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Land Use Management Plan

Town of Wake Forest
Wake County, North Carolina

Original Plan Approval:
May 14, 1987

Updated Plan Approval:
September 16, 1997

Wake Forest Comprehensive Community Plan 2020

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Robert Hill, Mayor Pro-Tem
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Al Hinton

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Kathy Drake	Kennille Prosser	Lisa Zimmer
David Edward	John Rich	Paula Zorio
	Ginger Sabol	

Town of Wake Forest Staff

Mark Williams, Town Manager
Chip Russell, Planning Director
Jamie Cox, Planner

Consultants

Mark Robinson & Associates P.A.

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PREFACE

LAND USE MANAGEMENT PLAN UPDATE
December 1996

This update of the land use management plan for the Town of Wake Forest has been incorporated into the format of the plan adopted in 1987. All additions or changes to the original document have been italicized to distinguish them from the original text. The original text remains essentially intact as a record of how process and opinion have, or have not, changed over time. Only in a very few minor instances was material deleted from the original text because of its lack of relevance to the purpose of this document.

INTRODUCTION

The Town of Wake Forest *first set forth* in July of 1986 to formulate a comprehensive land use plan for a 15-year period to be used as an effective growth management tool. The following report documents the process through which land management plans were developed, outlines the reasoning for the direction taken, attempts to anticipate some of the seemingly inherent weaknesses which accompany such plans and offers suggested guidelines to overcome them.

The update of this plan, initiated in 1995 and concluded during the winter of 1996-97, is a continuation of the effort to understand the characteristics of change that are shaping or will shape the Town of Wake Forest. It is also an effort to understand the means by which to direct these characteristics of change into a pattern and system of land use that is manageable, that is conducive to the immediate needs and benefit of the Town's citizens and that seeks to balance the immediate responses to change with the conservation and wise management of the natural and cultural resources that contribute to and often define the quality of living within the Town.

Significant growth has occurred since the plan was first adopted in 1987 and attitudes toward certain aspects of land use have changed over this same period of time. The pressures that new development and construction place upon a community and the people charged with managing such pressures are still, if not more, evident. The goals of this update are to strengthen or eliminate the components of the original plan that have not proven effective as management tools, to adjust those components that are most sensitive to the passing of time and changes in leadership, and to build upon the original plan so as to make it more flexible and responsive to changing conditions while maintaining its integrity and value as a guide to land use decision-making.

SCOPE OF WORK

The scope of work defined at the outset of the process to update the land use management plan can be outlined as follows:

- 1. Residential densities . Develop definitions which focus understanding on the relationship between zoning categories, the number of units developed per acre, and the economic issues accompanying residential development.*
- 2. Transportation issues . Incorporate Triangle Transit Authority objectives for thoroughfare development, update the Collector Road plan, and consider and address land use relative to the existing rail corridor and its potential for mass transit.*
- 3. Shopping centers . Reevaluate development standards for the location and management of commercial development.*

4. *Relation to surrounding jurisdictions . Consider the planning and development plans of the Town in light of plans by and changes in Rolesville, Franklin County and Raleigh.*
5. *Economics of development . Address issues of cost as they relate to different forms of development. Explore means of incorporating such considerations into planning and decision-making guidelines.*

The scope of work, however, quickly evolved and expanded to include other issues. This evolution was initially influenced by the viewpoints of the Land Use Plan Advisory Board (LUPAB) Chair and Vice-chair and by the Planning Director's decision to seek extensive public input relative to land planning issues. These viewpoints and public input refocused the planning effort to address the following issues:

1. *Residential density and its relationship to character of development.*
2. *Extent and location of commercial development*
3. *Pattern of development along, or related to, major transportation corridors*
4. *Preservation and extension of the character of Wake Forest as it is now perceived*
5. *Commitment to maintaining and improving services in existing area*

Within the context of these central issues, several key objectives were also identified. These objectives were to:

1. *Uphold and improve community image*
2. *Preserve and improve quality of life in existing neighborhoods*
3. *Identify Wake Forest's relationship to the Triangle*
4. *Retain and extend, if possible, the characteristics of older, established sections of town that contribute to the positive image of the town.*
5. *Preserve neighborhood identities/distinguish the center of town from surrounding new development*

The evolution of the scope of work reflects the viewpoints and sentiments of the public relative to land use planning. Thus, addressing these objectives, along with the issues first identified in the original scope of work constitutes the extent of the planning effort for this update of the land use management plan.

The scope of work *for the work initiated in 1986* was documented in the forms of the original request for proposal, our proposal to the Town, and the contract for the work. The request for proposals asked the following:

1. To determine existing and projected population growth and patterns,
2. Plot existing land uses,
3. Plot existing and proposed physical infrastructure such as major water and sewer lines and proposed thoroughfares,
4. Meet on a regular basis with the Citizen's Land Use Advisory Committee to discuss ideas,
5. Using existing plans, policies and management tools such as the Recreation Plan, the 201 Study and the Pitometer Study, formulate a comprehensive land use plan with detailed narrative to be used effectively in the management of urban growth. Narrative to include recommendation on zoning controls and recommended changes in existing regulations.

Our response to the request for proposals took the January 16, 2004 following form:

We welcome the opportunity to submit this proposal for planning services. We have reviewed the various plans and studies previously prepared for the town. We are hesitant, I must admit, to contribute another handsomely organized volume to the stack. Our hesitancy results from our perception that land use plans are inherently static in nature and thus have limited value, particularly where development pressure is substantial. Secondly, land use plans, in their most common form, primarily address new development and expansive growth, or change. We firmly believe that other forms of change within existing developed areas must be addressed and that plans for allocating resources towards this end are at least of equal value to new growth management. This, in essence, leads to our third concern that land use plans address quantifiable facts, not people. People, after all, are what the entire effort is all about, yet we fail to address them specifically because such issues as neighborhood quality, equitable public services, poverty, employment opportunities, and social interaction, to mention but a few, do not readily lend themselves to the means of study and presentation that everyone has come to expect in a land use planning effort.

We intend to address these issues as part of the work requested in your request for proposals. To outline our methodology is essentially impossible in that there are few, if any, established mechanisms for probing such concerns and secondly, one must be allowed "inside the door," so to speak, to determine the problem before specific strategies can be formulated. Thus, our very first step would be to ask what specifically ails the Town of Wake Forest. Growth pressure is a catalyst to formulate methods of control so that the inevitable process of change can be managed. Yet, growth pressure is likely only one of numerous problems faced by the Town and inordinate attention given to it can possibly divert attention from the larger picture of interrelated problems, and conversely, interrelated objectives and solutions. We propose to work closely with the Land Use Advisory Committee, the Planning Director, Town leaders and staff in determining the broadest scope of the situation that the proposed time-frame allows.

We will analyze population predictions prepared in previous studies in comparison to current population figures and derive a population growth trend based on this information. We do not intend to initiate a new study to determine future population. We will plot existing land uses utilizing existing mapped data, aerial photos and windshield surveys. We will plot existing and proposed infrastructure and proposed thoroughfares. We will meet regularly with the Land Use Advisory Committee to discuss problems and progress, to gain insight and to find solutions on as frequent a basis as required.

We will prepare a land use plan with narrative based on previous studies, on input from the town and on the agreed upon objectives determined by a critical analysis of the broader spectrum of problems and opportunities facing the Town. We will suggest and help initiate data base collection techniques which will serve as a basis for change in the future. We will review zoning controls and prepare recommendations for change as necessary.

We realize that what we propose to accomplish will be difficult and that the results may be less than revolutionary. However, we firmly believe that land use planning must begin to go beyond limited assessment of factual data and static solutions and begin to respect and address the more intangible needs of people and the ever-present factor of change. Our proposal, in addition to providing what you request, is to set the stage for more comprehensive thinking relating to the needs of the people or the Wake Forest community.

The 1986 scope of work also evolved and expanded in response to public input and staff direction.

The first significant change involved the definition of the study area itself. The area to be studied, originally stated be the area outlined by the current ETJ request, was expanded 75% from 16,680 acres to 29,540 acres. This new study area was defined by the Town staff. Secondly, as discussions began with the Land Use Advisory Committee (LUAC), it became evident that land management was synonymous with everything from the need for more restaurants to mass transit to tree planting guidelines. At this point, the original scope of work had exploded into an open forum for virtually any type of question or issue relating to the Town, a situation which, at times, proved unwieldy.

This diverse expression of viewpoint had value in that it brought of light these people's ideas about quality of life. From this many-faceted expression, a guide to potential land management scenarios could be conceived. Nonetheless, the work was necessarily a distillation of many subjective viewpoints addressing many issues, many of which had no direct bearing on planning issues. Difficulties arose when it became apparent that the identified scope of work and the inherent limitations of land management planning would not and could not satisfy all the concerns brought forward by the LUAC. The necessary narrowing of the scope of issues so as to complete the designated work within the assigned time-frame alienated some LUAC members since it appeared that the consultants would not be sensitively receptive to all issues raised in discussion. Thus, in summary, a difference of perception arose between the scope of work as identified by contract and the scope of work, or of purpose, as perceived by the LUAC.

The tension generated by this difference of perception was never totally assuaged during the course of the work.

The issues raised by the committee and the public during the process to update the land management plan are essentially identical to those raised in 1986. It is again true that every question, every concern, cannot be addressed as part of a land management planning process. However, recognizing that the issues associated by people to the planning process are definitely persistent over time, we have attempted, as part of the scope of this work to update the land use management plan, to create a framework wherein the issues repeatedly expressed by citizens in a variety of forums can be tangibly identified and addressed.

LAND USE ADVISORY COMMITTEE

For the update of the land use management plan, the Town created the Land Use Plan Advisory Board (LUPAB). This Board was called together at critical steps in the process to, first, give direction to the work and then to critically review the work in progress. This Board functioned in a manner very similar to the Land Use Advisory Committee that served in association with the development of the land use management plan in 1986.

The Land Use Advisory Committee (LUAC) was a group of twenty people selected by the staff to present representative viewpoints toward land management and, in so doing, familiarize and orient the consultants to predominant concerns and issues. This group met monthly and was joined by the Planning Director, the Town Manager, the Mayor and on occasion, member of the Planning Board and Board of Commissioners. Unfortunately, the majority of the members of these two boards did not attend these meetings with regularity and, thus, were the least informed of all participants in the entire process. Since the members of these boards were responsible for decisions regarding plan approval, their absence complicated the process and left them without the benefit of the exchange of thoughts and concepts which led to the proposed plan.

In addition to the LUAC, the consultants met with the Chamber of Commerce, the Young Women's Club, the Rotary Club, the Historical Commission and the Lion's Club. The message from all groups, but most particularly from the LUAC, was varied and broad-based, as noted in the last section. LUAC members were asked to write and submit ten likes and dislikes regarding Wake Forest. Their questions and the written responses are summarized in Appendix A. Resultant conclusions and guidelines which evolved from these meetings are outlined under Functional Demands.

Public Input

The process of updating the land use management plan went significantly farther than the 1986 work to solicit and respond to a broad spectrum of public input. The observations, ideas and opinions gathered in a series of meetings and interviews were used to develop a consensus of the goals and objectives for the updated plan. To gain input from a broad cross-section of Wake Forest citizens and from people with business

interests in the community, the consultants met with various civic, business and community organizations and individually interviewed over twenty-five people representing local government, business, neighborhood groups and local schools.

Meetings were held with the Chamber of Commerce, Kiwanis Club, Rotary Club, DuBois Alumni Association, Downtown Revitalization Committee, and the Senior Citizens group. The meetings provided an opportunity to introduce the project and to hear the participants' views on issues important to them. In each meeting the town staff presented an overview of the planning effort and the consultants proposed a number of issues and invited discussion of those and any other topics members considered relevant to the community. The meetings took place between April and October 1995.

During that same period, the consultants met with individuals from throughout the town. Town officials interviewed included the mayor, town manager and police chief. Members of the Planning Board, Town Board, Tree Board, Recreation Advisory Board and Historic District and Properties Commission were also interviewed. These people provided a valuable perspective on community issues.

The consultants also held interviews with representatives of some of the town's largest employers and with several small business owners. Schrader-Bellows, Athey Products, Diazit, and The Body Shop provided a large-business perspective while the owners of businesses such as B&W hardware and Delectable Delights provided the small business point of view. Representatives of the Southeastern Baptist Seminary shared their goals for the future of the seminary and outlined their master plan for development of property the seminary holds between Main Street and US -1.

Interview Topics

Interviews focused on topics relating to planning issues and to living, working and doing business in Wake Forest, such as:

*Positive and negative aspects of living in Wake Forest
Special places in Wake Forest - environmental, cultural, historical features
Perceptions of growth and change
Development - both residential and non-residential
Infrastructure, roads, transportation, water and sewer
Taxes, utility rates*

Interview Responses

Attributes of Living in Wake Forest

The interviews revealed that residents were in general agreement on the strengths of the town and on the major components of the town's character. The best reason to live in Wake Forest people said, was the "small town atmosphere". Several people cited the ability to know many people and to feel involved in the community as contributing to the

small-town character. The town's physical character was most often described as "village-like". The historic district and the downtown were most often mentioned as representative of that character. It is apparent that the sense of history is strong among the residents of Wake Forest; the seminary and historic district are symbols of the town's historic identity. A number of people cited the physical beauty of the town as one of its main assets. Mature trees and open spaces around and throughout the town were said to contribute to its pleasant small town character. Another positive aspect of town character often repeated was the presence of rural or agricultural land just outside town. However, the concern was also expressed that land will not remain rural or agricultural for very long. Several people expressed a desire to preserve or protect portions of open, rural land for the enjoyment of everyone.

A number of those interviewed said they enjoy the diversity of residents in the town and feel that most people are friendly and have a sense of caring about their neighbors. Some also mentioned the importance of feeling safe in Wake Forest or said that safety was one of the factors in their choice of a place to live. The reason most often stated for choosing Wake Forrest over other communities was its proximity to Raleigh and the Triangle without the congestion and hectic pace.

While all residents expressed overwhelmingly positive opinions of living in Wake Forest, everyone mentioned some areas that they felt had room for improvement. Most often mentioned was the need for more shopping. Many expressed a desire to be able to shop in town for necessities, especially clothing, without having to travel to Raleigh. The downtown shopping street is "in transition", and several people suggested it needs a "shot-in-the-arm" or a specific focus for its shops. Some felt that a small or "specialty" shop focus would be more appropriate than one or several larger department stores. There was a feeling among some that the downtown shops cannot compete with shopping areas along the US-1 corridor but that there is room for each area to succeed. Restoration and further development of the downtown shopping street was another important issue to many of those interviewed. Many people felt that the downtown is an appropriate location for a higher density of residential units, and that residential units above the storefronts on White Street would be appropriate. Other suggestions included providing more activities for children downtown and better pedestrian links between downtown and the seminary.

