-Stem Elementary School. Ultimately, these projects were prioritized based on a number of objective factors and concept designs for key projects were completed to support future implementation.

Before beginning a detailed analysis of potential recommendations and projects, the project team reviewed existing conditions and previous planning that had been completed for the North Falls Lake study area. This allowed the team to start work from a solid foundation and incorporate previously supported recommendations into this document. The team also reviewed the project development process to understand how transportation projects are planned for, developed, and funded in the CAMPO area to ensure recommendations were feasible and to understand how funding for these could be achieved.

North Falls Lake Area Mobility Overview

The North Falls Lake Study area includes I-85, US Highway 1, US Highway 50, and NC Highway 96 which provides north/south connectivity to and from locations within the study area. East/west connections are more limited with a large majority of east-west travel occurring on NC Highway 56 and NC Highway 98 in addition to numerous indirect routes.

Walking and biking facilities are less prominent and occur in limited areas across the study area. Where walking and biking facilities do exist, they are limited to the more urbanized areas of Butner, Creedmoor, Franklinton, and Stem. In some areas, these facilities exist as sidewalks and bike lanes while in other areas trails and off-road facilities are more present.

Transit services are also quite limited. Current transit providers in the area include KARTS and an independent shuttle loop service in the Town of Oxford. Limited hours and service areas pose the greatest challenge to residents using these services. KARTS is the only agency that offers out-of-county transit to major healthcare centers in Durham and Raleigh although this service is only provided Monday through Wednesday.

KARTS requires a 48-hour notice for ride requests outside of the City of Henderson, in which same-day demand-response service is available through the KARTS FLEX program.

An initial analysis was conducted to determine where residents travel, and how far they travel, to their places of employment, based on the United States Census Bureau's Longitudinal Employer-Household Dynamics (LEHD) service (2023). This analysis is demonstrated in Figure 5.1 and Figure 5.2. From the North Falls Lake study area, approximately 30,000 commute out to other communities for work. The overwhelming majority of jobs worked by study area residents are located to the south and southwest of the study area in Durham County and Wake County. 47.0% of all jobs are located 10 to 24 miles away from a person's home. (Followed by 19% of jobs being greater than 50 miles away, 18% located less than 10 miles away, and 16% located 25 to 50 miles away.)

A second analysis was conducted using LEHD data to determine where the approximately 21,000 employees who work in the study area are traveling from and how far they are traveling. For those who work in the study area, 16,000 come from areas outside the study area while approximately 5,000 commute within the study area. Inbound commuters travel from a wide range of locations while the majority travel from the south and southeast. For those who do travel into the study area, approximately 35% travel 10 to 24 miles, 26% travel less than 10 miles, 22% travel greater than 50 miles, and 17% travel 25 to 50 miles.

With the expected increase of over 20,000 people in the study area over the next 25 years, additional stress will be placed on the services and facilities currently provided in the North Falls Lake Study area. Based on environmental analysis, community engagement, and land use modeling, the following pages include projections of mobility in the future and recommendations that could be implemented to improve conditions for those living in, working in, and visiting the area.

Figure 5.1 Commuters Out

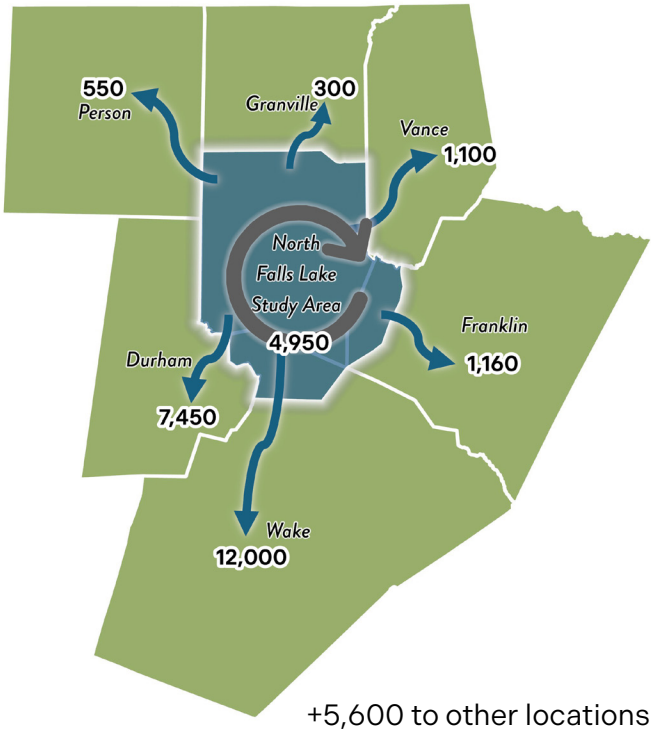
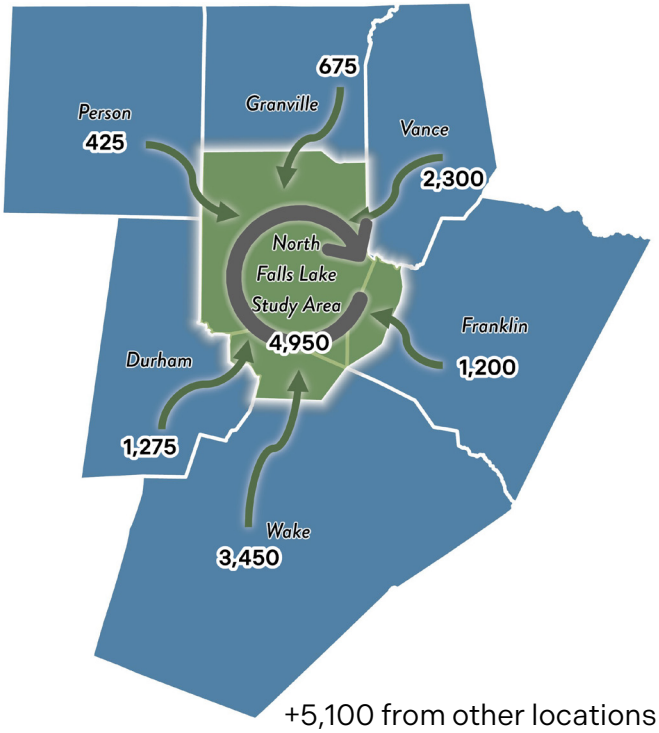


Figure 5.2 Commuters In



NFLAS's Role in the Project Development Process

The journey a transportation improvement takes from idea to reality can be a long one. Below is a high-level overview of how projects typically move from ideation to construction in North Carolina. (This process is also demonstrated in Figure 5.3). While this is a typical process, many projects utilize other funding sources or other design or procurement approaches and may follow a different path.

Initial Ideation - Comprehensive Transportation Plan

A Comprehensive Transportation Plan (CTP) is a long-range, multimodal planning document that forecasts future conditions and identifies a broad universe of projects that are thought to be needed to address existing and future needs of a community.

Because the CTP is not fiscally constrained, it identifies all needed and desired projects, regardless of anticipated funding availability. Instead, projects are included based on projected long-term needs, adopted land use plans, and expected population and employment growth. This allows the plan to capture a complete picture of future transportation demand without being limited by current funding realities.

Although the CTP does not directly allocate funding, it serves as the foundation for projects entering the transportation planning process. It establishes a broad universe of potential projects that can later be refined and prioritized in more actionable plans. Inclusion in the CTP indicates that a project is consistent with long-term growth and mobility goals, which is an important step toward advancing it. Projects that are not included in the CTP often face significant challenges moving forward into subsequent plans such as the MTP and ultimately the STIP.

In this way, the CTP plays a critical role in preparing projects for future funding opportunities by ensuring they are already well-justified, coordinated, and aligned with long-term community priorities.

Prioritization and Fiscal Constraint - Metropolitan Transportation Plan

Before projects within MPO boundaries become programmed, they must be planned for in the transportation planning organization's Metropolitan Transportation Plan (MTP). For CAMPO, this is Destination 2055, which was adopted in February 2026. This document is federally required and outlines a region's transportation vision and priorities over a 30-year horizon. The plan identifies major projects, policies, and strategies needed to support future growth, mobility, and economic development while doing so within fiscal boundaries. Each MTP is required to include a financial plan that demonstrates all proposed projects can be built and maintained using committed, available, or reasonably anticipated revenue sources over the life of the plan.

While the MTP does not directly fund projects, it establishes a foundation that allows them to compete for and receive funding later on, based on initial analysis completed as part of the MTP development process and through local support. In the CAMPO region, projects may receive funding through the Locally Administered Projects Program (LAPP) or through North Carolina's Strategic Prioritization (SPOT) process.

Near-Term/Programmed – State Transportation Improvement Program

Near-term/programmed transportation infrastructure projects in North Carolina are funded through the State Transportation Improvement Program (STIP), a structured and competitive process that determines which projects move forward to design and construction. Projects enter this program through submission by a MPO, RPO, or NCDOT Division Engineer, ensuring that needs are identified at both the local and regional level.

Once submitted, projects compete for funding within three major categories under the Strategic Prioritization (SPOT) process, which allocates resources based on a defined distribution. The largest share (40% of available funds) is dedicated to statewide mobility projects. These projects focus on addressing significant congestion and bottlenecks that impact travel at a statewide level. Because of their importance to the broader system, certain improvements are prioritized first, including interstate maintenance, bridge rehabilitation and replacement, and highway safety upgrades.

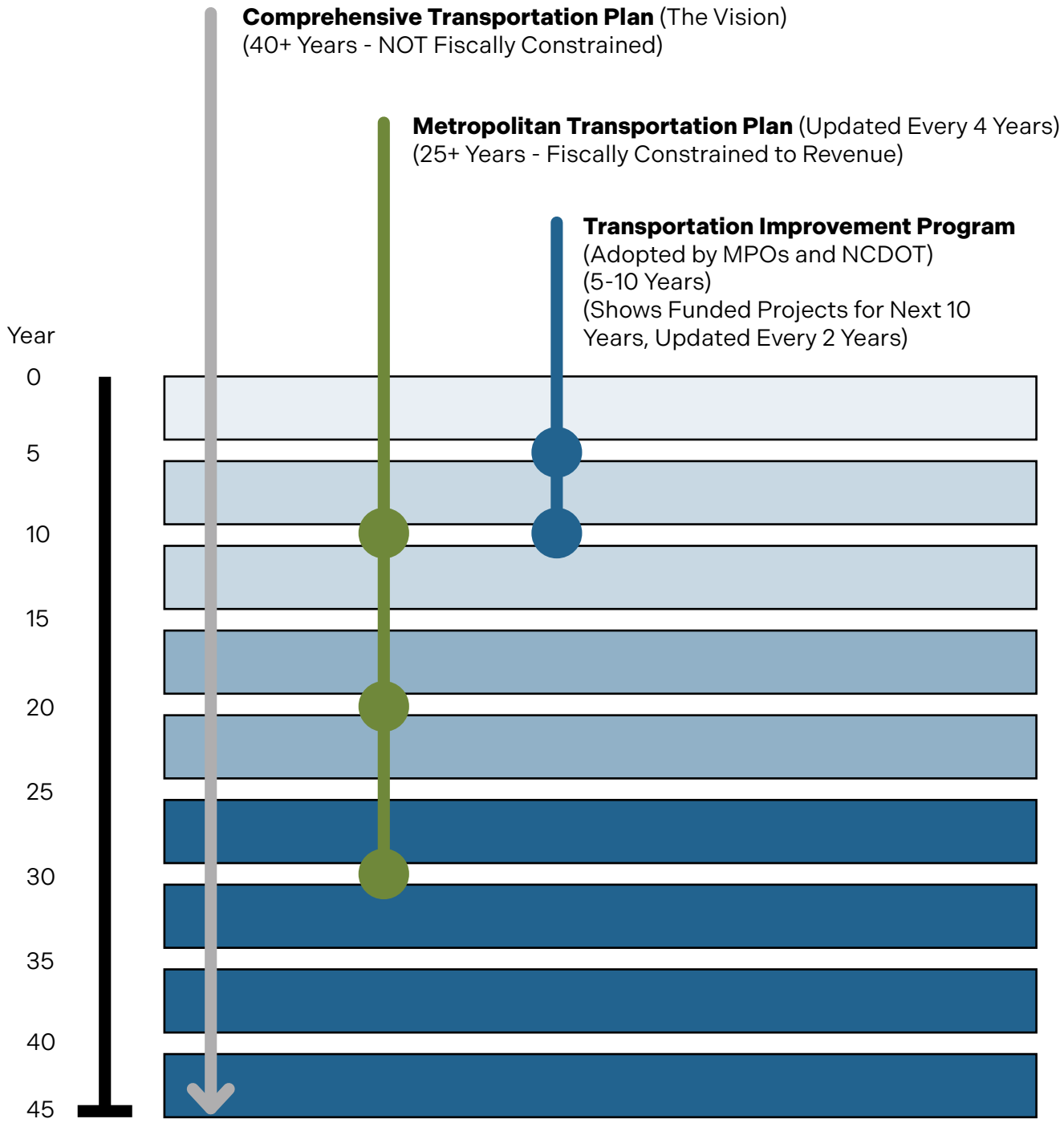
Another 30% of funding is assigned to regional impact projects, which aim to improve connectivity and mobility within specific regions of the state. These projects often enhance travel between communities and support regional economic activity. Similar to the statewide category, bridge replacement, bridge rehabilitation, and highway safety projects are given priority when programming funds in this category.

The remaining funds (30%) are allocated to division need projects, which address more localized transportation concerns. This category allows for greater flexibility in responding to community-level priorities, including smaller-scale improvements and multimodal investments. In addition to bridge and safety projects, transportation alternatives (such as pedestrian and bicycle facilities), highway-rail crossing improvements, and projects that support economic development are prioritized.

Despite this structured approach, several key realities shape how projects advance in the near-term. First, funding is limited relative to the number of identified transportation needs, meaning not all proposed projects can be funded. Second, transportation projects require substantial time to move from planning through design and into construction, often taking many years before completion. Finally, because funding decisions are competitive, projects must perform well within their category and geographic area during the SPOT scoring

process. As a result, strong project justification and scoring are critical to securing funding and moving projects forward in the STIP.

Figure 5.3 Transportation Planning Products



Land Use and Transportation Connection

Transportation and land use are closely linked, creating a continuous cycle where each shapes the other. As the public calls for improvements to address congestion, access, or safety concerns, agencies respond by expanding roadways or enhancing connectivity. These upgrades increase accessibility, making more land attractive for development and contributing to increased property values.

As development occurs, access to an increasing number of homes, jobs, and services also contributes to increasing property values while these new residential and commercial uses generate additional traffic. Over time, this increased demand can lead to congestion and declining roadway performance, prompting renewed calls for transportation improvements, continuing the cycle.

The way development occurs within this cycle plays a significant role in shaping transportation demand and mobility options. Dispersed, low-density development (sprawl) tends to extend travel time to desired destinations, increasing reliance on automobiles and requiring a larger and more expensive transportation network to serve scattered trips. While this can distribute traffic across a wider area, it also makes it more difficult to provide efficient transit service or support walking and bicycling. In addition, in some rural areas this pattern of development increases traffic on rural road networks which are typically not capable of supporting it due to narrow roads, unimproved intersections, and lack of connections.

In contrast, compact development patterns, often associated with smart growth principles, concentrate people, jobs, and services in closer proximity. This improves accessibility across multiple modes of travel, making it easier for residents to walk or bike to businesses and amenities, shortening automobile trips, and better supporting transit services. Compact development can reduce overall vehicle miles traveled and create more vibrant, walkable communities.

