

Town of

Chartered 1887

Southern Pines



North Carolina

The Mid South Resort

Internationally Recognized for Program Excellence



Comprehensive Long-Range Plan

Adopted
March 8, 2016

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Chapter 1 Introduction

Purpose

Communities grow and prosper for scores of reasons. Some are external and beyond local control, but many others are well within the powers of local governments. This Plan is a guide for local decision-makers to help Southern Pines grow and prosper. This 2016 Plan updates the 2010 Plan. While the Plan horizon is the year 2040, the Short-Term Work Program in Chapter 11 should be reviewed annually and the goals and policies reviewed periodically as the Town changes.

Southern Pines' origin illustrates the power and importance of planning. Once a place where trees were harvested and processed to the point of resource exhaustion, a type of long-range plan was crafted – initially called “Vineland” – to help sell and establish the town as a resort community. Over time, the concept succeeded, with residents attracted by the Town's vision gradually making it their own, and establishing shared civic priorities, expectations and goals. Today, much of the original Vineland plat survives as the core of Southern Pines in a form that the Town's founders would likely recognize and appreciate.

Yet nothing remains static. Southern Pines and its neighboring communities have grown – to the point of abutting one another – and new, more complex relationships have emerged.

The Town's inherent charm and livability has been “discovered” in a context of wealth and mobility never envisioned prior to World War II, and pressures have emerged that seem to threaten the very qualities that have defined Southern Pines for so many years – qualities most residents hope never to lose.



Figure 1.1 Though settled much earlier, Southern Pines' resort community heritage began with John T. Patrick's founding of “Vineland” in 1884. Three years later, the Town of Southern Pines was incorporated. (Image source: Studio Cascade, Inc.)

This updated Plan addresses those concerns and identifies opportunities to ensure that change and preservation efforts improve the quality of life for the Town's residents over time. Active public involvement in the implementation of this Plan offers the Town a stronger, more efficient and effective basis for directing its future.

Contents

A long-range plan guides what happens on the ground relative to land use, transportation, natural resources, parks, utilities and other aspects of a community's development. It guides most aspects of the Town's physical and economic development to achieve goals, both short and long-term. This Comprehensive Long-Range Plan (CLRP)

is intended to guide the Town’s decision-makers as they allocate resources, take specific actions and provide services for residents and businesses in the community.

Chapter 1 introduces the plan, establishes its purposes, describes its development and summarizes its contents.

Chapter 2 establishes the vision for Southern Pines in the year 2040, lists the Town’s goals and sets forth policies that will enable the Town to realize its residents’ vision and achieve their community goals. This will be the most frequently referenced chapter of the Plan for decision-makers.

Chapters 3 through 9 focus on factors that are essential to the quality of life in Southern Pines, with each chapter describing existing conditions and the challenges facing the community. These chapters are intended to provide context for goals, policies and strategies relating to:

- Community Design;
- Land Use;
- Mobility;
- Economic Development;
- Public Facilities and Services;
- Housing; and
- Recreation and Parks.

Chapter 10 includes the Town’s area plans, which are intended to refine the Plan’s recommendations regarding specific neighborhoods, corridors and sub-areas of the community.

Chapter 11 establishes the Town’s Short-Term Work Program (STWP), which lists individual tasks and programs that are necessary to achieve the Plan’s goals, and which will require the allocation of public resources. The STWP is intended to be updated on an annual basis in coordination with the budget process as the Town Council sets priorities for funding listed tasks and programs.

The **Appendices** include a glossary, additional information about existing conditions and trends, a summary of the background documents that informed the development of the plan and copies of adopted area plans that are intended to inform This Plan’s implementation.

