



***Town Plan 2040
Comprehensive Land Use & Master Plan
“My Home Town”***

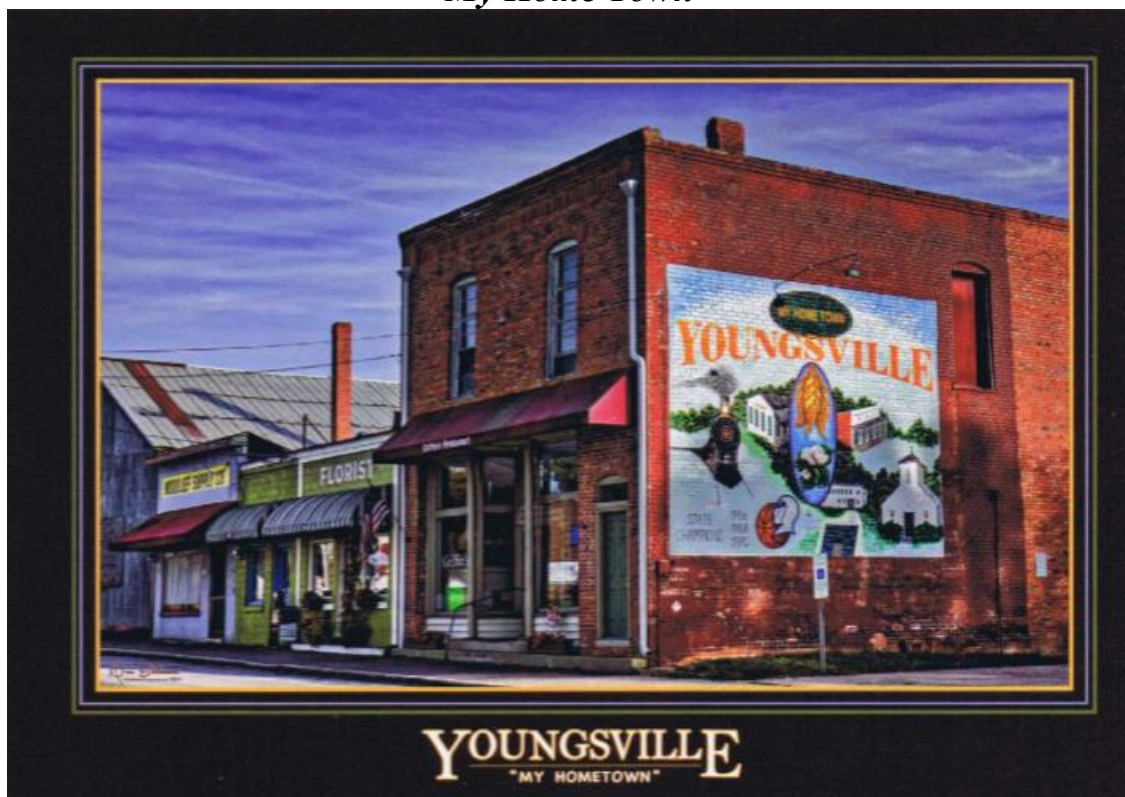


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**Adopted: March 14, 2019
Recommended by Youngsville Planning Board December 4, 2018**

Town Plan 2040
Comprehensive Land Use & Master Plan

TOWN OF YOUNGSVILLE

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YOUNGSVILLE, NC 27596

www.TownofYoungsville.ORG

Adopted by the Board of Commissioners: March 14, 2019

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1. WHY PLAN OUR TOWN?

The purpose of the *Youngsville Town Plan 2040 - Comprehensive Land Use & Master Plan* (“Town Plan”) is to provide information and perspective used to pinpoint and prioritize actions to support a resilient, self-sustaining community. The Town Plan must encourage economic opportunities, while at the same time maintaining the character and resources essential to Youngsville’s place in a vibrant, growing urban region. An up-to-date plan balancing the changing trends, environmental mandates, and the Town’s vision is essential to the success of Youngsville and its inhabitants. Information contained in the Town Plan should serve as the basis for both investment and future development decisions.

Youngsville Town Plan has been designed for regular use by citizens, businesses, investors, leadership, and agencies in making decisions affecting the future of Youngsville. This Town Plan is vital to making informed decisions that will both account for current conditions while maintaining perspective about the future when doing so. A Town Plan is the foundation of almost all capital improvement and growth decisions. ***Adoption of Town Plan 2040 is not the end; it is a consensus on where to begin!***

1.1 About Town Planning

Long term planning for the future of a community is vitally important. One tool to guide the future of a community is the planning process and adoption of a comprehensive land use plan. Part of a comprehensive land use plan is designed to provide an overview of a community’s existing conditions and physical development. The main function of the plan is to serve as a guide to a community’s future development policy. The goals of a comprehensive land use plan aim to:

- involve the community in developing a long-term vision,
- address what should be maintained or changed in the future in order to achieve that vision,
- identify future land uses in an overall community-wide context,
- identify and prioritize needed future infrastructure improvement aimed at supporting the vision, and
- provide implementation guidance as to the private and public investment strategies to realize the vision.

Part of the on-going planning process is monitoring the plan’s progress as a fluid document that should be bi-annually (every other year) refined and updated to reflect progress achieved and changing conditions. ***Planning is an ongoing process!***

1.2 Official State Policy

The State of North Carolina requires local governments to adopt a plan to be eligible for certain funding, powers and authority. The plan is to be used as an assurance to the public that local decisions are made with a perspective on the future implications of pending decisions, and to affirm that public accountability and fiscal responsibility are considered as part of the decision-making process.

Decisions made about public spending and growth can often appear centered around individuals involved and how they may benefit. By requiring decisions to be both consistent with an adopted plan and reasonable ensures that governing boards balance those individual interest with the collective interests of the citizens, property owners, and businesses affected by the outcome of a decision.

1.3 Statutory Reference

Youngsville Town Plan 2040 - Comprehensive Land Use & Master Plan shall serve as the adopted plan pursuant to [§N.C.G.S. 160A-383](#) in the planning and regulation of development.

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2. ABOUT YOUNGSVILLE

2.1. Town of Youngsville Background

2.1.1. Location

The Town of Youngsville, North Carolina is located in southwestern Franklin County, near the Wake County border, in between Wake Forest to the southwest (in Wake County) and Louisburg (in Franklin County), which is the county seat, to the northeast. Youngsville is one of four incorporated municipalities in Franklin County.

Youngsville is positioned directly adjacent to Wake Forest and Wake County in the prosperous “Triangle” region of North Carolina. It is located 22 miles north of downtown Raleigh near US Highway 1 which links the region with the entire East Coast from the state of Maine to Key West Florida.

Locally, US Highway 1A and NC Highway 96 intersect in the corporate limits of town, which places Youngsville in a prime position to encounter growth from the urban boom of nearby Raleigh. The Triangle region, which contains the cities of Raleigh and Durham and the Town of Chapel Hill, is consistently ranked as one of the best places in the US in which to live (most recently by *US News & World Report* which ranked it 13th). Accordingly, the region’s population has increased significantly in recent decades, and is projected to continue. The Triangle region consistently scores in the top ten among American cities’ and regions’ projected population growth within the next 20 to 30 years.

The [Falls Lake State Recreation Area](#) is located 16 miles to the west of Youngsville and [Hill Ridge Farms](#) located within the Town’s limits features various agritourism activities. During the fall and on Halloween the Haunted Forest at Panic Point on Cedar Creek Road is open and is also located within the town’s limits.

Notable residents include country music singer [Jason Michael Carroll](#).

2.1.2. History

The [Town of Youngsville](#) has a rich history steeped in agriculture and the US railroad industry. Originally known as “Pacific”, Youngsville was incorporated on March 17, 1875. John "Jack" Young gave land for a train depot and the town's name was changed at that time in honor of his gift. The attempt to change the name was not an easy one, taking nearly twelve years due to problems with the Post Office Department. Once incorporated, the Town began a fast-upward swing to prosperity. Farmers raised increasing amounts of cotton and tobacco and needed supplies and markets for their crops. Businesses multiplied, cotton gins and warehouses were built, and by 1900, Youngsville had become one of the largest tobacco markets in the South.

As a remaining example of Youngsville’s history, the [William A. Jeffreys House](#), an historic plantation home built between 1837 and 1842, was listed on the National Register of Historic Places in 1976, and is still standing on Darius Pearce Road southeast of Youngsville.

[The Youngsville Museum of History](#) is a 501(c)(3) non-profit organization located in the oldest church in the town. The museum is operated by the Youngsville Woman's Club, Inc. Their goal is "to preserve the old Christian Church building and the history of our community."

Information about the historic resources in Youngsville can be found in **Section 4.3 Historic Resources** of this document.



Museum of History is located within the former Christian Church on West Franklin Street.
Photo courtesy Youngsville Museum of History



Timberlake Drug Store circa 1915

Source: Town of [Youngsville History](#). Photo courtesy Dr. A.N. Corpening

3. COMMUNITY PROFILE

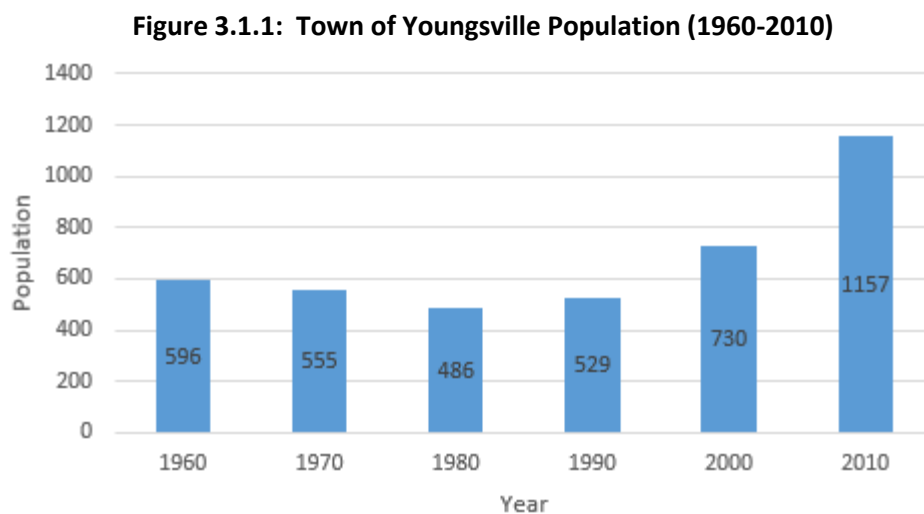
The development of a Town Plan first requires that identification and analysis of certain key growth factors be performed. The intent of the analysis is to ensure that policies contained in the Town Plan address current problems, trends, and issues facing the community, including the immediate area. The key growth factors included for analysis are discussed in several subject areas within the Town Plan. Collectively, these key growth factors summarize past and present conditions, while providing the essential yardsticks for estimating future conditions.

Figures from the United States Census Bureau *2012-2016 American Community Survey* were used in several instances in developing the Community Profile for the Town of Youngsville, as detailed in this section. Given the growth and change experienced in Youngsville since the most recent (2010) decennial U.S. Census was administered, the *American Community Survey* is considered to be the most reliable and up-to-date source of demographic data available at the local level. While the Survey relies upon a variety of demographic and economic indicators and estimating models to derive its numbers (as opposed to the citizen surveys and actual headcounts used by the Census), it is nonetheless considered to be the best source of this data when comparable Census data becomes old and out of date.

3.1 Population

3.1.1 Population Growth

According to the US Census of Population and Housing, the population of the Town of Youngsville was relatively stable between the years 1960 and 2000, fluctuating between about 400 and 600, but then experienced a surge in population in the first decade of the 21st century, fueled at least in part by several annexations and related housing starts within the newly-annexed areas. The 2000 Census population count was 730 but by 2010 the population had increased to 1,157. With a land area of 1.58 square miles, this translates to a population density of roughly 732 people per square mile.



Source: US Census Bureau Census of Population and Housing

There are indications that population increases prior to the 2010 Census are sustaining. Several development-driven annexations have occurred since the 2010 Census, and the State Office of Budget and Management estimates the 2016 population at 1,348, somewhat corroborated by the US Census Bureau American Community Survey 2017 population estimate of 1,307.

3.1.2 Population Projections

One means of providing an estimate of the future population of the planning area is to compare the population of the Town of Youngsville to the total population of Franklin County since 1960 and determine the approximate percentage of the total County population that the Town comprises. As the table below illustrates, this percentage dropped steadily and significantly from 1960 to 1990 but then increased dramatically between 1990 and 2010, returning nearly to the percentage exhibited during the 1960's and 1970's.

Table 3.1.2.A: Town of Youngsville to Franklin County Population Comparison

Year	Town of Youngsville Population	Franklin County Population	Youngsville's Population. as percentage of Franklin County Population
1960	596	28,755	2.07%
1970	555	26,820	2.06%
1980	486	30,055	1.62%
1990	424	36,414	1.16%
2000	651	46,260	1.41%
2010	1,157	60,619	1.91%

Source: US Census Bureau Census of Population and Housing

It is difficult to project the population of any planning area due to a wide variety of factors, including the degree to which the local economy will continue to respond to the end of the recession, the implications of voluntary annexations (and related residential development), and the impact of various local and regional infrastructure and development decisions (such as sewer and water extensions). However, there are five different projection methods that can be utilized to illustrate potential growth scenarios, all of which take into account recent and historic population changes during the past several decades. The results of these projections should not be considered literal but are intended to provide more of a range of likely outcomes based upon different factors variables and assumptions that can be reliably anticipated through the 2040 planning horizon year.

The first projection, utilizing the **Constant Share Method**, assumes that the Town's population will remain a constant percentage of the County's overall population. The base percentage of this estimate was derived from dividing the 2010 population of the Town of Youngsville by the 2010 population of Franklin County (1.91 percent, as illustrated in the table above). This percentage averaged 1.70 percent during the past half century.

The second projection was made utilizing the **Geometric Projection Method**, based on previous percentage increases in population from prior censuses. The base percentage

increase for this projection was derived by adding the percentage increases or decreases together for each census between 1990 and 2010 and dividing the resulting by the adjusted number of data points (three). The resulting decade change percentage was then used to estimate the 2020, 2030, and 2040 populations.

The third projection was made utilizing the **Arithmetic Projection Method**. This projection method utilizes the average total numerical increase in population over a given time period to estimate future population. The base number used in this projection was derived by adding the total numerical increase or decrease in population from each Census between 1970 and 2010 and dividing the resulting by the adjusted number of data points (four). The resulting number was then used to estimate the 2020, 2030, and 2040 populations.

The fourth projection was made utilizing the **Linear Projection Method**, applying the rate of change during the highest growth decade (2000 to 2010) and presumes that it will be sustained through the course of the planning period.

The fifth projection method – the **Dynamic Weighted Average Method** – is a variation of the Geometric Projection Method described above. It relies upon the historic percentage population change, but it also factors the changes in more recent decades more heavily than in earlier decades, to place increased emphasis upon more recent trends driving population growth and change.

Table 3.1.2.B: Town of Youngsville Population Projections (2020-2040)

Year	Constant Share Projection	Geometric Projection	Arithmetic Projection	Linear Projection	Dynamic Weighted Average Projection
2010 (Actual)*	1,157	1,157	1,157	1,157	1,157
2020	1,331	1,614	1,308	1,387	1,350
2030	1,535	2,252	1,458	1,662	1,505
2040	1,678	3,141	1,609	2,953	1,620
Increase, 2010-2040	521	1,984	452	1,796	463
Average decade increase	174	661	151	599	154

* Source 2010 actual counts: US Census of Population and Housing

These estimates are merely projections based on past trends and vary greatly due to several factors. The **Constant Share** Projection Method is based upon the projected growth of Franklin County. If the Town of Youngsville continues to sustain growth representing close to two percent of the County's population, then growth may resemble the numbers represented by this method. However, given the rapid urbanization of the Raleigh-Durham area, and the fact that Youngsville is situated just north of the Wake County line (closer to the urban edge than the remainder of the county) that may be unlikely. The **Geometric Projection** and **Arithmetic Projection** methods are not based upon County population growth, but rather on previous growth trends within the Town of Youngsville, so recent and future annexation activities might

render these projections inaccurate. The **Linear Projection** Method uses the largest population growth decade to create a metric for projection and presumes this will be sustained, therefore exhibits a greater degree of projected future population growth than all but one of the other methods. Presuming the greatest growth decade will be sustained for the next three decades could prove to be overly optimistic. The **Dynamic Weighted Average** projection takes recent population increases into account but then weights the more recent growth more heavily than growth and change in earlier decades.

Both the US Census Bureau American Community Survey and the North Carolina Office of Budget and Management conduct yearly estimates of population for years between the decennial Census, using a variety of demographic and economic factors. These are not projections of future populations but estimates of current populations for current and recent years. These numbers can be helpful in planning and financial efforts conducted at the local level. The most recent year for which state estimates are available is 2016, and the state-estimated Youngsville population is 1,348. The latest Census estimate is for 2017 and it is 1,457 for Youngsville's population. These numbers are important in considering the relative merits of the various projections discussed above, in light of the fact that the state estimate for 2016 (1,348) has already surpassed the 2020 projection developed for two of the projection methods, and the 2017 Census number (1,457) is above all but one of the 2020 projections.

What can be drawn from all of the above is that there is no "best" or "right" population projection method for Youngsville, but that all the projections and estimates point to population growth that in all likelihood will be unprecedented in Youngsville's history. In reality, growth will be driven by a number of factors many of which cannot be reliably predicted, including the future health of the local and regional economy, the extent of future annexation (and laws governing annexation), the availability of public infrastructure (including sewer and water) to accommodate new development, the health of the residential construction and real estate markets, and the nature of local land development decision-making.

3.1.3 Diversity

There are an estimated 613 occupied households in the Town limits of Youngsville. Average household size is 2.38 persons; average family size is 3.03 persons. The number of households composed of "families" is estimated at 376 (61.3%); of these, 278 (45.4%) families are made up of married couples. There are an estimated 242 families with children living at home, comprising 64.3% of the family households. Non-family households account for 237 (38.7%) of the residences within Youngsville.

Figures from the *American Community Survey* shown in Table 3.1.3 indicate a vast majority of citizens (97%) in Youngsville belonging to only one racial origin; the majority of these citizens (70.4%) are Caucasian (White). People of Hispanic or Latino origin represent just over seven percent (7.3%) of the total population (and they may report as any one of several racial origins). The percentages of citizens of African American origin represent just over twenty-five percent (25.3%). Asian ancestry was less than one

percent, while citizens of other origins or mixed race represented less than two percent (1.2%) of Youngsville's population in 2016.

Table 3.1.3: Town of Youngsville Population by Origin

Race or Ethnicity	Percent Total Population
African American	25.3%
Asian/Pacific Islands	0.2%
Caucasian (White)	70.4%
Hispanic or Latino (all races)	7.3%
Other Origin/mixed race	1.2%

Source: U.S. Census Bureau, 2012-2017 American Community Survey

3.1.4 Age Groups

The Town of Youngsville's population is spread out fairly proportionately among the different age groups, although those age groups with the largest numbers are the 25-29 and 30-34 age ranges.

"Median age" is defined by the United States Census Bureau as the measure that divides the age distribution into two equal parts: one-half of the cases falling below the median value and one-half of the cases falling above the median value. As of the United States Census Bureau 2012-2016 *American Community Survey*, the median age of the estimated 1,457 2016 residents in the Town of Youngsville was **31.7** years, compared to the US median age of 37.9. As further evidence of Youngsville's young demographic, about 61.4% of residents fall within the workforce years (age 20 through 64) compared to 59.3% nationally.

Table 3.1.4: Town of Youngsville Population by Age in 2016

Age	Population	Percentage of Total Population
0-4	101	6.9%
5-9	114	7.8%
10-14	132	9.1%
15-19	71	4.9%
20-24	94	6.5%
25-34	303	20.8%
35-44	198	13.6%
45-54	155	10.6%
55-59	78	5.4%
60-64	65	4.5%
65-74	124	8.4%
75-84	17	1.2%
85+	5	0.3%
TOTAL	1,457	100.0%

Source: U.S. Census Bureau, 2012-2016 American Community Survey

3.2 Housing

3.2.1 Homeownership

When compared with Franklin County as a whole and with the State of North Carolina, the Town of Youngsville has a significantly lower percentage of owner-occupied housing units.

Table 3.2.1.A: Homeownership Rates

Jurisdiction	% of Owner Occupied Units
Town of Youngsville	40.1%
Franklin County	72.9%
State of North Carolina	64.8%

Source: U.S. Census Bureau, 2012-2016 American Community Survey

A look at housing values in the Town of Youngsville shows a median value of \$201,100, with value distribution illustrated in the table below.

Table 3.2.1.B: Town of Youngsville Housing Values

House Value	Number of Structures	% Structures
Less than \$50,000	24	9.8%
\$50,000 to \$99,999	31	12.6%
\$100,000 to \$149,999	38	15.4%
\$150,000 to \$199,999	29	11.8%
\$200,000 to \$299,999	75	30.5%
\$300,000 to \$499,999	38	15.4%
\$500,000 to \$999,999	11	4.5%

Source: U.S. Census Bureau, 2012-2016 American Community Survey

The Youngsville median value of \$201,100 compares favorably to the median housing value of \$134,500 in Franklin County as a whole.

3.2.2 Housing Stock

Roughly half (48.5%) of all residential structures in the Town of Youngsville have been built since the year 2000. Better than half (53.3%) are single family housing, with 44.5% multi-family, and 2.1% mobile homes.

Table 3.2.2: Town of Youngsville Housing Structures by Age

Year built	Number Structures	Percent Structures
2010 or later (7 years)	64	9.9%
2000-2009 (10 years)	248	38.5%
1980-1999 (20 years)	188	29.2%
1960-1979 (20 years)	71	11.0%
1940-1959 (20 years)	23	3.6%
1939 or earlier	50	7.8%

Source: U.S. Census Bureau, 2012-2016 American Community Survey

3.3 Economy

3.3.1 Household Income

Household income calculations consist of the income of all individuals aged 16 years and older in the household. When analyzing the distribution of household income in the Town of Youngsville, most households fall into \$25,000-\$34,999 income range (20.7%), followed by the \$35,000-\$49,999 (16.8%) and \$15,000-\$24,999 range (15.7%).

Median household income divides the household income distribution with one-half of the cases falling below the median and one-half of the cases falling above the median. For households, the median income is based on the distribution of the total number of households, including those with no income. The median household income in the Town of Youngsville is \$36,583 per year, which falls below both Franklin County (\$44,272) and the State of North Carolina (\$48,256).

Table 3.3.1: Town of Youngsville Household Income by Range

Income Range	Occupied Housing Units	% of Total Population
<\$10,000	24	3.9%
\$10,000-\$14,999	50	8.2%
\$15,000-\$24,999	96	15.7%
\$25,000-\$34,999	127	20.7%
\$35,000-\$49,999	103	16.8%
\$50,000-\$74,999	88	14.4%
\$75,000-\$99,999	49	8.0%
\$100,000-\$149,999	62	10.1%
\$150,000-\$199,999	11	1.8%
\$200,000 or more	3	0.5%

Source: U.S.
Census
Bureau,

2012-2016 American Community Survey

3.3.2 Per Capita Income

Per capita income is the “mean income” for every man, woman, and child in a particular geographic area. It is derived by dividing the total income of a particular group by the total population in that group. As compared to Franklin County as a whole as well as to the State of North Carolina, the Town of Youngsville falls below both in terms of median household income and per capita income.