The need for more business-operated tax revenue, the fear of being labeled a "bedroom community" and concerns about utility service and rates rounded out the concerns expressed by people.

Most people enjoyed their own neighborhoods, but several mentioned the need for better roadway connections between neighborhoods in order to relieve the isolation of some subdivisions. A need for sidewalks to connect neighborhoods to each other and to parks and older parts of town was another often repeated desire. Some also expressed a desire for a pedestrian and bicycle trail or greenway to connect various parts of town. The lack of sidewalks is an important issue among minority members of the community. Their neighborhoods have few, and when they see sidewalks built in new subdivisions and other areas of town, they feel their neighborhoods are being ignored.

Development and Growth Issues

As one might expect, viewpoints about development and growth varied in relation to the relative benefit to the person expressing the opinion. Business and industry officials were concerned with a limited labor force and the lack of skilled labor in the area from which to draw employees. Participants from the development community were concerned about the high costs of development, particularly utilities and taxes. Concern was expressed over Franklin County's lower tax rates and incentive offerings that attract prospective businesses away from Wake Forest.

Several people felt that the town should reduce the size of its jurisdiction. Others suggested limiting development to maintain a certain level of quality. Most agreed that the US-1 corridor is the most likely area to develop commercially, and only a few felt the town should limit that commercial development in any way. Most did agree, however, that aesthetic and traffic controls are desirable to avoid the appearance and congestion typical of strip development along US-1 south of Wake Forest.

Many people also said they see a need for more affordable housing, including starter homes for first-time buyers and small attached homes for senior citizens and retirees. While most people felt higher residential densities are appropriate for downtown, views of density in newly developing areas were mixed. Some people felt that low density development (15,000 square foot lots or larger) is one of the main attractions of the town and that new development should maintain that standard. Others felt that rising land costs will translate to smaller lot sizes to keep prices more affordable. They felt that quality development and more community open space could make up for smaller lot size.

Most of those who participated in the interviews or meetings agreed that continued growth is certain and accepted the view that their town will change. They have a strong sense of the town's greatest assets and an equally strong desire to preserve them. There is strong sentiment to preserve the aesthetic and historic character of the town.

TOWN STAFF GUIDANCE

Throughout the update process, both Planning Director Chip Russell and Town Manager Mark Williams have practiced restraint in the giving of direction to the process. They have both emphasized the need to listen to the public and the Town's elected officials and to base planning initiatives on such input. Both Mr. Russell and Mr. Williams have acted as filters to separate and prioritize the many issues raised during the public input phase of the process.

When asked to give their professional viewpoint of the needs at hand, their viewpoints had a basis in the viewpoints of their predecessors.

In 1986, the Town Manager, Jerry Walters, and the Town Planner, Eleanor Lockwood, gave the most directed guidance to the process from the staff level. Mr. Walters noted a need for expansion of the industrial/commercial tax base, particularly along the US-1 corridor. He noted several other items outlined as follows:

1. Overall revenue/cost scenario is improving due to value of new construction,
2. Twenty-five percent (25%) of housing stock is subsidized,
3. Wake Forest, compared to other towns in Wake County, ranks low in per capita income and percent of unemployment,
4. Thirty percent (30%) of the population is composed of minorities and is poor;
5. The loss of the University was a blow with effects that have not been fully overcome.

Mr. Walters encouraged land use diversification, an improved road network and the maintenance of the unique qualities of the Town.

Mrs. Lockwood's input could, on one hand, be likened to the Town Manager's. She added her perception that the Town was experiencing rapid growth and potentially was not prepared to handle the equally rapid demands being made, although Holding Farms' agreements were viewed as a positive experience in terms of growth and cost management. Mrs. Lockwood also expressed strong concern for planning efforts to benefit all Town residents, not only those developing new sectors or those moving into these same developments. On balance, both the Town Manager and the Town Planner were intent to be objective in their opinions regarding the Town and the changes facing it.

The Town Engineer and Parks Director were also consulted. Their input was more specific in nature and was applied as necessary to components of the proposed plan which related to their area of concern.

During the update process, a master park and recreation plan projecting land and facility needs was adopted by the Town. This plan is considered a companion to the updated land use management plan and should be considered a significant part of the land use planning effort. For the purposes of the update, the ability to extend necessary utilities into the areas under planning consideration has been assumed to be a given. Throughout the time period in which the update process has taken place, negotiations between jurisdictions over boundaries and utility services have been held. The results of these negotiations are reflected in the plan to the degree possible.

AVAILABLE DATA

For the update process, the Town provided their most current property map, zoning map, land use map (Wake County), and thoroughfare plan. The staff provided updated information about the status of proposed developments or development in progress but not yet incorporated in the mapping. This information was included as it was made available. In 1986, data provided by the Town included:

1. The 1985 Land Development Plan,
2. Pitometer Study,
3. Master Plan for Parks and Recreation, 1986,
4. Zoning and Subdivision Regulations,
5. Existing land use (primarily confined to existing city limits),
6. Sewer and water mapping,
7. Zoning map,
8. Mapping and tax references for historical properties,
9. Holding Farms master plan,
10. Community Facilities Plan, 1983,
11. Budget, 1986/1987,
12. Electrical Distribution System,
13. 201 Facilities Plan,
14. Capital Improvements Projections, 1985-1990,
15. Staff Analysis - Holding Farms.

Data provided by others included:

1. USGS Mapping,
2. Wake County tax maps and aerial topography,
3. Wake County aerial photos,
4. Thoroughfare recommendations, Department of Transportation
5. Downtown Revitalization Study, Mick Meisel.

OBSERVATIONS

It is appropriate to begin this section with the observations made in 1986. They are a foundation for the update process and inform us about both the persistence of change and, in some situations, the resistance to change.

Many contrasting images become apparent as one walks or drives through the Town. The stateliness of the Seminary and the well-kept historical homes create a wonderful social focal point while only blocks away many people live in homes barely standing. Subsidized housing intermingles with privately- owned homes. The downtown area seems not to have changed for thirty years, yet it is still perceived as the center of activity. The railroad tracks do divide the Town, creating two separate sections, at least to an outside observer. There exists a human scale of distances, schools within walking distance of homes, parks and playgrounds readily available to all, the commercial district at the traditional center of Town, a quiet campus - closely bounded, all laced with large mature trees and lacking the constant disturbance of traffic evident in other Wake county towns. The essence of this close-knit set of relationships is certainly a significant part of Wake Forest's unique character.

Wake Forest has not yet experienced the tremendous growth pressures forced by Research Triangle expansion growth in western Wake County. But signs of its coming are evident. New subdivisions spring up on vacant land randomly bear no relationship in character or scale to the Town's core area. Non-residential development is stepping out US-1 North with glacial sureness, but at a greater pace. The City of Raleigh has plans which include parts of Wake Forest's proposed planning limits. Development interests are weighing the benefits of wooing one municipal government or another. Control, and potentially character, at least to a degree, are being brought or negotiated, frequently without the Town's participation.

As total Wake County population continues to surge, developers, with home buyers close on their heels, will seek new and less expensive markets for housing development. Wake Forest has a "charm" that can be marketed. New roads will make the Town all the more accessible. Wake County, including Wake Forest, will become a metropolitan area. The development community is already looking beyond the Town into Franklin County - cheaper land, better investment. Growth is coming. Change is inevitable. Controlling change is a goal. Maintaining the character of the current Town structure is feasible and desirable, change being only incremental. Extending this character to the Town's new development will be difficult, if not impossible. The times have changed considerably. The value of land management planning within this set of events is to recognize inevitable change and modulate it to serve and upgrade human living patterns and experiences and to facilitate the management of municipally provided services through predetermined regulations and guide-lines. The limitation of land management planning is its over-emphasis on the latter, leaving improvement of human living patterns and experiences principally to extraordinary effort or chance since municipal standards usually define acceptable minimums.

Observations: 1995 to 1996

In the past ten years, the expansion of residential development throughout the town's jurisdiction is the most obvious change. The single-family subdivision is the principal form of new housing. Lot sizes are obviously becoming smaller as reflected in many subdivisions, but large-lot developments still appear to be easily marketable.

The observations outlined in the 1987 Land Use Management Plan are still valid. In some respects little has changed over time. The historic district is still charming and stately. The northeast quadrant of town is still poor. The seminary still holds its place in the center of town and people still complain about the relationship between the seminary and the town. The Central Business District regularly turns over new businesses, but has not significantly expanded or contracted in size. New roads have been planned and several built including Harris Road from Wall Road to US-1, Stadium Drive realignment with US-1, and the widening of US-1A - South Main Street. Sidewalks have also been extended, particularly in the northeast section of town. The modesty of

these changes benefit those sections where the status quo is desirable and disguise problems where the status quo is not so desirable.

It is change outside the historic boundaries of the town that is stunningly obvious. Residential developments as noted above, pop up like thunderstorms in the middle of summer - the pattern, size and intensity of developments appear almost totally random. Developments share little or no identity with one another and are usually not even physically linked by roads or pedestrian connections other than by the one existing road to which they are attached. Commercially development continues to creep out US-1 from Raleigh. Numerous commercial properties have been developed along the US-1 corridor within the town's jurisdiction and within the planning area.

With attention to patterns of change focused on areas outside the center of town, we started to look for visual clues which might help to extend or contribute to the character of development. We looked more closely at historic properties, the system of ponds, creeks and wetlands, signs of agricultural heritage such as silos, mature and exceptional groves of trees, and points of high elevation which offer panoramic views of the town and surrounding areas. These elements of the landscape were found throughout the jurisdiction. Their presence suggests that there is "material" available with which to build a "greater" Wake Forest that is rooted in a landscape that recalls the past, yet can serve the present and the future.

Wake Forest is changing and will continue to change dramatically for at least the next ten to fifteen years. It will continue to be difficult to achieve a continuity of the character of the historic town center with the surrounding jurisdiction. Indeed, many new developments and their residents have little physical or emotional connection to the town. The existing landscape fabric, including the elements noted above, may be the only feasible means to unify the current pattern of development and change with the established sections of town.

Inventory and Research

A map which shows the location of significant landscape elements and a key that briefly describes each element are the only new contributions to the base information outlined in 1987 plan. We did update existing land use as a working map only. We accepted the current adopted version of the Department of Transportation's thoroughfare plan without question, although we did reconsider thoroughfares relative to changing patterns of development and the ultimate interests of the town. Otherwise, the information given in the 1987 plan is still relevant.

Geographic Location: The construction of the outer loop, improvements to US-1 and NC 98, and Raleigh expansion northward will bring Wake Forest in close proximity not only to all parts of Raleigh, but to Durham and the Research Triangle Park. With Raleigh's

expansion to the northeast, the land east of Wake Forest can no longer be readily labeled as strictly rural when contemplating its future.

Historic References: The Seminary and the stately homes along Main Street bring past and present together into an identifiable focal point of visual and the community aesthetic. Isolated homes of historic significance are spread throughout the planning area and should be preserved, utilized and integrated into the community as it develops around them.

Economic Aspects: Economic conditions, particularly per capita income and unemployment, reflect those of Franklin County more than Wake County. This is changing with the influx of higher-valued residential construction and the prospect of an expanding industrial/commercial base. The publicly-owned electric utility generates a profit and has proved to be a good venture of the Town. Water is provided by Town-owned reservoir and the City of Raleigh. All new water demands will be drawn from the Falls Reservoir through the City of Raleigh. Sewer is treated in the Town-operated plant. Plant expansion will be necessary to accommodate the growth anticipated in this study.

Demography - Sociology: The majority of the working population commutes to work and this pattern will expand as new residential growth is experienced. Wage-earning employees of local industrial plants frequently come from outside the Town. As land and housing values increase, people on the low end of the income structure frequently must move out if they leave the home they currently own in Wake Forest. New home prices potentially discourage young home buyers from moving to the Town. Further housing subsidization is being discouraged.

The people who can afford to move into Wake Forest are generally younger than the average age of long-term Town residents. It is anticipated that this group, with age varying from 30 to 40 years, will demand more in terms of Town services, particularly recreation. They also will raise children, further increasing the need for recreational opportunities and schools. The existing quality of life, while highly variable in definition depending on whom you ask, seems to revolve around the Town's relative isolation from the Raleigh - RTP stream of activity and the close-knit scale of home to downtown to neighbors to schools that afford a distinct sense of community to those within the central core in Town.

There exists obvious wealth and poverty within the Town. The Town recognizes the needs not being met and is working toward solutions beneficial to all groups. In regard to land management planning, this work will attempt to not resolve land use objectives at the expense of those least able to influence change.

Population projections : In comparing five different data sets, the average population count projected for the year 2000 is 15,600. This could be very high or very low

depending on proposed developments such as Holding Farms, new employment opportunities and the actual land area which comes under the Town's jurisdiction.

The population for build-out of the proposed land use plan is 62,100, based on the assumptions that seventy percent (70%) of residentially-designed land is available for actual dwelling, that the average density is 2.5 units per acre and 1.0 unit per acre in watershed districts, and the average unit houses 2.5 people.

It should be noted here that current densities of residential development were determined as part of the update process. By isolating residential developments or areas, taking into account a diverse range of housing types, and then calculating densities based only on residential areas, exclusive to open land or non-residential uses, the average density of residential units is approximately two units per acre. If the number of units were related to the entire acreage within the Town's jurisdiction, the number of units per acre would significantly decrease.

Functional Demands : Functional demands, in this case, are the needs as stated by the Town management and the LUAC which should be addressed by this work. Needs as defined by Town management are as follows:

1. Diversify and expand tax base,
2. Create variety of social opportunities,
3. Minimize expansion costs encumbered by the Town,
4. Retain identifiable character of the Town.

Needs as defined by the LUAC include:

1. Retail identifiable character of the Town,
2. Stop growth or at least its perceived negative effects,
3. Preserve peace and quiet, safety and the environment.