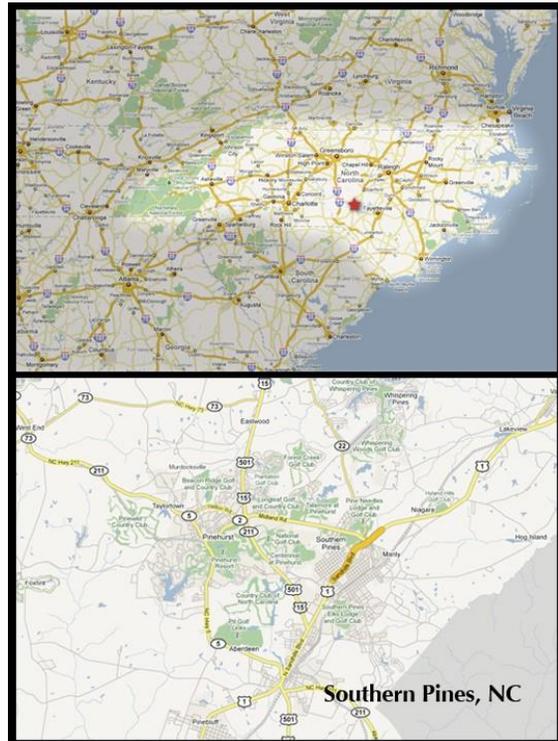


Figure 1.2 - Southern Pines, North Carolina’s location relative to the eastern United States, and to other regional and local cities. (Image source: Studio Cascade, Inc.)

Enabling Legislation

North Carolina State law enables and allows Cities and Towns to enact building and development regulations supporting the general health, safety and welfare of its citizens.

The 1923 legislative act that enabled zoning granted cities authority to zone within their corporate limits, including a provision that zoning be in accordance with a comprehensive plan. The State does not mandate or even provide guidelines for comprehensive plans, but does require that if

such plans exist, that land use and development regulations be implemented in support of them.

Historic Planning

In recent decades, Southern Pines has embraced the value of good planning. The 1988 Land Development Plan covered only land use and development. Other relevant plans include a recreation and parks plan adopted in 1990 and updated in 1996; an historic district report produced in 1992; an aquatics services study performed in 2006; a water supply plan developed in 2008; a Bicycle Transportation Plan prepared in 2010; the Comprehensive Long-Range Plan that this Plan updates, which was adopted in 2010; the West Southern Pines Neighborhood Development Plan and the Downtown Neighborhood Development Plan, each prepared in 2013; and a variety of facility and strategic plans.

Additional details regarding past Town planning efforts are contained in the community background section, published as **Appendix B** in this document.

Planning Area

Moore County, where Southern Pines is located, is in the Sandhills Region of south central North Carolina, bordered by Cumberland, Harnett, Hoke, Scotland, Richmond, Montgomery, Randolph, Chatham, and Lee counties. The county includes approximately 706 square miles (451,514 acres). The Census Bureau estimates the July 2014 population of more county to be 93,077 and increase from 82,292 in 2006.

Southern Pines is the largest town in Moore County with a July 2014 population of 13,235, up from 11,573 in 2006. The Town is in the southern portion of the County, and has an area of approximately 10,500 acres and an extraterritorial jurisdiction of 12,700 acres. This equates to a total planning area of

approximately 36 square miles including the Town limits and the extraterritorial jurisdiction. A map depicting the planning area at the time of plan adoption is included as **Figure 1.3**. Users wishing to determine specific applicability are urged to contact the Town's planning department for the most current map.

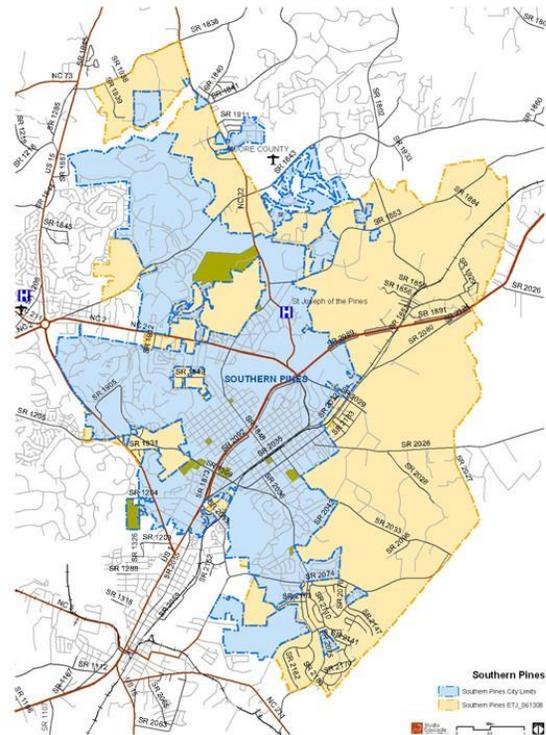


Figure 1.3 - The planning area for the long-range plan includes land within Town limits and the ETJ. (Data source: Town of Southern Pines, NC)