Table 3.3.2: Per Capita Income Comparison

Jurisdiction	Median Household Income	Per Capita Income
Town of Youngsville	\$36,583	\$21,863
Franklin County	\$44,272	\$22,394
State of North Carolina	\$48,256	\$26,779

Source: U.S. Census Bureau, 2012-2016 American Community Survey

3.3.3 Poverty Rates

The Census Bureau uses a set of income thresholds that vary by family size and composition to determine who is in “poverty”. When a family’s threshold exceeds its income, then the family and its members are considered to be in “poverty”. Poverty thresholds are updated for inflation using the Consumer Price Index. The poverty definition uses money income before taxes and does not include things such as capital gains or non-cash benefits such as food stamps. Since “poverty” is determined by the circumstances of individual families (e.g. family size, income thresholds and income), there is no single “poverty rate” for an entire jurisdiction or geographic area.

As the table below illustrates, individual and Family poverty in the Town of Youngsville is lower than for Franklin County, and for the State of North Carolina, despite the fact that – as described above – the income characteristics for Youngsville are noticeably lower.

Table 3.3.3: Poverty Level Comparison

Jurisdiction	% of Individuals under Poverty Level	% of Families under Poverty Level
Town of Youngsville	15.7%	10.1%
Franklin County	16.3%	12.2%
State of North Carolina	16.8%	12.4%

Source: U.S. Census Bureau, 2012-2016 American Community Survey

3.4 Education

3.4.1 Education Levels of Adults

Among citizens that are 25 years of age and older, residents of the Town of Youngsville appear to be more highly-educated than residents in both Franklin County and in North Carolina. Youngsville has a relatively lower percentage of residents without a high school diploma, while it has a higher percentage of residents with some college than the County and the State.

Table 3.4.1: Educational Attainment Comparison for Population Aged 25 and over

Jurisdiction	% Without High School Diploma	% High School Graduate	% With Some College	% Bachelor’s Degree or Higher
Town of Youngsville	10.5%	23.7%	40.7%	25.1%
Franklin County	16.3%	30.2%	32.8%	20.7%
State of NC	13.4%	26.3%	30.9%	29.4%

Source: U.S. Census Bureau, 2012-2016 American Community Survey

3.4.2 Public Schools

The Town of Youngsville is served by the Franklin County School District (FCS), which is a county-wide district. The town of Youngsville and its residents are located within the attendance boundaries of the following FCS schools:

- Youngsville Elementary School is located at 125 Youngsville Blvd. South in Youngsville. It offers grades pre-kindergarten through grade 5 on a modified year round school calendar format.
- Cedar Creek Middle School is located at 2228 Cedar Creek Road, immediately east of Youngsville and offers grades 6 through 8
- Franklinton High School, located at 910 Cedar Creek Road in Franklinton, offers grades 9 through 12

In addition, Youngsville Academy is a charter school located with convenient proximity to the Town. It is currently located on the Faith Baptist Church campus at 249 Holden Road in Youngsville. For the 2018-19 academic year, the Academy is offering a Kindergarten through grade 4 curriculum, with plans to grow to a full kindergarten through grade 12 program as its new facility to be constructed at 2045 Hicks Road to the east of Youngsville.

3.4.3 Colleges and Universities

Vance-Granville Community College is a state-supported community college founded in 1969. The school has a Louisburg satellite campus located in Franklin County just west of Louisburg (13.1 miles away from Youngsville). Programs offered at the school include Continuing Education, High School Equivalency, and Adult High School Diploma. High school students can also take classes there to gain college credits.

Wake Technical Community College's Northern campus opened in 2007 in Raleigh. The college offers many university transfer classes along with Workforce Continuing Education classes, Certified Nursing Assistant, Human Resources Development, and a Corporate Business Division. This campus is located 15 miles from Youngsville.

Louisburg College is a two-year private college that officially opened in 1857 and touts itself as the oldest two-year college in the nation, having evolved from the Franklin Male Academy chartered in 1787. It is located in Louisburg, located 15.8 miles from Youngsville. This institution offers curricula including humanities, mathematics, business and social sciences, and provides the ability to transfer credits to many public and private colleges.

North Carolina State University (NC State) is located off Western Blvd. in Raleigh about 25 miles from Youngsville. It is a public university and part of the University of North Carolina system. With enrollment of 34,000 students, it is the largest in the state university system from an enrollment perspective.

The University of North Carolina at Chapel Hill (UNC Chapel Hill) is located on Fordham Blvd in Chapel Hill about 39 miles from Youngsville. The first public university in North Carolina, it opened its doors to students in 1795, making it one of the three oldest public universities in the U.S.

Duke University is located on Campus Drive in Durham, 32 miles from Youngsville. It is the only private university of the three schools comprising "the Triangle", having been founded by the Methodists and Quakers in 1838. The renowned Duke Chapel is located on the Durham campus.

3.5 Workforce

3.5.1 Employment

The largest number of the Town's citizens in the workforce (persons aged 16+) are employed in the management, business and science occupations (268, or 35.4% of the 758-member workforce). This broad classification of jobs used by the American Community Survey includes business and financial operations, computer, engineering and science, architecture and engineering, social sciences, legal and community services, education and health care occupations. The second most numerous category is Sales and office occupations (173, or 22.8%).

Among the industry types used by the American Community Survey, "Educational services, and health care and social assistance" is most numerous with 204 workers at 26.9% is the largest industry. Table 3.5.1 illustrates the relationships of the various Occupation and Industry segments.

Table 3.5.1: Employment by Sector

Occupation	Number Workers	% of Total
Management, Business, Science, and arts occupations	268	35.4%
Service Occupations	138	18.2%
Sales and office occupations	173	22.8%
Natural resources, construction, and maintenance occupations	71	9.4%
Production, transportation, and material moving occupations	108	14.2%

Industry	Number Workers	% of Total
Construction	45	5.9%
Manufacturing	65	8.6%
Wholesale trade	30	4%
Retail trade	116	15.3%
Transportation and warehousing, and utilities	46	6.1%
Information	6	0.8%
Finance and insurance, and real estate and rental and leasing	23	3.0%
Professional, scientific, and management, and administration and waste management services	80	10.6%
Educational services, and health care and social assistance	204	26.9%
Arts, entertainment, recreation, accommodation, and food services	41	5.4%
Other services, except public administration	33	4.4%
Public administration	69	9.1%

Source: U.S. Census Bureau, 2012-2016 American Community Survey

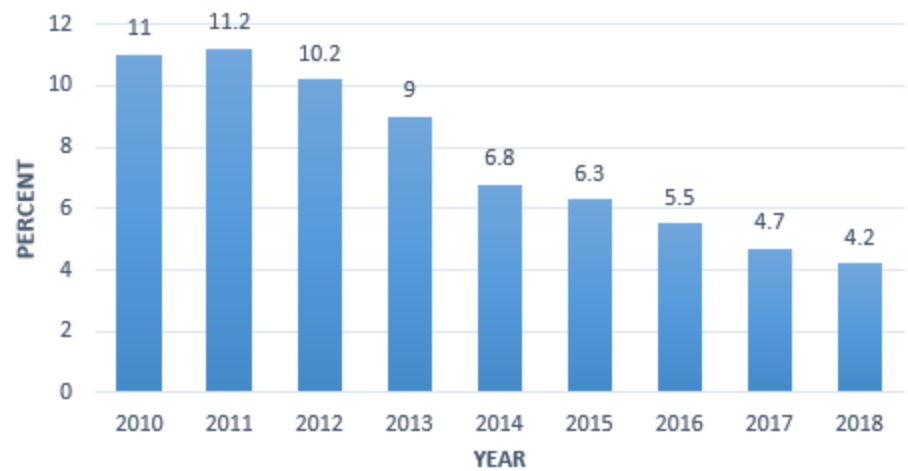
Management, Business, Science, and arts occupations remains important to the Town of Youngsville economy making up about thirty-five percent (35.4%) of its employment.

Other industries present in this area include Educational services, and health care and social assistance. Examples of this type of service include: elementary and middle schools, doctor’s offices, and Social Services. With Youngsville Elementary School and Youngsville Academy located in the town these two schools represent a visible industry in the community. There are other schools located in the county but outside the Town limits that also produce educational jobs. Jobs in the medical industry are also included in this industry grouping. There are 15 large medical centers or hospitals in the surrounding areas, meaning that employees in that field are commuting out of Youngsville for work and bringing their pay back boosting the town’s economy.

3.5.2 Unemployment

Five-year unemployment estimates for the Town of Youngsville provided by the U.S. Census Bureau show that for the most recent reported year (2016) the unemployment rate is slightly above four percent (4.2%). For the previous five years, unemployment rates in the Town have shown a steady downward trend (from 7.9% in 2012) while the number of jobs have shown a modest but steady increase of about 3.6% per year during that same time period. These slight improvements demonstrate that the Town has managed to experience the end of the recession with both job growth and reduced unemployment.

Figure 3.5.2: Unemployment in Franklin County, 2010-2018



Source: US Bureau of Labor Statistics

3.5.3 Commuting Patterns

The majority of citizens in the workforce (84.7%) drive their personal vehicles to work. However, a significant percentage of workers (8.9%) carpool, while an additional three percent (3.3%) of the workforce works from home, with no need for regular employment transportation. The combination of people walking to work and people who work from home (4.6%) may be an indicator of a number of factors, including the categories of businesses active in the community and their physical location relative to the Town's residential areas. It may also indicate the lack of affordable and convenient transportation options for some members of the workforce, or may be influenced of a perceived absence of viable pedestrian infrastructure (ie. sidewalks). It also may prove indicative of the majority of the citizens traveling into other cities or towns for work (a reported 69.1 percent of County residents are reported as working in a county other than Franklin County).

Table 3.5.3: Town of Youngsville Methods of Transportation

Transportation Method	% of All Workers
Drive Alone	84.7%
Carpool	8.9%
Public Transportation	0.0%
Walk	1.3%
Work at Home	3.3%

Source: U.S. Census Bureau, 2012-2016 American Community Survey

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3.6 Future Trends Projection - How does Youngsville prepare?

Recognizing trends and how market dynamics can and do change will enable Youngsville to position itself as a welcoming community for multiple generations looking at buying or renting a home, starting or growing a business, and finding Youngsville a good place to visit. This approach to planning reinforces the community's desire to create a place where younger people will desire to locate, while aging community members will choose to remain. A vibrant and sustainable community is one where both the new and existing home markets are attractive to future generations and allow for aging members of the community to remain in the community by offering variety of housing products in close proximity to jobs, services and events.

According to contemporary real estate experts, the "50+" real estate market is changing. In these next few years, Generation X (those born between the years 1964 and 1977) will be joining the Boomers (born between 1946 and 1963) and Matures (between 1927 and 1945), making serving the age 50+ market both a challenging puzzle as well as an opportunity for both communities and the real estate industry itself.

A recent insightful online posting on RISmedia.com (a real estate trade site) states: "For the **Mature** buyers, those born between the years 1927 and 1945, the decision to move can be an emotional and complicated process. The sense of obligation to the family home may be a burden and a comfort at the same time." The posting goes on to state: "**Baby Boomers** are savvy home buyers. They approach the transaction with high expectations and confidence. They consider the home a reflection of their lifestyle, so image and status are important. Whether they are downsizing, upsizing, or purchasing a second home, vacation home, or investment property, they know what they want and how to tell you about it." And finally, the post states: "Newbies to the 50+ group, **Generation X** stands out because of their strong need for independence and practical yet cautious approach. They take on the responsibility of gathering information and rely strongly on facts and documentation. They ask a lot of questions and don't want to get burned. They expect their home to complement their lifestyle and not the other way around."

Preparations to embrace current and projected trends are a partnership of land development and real estate industries with local government leadership. New housing construction should address gaps in the market product offering; therefore, land development specifications appearing in the Town's ordinances must be adequate to accommodate these trends. Replacing the town's antiquated zoning ordinance, adding specifications for land development which creates new streets and supporting infrastructure, and maintaining quality control over the implementation of these standards must be prioritized to protect property rights of all parties while creating common-sense opportunities that don't setup for failures in the future.

As with the housing markets, ever changing trends in consumption, product development, technology and generational shifts in personal choices/values must be considered when making decisions about commercial and other non-residential growth. This approach to planning reinforces the community's desire to create a place where younger people will desire to locate, while aging members will choose to remain. A community, where traditional values accompany craftsmanship must embrace the presence of technology in everyday life, commerce, and business. Innovation is an ever-increasing component of the economy at all levels; therefore,

must be considered in the formation of growth policy serving these innovators if we are to adapt and survive global influence on everyday life. *(Also see Sections 6 & 8 of this document).*

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4. NATURAL, CULTURAL & HISTORIC RESOURCES

4.1 Natural Resources

4.1.1 Water Resources

Water resources provide both recreational and life sustaining resources for Youngsville and the region.

4.1.1.1 Water Sports

Outdoor water sport opportunities are available within a short drive from Youngsville at the nearby Tar and Neuse Rivers, as well as at Falls Lake which is located west of Wake Forest between Wake Forest and Durham. *Also see section 6.5.2 of this document for additional information.*

4.1.1.2 Water Supply

Youngsville is within the Little River drainage basin, a tributary of the Neuse River. The Neuse River begins at the confluence of the Flat and Eno Rivers near Durham, NC. The rivers generally flow southeast and ultimately empty into the southern end of Pamlico Sound. The Little River is not a water supply watershed for Youngsville; rather local water supply resources are obtained from the Franklin County Utilities Department purchased from the City of Henderson and Town of Louisburg. The two bodies of water that source the drinking supply are Kerr Lake and the Tar River.



4.1.2 Land Resources & Geography

Land resources provide both life sustaining and recreational resources for Youngsville and the region.

Youngsville is located in Franklin County just outside of Wake County near the Town of Wake Forest. The town topography is fairly level, with a ridgeline running north-south that coincides roughly with the location of the Norfolk Southern Railroad line. This level topography historically lent itself to agricultural activity and is also suitable for future residential and commercial land development.

The [Tar River Land Conservancy](#) was established in 2000 to protect a broad range of conservation values across its service area, including farmland, forestland, wildlife habitat, drinking water resources and open space. The model involves working with willing landowners of important tracts to protect these conservation values through the creation and acquisition of conservation easements and fee-simple land acquisitions. While the primary emphasis of the Conservancy is to address land preservation issues in the eight-county Tar River basin (and its major tributaries), it has also worked in the Roanoke and Neuse River basins as they are located in the counties in which the Conservancy operates. To date, the Conservancy has successfully seen the permanent protection of 18,172 acres of land, 4,487 acres of which are located within Franklin County.

Youngsville is located within the Neuse and Tar River basins. The western portion of the Town drains by Richland and Smith Creeks through Wake Forest into Falls Lake and eventually into the Neuse River. The eastern portion of Town is drained by Little River and Crooked Creek into the Neuse River, and the northeastern portion of Youngsville is drained by Cedar Creek into the Tar River.

4.1.2.1 Agricultural

The Town of Youngsville was established as an agricultural depot for cotton and tobacco, grown and harvested in the area, and then shipped off to market. Youngsville area farmers would bring their crops to market and realized that there was increasing demand for their commodities. As time passed warehouses were built and the invention of the cotton gin helped further grow production. By 1900, Youngsville was one of the largest tobacco markets in the South. Today Youngsville is not the agriculture giant that it was back in the early 1900's but still sees some materials being transported on the CSX railroad that traverses the town and was originally utilized for the shipment of agricultural goods cultivated in the area.

4.1.2.2 Recreation

Youngsville rests in the southwestern part of Franklin County and is home to numerous municipal, county and private recreational facilities. Amenities include parks, trails, ball fields, and indoor activities for all ages. Section 4.2.1 of this document offers additional information about recreational facilities, and Section 6.5.2 of this document offers additional information about recreation as a component of the local economy.

4.1.2.3 Transportation Facilities

The [Triangle North Executive Airport](#) is a Franklin County-owned public-use airport located in Louisburg, approximately fourteen miles east of the Town of Youngsville. It serves both general aviation and military clientele.

US Highway 1 runs from Interstate 85 in Vance County down to and through Wake Forest. It runs west of Youngsville forming the western boundary of the Town's extraterritorial jurisdiction. US Highway 1 Alternate (US 1A) splits off of US 1 just north of Youngsville and runs north/south through the middle of the Town and intersects Interstate 540 in Wake County to the south. In addition, NC Route 96 runs south from Interstate 85 near Oxford in Granville County, traverses through the center of Town

(Main Street) and continues southeast to NC98, US401, and beyond. NC Route 96 serves as a major regional truck corridor.

Traffic counts conducted by the NC Department of Transportation suggest heavy use of the roadway network. US1A entering town from the north accommodates 10,000 vehicles per day (2017 counts) while NC96 through the middle of town (Main Street) sees 16,000 vehicles per day (a significant percentage being commercial vehicles). NC96 southeast of downtown accommodates 7,700 vehicles, while the un-numbered portion of Main Street to the east (Tarboro Road) experiences 11,000 daily vehicles. These counts demonstrate significant increases over time as counts contained in the 2013 *Envision Youngsville* report show about a 45 percent increase in traffic down NC96 through the downtown area between 2013 and 2017.

The CSX Railroad uses, owns, and maintains the track that bisects downtown Youngsville, and is used to transport goods and materials to local and regional destinations. While the line has low volume (reportedly two trains per day) it does serve a number of industries, including Harborlite Corporation and Southern Equipment in Youngsville, in addition to a pharmaceutical plant in Raleigh, a quarry in Henderson, and a wood chipping operation in Ridgeway. This “S line” railroad runs through Town principally as a single track in an 80-foot right-of-way, although the right-of-way widens to 200 feet in the downtown area. The railroad includes a passing siding that stretches 4,800 feet north from Franklin Street in Youngsville and has three sidings in Town located at 514 N. College Street (currently inactive), 160 Robert Blunt Drive (Harborlite Corporation) and 1801 N. White Street (Southern Equipment).

In its [*Comprehensive State Rail Plan*](#) (2015), the NC Department of Transportation documents this line as a federally-designated Southeast Corridor running from Washington DC through Raleigh to points beyond (which would require re-activation of the line north of Norlina, NC, where it currently terminates). It is also identified in a number of policy documents as a potential commuter rail line within a potential larger Triangle Region passenger commuter network, intended to relieve highway congestion on US Highway 1, with which it runs parallel.

The [*Mountains to the Sea NC Bike Route 2*](#) passes directly through Youngsville’s West Main Street and East Main Street en route to the coast. The 736 mile route serves as the main artery of the North Carolina bicycle route system (a nine-route 3,000 mile system), bisecting the state west to east, tying the mountains in the west with the Piedmont in the center and the coastal region in the east. While traversing the rugged mountains, rolling pastures of Piedmont farm country and the flats of the coastal region, it connects many of North Carolina's larger cities including Asheville, Winston-Salem, Greensboro, Durham, and Raleigh. The route begins in Murphy in the mountainous southwestern corner of the state and finishes in Manteo at the Outer Banks in the east. Other bicycle opportunities and needs of the Town have been documented in the 2015 *Youngsville, NC Bicycle & Pedestrian Plan*. *Also see section 7.2 of this document for additional information.*

With regard to pedestrian facilities, current sidewalk infrastructure in Youngsville is rather limited, found principally in the downtown area (and to a limited degree on

adjoining residential streets) and in newer residential subdivisions. It is estimated that sidewalks can be found along fewer than ten percent of Youngsville's streets. The pedestrian opportunities and needs of the Town have been documented in the 2015 [*Youngsville, NC Bicycle & Pedestrian Plan*](#).

4.1.2.4 Growth

The geography of the region Youngsville is located has traditionally created opportunities for growth beyond the Town limits. Youngsville is located within the Triangle region of North Carolina, which contains the cities of Raleigh and Durham and the Town of Chapel Hill. The region is consistently ranked as one of the best places in the US in which to live, most recently by *US News & World Report* which ranked it 13th. Accordingly, the region's population has increased significantly, as people gravitate to the three major educational institutions in the area (NC State, University of North Carolina and Duke University) for the educational and employment opportunities they offer. The Triangle region consistently scores in the top ten among American cities' and regions' projected population growth within the next 20 to 30 years.

Youngsville is geographically poised to be impacted by (and to potentially take advantage of) this regional growth within the next decade. As an "exurban" community (defined as a community located immediately beyond a metro area's current growth and development patterns) with a fairly significant percentage of its land area undeveloped, it will in all likelihood appeal to prospective residents, businesses, and real estate developers to accommodate the anticipated metro population growth during the coming decades.

4.2 Cultural Resources

4.2.1 Parks & Recreation, Outdoor Adventure, Community Outreach

Youngsville has several recreation options within the Town limits, clustered primarily in the western portion of Town. The 10.32-acre Bill and Angie Luddy Recreational Facility (Luddy Park) contains a baseball field, a softball field, and a tennis court. Youth recreational basketball is played at the Youngsville Elementary School gymnasium. The school's playfields contain two softball fields and a playground. The 1.23-acre Irene Mitchell Park is located on the corner of South College Street and West Persimmon Street across the street from the school and features a pavilion and passive recreation areas.

During its late winter, 2018 retreat, the Youngsville Board of Commissioners identified the need to invest in the development of a 25 to 50 acre community park to serve both current and future residents. The location of the proposed park has not been identified.

[Hill Ridge Farms](#) is located inside the Town Limits. This organization offers multiple outdoor opportunities for visitors from around the area. Hill Ridge Farms opens daily April through December and is a great location for families and schools to go for picnics, outings, field trips and more. They offer train rides, hay rides, and different activities on the farm.

During the fall, Panic Point Farm hosts the ["Haunted Forest"](#) in celebration of Halloween. It bills itself as the "best haunted house in North Carolina."

Youngsville's location also provides convenient access to a wide variety of outdoor recreation activities within a 10 to 30 minute driving distance of the Town. This includes activities such as hiking, biking, rafting/kayaking, fishing, and camping. Outdoor water sports are available at the nearby Tar and Neuse Rivers, as well as at Falls Lake west of Wake Forest between Wake Forest and Durham. This close proximity to natural recreation areas, along with the recreation amenities within the town limits, creates numerous options for residents and visitors alike to enjoy outdoor recreation. *Also see section 6.5.2 of this document for additional information.*

4.3 Historic Resources

4.3.1 Heritage Preservation and Tourism

There are numerous properties and institutions aimed at historic or cultural preservation, and that could be aimed at tourism. Below is a summary of a few that directly affect Youngsville, NC.

4.3.1.1 The Youngsville Museum of History

The Youngsville Museum of History is located at 120 West Franklin Street in Youngsville, in a church building previously known as The Christian Church. Franklin County assessor's records show the building was constructed in 1930 but historical records indicate that this building replaced a previous Methodist church on the site that was constructed in the 1880's and subsequently destroyed by a windstorm in 1900. The Museum features both permanent and rotating displays depicting early life in Youngsville and hosts various social functions and special events such as fundraisers, educational programs, and weddings. It is owned and managed by and is the home of the Youngsville Women's Club.