The needs outlined by the staff were stated with the view of the Town as a whole while those of the LUAC seemingly were related to the more individual viewpoint of how the apparently uncontrollable whole affects the one. This is not uncommon or unreasonable. It relates to the uplifting of human experience through change rather than change for change's sake or for the benefit of a relative few. As noted earlier, however, responding to all of these needs within the constraints of a land management plan is difficult.

Topography: No slope study was prepared for this project. In general, it is known that the terrain is suitable for urban or suburban development, steep grades being most frequently associated with floodway and streambed edges.

Geology and Soils: Subsurface conditions and soils were not mapped for this project. It is known, in general terms, that certain soils in the study area may limit septic-

dependent development. Rock occasionally is at or close to the surface, particularly in areas east of Town. As long as utilities can be extended, no severe limitations to expansion are apparent.

Hydrology: One-hundred year floodplains were mapped based on previous floodplain estimations made for the Town. Two watershed protection districts band Falls Reservoir and the Town's reservoir. Principal drainage patterns run northeast to southwest into the Neuse River, readily apparent on project mapping.

Circulation: Existing road patterns are readily apparent on any project base map with US-1 and NC 98 forming the north- south and east-west backbones, respectively. A thoroughfare plan, prepared by DOT, has been adopted by the Town.

There is no bus or mass transit system. A greenway plan was prepared by Erika Skringer, but it has not been adopted by the Town or incorporated into any of its planning or recreation documents.

Existing Land Use: All land occupied or used in some manner was identified and mapped. Identification was made from information provided by the Town, from aerial photos and by on-site inspection.

Visual Aesthetic: No study of open spaces or their visual quality was made for this project. Through observation, open dairy lands around the Town were noted to lend a bucolic charm to the Town. Within the Town, the web of streets, homes and businesses spun around the Seminary is visually cohesive, comprehensible and generally pleasing to the eye. As development begins to extend beyond this close-knit web, however, its character and visual quality is lost in proportion to its disassociation from the Town's core. Its appearance becomes tract-like, not unlike 95% of all new suburban development within the County. To this observer, the green flowing meadows and the plodding houses creeping into them share a relationship which can minimally be described as less than pleasing.

ANALYSIS

The gathering of information that time, effort and capabilities afforded was collected and organized into similar scale and format. This information alone, however, did not provide many direct answers to the question posed or the needs defined. Now it must be determined in what manner and to what degree this information affects potential answers or solutions.

For the update, the analysis focused on those issues identified in the scope of work, taking strongly into account the viewpoints gathered during the public input phase of the work. These issues are residential density, transportation corridors and development

along them, commercial development, the economics of development and town character.

Residential densities throughout town for single family neighborhoods average approximately two units per acre and, in very limited locations, up to ten units per acre for apartments. The great majority of new residential units built continue to be single-family homes. Lot sizes typically range from 8000 to 20,000 square feet, although they are trending smaller due primarily to market costs of land and construction.

The concerns about appropriate and acceptable residential densities centers around the visual appearance in the landscape of more dense development, the physical relationship of development with differing densities in close proximity to one another, the perception that newer, more dense development is not in keeping with historic Wake Forest, and the attitude that more dense development cheapens or otherwise is detrimental to the town and its character. These concerns are understandable. However, the sensible application of development and design standards that respect the needs of people and the use of property can be used to overcome many of these concerns.

Density alone, however, is not the culprit. Some of the most dense residential neighborhoods in the Triangle are also some of the most affluent. The same density in a neighborhood where poverty exists is considered crowded and run down.

Residential density in Wake Forest does not need to negatively affect the town or its perceived character. Rather, several key aspects need to be recognized and addressed relative to density. These aspects are:

- 1. The scale and harmony of relationships, achieved through design, between buildings, landforms and environmental systems or features,*
- 2. Logical separation between groups of homes through the use of space (distance) or physical visual boundaries,*
- 3. The introduction of and/or allowance for non-conformity within developments - building styles, setbacks, lot size, etc.*

Without successfully addressing these aspects of residential density, the concerns about density will remain and the typical solution of isolation or uniformity through zoning and buffers will prevail.

Thoroughfares as shown on the current adopted plan for Wake Forest are adequate as main arteries for moving vehicles through and around the town. The lack of a collector road system or a collector road plan and the lack of roadway connections between new subdivisions is isolating neighborhoods and forces all traffic movement onto the main thoroughfares. This isolation of neighborhoods is detrimental to community-building and

diminishes opportunities to link old and new sections of town together. The lack of collector roads prevents people from finding alternate routes to destinations. Squeezing people onto and off of thoroughfares every time they run to the store or pack up their children is not conducive to exploring, understanding or appreciating the community. A collector road system would provide many positive benefits for traffic circulation and for community building.

Another aspect of thoroughfare planning that could benefit the town is consideration of a new principal entryway into the town through the southeast quadrant of its jurisdiction. The southeast quadrant is the area where the greatest expansion in development and population is likely to occur. Route 1A feeds directly into the center of town but bypasses the entire southeast quadrant. Several thoroughfares criss-cross the quadrant, but there is no obvious connection from US-1 through this quadrant to the center of town. If such a connection could be made, it would provide an opportunity to directly link US-1, the center of town and the largest potential population center in the town's jurisdiction. This link could be used to unify this large area and become the spinal extension of growth from the center of town into the southeast quadrant.

Closely connected to thoroughfare issues is commercial development. Commercial development continues to concentrate in the downtown area and along US-1. Public input repeatedly emphasized the need for more shopping and for a broader commercial tax base. Public input also showed little resistance to the commercialization of the US-1 corridor. The condition to this viewpoint is that such commercialization be managed in terms of traffic circulation, signage and aesthetic considerations. There has not been expressed nor is there seen any convincing reason to severely limit commercial development along the US-1 corridor. The central business district cannot and should not compete with the US-1 corridor, but rather should continue to satisfy niche market opportunities that take advantage of the pedestrian-oriented atmosphere that downtown offers. As other thoroughfares develop, there will be requests and needs for commercial development at major intersections. Such development should be allowed but not at a frequency that is conducive to strip development.

The economic aspects of development both influence and are influenced by the codes and requirements the town applies to development projects. The town has always been interested in affordable housing within its jurisdiction and a level of quality in any new development that contributes positively to the character of the town. Philosophically, the town's desire to not overly burden developers with requirement that cost money and to set standards of quality which positively reflect on the whole town can potentially be at odds with one another. This shifting of priorities causes confusion in the decision-making process and inconsistency in the application of requirements from one project to another.

Rather than attempt to identify and satisfy the many opinions about the economics of development, the leadership of the town should focus on the standards it believes are

necessary to build a larger community that still retains the human-scale qualities so desired and enjoyed within established sections of town. This position appears to avoid the question posed in the scope of work. However, there is no guarantee that reducing development standards substantially reduces costs to the consumer and there is evidence to suggest that reducing standards in the present ultimately burdens the community as a whole in the future. If standards and requirements are consistently applied, and if such standards and requirements help to build a more functional and human-scaled community, the costs of such standards and requirements will be accepted and will result in the attraction of residents and businesses that appreciate and thrive in a place where money is well spent.

The last issue addressed in this analysis is town character. Town character was a prominent issue in the 1987 plan. In that plan under the section entitled "Motives", the difficulty in defining character is still applicable today. However, as described in the earlier section of this report entitled "Observations", there now are more clearly recognized and identified aspects of character existing throughout the town's jurisdiction that could serve as potential "building blocks". These building blocks can lend a sense of connection to the landscape and a sense of aesthetic if they are incorporated into new development. These building blocks cannot generate clones of historic North Main Street, but they can begin to give unity and distinction to the larger town Wake Forest is becoming.

Wake Forest's character is strongly grounded in the historic sections of the town, the seminary, the downtown area, North Main Street and the rural/agricultural roots still evident in the land surrounding the town's central core. The scale, the architecture, the mature trees and the familiarity of these places all contribute to this thing called "town character". These places in town, for the most part, cannot be duplicated or physically extended into newly developing areas. Only tree-lined streets have such potential, if people are willing to plant trees reaching maturity 100 years from now. Thus, it becomes very important that the town enhance, promote and conserve these places as evidence of the town's history, as sources of pride to residents, as interesting destinations for visitors and as potential resources for community building. By enhancing, promoting and conserving these places, they will continue to impart a sense of character upon the town as a whole, and suggest to and encourage new development to respect and build upon these special qualities of the town.

The sections of the 1987 plan entitled "Invariables", "Motives", "Variables", "Philosophy", "Establishing Planning Priorities" and "Limits of Feasibility" contain information and viewpoints that remain essentially unchanged since 1987. These sections continue to serve as a foundation to the current planning process.

INVARIABLES

Invariables are those elements of land use which cannot be altered or controlled. Four principle invariable land use elements were identified. One is the rapidly expanding population. Essentially, as Wake County and the Triangle area experience growth due to an influx of people from outside the area, and if such a pattern continues as it appears it certainly will, it is an undeniable and uncontrollable fact that such population expansion will filter into all sectors of the area, including Wake Forest.

The second invariable elements if the commercialization and industrialization of the US-1 corridor and the increasing demand upon it as a primary transportation corridor. It could be argued that limitations could be placed to strictly limit new development along this corridor within the Town's jurisdiction. However, the Town has already permitted, or annexed, industrial development, thus signaling its approval its approval. Secondly, the pattern of development moving north from Raleigh has been, to date, relentless, and for purposes of this study will be considered inevitable.

The third invariable is watershed protection. Current regulations permit no more than one dwelling unit per acre in its watershed protection districts surrounding the Falls and Wake Forest reservoirs. Non-residential development is strictly limited or prohibited. This study will assume no change in these regulations.

The fourth major invariable element is the natural drainage system, consisting primarily of Richland Creek and the Austin/Smith Creek system. These creeks and their accompanying floodplains give form to the land which cannot be significantly altered. Indeed, such natural systems should be viewed as opportunities to integrate man-made land use systems into the natural framework.

Certainly, there are other variable elements such as NC 98, the physical presence of the Seminary and the historic districts which seemingly will not change within the time-frame anticipated by this study. While such elements have certainly been noted, their influence on the land planning process is minor relative to the four items outlined above.

MOTIVES

Motives are the expressions of intent by all participant involved in the land use study. Such expressions have both the effect of force and direction on the study. Four major motives have been distilled from all the groups influencing the course of this study. They are necessarily broad in scope. The first is the desire to manage the terms of change in land use development. How to manage change, obviously, is the critical question. But all parties have expressed, in one set of terms or another, that a greater degree of control over how, when and the type of land use within the Town's jurisdiction should change.

The second principal motive is to expand and diversify the tax base, particularly with respect to commercial and industrial development. This represents another form of control. The revenue associated with such development potentially enables a municipality to accumulate funds for expansion of public services. Such development also provides opportunities for employment. In terms of any land use plan proposals, the request to accommodate this motive will have the most obvious impact.

The third motive, consistently expressed, was that new development be compatible with existing developed areas. This refers primarily to visual quality and reflects the need, or want, to extend the character of the current Town structure into developing areas. The difficulty lies in the subjective definition of character and the question arises if land use plans and their accompanying regulations actually influence "character", or only instill common minimum standards of land use organization. Despite the difficulty in quantifying this motive, much less give it precise definition, its intent was consistently stated throughout the course of this study.

The final primary motive was to enhance the quality of life. This was the most often stated theme in all discussions held, yet equally the most difficult to define. In terms of land use management, quality of life, in its most basic form, meant either to encourage growth or discourage growth, depending on one's outlook. Those favoring growth of the Town linked the quality of life to the new opportunities such growth could bring. Those who did not favor growth focused on growth's negative aspects such as traffic congestion, the loss of scale now afforded by the close-knit arrangement of Town elements, higher prices for land, over-commercialization and so on. The truth undoubtedly resides somewhere in between the two viewpoints and the truth will usually be acceptable to the majority of the Town's residents. Whether either extreme viewpoint, unfettered growth or strict limitations on prohibitions of growth, can be satisfactorily accommodated is and will always be a question of debate. We have not discussed motives such as individuals seeking to gain from land planning effort, political reasoning, special interest groups or the potential motives of parties outside the sphere of this study whose objectives and actions nonetheless influence Wake Forest. Such a diversified set of motives can, in the limitations of this study, only be observed and reacted too in primarily an intuitive manner. The second difficulty with motives is that they change. To deal with this phenomena effectively, positive action, such as preparing and implementing a land use plan, must take place. Action by the municipality, in regard to land use issues, in essence forces all groups with a known diverse set of motives to respond to the municipality's action, thus placing the municipality in the role of leadership and setting the stage for productive debate.

VARIABLES

Variables are those elements in the land use planning process which can, to a significant degree, be controlled, or at least manipulated, to achieve desired solutions. In this case, there are three principle variables which can be utilized to shape land use.

There also exists one variable which, contrary to definition, is not sufficiently within control of the planning effort or the municipality's extent of influence.

The first of the three variables over which control can be exerted is land use designation. The study area contains a large amount of open or agricultural land currently designated for rural or low-density residential development. Certainly, current zoning designations should be respected unless they contrast sharply with other criteria. But other than the limitations of existing zoning, the ability to organize proposed land uses in a manner conducive to achieving desirable land use patterns is the single most effective tool in preparing a land management proposal.

The second variable is roads, particularly new or significantly upgraded thoroughfares and collectors. Roads are the links to and the backbone for all new development. The location of proposed roads is limited somewhat by land configuration, but once their alignment is confirmed, there is no greater catalyst for development. Since roads are so closely associated with the scale and pace of new development, they should be sized and located to serve a multitude of uses. Caution should be exercised in locating roads to serve immediate development opportunities without close inspection of the long-term effects to the entire spectrum of a jurisdiction - wide road network.

The third variable is regulations. Regulations come in the form of zoning codes, subdivision codes, and land use site development policies. Regulations have the greatest impact on the actual management of the changing landscape. They set standards, permit, prohibit and set limits on all facets of site and subdivision development. Together with building codes, municipal regulations stipulate minimum acceptable practice for safe and functional development and construction. Policies, which may carry the weight of a Town code, nonetheless address the attitude of the Town towards elements of community life and continued community development which cannot be adequately, humanely or realistically handled by a standard regulation. Policies establish the Town's moral character and the limits of its flexibility in dealing with an imperfect and ever-changing society. Regulations establish the baseline of required performance for land use change and development.