Extra-Territorial Jurisdiction (ETJ)

North Carolina law has long allowed towns and cities to establish land use regulations in areas just outside jurisdictional limits. First called “perimeter zoning,” the current system enables communities to designate such lands as part of an Extra-Territorial Jurisdiction (ETJ), the maximum size of which is determined by community population.¹

Extraterritorial areas must be based on “existing or projected urban development and areas of critical concern to the city, as evidenced by officially adopted plans for its development.”² The established boundary does not need to be based on a detailed legal survey, but the boundary must be described with sufficient precision that landowners can determine without hiring a surveyor whether their properties are included.

North Carolina law provides no mandatory relationship between annexation and extraterritorial jurisdiction, but as one of the primary reasons for the creation of ETJs is the need for coordinated planning and development in areas that may someday become urbanized, cities typically restrict annexation plans to areas within their ETJs.

Given Southern Pines’ irregular Town limits, its ETJ is not easily described by metes and bounds. Though it is depicted graphically in maps presented in this document, users wishing to determine specific applicability are urged to contact the Town’s planning department for the most current map.

¹ G.S. 160A-360(a) (1971) provides that cities may exercise land use powers (including abatement of public health nuisances) within a defined area extending not more than one mile beyond its limits. With the approval of the board or boards of county commissioners with jurisdiction over the area, a city with a population of 10,000 or more but less than 25,000 may exercise these

Public Participation Program

Residents of Southern Pines were consulted and asked to help lead the formation and development of the 2010 Plan. Outreach efforts were extensive, and included:

The creation of a Council-appointed, 20-member Advisory Committee

- Early, one-on-one orientation interviews with staff, council and others to help spotlight existing needs and issues
- Numerous public workshops, some held in series form to provide more localized, day or evening accessibility
- Short, issue-oriented community questionnaires available on-line or in paper form
- Informal exercises, including a “penny poll” and a photography exercise, with many of the photographs included in this plan submitted by project participants
- Informational booths set up and staffed during local events
- Mail and e-mail newsletters and notices
- A project website, including all process materials, exercises, on-line questionnaires and custom videos
- Informational meetings hosted by the
- Advisory Committee
- Articles, letters to the editor and guest editorials, published in the Southern Pines Pilot, and the Fayetteville Observer

powers over an area extending not more than two miles beyond its limits.

² The statute does not define “officially adopted plan,” likely requiring some degree of formal study, and adoption by resolution of the governing board, of a document setting forth the town’s development concerns.

Southern Pines Comprehensive Long-Range Plan

- An hour-long talk-radio interview introducing the plan process with Mayor Mike Haney, AC member Roy Harvel and consultant Bill Grimes
- A downtown, staffed plan headquarters to facilitate public visits, education and feedback



Figure 1.4 - As the plan developed, numerous methods were employed to help explain policies and associated tradeoffs. This image shows a frame from one of three on-line movies produced for the process. (Image source: Studio Cascade, Inc.)

In all, the level of outreach and community participation for the LRCP introduced the community to a much more participatory style of planning, effectively initiating a community dialogue and establishing a set of consensus, values-based goals to drive plan development. Participation figures include:

- Each set of workshops was attended, on average, by approximately 100 residents, with approximately 200 residents attending at least one meeting
- Project website visitation averaged 1,200 visits per month
- Nearly 500 informal “mini-polls” were completed, providing valuable policy direction on subjects often involving complex trade-offs
- Residents submitted over 400 captioned photographs of favorite Southern Pines features and qualities, guiding the creation of this plan’s goal and policy framework.
- Approximately 150 pages of comments, transcribed from hand-written ones provided at workshops, were submitted
- Approximately 40 articles, editorials or letters to the editor directly related to the planning process appeared in the Southern Pines Pilot or the Fayetteville Observer

For a community of Southern Pines’ size and demographic makeup, the number of residents who participated – especially in a process lacking specific controversy – was impressive.