Photo courtesy Youngsville Museum of History

4.3.1.2 The William Jeffreys House

The William Jeffreys House is an historic plantation house located southeast of Youngsville on SR1101 (462 Darius Pearce Road). The house was constructed somewhere between 1837 and 1842 for William A. Jeffreys and his wife Martha Harty Jeffreys on land inherited from William's father to serve as a plantation homestead. Unfortunately, William died at age 29 and was later buried on the property. The house exhibits both Federal and Greek Revival architectural features and is listed on the National Register of Historic Places. It is currently a private home that is periodically open to the public for special events.



Undated photos above and below courtesy NCSU Libraries' Rare and Unique Digital Collections





2017 Photo above courtesy of Franklin County Assessor

4.3.1.3 Downtown Youngsville

Downtown Youngsville centers on Main Street. This two-block area is bisected by the CSX railroad tracks. While the downtown area does not contain any listed or registered historic structures or properties, it is populated by a combination of residential and mercantile structures dating from the 1910's through the 2000's, serving as one of two important activity nodes in the Town. The buildings are occupied by a healthy mix of restaurants, ice cream, coffee, beer & wine, personal service establishments such as barber shops & salons, real estate & insurance offices, gift/antique/collectable establishments, an event facility, and home improvement supply stores. Several buildings have undergone recent renovations while others – notably a former farm supply building – are currently undergoing extensive renovation.

Youngsville's (and Franklin County's) history is nicely chronicled in [A Comprehensive Architectural Survey of Franklin County](#) (2018), prepared for the Franklin County Historic Preservation Commission.



Woodlief's Supply, Downtown Youngsville, NC – Circa 1958
 Courtesy Youngsville Museum of History



Woodlief's Supply, Downtown Youngsville, NC – Circa 2003
 Courtesy Franklin County Tax Assessor



Town of Youngsville, circa 1915
Courtesy Town of Youngsville website

4.3.1.4 Architectural and Historical Resources

In 2015 the Franklin County Historical Preservation Commission commissioned the undertaking of the [*Franklin County Architectural Survey Update & Reconnaissance*](#) in order to identify prospective architectural and historical resources that may not have been previously documented. This was intended to update an earlier architectural survey conducted in the mid-1970's by the NC State Historic Preservation Office to determine whether the structures surveyed in the 1970's had been demolished, moved, or modified. It also intended to inventory other properties identified by community members or by the Historical Preservation Commission as worthy of being surveyed (a prerequisite step in the process leading to listing properties on the National Register of Historic Places and serves to screen out properties that are ineligible). The 2015 survey included a total of 53 properties within Youngsville (located predominantly within two blocks of Main Street) signifying the architectural and historical value of much of Youngsville's standing stock. While none of these properties is currently listed on the National Register of Historic Places, the information compiled by this survey can be used to make a further determination of eligibility.

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5. VOICE OF THE COMMUNITY - BUSINESSES, CITIZENS AND STAKEHOLDERS

Determining what is important to a community is critical. The information gathered through various forms of community participation will establish the foundation of the plan. The voice of Youngsville was sought by the techniques described below. This information, when summarized and ranked in order of popularity, provides the “value statements” about Youngsville. These statements provide the foundation for the preparation of goals and objectives. From these goals and objectives, the team crafted draft strategies refined for Youngsville’s needs by its elected leadership.

5.1 Community Participation – *What does our community want?*

Community participation for the initial planning process in the Summer of 2018 is a blend of two different, but integral, approaches for comprehensive outreach. First, the planning team performed a series of stakeholder interviews to gain an in-depth understanding of ‘likes’, ‘dislikes’, ‘wishes’, and ‘fears’ in the community, as well as to identify top priorities for the Town’s progression toward the future. Secondly, several group presentations with input exercises were conducted. Afterward, a public meeting was held to vet the information gathered from the stakeholder interviews and group presentation/input exercises.

There were 33 stakeholders interviewed (including business owners, residents, and elected officials), plus 11 participants from two group sessions contributing for a total of 44 persons participating in the initial contact phase, conducted during the Summer of 2018. The following sections highlight the process, results and opportunities for action.

5.1.1 Stakeholder Interviews – *How these were performed & why so extensive!*

Extensive stakeholder interviews are a great addition to any community engagement process as it gives detailed insight into the opinions and perspectives of many members of a community. What makes this process unique for Youngsville is that, due to the size of Youngsville, almost every business located in the downtown area was interviewed as part of this process. A random sample of business owners would have been too small to gain valuable information, so the business community was interviewed, on a one-to-one basis, to fully flush out the main content to be highlighted in Youngsville’s plan for the future. In addition to business owners, Town staff, elected officials, and two civic groups were also interviewed.

This outreach process spread good will throughout the Youngsville community early in the process enabling word-of-mouth insight for this initiative and better community understanding for growing their town. These interviews focused on the community and did not obtain proprietary information about the businesses.

While attempts to reach all businesses were made, there are likely several home-based or e-commerce businesses that were not identifiable. Additionally, a very small number of businesses chose not to make time available to participate; however, often voiced their concerns when approached. These concerns coincidentally were very consistent with the information gathered from participating businesses.

Finally, the vast majority of the interviews were conducted within the places of business. During this month-long endeavor, the interviewers traveled on foot in order to gain a more comprehensive understanding of the physical characteristics and local context of the community layout, conditions of infrastructure, and numerous other valuable insights of Youngsville. The “guys on foot” were often seen all over Youngsville, increasing awareness of the Town’s commitment to become deliberate in the future decisions affecting businesses, citizens and visitors.

5.1.2 Summary of Interview Results – *What our community said!*

Since the interviews were conducted in person, the survey questions were not distributed ahead of the interview, improving the spontaneity and therefore the quality of the results. The results obtained were “first impressions”, including both the passion and emotion often shared when meeting face to face.

The interview responses were categorized and grouped separately for each of the five questions asked:

- What do you like about Youngsville (present)?
- What do you dislike about Youngsville (present)?
- What wishes do you have for Youngsville (future)?
- What fears do you have for Youngsville (future)?
- What should be the #1 priority for Youngsville moving forward?

The responses were then cataloged for ranking purposes enabling the results to be summarized graphically. The following pages illustrate the responses in order of their respective frequency rankings.

This interview process had an additional benefit as it allowed determination of whether or not the proprietors of the businesses interviewed resided within the Town limits. The planning team determined that of the 34 business interviewed, about a third (32%) of the proprietors (11 of 34) were residents of the Town, while 2/3 (68%) or 23 of the 34 interviewed were not. This determination is critically important to note, since many businesses may often have as much or more invested in a town as an average resident. Since these individuals are not residents and therefore are ineligible to vote in the local municipal elections, this process offered an opportunity for the business community’s voice to be heard in greater numbers than may be represented by either local member-supported business organizations, or by election results.

The final rankings indicate **‘Plan for Growth’** (26%) as the 1st priority. This strong priority to plan for growth encouraged the emphasis on the subject in Section 7 – Infrastructure and Section 8 – Planning and Development, of this document. The new unified development ordinance (UDO) being prepared at the time of adoption of this plan will address this 1st priority while balancing the second highest response to the question “What wishes do you have for Youngsville” which was to ‘Preserve the Small Town Feel.’

The 2nd ranking priority, **‘Address Traffic Concerns’** (19%) as a 2nd priority. This concern for traffic is addressed in Section 7.2 – Transportation Network, of this document.

Considering the combination of the 1st ranking priority of ***‘Plan for Growth’*** and the closely related 2nd priority ranking of ***‘Address Traffic Concerns’*** adds up to 45% of overall response to the ranking priority question, the community is showing support of growth with an enlightened awareness that with growth comes traffic that must be managed.

The 3rd ranking priority, ***‘Downtown Business Retention’*** (17%) among stakeholders finished very close to 2nd place. This category of survey interview result highlighted the opinion that the community values downtown businesses. Since the majority of interviewees are downtown business owners, this may indicate that business owners are mindful of challenges of maintaining a successful business, perhaps due to forces outside of their control. Such sentiments appear in related interview answers to the question, ‘What do dislike about Youngsville?’ which led to answers including, traffic (37%), poor communication between the Town and businesses (10%), and lack of parking (7%). Reinforcing the priority for downtown retention was also reflected in responses to the question, ‘What fears do you have for Youngsville?’ with an answer category that rated as the number three fear entitled, ‘Deserted Downtown (18%).’

The 4th ranking priority, ***‘Citizen Safety’*** (14%), was listed in the context of pedestrian safety downtown as well as a couple of responses with the same answer yet without relating specifically downtown nor limited to the safety of only pedestrians.

The 5th ranking priority, ***‘Attract New Businesses’*** (5%), acknowledged the need to grow and/or provide the types of businesses that currently do not exist in Youngsville. One respondent stated that the Town needs to be careful not to attract the wrong types of businesses. Several answers throughout the survey specified the desire for small sized business with no mention that indicates a preference for large national retailers.

The 6th ranking priority, ***‘Preserve Small Town Feel’*** (5%), surprised the interviewer since the number one answer to the question, ‘What do you like about Youngsville?’ scored as the overwhelming answer at 57% and the number two answer to the question, ‘What fears do you have for Youngsville?’ was met with the answer, ‘Outgrowing the Small Town Charm’ at 22%. Therefore, this ranking category in 6th place warrants greater attention to address than the 5% response to this question in the priority question.

The following priority rankings, 7th through 12th, could be considered individually, however it is important to note that all six categories were directly related to the Town’s Board of Commissioners. Priority rankings, 7th through 12th, combine their individual percentages for a total of eight (8%) percent of the total interview responses to the question of Youngsville’s “1st priority”. Therefore, the six categories should be considered as a group and receive heightened attention. These topics, all related to the Town of Commissioners, are addressed in sections 5.2.7 through 5.2.10 of this document.

The 7th ranking priority, ***‘Town Board Puts Things Off’*** (2%), indicates concern the Board either does not take action or does not convey an implementation schedule the community has access to or understands.

The 8th ranking priority, ***'More Cohesive Projects'*** (2%), provided the response and elaborated it appears there are multiple projects in various states of disrepair which could be addressed by raising awareness of the Town's Capital Improvements Plan (CIP) FY 2018-2023 and subsequent planning timeframes.

The 9th ranking priority, ***'Bigger Town Board'*** (2%), expressed a desire to expand the number of Commissions on the Town Board.

The 10th ranking priority, ***'Easier Governing Board Relationships'*** (2%), indicated a need to enhance communication or provide easier access to the Town Board of Commissioners.

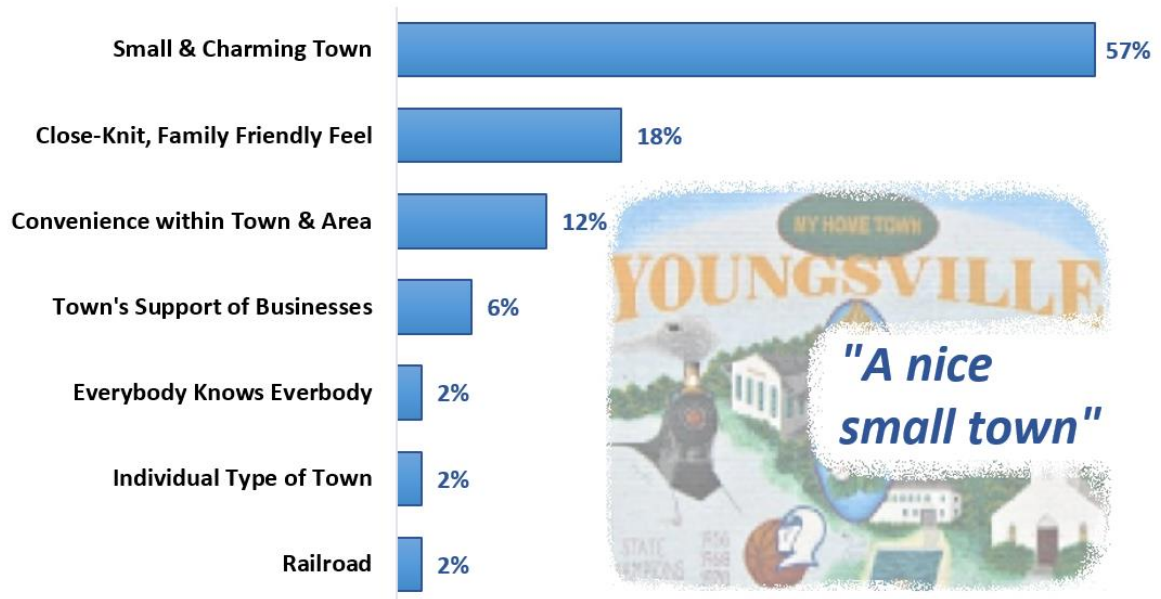
The 11th ranking priority, ***'Synergy Among Downtown Business Owners'*** (2%), emphasized a positive awareness that businesses working together would be more successful when working together to pursue positive improvements.

The 12th ranking priority, ***'Hospital & Health Care'*** (2%), expressed a desire to improve the availability of medical services in Youngsville.

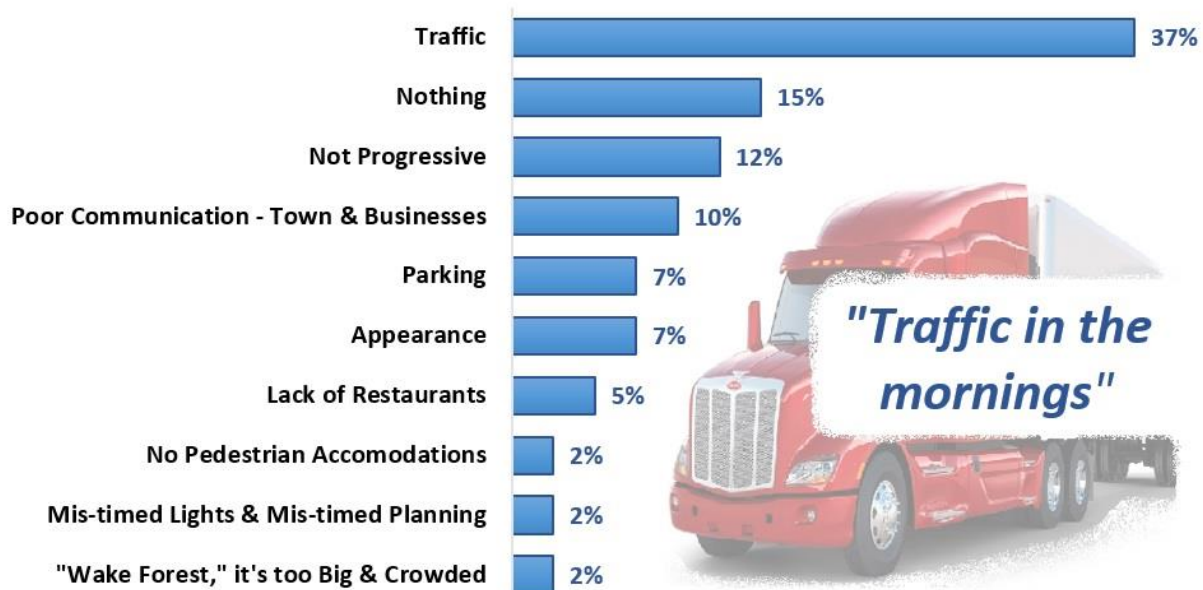
The following graphics (pages 31-33) illustrate the responses to the five (5) survey interview questions.

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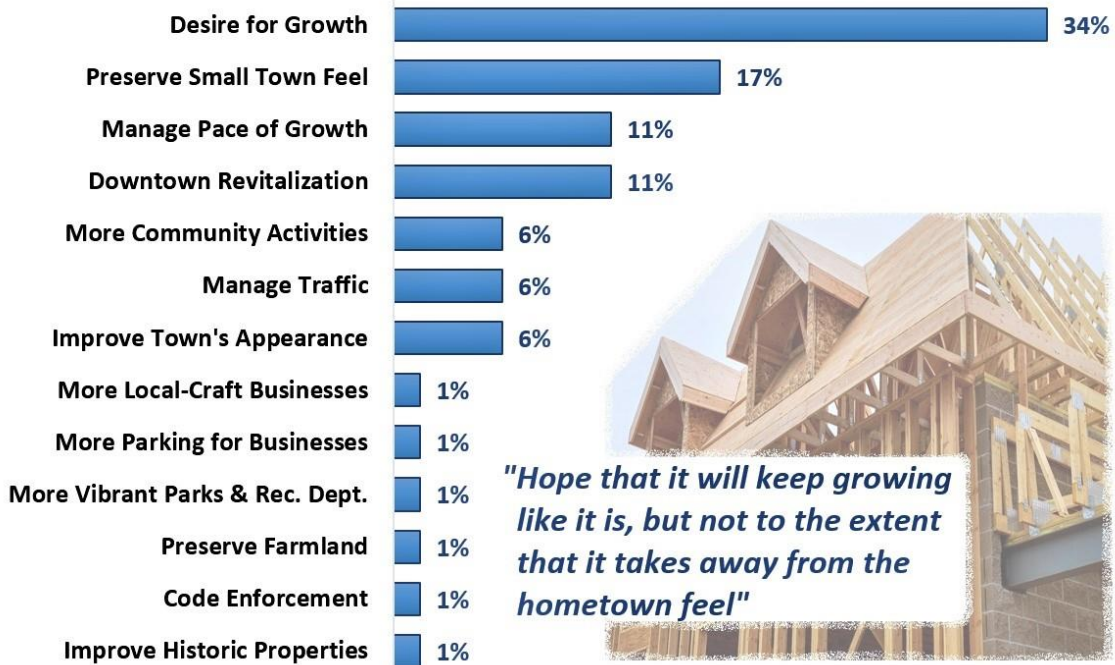
What do you like about Youngsville?



What do you dislike about Youngsville?



What do you wish for Youngsville?



What do you fear for Youngsville?

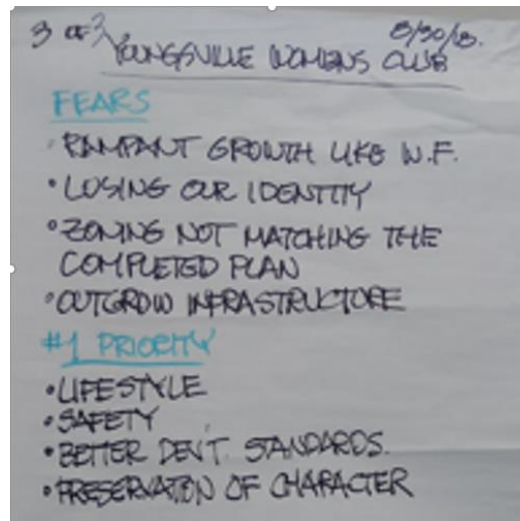
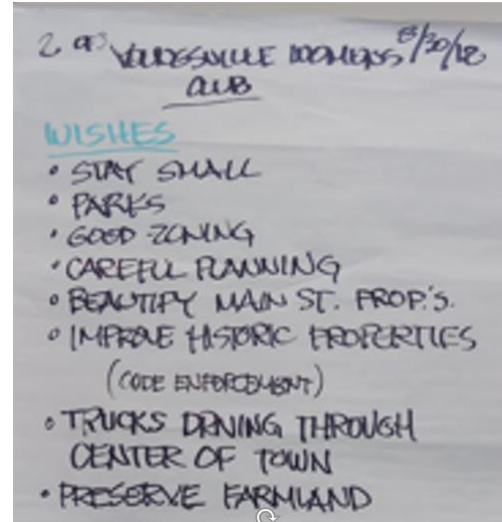
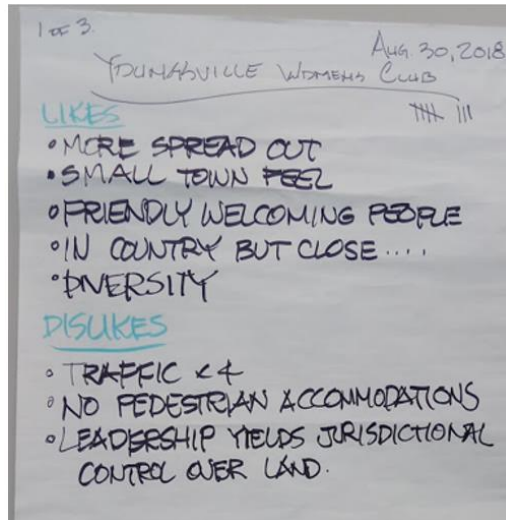


What should be the #1 priority for Youngsville moving forward?



5.1.2 Community Meetings

Group exercises were conducted with members of the Youngsville Women's Club and the Youngsville Kiwanis in order to introduce the planning process and to seek first impressions about the community's present and future. The input from these participants is included in the summary data on pages 31-33 to illustrate the responses to the five (5) survey interview questions.



5.1.3 Social Media Platform

Social media applications (Facebook, Twitter, Instagram, Snapchat, etc.) have become commonplace. Ninety percent of Millennials (adults born between 1982 & 1998) use social media on a regular basis, along with 77% of adults born between 1966 & 1981. Baby Boomers' use of social media has tripled since the year 2010, and 35% of those aged 65 and older report using social media regularly.¹ Social media has revolutionized the way we communicate with each other (just as the telephone once did) and has become a vital means of interaction between individuals, organizations, and communities.

Local governments are using social media for outreach to constituents, for transparency in their operations, and to increase citizen participation. Common uses of social media include crime prevention and police assistance, emergency alerts and severe weather updates, local activities and event registrations, construction updates and road closings, advertising job openings, public service announcements, and announcements of town Board of Commissioners and advisory board meetings. However, local governments increasingly find social media to be more than just a means of disseminating information, and see it as a way to help staff, citizen advisory groups and elected officials make better decisions, broaden community engagement and improve the public discourse, and ultimately to increase trust in government.²

Development of a social media platform for the Town of Youngsville is essential for continuing this outreach. A platform (consisting of the most popular applications) will allow the Town to communicate with its residents, businesses, and landowners on a frequent and 'real time' basis. For the Land Use Plan, a social media platform can be a powerful Community Participation tool as well as a cornerstone of the public relations strategy recommended in 5.2.1.2 Objective 2 (Strategy 3). By using social media, the Town can reach large segments of the populace. Draft documents, meetings and other information can be posted on the Town's website and linked from the Town's Facebook page allowing for immediate access by citizens. In addition, Facebook and Twitter could be used to gain valuable public input via posts and tweets. For example, a post can be drafted to read, "What new businesses would you like to see in Youngsville?" Residents and non-residents can respond as if they were attending a public workshop. After adoption, the Town can use social media to build support for implementation of the Town Plan 2040. As a tool for citizen engagement, the Town's social media platform can help the *Youngsville Town Plan 2040 Comprehensive Land Use & Master Plan* remain fresh and in the forefront of this dialogue, becoming a 'living' document to help Youngsville achieve its goals.

¹ Pew Research Center, <http://www.pewinternet.org/2015/10/08/social-networking-usage-2005-2015/>

² Institute for Local Government, <http://www.ca-ilg.org/social-media-strategies>

5.1.3.1 Strategy: Develop a consolidated Social Media Platform representing the Town of Youngsville

Below are near-term action steps the Town of Youngsville can take to build its social media platform and widen its digital footprint. The [International City Management Association](#) has a wealth of resources to assist the Town in this endeavor.