Several key insights emerge from this relationship between land use and mobility. North Carolina continues to experience significant population growth, much of which is expected to occur in rapidly developing regions like the Triangle and the North Falls Lake Study Area. As a result, decisions made today about how and where to guide development will have long-lasting impacts on transportation systems. By proactively coordinating land use and transportation planning, communities can influence travel behavior, improve mobility options, and create more sustainable and efficient infrastructure systems for the future.

A major outcome of the land use scenario planning described in the previous chapter was a vision for land use in the study area that combines low-density rural areas in much of the study area with more concentrated, compact development in and around existing municipalities while respecting watershed protection rules. These changes were based on the feedback received from the community and a more recent understanding of ongoing development in the area and result in forecast transportation demand that is significantly more concentrated around the I-85 and US 1 corridors than what was previously projected.

Previous Plan Highlights

The reviewed plans and studies collectively emphasize the importance of coordinating land use, transportation, and infrastructure investment to manage continued growth in the region. Across jurisdictions, there is a shared focus on aligning development patterns with transportation systems to create more efficient, connected, and sustainable communities.

A key takeaway is the need to proactively guide growth. As the region continues to grow rapidly, plans highlight strategies such as promoting mixed-use development, preserving rural and environmentally-sensitive areas, and focusing development near existing infrastructure to reduce strain on transportation systems.

There is also a strong emphasis on multimodal transportation, with priorities extending beyond road expansion to include bicycle and pedestrian facilities and transit through complete streets. These investments aim to improve mobility options, safety, and overall quality of life.

Finally, the documents reinforce that while long-range plans establish a vision, implementation depends on competitive funding and phased project delivery. Aligning projects with adopted plans and broader goals is essential to advancing them, especially in a constrained funding environment.

An in-depth review of these plans can be seen in **Appendix D "Previous Plan Review"**.

Transportation Conditions, Needs, and Recommendations

A foundational element of the NFLAS is a review into and documentation of the existing transportation needs of the study area and those that are likely to emerge as the area continues to attract homes and businesses. These analyses are organized below by travel mode, though these needs inherently interact with each other.

General Vehicular Travel

Existing Conditions and Issues Identification

Roadway Network

The transportation network in the NFLAS study area is dominated by two primary facilities – Interstate 85 and US Highway 1. I-85 connects much of Granville County including all of the municipalities included in this study, while US 1 runs along the eastern boundary of the study area primarily serving the communities in Franklin County and the unincorporated residents of southeastern Granville County. With the exception of short segments of roadway at interchanges, these two roads are the only multi-lane roads in the study area. All other roadways have no more than one travel lane per direction, consistent with the area's rural legacy. Most of these roads have a rural section with very small or no shoulders and no dedicated space or facilities for any travel other than automotive.

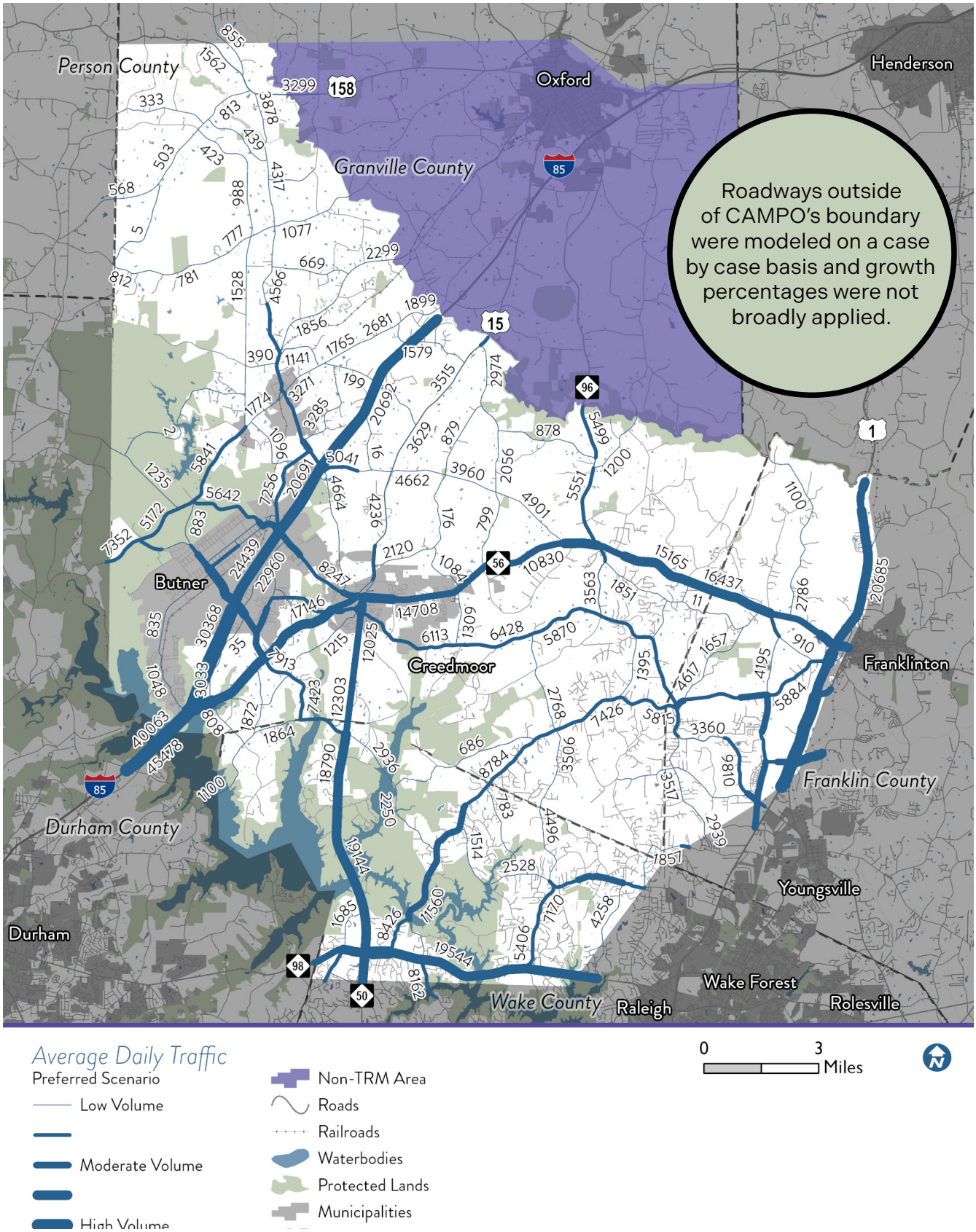
Current and Projected Traffic Volumes

Throughout the study area, traffic volumes range significantly with the most traveled roads being those that connect the region to Durham, Franklin, and Wake Counties, I-85 and US 1. NC 98 at the southern edge of the area is also highly traveled with volumes between 15,500 and 22,000. NC 56, especially through Downtown Creedmoor, and Central Avenue/Gate 2 Road in Butner also experience heavy traffic.

Based on the Preferred Scenario (2055), average annual daily traffic volumes indicate continued high demand along I-85, US 1, and NC 98. NC 56 also carries high traffic volumes, particularly between I-85 in the west and US 1 in the east. Additional roadways experiencing increased traffic include US 15, NC 96, NC 15, New Light Road/Bruce Garner Road, and Brassfield Road, among others.

Despite rising traffic volumes, many of these roadways are expected to operate under capacity due to completed infrastructure improvements. Roadways that are projected to approach or exceed capacity include NC 50, NC 56, US 15, and New Light Road/Bruce Garner Road. This is shown in Figure 5.4.

Figure 5.4 Preferred Scenario Traffic Volumes



Lack of East/West Connections

A lack of strong east–west connectivity presents a significant transportation challenge within the study area. While rural areas benefit from well-established north–south routes that provide access to nearby urban centers, comparable east–west connections are limited or indirect. Notably, there are no direct routes linking I-85 and US 1, forcing drivers to rely on a network of smaller, rural roadways. There are also a lack of four-lane roadways connecting the study area to Wake County despite the large number of commuters.

These corridors are typically two-lane facilities that were not designed or upgraded to accommodate current traffic volumes or travel patterns. In addition, many of these routes include multiple four-way stop-controlled intersections, which can disrupt traffic flow and introduce safety concerns, particularly when vehicles approach at higher speeds and drivers fail to anticipate or comply with stop controls.

Rural Roadway Safety

Rural roadway safety is a key concern throughout the study area due to a combination of design and operational deficiencies. Many corridors lack dedicated pedestrian and bicycle infrastructure, limiting safe travel options for non-motorized users. In addition, several narrow two-lane highways are experiencing relatively high traffic volumes, creating constrained operating conditions and increasing the potential for conflicts. The absence of paved shoulders further reduces opportunities for error recovery and safe accommodation of cyclists. Safety concerns are compounded by inadequate or faded pavement markings, which diminish visibility and guidance for drivers, particularly at night or during inclement weather. Furthermore, limited lighting at some intersections reduces visibility and decreases reaction time.

CAMPO's Blueprint for Safety includes a Safety Countermeasure Library that presents potential solutions for the above design and operational deficiencies.

NC 56 and Brogden Road Corridor Studies

As part of the North Falls Lake Area Study, corridor studies of NC 56 east of Creedmoor and Brogden Road between Stem and Creedmoor were completed.

The analysis incorporated multiple data sources, stakeholder input, and field observations to develop a context-sensitive approach focused on safety, operations, access management, and multimodal mobility.

This evaluation included the following components:

- Review of CAMPO's High Injury Network to identify locations with elevated safety concerns
- Review of development activity and Traffic Impact Analyses (TIAs)
- Review of traffic volumes (historic, current, and anticipated) using NCDOT data and project datasets
- Review of environmental features using NCDOT ATLAS
- Review of existing and future land use conditions
- Review of planned transportation improvements identified in the 2055 Metropolitan Transportation Plan (MTP), Comprehensive Transportation Plan (CTP), and 2026-2035 State Transportation Improvement Program (STIP)
- Review of projected population growth through adopted 2055 MTP Traffic Analysis Zone (TAZ) data
- Review of relevant plans and studies including the 2015 NC 56 Corridor Study, the 2013 I-85 Future Interchange Location Analysis, and the CAMPO 2025 Blueprint for Safety
- Stakeholder interviews were conducted to gain a more detailed understanding of issues and needs along the corridors.

The following sections provide a brief overview of each corridor study and the recommendations made within them. Full copies of the corridor study report documentation are included in **Appendix E "Corridor Studies"**.

NC 56 Overview

NC 56 serves as a key east-west corridor connecting residential areas, schools, community destinations, and regional roadways, including US 1 and NC 96. The corridor is experiencing increasing traffic demand due to ongoing development and population growth within the North Falls Lake study area.

The evaluation identified a combination of operational, safety, and multimodal deficiencies, particularly in areas influenced by school traffic, developing residential areas, and locations with increasing turning movements.

NC 56 Key Issues and Needs

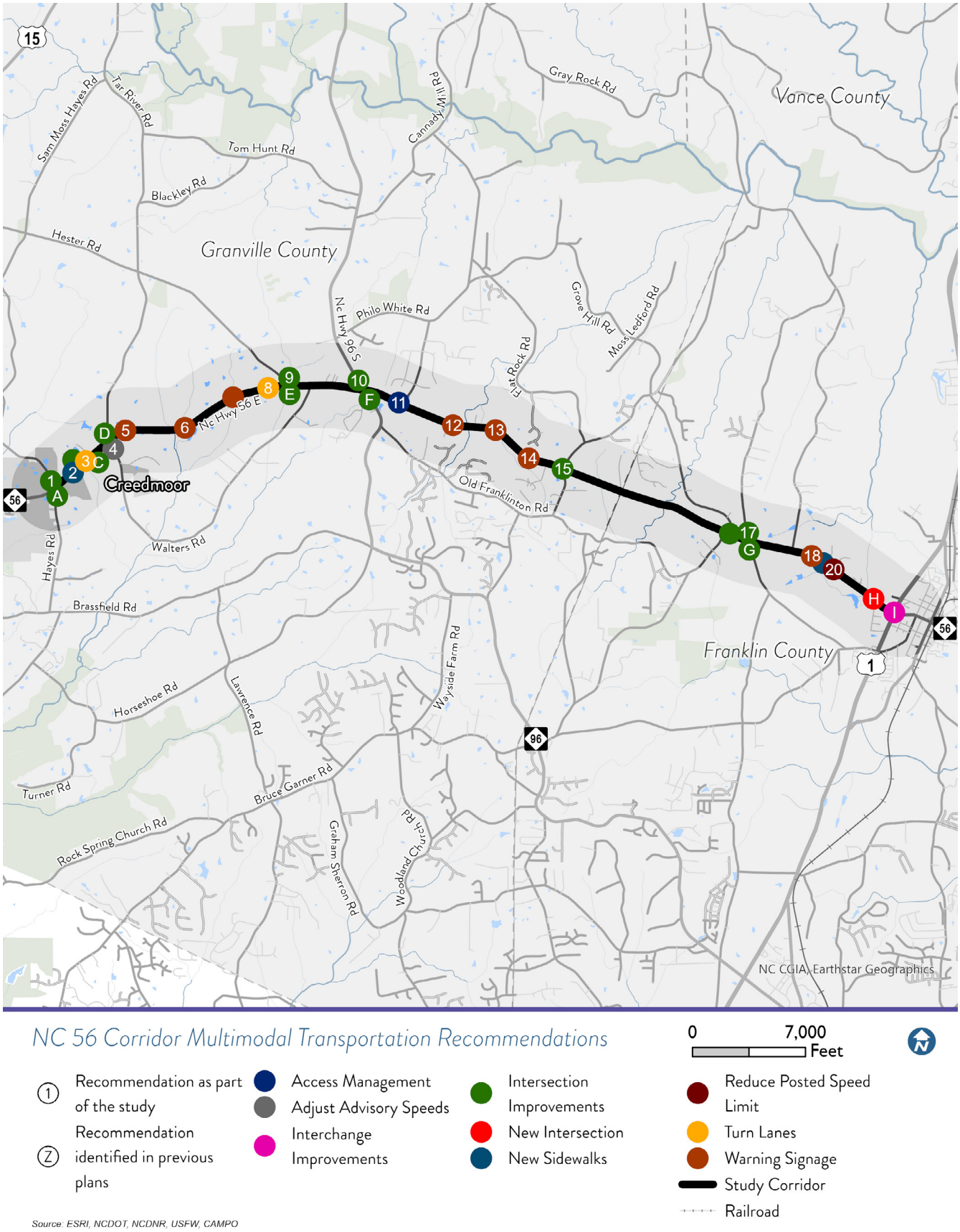
The following primary needs were identified along the NC 56 corridor:

- Intersection visibility and sight distance limitations due to skew, horizontal curvature, and roadside obstructions
- Congestion and queuing, particularly associated with Mount Energy Elementary School and adjacent development activity
- Frequent turning conflicts and lack of dedicated turn lanes in key segments
- Limited pedestrian infrastructure, especially near schools and residential areas
- Curve-related safety concerns and inconsistent advisory speeds
- High operating speeds and increasing driveway density in developing segments

NC 56 Recommendations

Recommendations for NC 56 focus on improving safety and operations in the near term while supporting planned long-term corridor widening identified in the MTP and CTP. The recommendations are shown in Figure 5.5.

Figure 5.5 NC 56 Corridor Recommendations



Brogden Road Overview

Brogden Road (SR 1127) functions as a local-to-collector roadway providing access to residential areas and connecting to NC 56 and I-85. The corridor is characterized by rural roadway conditions, frequent curves and grades, limited shoulders, and constrained sight distance conditions.

The evaluation identified that Brogden Road currently operates with limited geometric capacity and several safety-related constraints, which are expected to become more pronounced as development increases.