The 2015 update began with a community workshop to validate the Town’s vision and goals and included a more modest public outreach program that focused on updating data, improving the usability of the Plan, incorporating completed neighborhood plans, and establishing the next steps required to achieve the Town’s vision.

Using This Document

Towns shape their communities through plans, regulations and budgets, each of which has distinct roles, but for obvious reasons, must be well-coordinated and complementary. Regulations include the standards and procedures for the use and development of land. Budgets determine how the Town will allocate resources for provision of services and capital improvements (e.g., roads, utilities, public buildings and parks). The roles of this Plan are to:

- Articulate a common vision, goals and policies that serve as an agreement with the public and establish expectations regarding the Town’s actions;
- Identify the challenges that the Town must address to achieve its goals;

- Guide Town staff actions through goals, policies and recommended programs; and
- Guide elected and appointed leaders as they make decisions about regulations, specific development projects and budgets.

This Plan is a guide; it is not law. This document provides a first, comprehensive and coordinated step towards achieving community goals but further actions are required to make the Plan reality:

- **Further study** – in some cases, the Town will need to conduct relatively simple inventories or studies; in other cases, the creation of more topic-specific or sub-area plans will be necessary
- **Consistency** – the Town’s development regulations will need to be applied in a manner that is consistent with the Plan and periodically updated to implement the plan. Facilities and service plans also should be linked to the Plan’s goals and objectives.
- **Incorporation into Town Operations** – Town leaders and staff will need to regularly use the plan, marking progress, considering revisions, and updating the Short Term Work Program annually and the goals and policies as conditions change.
- **Citizen involvement** – expectations for this plan – as evidenced by the level of public input sought in crafting it – seem to mark the desire for a new, more participatory role for residents in the Town’s future. If so, citizens will need to remain active in helping achieve goals and in monitoring the Plan’s progress over time.

Caveat

Few, if any of the various goals, policies or programs in this or any plan should be considered isolated from the larger whole. Decisions which on the surface seem exclusively transportation-related, for example, may impact housing, commerce, land value, or even to social issues. To determine if an action is consistent with the Plan, decision-makers should consider the vision and goals established in Chapter 2, the policies listed in Chapter 2, the issues identified in Chapters 3 through 10 and the priorities expressed by the most recent Short-Term Work Program listed in Chapter 11 of this Plan.

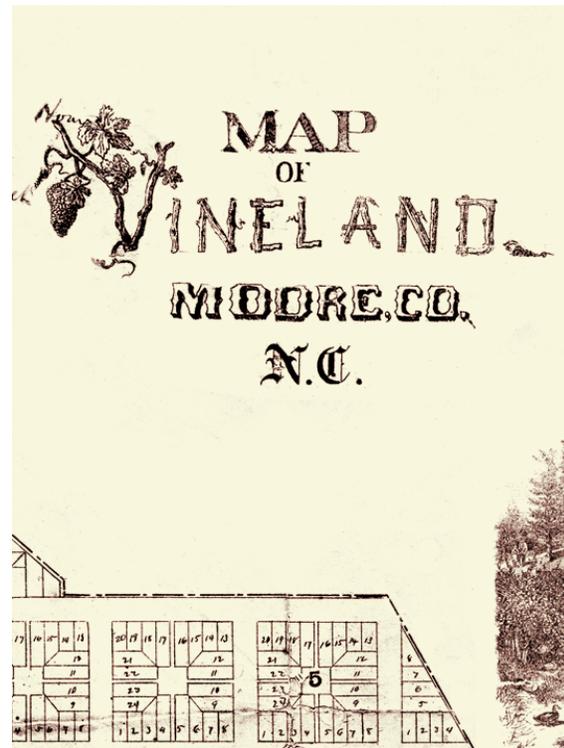


Figure 1.7 - A portion of the original “Vineland” plan, presenting the layout and attractive features of what would become the Town of Southern Pines. (Image source: Moore County Historical Association.)