1. ***Designate a Town employee as the official social media coordinator.*** This person could be a part-time employee devoted exclusively to the Town's platform (including the official website) or a full-time employee with social media as a collateral duty. The social media coordinator would work closely with all Town departments to provide current information to the public. Following are the most immediate priority tasks recommended for the Town's social media coordinator.
 - a. ***Complete the Town website and fill in missing content.*** Update outdated and missing content throughout the website, especially in key areas.
 - b. ***Improve search engine optimization and functionality.*** The Town website could be better optimized for what users are searching for through some keyword optimization and better use of alternative text tags in the images. This would also improve the accessibility of the site. The only terms yielding search results are those actually found in existing headings and content. .
 - c. ***Open new social media applications as soon as possible.*** The Town should open [Twitter](#), [Instagram](#), [Tumblr](#), and [Snapchat](#) accounts as soon as possible. Even if posts are infrequent in the beginning, opening accounts now would ensure that the Town can claim the appropriate and authorized 'handles' (e.g., @townofYoungsvillenc, etc.) and create topical and relevant hashtags (e.g. #visitYoungsvillenc, etc.)

5.2 Goals-Objectives-Strategies

The objectives and strategies appearing under each goal appear in priority rankings based upon the number of public comments. These may be pursued as deemed appropriate by the Town, its citizens and businesses.

5.2.1 Goal 1: **PLAN FOR GROWTH!**

5.2.1.1 Objective 1: **Harness the eminent northward growth of metro-Raleigh while managing growth.**

Strategy 1: *Encourage development first in areas where existing infrastructure and convenient proximity to Town services are already provided.* The first wave of metro-Raleigh's continuously expanding business market into Youngsville will be conscientiously directed through the future land use plan and zoning map in areas where utilities and services are already provided. The new unified development ordinance (UDO) being prepared at the time of adoption of this plan will address the community's 1st priority to grow while balancing Youngsville's top response that the community values: Youngsville's small town feel.

5.2.1.2 Objective 2: **Have a good plan and ordinances so projects achieve the mission of the plan.**

Strategy 1: *Adopt Town Plan 2040 to change Youngsville into a successful partner in the future growth and re-development of the Town.* Establishing a clear vision and the action steps to achieve the goals established by the Town is the first task toward a bright future. (See section 8.5 of this document.)

Strategy 2: *Adopt new ordinances establishing the standards and specifications for ensuring that new development and re-development are consistent with Town Plan 2040.* The replacement of antiquated ordinances with relevant modern development standards will establish Youngsville as a leader in western North Carolina in proactively seeking to refresh its self into a 21st century community. (See section 8.5 of this document.)

5.2.2 Goal 2: **ADDRESS TRAFFIC CONCERNS!**

5.2.2.1 Objective 1: **Reduce heavy truck traffic in the core Downtown area traveling NC 96.**

Strategy 1: *Identify alternatives to preserve the natural flow of motorist through the core Downtown area while redirecting heavy truck traffic along a more suitable route.* Establishing a clear alternative route for heavy truck traffic that may take more time, rather than less, to avoid negatively impacting commerce brought by motorist. The necessity to cross the railroad in an alternative location may impact cost depending

upon the method of crossing. Consideration for traffic safety and impacts on neighborhoods must be given the highest priority in meeting this objective.

5.2.2.2 Objective 2: Improve traffic safety at intersections with US 1.

Strategy 1: *Continuing participation with the Capital Area Metropolitan Planning Organization (CAMPO) to facilitate regional highway planning and design beneficial to Youngsville.* Maintaining a continuous presence in the CAMPO organization to participate in decisions and collaborate with other jurisdictions sharing the US 1 corridor will ensure our voice is heard in an effective manner. As upgrades and enhancements to US 1 as a major thoroughfare and highly strategic transportation corridor are considered, our input into such decisions will make a difference to both the safety of the traveling public and impact on commerce.

5.2.3 Goal 3: DOWNTOWN BUSINESS RETENTION!

5.2.3.1 Objective 1: Support existing businesses and encourage additional businesses to help Youngsville’s businesses remain successful.

Strategy 1: *Ensure Town regulations encourage growth and expansion of businesses.* The Town will write the new UDO to recognize existing types of businesses and address challenges they have expressed that may inadvertently limit their full potential. Local businesses interviewed in the summer of 2018 expressed concern of the lack of parking, restaurants, pedestrian accommodations and citizen safety. The UDO will be written to effectively respond to procedural concerns business owners expressed during interviews to improve communication between the Town Board of Commissioners and businesses by providing clear steps throughout various development review processes.

Strategy 2: *Create a vehicle-based services and repair district to allow for clustering of such services.* During stakeholder interviews involving the vehicle-oriented service and repair businesses, the clear message to the Town’s leadership was not to target them for being a problem, but to establish clear rules for their businesses and allow them to succeed under these new rules when applied fairly.

The new unified development ordinance (UDO) being prepared at the time of adoption of this plan will establish a unique district. The proposed “Vehicle Services & Repair District” or VSR, will establish standards and specifications for addressing the concerns experienced with business establishments which are vehicle-based service, motor vehicle repair, and storage of disabled motor vehicles. This district should be used in strategic locations as these existing or new businesses serving these needs seek additional space. This strategy is intended to turn a perceived problem into an opportunity for Youngsville’ businesses serving local citizen needs.

Strategy 3: *Improve the appearances and building conditions.* During stakeholder interviews several proprietors voiced concerns about the condition of vacant buildings in Youngsville. One proprietor stated “*Main Street building owners need to keep them looking good even if they are vacant, to cleanup Main Street.*” The significance of this

consensus among business proprietors indicates a high level of pride in the community and the need to ensure that business investments are protected from decline by property owners neglecting their properties.

As part of an earlier project to prepare new ordinances, the consultant was also required to provide contemporary nuisance abatement ordinances compliant with current North Carolina enabling legislation. These draft ordinances were adopted and are being enforced by the Town.

Strategy 4: *Improve way-finding throughout the Town to enhance the visitor experience.* Local directional signage will help guide the visitor to the concentration of shopping, services, accommodations, and food/beverage businesses in Youngsville. (Also see section 6.8.2.2 of this document.)

Strategy 5: *Attract motorist from the US Highway 1 into Youngsville's business districts.* Establish a relationship with local chamber of Commerce or equivalent business group to secure strategic signage on US 1 for "Logo Board" advertising to attract travelers to local businesses. Provide clear concise information on special signage designed specifically to capture attention of non-local travelers. Logo style signs/billboards will get the message out about choices and where to immediately exit US 1. (Also see sections 6.8.2.1 of this document for additional information.)

5.2.4 Goal 4: CITIZEN SAFETY!

5.2.4.1 Objective 1: Pursue design and installation of safe and attractive pedestrian amenities in downtown Youngsville.

Strategy 1: *Install bump-out curbing at intersections to calm traffic, reduce length of pedestrian crossings, and provide shade and landscape opportunities.* Main Street is the primary vehicular route through Youngsville. To improve pedestrian safety and enhance convenience for downtown employees and patrons, the Town will continue to plan projects to improve pedestrian safety. Installing pedestrian crossings at intersections and adding streetscape enhancements such as plantings and landscaping will improve the pedestrian environment along Main Street between College and Cross Streets.

Strategy 2: *Retrofit access behind Main Streets downtown businesses to provide safe, convenience and attractive access for downtown employees and visitors.* Pursue design and funding options to retrofit rear service alleys with parking, lighting, sidewalks, and landscaping pedestrian/service between College and Cross Streets running parallel to Main Street. These functional and visual enhancements will create an intimate pedestrian oriented corridor experience that interconnects with the traditional street network yet establishes a pedestrian experience unique to the region. (See the Downtown Core Area Plan for illustrative concepts of this proposal.)

5.2.5 Goal 5: **ATTRACT NEW BUSINESSES!**

5.2.5.1 **Objective 1: Adopt regulations that attract new businesses balanced with higher development and code enforcement standards.**

Strategy 1: *Ensure the new UDO encourages investment in Youngsville while improving the appearance of Town.* During stakeholder interviews in the summer of 2018, respondents expressed concerns about the need to improve the Town's appearance. Another concern expressed asked for improved code enforcement. During development of the UDO, the Town Board and businesses will be engaged to discuss whether there is support to integrate architectural design standards and enhanced enforcement requirements in the new UDO. Also see section 8.5.1 of this document for additional information.

5.2.5.2 **Objective 2: Foster growth in local-craft businesses.**

Strategy 1: *Adopt UDO regulations responds to challenges associated with expanding and attracting local craft businesses.* Restaurants, artisan specialty shops, and entrepreneurs producing products high in craftsmanship within close proximity to each other will generate interest and establish Youngsville as a destination. Ensure the UDO acknowledges the fiscal challenges a start-up business would have if required to develop property under the same conventional regulations as a national retailer in regard to minimum lot area, building setbacks, parking and other site development standards. Adopt regulations that allow conversions of existing structures into new uses, encourage shared parking, and provides flexibility in building setbacks to respond to unique lot dimension prominent downtown. Adopt administrative review procedures sensitive to challenges faced by local craft businesses to improve their successful start-up in Youngsville.

5.2.5.3 **Objective 3: Ensure the Future Land Use Plan and accompanying Zoning Map appropriately locates and designates sufficient area to accommodate development of new businesses.**

Strategy 1: *To minimize the timing for business to select Youngsville for their business investment, test the Future Land Use Plan, Zoning Map and corresponding allowed uses in zoning districts to ensure sufficient area of land use could be approvable for new business investment.* During development of the new UDO, alternative 'what if' scenarios for different types of businesses could be conducted to determine how well the Town has positioned the plans to streamline approvals for the types of development the Town may want to attract to Youngsville.

5.2.5.4 **Objective 4: Identify shared parking opportunities for businesses**

Strategy 1: *Provide regulations in the new UDO that allow shared parking in the Main Street Business District (MSBD) for businesses that have different hours of parking demands.* The land area and cost to develop parking is a high area of expense

in land development that could be reduced if shared parking is allowed. To help fulfill the concept of retro-fitting rear alleys in the MSBD zoning district, provide an incentive to business that provide rear parking an allowance for shared parking with other businesses of compatible hours.

5.2.6 Goal 6: PRESERVE SMALL TOWN FEEL!

5.2.6.1 Objective 1: Preserve the small town appeal of downtown while encouraging compatible business growth through development of revised development regulations.

Strategy 1: *Revise the Main Street Business District (MSBD) zoning regulations with enhanced architectural design regulations and development incentives designed to allow existing business to grow and compatible infill development to occur.* Main Street provides a unique sense of place as it has historically served as the destination for commerce and community events. Careful consideration will go into the preparation of revising design regulations that reinforce the small town feel through an understanding of architectural and urban design principles that direct the placement and massing of structures. Attention will be also given to what may be considered the public realm, typically composed of streets, sidewalks, and civic spaces to help guide the Town's decision-making of details when investing in light posts, outside furniture, landscaping and sidewalk surfaces.

Strategy 2: *Develop proposals during preparation of the new UDO to create a transition area between the Main Street Business District (MSBD) to Franklin Street to the north and Persimmon Street to the south designed to add the allowance of carefully-selected business uses that can help reinforce Main Street as the heart of Youngsville.* As Main Street increases in development interest and popularity as a destination for commerce, entertainment and civic events, it is important to allow adjacent areas to have the option to transition to new uses that may offer supportive roles through the service sector, such as professional offices, while remaining compatible to adjacent residential uses. This transition also helps add to the number of employees and the private-sector clients whom may become frequent patrons of restaurants and businesses along Main Street. This approach also provides opportunities for business to move one block off of Main Street, while keeping their local clientele, so that restaurants, specialty gift stores and other business that cater more to residents and leisure visitors, have increased chances to find buildings to buy or lease to open their businesses. Dismissive planning of support areas to Main Streets inadvertently restrict their primary destination streets from maximizing their potential in retaining the community-cherished small town feel. The UDO can provide flexibility to allow access for parking, deliveries and other utilitarian functions at mid-blocks of Cross Street, Railroad Road Street, and College Street as illustrated on the Downtown Core Area Plan – Concept Plan.

Strategy 3: *Have the Town consider adaptive reuse of historic structures for public uses before designing new structures.* There may be existing historic structures that add to the small town feel of Youngsville that are in need on significant reinvestment outside of current property owner's abilities to provide. When the Town is in need of

providing a new facility, the Town will explore whether there are existing structures the Town may be able to repurpose into a government use to successfully respond to the community's desire to retain a small town atmosphere.

Strategy 4: *Have the Town consider context-sensitive designs when it is time for Town-owned buildings to be constructed so that the designs reinforcing the small town feel.* The architectural style of publicly-owned buildings have historically provided inspiration for privately developed buildings which often mimicked many design elements to create a cohesive sense of place. A large investment by the Town of Youngsville of a new building can positively or negatively have a domino effect on the designs of private-sector investments in land development. To successfully respond to the community's desire to retain a small town atmosphere, the Town must dedicate resources to design structures which emulate enduring qualities expressed by the community. An example of this principal was the design of the for the Town of Edenton, North Carolina's new Police Headquarters building. Its design was inspired by the Town's historic cotton mill and although it served a large governmental function, the building blended in well with the surrounding historic neighborhood and instantly created a sense of pride to the Town and area residents.

Strategy 5: *Maintain awareness that public infrastructure provide designs cohesive to the small town ambiance.* The details within the public realm of a town can be as important as the privately-owned buildings themselves for maintaining a tangible small town look. When the Town of Youngsville is tasked with selecting new or replacement sidewalks, outside furniture, utility posts and even landscaping, the Town should have a pre-selected palette of elements from which to order that have are in harmony with the small town ambiance.

5.2.7 Goal 7: TOWN BOARD PUTS THINGS OFF!

5.2.7.1 Objective 1: Raise public awareness of the Town's Capital Improvements Plan and implementation.

Strategy 1: Raise awareness to citizens and businesses of the Town's Capital Improvements Plan (CIP) process and document to improve an understanding that this successful planning tool is already being used for fiscal decision making of how and where to invest taxpayers' dollars. Also demonstrate to the public how the Town Board of Commissioners and department directors adhere to the CIP's schedule. Take proactive steps to ensure the public is aware of the CIP by posting it on the Town's website and making it available during meetings with business owners. The CIP identify locations and implementation schedule on tables.

5.2.8 Goal 8: MORE COHESIVE PROJECTS!

5.2.8.1 Objective 1: Ensure consistency and pursue multiple solutions in each Town project.

Strategy 1: Prioritize Town projects that achieve multiple solutions over stand-alone projects. This may be administered during the preparation and ranking of the Town's capital improvements program (CIP) process.

5.2.9 Goal 9: BIGGER TOWN BOARD!

5.2.9.1 Objective 1: Evaluate whether there is merit expanding the number of members elected to serve on the Town's Board of Commissioners.

Strategy 1: *Poll peer Towns to establish a baseline of how many elected officials serve on governing boards.* During the summer of 2018 of business in preparation of the 2014 Plan, concern was expressed that the Town should consider a larger composition of elected Board members. Results of the survey would enable the Board to determine whether the number of members is comparable to similarly-sized towns.

5.2.10 Goal 10: EASIER GOVERNING BOARD RELATIONSHIPS!

5.2.10.1 Objective 1: Improve relationships between the Town Board of Board of Commissioners and the business community.

Strategy 1: *Host a forum and subsequent periodic meetings between the Town and businesses to explore ideas how to mutually provide support to one another.* Elected officials/Town Staff and the business community are in large part, codependent on one another as the government depends on a predictable tax base to successfully operate while business need proper city services and investment in reliable infrastructure to remain financially viable.

5.2.11 Goal 11: SYNERGY AMONG DOWNTOWN BUSINESSES!

5.2.11.1 Objective 1: Encourage community events co-hosted by downtown businesses and the Town.

Strategy 1: *Provide downtown businesses with Town support staff and resources to attract residents and visitors to downtown Youngsville for events to increase pride in the community and raise exposure to local downtown businesses.*

5.2.11.2 Objective 2: Plan for the development of outdoor civic event spaces.

Strategy 1: *Explore properties the Town could acquire to construct public plazas for community events.* The concept plan for the downtown core area plan provides concepts of where civic spaces could be developed for community-wide events to

enhance local pride, offering engaging social gatherings, share local talent and attract downtown visitors.

5.2.11.3 Objective 3: Program the installation of cohesive placing-making elements throughout downtown to help achieve synergy among downtown businesses.

Strategy 1: *As the downtown businesses continue to grow, program the installation of furnishings to create a sense of place in downtown Youngsville.*
Continue to seek funding and invest in streetscape furnishings to help fulfill goals in Envision Youngsville - Downtown Master Plan in order to reinforce a defined downtown destination of restaurants, specialty shops, and services.

5.2.12 Goal 12: *HOSPITAL & HEALTH CARE!*

5.2.12.1 Objective 1: (to be determined in future update)

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6. ECONOMIC DEVELOPMENT

The Town of Youngsville, North Carolina is located in southwestern Franklin County, near the Wake County border, in between Wake Forest to the southwest (in Wake County) and Louisburg (in Franklin County), which is the county seat, to the northeast. Youngsville is one of six incorporated municipalities in Franklin County.

Youngsville is positioned directly adjacent to Wake Forest and Wake County in the prosperous “Triangle” region of North Carolina. It is located 22 miles north of downtown Raleigh near US Highway 1 which links the region with the entire East Coast from the state of Maine to Key West Florida.

Locally, US Highway 1A and NC Highway 96 intersect in the corporate limits of town, which places Youngsville in a prime position to encounter growth from the urban boom of nearby Raleigh. The Triangle region, which contains the cities of Raleigh and Durham and the Town of Chapel Hill, is consistently ranked as one of the best places in the US in which to live (most recently by US News & World Report which ranked it 13th). Accordingly, the region’s population has increased significantly in recent decades, and is projected to continue. The Triangle region consistently scores in the top ten among American cities’ and regions’ projected population growth within the next 20 to 30 years.

Historically, the Town of Youngsville has developed due to the railroad, in relation to agriculture. Our early economy was based upon agricultural markets producing both cotton and tobacco. During the mid-20th century, manufacturing became a major employer and economic driver for the Youngsville economy.

The strategic location of Youngsville remains strong with transportation and utility infrastructure to support growth within the Triangle region in the commercial services, eco-tourism and manufacturing sectors.

The local commercial and services sector remains strong due to the widely diversified economic base in manufacturing activity thriving in and around Youngsville.

6.1 Why focus on Economic Development

Economic Development is critical to a community for two reasons. First to provide an employment and income base for the community and second to enable a community’s leadership to maintain the lowest reasonable rates for its utility rate payers and tax payers.

Effective Economic Development starts with the latter. Prudent management of processes and procedures for the efficient and effective operations of both utility enterprises and tax revenue systems will ensure that all money due to both the Town and the County is collected. Effective collection allows leadership to establish and maintain the lowest responsible rates for all rate payers and taxpayers.

6.1.1 Utility Rates

Achieving low utility rates for customers of the Franklin County system always begins with proper maintenance and operations of utilities while carefully managing the expansion of such systems. Maintenance of existing systems should emphasize quality

control to eliminate leaks, account for water and wastewater usage and avoid contamination. Placing an emphasis on these important factors will provide one way of improving the return on the investment by both the Town and the County for rate payers.

Another important approach to improving the return on investment is to carefully manage the growth and expansion of the system. Extensions should be prudently studied and examined to determine the effective advantages to the current rate payers of such expansion and ensure sound decision making. Extensions without annexation may increase utility revenue, but at the same time may expose the rate payer, and tax payer, to financial obligations while the benefactor of the extension shares little or no risk in the cost of the extension. Exceptions should only be considered when public health is at risk and annexation is not eligible; therefore, obtaining a voluntary petition for annexation to be held until eligibility is attained can protect the Town, its rate payers and taxpayers.

A third important factor in increasing the return on investment of the utility enterprises is to encourage infill development and redevelopment. Under-developed and under-utilized areas of existing development within the Town can increase the return on investment in existing infrastructure and contribute greatly to reducing utility and property tax rates.

6.1.2 Property Tax Strategy and Other Taxes Collected

The maintenance of low property (ad valorem) tax rates always begins with the prudent and effective management of reporting and collecting the other revenue sources towns receive in order to reduce reliance on property taxes. Emphasis on effective data reporting enables the retrieval of several types of taxes already paid by our citizens and businesses every day that can easily be overlooked in the absence of effective reporting practices.

The Utility Franchise Tax is a 3.09 percent tax on utility billings collected by electric, gas, telecommunications and cable television companies that is distributed back to the Town by the respective utility. If the utility companies do not have current information reflecting the Town's boundaries, then inaccurate reporting to the state by the utility company results in reduced distributions to the Town by the State.

Another tax already paid by the taxpayer daily is the state tax on motor vehicle fuels, commonly known as the Powell Bill. The state distributes this tax to towns based upon a combination of population and street mileage maintained by the town. As towns grow their street networks by accepting new subdivision streets for town maintenance, the Powell Bill data reporting must keep pace. Immediately upon completion of new streets, the Town should update its Powell Bill information during the next reporting cycle so the Town begins bringing that revenue, already paid by the taxpayer, back to Youngsville to increase the funding available for maintenance. A new street may retrieve significant revenues over time before any repair cost are experienced.

State sales tax distributions to the Town are controlled by the County. The sales taxes collected and redistributed within a county may return to the Town by either population

or property valuation-based formulas - determined in North Carolina by the local County Commissioners. This system is a counter-productive system in that counties often compete with towns for growth so they may keep a larger share of sales tax distributions to be shared locally. The only effective role a town may have in successfully growing its recovery of the sales tax collected by local businesses, is through the careful management of the utility enterprises. Provision of stormwater, potable water and sanitary sewer has a profound effect on the location of businesses and towns that manage their systems with an emphasis on return on investment can improve their share of local sales tax recovered by supporting growth within the boundaries of the town.

Property taxes are the major source of local discretionary funding for routine services such as recreation, sanitation, public safety and administration. Maximizing the recovery of the taxes already collected by the state can reduce the level of taxation required of property owners.

6.1.3 Jobs and Economic Base

The Economic Base of a community is the collective group of business activities that bring money into the Town by providing a product or service. Corporate manufacturing has traditionally been the top sector bringing money into Youngsville. The non-basic sectors including commercial development (driven by residential development) are typically that part of the local economy providing services and products sought by the basic sector workers and others, such as the dry cleaners, pharmacy, grocery store and repair service businesses. When travel & tourism is part of the economic base, many businesses serve both purposes; restaurants are a good example because they serve both local and non-local customers routinely. Hotels and other hospitality businesses serve both the tourism and corporate sector of our economic base.

The economic base establishes a true purpose for the community. The jobs created by the basic sector businesses are the obvious direct benefit of the economic base. Jobs are critical because much of the impact of the economic base depends on how well money is distributed throughout the community, and jobs are the primary method of distribution. Automation often tends to allow economic activity to skim over the surface of a community and not have as deep an impact. One way to maximize a positive economic impact of the local economic base sector business community is to establish local relationships with companies and enterprises to provide as much local support and local resources as possible to increase distributions of wealth locally.