Brogden Road Key Issues and Needs

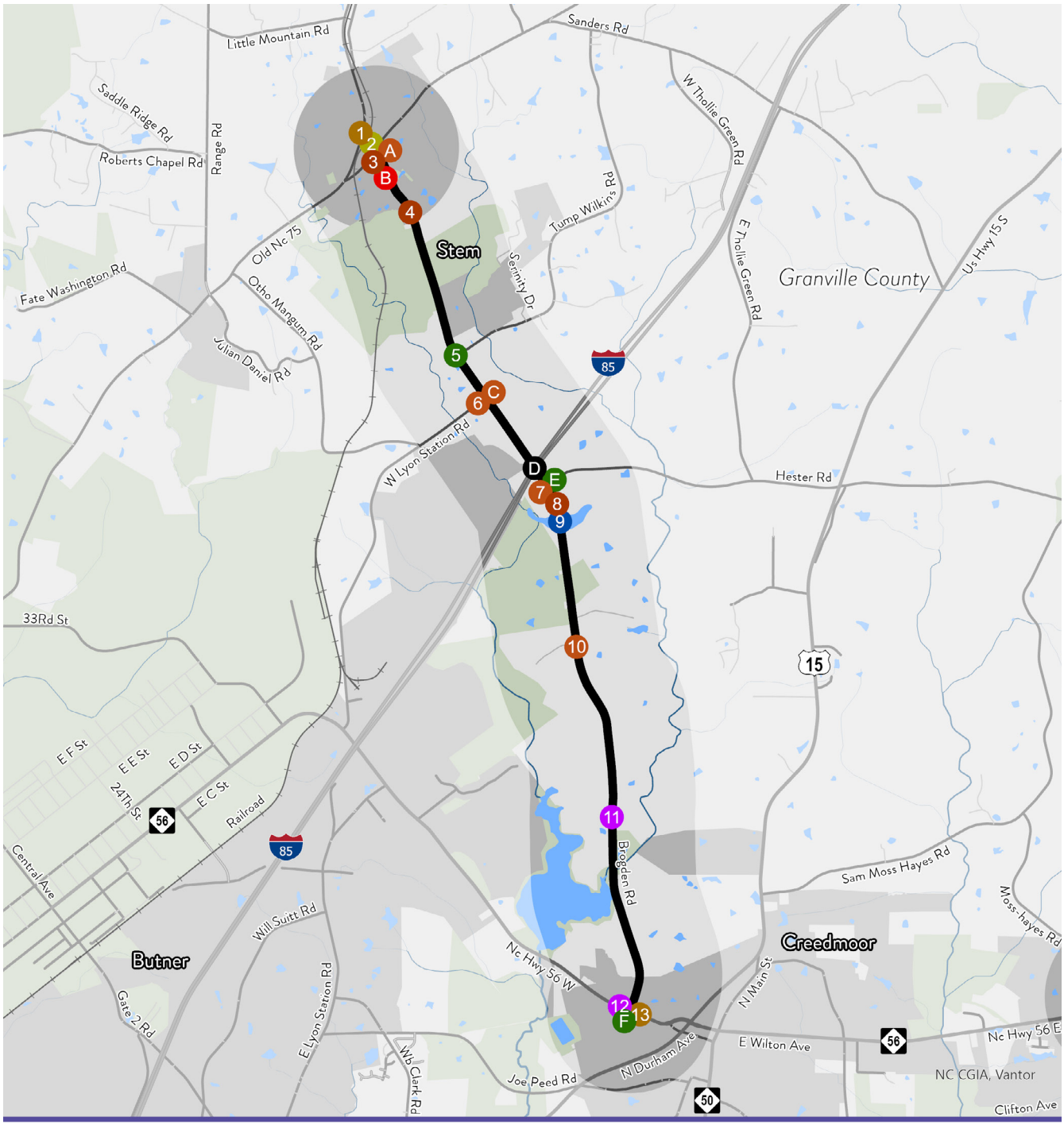
The following primary needs were identified along Brogden Road:

- Limited sight distance due to horizontal and vertical curvature and roadside conditions
- Rural crash patterns, including nighttime rural crashes and identified high-risk locations
- Lack of pedestrian and bicycle accommodations, including gaps in regional connectivity
- Operational challenges at key intersections (e.g. NC 56, Hester Road, W. Lyon Station Road)
- High driveway density in constrained segments
- Flooding vulnerability at the Ledge Creek bridge crossing

Brogden Road Recommended Improvements

Recommendations for Brogden Road focus on low-cost safety improvements combined with targeted operational and multimodal connectivity, and long-term flexibility for future regional transportation improvements. The recommendations are shown on Figure 5.6.

Figure 5.6 Brogden Road Corridor Recommendations



Brogden Road Corridor Multimodal Transportation Recommendations

0 4,000 Feet

- ① Recommendation as part of this study
- Ⓩ Recommendation identified as part of the previous plans
- At-Grade Rail Crossing
- Bicycle and Pedestrian Accommodations
- Bridge Improvement
- Cross-section Improvement
- Intersection Improvements
- New Interchange
- New Intersection
- Turn Lanes
- Warning Signage
- Study Corridor
- Railroad

Road Safety Audit (RSA)

As part of the North Falls Lake Area Study, a Roadway Safety Audit was conducted for the roadway network surrounding Butner-Stem Elementary School. This audit included a review of historic crash data, current traffic volumes, pedestrian facilities, and other topics before conducting an in-person workshop with stakeholders from the school, CAMPO, NCDOT and the Town. The workshop included a walk audit where this committee visiting the primary ingress and egress points of the school and discussed the safety challenges present. A dedicated memorandum detailing the findings and recommendations of the RSA is included in **Appendix F "Road Safety Audit"**. Recommendations along the school's frontage on D Street include:

- Relocate school-zone reduced-speed signage to maintain the speed reduction along the frontage of the school
- Modify dismissal operations to reduce queues
- Install vehicle stop bars
- Improve signage locations to optimize driver visibility
- Install additional signage while maintaining vehicle visibility
- Consider installing a signal at 23rd Street and East D Street Intersection
- Improve roadway approach grades where feasible
- Realign curb ramps
- Repaint crosswalks. Consider relocating East D Street pedestrian crossing
- Increase vegetation trimming
- Address sidewalk grade/side-slope issues where feasible
- Install additional pedestrian facilities where feasible
- Consider installing PHBs at roadway crossings

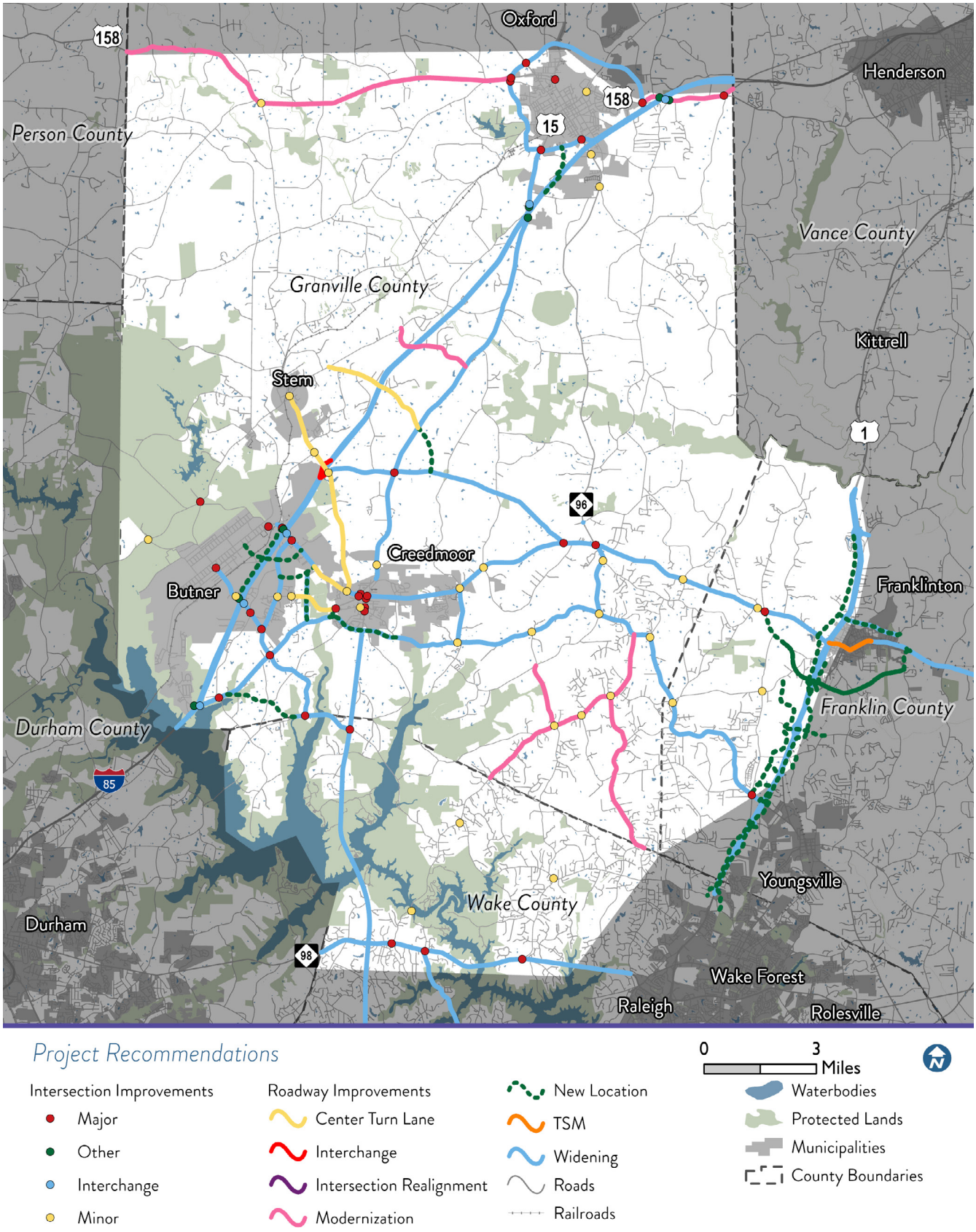
Roadway Infrastructure Recommendations

To address the needs identified in the regional review, while incorporating the appropriate recommendations identified in the focused studies, the plan recommends a range of improvements that can be tailored to different contexts across the study area (Figure 5.7). These are broadly categorized as one of the following:

- Center Turn Lane or Modernization - Addition of a center turn lane to an existing roadway or modernization including adding shoulders or intermittent turn lanes
- Interchange - New interchange at the intersection of existing roadways
- Intersection Realignment - Realignment of an intersection to improve safety and operation
- New Location - Construction of a new roadway in a new location
- Transportation Systems Management - Operational strategies to improve operations and safety. May include traffic signal coordination, access management, and technology upgrades
- Widening - Widening of existing roadways to accommodate additional facilities
- Minor Intersection Improvement – Addition of turn lanes at existing intersections, potential change from sidestreet stop control to all way stop control
- Major Intersection Improvement – Upgrades to intersections that might involve signalization, conversion to a roundabout or reduced crossing intersection, realignment of one or more legs, or other major expansion or improvement. Some intersections that are expected to need a minor improvement are labeled as major due to anticipated challenges related to right-of-way or utility impacts
- Interchange Improvement – A combination of major and/or minor intersection improvements at an interchange along I-85, potentially including adjacent, very nearby intersections

The full list of roadway-based recommendations can be reviewed in **Appendix G "Linear Roadway Infrastructure Recommendations"** and **Appendix J "Prioritization Metrics and Methodology"** which shows the prioritization metrics and results discussed later in this chapter.

Figure 5.7 Roadway Project Recommendations



Roadway Policy Recommendations

R-1: Utilize roadway recommendations to inform future planning and project development in the North Falls Lake Area.

- **R-1.a:** Coordinate with the Capital Area Metropolitan Planning Organization (CAMPO) and the Kerr-Tar Rural Planning Organization (KTRPO) to include roadway recommendations in future plans including the next iteration of the Metropolitan Transportation Plan (MTP)
- **R-1.b:** Partner with the North Carolina Department of Transportation (NCDOT) to advance priority projects, with emphasis on those anticipated to perform well in a state prioritization exercise

R-2: Refine plans for new location roadways and collector street connections.

- **R-2.a:** Develop collector street plans for individual municipalities or at a multi-jurisdictional level
- **R-2.b:** Conduct feasibility studies to refine alignment, phasing and access recommendations associated with major new location roadways

R-3: Reserve adequate right-of-way for future roadway improvements.

- **R-3.a:** Incorporate right-of-way width standards by MTP project type into local planning efforts and/or development ordinances as appropriate
- **R-3.b:** Integrate adequate setbacks or right-of-way reservation requirements into subdivision regulations and site plan approvals

R-4: Pursue priority intersection improvement projects.

- **R-4.a:** Submit projects for funding through regional and state programs (some of which are described in more detail in the final section of this chapter)
- **R-4.b:** Develop a Critical Intersection Program that studies priority intersections to advance engagement, design treatment recommendations, phasing, and refined cost estimates

R-5: Utilize CAMPO's Blueprint for Safety to apply for federal funding through the SS4A program.

R-6: Utilize available tools to require mitigation of transportation impacts as part of development approvals.

- **R-6.a:** Update local ordinances to encourage connected streets, access management, and pedestrian facilities
- **R-6.b:** Utilize traffic impact analysis requirements, conditional zoning, developer agreements, and/or other techniques permissible under North Carolina law to require transportation improvements that address impacts from new development

R-7: Update Transportation Impact Analysis (TIA) Requirements at the local Level.

- **R-7.a:** Create a TIA Guidelines Manual
- **R-7.b:** Develop Approved Development Database
- **R-7.c:** Require Pre-Application Scoping Meetings for Larger Projects
- **R-7.d:** Establish review timelines and resubmittal standards

R-8: Encourage Public-Private Partnerships (P3) and other innovative approaches to maximize resources.

Bicycle and Pedestrian Travel

Existing Conditions

Bicycle and pedestrian travel in the region is shaped by existing conditions and a combination of local, state, and national planning efforts that are working toward a more connected and accessible transportation network. Local plans adopted by municipalities and counties play a critical role in guiding how facilities connect within and across jurisdictional boundaries. These plans represent the most detailed system plan for future sidewalks, bike routes, and greenways.

At a broader scale, initiatives such as North Carolina's Great Trails State Plan seeks to connect all counties and key destinations through a coordinated network of greenways while the East Coast Greenway aims to create a continuous, safe trail system spanning from Maine to Florida and includes a planned corridor through Granville County.

Currently, bicycle and pedestrian facilities are limited to urban areas within the study area, Butner, Creedmoor, Franklinton, and Oxford and in some new residential subdivisions (as shown in Figure 5.8). While municipalities have a combination of pedestrian paths (sidewalks), bicycle lanes, and crosswalks, this infrastructure does not create a well-connected system. These facilities have been implemented only in certain areas and connect a relatively small area of each municipality.