The variable which is beyond the Town's control is its lack of jurisdiction over at least 40% of the study area. Without such control, development can occur to standards not in line with the Town's. Land use types can be approved and developed which may be in exact opposition to the Town's land use proposals. Knowing that both Raleigh and Wake Forest are interested in certain sectors, developers can exercise a measure of choice which, in turn, could possibly lead municipal governments to negotiate for tax base with utility services offered as bargaining chips. On the other hand, the lack of jurisdictional control may ultimately not significantly influence the expansion of Wake Forest. But without question, until such territory comes under the Town's control, and as long as proposed land uses within this territory are considered important in regard to the Town's objectives, unfocused change, growth and development in this territory will obviously affect the Town and its goals.

Given that these four items outlined above are variables, they will generate the greatest amount of and most significant discussion in the study process. Also, they will be the greatest points of disagreement since, being variable, their values will vary between virtually each and every individual. The land management plan, if it is to be accepted, must find a balance of these elements which most adequately serves the multitude of opinions surrounding them.

PHILOSOPHY

The philosophies of the various parties to this process work to limit potential alternative solutions. The four primary philosophies expressed throughout this process came from the Town management, the public officials, the LUAC and the planning consultant. An entire report could be written outlining the philosophies expressed by individuals at all levels. Expressed here is only a synopsis of the collective philosophies which most limit potential solutions.

Town management was the most open-minded party to this process and least limited any potential solutions from consideration. Their most limiting philosophy, shared to a degree by the planning consultant, was the desire to implement means to enhance community life at levels far more personal and individual than the typical concerns for roads, severe outfalls and the like. The limitation imposed here is that such a moral and humane concern is exceedingly difficult to express in terms of land use planning and thus possibly limited concentration on the larger issues at hand.

Public officials, while not consistent in degree or focus, were philosophically politically oriented. This undesirable position limits potential solutions simply because facts, best evidence and professional experience and opinion do not necessarily lead to a proposal's acceptance. The viewpoint of a public official, regardless of its basis, carries as much weight, in some instances, as months of study. The difficulty in this particular process was that such viewpoints, or philosophies, especially those in opposition to proposals made, were expressed at the end of the process and not integrated from the beginning and throughout. Thus, rather than contributing to the effort, these philosophies serve only as a form of negation.

Being a body of twenty members, the collective philosophy of the LUAC was never single-minded. The most unfortunate philosophy expressed by the LUAC, albeit indirectly, was the insistence to deal with issues as if they were black or white and a refusal to extensively probe the gray of reality. This can best be demonstrated by the gradual fallout of committee members as personally important issues were not resolved or were found not to be germane to the scope of work. The most obvious example was the expression that new Town growth should be strictly limited or prohibited. When it was pointed out that this was a growth management planning process and by its very definition implied continued Town growth, a number of people either refused to attend or

lost belief in all other aspects of the process. Thus, their philosophy limited their participation which, in turn, limited their needed input and weakened the basis upon which proposal alternatives could be founded.

The planning consultant was by no means exempt from influencing the search for solutions based on his inherent philosophies. The planning consultant sought to filter solutions which ranged toward the extremes of feasibility, yet attempted to establish as much control as possible in the form of distinctive land use organizations, roadway additions and bolstered regulation. The consultant also wrestled philosophically with the perception that despite the best of land use planning efforts, actual perception of the results on the ground, the image of the relationship between environment and structures, frequently has no direct link to the land use plan. This form of self-doubt is healthy because it forces the work of thinking through, of questioning as much as time allows and of reaching solutions based on conclusions supported by experience, not solutions repetitively applied from past experience. The limitation associated with this philosophy is the perception by others that the consultant is unsure and perhaps inexperienced. This potentially results in a lack of confidence in the consultant and the loss of interest in working together to formulate a plan that works.

ESTABLISHING PLANNING PRIORITIES

In the analysis phase of the planning study, information was weighed in terms of value to the process of reaching a solution and held in comparison to other information to gain an understanding of the complexity of issues and elements which will serve as critical links within and foundations of a solution. The conclusions reached in this weighing and relating process can be stated in the form of planning priorities. These priorities can be outlined as follows:

1. Major thoroughfares should be established primarily to move traffic volumes into, out of and through the Town's jurisdiction with as little disruption as possible. Development along such corridors should be served through secondary access roads, limited median crossovers, service roads, and so on.
2. Alternative routes to US-1 and NC 98 should be established to disperse the traffic through the jurisdictional area.
3. Major roadways should be located so to logically bound residential areas and serve as collectors onto which such residential areas can readily access.
4. With the exception of major industrial or office complex development, non-residential development should be confined to transportation nodes or areas sufficiently buffered so as to insulate residential areas.

5. Limit shopping center and high - density residential development to roads of sufficient right-of-way to handle the increased traffic load.
6. Treat existing Wake Forest as a distinct unit within the larger context of the City of Wake Forest, thereby maintaining its unique character.
7. Break the remainder of the study area into distinct sectors and encourage within each sector traits of identity so to bring a tangible, humane scale to concentrations of homes and workplaces.
8. Encourage flexibility in land use designation to meet changing demands and opportunities. Address design standard flexibility and the encouragement of innovation on behalf of the Town and development community alike.

LIMITS OF FEASIBILITY

A land use management plan cannot, under the circumstances presented here, address all issues. Of particular note are housing costs, architecture, timing and sense of aesthetic. Housing costs, unless subsidized housing is actively pursued, cannot be guided or influenced by the arrangement of land use patterns or by code stipulation. While it is desirable within the scheme of community development to have available a range of housing prices to attract a mix of people to the community, the real estate market in this time and place controls the price structure, not a goal of community social diversity. Architecture represents the most visual element of new development. The best of land plans appear horribly flawed if less than attractive structures, mundane and repetitive housing tracts and shopping center shells dot the landscape. At this point, architectural controls are not feasible and their desirability is questionable. Timing can be controlled, but circumstances appear to suggest that too many timing elements are out of reach at this time. A city can control, to a certain degree, the rate of growth by utility extension timing. However, the Town, dependent upon development participation in utility construction, is probably not in a position to hold firm timing control. Further, development outside the Town's jurisdiction cannot be controlled and its timing, as well as its form and content, significantly influences the Town. Finally, a sense of aesthetic can only be wrought in broad strokes at a land planning level, primarily through suggesting a relationship between natural and man-made systems which respects and enhances both. Beyond this, aesthetics are linked intimately with what is seen. Buffers, setbacks and greenways, for example, only give lip service to the visual aesthetic and represent a minimal offering, although perhaps the only feasible one at this level of planning.

LAND MANAGEMENT PLAN

After setting priorities *in 1986*, the next step was to put such objectives to work in the form of a two-dimensional plan and written regulation/guidelines. The proposed land management plan *consisted* of the following:

1. Thoroughfare Plan (See Attachment)
2. Conceptual Objectives Plan (See Attachment)
3. Proposed Uses Plan (See Attachment)
4. Recommended Modification to the Zoning Code (Appendix B)
5. Recommended Modifications to the Subdivision Regulations (Appendix C)
6. Suggested Policy Guidelines Addressing Private Development, Town Form, and Municipal Responsibility (Appendix D)
7. Suggested Design Alternatives to Standard Development Criteria (Appendix E)

Land Management Plan Update: Recommendations

The following recommendations respond to the directions suggested by public participation, to the direction set by the staff and the town leadership, and to the consultant's analysis of this input. The recommendations are followed by a suggested means of implementation.

THOROUGHFARE PLAN

Only one change is recommended to the current thoroughfare plan. It is proposed to combine sections of Burlington Mill Road, Forestville Road and Franklin Street into a new thoroughfare called, for purposes of the plan, Wake Forest Boulevard. This proposed boulevard bisects the southeast quadrant where the greatest increases in population can be expected. It is a direct connection from US-1 to downtown Wake Forest. It would serve as an alternate entrance into the center of town from US-1 and would help to alleviate congestion on US-1A. This boulevard could also be used as a spine to physically extend and connect development along it while serving to unify visual character along its edges. This boulevard should be divided, should have a median of at least 30 feet, should be lined with oak trees from one end to the other, should be parkway-like in character, should have no direct driveway connections and should have a speed limit no greater than 45 miles per hour.

No other changes are recommended in regard to thoroughfares.

Implementation: Thoroughfares

The town should meet with land owners and developers with holding or interests along the proposed route of Wake Forest Boulevard to discuss the interest in and feasibility of such a project. If interest is expressed, the proposed boulevard should be presented to the North Carolina Department of Transportation for inclusion in the Thoroughfare Plan for Wake Forest. The Thoroughfare Plan should then be amended and adopted showing the new thoroughfare.

The original land use plan addressed thoroughfares in the following manner:

The Thoroughfare Plan is based upon the thoroughfare plan developed by DOT, dated March 6, 1986 and adopted by the Town on March 13, 1986. As the map shows, only minor deviation from the DOT plan has been suggested. The plan's intent has been left intact. Added to the plan are proposed collector roads of varying sections. These collectors serve as boundaries to development sectors and collect and funnel traffic to major thoroughfares. Their pattern also suggests a secondary set of routes to common destinations, thereby providing alternatives to motorists and dispersing traffic loads throughout the road system.

Collector roads may well qualify, at a later date, for thoroughfare status and thereby qualify for financial assistance for their construction or improvement. Such designation, if and when made by DOT, would be based on traffic volumes, development patterns and pace of development. The location of all proposed thoroughfares or collectors is approximate and subject to change as opportunities for road construction present themselves or land use patterns significantly change so to warrant different alignments. The relocation, deletion or addition of any major roadway should be given careful consideration. For example, the relocation of one major road to serve one large development could easily have ramifications throughout the rest of the Town and could negate numerous land use objectives. Thus, changing this plan should always be rigorously questioned considering its potential impact on the whole.

At the end of this report is an attachment containing recommended standard street sections. These sections suggest sidewalks on certain size right-of way, as well as tree planting easements. Refer to "Automobile Transportation" under Suggested Policy Guidelines for recommended thoroughfare buffers.

CONCEPTUAL OBJECTIVES PLAN

The original land use management plan breaks the study area into six major sectors. The sectors included Industrial, Highway Corridor, Town Center, Residential, Watershed Protection and Flexible. The objectives for each sector are outlined below. The purpose of this plan is to recognize the relative inflexibility of a land use plan which

only designates specific land uses and permits no change without negating or revising the plan itself. With the Conceptual Objectives Plan, basic land use management objectives can be accomplished under, perhaps, numerous sets of circumstances. The Proposed Uses Plan may well become dated rather quickly as specific land development proposals, contrary to its suggestions, are accepted. Such proposals, however, should be in keeping with the Conceptual Objectives Plan as long as it is considered valid. Indeed, significant change of the Proposed Uses Plan should only occur after rigorous analysis of the extended ramifications. The Conceptual Objectives Plan is the broad outline of the Town's view of its ultimate form and sets the stage for private and public negotiation for the most acceptable means to bring this conceptual image into reality. The Proposed Uses Plan goes one step further and more specifically recommends an initial pattern based on all criteria heretofore discussed. The Conceptual Objective Plan is the framework; the Proposed Uses Plan is the first model. Together they constitute the land management proposal.

For the updated land use management plan, the Proposed Uses Plan has been abandoned. It has not proven sufficiently flexible or sufficiently motivating in directing land use decisions. Thus, only the Conceptual Objectives Plan has been updated.

Within the Conceptual Objectives Plan, the industrial and Flexible sectors have been eliminated. It is now obvious that light manufacturing or limited industrial development are the most likely industrial-type uses that may develop in Wake Forest. Indeed, commercial/retail development is quickly encroaching on areas once designated for industrial development. Industrial development is not being discouraged. It could potentially be accommodated in all remaining sectors except Watershed Protection.

The Flexible sector has been eliminated because all areas previously so designated have moved in a definite direction, usually residential. This commitment to a certain direction, achieved by approving a predominant land use type within areas designated Flexible, has affected all areas once designated Flexible. There are no remaining areas of land within the planning area where new development has not indicated the probable type of land use that will be the dominant use. There is, however, sufficient flexibility with the framework of the updated land use management plan to potentially accommodate diverse uses, even where distinct patterns have already started to emerge.

The specific objectives for each sector of the Conceptual Objectives Plan as *originally proposed and as proposed for the update*, are outlined as follows:

Town Center District

The Town Center District is essentially the existing historic limits of the town. This district of town is located on a ridge bounded by Richland Creek to the west and Smith Creek to the east. The town followed the routes of the railroad and US 1A. The

Southeastern Baptist Seminary occupies the center of the Town Center District. In turn, houses and businesses grew up around the seminary.

The Town Center District should be extended to an area bounded by the North Side Loop to the north and its proposed eastern extension to NC 98, 98 Bypass to the south and Ligon Mill Extension to the west. This extension could be accomplished by extending existing street grids, uniform tree plantings and massing of buildings (usually homes) to achieve a density pattern similar or slightly greater than the existing pattern. By building upon and extending the existing patterns of this area to the limits suggested, the opportunity exists to create very interesting places to live and work and to solidify the center of town as a viable and important component in the larger community.

Implementation: Town Center District

The town should encourage and promote development in the Town Center District that builds upon and extends the patterns, densities and character of existing areas outward to the limits outlined above.

Within the Town Center District lie the Southeastern Baptist Seminary and the Central Business District. Both of these have been the focus of input from citizens and elected officials. Thus, they have been addressed individually as follows:

Southeastern Baptist Seminary

The seminary is one of the town's most important assets. It is a special place that gives character and identity to the town as a whole. It is also a growing institution that contributes significantly to the life of the town. The town and the seminary should work closely together to expand and refine a relationship which has positive benefits for the entire community.

Implementation: Southeastern Baptist Seminary

The town should appoint a liaison with the seminary to identify areas of mutual interest and potential conflicts of interest. Physical expansion of the seminary and housing needs are examples where cooperation could yield significant benefits for both parties.

Central Business District

The Central Business District (CBD) as described in the "Suggested Policy Guidelines" of the 1987 plan, should be encouraged to expand south to Holding Avenue and beyond, if opportunity presents itself. Buildings should share common walls where possible. Parking should be accommodated behind buildings or along side streets.

Commercial/retail development should be allowed at all four quadrants of any intersection within the CBD. The accommodation of pedestrian movement and the development of pedestrian-oriented spaces should be a high priority for the CBD area. The collection of buildings in and the pedestrian scale of the CBD make it one of Wake Forest's strongest assets. It is and can be a destination for residents and visitors alike. Every opportunity to enhance or expand this asset in a manner that is architecturally compatible and pedestrian-oriented will increase the value of this asset.