Increases in the value of local properties by infill development and redevelopment of under-utilized areas help lower property taxes for all taxpayers further improving the local return on the investments made in existing infrastructure (*see Section 6.1.2 of this document*).

6.2 Current Economic Profile - Conventional Sectors

6.2.1 Commercial Services & Tourism (Hospitality)

The top two occupation groups are “management, business, science, and arts occupations” and the “service occupations”, making up about 54 percent of the total

employment in Youngsville. The top industries are the “Educational services, and health care and social assistance”; and the “retail trade”, making up 42 percent of the total industry. *(See Table 3.5.1 in section 3 of this document)*

These occupation groups and industries are all commercial in nature and show that the commercial sector is not only the key to Youngsville’s success, but these sectors will flourish when given the proper business climate and innovative options to attract attention. The updating of local zoning regulations, as discussed in section 8, will improve the business community’s options for innovative development.

A healthy commercial services sector is critical to supporting strong industry; therefore, practical standards and specifications such as zoning rules and non-residential property maintenance codes must be administered to support the sector. Standards and specifications must be updated to protect property rights while preserving natural resources and establishing reasonable standards for enhancing the appearance of all new development and redevelopment. Equally important to updating the Youngsville development ordinances is professional administration to ensure equal and fair treatment to all Youngsville’s businesses and citizens. Proper implementation will enhance these industries and occupations, allowing them to become more prosperous.

6.2.3 Manufacturing

Manufacturing has been important to Youngsville’s historic growth. While most of the local manufacturing remains just outside the municipal limits, these businesses represent a vital sector in Youngsville’s area economy providing jobs to many local residents. *(See Table 3.5.1 in section 3 of this document for data within the corporate limits)*

6.3 Importance of the Infrastructure Networks

Infrastructure, including water, sewer, electricity, natural gas, telecommunications, high-speed internet, roads, railroads, and airports make up the core infrastructure for a community. These networks often seem unrelated; however, without careful coordination between these unique systems can result in poor decisions regarding land use development.

Municipal utilities such as water, stormwater, sewer, streets, sidewalks and greenways generally represent the majority of hard structure utilities. These utilities generally are based upon the network of streets and roads.

Non-municipal services such as electric, telecommunications, natural gas and broad-band fiber generally utilize flexible conduits for their conveyances. These service providers are typically located within or adjacent to public street and road right-of-way; therefore, utilizing much of the same network for distribution.

Coordination among these various service providers, as well as other municipal counterparts such as the North Carolina Department of Transportation, Franklin County and other providers is also vital to efficient operations of Youngsville’s utilities and public works functions. Conducting periodic meetings to review planned improvements and proposed developments by private development interests can often improve the level of service to all Youngsville’s businesses and

citizens by identifying opportunities for cost savings through coordination. Inclusion of representatives of these various agencies on a local technical review committee coordinated by the Town's professional planning department will reduce cost to Youngsville's rate and tax payers.

Examples of cooperative initiatives may include provision of services for manufacturing facilities where dual feed electrical supply, water, sewer and a host of other functions can be coordinated ahead of time to ensure appropriate capacity and corridor limitations are foreseen. Projects to consider should be evaluated on the basis of merit to the Town's utility rate and tax payers.

6.4 Existing Business Retention & Expansion

Youngsville is ideally located to be a commercial services hub. Diverse businesses including resilient job creators, specialty markets, professional services, health professionals, and food & beverage establishments supplemented by small industry, craftsmanship, and artistic endeavors (both for-profit and non-profit) will be required if Youngsville is to refresh its local purpose in the region. Without this emphasis we risk becoming dependent on franchise and chain business enterprises with limited long-term commitment to the community.

6.5 Tourism, Travel & Hospitality

Projects that enhance the tourism experience in the downtown or other local attractions should be considered and programmed into capital budgets over time to stimulate a continuation of new investment (both public and private) for the ever-changing tourism based industry. Examples of projects include enhancements to the alley network between streets as shown in Figure 8.4.2.1 (*see Section 8.4.2 of this document*) to entice occupancy of existing and potentially renovated buildings in the downtown that have been underutilized in recent years. These enhancements should include improved alley surface with brick or paver materials, relocation of overhead power lines to underground service, installation of overhead themes to create vibrancy and limit sun-light in pedestrian areas, and the installation of residential street lights to effectively light the corridor at night while limiting excessive lighting of the downtown residential transitional areas.

6.5.1 Heritage Tourism

Heritage Tourism is defined by the National Trust for Historic Preservation as "traveling to experience the places, artifacts and activities that authentically represent the stories and people of the past and present. It includes cultural, historic, and natural resources." It is one of the fastest growing segments of the tourism and hospitality industry overall, and a major focus of the [State of North Carolina's tourism promotion](#) efforts.

Opportunities for growth in the Heritage Tourism segment include businesses that provide support services for artists and craftspeople ranging from tool and musical instrument repair, wholesale, retail, and distribution of specialty materials used in the creative arts (weaving, basket-making, blacksmithing, pottery, woodworking, etc.), and services provided to residents and tourists such as demonstrations, guided tours, private lessons, and programming for public institutions and private and non-profit entities.

6.5.2 Recreation and Parks/Eco-Tourism

Youngsville is conveniently located near recreational amenities in the Triangle Region. Local attractions, appearing in alphabetical order, include:

- [Falls Lake State Park](#)
- [Haunted Forest at Panic Point](#)
- [Hill Ridge Farms](#)
- [JC Raulston Arboretum](#)
- [Lake Crabtree County Park](#)
- Carolina Mudcats Baseball (LOCATION)
- Wake Forest Historical Museum
- Gotcha Paintball Complex
- [Neuse River Greenway Trail](#)
- [North Carolina Museum of Art Park](#)
- [William B. Umstead State Park](#)
- E. Carroll Joyner Park
- Flaherty Park Community Center
- Blue Jay Point County Park
- Fantasy Lake Scuba Park

6.5.2.1 **Automobile Touring (Motoring/Automobiling)**

Opportunities include support for growth and expansion of existing business serving the motoring tourist with overnight and seasonal housing accommodations, base camp facilities, extended vehicle parking, outfitters, outpatient medical services, automotive services/repairs, and food/beverage services located within close proximity to one another.

6.5.2.2 **Bicycling**

The Youngsville community is located about fifteen minutes from the first of many bike trails in the Raleigh area. The closest trail is the [Wakefield Trail](#).

North Carolina State Bike Route 2, the [Mountains to Sea](#) route, begins in downtown Murphy. This on-road bike route connects Murphy to Manteo passing through Youngsville along Holden Road, West Main Street, East Main Street and Tarboro Road. The route does not include bike paths or lanes; it is simply a designated route.

6.5.2.3 **Camping**

Campgrounds are currently available within 25-35 minutes of Youngsville and vary from primitive to fully-supported with convenience and sanitary hook-ups.

Current public locations include [Falls Lake State Recreation Area](#) and [William B. Umstead](#) State Park.

6.5.2.4 **Equestrian Trails (Horseback Riding)**

The William B. Umstead State Park has 13 miles of trails and the [American Tobacco Trail](#) has around 11 miles of trails.

6.5.2.5 Angling (Fishing)

Falls Lake State Recreation area offers 12,000 acres of water to fish by boat, Beaverdam access, or pier. Almost an hour drive away is Jordan Lake State Recreation area. Jordan Lake offers 14,000 acres and nine access points to fish by boat, by pier, and shoreline access. Bass and crappie are what is mostly found by anglers at Jordan Lake. Between these two locations 26,000 acres of water are available for fishing.

6.5.2.6 Hiking

The [Neuse River Greenway Trail](#), [Falls Lake State Park](#), [William B. Umstead State Park](#), and other nearby natural areas offer about one hundred of miles of trails, from easy to moderately challenging. The [Mountains-to-Sea Trail](#) segment 11B, which starts at Falls Lake Dam and ends at [Howell Woods Environmental Learning Center](#) provides 68.5 miles of easy trails.

About an hour further south of Youngsville is the [American Tobacco Trail](#) and several smaller loop trails that range from easy to moderate.

6.6 Manufacturing

Local government, both municipal and county, leadership boards traditionally feel an obligation to emphasize traditional manufacturing; however, traditional manufacturing may only be a small part of the future economy of Youngsville and most other small towns.

Technological innovation and globalism are fueling transformational change in both our cultural and business environments. An increasingly mobile workforce is utilizing digital, web-based technology – the ubiquitous ‘mobile app’ – that enables a business owner or employee to work from anywhere. Many jobs are no longer tied to a specific location. Anyone with a Smartphone and an idea can become an entrepreneur.

Opportunities for Youngsville in this new economic realm are directly related to the ‘quality of place’ issues that are explored throughout this Town Plan, while remaining focused on tourism, crafts, and other natural resource-based sectors described elsewhere in this Plan. When employers, innovators and entrepreneurs can choose to live and work anywhere, it is quality of place – in addition to the basics of infrastructure and support services – that is often the deciding factor.

Youngsville has the attributes to successfully compete in this age of global commerce. The Town can glean from other proven economic development strategies and build its foundation by retaining young talent and attracting innovators from the greater region and around the country.

Traditional manufacturing blends traditional manufacturing with forward thinking values of naturally sourced and locally produced materials to produce tangible goods for a value added industry.

While these traditional opportunities do exist, Youngsville must recognize there are also pit falls to placing all hope on ‘traditional industry’ – a sector that may inevitably employ humans to manage facilities that are designed for a specific level and duration of productivity. The reality is

that smaller facilities are often the disposable ones. Larger facilities require a larger investment and typically are considered long-term commitments.

In this context, Youngsville must recognize its place in the region, the country and the globe. The reality for Youngsville will require support for a “rural community plan”. Recognizing these realities and our need to look at new kinds of economies, such as the GIG Economy, the app-based economy and the share economy Youngsville can and will meet the future.

6.6.1 Economic Transformation

As stated above, technological innovation and globalism are fueling transformational change in the cultural and business environment. An increasingly mobile workforce is utilizing digital, web-based technology – the ubiquitous ‘mobile app’ – that enables a business owner or employee to work from anywhere. Jobs are no longer tied to a specific location. Anyone with a Smartphone and an idea can become an entrepreneur.

Opportunities for Youngsville in this new economic realm are directly related to the ‘quality of place’ issues that are explored throughout this Plan, while recognizing tourism, crafts, and other natural resource-based sectors. When employers, innovators and entrepreneurs can choose to live and work anywhere, it is quality of place – in addition to the basics of infrastructure and support services – that is often the deciding factor.

Youngsville has the attributes to successfully compete in this age of global commerce. The Town can glean from other proven economic development strategies and build its foundation by retaining young talent and attracting innovators from the greater region and around the country.

6.6.1.1 APP Based Economy

The ‘app-based’ economy isn’t just creating a new digital platform for freelance work. It is spawning a host of new economic activity. For example, more than a million ‘makers’ sell jewelry, clothing, craft supplies and tools, and all manner of home goods and accessories through the online marketplace [Etsy](#).

6.6.1.2 SHARING (or SHARE) Economy

The well-known lodging website [AirBnB](#) and similar accommodation platforms such as [Love Home Swap](#) and [onefinestay](#) have close to a million ‘hosts’ in nearly 200 countries. [Uber](#) & [Lyft](#), two other mainstays in the emergent realm of ‘crowd-based capitalism’, are transforming how we think about transportation. Uber, which started with four people around a desk and two cars on the streets of San Francisco, is a global phenomenon, serving over 300 cities on six continents with well over 1,000,000 drivers.

6.6.1.3 GIG Economy

The GIG economy is part of a shifting cultural and business environment fueled by technological innovation and globalism. An increasingly mobile workforce is utilizing digital, web-based technology that enables employees to work from anywhere, so that jobs are no longer tied to a specific location. Companies such as Uber, Lyft, and AirBnB are examples of this emergent realm.

The workforce of this new ‘gig’ economy largely consists of freelance ‘independent contractors’ who can select among temporary jobs, referred to as ‘gigs’ (hence the term), and short-term projects from anywhere in the world. Likewise, employers can select the best individuals for specific projects from a ‘global’ labor pool and are no longer confined to any given area.

Opportunities for Youngsville in the GIG Economy are directly related to the ‘quality of place’ issues that are explored throughout this Plan.

6.7 Economic Development Opportunities

Several opportunities exist for Youngsville to re-establish a strong economic base. The following topics focus on first steps for advancing in the ‘21st Century’.

6.7.1 Innovation Districts

Innovation Districts are an outgrowth of the culture and technology driving today’s economic transformation. Instead of focusing economic development efforts on isolated campuses or business parks, Innovation Districts focus on clustering start-ups and incubators in compact, amenity-rich areas (i.e., walkable downtowns, mixed use districts, etc.) where a mix of entrepreneurs work in collaborative spaces and share knowledge and resources (a staple of the ‘Shared Economy’). Existing incentive programs would be paired with a partnership of ‘innovation cultivators’ – the companies, organizations, and other groups that support the growth of individuals, firms, and their ideas. They include incubators, small business and technology development centers, community colleges, local high schools, job training firms and others advancing specific skill sets for the innovation-driven economy. Such a District for the Town of Youngsville would focus on two areas of Youngsville. The first and initial focus should be a downtown ‘cluster’ of businesses utilizing available properties, beginning with development of a single ‘innovation space’, or business incubator. Other ‘cluster’ opportunities may reside in the US 1 corridor among one or more of the Catalyst Areas described in section 8.4.2 of this Plan where infill development in the form of unique and varied housing choices in close proximity to available manufacturing space and antiquated commercial properties await re-purposing and redevelopment.

6.7.2 Home-based Businesses

Technological innovations make it imperative to re-examine and update zoning provisions that limit or prohibit work at home. The Town should analyze the content and impact of existing regulations with an attitude toward implementation and enforcement that encourages entrepreneurship, creativity, and individual expression while protecting neighborhood residential character.

6.7.3 Small Business Incubator

The Town should explore the necessary public-private partnerships and funding sources to plan & develop business incubators in both the downtown and available manufacturing space. The incubator’s mission would be to recruit, develop, and stimulate entrepreneurial talent in the region in order to foster economic growth, strengthen and diversify the local economy, and create new jobs. For example, a partnership-funded non-profit organization would lease (or own) and renovate a

downtown building that provides support services such as high-speed broadband internet, utilities, reception, and security, along with amenities like audio-visual equipment, conference rooms, and distance-learning capability. A collaborative effort with the community college could offer support systems such as business plan and marketing strategy development, technical assistance, funding proposal preparation, and more.

6.7.4 Collaboration & Regional Partners

Economic development has been a major element of regional initiatives in recent years. All contain a host of economic development strategies to achieve the goals of job creation, talent retention, and entrepreneurship. The Town should take a leadership role in implementing those strategies that will help the community benefit from its world-class natural and cultural resources by tapping the technological potential of the 21st century economy, opening Youngsville and the region to the global marketplace.

6.8 Economic Development *ACTION ITEMS!*

The economic development opportunities Youngsville enjoys clearly fit into three categories. These are described as “Immediate”, “Programmable” and “Opportunity”.

6.8.1 Immediate Action Items:

The following immediate action items should be prioritized to accomplish in earnest. These items are intended to begin producing immediate results and improve the personality of Youngsville as a community addressing its goals.

6.8.1.1 Eliminate obstacles to the goals set by the Town in this plan.

Clearly identify opportunities and obstacles within new local zoning policies to encourage a destination area located within the core Main Street district. Ensure walkable options for visitors requiring flexible alternatives. Establish clear signage standards to alleviate clutter and establish fairness among businesses. Establish opportunistic standards for business types in manufacturing, commercial service and home-based business sectors to stimulate opportunity while establishing specifications for development to protect these investments, neighborhoods and the environment as mutual benefactors. Regulations must be evaluated to support additional action items below.

6.8.1.2 Promote Youngsville as a “base camp” for travelers.

Promotion of Youngsville as a host community and base camp for individuals and groups seeking access to a variety of food/beverage choices will clearly set Youngsville apart from other communities catering to these visitors.

6.8.1.3 Promote Youngsville as a location for modern manufacturing mated with a rural adventure lifestyle.

Promote Youngsville as a community for entrepreneurs of forward-thinking business enterprises seeking both a rural community and adventure lifestyle setting in close proximity to urban amenities.

6.8.2 Programmable Action items:

The following programmable action items should be assigned to specific teams or departments to develop the ways and means to accomplish the tasks.

6.8.2.1 Establish a relationship with local chamber of Commerce or equivalent business group to secure strategic signage/billboards on US 1 for Logo billboard advertising to attract travelers to local businesses.

Provide clear concise information on special signage designed specifically to capture attention of non-local travelers. Logo billboards will get the message out about choices and where to immediately exit US 1. *(Also see section 5.2.3.5 of this document for additional information.)*

6.8.2.2 Install local way-finding signage.

Local directional signage will help guide the visitor to the concentration of automotive services, motor cycle services, accommodations, and food/beverage businesses in Youngsville.

6.8.2.3 Establish Partnerships

Resources for collaboration and support of economic development initiatives are not always consolidated into one neat package. The resources in North Carolina flow into communities and regions through multiple agencies. Organizing strategic interagency partnerships and participating in effective ways often becomes cumbersome; therefore, identifying the best partnerships and managing effective relationships among those partnerships should be a defined responsibility of either the Town Administrator or Planning Director.

The Town should explore the necessary public-private partnerships and funding sources to plan & develop business incubators in both the downtown and available manufacturing space. *(Also see sections 6.7.3 and 6.7.4 of this document for additional information.)*

6.8.3 Opportunity Based Action items:

The following opportunity-based action items will require continuous planning and forethought to recognize opportunities to act.

6.8.3.1 Support growth and expansion of eco-tourism businesses.

Support for growth and expansion of both existing and new business serving the motoring tourist with overnight and seasonal housing accommodations, RV camping, base camp facilities, extended vehicle parking, outfitters, outpatient medical services, automotive services/repairs, and food/beverage services located within close proximity to one another.

6.8.3.3 Establish criteria for financial participation in opportunities to expand the job and property tax base through strategic expansion of infrastructure.

Establish clear criteria for expansion of infrastructure (broadband, stormwater, potable water and sewer systems) based upon measurable benefits and a “return on investment” business model. Criteria should also include contingency factors for public health and welfare needs when potable water and sanitary sewer needs are critical.

7. INFRASTRUCTURE

7.1 Water & Sewer Utility Systems

The Town of Youngsville obtains its water and sewer services from Franklin County Utilities. The Town serves customers throughout the Town Limits and some areas outside of its boundaries. The information contained in this section is sourced from the draft **Written Analysis Supporting System Development Fees for Franklin County Public Utilities** prepared by LKC Engineering, PLLC.

7.1.1 Water Supply

Franklin County owns the water system internal to the Town of Youngsville which was acquired by the County in the last decade. According to Franklin County, growth projections for the County indicate that at their 20-year planning horizon, Franklin will need an additional 20 mgd of water capacity.

7.1.1.1 Water Supply Action Steps

The most pressing issue for Franklin County's utilities is an insufficient water supply. The County purchases 3.0 MGD of its water supply from the City of Henderson and 0.67 MGD from the Town of Louisburg. The County's water treatment plant produces the remaining 0.5 MGD of treated water. Franklin County is currently undertaking a study to evaluate several different options for future water supply.

Franklin County is expected to need two new elevated storage tanks to support system development over the next twenty years. The new tanks will reduce difficulties with transmitting higher capacities of water through the system and will allow the County to support the robust fire flow necessary in higher density residential and commercial developments. A 1,000,000-gallon elevated tank will be needed along NC-56 east of Franklinton, and a 500,000-gallon elevated tank is needed to the east side of Youngsville. The estimate for the 0.5 MG tank east of Youngsville is \$1,700,000.

Future water transmission lines are necessary in popular development areas where the County currently has gaps with either no water line at all, or only smaller diameter water lines.

7.1.2 Sewer Service

Franklin County owns and operates a wastewater collection system that serves the Town of Youngsville which was acquired by the County in the last decade. Wastewater is treated at the County-owned 3.0-mgd Wastewater Treatment Plant (WWTP), which discharges into Cedar Creek (Tar River Basin). According to County reports, the current average daily flow at the plan is approximately 1.1 mgd, leaving ample room for system growth before an expansion is necessary.

7.1.2.1 Waste-water Treatment Action Steps

Franklin County's Youngsville regional pump station serve the entire town and is currently being completely replaced. Therefore it has 100% useful life remaining. According to the County, the existing 6" force main leaving the Youngsville regional pump station is a bottleneck for the system in the area. This line needs to be upsized to

a 10" pipe to support continued growth in the more popular area of the County for residential development. The force main replacement would consist of approximately 11,000 feet of 10" force main. The estimate incremental cost for the replacement is \$980,000.

7.2 Transportation Network

Recognizing trends and how peoples' preferences can and do change over time will enable Youngsville to position itself as a welcoming community for multiple generations into the future. This approach to planning reinforces the community's desire to create a place where younger people will desire to locate and remain, while aging members will choose to age in place. This can be achieved by creating and sustaining a transportation system that is successful in meeting both the existing and anticipated needs of a diverse community that multiple generations will find attractive by including transportation options and choices that are safe, attractive and convenient.

One of the most common components of the transportation network and most visible characteristics of a neighborhood is the *street*, often taken for granted even though it can change everything about a neighborhood. The street actually establishes very much about how people behave in their community. The following questions are presented to stimulate thoughts about neighborhood streets as an example of how important this simple concept actually is.

- Does the street have room to pass another car?
- Does the street have room for a visitor or emergency vehicle to park in front of a home or business?
- Does the street feature ditches or curbing for drainage?
- Does the street include sidewalks along its route?

The answers to these questions clearly define the character of the neighborhood, *for example*: neighborhood streets lined with ditches for storm-water conveyance will cause people to walk in the street just to visit a neighbor, or they may even give cause for residents to choose to drive a block away to visit that neighbor. By contrast, neighborhood streets containing curbing with sidewalks set back from the curb encourage people to spend time outside to walk or play together. Streets designed properly provide a place to learn to skate or ride a bike. The street with sidewalks becomes the neighborhood's central gathering place, where multiple generations of citizens associate in many ways. The properly designed street will change the characteristics of human behavior and contribute to improved and healthy lifestyles. How many times have you heard concerns about kids not getting enough exercise? Well, maybe our streets have not helped much with that problem. We can do better. We can improve the quality of neighborhoods in many ways.

Beyond the neighborhood street is a network of collector streets, often called arterials. These collector streets or arterials connect the neighborhood streets to the thoroughfares and highways that bring us all together. Streets also provide our principal connections to other modes such as airports and railroads. The following information about our transportation network and the actions we can take locally to improve how this network serves Youngsville's citizens and businesses will provide the foundation for many decisions facing the Town.

7.2.1 Roads and Highways

The transportation network serving the Town of Youngsville consists mainly of automobile-focused roadways. US Highway 1 west of Youngsville splits into US Highway 1 Alternative through the middle of the town and intersects US Highway 540 in Wake County. US Highway 1 serves as a major north-south commuter route within and through the Triangle area.