Issues and Opportunities

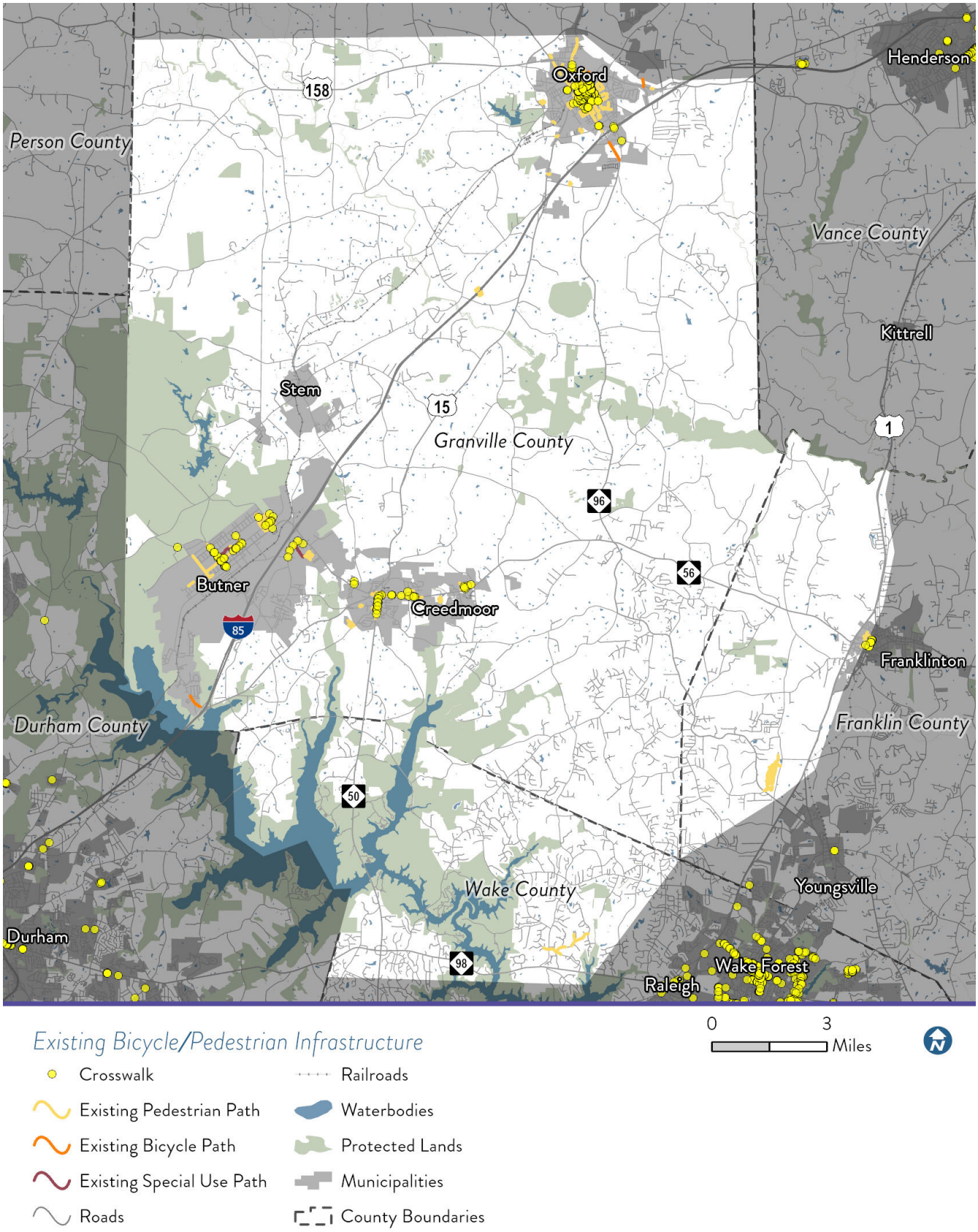
Despite this progress and strong planning history, several challenges are present. There is currently a lack of dedicated funding for pedestrian and bicycle projects at a statewide level, which can limit how quickly projects are planned, designed, and constructed. In addition, many rural roadways are not designed to safely accommodate users beyond motor vehicles, creating safety concerns and limiting travel options.

At the same time, there are clear opportunities to expand active transportation options in the North Falls Lake Study Area. Communities, and community members, have increasingly expressed a desire for more walkable communities that support everyday commuter travel, utilitarian trips and recreational opportunities. Furthermore, as roadways are improved or redeveloped, there are opportunities to incorporate pedestrian and bicycle infrastructure into those projects.

Creedmoor Cross City Trail

This trail was completed in November 2021 and creates a six-mile separated facility along a rural highway while connecting major destinations. These include schools, restaurants, parks, the Community Center, and Creedmoor City Hall.

Figure 5.8 Existing Bicycle and Pedestrian Infrastructure

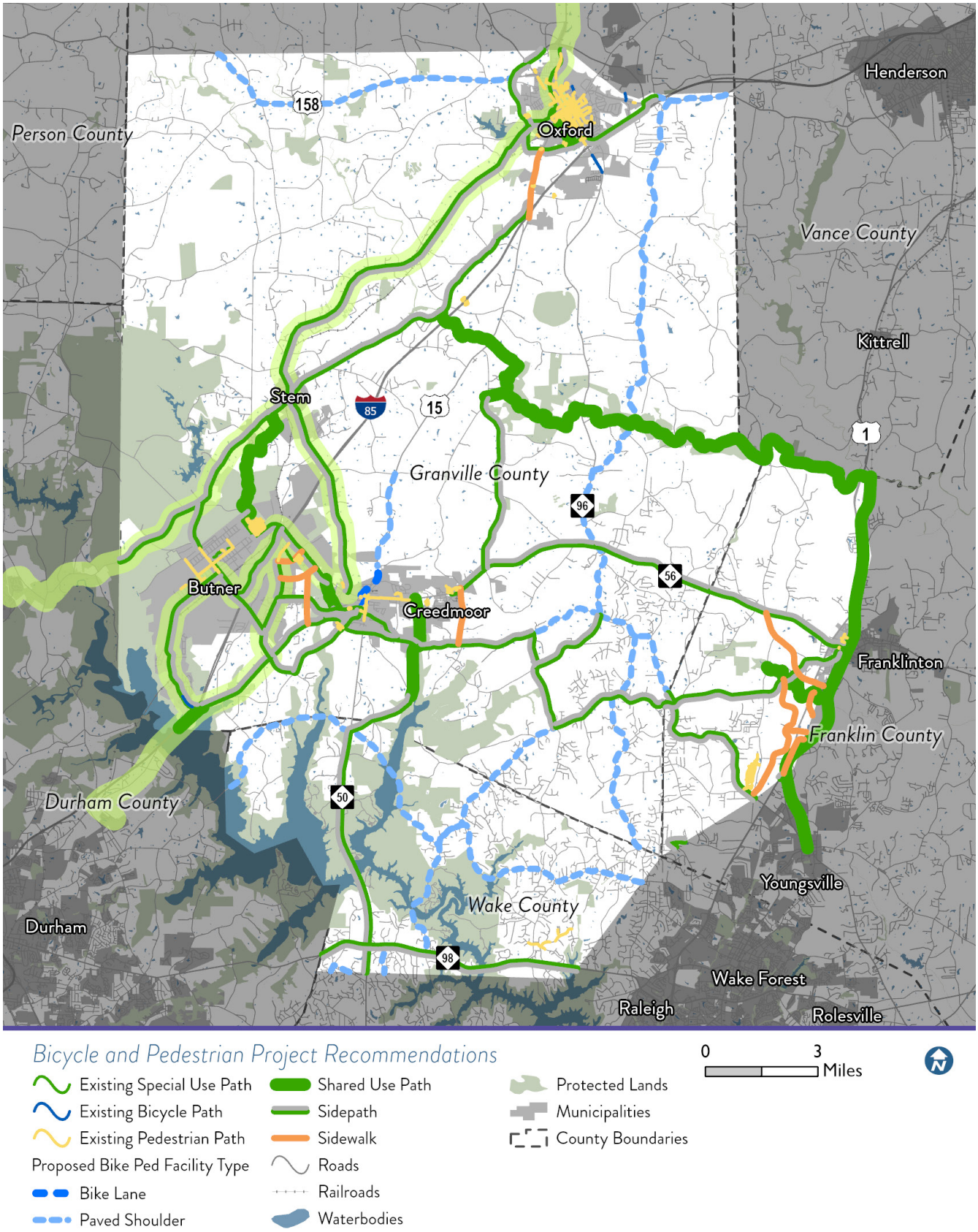


Bicycle and Pedestrian Infrastructure Recommendations

To address these needs, the plan recommends a range of facility types that can be tailored to different contexts as shown in Figure 5.9. These include:

- Bike Lanes - Bike facility with visual, spatial or vertical delineation from vehicular traffic. These bike facilities may be painted on a road facility, buffered or separated from moving traffic by a parking lane or other physical barrier
- Paved Shoulder - Widened roadway shoulder to accommodate multi-modal traffic
- Shared Lane - A shared lane is composed of markings and signage alerting drivers that bicyclists may be in the roadway
- Sidepath - Dedicated facility for pedestrians and bicyclists that is separated from vehicular traffic
- Shared Use Path / Greenway - Dedicated facility for pedestrians and bicyclists that typically does not follow a roadway alignment

Figure 5.9 Bicycle and Pedestrian Project Recommendations



Bicycle and Pedestrian Policy Recommendations

BP-1: Pursue local, regional, state, and federal funding for priority pedestrian and bicycle facilities.

- **BP-1.a:** Prioritize and submit projects for consideration for existing funding programs
- **BP-1.b:** Consider incremental increases in local funding to assist with new projects including state and federal match requirements, betterments and improvements, sidewalk repairs, ADA improvements, sidewalk gaps, and greenway design and construction

BP-2: Review and update policies and ordinances related to pedestrian and bicycle facilities and infrastructure.

- **BP-2.a:** Review and refine street, sidewalk, and greenway standards for new development
- **BP-2.b:** Require reservation of right-of-way for or construction of planned greenways in the North Falls Lake Area
- **BP-2.c:** Provide bicycle parking in town centers, at key governmental facilities, and destination parks
- **BP-2.d:** Update ordinance to require or incentivize the provision of bicycle parking for commercial uses or mixed-use developments
- **BP-2.e:** Encourage land use and development design to enhance walkability. See Chapter 4 for more detailed recommendations

County Trails and Open Space Planner

Employing a dedicated Trails and Open Space Planner can lead to a more cohesive and equitable trail network in a region that can support active transportation, improve public health, enhance environmental conservation, and boost local economies through the development of pedestrian and bicycle facilities.

This position can help identify key connectivity gaps, prioritize investments, and advocate to integrate trails into broader transportation, environmental, and land use plans.

Alamance County should be looked to as an example of how a Trail and Open Space Planner can prove beneficial for a region.

BP-3: Conduct feasibility studies for priority regional greenway connections.

- **BP-3.a:** Study and refine planned greenway connections between Butner, Creedmoor, and Stem
- **BP-3.b:** Coordinate with Durham County, NCDOT, and the DCHC MPO to study the feasibility, facility type, cost and phasing of a future greenway connection to Durham parallel to I-85
- **BP-3.c:** Identify the preferred route for the future East Coast Greenway (ECG) between Oxford and Stem

BP-4: Expand coordination and planning for bicycle and pedestrian facilities in the region

- **BP-4.a:** Encourage participation in regional and statewide planning initiatives including the Triangle Trails Initiative and the Great Trails State Coalition and associated events
- **BP-4.b:** Consider the creation of a position or partial staff position devoted to planning and coordinating new trails and open space at county level (i.e. at Granville or Franklin Co)

Transit Services

Existing Conditions

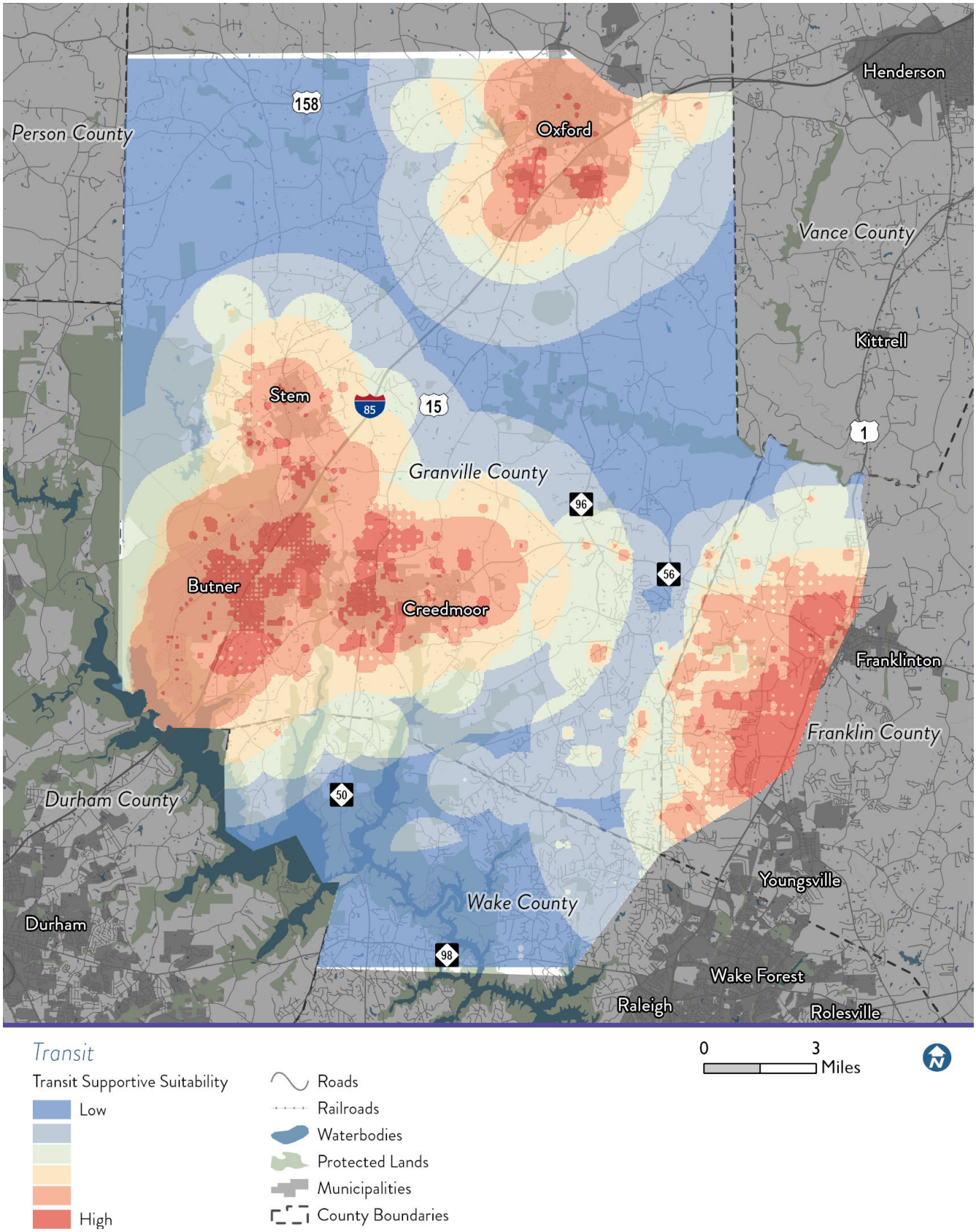
Kerr Area Rural Transit System (KARTS) is the public transportation service that serves Franklin, Granville, Vance, and Warren Counties. It has limited ride hours; 6am-6pm Monday through Friday, and request hours; 8am-5pm Monday through Friday. Passengers are expected to make ride requests 48 hours in advance – riders who request a ride prior to 48 hours are not guaranteed service. Out-of-county transit through KARTS is available to medical facilities. Options include Chapel Hill, Durham, Raleigh, and Wake Forest. Round trip fares cost between $20-25; this is significantly cheaper than most ridesharing/hailing services such as Uber and Lyft. Out-of-county travel is limited to Monday through Wednesday, which impacts residents' appointment scheduling at healthcare centers.

Flex Ride is a separate program operated by KARTS for residents of the Town of Henderson. Unlike regular KARTS services, Flex Ride offers same-day trip requests, providing greater flexibility for local travel. However, service is limited to destinations within Henderson city limits. Flex Ride has 1 fewer hour of availability - Monday through Friday from 6:30 a.m. to 5:30 p.m.