Chapter 2 Community Vision, Goals and Policies

Communities grow and are shaped by numerous factors, including external market forces, natural features, access, topography, climate and available resources. But often, it's civic will that plays the largest role in creating successful, livable places. The will to establish a new town – of a certain size, form and purpose – was something the Town's founder, John Tyrant Patrick exercised in the late 1800's. Since then, thousands of others have leveraged their will in Southern Pines by investing, working for and affirming those qualities that characterize the Town today.

Southern Pines is a product of many factors, but civic will, based on a set of common qualitative goals, is key among them.

This chapter articulates the vision for Southern Pines as its residents hope to see the Town in the year 2040 and beyond. It was developed through extensive public input described in Chapter 1 to guide the development of specific goals, policies and programs.

The **vision** may be considered the foundation for everything else in the Plan. By design, it's intentionally broad-brush in nature – written to be broad enough so that community consensus can survive over the life of the Plan, yet specific enough for residents to identify it as capturing the heart and soul of the community.

Goals describe desired outcomes or broad public purposes that policies and strategies are intended to help to achieve. The goals are organized by topic, but there is some overlap between each topic. The order in which the goals are listed does not imply any priority or order of importance.



Figure 2.1 - Southern Pines' civic vitality and "small town charm" are often mentioned as part of what residents cherish most about their town. Here, a young family enjoys one of Southern Pines' annual downtown festivals. (Image source: Studio Cascade, Inc.)

Policies provide operational guidance by describing how the Town will respond to certain circumstances; they indicate how the Town should achieve its goals. Subsequent chapters describe the of issues and priorities necessary to guide policy interpretation.

The **Future Land Use Map (FLUM)** guides for future zoning and public improvement decisions. The FLUM is intended to be used in concert with the vision, goals and policies to determine whether a specific zoning category is appropriate in time and location (see Chapter 4 for more details).

Reviewing the Vision

The following section establishes the vision for the Southern Pines in the year 2040 and beyond. Though its primary use is to articulate things residents hope to retain or achieve in their Town's future, it is presented here to:

- **Provide context.** Because the vision is the foundation of the Plan, topics are categorized to (as much as possible) relate to subsequent goals, policies and Plan chapters. For instance, as one reviews housing goals and policies, the description of conditions and identification of issues in the Housing chapter provide a context for interpreting those goals and policies.
- **Engender consensus.** To be successful, long- range plans must be dynamic, i.e., able to evolve along with the many forces and changes that occur after (and even during) its adoption. Over time, programs are completed, policies are revised and civic priorities change to reflect changing circumstances.

Participants engaged in crafting the vision were presented with competing ideals and asked to consider input in context with other, perhaps equally valid concerns. To facilitate the long-view consideration of issues, many parts of the vision are expressed in the future-tense to convey the understanding that such conditions do not all exist today.

Southern Pines' Vision

Natural resources will be protected, with sustainable growth and development

The citizens of Southern Pines recognize that their individual and civic livelihood depends on their Town's relationship with the natural environment. In Southern

"As a winter home for invalids and a place of refuge for those who wish to escape from the dreadful Northern blizzard, this town has been established. Situated on the celebrated Shaw's Ridge at an altitude nowhere else attainable so short a distance inland, lying upon a well-watered and delightfully undulating tract of land, of easy access by rail from the North without a tiresome journey, this place possesses advantages and attractions peculiarly suited to its purpose.

Within its boundaries occur a number of chalybeate and water mineral springs whose medicinal qualities have been fully demonstrated."

Inset, "Map of Vineland, Moore County, N.C." Moore County Historical Association

Pines, growth and economic activity are to be balanced with finite resources, and sensitive areas are to be protected from damage or fragmentation.

Key natural features for Southern Pines include streams, lakes, ground water recharge areas, native vegetation including the Longleaf Pine, and the large open spaces typical of Horse Country.



Residents of Southern Pines believe in the inherent value of such features from both qualitative and utilitarian perspectives. Future development is envisioned to work, on balance, to protect and enhance the aesthetic, biological, cultural, and utilitarian characteristics of the area's natural environment.

The quality and cost of water is a leading consideration for Southern Pines growth and future development opportunities. Resource conservation is seen as an important tool in addressing growth efficiently and sustainably.