The opportunity to incorporate housing in the forms of upper story apartment or condominiums or row house-style units should be encouraged. The CBD is potentially a wonderful and unique place to live. Such use should be fully encouraged. It is recommended that the town develop a town commons, called Centennial Park, on the Bass property fronting White and Brooks Streets. Centennial park can accommodate public events, informal social activity and serve as a "center" around which close-knit pedestrian-scale structures could be built to enclose the "commons". Such a place would further contribute to the CBD's role as a destination and broaden opportunities for social and civic interaction.

Finally, the CBD should be the prime location for a future mass transit stop. In anticipation of this, a focus for the CBD as a high-density residential/commercial/office hub is feasible and should be considered.

Implementation: Central Business District

Recent development projects have contributed valuable and compatible facilities to the CBD. However, the isolation of each such facility by parking, by buffers and by physical separation does not contribute to pedestrian oriented activity and does not promote any extension of historic architectural or land use patterns. There does not exist the means to induce by law landowners and developers to consider pedestrian scale or architectural continuity. However, two options are available. The first is simply to work with landowners and developers, before proposals are submitted for review, to present goals and explore means to achieve them. The second is to prepare a master site plan for the entire CBD, including site and architectural guidelines, that will extend the character of the historic section of the CBD, guide and encourage infill development, emphasize pedestrian scale and movement, and in pursuing these objectives create a unique and desirable core to the town that will serve the next century as well as the existing CBD has served the past.

In the original plan, recommendations for the Town Center were as follows:

Town Center (TC)

1. Encourage the Central Business District (CBD) to expand. Consider the CBD to be a commercial focus for this sector, but not necessarily for the whole of the ultimate city. Consider higher density residential within the CBD and promote services and amenities to attract and sustain it.
2. Encourage or require new development of any kind to complement the existing character of development through street tree planting, similar setbacks (or lack of same), respect to historic structures or districts and architectural reference to existing context.
3. Encourage infill development.
4. Allow limited Office and Institutional (O & I) uses to integrate into residential neighborhoods.
5. Orient place/spatial planning and design to the pedestrian scale. Undertake the establishment of public spaces, primarily intimate in scale, to complement and encourage pedestrian circulation.
6. Seek to establish the CBD, or this sector as a whole, as a cultural and social center for the greater city.
7. Seek to refurbish and put into use the soon-to-be- vacated middle school and the old mill structure.
8. Strictly limit shopping center development.
9. Maintain the framework of existing neighborhood structures.
10. Upgrade substandard residential sections, primarily in regard to basic utility and infrastructure elements. Pursue public and private cooperative means to address the issue of housing adequacy and affordability.
11. Route new roadways in such a manner as to not bisect any one cohesive neighborhood.

Highway Corridor

The original plan broke this district into two sub-districts. These sub-districts have now been combined into one. The original recommendations for Highway Corridor were as follows:

Highway Corridor (HC-1)

1. Concentrate non-residential development along US-1. Give preference to industrial and office park development. Commercial (*retail*) development should be concentrated at intersection nodes.
2. Respect established residential developments.
3. Establish thoroughfare buffer.
4. Access to development should not impair the highway's function as a throughway.

Highway Corridor (HC-2)

1. Concentrate non-residential development along US-1.
2. Allow this diverse mix to expand as a market and opportunities permit. Do not limit development to any one type unless circumstances so dictate.
3. If the new middle school is built in this sector, carefully control adjacent land uses in regard to safety, noise and the general welfare of the school children.

For the update, recommendations to modify the Highway Corridor district are stated as follows:

Both public input and the pattern of development over the past nine years strongly suggest that US-1 from the Neuse River to the Franklin County line should be allowed to develop as a linear commercial/non-residential district. The major intersections within this area and the service road frontage are both generally suitable for this purpose. All four quadrants of intersections within this area and the service road frontage are both generally suitable for this purpose. All four quadrants of intersections within the corridor can be allowed to develop commercially. Retail development, in particular, should be focused at intersections in this district. Rather than attempt to zone or limit the type of non-residential development, guidelines should be prepared and applied which unify and manage the functional and visual aspects of this corridor.

These guidelines should address plantings, buffers, lighting, setbacks, parking requirements, architecture, impervious surface limits, and use limitations. Particular attention should be given to waterways, flood plains, topography, historic properties and clusters of existing residential areas. These elements or areas should be well protected as non-residential uses begin to surround them.

Special consideration should be given to the impact of storm water runoff. Most surfaces along the US-1 corridor will drain directly into Richland Creek which, in turn, empties directly into the Neuse River. Requirements for control of runoff should be developed, applied and enforced.

A philosophical and functional approach to commercial/non-residential development along the US-1 corridor should be conceived and developed that permits intense development and which enhances rather than covers the natural and cultural features already existing. Finally, this approach should utilize design guidelines to transform a potential grab-bag of development into a well-wrapped package.

Implementation: Highway Corridor

A master plan and development guidelines for the US-1 corridor should be prepared and applied to all new development along the corridor. Such guidelines could also be applied to the 98 Bypass corridor. Commercial and retail development should be permitted at all four quadrants of any intersection within the Highway Corridor district. The encouragement of Class A industrial sites within this district should also be considered as an alternative to unrestrained commercial development.

Industrial and Flexible have been deleted.

Residential

The original recommendations were outlined as follows:

1. Density of residential development should be governed by code limitations, Town policy regarding multi-family development and housing market trends and needs.
2. In RS-a, watershed zoning restrictions and development criteria should be adhered to.
3. Respect non-residential zoning already in force.
4. Limit new non-residential development to major roads and intersection nodes. Character of non-residential development should be primarily of service-type to surrounding neighborhoods.
5. Utilize floodplains as natural breaks in neighborhoods and as greenway links.
6. Organize new park acquisitions to serve each sub-sector bounded by proposed or existing major roadways. Link this park system with pedestrian ways,

sidewalks, or greenways and tie them into the major floodplain/open space system.

7. Limit high-density development by requiring access to major roadways. *There is no need to limit high-density development. Rather, such development when proposed should be assessed according to its size, road capacity and adjacent uses. The permitting of such developments should depend on the measures taken to overcome any apparent conflicts or inadequacies of location.*
8. Planned unit developments could unify large portions of this sector and potentially lend neighborhood scale and identity.
9. Require common design elements which provide reference to the existing residential areas in other sectors such as street tree plantings, pedestrian scale and close proximity of public parks and greenways.

The update builds upon the original recommendations in the following manner:

Aside from targeted zones of commercial/non-residential development, the great majority of undeveloped land will be converted to residential development. Open spaces, cultural resources, natural resources and connections are threads that sew together the residential fabric. To continue this metaphor, if this fabric is weakly sewn together or if all artistry of stitching is forsaken and utility only is substituted in its place, the resulting cloth will be considered ordinary and expendable. It is important that the "sewing" be given a considerable amount of attention.

Places to live will make up the majority of land use over the town's jurisdiction. The town should work with great vigor to extract a sense of order out of the shotgun requests for residential development permits. A sense of order can be at least minimally achieved by connecting collector streets, by establishing pedestrian ways, by the timely improvement of major roads, and by incorporating the cultural and historical elements identified in the land use plan. By promoting diversity in the type of dwelling units that are built, a broad spectrum of people can live in and contribute to the life of the town.

The number of dwelling units per acre is an issue of significant concern. The average density at this point in time for the town is approximately two units per acre. Anything significantly above this average is viewed as suspect or at least with great care and concern. This concern centers around the anticipated impact that greater densities are perceived to bring. Such impacts can be controlled. For example, all residential projects should be served by roads suitable to accommodate the number of people living there. Natural buffers, particularly drainageways or flood plain, can be used to separate widely different groups of housing density. It is more desirable, however, to use design to incorporate rather than isolate differing groups of density. Nonetheless, there are numerous opportunities throughout developable areas to use natural barriers and/or roadways to completely separate or isolate multi-family from single-family areas.

However, even high density development is at its best when it is integrated into the total land use fabric. Architecture, site design, sensitivity to natural conditions and neighbors, and a lot of common sense can overcome the potential problems associated with variable densities of residential development.

Other than the need for road sizes which can accommodate the traffic from a multi-family development, we see no other technical criteria for limiting projects of high density or limiting their location to certain areas. For example, do people in apartments really enjoy living right next to a busy, loud thoroughfare any more than someone who can afford a single-family home? However, technical criteria does not adequately address the concern and debate over residential densities. It is an emotional issue that evokes both reasonable and unreasonable arguments over its impact on the land, to adjacent property owners and to the community at large.

We recommend that residential densities not be arbitrarily limited and that locations for multi-family developments do necessarily be isolated from other residential areas. We strongly recommend that all concerns that accompany higher densities and their location be resolved through the use of a special use permit process. Such a process would require that design guidelines and regulations be developed to establish the desired parameters of such a process.

Implementation: Residential

The town should amend its code to require a special review process for all residential projects. The special review process should focus strongly on issues of compatibility with adjacent land use, respect for privacy for existing and new residents, sensitivity to landforms, general appearance in the landscape, preservation of trees, access, traffic impacts and relation to identified cultural and natural resources.

Residential developments with densities higher than five units per acre are in keeping with ongoing changes in the housing market and can meet realistic housing needs within the Town's jurisdiction. The Town should promote and strongly negotiate for residential developments, of any density, which positively contribute to community-wide and site-specific interests. Such interests can include the need for affordable housing, changing market conditions, sound planning and design, the support of surrounding residents, and the accommodation and support of rail transit systems, to name but a few. Within the Residential districts, there will be a need and desire for commercial, office and retail development. Such uses should be accommodated, but controlled.

Such controls are suggested as follows:

Commercial/Non-Residential Development Within Residential Districts

Incidental retail, commercial and office sites not larger than ten (10) to fifteen (15) acres in size can occur where market dictates. When development occurs at intersections, the following conditions should be applied. At the intersection of two roads designated as thoroughfares on the thoroughfare plan, all four quadrants of this intersection can be allowed to be developed for commercial/retail purposes. At any other intersection outside the highway Corridor district where non-residential development would be permitted according to criteria set forth in the codes and the land use plan, commercial development should be limited to any two quadrants of an intersection. The remaining two quadrants should be given to office and institutional, residential or industrial development. Whenever commercial/non-residential development is requested or proposed, strong consideration should be given to the impact upon adjacent uses. Design should be used, in terms of both architecture and site, to blend rather than impose such uses into any given situation.

Implementation: Commercial/Non-Residential Development Within Residential Districts

Amend codes to require that all commercial and non-residential development proposals in areas other than the CBD and the US-1 corridor go through a special review process. Adopt regulations to govern development at intersections as recommended in this section. Provide for sufficient flexibility in the special use permit process to fully consider the relationship of the proposed commercial use to surrounding conditions. It is recommended that no site be rezoned for commercial use unless it is accompanied by a site plan/use type proposal.

Watershed Protection

1. Land development limited to current County or State standards, or
2. Use limited by *applicable* watershed protection codes.

No other changes to Watershed Protection are proposed.

The following five sections are entitled Open Spaces, Natural Resources, Cultural Resources, Connections and Economic Considerations. Some of the issues addressed in these sections were originally addressed in Appendix D, Suggested Policy Guidelines, in the adopted 1987 land use management plan.

If anything was clearly evident during the process of listening to people about what they think is important regarding land use planning, it was that they did not think that land use planning effectively directed change. The things they can see and experience all

contribute evidence of this ineffectiveness. Open spaces are filled with something. The distinctiveness of Wake Forest's character seems to slowly melt into the suburbanization of Wake County. Forested land is cleared away. Historical properties are forgotten or covered over. It can seem as if every tangible bit of the Town's heritage is sustainable only until someone wants to build something on it.

Thus, we propose that the physical attributes of the Town that have the potential to conserve character, to convey a sense of history, and to suggest form be elevated from the appendix of policy to the forefront of planning decision-making. The recommendations that follow are intended to give direction and impetus to a set of values that can serve as a modest foundation for decision-making. Without a commitment to such values, the opportunity to impart some degree of control over the character of change is decidedly diminished. We do not suggest that this set of values is all-encompassing or the only appropriate model for Wake Forest. However, these values have been derived from the very people who have contributed to this process.

The goal, through the introduction of these values as planning tools or objectives, is to elevate the process of land use decision-making from the strict limitations of zoning categories and code limitations to a more site-specific set of negotiated agreements that respect the economic realities of site development, the rights of landowners, the potential cultural and/or natural resources evident on the site, and the awareness of and respect given to adjacent land uses and the people who live or work there. To begin to even move in this direction, there must be a consensus that such values are important to the community and that the betterment of the community itself indeed has merit. Finally, there must be a willingness to take risks. Decision-making without risk-taking is an invitation to mediocrity when addressing issues of land use. The proposals that follow are neither drastic nor cute and fluffy, but they do require all parties involved in land development to move beyond the confines of zones and codes.

Open Spaces

Parks, schools, golf courses and cemeteries all act to conserve open space. Each of these contribute to the stability of the town's pattern of land use. Existing parks, schools, golf courses and cemeteries should be conserved and managed for both function and the visual qualities they lend to the town as a whole. New such places should be encouraged and developed wherever and whenever possible.

Parks

Parks reserve open space and accommodate recreation and leisure activities. They also are stable pieces in the land use puzzle. The acquisition and development of sites which not only serve recreation and leisure purposes, but which also secure for the

public of the future special or unique places should be a priority for the town. Such places will rapidly disappear without action taken by the public sector to acquire them.

Schools

Schools are also essentially stable components of the community. All opportunities to utilize school facilities and grounds for public activities beyond their normal role should be pursued.

Golf Courses

Golf courses, like parks, are relatively stable green out-parcels in the great sea of housing. While not everyone's ideal of landscape preservation or usage, they nonetheless hold open and put to use landscape and thus contribute positively to the perception of landscape. Further course development should be encouraged if and when proposed.

Cemeteries

Cemeteries are, with few exceptions, permanent preserves of open space. As a society, we collectively shun the use of these places for anything but their obvious purpose. However, they preserve landscape and have the potential for use, respectful use, as places for the living.

Implementation: Open Spaces

The town should seek opportunities to develop or encourage the use of these and all types of open spaces. Where appropriate, public access and joint use of such places should be developed. The town should recognize the value such places impart on the character of a community and consider them a critical component of the land use pattern of the town.

Natural Resource

The town has regulatory authority to control the effects of development on two significant natural resources. The first is the system of waterways, drainageways, flood plains, wetlands and ponds located throughout the jurisdiction. The second is the large mature trees that grace streets and properties throughout town.