The Oxford Shuttle Loop is operated as a fixed-route van shuttle to destinations around The Town of Oxford. These locations include but are not limited to: The Oxford Senior Center, Food Lion, Walmart, Oxford Baptist Church, and numerous apartment complexes. Fixed-route services are inflexible compared to on-demand transit; However, it requires significantly less planning for residents as the route operates on an hourly schedule. The shuttle is free to ride and operates Monday through Friday from 8am to 5pm.

Figure 5.10 on the following page shows the current transit suitability of the study area. Developed areas are more likely to support transit services while more rural areas are less likely to be able support these services. However, this suitability is relative and does not account for surrounding areas (such as Durham and Raleigh). However, if services were to be increased/expanded in the future, the areas labeled as 'High' should be considered.

Figure 5.10 Transit Supportive Suitability



Issues Identification

The North Falls Lake Area lacks reliable public transportation connections to the Research Triangle. While KARTS provides limited regional service by connecting residents to medical facilities in the Triangle—its availability is constrained by restricted service days, advance booking requirements, and overall inconsistency. Out-of-county trips are only offered Monday through Wednesday and must be scheduled at least 48 hours in advance, creating significant barriers to healthcare access for older adults, individuals with disabilities, and those with chronic conditions who are unable to drive themselves.

Population characteristics in the North Falls Lake area present a fundamental challenge to expanding public transportation services. Low overall population density limits the ability to support frequent and efficient transit operations. The I-85 and US-1 corridors are some notable exceptions, with urban centers supporting robust populations and higher density though distance between towns purports another problem. In parts of the study area, population density is as low as 33.4 people per square mile—densities at this level do not typically generate sufficient ridership to sustain traditional fixed-route bus transit service.

Transit Infrastructure Recommendations

Transit recommendations for the region focus on expanding mobility options while recognizing that additional analysis will be needed to determine feasibility, service design, and station locations. Together, these strategies aim to build a flexible and scalable transit network that can respond to the area's growth and evolving travel needs. These recommendations are shown in Figure 5.11.

A key recommendation is the potential expansion of KARTS. Currently, KARTS offers scheduled service to major destinations on limited days. Expanding this service, through extended hours, increased trip frequency, and additional regional connections, would improve accessibility and allow more residents to rely on transit for a wider range of trips.

The plan also recommends introducing both express and local transit options. Express bus service along major corridors such as I-85 could provide efficient connections between the study area and nearby urban centers. This could be implemented in phases, beginning with service to Butner and Creedmoor and later extending to Oxford. Complementary local bus routes would support shorter, everyday trips within communities.

Supporting infrastructure will also be important to transit success. Park-and-ride facilities are recommended throughout the region to encourage carpooling and provide convenient access points for transit riders. These locations, when paired with mobility hubs, can serve as centralized nodes where different travel modes, such as walking, biking, transit, and driving, connect seamlessly, improving overall network accessibility.

A mobility hub is a centralized location where multiple transportation options converge making transfers between them easier. Mobility hubs vary in scale, ranging from small neighborhood access points to major regional connections to serve the communities around them. See the following pages for more information.

Finally, the plan highlights microtransit as a flexible option to fill service gaps. Operating similarly to app-based ridesharing services, microtransit can provide on-demand, door-to-door trips that complement fixed-route transit. This approach is particularly well-suited to lower-density areas, where traditional bus service may be less efficient, and can help expand access to transit for a broader range of users.

Transit Policy Recommendations

T-1: Conduct a more detailed transit study for southern Granville County and potentially the US 1 corridor in Franklin County.

- This study should evaluate alternative service options, as well as potential funding sources and initial, long-term, and ongoing costs

T-2: Identify locations and develop conceptual designs for bus stops or mobility hubs.

- **T-2.a:** Additional planning related to stop location, pedestrian access improvements, or conceptual design for layout of mobility hub locations is recommended

Figure 5.11 Transit Project Recommendations

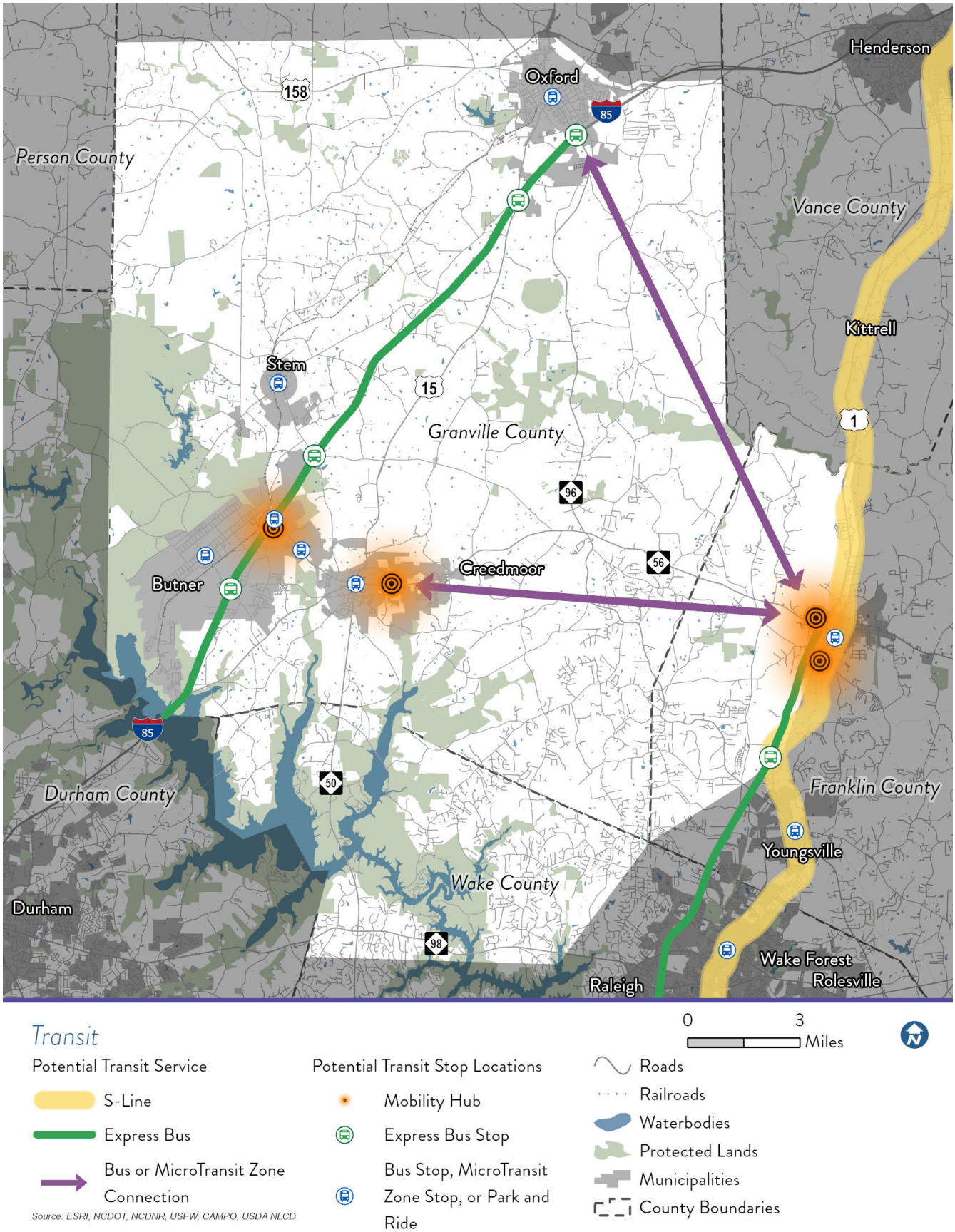


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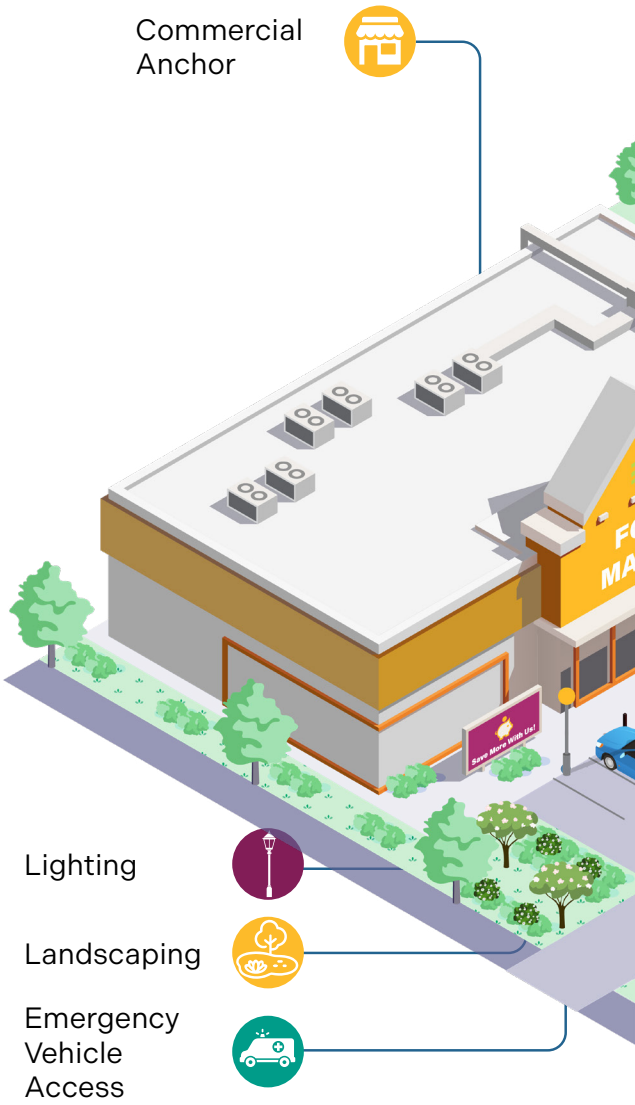
Figure 5.12 What is a Mobility Hub?

A mobility hub is a centralized location where multiple transportation options converge to support seamless travel and community connection. These hubs typically combine public transit (such as buses and trains), shared mobility services (including bikes, scooters, and carshare), and pedestrian-friendly infrastructure. Their purpose is to simplify transfers between modes while promoting sustainable, equitable, and efficient travel.

Mobility hubs are envisioned not only as transit nodes but also as vibrant community destinations. They can feature amenities like real-time transit information displays, EV charging stations, secure bike parking, and public spaces that foster social interaction and economic activity. These hubs also play a critical role in bridging first/last mile gaps, making it easier for residents to connect to transit from their homes or workplaces.

Mobility hubs vary in scale, ranging from small neighborhood access points to major regional connectors. The design should be tailored to the specific needs and context of each community they serve.



Regional Trail
Bike/Scooter Parking, Sharing & Charging
Safe Cross-lot Walkway
Safe Shelter
Seating
Real-time Information
Convenience Retail
Wi-Fi
Drainage/ Stormwater Infrastructure
Local Bus Stop
Car-share Parking
Electric Vehicle Charging/Parking
Safe Pedestrian Crossing
Personal Vehicle Parking
Sidewalk

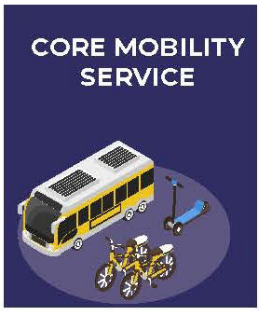
Five Key Design Categories

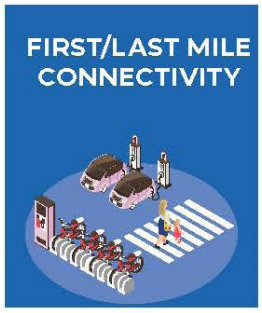
The Mobility Hub Elements provides a flexible framework for creating mobility hubs that are consistent across the Centralina region while adaptable to the unique context of each community. By organizing hubs into clear categories, the playbook helps communities identify the right elements to include, scale, or phase based on available resources, density, and local needs. This approach ensures hubs can grow over time while still delivering immediate benefits to riders.

They matter because they help communities prioritize investments, ensure consistency across the region, and demonstrate how mobility hubs are more than just transit stops but they are community assets that connect people to opportunities, reflect local identity, and promote safe, equitable, and resilient mobility for all.

Core Mobility Services

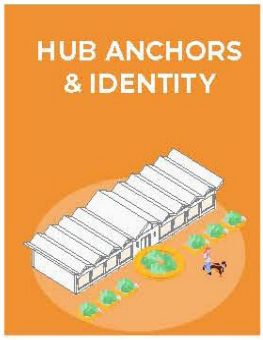
These design elements form the foundation of every hub, ensuring seamless regional travel and easy access.





Supporting Services

These design elements are supportive, enhancing hubs with community services, identity, amenities, and resilient infrastructure.



Where Mobility Hubs Can Happen

Mobility Hubs are most effective when located at the intersection of opportunity, demand and available space. They thrive where existing transportation and supportive infrastructure already provide a foundation for connectivity. They are ideal solutions for areas where land is underutilized or vacant lots, or oversized parking areas into vibrant community assets. Crucially, they belong where popular destinations are actively serving people, ensuring that hubs are integrated directly into the places where residents work, shop, learn, and play.

The sizing of hubs is highly variable and should be customized based on localized demand and available space, while considering future scalability and expansion needs. Generally, areas characterized by higher travel demand and significant land availability are better suited for larger-scale and higher-level hub typologies. By integrating these factors, planners can ensure that facilities remain functional as regional requirements evolve.

TRANSPORTATION INFRASTRUCTURE

- Transit stations and terminals
- Bus transfer centers and park-and-ride lots
- Highway rest areas or interchanges

VACANT OR UNDERUSED LAND

- Left-over spaces
- Vacant lots or infill sites
- Former gas stations or car lots
- Underutilized parking lots

PRIVATE & COMMERCIAL PROPERTIES

- Shopping centers, grocery stores, or retail plazas
- Office campuses or corporate headquarters
- Multi-family residential developments

PUBLIC AND CIVIC PROPERTIES

- Town halls, libraries, community centers/ social services, or schools
- Parks, plazas and recreation areas
- Schools and hospitals

PARKING FACILITIES

- Surface parking lots (public or private)
- Park-and-ride lots

STREET AND RIGHT-OF-WAY SPACES

- Curbside zones (along thoroughfares or arterials)
- Medians, curb extensions, or other expanded pedestrian areas
- Street corners

Recommendation Prioritization

The roadway, bicycle, and pedestrian recommendations identified in this report were prioritized to add an understanding of which improvements are needed most urgently. The transit recommendations created are too preliminary in nature to be included in the prioritization. The prioritization approach used was developed to parallel CAMPO's Roadway Prioritization Tool (RPT) to the degree feasible. The RPT could not be used directly because it relies on a number of datasets only available within CAMPO's planning boundary, most notably outputs from the TRM. In addition, the RPT does not currently have the capability to prioritize intersection, bicycle, or pedestrian projects so a new approach for these was developed. Metrics were developed to represent the same categories used in the RPT, utilizing regularly available data so that the approach can be updated in the future. An overview of the metrics used is below, and a full description of the metrics and how they were calculated is included in **Appendix J "Prioritization Metrics and Methodology"**. Each metric is calculated and normalized across all projects to a score between 0 and 100.