7.2.1.1 Road & Highway Specific Action Items

The Capital Area Metropolitan Planning Organization (CAMPO) developed and adopted the *2045 Metropolitan Transportation Plan (MTP)* to serve as a blueprint for transportation-related projects needed during the next 30 years. Within Youngsville, a total of five roadway projects and two bicycle/pedestrian projects were identified as described below:

- Upgrade US 1 to freeway, between Harris Road and US1A
- Construct NC96 bypass around downtown Youngsville on new right-of-way alignment, between US1 and NC96 in a location south of downtown
- Construct railway grade separation NC96 (Main Street) downtown
- Construct railway grade separation for new NC96 bypass
- Construct turn lanes on White Street from NC96 south to downtown Wake Forest
- Construct a multi-use path parallel to the CSX “S” line for bicycle use
- several other secondary bicycle linkages were also recommended

The NC Department of Transportation, in cooperation with the Capital Area Metropolitan Planning Organization (CAMPO) has been conducting a long-range study (the [*US 1 Corridor Study*](#)) since 2006 on the US 1 corridor including the portion that passes immediately west of Youngsville. The study area stretches approximately fourteen miles between US Highway 540 in Raleigh and the northern intersection of US 1/US 1A at the Vance County line. The study has identified two critical transportation needs to address, the growing travel demand and safety. The primary recommendations brought forth that affect Youngsville are the potential conversion of US 1 to an expressway highway classification which would sever numerous existing highway access points in favor of the development of parallel frontage and back roads to serve existing and future land uses along the corridor, the conversion of several at-grade intersections to interchanges or grade-separated intersections (at Holden Road, Mosswood Boulevard, and NC 96 in Youngsville), and the construction of a new access roads as extension to Rolling Acres Road. (A portion of the US 1 corridor upgrade has been funded, south of Pernel Road in Wake County, but funding for portions in Franklin County and Youngsville has not yet been identified).

The Town of Youngsville Capital Improvements Plan, FY 2018-2023, includes a roundabout at West Main Street and US 1A on the west side of downtown. The roundabout conceptual plan would complete the envisioned Main Street Improvements project identified as a Hot Spot recommendation in the CAMPO NE Area Study (2014). The project will include entry signage and wayfinding improvements from the east and west into town to improve driver awareness of bicycle and pedestrian activity. The

streetscape improvements will fit well within the Youngsville Downtown Master Plan – Envision Youngsville.

7.2.2 Railways

CSX railroad owns and operates the “S” line that runs through Youngsville that currently provides freight service to local and regional customers. The line currently runs from Raleigh north to Norlina, NC approximately 38 miles north of Youngsville. The NC Department of Transportation Rail Division [Comprehensive State Rail Plan](#) (2015) is a 25-year vision of rail enhancements throughout the state. The *Plan* identifies the “S” line as a federally-designated southeast high speed rail corridor, part of a network to link Washington DC to cities in the Southeast (this alignment includes the portion of the “S” line between Norlina – where the tracks currently end – and Petersburg, Virginia). In 1992 the US Department of Transportation designated the Washington DC/Raleigh/Charlotte Southeast Rail Corridor as one of five nationally-designated future high speed rail corridors, making it eligible for special federal funding. The *Plan* also recognizes the potential to establish inter-city passenger rail service between the Triangle and the Hampton Roads (Virginia) area that would also use a reconstituted “S” line. Freight traffic could also benefit from this line as it would more directly link the ocean ports at Hampton Roads with central North Carolina. The *Plan* also acknowledges the potential for commuter rail in the Triangle area where railroads parallel congested highways, and since US Highway 1 parallels the “S” line the rail alignment has been conceptually identified as a line with potential commuter rail possibilities. Finally, the *Plan* identifies the importance of the “S” line in providing additional rail capacity to supplement the larger state rail network and provide network redundancy in case of emergencies.

While the *State Rail Plan* is not a financial or capital plan, it does provide a blueprint for potential future rail investments and priorities through 2040.

The [2045 Metropolitan Transportation Plan](#) – in addition to the highway prescriptions mentioned above - also suggested public transportation enhancements, specifically that the CSX “S” line that runs through Youngsville be considered as a potential Commuter Rail transit corridor.

7.2.2.1 Railway Specific Action Items

While the *State Rail Plan* is not a financial or capital plan, it does provide a blueprint for potential future rail investments and priorities through 2040.

7.2.3 Aviation

The Triangle North Executive Airport is a Franklin County-owned public-use airport located approximately fourteen miles east of the Town of Youngsville. The types of daily operations for this airport include: 115 (local), 3 (transit) and 7 operations (military).

7.2.3.1 Airport Specific Action Items

The Town of Youngsville will continue to cooperate with the County regarding planning assistance associated with the Triangle North Executive Airport.

7.2.4 Bicycle and Pedestrian

7.2.4.1 Bicycle Facilities

North Carolina State Bike Route 2, the [Mountains to Sea](#) route, begins in Murphy, NC and finishes in Manteo, NC. It serves as the main artery of the North Carolina bicycle route system, bisecting the state west to east. It travels through Asheville, Winston-Salem, Greensboro, Durham, Raleigh, and Youngsville. This route goes down West Main Street, East Main Street, and Tarboro Road in the Town of Youngsville.

In 2015, Youngsville adopted its [Bicycle & Pedestrian Plan](#), recognizing the great potential for enhancement of both bicycle and pedestrian accommodations within the Town. In addition to putting forth a broad range of operational recommendations intended to enhance the bicycle and pedestrian experiences within and around Youngsville, the *Plan* also included a number of infrastructure recommendations intended to improve the biking and walking experience within and through the Town. These recommended improvements fall into seven broad categories as described below:

- Expand the existing sidewalk network to the entire downtown area and adjoining neighborhoods
- Install trails to create critical linkages, such as between and among important destinations such as schools, libraries, parks, and post offices
- Take advantage of natural topography and streams to parallel these features with greenway trails
- Enhance radial routes into and out of town with enhanced paved shoulders to accommodate bicyclists and pedestrians
- Establish linkages with trails planned or established by adjoining jurisdictions
- Undertake critical streetscape improvements in the downtown area that will encourage bicycle and pedestrian access while enhancing that link of the North Carolina State Bike Route 2.
- Develop a multi-use path along the CSX “S” railroad line

More information about bicycling and bicycle facilities in Youngsville appears in section 6.5.2.2 of this document.

7.2.4.2 Pedestrian Facilities

See Section 7.2.4.1, above.

7.2.4.3 Bicycle & Pedestrian Specific Action Items

- Construct the Luddy Park Trail. The project is the #1 priority in the Youngsville Bicycle and Pedestrian Master Plan (2015). The trail will link the town center and town center neighborhoods, with Luddy Park, Youngsville Elementary School and gymnasium, and the growing Patterson Woods residential neighborhoods to the South. The trail would be the first step in building a system of trails and greenways connecting southward toward the Wake Forest system, and by extension, to the larger Triangle greenway network. This shared

use path (sidepath), will include crosswalks including one flashing beacon with median refuge island from Main Street to Camille Circle.

- Submit official request to NCDOT to post bicycle routes with “Share the Road” signage.
- Meet with NCDOT Division and District staff to coordinate safer roads for bicycle transportation.
 - When roads are reconditioned and widened, coordinate the placement of travel lane striping at current locations marking lane width and allow the additional paving to serve as a paved shoulder supporting both vehicle run-off and bicycle traffic needs, and
 - The use of asphalt on designated bicycle routes rather than chip mix (tar and gravel) surface material.
- ***Establish specifications for adequate street construction by developers for both bicycle and pedestrian safety.*** (See sections 7.2.4.1, 7.2.4.2 & 8.5.1 of this document.)
- ***Designating a network of greenways*** to serve the Youngsville community will improve Youngsville’s image nationally as we strive toward national recognition as an age-friendly and inclusive community for all ages seeking barrier free environments.

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8. PLANNING & DEVELOPMENT

8.1 Analysis of Existing Land Use and Development Patterns – *Where to Begin!*

Youngsville is not unlike many other small towns in the Carolinas in that it experienced much of its transformation during the post-World War II era when the industrial expansion led to better paying jobs and when increased automobile ownership enhanced individual mobility, while the inter-city and intra-city highway network was greatly expanded. The dramatic impact of this combination on American cities and towns was not foreseen and the problems associated with rapidly changing communities that followed led to long periods of decline in their once-vibrant core downtown areas. Youngsville's own challenges resulted from the rapid expansion of commercial development west of the town limits along US Route 1 where major new commercial development has taken place.

The core downtown portion of US 1A and NC 96 lies between College Avenue and South Cross Street and boasts the various businesses. This core area is the heart of Youngsville and represents both commercial and aesthetic traditions fondly remembered by long-time residents and newcomers alike. This area is also the definitive centerpiece of the community's relationship to the original/traditional neighborhoods surrounding the downtown. Civic areas are important trip generators for downtowns and should remain so in the future, clustering civic uses in close proximity for ease of access.

US 1's commercial strip is much larger than any other commercial area of the Town. This area provides groceries, restaurants, specialty shops, general mercantile, and other services. This business area reflects its own identity and will benefit from revised development standards and specifications to optimize the existing sites. This district has the high level of carrying capacity for large scale and mixed-use development. In fact, much of the area could host a mix of residential opportunities to offer housing alternatives to attract multiple housing product markets including work-force, young adult, senior, and seasonal housing choices.

Otherwise, the Town has a compact residential area surrounding Main Street. This area represents typical neighborhoods. The look and feel of this area is very much 'Small Town America.' Adjacent to the Downtown, there is opportunity for small scale projects that offer a mix of housing opportunities for current and future residents needing access to lower maintenance options, such as elderly, retired, young adults, single member households, and two-member households. This housing stock will also serve as beneficial tourist housing options, for those that want to stay in a small town, while venturing out to explore the vast natural scenery in Franklin County.

8.2 The Plan - *What do we want our community to be? How do we get there?*

8.2.1 Housing Growth

Recognizing trends and how market dynamics can and do change will enable Youngsville to position itself as a welcoming community for multiple generations looking at buying or renting a home. This approach to planning reinforces the community's desire to create a place where younger people will desire to locate, while aging members will choose to remain. A community where both the new and existing home markets are

attractive to future generations and allow for aging members of the community to remain in the community by offering variety of housing products.

According to contemporary real estate experts, the “50+” real estate market is changing. In these next few years, Generation X will be joining the Boomers and Matures, making serving the 50+ market a challenging puzzle for both communities and the real estate industry itself.

A recent insightful online posting (RISmedia.com, a real estate trade site) stated that: “For the **Mature** buyers, those born between the years 1927 and 1945, the decision to move can be an emotional and complicated process. The sense of obligation to the family home may be a burden and a comfort at the same time.” The posting goes on to state: “**Baby Boomers** are savvy home buyers. They approach the transaction with high expectations and confidence. They consider the home a reflection of their lifestyle, so image and status are important. Whether they are downsizing, upsizing, or purchasing a second home, vacation home, or investment property, they know what they want and how to tell you about it.” And finally, the post states: “Newbies to the 50+ group, **Generation X** stands out because of their strong need for independence and practical yet cautious approach. They take on the responsibility of gathering information and rely strongly on facts and documentation. They ask a lot of questions and don’t want to get burned. They expect their home to complement their lifestyle and not the other way around.”

Preparations to embrace current and projected trends are a partnership of land development and real estate industries with local government leadership. New housing construction should address gaps in the market product offering; therefore, land development specifications appearing in the Town’s ordinances must be adequate to accommodate these trends. Replacing the town’s antiquated zoning ordinance, adding specifications for land development which creates new streets and supporting infrastructure, and maintaining quality control over the implementation of these standards must be prioritized to protect property rights of all parties while creating common-sense opportunities that don’t setup for failures in the future.

8.2.2 Commercial/non-residential Growth

As with the housing markets, ever changing trends in consumption, product development, technology and generational shifts in personal choices/values must be considered when making decisions about commercial and other non-residential growth. This approach to planning reinforces the community’s desire to create a place where younger people will desire to locate, while aging members will choose to remain. A community, where traditional values accompany craftsmanship must embrace the presence of technology in everyday life, commerce, and business.

In order to grow commercial and non-residential offerings a community must create opportunity for success. The first step is to promote interest to both residents and visitors alike. By increasing the presence of people to a commercial setting, the critical mass necessary for businesses to sustain themselves will ensure vibrancy as the tourism visitors flow into and through the community. To accomplish this, the local zoning

ordinance in existence at the time of this plan adoption, must be repealed and replaced with development standards and specifications to promote refreshing internal growth.

8.3 Existing Land Use Issues – *Recognizing the Problems of our Past*

A plan, any plan, is only as good as the community's commitment to implement. While implementation strategies vary widely depending on the specific goals and objectives, many strategies will often include some form of incentive, motivation, criteria, or specifications for new growth, development and construction. Throughout various sections of this document there are descriptions of incentives and motivations offering opportunities for success; however, a plan can fail when the criteria and specifications are inconsistent with the plan. The following subsections describe the challenges Youngsville faces with policies in effect at the time of adoption of this plan. The discussion continues in the sections 8.4 and 8.5 of this document with insight on recommended new approaches to refreshing Youngsville's economy and stimulating investment in Youngsville's future. These recommended policy changes are designed to achieve the goals, objectives and successes noted and illustrated in this plan.

As a prelude to the discussion, Jonathan Copping, a visiting senior fellow at the 'R Street Institute' researching urbanism and civil society posted an article challenging leadership to re-think how we administer and regulate development. The following excerpts are from his article posted by the American Planning Association October 20, 2016.

“Establishing by-right development and streamlining local permitting processes will allow developers to respond nimbly to market demands and will relieve the “guilty until proven innocent” status of new building development, which depresses construction starts across the country by [delaying and inhibiting](#) housing projects. What’s more, adopting leaner codes would remove obstacles to the countless smaller developers and would-be builders who want to invest in strengthening their local communities, but currently can’t afford to navigate the vast regulatory burdens and uncertain futures awaiting anyone who tries to build in America today. Trulia economist Ralph McLaughlin [found](#) that these regulatory delays may have an even bigger impact on housing production than zoning restrictions.”

“Main Street-style development — the “storefront on the first floor, apartments rented out above” style that forms the core of any older town’s historic center — is a residential building form that uses first-floor commercial space to serve community members and enliven a neighborhood. This low-rise density helps prop up the balance sheets of towns responsible for running utilities all the way out to suburban developments, as former city planner and engineer Charles Marohn [has repeatedly demonstrated](#). It also keeps a constant set of the “eyes on the street” that Jane Jacobs identified as necessary for safe streets; renters keep an ear out for burglars after business hours and shopkeepers keep the same at bay during the day. It is, in other words, the core of any successful town-building.”

8.3.1 Utility Policies at the Time of Plan Adoption

Traditionally, the Town of Youngsville had been willing to extend water and sewer to properties outside of its municipal limits and applied a higher “out-of-town” rate for the service. However, following the transfer of water and sewer utilities to Franklin County the Town had no further role in utility extensions. In 2018 the Town and Franklin County entered into an agreement to facilitate the mutual benefit of utility system growth and today works closely on examination of extensions and their requisite annexation into the Town of Youngsville. This is an important aspect of land use policy because public water and sewer systems often provide the stimulus or “plant the seeds” for growth. Growth that is simply chasing utilities will result in higher rates for all rate payers and the resulting inefficiencies in other services will drive up taxes. The most effective way to keep tax and utility rates lower, increase the return on investment of the existing systems, and provide adequate revenue for the operations and maintenance of these systems is to be very deliberate in the extension of utilities.

8.3.2 Land Development and Construction Ordinances at the Time of Plan Adoption

“Land development” includes the installation of infrastructure as the first step toward new building construction. This phase of a project involves land planning that leads to civil engineering to establish the layout of roads and buildings. The criteria or specifications included in these ordinances should accomplish some basic objectives including:

- Ensuring the purchaser or owner receives a safe and reliable building product,
- Ensuring the state and federal mandates are satisfied to avoid penalties, and
- Ensuring the end result does not increase the burden on other tax and utility rate payers without deliberate determination that such increases are for the overall benefit of the community.

The following sections describe how ordinances in effect at the time of plan adoption are counter-productive to the objects set forth in this document. A recommended approach to replace these policies and ordinances is described in section 8.5 of this document.

8.3.2.1 Zoning Code

The current zoning code, establishing criteria and specifications for new and existing development, evolved over time from an early state model ordinance. The State encouraged the adoption of their model to help communities begin their introduction into managing growth for the long-term benefit of the community. The intention was that local governments would continue to modernize these policies, and this would yield desired results from state shared funding (grants and loans) the State was providing to local governments. The State’s mistake was to accept zoning as a substitute for a town plan.

These ordinances were flawed from the onset because of some basic assumptions about important issues. In short, these policies did little to manage growth, but in fact actually has led many communities to “paint by numbers” in administering growth, development and construction. Local governments began to lead new growth with zoning rather than preparing a plan based upon what a community actually desired to become as it matured. This approach is the cause of animosity toward zoning. The role of the zoning

ordinance should have been to ensure consistent criteria and specifications as new growth and development occurred.

The existing **Youngsville Zoning Ordinance** establishes a pyramid of uses in the districts moving upward toward the presumed greatest use - the single-family home. This approach watered down business investments and lead to sporadic patterns where businesses are not in the least protected from the pressures of the single-family homeowner.

Mixed-use development as it is commonly referred to today can be and often is very beneficial when the location works and the criteria & specifications are deliberate. However, the mixes of uses in the mid-twentieth century zoning pyramid to be effective in improving many towns when they omitted a critical step - the preparation of a master or area plan. And, “failing to plan is planning to fail” as many communities can now attest.

The symptoms of this condition in Youngsville are evident in areas where extensive commercial zoning was applied without regard for the consequences of over-supplying the market. When this occurs, typically as a result of the attitude that commercial zoning allows for residential uses to continue, areas suffer when those homes now find themselves trapped amongst the commercial energy surrounding them. This condition in the market usually leads to the “domino effect” impacting otherwise stable properties, a cause of many former homes occupied by businesses that may struggle over time to remain relevant as trends change. This can be seen on the edges of the downtown where there are several converted homes shifting in and out of fashion with owners.

Additionally, commercial buildings extending almost the entire length of the town leads to depressed values. Today’s businesses seek “hot spots” for business location. This clustering of complementary businesses (i.e. shopping, dining, etc.) draws potential customers to locations where their interest or needs can be met. Location economists call this agglomeration. The benefit of agglomeration benefits the customer in both improved choices and typically better pricing of goods and services. The price of gas is typically lower where there is more than one store to choose from.

The best remedy for these existing commercialized areas is to encourage re-use and re-development through new zoning criteria and specifications. This approach can work well provided there is a commitment to areas where the investment in infrastructure has already been made. Growth beyond these areas only encourages abandonment while increasing cost to Youngsville’s tax and utility rate payers.

Policies that promote success of neighborhoods, businesses and civic uses alike are far more desirable to all persons involved who care about the future of the community and the preservation of the investments made by property owners in the community. This approach respects property rights in balance. The rights of the subject property owner, and the rights of the adjacent or nearby property owner such that all parties are treated respectfully. When some property owners lose for another one to gain, the

development decision must not be particularly beneficial to the community. *(Also see section 8.5.1 of this document for additional information.)*

8.3.2.2 Subdivision Ordinance

As of the time this plan was prepared, specifications for the extension of streets and utilities to serve newly created lots exist in the Subdivision Ordinance; however, a new unified development ordinance, described in section 8.5 below, will be completed following plan adoption. The adoption of new standards will establish cost saving measures for the tax and utility rate payer for all new subdivisions. When new streets are built properly they last longer and are far less costly to maintain. These new streets must also be reported to the NCDOT upon completion to ensure the local share of the fuel tax collected from every motorist when they purchase fuel, will be returned to the Town. When these fuel taxes are returned each year, they can do more for the older streets where repairs may be warranted.

Subdivision criteria and specifications also improve utility performance and reduce cost to serve all rate payers. By establishing specific criteria for the location of lines we can reduce confusion and improve the effectiveness of future maintenance and repairs. Each utility is designated into a specific location in or near the street.

8.3.2.3 Building Code

The Town of Youngsville has an inter-local agreement with Franklin County for the administration of the Franklin County State Building Code developed and mandated within the Town Limits and the extraterritorial jurisdiction (ETJ) at the time of adoption of this plan.

8.3.2.4 Floodplain Management

Flood Damage Prevention Ordinance regulates development that would occur within a floodplain. While this ordinance is in place, it mainly covers building specifications like elevation, and public infrastructure, such as sewers. The existing ordinance does not adequately address land use in floodplains. This ordinance is mandatory in order to be eligible for the National Flood Insurance Program administered by the federal government.

8.3.2.5 Storm-water Management & Watershed Protection

The Youngsville Watershed Protection Ordinance applies to particular areas established by mandate of the State of North Carolina. It was adopted to address land uses and use specifications, i.e. lot size, coverage, etc., and stream buffers within these sensitive areas.

8.4 Future Land Use – *Where We’re Going Next!*

The exciting aspects of this plan are not captured by the issues we’ve faced or the problems we believe we have, but the opportunities we have before us. The opportunities to build upon our previous successes are the greatest asset the businesses and citizens of Youngsville possess. This plan recognizes those attributes, identifies the community stakeholders’ goals, and crafts a vision of our future. Along with the actions we must undertake, to achieve the goals stated in this document, this plan provides the foundation for systematic decision making by businesses, citizens, prospective investors in our community, and leadership at various levels.

Simply stated, the key to our success is to increase the population of the community by reasonable numbers in order to increase the economic activity to a level that will support the services we desire. The three groups to focus our energy on are as follows:

- Retain our young adults by creating the home-town they dream about.
- Attract newcomers by offering the dynamic small-town feel they seek.
- Encourage opportunities for our citizens to age-in-place through local options for senior living.