Waterways, drainageways, flood plains, wetlands and ponds contribute to the image, identity and character of the town. The major creeks and their major branches should be used as conservation and pedestrian corridors.

One hundred year flood plains should be preserved. Buildings of all types and paved surfaces, except for road crossings, should be discouraged in the 100-year flood plain.

Wetlands should be preserved in accordance with state and federal regulations.

Drainageways should be utilized in their natural state as buffers, where feasible, between units of development to separate differing types, densities, etc.

Ponds should be preserved where feasible and incorporated into new development as features or amenities. They are a link to the history of the land.

The town, land owners and developers should work together when flood plains, greenways, wetlands and ponds are present on any given site to determine fair and economically-viable solutions that preserve such resources, open them to access in some cases, and enable the land owner or developer to achieve their economic goals through such mechanisms as increased densities or intensities of development outside of areas to be preserved.

The second significant natural resource is exceptional trees. Groves and rows of significant mature trees were identified in the less developed rural sectors of the town's jurisdiction. These trees have been mapped as resources worth preserving. These trees should be integrated into patterns of change rather than cleared away to accommodate change.

Implementation: Natural Resources

The 100 year flood plain of all major creeks in the town's jurisdiction should be preserved as greenways. A greenway master plan should be developed to identify exact locations and desired corridor widths of such greenways and to guide town acquisition and development.

Town codes should be amended to prohibit or discourage building and paving in the 100 year flood plain, except for road crossings, by providing incentives such as density bonuses, clustering, and design flexibility. Town codes should, if they do not already, reference federal wetland protection laws as the law of the town.

Wetlands should be mapped and sufficient transition area provided around them to preserve their integrity.

Town codes should be amended to require the use of natural drainageways, whenever feasible, to serve as natural buffers between areas of differing densities, land use types, etc.

Preservation of woodlands and existing tree cover should be promoted and encouraged at every opportunity. New development should be encouraged or required to conserve the existing tree cover as much as possible.

The town should also more actively pursue the planting of trees along public roads and in public properties. For street tree plantings, emphasis should be placed on oaks or other long-lived desirable trees. Tree plantings that begin to mature in the next 50 to 75 years should be recognized as necessary to provide the tall green canopy so enjoyed in established sections of town.

A Cultural and Natural Resources Commission should be established to address the identification, preservation, restoration, integration and/or adaptive use of such resources into the ongoing patterns of change and development.

Cultural Resources

Historic properties, points of high elevation, significant sites and silos are examples of cultural resources that should be used to both preserve and develop the land use fabric in newly developing areas.

Historic properties tell many interesting stories about the town. The historic district on North Main Street, the Mill Village, and the downtown are all well-known. Lesser-known historic sites in outlying areas are not as substantial, but they can contribute to the character and quality of the land use fabric and to the knitting together of the larger community.

High points are landforms and thus not usually considered cultural resources. However, it is the potential uses of these high points that gives them cultural attributes. There are several significant high points throughout town that offer some interesting possibilities. From the high point along Jones Dairy Road, a clear view of the seminary church steeple reaching above the trees is clearly evident. From the Rogers Road high point, an unlimited view toward the horizon to the southwest is simply wonderful. These high points are places to see and be seen. They could be sites for churches with steeples, for light towers which visually punctuate the town, and as places where people can visually grasp the extent and the beauty of their community.

Significant sites are properties of such exceptional character that they should be conserved as public places. At least two sites, the OK Joy Farm on Harris Road and the Gill-Shearon and James Macon Farms along the Neuse River, are such places.

Silos are reminiscent of the agricultural history of the town and the rural character so appreciated but rapidly disappearing. Several silos exist in the town's jurisdiction. They should be preserved as cultural resources and as landmarks.

Implementation: Cultural Resources

A Cultural and Natural Resources Commission should be established to address the identification, preservation, restoration, integration and/or adaptive use of such resources into the ongoing patterns of change and development. These resources should be mapped and routinely considered in regard to any proposed land use changes.

Connections

Connections are physical and visual links which encourage and accommodate movement through and around town, and which identify the limits of and destinations in town. These connections are collector streets, pedestrian walks, overviews and outlooks, gateways and rail transit depots. Collector streets that cross thoroughfares and subdivisions would ease congestion on thoroughfares, would enhance alternative and emergency access, and would dilute the isolation of neighborhoods so prevalent now as seen in dead-end subdivisions. Dead-end neighborhoods demand greater use of cars, inhibit pedestrian movement, and resist the physical and perceptual knitting of community into a larger whole.

Greenway trails and sidewalks should be developed in both new and existing sections of town. Frequent links to greenway trails from neighborhoods and roads should be made. Greenway trails and cross-ridge connections via sidewalk should be well-identified. Sidewalk or pedestrian ways should be built along all collectors and thoroughfares, along the US-1 service road, and along the 98 Bypass.

Overviews and outlooks should be developed at points of high elevation so that as many people as possible can enjoy the opportunities of looking across the valleys, of seeing church steeples in the distance, of seeing a far horizon, of glimpsing downtown from two miles away, or of comprehending the span of the town as it tolls along beneath the canopy of trees.

Gateways mark the moment of transition from one jurisdiction to another. All of the roads entering the jurisdiction from the south and southeast could take advantage of stream crossing as an entry point, or gateway, into town. Signage, natural features, tree plantings and elements such as stone walls, reminiscent of those found at the seminary, could be used to identify entry into the town.

The rail transit depot location shown in the revised land use plan mapping is a possible site along the existing rail line to access the proposed Triangle regional mass transit system.

Implementation: Connections

The town should prepare a collector street system plan and then implement it in association with all new development. A sidewalk plan should be prepared and coordinated with a greenway plan to serve as a comprehensive pedestrian circulation plan.

Gateways should be developed at all major entryways into town. Signage should be coordinated with a greater wayfinding system.

A wayfinding system should be developed and implemented that directs people to and informs them about interesting destinations throughout the town.

In regard to rail transit, the town should actively participate with regional organizations interested in developing a mass transit system and should encourage patterns of development that will justify such service to the town.

Economic Considerations

Economic considerations include development costs borne by the developer, development costs passed along to the consumer, development costs borne by the town, costs to maintain the public portions of development and the costs to improve areas already developed. In the 1987 plan, it was noted that mediocrity is expensive, that quality is always cost-effective and that society fares only as well as it fares for those with the least. The town must establish the level of quality that it believes in and can consistently support over time. The town should continuously make more desirable the places where those with the least reside. The town understandably focuses on new development, but disregard for existing developed areas will diminish the town as a whole. The town should not hesitate to set any standards for development it believes will contribute to the quality of life for its residents and to the quality of the environment as long as such standards are consistently required and implemented.

Implementation: Economic Considerations

Hold annual reviews with representatives from the community and development community to discuss needs and concerns regarding existing and proposed neighborhoods and developments of any type. Identify cost associated with development and upgrading of existing areas and determine how town standards can be most efficiently accomplished.

It is suggested that section of town ten years old or older be divided into logical geographic units and that upgrades to each unit be pursued on an annual basis. This upgrading should not be confused with general maintenance and repair, but rather should be a true investment in building the quality of the community. Such upgrades could include sidewalks, greenways, public places, new tree plantings, and so on.

PROPOSED USES PLAN

The Proposed Uses Plan has not been revised for the updated land use management plan. The reasoning, stated earlier, was even foreshadowed within this section. This plan was to be updated annually. Ten years have passed since the first version was adopted.

The Proposed Uses Plan is the first model of potential land use scenarios developed under the guidelines of the Conceptual Objectives Plan. It is straightforward in its presentation of proposed locations for land use types, shopping centers, parks and greenways. Parks and greenways are depicted to show approximate intent and radius of service, rather than a specific site.

The one untraditional element in this plan is the Optional Land Use category. Areas so designated are suitable, as suggested by the Conceptual Objectives Plan, for a variety of uses and no reason was seen, even if this is a model to arbitrarily choose one land use type over another. To prove suitable for this designation, the area must be outside the Town's current jurisdiction. In each Optional designated area, at least two land use types, represented by the letters R (residential), I (industrial), O (office) and C (commercial) are suggested. The first letter shown is the preference recommended in this model. The second letter is the secondary choice, but nonetheless appropriate to the model. If the range indicates Industrial to Residential, all land use types are potentially appropriate, but the first letter indicates the recommended use for this mode. When such Optional designated land comes into the Town's jurisdiction, a singular land use designation must be established and the Optional category removed. Until such time, no rigid, arbitrary parameters influence these areas and market conditions can influence their use without significantly jeopardizing the land use management effort. The validity of this approach was verified with the League of Municipalities before carrying it to this point.

Without question, a plan such as this cannot and will not satisfy everyone. It is a plan intended to give direction and momentum to the Town's ongoing land use management effort. The Proposed Uses Plan should be reviewed and updated not less than annually, the Conceptual Objectives Plan and Thoroughfare Plan not less than once every two years. Also realize that the plans do not stand alone. Plans, codes, subdivision regulations, policies and, to a lesser degree, design alternatives, which represent an open mind to change and the future, must work together to form an effective land use

management tool. Like the initiation of any management process, a process influenced and operated by dozens of people and one which potentially influences thousands more, there is a period of time in which the tool, or process, and the operator become familiar with and respect the limitations of the other. This plan, as a significant step forward, must endure these trials before proving its worth.

Recommended modifications to the Zoning Code and Subdivision Regulations can be found in Appendices B and C respectively, Suggested Policy Guidelines in Appendix D and Suggested Design Alternatives in Appendix E.

DATA BASE MANAGEMENT

No revisions or additions to data management were included in the scope of the update.

In order to facilitate long-term land use management planning, regular data collection efforts should be initiated and maintained. Project mapping for site and subdivision plans submitted to the Town should include standardized reductions of the approved plan for eventual incorporation into the Town's base mapping. Land values, both tax and market, should be charted and maintained. Traffic counts on all major roadways should be regularly recorded. When computerized management of land use data becomes feasible for the Town, the following information should be accumulated and stored:

1. Geographical Data Base
 - a. Survey monuments/Geodetic Control Points
 - b. Rights - of - way
 - c. Parcels (Property Lines)
 - d. Parcel Centroids
 - e. Shorelines and Topographic Features - Planametrics
 - f. Annotation (Street Names, Map Titles, Legends)
 - g. Map and Parcel Numbers
 - h. Assessment Numbers
 - i. Utility Building Numbers
 - j. Site Addresses

2. Land Use Data
 - a. Zoning Data
 - b. Land Use Classifications
 - c. Soil and Slope Indicators
 - d. Wetland Areas
 - e. Parcel Areas

3. Facility Data

- a. Fireflow Model (Water Utility)
- b. Storm Drainage Facility Inventory
- c. Hydrant Locations
- d. Access Roads (Private Roads, Major Driveways)
- e. Sewer Network
- f. Water Network

CONCLUSION: MAN AS THE MEASURE

When I look back at the “simple test” approach to the conclusion for the initial land use plan, I recognize that this was too dramatic and risked seeming trite. Nonetheless, when it finally gets down to its central point - that of the need for judgement and a concern for things more closely related to our humanity - it is in keeping with the people who have spoken up, who have tried to convince us that their community is important to them and that the current set of tools seems to take apart rather than skillfully craft the place in which they work and live.

In 1987, the plan recommendations were concluded as follows:

A simple test:

Perceptual Capability

1. At what distance can a man with normal sight read a six - inch tall letter?
2. What are the frequency limits of human hearing?
3. What levels of light and sound are damaging to the human body?
4. What are the limits of human sensitivity to temperature and pressure?
5. What is the threshold of human awareness to an aroma?

Physical Capability

1. What is the comfortable walking range / time for a man?
2. What are the limits to the human comfort range with respect to temperature and humidity?
3. What are the normal limits to his patient waiting time?
4. What is the time length of a man's interest span?
5. What is the size and configuration of a man, a woman, and a child?

Physical Needs

1. What is the minimum amount of sleep with which a human can function?
2. What are his food needs?
3. How long can he go without water?
4. What levels of air purity does his health demand?

Other Needs

1. How long can a man go without any perceptual stimulation?
2. What provisions are necessary to a sense of security?
3. Is the need for self - esteem universal or optional?
4. Is the need for group identity or acceptance universal?
5. What are the effects of age, sex, and health on all of the above questions?¹⁶

What does this have to do with land use planning? Very little. Therein lies the principal shortcoming of land use planning. Nothing in regard to planning human living is more important than the relationships of each and every individual to the environment in which he or she functions *and the organization of the built environment in such a manner that accommodates, enlivens and enriches the activity of daily living*. What a person senses and how one feels in response to these sensations is the measure of life's quality. Land use planning quantifies and organizes systems and elements of change which serve human life and guide community order. In small part, these elements offer a faint sense of quality, they hint at a visual aesthetic and force generic tokens of humane-scale design, like wisps of smoke, to be incorporated into each and every new development. I believe that planning at this scale and under the circumstances documented in this report can offer no more. Individuals must measure the environment and judge its viability. Only the collective wills of many individual judgments can alter the course of change. The Town of Wake Forest and its inhabitants choose their own course, or accept a course that the times of change bring to them. Land use planning can assist in understanding and selecting the choices. But the determination of an urban aesthetic does not emanate from the halls of the municipal government. It starts with and is measured by the individual.

This update of the land use management plan can be concluded, and reflected upon, as follows:

Conclusion: 1997

The need to give order to and manage the growth that Wake Forest is experiencing and will continue to experience is, in the broadest framework, easy to sketch out. The US-1 corridor will be lined with businesses of one type or another. To the west of US-1 and

north of the town reservoir, watershed restrictions will essentially limit development to low density residences. The Central Business District will evolve and has the potential for dramatic change. The seminary will substantially grow and utilize its property between the CBD and US-1. North Main Street will not change. The Mill Village will continue to evolve into a desirable neighborhood. South Main Street will mature in status if allowed to without major disruptions. The remaining portions of the jurisdiction will be filled with residential development interspersed with stores, offices and service-type businesses.

This pattern has very little to do with the growth of Wake Forest. It more accurately reflects the growth in population of Wake County and the Triangle area. People recognize this; it is the primary source of resentment by residents who have enjoyed the "small town atmosphere".

Wake Forest cannot, however, retain the rural fringes that have served as the setting for the small town jewel. The jewel will remain, but the setting will change almost completely. The challenge is not to resist or resent the impending changes but rather to imbue the pattern of change with a distinctive set of characteristics that reflect the history, the landscape and the value of the community.