Mobility will be enhanced by maintaining existing transportation options and providing new ones

Residents of Southern Pines support the continued provision and maintenance of automotive rights-of-way, but envision an extensive network of foot and bike-paths, sidewalks, bicycle lanes, greenways and other infrastructure supporting non-motorized transportation. Land-use, transportation and other plan policies will be used to support development and infrastructure leading to a more walkable, inter-connected community.

Southern Pines residents support the development of public transit or alternative options within Town limits and between the County's urban centers. Development of new rail and airline options to and from regional hubs is important.



Overall, residents recognize and support the maintenance and development of transportation infrastructure that enhances Southern Pines' livability, affordability, and small-town character.

Downtown will continue to be Southern Pines' centerpiece and a place to live, work and play

Southern Pines' downtown is recognized as the heart of the community. Downtown's historic buildings and "main street" layout, and small-scale retail businesses are key to the Town's identity



and to the proper function of envisioned growth; as such, new buildings and rehabilitation of existing buildings should complement the architecture and sustain the public space characteristics provided by the historic stock. Residents envision downtown continuing to be a place where residents and visitors gather frequently to shop at locally-owned specialty stores, engage needed services, enjoy fine dining and entertainment options, and work and do business with small-scale, entrepreneurial businesses. Residents envision a multitude of civic festivals, gatherings and events occurring annually in their downtown. Downtown is also envisioned as a place where more residents will live, improving area safety and economic vitality. Urban infrastructure, including parking, is also understood as key to downtown continuity and value, and should be consistently provided.

As it is today, shopping options are envisioned as diverse and suited to the needs and economic means of the entire community. Shopping options outside of downtown, whether developed in the near or long-term, should support the community's overall vision of Southern Pines as a more walkable, accessible, resource-aware community.

Housing will be available to meet the diverse needs of Southern Pines' residents.

Southern Pines residents recognize the importance and relevance of housing that is diverse, affordable, and compatible with the neighborhood in which it is developed. The Town is committed to promoting these housing goals in all areas of the community.

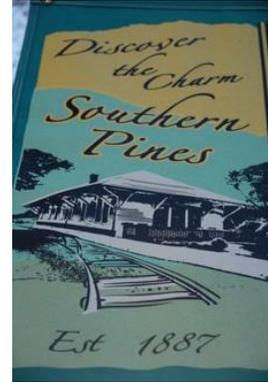


Much of Southern Pines' charm, livability and pride of place comes from its traditional neighborhood layout and quality of housing stock. Preserving and building upon these characteristics is a Town priority, for reasons including walkability, small-town feel, service efficiency, safety, and community health. Housing types not typical in Southern Pines today but that add to downtown vitality or provide needed options in under-used areas are also a priority. Appropriate infrastructure is key to neighborhood continuity and value.

As with the full range of services and policies addressing Southern Pines' vision, provisions and support for housing must be based on a comprehensive view of resources, demographic trends, growth projections and civic desire, together helping foster a more sustainable, livable community.

Economic development efforts will diversify employment opportunities and create a more sustainable local economy

Southern Pines residents envision a strong and healthy economy that builds on existing strengths of their community, including the presence of numerous recreational opportunities, the relative affordability of land and housing, and high quality of life factors.



Economic development efforts should help diversify Southern Pines as a whole; provide for more "living-wage" jobs; encourage the development of small to mid-sized entrepreneurial businesses Downtown; foster a diverse group of businesses in the Corporate Park; and provide a wide variety of employment opportunities. As the community grows, a more diverse mix of incomes, ages and educational backgrounds is sought to support the Town's long-term vitality; strategic initiatives to attract and retain young workers, business owners and entrepreneurs will be beneficial.

The future of Fort Bragg will shape opportunities in Southern Pines. As it changes and changes in surrounding jurisdictions occur, inter-agency coordination will lead to more regional strategies that capitalize on other area capacities.

Under-valued or under-developed areas of Southern Pines are also seen as very important to economic development, and present opportunities for future growth and infill.

Education opportunities will be available for residents of all ages

Southern Pines residents know that quality public and private primary, secondary, and post-secondary schools are of critical importance to the community's future. While maintaining present levels of service, as well as locations of facilities, educational opportunities should be expanded to increase residents' abilities to find meaningful work, to become more effective citizens and to enrich their personal lives from cradle to grave.