Congestion

- Existing Congestion and Volume
- Future Congestion and Volume

Safety

- Historic Fatal and Serious Injury Crash Cost

Multimodal

- Inclusion of Bike/Ped Element (for roadway projects only)
- Proximity to Bike/Ped Facilities
- Connectivity to Regional Land Use Destinations
- Regional Trail Connections (for bike/ped projects only)

Connectivity

- Future Jobs and Population
- Nearby Network Connectivity (linear roadway projects only)

Economic

- Connections to Economic Development Centers

Equity

- Proximity to Communities of Concern

For the purposes of this prioritization and due to the different priorities and funding streams available, projects were split into three categories: linear roadway projects, intersection projects, and bicycle and pedestrian projects. The metrics listed above were weighted differently in each of these three categories. The weightings used for each metric are shown in the table below. It should be noted that equity is shown but has no weighting applied to it. This metric was calculated for all projects as an informational component but is not included in the prioritization process directly to comply with current federal directives. This approach parallels the approach used in CAMPO's RPT.

Category	Linear Roadway	Intersection Roadway	Bicycle and Pedestrian
Congestion	50%	40%	10%
Safety	20%	25%	20%
Multimodal	15%	15%	50%
Connectivity	10%	10%	10%
Economic	5%	10%	10%
Equity	0%	0%	0%

To normalize projects so that larger projects that inherently serve more users are more fairly compared with smaller projects, the final prioritization score for each project is composed of a "Needs Score" and a "Ratio Score". The "Needs Score" is as described above with the appropriate weightings applied for each project. The "Ratio Score" is the Needs Score divided by planning-level project costs, normalized to scores between 0 and 100. The prioritization score combines these two scores in a 50/50 split, and projects are sorted into tiers based on the prioritization score.

The tiers presented below are intended to represent the output of this scoring process and illustrate which projects are likely to be the most urgent as the North Falls Lake study area develops. These tiers can not directly be applied to specific timeframes as implementation is tied to securing funding, which is discussed at the end of this chapter.

It should be noted that this prioritization score is different from CAMPO's regional prioritization scoring (which is applied across the entire Triangle region, currently using the RPT) and is different from the scoring system used by NCDOT to identify projects for funding in the STIP.

Within each category, projects have been split into four priority tiers: Top, High, Medium, and Low based on the calculated prioritization scores.

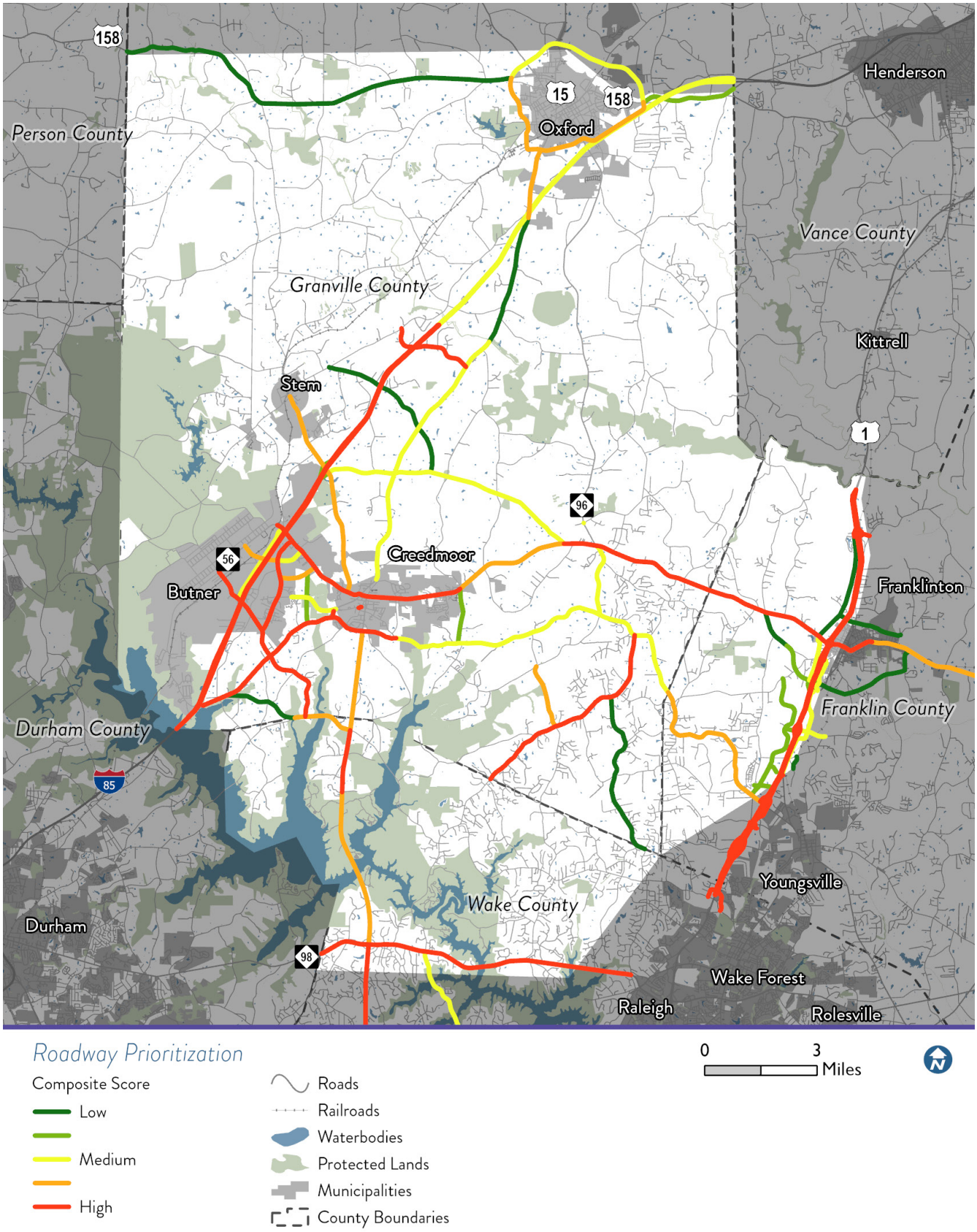
Linear Roadway Projects

The map on the opposite page, Figure 5.13, shows the results of the prioritization on linear roadway projects organized by scoring tier. Below is a subset of the projects in the Top Tier:

- Widening of Gate 2 Road from B Street in Butner to US 15 to the south
- Widening of NC 56 from west of I-85 in Butner to the east in Creedmoor, as well as a center turn lane improvement on NC 56 through Creedmoor
- Widening of NC 56 from Old Mill Farm Road to US 1 in Franklin County
- Portions and elements of the US 1 Freeway conversion in Franklin County
- Widening of NC 98 across the study area in Wake County

A full project list by tier is included in **Appendix G "Linear Roadway Projects by Tier"**.

Figure 5.13 Roadway Prioritization Scores



Intersection Roadway Projects

The map on the opposite page, Figure 5.14, shows the intersection projects by identified prioritization tier. Below is a subset of the projects in the Top Tier:

- Improvements to the NC 96 interchange with I-85 in Oxford
- Improvements to the Gate 2 Road interchange with I-85 in Butner
- Improvements to the intersection of Hester Road and Brogden Road
- Improvements to the intersection of Long Mill Road and NC 96 in Franklin County
- Improvements to the intersection of NC 96 and Industry Drive in Oxford.

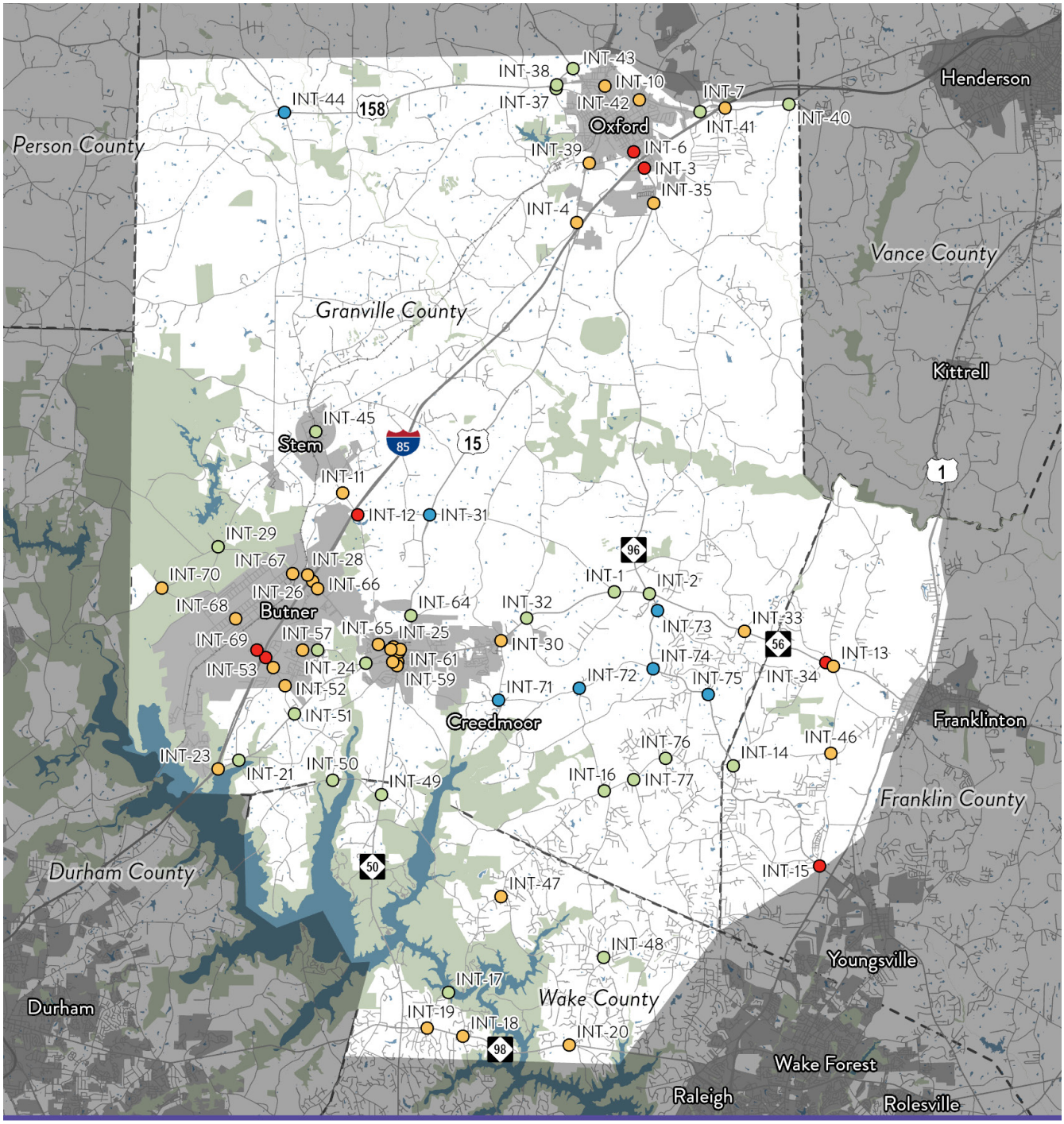
A full project list by tier is included in **Appendix H "Intersection Roadway Projects by Tier"**.

Concept Designs

Concept designs for the following intersections can be found in **Appendix K "Concept Designs"**.

- NC 56 and Wes Sandling Road (Franklin County)
- NC 98 and Ghoston Road (Wake County)
- Brogden Road and Hester Road (Granville County)
- NC 96 and W Antioch Drive (Oxford, NC)

Figure 5.14 Intersection Prioritization Scores



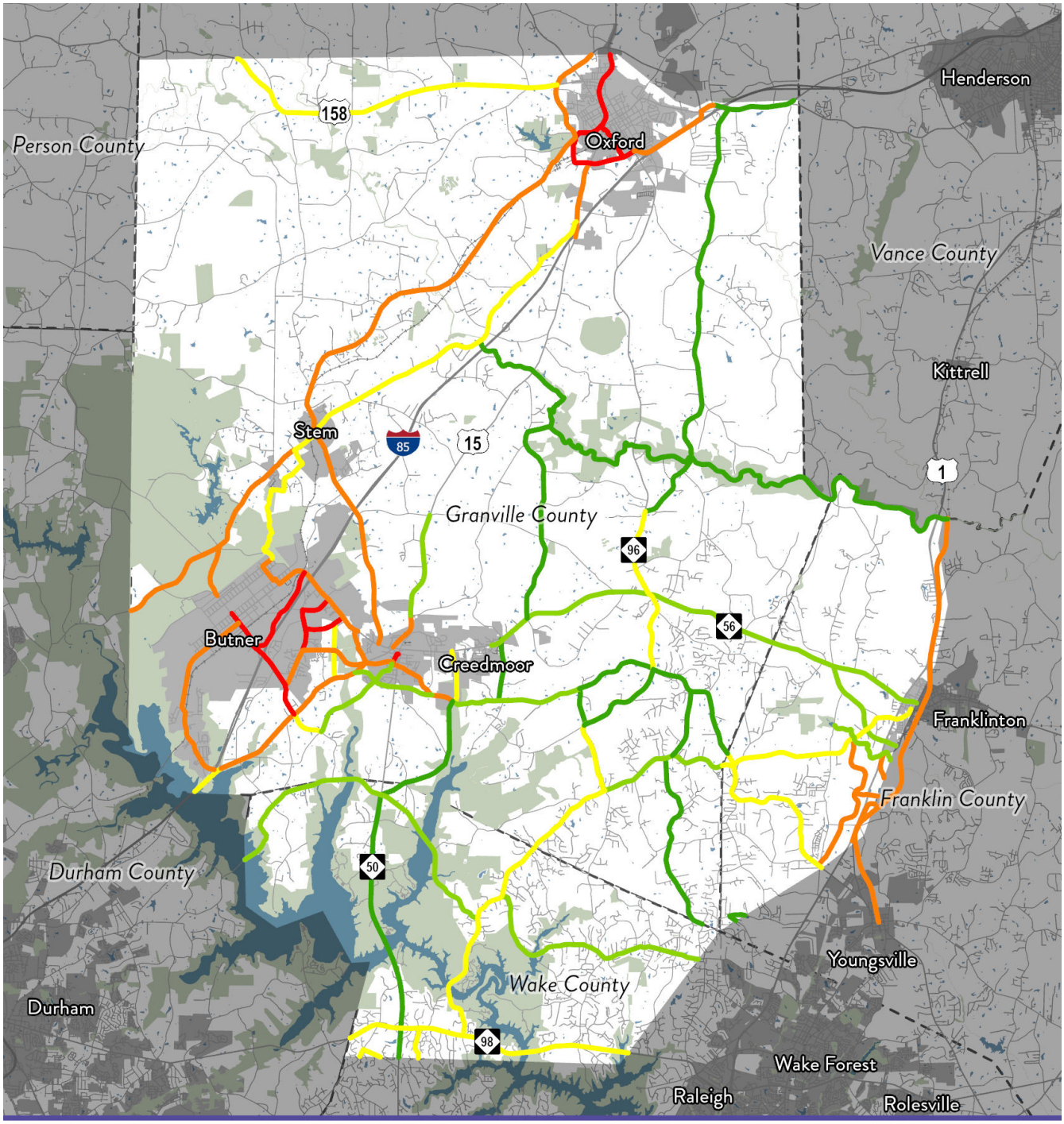
Bicycle and Pedestrian Projects

The map on the opposite page, Figure 5.15, shows bicycle and pedestrian projects by identified prioritization tier. Below is a subset of the projects in the Top tier:

- A sidepath on Gate 2 Road between D Street in Butner and US 15 to the south
- Portions of sidepath on Industry Drive in Oxford
- Portions of the East Coast Greenway, particularly those that pass through central Oxford
- A number of sidepaths in the Butner and Creedmoor areas, including segments on East Lyon Station Road and a proposed new road on the north side of I-85

A full project list by tier is included in **Appendix I "Bicycle and Pedestrian Projects by Tier"**.