The available "building blocks" that can be used to influence change have been identified and described throughout this report. They are the proposed Wake Forest Boulevard, natural resources, cultural resources, open spaces and connections. These are all positive attributes of the town and its extended jurisdiction that have the potential to influence land use patterns and conserve tangible links to both the landscape of the past and of the present.

These attributes cannot be fully utilized without intense and persistent effort on the part of the town. This level of effort is needed because negotiation and cooperation between the public and private sectors are necessary in order to distinguish greater Wake Forest from surrounding suburban development. Codes, regulations and maps cannot adequately address or ensure that such distinction will be accomplished.

The land use plan update identifies the most elemental areas of use and the unique building blocks that can be used to unify and give distinction to the evolving Town of Wake Forest. This broad brush of land use designation allows for considerable flexibility in the types and intensities of land use that can be permitted while focusing upon the conservation and adaptive use of those natural and cultural features that already distinguish the landscape. This land use plan update offers considerable flexibility for new development and relies on the conservation, integration and enhancement of the natural and cultural attributes found throughout the jurisdiction to give order and meaning to land use patterns.

Appendices

Appendix A - 1987:	Comments and Responses to Concerns Expressed by the Land Use Advisory Committee
Appendix A-1 - 1997:	Meeting Summaries
Appendix A-2 - 1997:	Public Input
Appendix B - 1987:	Proposed Zoning Ordinance Modifications (Deleted)
Appendix C - 1987:	Proposed Subdivision Regulations Modifications (Deleted)
Appendix D - 1987:	Philosophical Context
Appendix E - 1987:	Design Alternatives (Deleted)

APPENDIX D

Philosophical Context

The following items were part of the 1987 plan. They were not then and are not now to be considered as policy positions adopted by the Town. They were opinions and observations gathered over the course of the project and were offered so as to stimulate further discussion and considerations of issues not readily addressed by any land use plan. They are retained in this revised land use plan document as background information and because some of the issues touched upon have led to policy positions adopted by the Town.

Land Use and Economics

From the town's management standpoint, economics is the key factor in permitting, maintaining and generating revenues from land development. The amount and type of land uses permitted has a direct bearing on revenues generated through taxes. The extension of infrastructure directly relates to the cost of its upkeep. An expanding population demands more recreational and cultural opportunities. Different types of land use all have different costs associated with their development and maintenance. Residential development is and will be the predominant form of land development within the planning area and single-family development usually will be the predominant form of residential development. The following statement, prepared by the national Association of Home Builders, while lengthy, brings into focus the relationship between forms of residential development and their accompanying costs.

Residential sprawl's most obvious characteristic is its per unit consumption of land. With the supply of developable and accessible land in the nation's metropolitan areas dwindling, the proportion of land to housing costs has been rising rapidly. Between 1950 and 1980, land cost grew from 10 percent to 30 percent of new home selling prices. Should the large-lot conventional subdivision continue to dominate residential development, then that much more land will be required per unit and will hasten the upward trend in land prices.

Lot size, in turn, directly affects the cost of property improvements that are needed to support residential development. Critics of sprawl maintain that, even though improvement standards can be excessive in some communities, the basic public utilities provided to a large-lot subdivision - roads, sewer lines, and storm drainage systems - must traverse substantial distances and are generally not used to full capacity. As a result, higher construction and maintenance costs place an undue financial burden on local government in terms of public outlays and on home buyers in terms of home purchase prices and local property taxes.

Another criticism of large-lot development lies in its related environmental and energy conservation implications. By definition, large-lot development is a dispersed form of development which increases fuel consumption and driving times for everyday needs. In addition, low population density results in insufficient demand for regularly scheduled public transportation and enforces almost exclusive reliance on the private automobile. Further, road, sidewalk, and driveway surfaces are necessarily increased by large-lot development and, especially when subject to stringent subdivision standards, add to the one-time energy costs associated with the construction of property improvements. These same pavement lengths

and widths increase storm water runoff which requires additional erosion and sedimentation controls.

At a more general level, large-lot development is challenged for its effects on the aesthetic and natural resource values of the environment. While the conventional subdivision vests each home with its own private space, it frequently does so at the expense of tree cover, scenery, natural drainage ways, and outstanding topography. Land disturbance and grading, when undertaken at a large scale, can alter the natural systems and character of a site. Critics of the large-lot subdivision note that a shift away from conventional development can preserve and even enhance the resource values and residential character of a site if land planners enlist site planning techniques that are at once sensitive to both housing demand and environmental concerns.

Clearly, the long-accepted standards and practices in residential development are, in several instances, inappropriate to the conditions of today's housing market. This is not to say that the large-lot single-family subdivision should be considered an outmoded form of development, but rather to suggest that it is no longer the universal solution to satisfying a significant portion of the nation's housing demand. Accordingly, there is reason to rethink the principles that have traditionally shaped the residential environment and to move toward new development patterns that respect land as a finite resource."¹

In an article comparing residential development within different cultures, it is noted that, unlike typical cities in this country, residential sectors in other countries "consume relatively much less land for roads and the public realm in general, concentrating instead on private gardens, yet with an overall high density. Consequently, urban distances are short, walkable, and human. The modern example uses a great deal of space for roads and non-private open space and only a small portion for the private garden. There, overall densities are very low and urban distances considerable. It is difficult to walk between homes and shops or schools, which forces people to depend on the automobile. The consequences are pollution, high automobile costs per family, and very high subdivision infrastructure costs per house."²

It can be seen that costs can be measured in many ways in addition to the balance of the Town's revenues and expenses. Quality of life and respect for the land itself, while difficult to measure, are important issues which should be addressed in real, not only philosophical terms. To do so, the Town should study and experiment with required development standards as suggested, in a limited manner, in the Design Alternatives section of this document. The Town should actively seek alternative development forms and concepts and encourage the development community to utilize such alternatives.

Likewise, the Town should review the codes, but which exhibit potential in promoting quality of life in an economically efficient manner.

This is not to say that the Town should reduce or cheapen its standards. Quite the contrary, expectations of quality should increase. The Town of Columbus, Indiana serves as an excellent example of what is being proposed. There, internationally renowned architects have been hired to build structures within the community. The town is blessed in that the Cummins Engine Foundation pays the architects' fees, but tax dollars pay for construction. Irwin Miller heads Cummins Engine Co.

“It is expensive to be mediocre in this world,’ says Miller. ‘Quality is always cost-effective. The tragic mistake in history that’s always been made by the well-to-do is that they have feathered their own nests. Today we know that society does not survive unless it is generally perceived that it works pretty well for everybody.’

How responsive to the beautiful environment created by Miller are the people of Columbus? Have their lives really been transformed?

Chris Lemly, 46, has run a restaurant and catering business in Columbus for 20 years. She once studied cooking in Paris but still insists she ‘wouldn’t live or work anywhere else.’

‘Columbus is like an oasis in the cornfields,’ says Lemly. ‘It’s as though we’ve become more culturally aware almost by osmosis. The architecture even influences our children, I think, by making them aware of how important it is to take care of their community and of their physical and spiritual environment. There’s a feeling on the streets of Columbus that every person is proud to be here’³

The Town of Wake Forest is a unique community and has a distinct heritage which has given it the form and character which is much appreciated. To build upon this form and character, the Town must take the lead in encouraging forms of new development which promote quality, which prove economically efficient but not economically expedient, and which promote a measure of economic value not solely measured in revenues and expenses. When the Town’s philosophy and resources are devoted to such goals, citizens will respect their community, they will participate in its evolution and the Town will thrive and prosper because they have sought to be exceptional.

Optional Land Use

Those areas designated as being capable of supporting a range of land use types essentially are means of keeping the Town’s options open in regard to highest and best use of land given the variables of development timing, the real estate market and land

ownership. This “optional” designation will suffice as long as such land lies outside the Town’s jurisdiction. When the land is brought within the Town’s jurisdiction, a zoning category and more precise designation on the land use plan must be assigned. It is suggested that the highest of the optional designations be assigned to the area in question unless specific knowledge of one particular land use type, included within the designated range of optional uses, is deemed to be desirable and attainable based on current information.

If it becomes apparent over time that the assigned designation is not compatible with market and/or other economic indicators, such land designation can and should be allowed to change. If the Town believes that such land should be held in the highest designation assigned for purposes such as tax base enhancement, future employment opportunities, and so on, the Town should refuse zoning changes to a lower category even though there is a current demand for such like-zoned land.

The optional land use designation indicated that the Town is open-minded to a range of land development opportunities. The Town recognizes that within certain areas, time and market are the strongest indicators of highest and best land use and that the Town, through this optional designation, will not try to arbitrarily dictate land use, but allow market factors and opportunities the time to develop and mature. Once such land comes within the Town’s jurisdiction, a decision must be made to zone the land. The assigned zoning category should be the highest optional use shown on the land use plan and such use should be insisted upon until time and market prove that such development type is not feasible for this area. Then, down-zoning to a category more compatible with market capability should be a simple and acceptable procedure.

Infill Development

Infill policy primarily affects sector TC of the land use plan, or any area where existing land patterns are well established, stable in nature and which exhibit characteristics not found in new development. “Land costs are a growing component of residential and nonresidential development costs. Asking prices for the remaining vacant parcels in attractive infill neighborhoods reflect the stability of these areas and their proximity to jobs, schools, shopping, an transportation.

The high cost of infill land may be offset if local governments allow higher density development than is typically permitted at the urban fringe. Minimum per-unit lot areas are usually smaller in central cities than in the outlying suburbs, but the differences are often not enough to offset the higher city land costs. Because land prices in attractive infill locations are high, developers will seek rezoning or variances that will allow more economical use of a site. This keeps per-unit costs lower and hence broadens the affordability of housing built on the site. ”⁴

Factors Affecting Infill Potential⁵

Factor	Highest Potential	Lowest Potential
Growth	Rapidly growing population; extensive demand for new housing	No population growth; limited new household formation
Employment Centers	Strong CBD and local employment nodes; long commuting distances from the urban fringe	Weak CBD; dispersed employment centers; short commutes from the fringe to jobs
Building Conditions	Extensive investment (public and private) in neighborhood preservation and upgrading	Little investment in existing building stock or public facilities
Resident Incomes	Infill land located in a variety of neighborhoods serving many income groups.	Infill land concentrated in low- income neighborhoods
Land Prices	Shallow land price gradient from urban fringe to inner city or significant density differences to balance steep gradient	Steep land price gradient from urban fringe to inner city and little variation in land use densities
Growth Controls	Limits on outward spread of development operating regionwide	No growth guidance or coordination among jurisdictions
Availability And Costs Of Services	Developers at the fringe pay costs of service extensions and assist with school and park requirements; limited preservicing	Extensive preservicing; little in the way of impact fees charged

Tools and Techniques for Encouraging Infilling⁶

Needed Actions	Possible Incentives	Target Opportunities	Cautions
Stimulating Developer Interest in Infilling	Training programs/ seminars/publicity campaign	Outreach to builders, developers, and realtors through professional associations and the news media	May have to go outside the region for speakers who have had success with infilling
	Parcel files; information on prototype projects	Comprehensive, or only for special uses (multifamily, industrial)	Needs careful staff supervision
	Design competitions	For scattered small lots; for large areas offering unique opportunities	Needs volunteers to serve on review committees and needs funds for prizes
Removing Obstacles Created by Government	Reform of staff review procedures	Small-scale projects	Must assure adequate citizen participation
	Elimination of unnecessary hearings	Projects requiring variances or special use permits	Requires cooperation of many city departments and staff members
	Reducing delays in project review	Creation of ombudsman or expediter	All projects; or just those involving assisted housing or employment generation
Removing Obstacles Created by Government Correcting excessively high or inappropriate standards	Reexamination of code provisions; encouragement of performance-based requirements	All infill projects; could also be important in redevelopment and rehabilitation	May encounter resistance from city staff, building trades, or neighborhood groups; results will not be immediately visible

Needed Actions	Possible Incentives	Target Opportunities	Cautions
<p>Removing Obstacles Created by Government</p> <p>Improving zoning balance (not enough multifamily land; over zoning for industrial use)</p>	<p>Comprehensive review of zoning map and/or regulations</p>	<p>Citywide or in designated neighborhoods as part of the neighborhood planning process</p>	<p>May encounter resistance from neighborhood residents and property owners depending on the types of changes proposed. Must be based on sound market analysis</p>
<p>Creating Neighborhood Support for Infilling</p>	<p>Inclusion in neighborhood plans of strategies for dealing with vacant lots</p>	<p>All neighborhoods (especially those with high potential)</p>	<p>Neighbors must see advantages for existing housing and businesses as well as the developer if they are to be convinced; developers must be flexible and willing to listen</p>
	<p>Project review meetings with developer in advance of official hearings</p>	<p>All projects likely to generate controversy</p>	<p>May also need to meet neighborhood groups in advance</p>

Needed Actions	Possible Incentives	Target Opportunities	Cautions
Addressing Market Weakness or Uncertainty/ Poor Area Image	Demonstration projects involving local development corporations and neighborhood interest	Low- and moderate- income neighborhoods, especially for projects providing jobs and/or increased shopping or services	Builds confidence if successful; high risk' limited expertise in dealing with risky situations
	Loan guarantees	Projects in areas with poor image but location advantages (i.e. near jobs, transit, major institutions)	Risk of unsuccessful projects requires expertise of experienced builders and banks
	"Below-market" financing through mortgage revenue bonds or industrial bond programs	Target neighborhoods and projects where special financing terms can act as a "magnet" to households or businesses who would otherwise locate at the urban fringe	Recent federal legislative limitations; need for careful market studies
	Greater attention to maintenance and rehabilitation	Low- and moderate- income neighborhoods	Concern over long-term displacement of the poor
	Visible public commitment to upgrading public work	Target neighborhoods	Resistance to targeting on a neighborhood basis
	Interim uses (parking, gardens, play areas)	Areas with established neighborhood organizations that will assume maintenance responsibility; areas with open space or parking needs	High maintenance burdens; resistance to future change

Needed Actions	Possible Incentives	Target Opportunities	Cautions
Addressing Site-Specific Problems Reducing the high cost of infill land	Land price write-down	Unique opportunity to achieve public purpose	High costs if used extensively; adverse political impacts from using public funds to subsidize strictly private projects
	Tax abatement	Definite project with committed developer	
	Leasing of publicly owned land	Varies; generally used for housing developments priced for low/moderate-income occupancy	Careful lease structuring needed to protect public interest
	Density bonuses; permitting variances from side-yards or setbacks to allow greater coverage	Mixed-use projects; projects incorporating assisted housing	Need to assure design compatibility with surrounding areas; possible opposition of neighbors
	Forgiveness of delinquent back taxes	Definite projects with committed developers	Legal obstacles in some states
	Downzoning	Areas where permitted densities do not match local housing market preferences 7	Objections of landowners
	Fee waivers	All infill projects	Fees are not a high proportion of project costs; effects are more psychological than financial

Needed Actions	Possible Incentives	Target Opportunities	Cautions
Addressing Site-Specific Problems Increasing land availability	Property tax “disincentives” - site value taxation - higher taxes on vacant land	Vacant land in marketable locations (targeting will be difficult if not impossible)	Adverse effects on vacant property owners in deteriorated areas; adverse effects– on existing buildings in “hot” neighborhoods
	Land assembly (vacant land only or vacant and under utilized sites)	Definite projects with committed developers	Expensive; legal limitations on use of eminent domain powers
	Land banking	Areas with extensive scattered parcels; high incidence of tax delinquency	Expensive; may require enabling legislation; land may not be marketable in the short run, especially in weak markets.
Addressing Site-Specific Problems Correcting infrastructure problems	Public funding of off-site capital improvements (minor street and utility extensions or upgrading)	Small-scale infilling, especially for industrial use	Reluctance of elected officials to target limited CIP dollars to new development; need for flexibility in CIP administration
	Tax increment financing	Larger projects, especially mixed use	Legal limitations in most states
	Special improvement districts	Commercial and industrial areas covering both infill and rehabilitation	Taxpayers must be willing to participate
	Greater flexibility and creativity in plan review	All infill projects	Resistance from city public works/ engineering staff to “standards”

Proposed Vacant Parcel File

Objectives

To identify residential infill development opportunities. Data Sources. Vacant parcel file taken from assessor's tax rolls. Includes those parcels with no improvements.