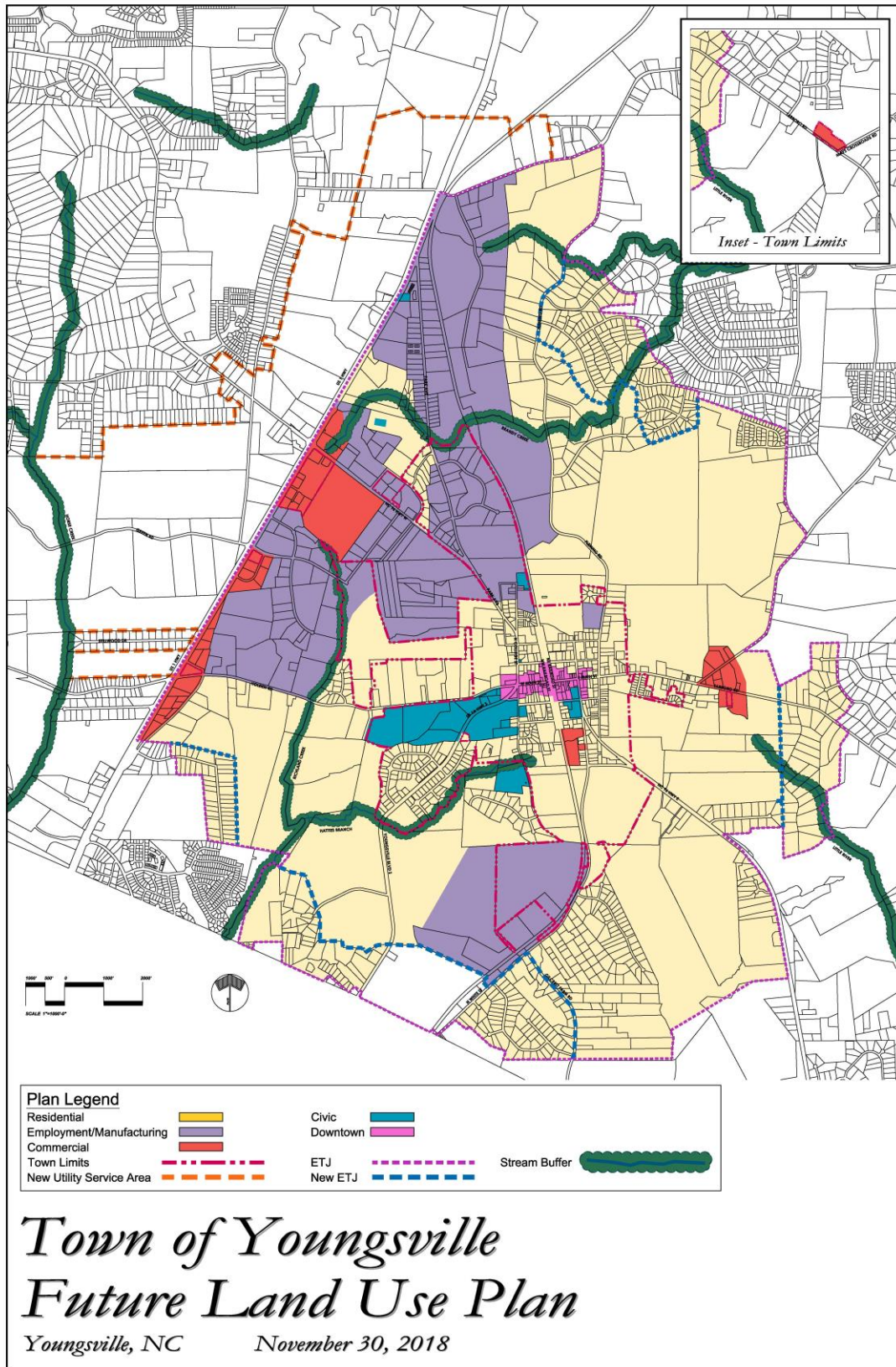
Creating an attractive atmosphere in Youngsville will contribute toward our ability to attract young adults to return, to come home, when they seek that long-term location to settle into. These same investments will attract the newcomers seeking a special small-town atmosphere with lifestyle opportunities they find attractive. When a community feels good about itself it shows and that will become its greatest attribute in attracting visitors who just want to be a part of it all. That’s what successful towns do, they become special by taking deliberate steps toward that goal and they reap the rewards when they do it well.

The following “steps” provide guidance for implementing the recommendations of this plan. While they are not rigid in their order, their importance is unwavering to the future success of Youngsville in the 21st century.

8.4.1 **Step 1: Refresh Youngsville by Redeveloping Underutilized Areas First**

Youngsville, like many small towns, suffered from oversupply of commercial land during previous decades of erratic and spontaneous development. Focusing attention on strategic locations to reignite interest within the core downtown, parts of the West Main, NC 96 West, and US 1 corridors can boost investment by re-thinking development in the corridors. Incentives to refresh and redevelop strategic sites in existing underutilized locations where existing infrastructure and location dynamics combine to support successful new investments will reinforce property values within these strategically important locations. The ***Future Land Use Plan*** appearing in figure 8.4.1 depicts a pattern of development to accommodate a combination of residential, non-residential and mixed-use growth & redevelopment. The map serves as the overall plan to guide decisions about future infrastructure investments and other public services for Youngsville’s future growth. ***Zoning changes are required by North Carolina statute to be made based upon both reasonableness and consistency with this plan.***

Figure 8.4.1 ***Future Land Use Plan***



8.4.2 **Step 2: Strengthening our Core and Existing Commercial Centers**

There are four identifiable catalyst areas to focus refreshing redevelopment that will invigorate Youngsville's with purpose, human presence and economic vitality. These four areas, shown in Figure 8.4.4 ***Youngsville Area Growth Opportunities***, are vital to jump-starting the local economy in various ways. All four of these catalyst areas should be the subject of development concept planning, as performed for area 1, Downtown Youngsville, appearing below. The remaining three concept area plans should be prepared as soon as possible to provide site specific ideas and guidance to property owners, developers, businesses, citizens and leadership. The catalyst areas appear in order of priority and significance for overall benefit to revitalizing Youngsville.

8.4.2.1 **Downtown Core – Catalyst Area 1**

The downtown core area is the heart of Youngsville. As with most living things the heart is the most vital organ and communities are no different, their vitality often depends on the strength of the heart or core area.

This area emerged very early in the lifespan of the Town and incorporates existing buildings within surrounding neighborhoods with a balance of pedestrian and vehicular oriented infrastructure into a wonderfully situated rise in southern Franklin County.

This characteristic offers ease of somewhat more dense development without substantially altering the landscape through mass grading, while reducing costs of living at an elevation safely out of harm's way when impending flood waters rise.

Thoughtful planning to identify opportunities and illustrate concepts citizens and property owners may find feasible will provide a foundation for creative projects that will benefit the community while meeting the goals of growing the business community and improving the offerings in Youngsville.



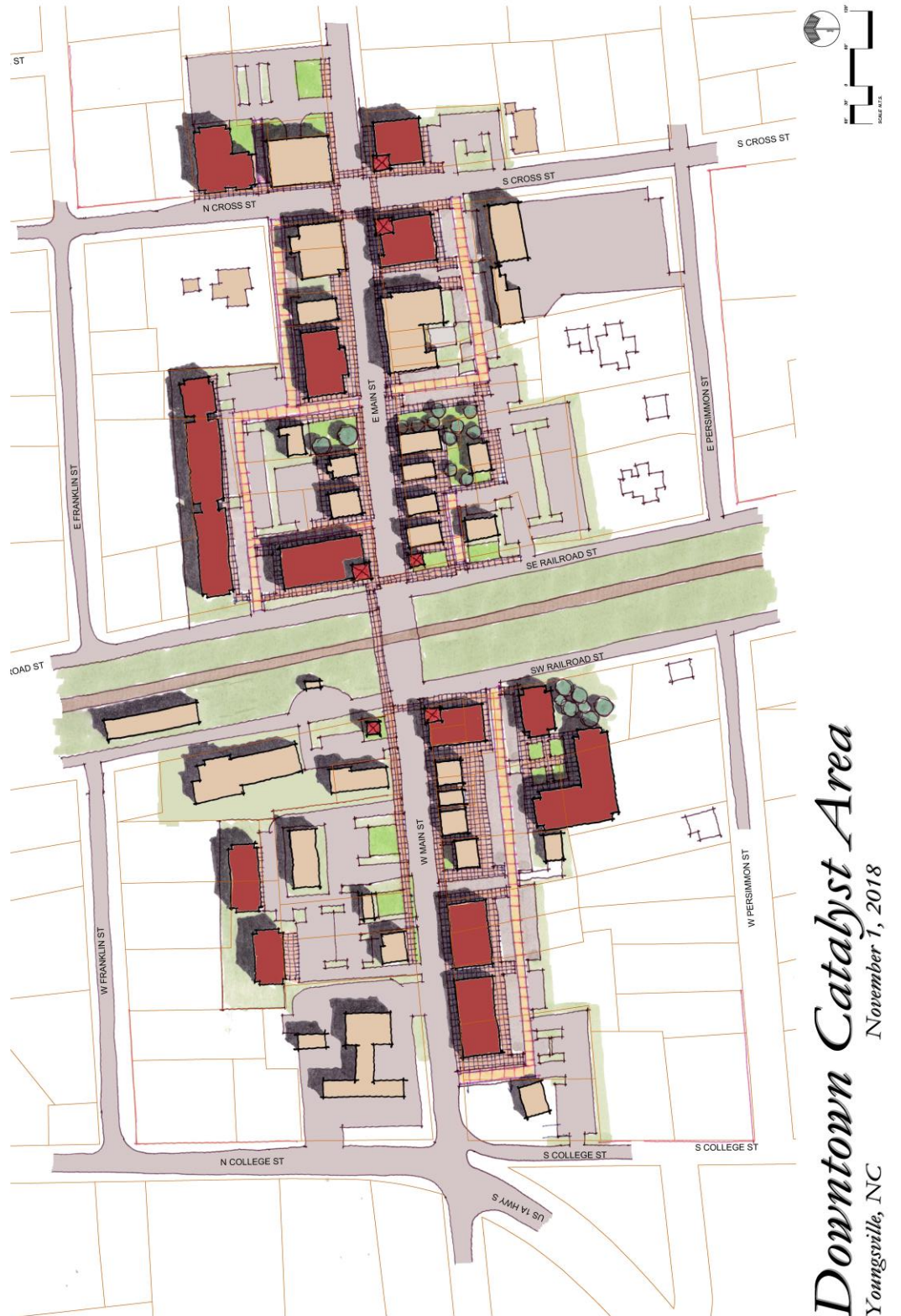
The design ideas represented in the Catalyst Area 1 - Conceptual Master Plan - Downtown Core Area in figure 8.4.2.1 will increase the return on investment in current infrastructure and reduce the cost to service. This catalyst area plan will:

- Increase the number of people living in and around the core to create a lively atmosphere.
- Encourage multi-story development to take advantage of existing infrastructure and neighborhood patterns.
- Balance parking facilities to avoid overkill of supply. Incentivize with bicycle storage lockers.

- Focus on key infill refresh/redevelopment projects such as the old mill parking lot, the vacant tracts on East Main Street, the vacant lots behind the existing buildings on the south side of East Main, the parking lot behind the former town hall, and the vacant lot located at East Main & S.E. Railroad Streets.



Figure 8.4.2.1 ***Catalyst Area 1 - Conceptual Master Plan - Downtown Core Area***



8.4.2.2 US 1 and Holden Road - Catalyst Area 2

The US 1 corridor west of the downtown core area intersecting Holden Road is a compact mixed-use area with numerous underutilized properties that could benefit from reinvestment and redevelopment. New development or redevelopment in this corridor will vary in type but is limited in size to approximately 1½ block in depth to transition into the adjacent neighborhood(s). ***The concept area plan should be prepared as soon as possible to provide site specific ideas and guidance to property owners, developers, businesses, citizens and leadership.***

8.4.2.3 US 1 and NC 96 - Catalyst Area 3

The US 1 corridor northwest of the downtown core area extending from NC 96 north approximately 1/5 mile is a mixed-use area with numerous underutilized properties that could benefit from investment and development. This area extends east along NC 96 on both the southerly and northern frontages and features desirable accessibility to US 1. New development or redevelopment in this corridor will vary in type and size to approximately two or three blocks in depth to transition into the adjacent neighborhood. ***The concept area plan should be prepared as soon as possible to provide site specific ideas and guidance to property owners, developers, businesses, citizens and leadership.***

8.4.2.4 US 1 and Park Avenue - Catalyst Area 4

The US 1 corridor north of the downtown core area intersecting Park Avenue is ideally situated in an expanse of land within close proximity to all necessary utilities offered by the Town. ***The concept area plan should be prepared as soon as possible to provide site specific ideas and guidance to property owners, developers, businesses, citizens and leadership.***

8.4.3 Preservation and Conservation Areas

Given Youngsville's role in local governance in southern Franklin County, our most effective tools for preservation and conservation are the moderation of growth and expansion of our municipal services and the policies governing expansion of the systems we operate. By working together with our counterparts at the county level we can stimulate investments where warranted and discourage investments in areas that will not be good for either Youngsville or Franklin County. This approach leaves these lands completely under the control of their elected Franklin County officials. The only time Youngsville officials will be involved is when the topic of municipal service levels is explored.

8.4.4 Future Growth beyond the Town Limits

The outward expansion and growth of Youngsville must be guided by a combination of this plan and the information gathered when examining specific development plans and proposals in the future. This plan identifies known and projected growth areas on figure 8.4.4 **Youngsville Area Growth Opportunities** to provide guidance to the businesses,

citizens, Youngsville leadership, and others seeking to make important financial and/or policy decisions.

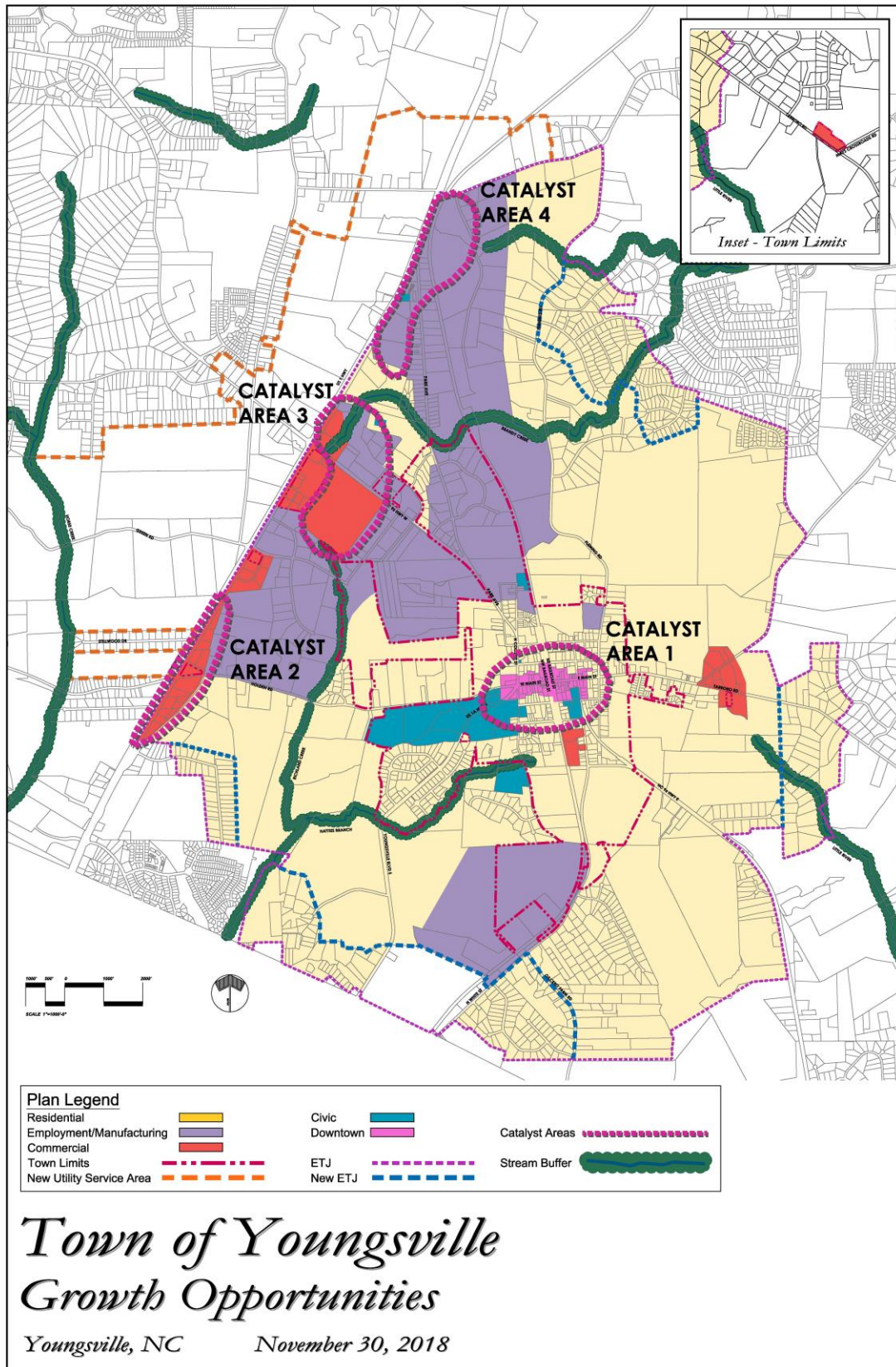
When considering growth and development proposals outside Youngsville's municipal limits, priority must first be given to the existing businesses and citizens, utility rate payers and property tax payers. The following questions should be made a part of the formal consideration of request for annexation and extension of services, whether publicly or privately funded:

- Will the project contribute to the overall wellbeing of Youngsville's business and citizen well-being?
- Will the project contribute to the reduction of cost overall for services to current rate payers on the system?
- Will the project avoid the obligation of debt by the rate payer or taxpayer generated revenues in order to serve the project?

When these questions are answered by a resounding "yes", the project is likely worthy of further consideration; however, if not, the project should be avoided.

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Figure 8.4.4 ***Youngsville Area Growth Opportunities***



8.5 Re-thinking Youngsville's Zoning - *A Common Sense Approach!*

8.5.1 Planning, Zoning and Development – The Town 'Plans & Specs'

The traditional approach to land development ordinances in North Carolina was to adopt several different ordinances with individual topics based in the enabling legislation of the State. However, today provisions have been made to combine these varied ordinances into a single or unified development ordinance or UDO as they are commonly known. The UDO approach not only brings everything into one, albeit lengthy, ordinance the benefits of consolidation eliminate the confusion over administration and procedural process for the business or citizen undertaking a project. No longer would the applicant need to research separate ordinances to compile the criteria and specifications for their project. The exceptions to this consolidation or unification remain the building code governing structural, mechanical, plumbing, and electrical standards and certain state and federal mandates governing the environment.

Given the status of the Town's existing ordinances relating to growth and development, particularly following the 2013 and 2015 legislative sessions in North Carolina, the Town has contracted to prepare a new UDO consistent with this plan. The new UDO, to be known as the *'Youngsville Development Ordinance'*, or YDO, is scheduled to be completed in the summer of 2019.

Adoption of the new YDO will accomplish two primary objectives: to modernize the Town's criteria and specifications to meet current statutory requirements, and to make certain the criteria and specifications are designed to help Youngsville thrive once again.

This approach emphasizes the adopted plan and then seeks to achieve the goals of the plan. Tying the Town Plan to the YDO not only achieves statutory compliance but transforms the role of zoning from regulatory in nature into more of a set of criteria and specifications.

This *'plans & specs'* approach to town building improves the relationship of the Town with its businesses and citizens by establishing objectives, then administering the YDO to simply achieve those objectives. By using common sense policies to encourage re-use and reinvestment in Youngsville, the Town can reduce tax and utility rates as the plan is implemented. This approach benefits all Youngsville's businesses and citizens.

An article posted online at [RISMedia Daily e-News written by Suzanne De Vita](#) on November 3, 2016 discussing a report from the Urban Land Institute's (ULI) and PwC's, "[Emerging Trends in Real Estate® 2017](#)," which analyzes trends-to-come in both the U.S and Canada housing markets. Ten "gateway" markets, as defined in the report—those with both a diverse economy and "niche" neighborhoods—will stand above the rest (It should be noted that the Raleigh-Durham market has been identified as the number 7 "gateway" market in the nation). The report highlights the importance of practical zoning standards and specifications to meet the needs in today's real estate market. Ms. Vita writes: *"Both on the investor side and the user side of the market, optionality—not just one use, not just one user, not just one user profile—may be gaining favor as a way to navigate the cross-currents of volatile markets,"* the report's authors state.

“Optionality from a user standpoint allows for the adjustment of space needs to vary in terms of size, location, and use on an as-needed basis.”

The trends discussed in the report point to a need for communities to be very deliberate in how they establish development related standards and specifications, including how they implement such non-conventional approaches to stimulating investment in the community.

As described in section 8.3.1.1 of this document, today’s businesses seek “hot spots” for business location. This clustering of complementary businesses (i.e. shopping, dining, etc.) draws potential customers to locations where their interest or needs can be met. Location economists call this agglomeration. The benefit of agglomeration to the customer is both improved choices and typically better pricing of goods and services. A simple example of this phenomenon can be seen in a portion of downtown Youngsville, where a number of personal services establishments (salons and barbershops) are located within proximity of one another.

The best remedy for the largest of Youngsville’s existing underutilized commercial areas is to encourage re-use and re-development through new zoning criteria and specifications. This approach can work well provided there is a commitment to areas where the investment in infrastructure has already been made. Once the Town has reinvigorated these core areas, then growth beyond the current Town Limits should be studied to determine benefits for the Town’s businesses and citizens.

Policies that promote success of neighborhoods, businesses and civic uses alike are far more desirable to all persons involved who care about the future of the community and the preservation of the investments made by property owners in the community. This approach respects property rights in balance: the rights of one property owner, and the rights of the adjacent or nearby property owner(s) such that all parties are treated respectfully.

Black’s Law Dictionary defines ‘property rights’ as ***“The rights given to the person or persons who have a right to own the property through purchase or bequest. These are basic rights in any society though absolute right for a property is rare in any society.”***

Law Dictionary: [What is PROPERTY RIGHTS? Definition of PROPERTY RIGHTS \(Black's Law Dictionary\)](#)

In North Carolina, and in most states, municipalities are created for the provision of services to the benefit of its businesses, citizens and property owners. The decision to reside in close proximity with others and to share in the provision of beneficial services provided by an organized local government defines the purpose of municipalities: ‘to facilitate mutual benefits to those choosing to reside within a municipality’. Therefore, municipalities inherently seek to balance property rights for the mutual benefit of those affected by the actions of the individual. This compromise on the absoluteness of property rights is therefore an understanding that rules may be enacted for the benefit of the greater community. Simply stated, when adjacent property owners must lose something of value to them for another property owner to gain, then an action or decision by that individual must not be particularly beneficial to the community. These assumptions of mutual benefit, the foundation of a municipality or community, are the

basis for the establishment of rules governing development and the up-keep of properties within a municipality.

The challenge becomes how well a community balances those rules with the protections of individual property rights, rather than to unreasonably suppress them.

A balanced and fair approach to the establishment of rules, standards and specifications must be the norm, not the exception. Focusing on the goals of the community rather than restricting a community out of fear or unwarranted bias must become the established culture and philosophy when making policy. The replacement of the current ordinances governing land development with professionally administered innovative policies instills trust and support for the municipality while creating greater opportunity.

First and foremost, in the effort to invigorate Youngsville is the approach to new housing construction. This plan, and our YDO, should address gaps in housing market product offerings and land development specifications appearing in the Town's ordinances must be adequate to accommodate these trends. Replacing the town's antiquated zoning ordinance, adding specifications for land development which creates new streets and supporting infrastructure, and maintaining quality control over the implementation of these standards must be prioritized to protect property rights of all parties while creating common-sense opportunities that avoid growth and development failures in the future. *(Also see section 8.2.1 of this document for additional information.)*

The Town's current water and sewer utility service areas that already extend beyond the Town Limits will require clear policies on connections to avoid falling victim to decisions that do not benefit property tax and utility rate payers. While the YDO will not apply to any property outside the Town Limits and the Town's extraterritorial jurisdiction (ETJ), it will apply to property voluntarily annexed into the Town to gain access to those utilities. In areas where voluntary annexation petitions would not be eligible at the time a request for connection is made, the Town should still obtain a petition by the property owner, binding on future owners, allowing the Town to proceed with annexation when the statutory criteria is met. *(See sections 8.3.1 and 8.5.4 of this document.)*

The following descriptions of districts or zones the new YDO should establish describe the character of the various neighborhoods and non-residential parts of Youngsville. These new districts should replace all existing districts and be accompanied by opportunity driven district standards – opportunities for both growth and preservation of natural areas.