Figure 5.15 Bicycle and Pedestrian Prioritization Scores



Bicycle and Pedestrian Prioritization

Composite Score
- Low
- Medium
- High

- Roads
- Railroads
- Waterbodies
- Protected Lands
- Municipalities
- County Boundaries

0 3 Miles

Source: ESRI, NCDOT, NCDNR, USFW, CAMPO

Implementation Considerations

In practice, the primary constraint for the implementation of any transportation project is the procurement of funding for design, purchase of right-of-way, and construction. Traditionally, major transportation projects have been primarily led by NCDOT, but other avenues of funding and completing transportation improvements exist. Given the tremendous rate of growth expected in the North Falls Lake study area, all member jurisdictions and their planning and implementation partners should pursue all avenues of funding as aggressively as possible. Below is a brief description of some primary funding sources and key considerations for each.

NCDOT's STIP and SPOT Process

As described previously, NCDOT chooses the projects it obligates funding for in the next ten years through its SPOT process. This process collects projects submitted by MPOs, RPOs, and NCDOT Division Engineers and ranks them on a series of evaluations that include technical analysis and local priorities. Projects can compete at the Statewide level (for major routes including interstates and other freeways), the Regional level (generally for other US and NC highways), and/or the Division level (generally for other functionally classified roads).

Most of the projects included in the North Falls Lake Area Study would likely be included at either the Regional or the Division level. In the last SPOT process, the region that these projects would compete in was able to fund less than 10% of the projects submitted (by cost). In the Division that these projects would compete in, less than 2% of the projects submitted were included in the STIP. These trends are expected to continue in the immediate future unless significant changes in statewide transportation funding and/or construction costs occur.

North Falls Lake study area communities should still pursue NCDOT funds for major projects, but should be strategic about which projects are submitted. Submitting agencies are limited on how many projects they can submit, so projects should be evaluated against the criteria used by NCDOT so that only those projects that are expected to be most competitive are included in this process. In many situations, shorter segments or specific intersection improvements may score better than long widening or new location roadway projects. Project segments shown in this report document should be evaluated and repackaged for SPOT to be most competitive.

Other NCDOT Programs

NCDOT also provides smaller amounts of funding for specific project types through programmatic divisions. The Integrated Mobility Division (IMD) provides grants for bicycle and pedestrian planning, including multimodal acceleration grants, which create concept designs of selected, high priority bicycle and pedestrian improvements within a community. NCDOT's Spot Safety program and Highway Safety Improvement Programs (HSIP) offers design and construction funding to address historic safety problems on state roadways. Member communities should work closely with their NCDOT contacts to identify appropriate programs such as these for many of the smaller projects included in this study.

Federal Grants

USDOT provides a wide range of usually competitive, discretionary grant programs that can provide funding for different stages of a transportation project's development and implementation. Local agencies – in North Carolina, primarily municipalities – are able to apply for and lead these grant applications. NCDOT has historically been open to providing support and technical leadership for these projects if awarded, often as long as the project is included in an adopted plan. Municipalities in the study area should review these opportunities as they appear and pursue those that can support highest priority projects. These grants typically come with a local match obligation that would need to be met by the applying agency; strategies for municipalities to have these funds are discussed later.

BUILD (formerly RAISE/TIGER)

The BUILD grant is a competitive, federal discretionary program that funds surface transportation infrastructure projects with significant local or regional impact. It supports roads, bridges, transit, rail, and port projects, often focusing on multi-modal, multi-jurisdictional efforts.

Safe Streets and Roads for All (SS4A)

The purpose of the SS4A grant program is to improve roadway safety by significantly reducing and eventually eliminating roadway fatalities and serious injuries. The program focuses on the development of a comprehensive safety action plan and its implementation for all users of our highways, streets, and roadways. The program provides funding to develop tools to strengthen a community's approach to roadway safety and save lives.

Infrastructure for Rebuilding America (INFRA)

An INFRA grant is a competitive federal funding program that provides grants to multimodal freight and highway projects of national or regional significance, aiming to improve safety, efficiency, and reliability for moving people and goods.

Transportation Infrastructure Finance and Innovation Act (TIFIA)

The TIFIA program provides federal credit assistance, not grants, in the form of direct loans, loan guarantees, and standby lines of credit for large-scale surface transportation projects. It helps state/local governments and private entities finance up to 49% of project costs with low-interest, flexible repayment terms, often used for roads, bridges, and transit.

Regional Funding

For projects that are planned within CAMPO's planning area boundary, CAMPO's Locally-Administered Projects Program (LAPP) can provide funding for design, right-of-way, and construction phases of a project. LAPP is an administration of multiple federal funding programs, so projects must be eligible for federal funding, and are also required to be "shovel ready" with strict timelines on completion. Projects within CAMPO's footprint should consider this funding source, especially for design and environmental review, to better position those projects for federal and other funding opportunities.

County and Municipal Funding Support Strategies

While local jurisdictions typically do not have sufficient revenue to fully fund major infrastructure projects, there are steps that counties and municipalities can take to support accelerated implementation of transportation improvements.

Local jurisdictions can pursue many of the federal and other funding programs described above, but most have a local match requirement. For federal transportation grants, usually at least 20% of the total project cost must be supplied from non-federal sources. Many communities struggle to integrate budgets for this local match. Some communities have established flexible funding pools that are designated to be used as local match for any grants awarded. This approach ensures that there is financial backing to pursue grants, but does not obligate the funds towards a specific grant until it is awarded meaning the funding can be used to apply for multiple grants. This adaptive approach enables more grant applications.

Local communities should also consider using local, general funds to advance projects past the planning stage into early design and development. Many federal and regional funding programs prioritize projects that already have some portions of design, right-of-way acquisition, and/or environmental review completed. These project phases can be undertaken by locals to make these projects more appealing to funding.

Local communities also have input into the Transportation Impact Assessment (TIA) process when new developments are proposed. These often represent one time only opportunities to secure private investment in the transportation system. Local communities should continue to be aggressive in asking for reasonable investment from private partners during these processes.

FRANKLIN COUNTY BOARD OF COMMISSIONERS RESOLUTION

Adopting the Capital Area Metropolitan Planning Organization North Falls Lake Area Study

WHEREAS, The Capital Area Metropolitan Planning Organization (CAMPO) serves as the coordinating agency between local governments, the North Carolina Department of Transportation, the Federal Transit Administration, and the Federal Highway Administration; and

WHEREAS, the North Falls Lake Area Study includes the northwestern portion of CAMPO that includes parts of Franklin, Granville, and Wake Counties, as well as the municipalities of Butner, Creedmoor, Oxford, and Stem; and

WHEREAS, the North Falls Lake Area Study is a guidance document for land use and development patterns and a multimodal transportation network within the study area, while considering infrastructure and environmental constraints that may influence future growth and development; and

WHEREAS, the study provides an implementation strategy with short-term and mid-term recommendations intended to assist the participating communities in implementing the long-term land use and transportation vision for the study area; and

WHEREAS, coordinated planning for growth and development, with consideration of land use, transportation, housing, economic development, and other public interests, is beneficial to Franklin County and its citizens; and

WHEREAS, Franklin County recognizes the North Falls Lake Area Study as a long-range planning document intended to guide future land use and transportation planning within the study area; and

NOW, THEREFORE, BE IT RESOLVED, that the Board of Commissioners hereby:

1) Adopts the CAMPO North Falls Lake Area Study.
2) Recognizes that implementation of recommendations in the study will be subject to review and approval by the Board of Commissioners.

APPROVED this the 14th day of September, 2026.

_____ _____

Roxanne Bragg, Chairman

Kristen G. King, Clerk to the Board, MMC

North Falls Lake AREA STUDY

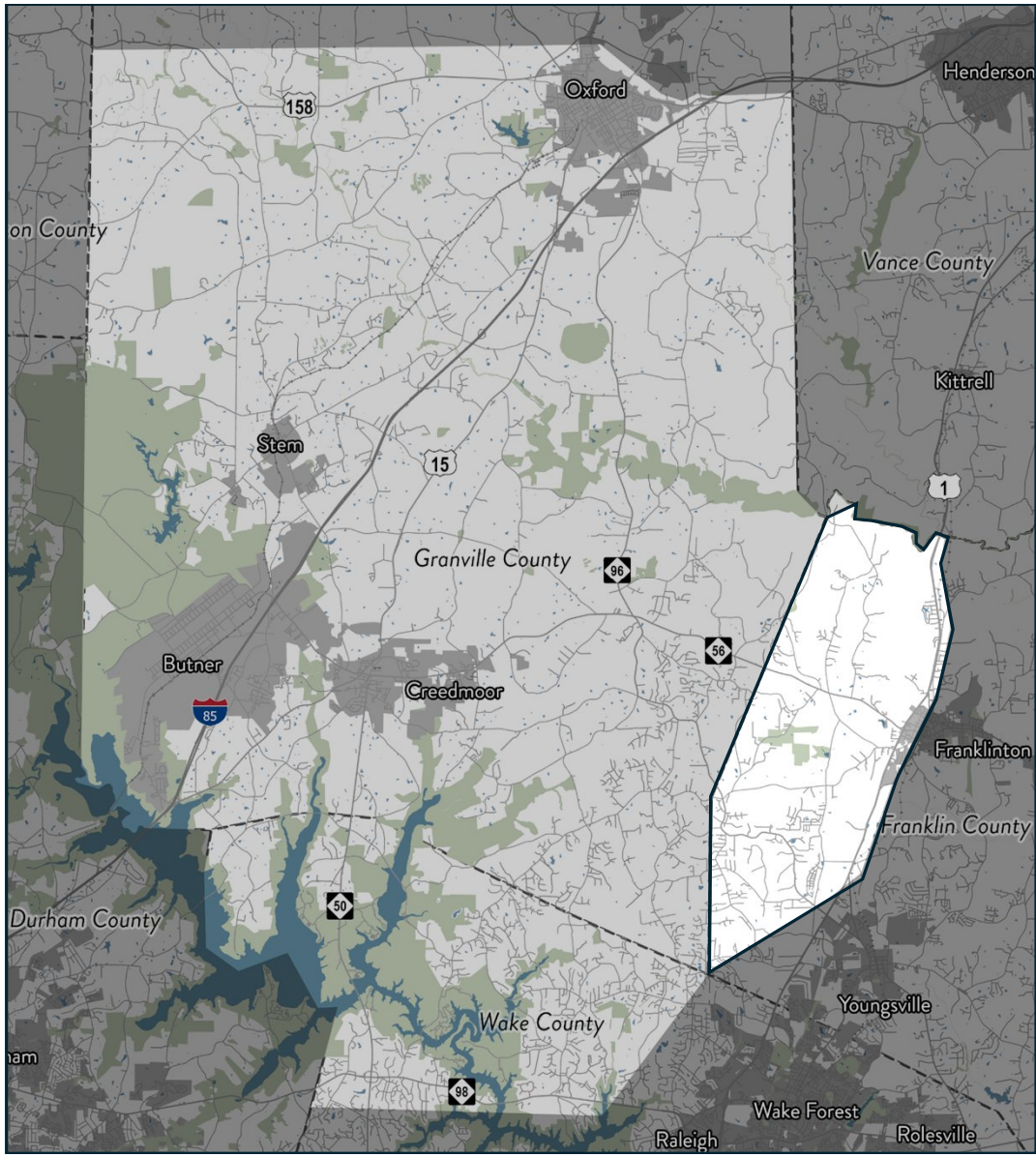
Franklin County Commission

September 14, 2026

CAMPO
NC Capital Area Metropolitan Planning Organization

Study Area

- CAMPO's Northwest area – branded as the North Falls Lake Area Study
- Graville County from Oxford to the south
- Wake County north of NC 98
- Franklin County west of US 1
- Includes Butner, Creedmoor, Oxford, and Stem



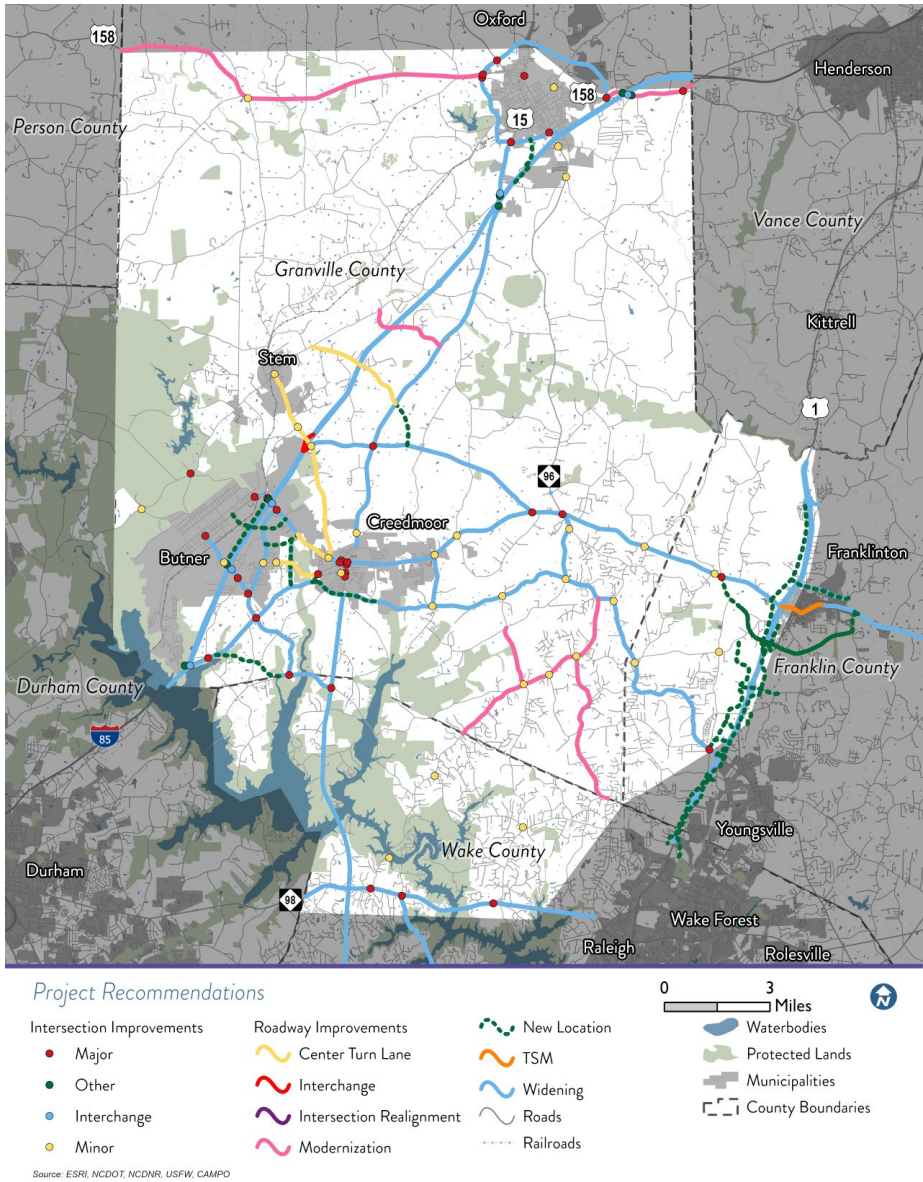
Study Goals and Overview

Understand Environmental and Utility Limitations in the Area	• Watershed protection rules/nutrition strategies • Water providers • Groundwater availability • Sewer providers
Identify a grounded, regional land use vision	• Review of Comprehensive Plans and Future Land Use Plans • Quantifying future projections to better understand demand • General recommendations based on community priorities • NOTE: This plan does not replace individual jurisdictions' comprehensive plans or restrict local authority
Develop updated transportation plan for the region	• Roadway / intersection improvements • New roadways • Walking and bicycling facilities • Regional transit services

We are here

Transportation Recommendations

- Projects from CAMPO's MTP and new projects in other areas
- Includes roadway and bike/ped projects, prioritized to highlight the most urgent needs
- Recommendations in study document also include policy recommendations



Who was involved?