Coverage

Planning area of Wake Forest

Information Collected for Vacant Land

Name of taxpayer

Zoning

Front footage

Infrastructure (alleys and utilities - water, sewer, gas, and electricity)

Streets (improved or unimproved)

Geocoding

 Tax Parcel Number

 Parcel address

 Legal description

Updating

Annual

Central Business District

The work and accomplishments of the Downtown Redevelopment Corporation should be incorporated into this land use plan. The suggestions presented by the AIA Urban Design Team are also complementary to the land use plan and should be pursued. The central business district will evolve in a manner unlike any other area within the town because of its unique character and potential purpose. This unique character should continually be studied and enhanced. Sites for public facilities such as a library and a cultural center should be identified and obtained. A strong mix of uses should be encouraged for the entire area outlined as the CBD on the land use plan. Uses can be mixed on adjacent land parcels as well as within individual buildings. While accommodation for the automobile is important, the creation of spaces for people has greater potential in the CBD than anywhere else in the town and should be emphasized. Close cooperation between public and private groups to determine development patterns within the CBD and to provide funding for such development should be continued and expanded.

Limiting Land Use Segregation

Given current patterns of land use and codes which strictly outline, or limit, land use within any one zoning category, a certain amount of land use segregation will undoubtedly occur. Nonetheless, the Town should attempt to integrate land uses to the degree that customary needs of residents and work force alike are readily available within each sector of the larger context of the ultimate city. "Perhaps the worst in of zoning is that it violates an essential social characteristic of neighborhood planning, namely, that each unit must be balanced - it is the city writ small. Each unit, accordingly, must have a place for the industrial, political, educational, and domestic facilities which pertain to its special purposes. Thus the residential neighborhood must contain more than a collection of houses, in the fashion of a segregated residential zone; it should also have, as an integral part of the plan, a place for retail stores, for garages, for small workshops serving the immediate needs of the inhabitants; in short, it should be a representative human community, expressing the variety and cooperation of the larger whole of which is a part. This principle also holds true for the factory quarter. If that quarter is properly planned, it will provide not merely transportation facilities and storage but also recreational facilities for the lunch hour or for after-work sports, and it will also subserve the political life of the community by providing suitable meeting places and auditoriums for public discussion and conference. In a city designed to encompass the full nature of man the isolation and segregation of his functions must be replaced by structures designed for the whole man at every phase of his life."⁷

Good design, sensitive planning and cooperation between private development and public regulation can lead to a closer interaction of land uses while still respecting the limits of non-compatible uses and functions.

Automobile Transportation

Major corridors with designated right-of-ways 110 feet and greater should primarily serve as transportation channels whose function is to move traffic as quickly and safely as possible and with minimal stop and go interruption. To meet this objective, access onto such roads should be managed in the following manner:

US-1 - Between the intersection of 1A and the intersection of existing NC 98, no direct turning access onto US-1. If direct access onto US-1 is desired, it should be served by a service road paralleling US-1 with access points spaced a minimum of 2000 linear feet. The service road should be located behind the thoroughfare buffer. (See Thoroughfare Buffers below.)

NC 98 Bypass - Limit access to three points between US-1A and NC 98 E, two between US-1A and US-1, and two between US-1 and SR 2000 (Falls Road).

“The urban spaces of America are mostly corridors. Our streets, our boulevards, and our walks are always leading past or through to something or somewhere beyond. Our cities, our suburbs, and our homesites are laced and interlaced with these corridors, and we seek in vain to find those places or spaces that attract and hold us and satisfy. We do not like to live in corridors; we like to live in rooms. The cities of history are full of such rooms, planned and furnished with as much concern as were the surrounding structures. If we would have such places, we must plan our corridors not as channels trying to be places as well, but channels planned as channels. And we must plan our places as places.”⁸

In addition to right-of-way requirements for right-of-ways 110 feet and greater, the following buffer should be incorporated on both sides of such right - o f- ways:

Thoroughfare Buffer - An undisturbed buffer 50 feet in width in which no clearing, grading or construction is permitted. If no trees are present within the buffer area, a double row of trees, each having a minimum 2 ½ “caliper and each row having trees spaced 25 feet on center, should be planted.

All thoroughfares can serve an additional role by helping to clearly define boundaries between different units within the city. One means of establishing such boundaries is “the through-traffic avenue, planned to unite a series of neighborhood units. Instead of serving, as of old, as a river whose banks are lined with houses, such traffic arteries should be enjoined from every other use; the divorce of major highways and buildings must be complete in order to secure speed and safety for the first and freedom from congestion, danger, and noise for the second. Access roads and lanes, which filter out the traffic and finally bring it to a standstill in the heart of the residential district, will further lessen the economic waste that goes with undifferentiated streets.”⁹

Lewis Mumford offered the following observations regarding automobile transportation and planning for it. His comments should be strongly considered as Wake Forest grows, changes and attempts to maintain itself as a place for people accustomed to unlimited mobility via the automobile. Mr. Mumford suspects that “once wheeled traffic is treated as the chief concern of planning, there will never be enough space to keep it from becoming congested, or a high enough residential density to provide taxes sufficient to cover its exorbitant demands.”¹⁰ He also suggests “that when traffic takes precedence over all other urban functions, it can no longer perform its own role, that of facilitating meeting and intercourse. The assumed right of the private motorcar to go to any place in the city and park anywhere is nothing less than a license to destroy the city.”¹¹

Finally, this observation regarding the relationship between people, the automobile and planning, “It is in the relationship between auto living and pedestrian living that the problem centers. While there is a good deal of living in cars by young adults, Sunday drivers, drive-in movie and restaurant patrons, campers and trailer towers, the auto is

primarily a transportation and communication element. It stretches our lines of contact between the principal points of daily and weekly life enormously, compared to any previous period. Home, work, and recreation can now be a triangle with sides up to 50 miles long, compared to 5 for a pedestrian community. The weekend region can have a 300 to 500 mile radius for hardy drivers, compared to 25 for good walkers.

The extension of contact lines between points of principal living has eliminated the necessity, and thus made it possible to ignore the responsibility, for planning them in functional and organic relations to one another. Housing, work places, and recreation facilities need no longer be close to each other for each individual. This has produced a certain whimsical mobility in all three. We live where we please, the employer provides work where he pleases, and recreation is where we find it. Convincing and persuasive presentation of originally planned community patterns which would reduce car time (or other transit time) in getting from point to point, would establish the existence of a clear alternative to this aimless pattern. This is more than an alternative to whimsy. Without it we may all smother in smog in the last great traffic jam on the final obsolete freeway. As Albert Wohlstetter has said: There are, however, critical points at which private aims become a public concern. For example, as individuals we decide where to live, where to work, and how to travel to and from work; but without public guidance these decisions are not likely to be compatible at all. In fact they have brought about an intolerable congestion and an urban sprawl desired by no one."¹²

Diversity of People and Housing

Wake Forest is the people who live there. What lends stability and balance is a diversity of opinion, of life styles, of goals for the individual and for the community. Different levels of income accompany a diverse mix of people. If it is believed that the opinion of a person living in subsidized housing has merit in regard to community-wide decisions as well as people whose incomes allow them to live wherever they choose, then it can be agreed that housing for all levels of income should be made available. It should be important that children can afford to live in the community where they were raised without the benefit of their parents' economic support. It should be important that employees of new industrial concerns, its lowest paid employees, be able to afford to live within the community in which they work. There are many forms of work required within the community which pay only limited wages or salaries. If the work is needed, then so needed are opportunities for adequate housing, even subsidized housing if necessary. If people are expected to share work, then they must also be afforded the opportunity to share in the wealth of life. Otherwise there is no incentive to build, to help one another, or to create a community of individuals who have a stake in the betterment of the whole.

Children

Much of what is done today, the decisions made, the money spent or saved, the land preserved, the farms built upon, the roads widened, will have more impact on our children than on those currently making decisions or spending the money. To a significant degree, what is now enjoyed and appreciated with the community is the result of decisions made many years before. Hubert Jones, dean of the School of Social Work at Boston University relates the following observation. He states that he “grew up in a tough neighborhood in the South Bronx, but he found refuge in well-maintained schools, playgrounds, and public libraries. He says we are failing the city’s children by teaching them to accommodate themselves to schools that look like jails, city streets, parks, and subway stations that, for the most part, are grim, dismal, sour places to be. We, the grown-ups, have accommodated ourselves to these conditions as well. You get nothing when you demand nothing, and the less you get, the less you expect.”¹³

There is no need to accommodate ourselves to anything less than the best obtainable. If we can develop the foresight to provide for the future in the form of our children, we will be doing all we can to improve upon the present.

Parks, Recreation and Greenways

The Master Plan for Parks and Recreation, dated August 1986, should be incorporated into all land planning and development approval processes. Parks should serve both residential and industrial sectors. Parks three acres or less in size should be developed within every neighborhood as depicted on the land use plan. The number of parks depicted should be considered the minimum required. Opportunities for park and open space acquisition and development should always be sought.

Together with parks, greenways serve to link disparate elements of the town together. A “method of establishing the neighborhood boundary is by means of the park strip - a local greenbelt serving as interstitial tissue within the larger urban greenbelt. Ideally it should be possible to proceed on foot from one part of the city to another by means of such a continuous belt without having to cross, at level, a single major artery. Such belts may be independent of the major roads or may parallel them; in either case they ensure not only a foreground of verdure in the approach to important groups of buildings but also the possibility of a terminal point of green in every open vista.

Where the greenbelt is used within the city and where by municipal ownership or by zoning a permanent greenbelt is established around a city in a fashion that puts the whole countryside within ready walking or cycling distance, the need for a central park disappears. Gardens, playground, and recreation fields on a small scale will be allotted to the neighborhood unit; but for the other purposes of the park the greenbelt and the open country suffice.”¹⁴

Park and open space planning is planning for the future. It is difficult to reserve or purchase large tracts of land, require the dedication of land from new development, preserve floodplains, or simply provide play fields when the town is now surrounded by hundreds of hundreds of acres of open, rolling land. Nonetheless, the greater the foresight provided now, the better the community will prosper in regard to its wealth of public spaces as such spaces become enclosed by development.

Flat Fields

Where do people play? Not just children, but everyone? We speak frequently of ballfields, tot-lots, greenways and open space. We live in an area where a flat field suitable for games, for kite flying or whatever is rare. In public parks, such fields are frequently fenced in and their use scheduled virtually to the exclusion of the pick-up game just for the fun of it. Since homes are predominantly built on a speculative basis, few vacant lots are left within new development areas. If lots are left vacant, they certainly are not cleared and leveled.

We play in the streets and walk or jog along them. Parks serve organized recreation, but offer little for spontaneous play, especially where a field suitable for games is needed. Spaces for such spontaneous play, for children and adults alike, is needed. The Town should seek to create such opportunities within each neighborhood. Children of all ages should be able to safely walk there. There should be no more organization than maintaining a good stand of grass. Parents and children will do the rest. Just give them a flat field.

Historic Properties and Architectural Rehabilitation

The Historic Commission should continue to be a viable influence in regard to the identification, preservation and rehabilitation of structures, gardens and sites of historic prominence. The town "should not look for a single building form or tradition; rather, it is a mark of architectural vitality that each age should choose its own symbols and its own expression. Indeed, the preservation of the best of these expressions gives a link of continuity in time, and the most comprehensive scheme of demolition and reconstruction should go out its way - even at the expense of superficial unity - to preserve such buildings when they are still serviceable."¹⁵

Ready examples for such rehabilitation include, or will include, the ole mill site and the soon to be closed middle school. Homesteads and farms in areas currently outside the Town's jurisdiction should be studied in regard to historic considerations and their preservation encouraged where justified. Traditional uses of the land could also be preserved such as scaled-down versions of working farms which may then offer a recreational, as well as, cultural opportunity to link past and present.

Gateways (Benchmarks)

Identified on the land use plan are suggested areas for the Town to reserve small land parcels for planting, for signage or for any design element which could be incorporated as a benchmark indicative of the Town's growth over time. As such benchmarks are developed at the fringe of the Town's jurisdiction, they serve as gateways identifying entrance into the Town. As growth pushes beyond these gateways, these benchmarks serve as indicators of change and of the Town's development. If thoughtfully designed and carefully maintained, they can serve as a small, but identifiable unifying element throughout the Town. These small parcels of land, given a unique and readily-identifiable character, can serve as a record of change as the Town grows and matures.