

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

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

Population

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

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

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

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

5. *Educational attainment.* Census statistics for the year 2000 reveal that the population of Holly Springs at that time attained a significantly lower overall level of education when compared with Cherokee County as a whole. The transformation of Holly Springs, with a rapid influx of new households during the 2000s, is likely to change the educational statistics remarkably once they are released after the year 2010 Census. Hence, although lower

educational attainment as of 2000 may be cause for some concern, the increase in population is expected to remedy that possible issue through an influx of more educated households.

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

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

Housing

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

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

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

4. Diverse Housing Stock and Mixed-income Housing. Diversity of housing types, sizes, occupancies, and price ranges is increasingly desirable, especially within mixed-use activity centers. Holly Springs should strive for homes on smaller lots, townhouses, condominiums,

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

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

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

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

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

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

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

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

Economic Development

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

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

3. Implementation of the Downtown Plan. The Downtown Plan (2004) identifies development and redevelopment and rehabilitation opportunities as well as how to market them.

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

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

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

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

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

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

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

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

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

Natural Resources

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

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

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

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

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

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

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

Historic Resources

1. National Register Listings. Holly Springs has no listings in the National Register of Historic Places, but several properties in Holly Springs may hold enough significance to merit individual listings in the National Register of Historic Places. The following list of historic resources is recommended for further study and consideration as to whether or not these resources may be potentially eligible for the National Register (the list includes structures identified as having historic value to the community in the 2000 Holly Springs' Preservation Study). These

recommendations have been made without detailed property research or investigating the interiors of buildings, so further additions to or edits to this list are likely.

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

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

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

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

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

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

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

Land Use Issues and Opportunities

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Community Facilities and Services

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

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

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

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

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

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

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

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

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

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

3. Level of Service Standards and Detailed Facility Planning. At the time of this Community Assessment, one could evaluate facility needs in terms of the provisional population projections (see “population”). However, the selection of “standards” for such an evaluation would be done arbitrarily and without public input. For instance, one could say that the City needs to provide 2 police officers per 1,000 residents, and then project future staffing needs for patrol officers

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

Transportation

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

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

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

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

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

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

5. Context-Sensitive Street Design. Context-Sensitive Street Design (CCSD) is an approach to roadway planning, design, and operation that fits in appropriately with the context of adjacent uses of land. The concept respects traditional street design objectives for safety, efficiency, and capacity, but it also pays more attention to concepts of compatibility, livability, sense of place,

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

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

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

Intergovernmental Coordination

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

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

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

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