Core Technical Team

Planning and related staff from major jurisdictions

CAMPO Staff

TWTPO and Ker-Tarr RPO

NCDOT

Elected Officials

Elected officials from all jurisdictions in study area

Stakeholder Committee

Implementation Partners
(NCDOT, GoTriangle, SGWASA, and others)

Community Organizations
(schools, land conservancies, chambers of commerce, other organizations)

Public

All members of the community at large

Engagement Themes

Feedback we heard from committees and the public repeatedly hit on these themes

Simultaneous desires to have more amenities and businesses while also preserving rural character, sensitive watershed areas, and agricultural uses

Rapidly increasing concerns around traffic congestion and safety, especially on roads that were historically rural neighborhood connectors

A desire to see this area have an economic center of its own and not be a committed bedroom community for Raleigh or Durham

Possible Futures: Land Use Scenarios

BAU

Business As Usual

- Likely future based on existing plans, zoning, and other ordinances

EG

Economic Growth

- Emphasis on economic growth and new job and commercial / mixed-use centers

ST

Strong Towns

- Compact development around towns

WP

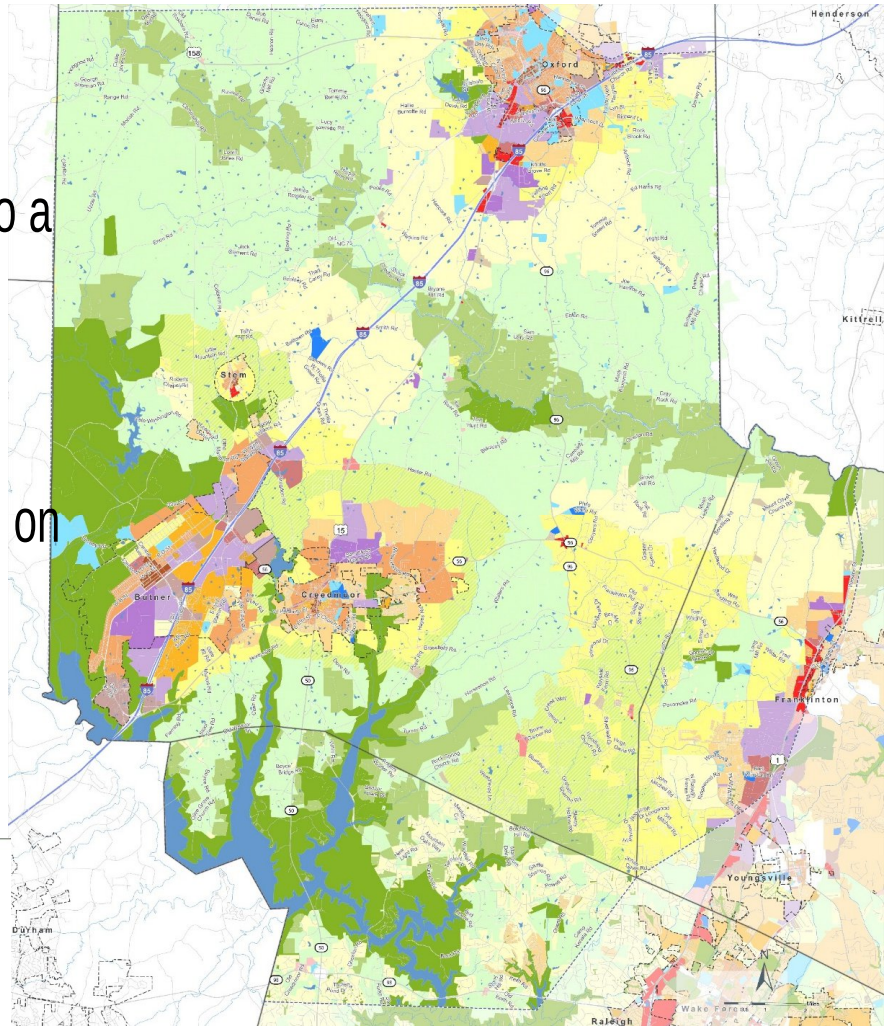
Watershed Protection

- Watershed and environmental protection focus

Preferred Scenario Overview

- Combines elements of the four initial scenario into a singular preferred vision
- Focuses the most intense development in and around existing municipalities
- Emphasis on preservation along the Tar River and on low intensity in the North Falls watershed

Preferred Scenario



PS Scenario
Placetypes

- Protected Green Space (POS)
- Parks and Recreation (REC)
- Farms and Forest (FF)
- Rural Living (RL)
- Larger-Lot Residential Neighborhood (LLRN)
- Conservation Subdivision (CON)
- Mobile Home Neighborhood (MHP)
- Midsized Lot Residential Neighborhood (MLRN)
- Smaller Lot Residential Neighborhood (SLRN)
- Urban Neighborhood (UN)
- Mixed Density Residential Neighborhood (MRN)
- Mixed-Use Neighborhood (MUN)
- Multifamily Residential Neighborhood (MFRN)
- Civic and Institutional (CIV)
- K-12 Education (K-12)
- Rural Crossroads (RCR)
- Neighborhood Commercial Center (NCC)
- Mixed Use Center (MUC)
- Town Center (TC)
- Community Commercial (CCC)
- Light Industrial Center (LIC)
- Heavy Industrial Center (HIC)

Preferred Scenario Overview

- Combines elements of the four initial scenario into a singular preferred vision
- Focuses the most intense development in and around existing municipalities
- Emphasis on preservation along the Tar River and on low intensity in the North Falls watershed

Land Use Recommendations

- Recommendations and Best Practices Checklist located in Appendix C
- Update the Franklin County Comprehensive Plan and consider incorporating NFLAS related recommendations and/or elements from the Preferred Scenario.
- Conduct collector street planning in concert with municipalities and in the southwestern part of the county.
- Consider feasibility studies to refine plans for priority greenway projects identified in the Franklin County Bicycle and Pedestrian Plan (2021).
- Study targeted zoning updates.

North Falls Lake AREA STUDY

Best Practices Checklist

RESULTS KEY

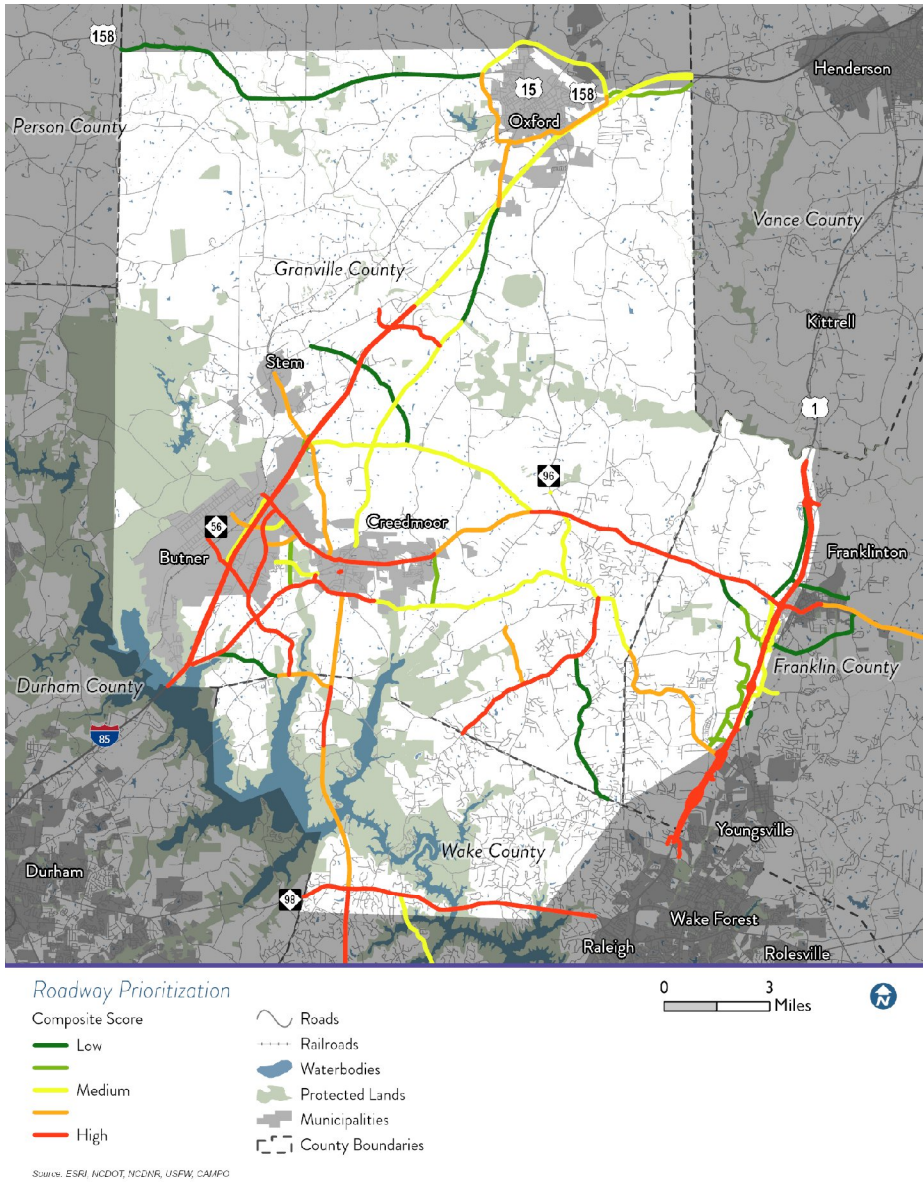
○ = Significant Improvements Needed ● = Meeting Standard / Accomplished

◒ = Some Updates Recommended

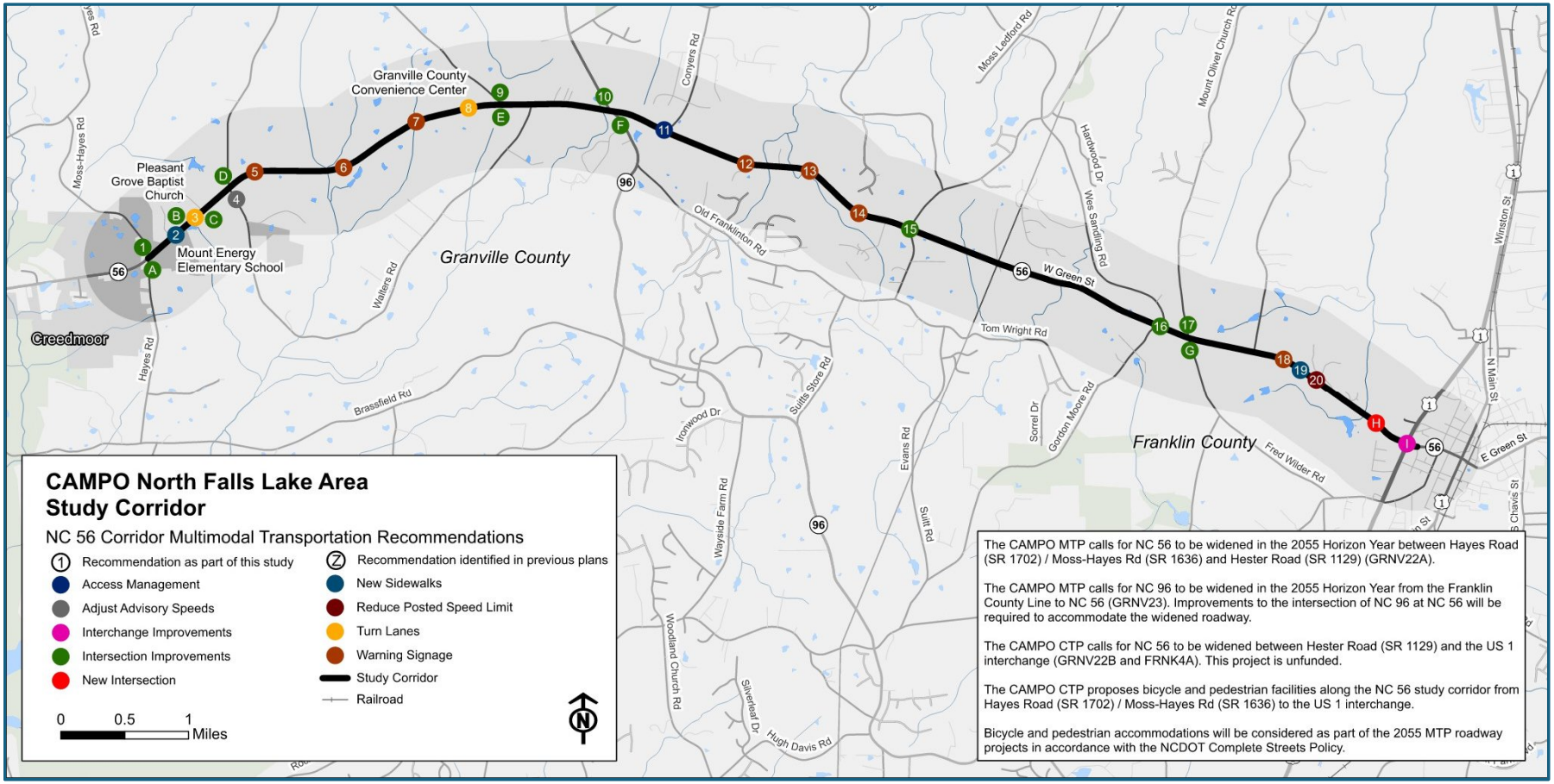
PLAN/ POLICY/ORDINANCE	Counties		
	Granville County	Wake County	Franklin County
Documents			
Zoning Ordinance and Land Use Regulations	◒	●	●
Comprehensive / Land Use Plan	○	◒	◒
Local Transportation Planning	◒	●	◒
Collector Street Plan	○	●	○
Bicycle, Pedestrian, or Greenway Plan	◒	●	●
Transportation Facilities and Requirements			
Sidewalk Policy	◒	◒	●
Sidewalk Design Requirements	◒	●	●
Greenway Design, Connection and Reservation Requirements	◒	●	●
Bicycle Parking Requirements and Standards	○	○	●
Connectivity Ordinance/Policy	●	●	●
Maximum Cul-de-sac Length and/or Block Length	◒	◒	●
Access Management and ROW Preservation Policies	◒	●	●
Traffic Impact Analysis Requirements	◒	◒	●
Land Use Policies			
Mixed-Use Zoning Districts and Incentives	○	●	◒
Commercial and Mixed-use Design Requirements	○	●	●
Low Density / Rural Living Zoning District (<1 DUA)	◒	●	○
Conservation Design Option and Open Space Standards	◒	●	◒
Tree Preservation and Planting Requirements	○	●	●
Lifecycle Housing (Missing Middle Housing Including Triplex, Quads, ADUs)	◒	◒	◒

Transportation Recommendations

- Transportation priorities and recommendations will be incorporated into CAMPO's next CTP/MTP process
- Detailed corridor study recommendations and concept designs can be used pursue grant funding



NC 56 Corridor Study



NC 56, Wes Sandling Road, and Gordon Moore Road

Planning-Level Construction Cost Estimate: $400,000

Ongoing Efforts

CAMPO

- Study report document is currently in a public review period from CAMPO.
- CAMPO endorsement is expected in September.

Counties and Municipalities

- Currently presenting to all municipalities and counties in the study area for their adoption
- Individual counties and municipalities should review to identify the best approach to implement recommendations they support in their jurisdiction