Careful consideration must be given when crafting the criteria and specifications for development to avoid as much non-conformity or “grandfathering” as possible. While some properties may not avoid a non-conforming (grandfather clause) status, it is very important to make as much existing development compliant as reasonably possible. This attempt should not be misguided into making fundamentally poor choices in drafting the YDO, nor should it fail to recognize the role of property maintenance rules.

8.5.1.1 Single Family Residential Districts

Three Single Family Residential Districts (SFR-1, SFR-2 and SFR-3) provide for the completion of existing residential neighborhoods and the development of new

residential neighborhoods. Allowed building/lot types in the Single-Family Districts are Detached Houses. Permitted uses in all three are restricted to single family homes and their accessory uses. Neighborhoods in these districts are the dominant land use in Youngsville and are a major element in defining the character of the community. Standards for the Single-Family Residential Districts ensure that new development maintains the character of the community. The Single-Family Residential Districts permit the completion and conformity of conventional residential subdivisions already existing or approved in sketch plan form by the Town of Youngsville prior to the effective date of these regulations.

8.5.1.2 Traditional Neighborhood Development Overlay District

The Traditional Neighborhood Development Overlay District (TNDO) provides for the development of new neighborhoods and the revitalization or extension of existing neighborhoods. These neighborhoods are structured upon a fine network of interconnecting pedestrian-oriented streets and other public spaces. Traditional Neighborhood Developments (TND's) provide a mixture of housing types and prices, prominently sited civic or community building(s), stores/offices/workplaces, and churches to provide a balanced mix of activities. A Traditional Neighborhood Development (TND) has a recognizable center and clearly defined edges; optimum size is a quarter mile from center to edge. A TND is urban in form, is typically an extension of the existing developed area of the Town and has an overall residential density of up to 16 dwelling units per acre. TND districts should have a significant portion of land dedicated to open spaces.

8.5.1.3 Residential/Main Street Transitional District

The Residential/Main Street Transitional District (R/MST) provides for the completion of existing residential neighborhoods in the residential area(s) surrounding the Main Street and contiguous Civic Districts through in-fill development. The intent of this district is to recognize that most of the area surrounding the core of the downtown developed prior to the adoption of standards such as zoning and subdivision regulations. The gradual transformation of existing development to high quality mixed density residential development is needed to support the central core of the Town. Higher density residential development allows a greater number of households to walk or bike, thus reducing the parking demand and providing environmental and health benefits. Allowed building/lot types in these districts are the Detached House, Attached House, and small-scale Multi-family Building. Streets in the Residential/Main Street Transitional District should be interconnected, with streets and sidewalks providing a connection from Youngsville's downtown to the Single-Family Residential districts surrounding these neighborhoods. A range of housing types is encouraged. Criteria for the mix of building types establishes compatibility.

8.5.1.4 Main Street District

The Main Street District (MS) provides for new development, revitalization, reuse, and infill development in Youngsville's core downtown. A broad array of uses is permitted to enable the needs of residents and visitors to be met. Allowed building/lot types in this district are Urban Workplace, Shop-front, Detached House, Attached House, Multi-family Building, and Civic Building. The development pattern seeks to integrate shops, restaurants, services, work places, civic, educational, and religious facilities, and higher

density housing in a compact, pedestrian-oriented environment. The Main Street District serves as the hub of the surrounding neighborhoods and of the broader community. The Main Street District may be expanded over time to meet the needs of the growing community for downtown facilities and services. Expansion of the Main Street District shall be contiguous and not separated from the primary district area.

8.5.1.5 Civic District

The Civic District (CIV) provides a location for educational, medical, religious and public uses. Large developments in the Civic District are encouraged to provide a master plan to the Town. Institutional uses in the Civic District are required to provide pedestrian connections on their campuses and, to the extent possible, develop an internal street system with structures fronting on the streets. Parking should not be the dominant visible element of the campuses developed for institutional uses. Providing a unique district for civic and institutional uses will establish uniform standards.

8.5.1.6 Mixed-Use District

The Mixed-Use District (MU) is established to provide opportunities for compatible and sustainable re-development where underutilized commercial properties already exist. The existing auto-oriented street, lot, and building designs can create uncomfortable pedestrian environments; however, with careful site planning these areas will allow a greater number of residents to walk or bike to businesses and services with an interconnected network of streets and sidewalks. Allowed building/lot types are Highway Commercial, Urban Workplace, Shop-front, Detached House, Attached House, and Multi-family. Dominant uses in this district are residential, retail and office. The Mixed-Use District is expected to serve Youngsville residents as well as persons who travel from surrounding communities. The development pattern in this district acknowledges the role of the automobile, with parking and access provided to ensure safety for the motoring public. Development standards in the Mixed-Use District ensure the creation of a pleasant auto-oriented environment while enabling a compatible transition to uses in adjacent districts.

8.5.1.7 US 1 Commercial District

The US-1 Commercial District (C-1) is established to provide opportunities for compatible and sustainable development along the US Highway 1 corridor. Development standards in the US-1 Commercial District acknowledge that the automobile is the primary mode of transportation. Development and design standards encourage pedestrian scale development along a secondary street network serving larger projects. Goals of the US-1 Commercial District include providing a pleasant environment for motorists, a safe environment for pedestrians along the secondary network of streets and pedestrian facilities; ensuring the safety of motorists and pedestrians; and preserving the capacity of the Bypass to accommodate high traffic volumes at higher speeds outside the core area as shown in the adopted Town Plan. Uses in this district include commercial goods & services, employment, and some limited industrial. Allowed building/lot types include Highway Commercial, Urban Workplace, and Shop-front.

8.5.1.8 Vehicle Services & Repair District

The Vehicle Service and Repair District (VSR) is established to provide locations for

specific uses that, due to their unique characteristics and importance to the community, and the traveling public, require different criteria and specifications than typical commercial development. Development standards in the Vehicle Services and Repair District acknowledge that the automobile is the primary mode of transportation in rural communities and there is a vital need for such businesses to be located in close proximity to one another. Uses within the Vehicle Services and Repair District are buffered from adjacent uses. The dominant use in this district is the vehicle-based service businesses, vehicle repair shop, and disabled vehicle storage area. The Vehicle Services and Repair District is reserved for uses which require broad maneuvering spaces and avoid pedestrian interaction with potentially hazardous conditions. Goals of the Vehicle Services and Repair District include providing a pleasant environment for motorists, a safe environment for pedestrians along the network of streets and pedestrian facilities; ensuring the safety of motorists and pedestrians; and preserving the capacity of Main Street and its interconnecting network of streets outside the core area as shown in the adopted Town Plan. Uses in this district include heavy commercial goods and services for motor vehicles, and some limited industrial. Allowed building/lot type is Highway Commercial.

8.5.1.9 Industrial District

The Industrial District (IND) is established to provide locations for industrial uses that, due to the scale of the buildings and/or the nature of the use, cannot be integrated into the community. Uses within the Industrial District are buffered from adjacent uses. The dominant uses in this district are manufacturing and warehouse storage. Small scale manufacturing and storage that is compatible with less intensive uses can and should be located in other non-residential or mixed-use districts. The Industrial District is reserved for uses which require very large buildings and/or large parking and loading facilities.

8.5.1.10 Heavy Industry Overlay District

The Heavy Industry Overlay District (HIO) is established to protect all environments from the negative impacts of certain activities and types of development. It is the intent of this section to provide and permit certain public and private heavy industrial uses and facilities that incorporate hazardous materials and/or scientific technology, including: wholesale, distribution, storage, processing, manufacturing and production. However, it is required that industries in this district take all necessary actions including but not limited to installation of apparatus and technological equipment available to prevent negative impacts on the environment and the community from the emissions of smoke, dust, fumes, noise and vibrations and other activities and/or products resulting from such hazardous industrial activities in accordance with federal, state and local regulations.

8.5.1.11 Agricultural District

The Agriculture District (AG) is established to protect lands used for agricultural production, agriculturally based businesses and related activities. Farm land is a defining element of Youngsville's identity and the protection of these lands aids in preserving the character of the Town. Permitted uses are limited, with an emphasis on uses that are agricultural in nature. Development density is very low to encourage preservation of agricultural lands while discouraging residential subdivision development until such development can be efficiently served. The Agriculture District

can also be used to protect open spaces.

8.5.1.12 Mini Farm Overlay District

The Mini Farm Overlay District (MFO) permits buildings to be grouped on a site, parcel, or property in order to optimize the use of land and resources for both residential and agricultural purposes. By clustering development at a density no greater than one unit per developed acre, projects developed in accordance with these standards can obtain density bonuses while preserving unique natural features for agricultural use. The Mini Farm Overlay District mandates the dedication of both agricultural land and open space with density bonuses provided as an incentive for adhering to the standards. It is the intent of this district to be used for new development in undeveloped outlying areas of the Town and its extraterritorial jurisdiction. Allowed building/lot type is Detached House.

8.5.1.13 Scenic Corridor Overlay District

The Scenic Corridor Overlay District (SCO) is established to protect the pastoral scenes and open spaces that provide a sense of arrival for residents and visitors traveling the major entrance roads and gateways to the Town. The pastoral scenes and undeveloped property along the entrance roads and gateways from the east contribute significantly to Youngsville's community character and sense of place. The Scenic Corridor Overlay District provides development options for the owners of the property abutting the entrance roads and gateways. The goal of this district is to protect the scenic value of the corridors through a mix of incentives and development standards. These standards will preserve the rural character of the Town by maintaining the sense of a rural corridor in an urban environment; provide an aesthetically appealing experience for those traveling the corridor; provide multi-modal transportation options for travel; and ensure a safe transportation corridor for motorists, bicyclists, and pedestrians. The Detached House lot/building type is allowed in this district.

8.5.1.14 Manufactured Home Park Overlay District

The Manufactured Home Park Overlay District (MHP) is established to protect the standard of living and neighborhood conditions within manufactured home parks. Established standards that will enable the use of innovative manufactured homes with a higher aesthetic standard will invigorate these communities. Non-conforming manufactured home parks that have not received approval for continuation would be amortized over a period of time to allow the owner/operator to meet reasonable financial payback expectations in accordance with accepted practices in North Carolina. Existing parks could be limited to a lesser degree of fundamental standards and specifications, while new parks could be required to meet a higher standard. These parks may be ideally suited for alternative designs such as Tiny House, Park Model and other styles of housing where installation standards are considered temporary. The overlay could be expanded to apply to permanent installations of innovative manufactured housing in cluster style subdivisions or parks.

8.5.2 Development Agreements

Preparations to embrace current and projected trends are a partnership of both land development and real estate industries with local government leadership. Shifts in social values, particularly among different age groups, indicate a strong propensity to consume goods and services in vastly different ways than prior years. In order to meet the expectations of what consumers' desire, land development will need to change the way it has been functioning since the 1970's. No longer do people rely solely upon the personal automobile for their daily needs. Today, generations young and old are finding new means of sharing within their daily lives as described in sections 3.6, 6.4 and 8.2 of this document. Therefore, local governments must find new ways to manage growth that is inclusive of a diverse and expectant population, development agreements are a new tool for local governments that many find effective in accomplishing new concepts.

Development agreements are a relatively new addition to the local government tool-box that has been recently modified to improve the way development specifications are established for a property. Having been authorized by the North Carolina legislature over a decade ago for the purpose of addressing larger phased developments and the need to hold entitlement to land development approvals for extended periods of time, the development agreement has opened a new avenue to creative design and town building. Section 19 of Session Law 2015-246 amended the statutes to remove the minimum size and maximum term of agreements. The changes effectively opened the window of opportunity just in time to create enormous flexibility in how new land development projects could be structured.

Today, development agreements offer a developer, land owner and the Town the ability to structure common sense approaches to projects that protect property rights and enable effective approvals and administration of projects when all sides agree. Ideally, the development agreement will not be used unwisely by local governments but will be utilized to offer higher degrees of trust. Trust in the form of stability eliminates concern that changes in elected local leadership will impact how a project progresses from start to finish.

The development agreement cannot substitute standards and specifications for development but can offer two substantial benefits: it can establish opportunities for participation by the local government and it can freeze zoning standards in place for the life of the agreement.

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8.5.3 Ordinance Administration

The administration of a unified development ordinance, the new Youngsville Development Ordinance (YDO) consistent with this plan must be performed by experienced professionals to ensure protection of the rights of businesses and citizens. Such fair and unbiased administration must be proactive and seek to help these businesses and citizens achieve the successes they may seek that are consistent with both the adopted Town Plan and the YDO.

Proactive administration includes:

- Assisting businesses and citizens inquiring about their proposal and how their ideas fit into the comprehensive plan.
- Ensuring all inquiries enjoy all of the privileges of the YDO.
- Providing accurate and prompt information to enable the business or citizen to rely on the information in making very important decisions.
- Identify invalid permits and determine how to administer.
- Identify non-conforming uses, show on map, send letter to describe how property rights will be preserved and limits on changes to the non-conforming use.
- Meet with Franklin County Building Inspections department to establish protocol for future projects.
- Prepare a guide on the “Table of Permitted Uses” to 1) describe why so extensive, 2) why include unwanted uses, & 3) how to use.
- Customer service functions to include Town of Youngsville Planning, Zoning & Subdivision Administrator administering final Certificate of Occupancy (CO) following all inspections by appropriate Town staff and County Building Inspections.

8.5.4 Water and Sewer Utility Extension and Service Policy

The Town’s current infrastructure service areas that already extend beyond the Town Limits will require clear policies on connections to avoid falling victim to decisions that do not benefit property tax and utility rate payers. Updating these extension and service policies should clarify both requirements and incentives for property owners. *(See section 8.3.1 and 8.5.1 of this document.)*

Franklin County and the Town of Youngsville’s current sewer and water extension practices for new development require that access to these utilities be dependent upon the development site being incorporated within the Town limits. Therefore, any and all proposed development within Youngsville’s extraterritorial jurisdiction requiring water and sewer access must be accompanied by a petition for voluntary annexation.

While the Youngsville’s Development Ordinance (YDO) will not apply to any property outside the Town’s jurisdiction, it will apply to property annexed into the Town to gain access to those utilities. In areas where voluntary annexation petitions would not be eligible at the time a request for connection is made, the Town should still require a petition by the property owner that is binding on future owners allowing the Town to proceed with annexation when the statutory criteria is met.

8.5.5 Stormwater Utility – *An Innovative Alternative to Reduce Development Costs*

Another way to improve the financial attractiveness of Youngsville for new investment seizes an opportunity still in its infancy among municipalities. This approach should be considered when and if the need is deemed either beneficial to the community or mandated by the state and/or federal agencies responsible for water quality. Under state and federal stormwater rules emerging across North Carolina, local governments are often tasked with either requiring new development to install stormwater facilities (BMPs) or requiring existing property owners of larger development to begin retrofitting stormwater BMPs in areas that were developed prior to certain years, or both. These rules promulgated by the state and federal agencies mandate local governments to restore natural pre-development flow conditions measured in both quality and quantity when new development is approved. These requirements are very costly and often impact development feasibility in significant ways.

An innovative new alternative to these expansive (and expensive) development requirements is to approach this mandate with a new municipal utility service created in part to finance the installation and maintenance of the required retrofits and to meet the needs of both new development and re-development with common-sense solutions. Through the use of a public utility developers can not only enjoy reduced cost up front, but localities can enjoy enhanced tax base resulting in lower taxes throughout the jurisdiction when compared to the impact upon the pattern of development the traditional alternative of individual on-site BMPs create.

A Municipal Stormwater Management Utility comprehensively addresses the stormwater management needs for local governments by providing such services as a municipal function. If new development projects can utilize a municipal system, the cost of development can be reduced dramatically. Traditional on-site stormwater facilities are costly and consume a certain amount of land area that may be better suited for something other than a basin, constructed wetland or rain garden. By centralizing the treatment of municipal non-point source pollution, the taxpayers' risk and exposure can be reduced, while offering reduced up-front cost to the developer. This logical approach stems from the fact that the ultimate responsibility for all new development resides with the local government issuing the permits for the new construction.

A MSMD in Youngsville's could ultimately collect a fee from owners within the service area of an MSMD on an annual basis to address the ongoing any debt service, operations and maintenance. The fee funds both local and regional programs designed to protect and manage water quality and quantity by controlling the level of pollutants in stormwater runoff, and the quantity and rate of stormwater received and conveyed by structural and natural stormwater and drainage systems of all types. Properties not located within the MSMD would not be subjected to the fee.

The activities funded by the utility's collections include repair and replacement of BMPs, drainage improvements in various neighborhoods, and as a portion of the funding mechanism for "complete streets" renovations relating to City-owned streets and roadways.

The improvements in the Municipal Stormwater Management District will reduce upland flooding events, improve drainage in the Main Street core, and address density-related corridor concerns. Targeting site-specific projects with an eye toward containing costs, addressing overall drainage improvements in a regional manner, these devices will replace outdated or malfunctioning engineered devices associated with Main Street businesses. Replacing them with regional BMP's will holistically addresses the stormwater-related nutrient management goals set forth in state and federal rules while creating new opportunities to develop infill projects in the core area.

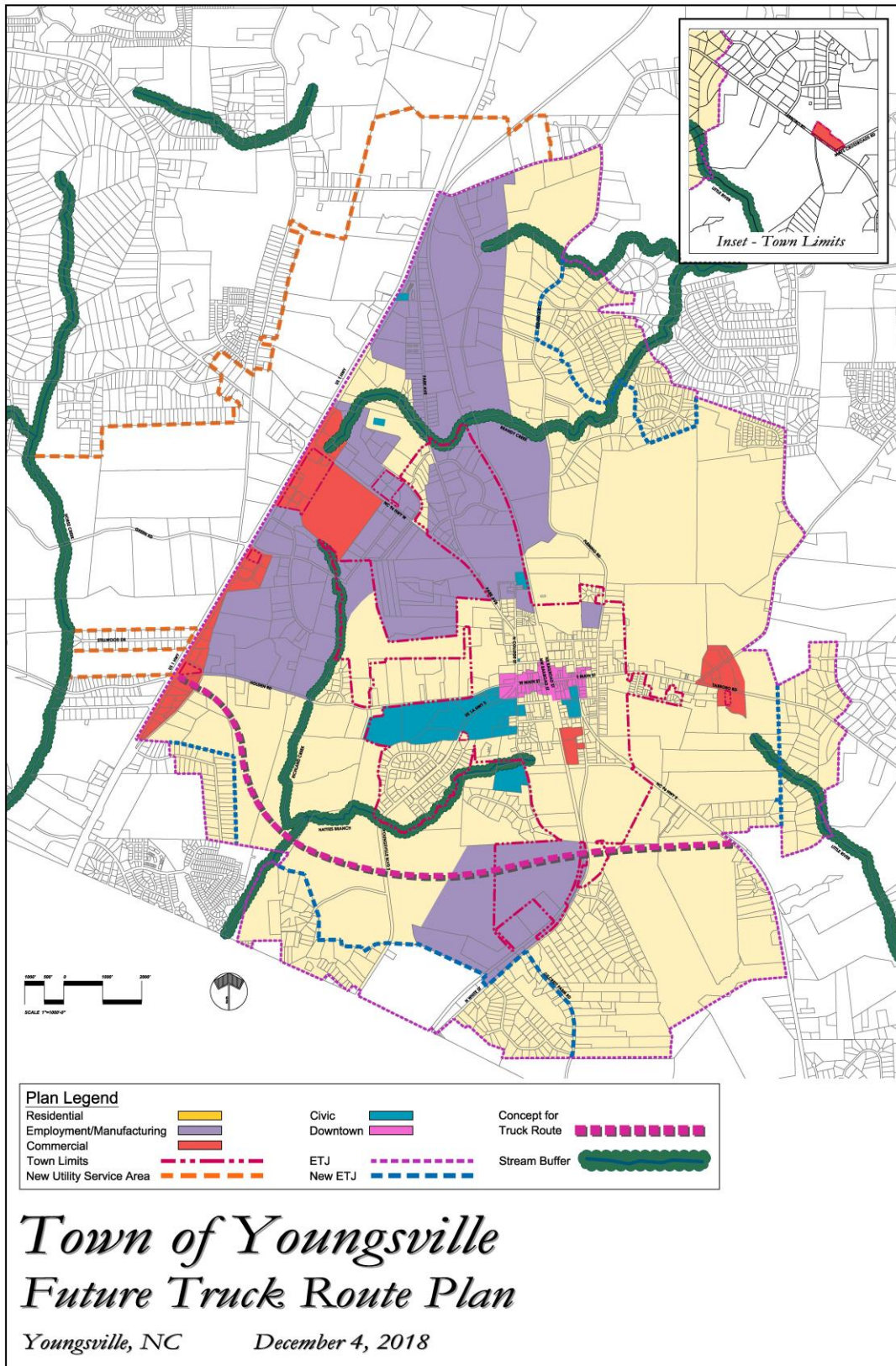
Relocation of BMP facilities away from the built-environment and creating regional, efficient public amenities reduces cost by concentrating the facilities into centralized single locations in each sub-basin. Maintenance expenses are decreased by reducing the number of sites the Town staff will have to monitor. BMP performance is enhanced during low-flow conditions, and the actual sites where the devices are installed can anchor parks as a water amenity.

8.5.6 NC 96 Truck Route – *Addressing Traffic Concerns in Downtown*

Traffic through the downtown area was the most frequent response of merchants when asked about their “dislikes” in Youngsville. However, without careful consideration new alternative routes can have devastating outcomes on commerce and property values. To adequately reduce the transfer truck traffic without impacting local motorist’s behavior a route south of the downtown area is recommended that will lengthen the trip for through truck traffic while local motorist trips through the downtown area will remain desirable. Figure 8.5.6 illustrates a study corridor for consideration by the CAMPO, NCDOT and other agencies with the intent to achieve the goals – ***Address Traffic Concerns*** (see section 5.2.2) while enhancing ***Downtown Business Retention*** (see section 5.2.3).

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Figure 8.5.6 ***Future Truck Route Plan***



9. BLUEPRINT FOR YOUNGSVILLE - SUMMARY AND PLAN IMPLEMENTATION

9.1 Summary

The responsibility of implementation of this plan lies with the Town of Youngsville Board of Commissioners. Through their leadership this plan will serve as the blueprint for refreshing revitalizing growth beginning with strengthening the core areas of Youngsville, establishing opportunity for economic success, and providing the foundation for decision making.

The task associated with implementation will require a steady long-term focus on achieving goals. To provide guidance on prioritization the following table illustrates which steps to take when, and who should be responsible. These tasks are accompanied by a range of cost for overall budgeting. Seeking partnerships to share in the risk and the reward of joint ventures will improve the success and reduce the cost to the businesses and citizens of Youngsville.

9.2 Actions to Implement Town Plan 2040

The information appearing in the Action Items Table 9.2 ***Blueprint for Youngsville: Actions to Implement Town Plan 2040*** provides a quick reference guide format for the ultimate prioritization of the actions and recommendations of this plan.