Residents envision a more creative and dynamic relationship with educational services and providers, including greater involvement and cooperation with citizens of all ages, the business community, and civic organizations. These efforts should involve the Town's library services, employers and civic groups. The Town also recognizes the value of coordinating and cooperating with the County to optimize new school locations.

Recreational opportunities meeting the diverse needs of residents will be met through public and private facilities and services

Citizens of Southern Pines envision the continued provision of a unique, diverse and active recreation and parks system, supporting uses suitable to all stages of life.

Residents of Southern Pines recognize the tremendous value of their parks,



recreational opportunities and open space areas, and see them as a cornerstone of what makes Southern Pines special. Such amenities – whether public or private (as in the case of golf or equestrian areas) – are prized.

Residents envision having these same essential amenities continue over time, with improvements and expansion following the pace of new growth. Park-related improvements residents envision include more pedestrian paths to help activate and link existing parks resources together; active, specialty parks, and adequate maintenance of existing facilities. Recreational offerings, citizens hope, will grow and evolve with community needs.

Public facilities and services will be provided at levels of service that are fiscally sustainable while continuing to support a high quality of life in Southern Pines

Southern Pines residents enjoy the high-quality, affordable Town services provided to them, and want to see these services maintained well into the future. Residents desire a full understanding of the information on which the Town bases its planning decisions, and the Town should not expand in ways that compromise the quality, quantity or affordability or fiscal viability of essential services enjoyed today.



Efficiency is seen as key to maintaining and improving services in relation to cost. Residents support opportunities to combine public facilities and services wherever beneficial, including opportunities to coordinate such services with other jurisdictions. The community also recognizes the need for resource

conservation to address growth and service provision as efficiently and sustainably as possible.

Residents recognize the importance of a clean, well-maintained Town, and support services that keep Southern Pines beautiful and functional. Public facilities and services are understood as key to civic continuity, safety and value, and should be provided consistently. Citizens support the enforcement of Town codes, ensuring that all residents and business operators help maintain Southern Pines' clean, healthy environment.

Active public involvement in the Town's governance will yield a vital community focused on achieving the community's goals

Southern Pines is a proud community with a long and continuing history of public involvement. As important as Town government is in the provision of services and in forwarding overall goals of the community, residents recognize that they are ultimately responsible for the ongoing success of Southern Pines. The community's vision for itself cannot be accomplished without informed, active and ongoing citizen support, and the citizens of Southern Pines pledge to work together as the community grows and evolves.



Cultural and recreational tourism will continue to be an essential element of the local character and economy

Southern Pines originated as a resort, intent on drawing visitors from the north to its temperate climate, outdoor spaces and amenities. This resort aspect continues to be an important part of Southern Pines, with



visitors coming from far away to enjoy a unique cultural experience. Golf has been a major part of the attraction, in addition to the historic town center and the various arts and cultural offerings. Golf has become a major element of Southern Pines' character and lifestyle, anchoring much of the region's cultural economy. The community's vision integrates golf, heritage, the arts, equestrian tradition and tourism as an indispensable dynamic. The relationship between the five ripples through the community, reinforcing the Town's various social, cultural, recreational and economic components.

Goals

The following goals are consistent with the preceding vision for Southern Pines and are intended to refine the vision's statement about the desired state of affairs in the Town in the year 2040. While each goal is written as a directive to the Town, most of the goals can only be achieved through coordination with other public and private entities, including the Town's residents and business owners.

- G-1. Community Well-Being.** Improve the personal health and security of our residents and promote neighborhoods and commercial areas that are safe, secure and healthy. *[Note: for purposes of this goal, security encompasses both physical and financial security. Health refers to physical health and mental health, which includes opportunities for life-long learning.]*
- G-2. Natural Resources.** Protect Southern Pines' natural environment and resources for present and future generations.
- G-3. Downtown.** Enhance the commercial and civic vitality of Downtown while protecting its historic and aesthetic character, as well as its role as the focal point of the Town.
- G-4. Neighborhoods.** Protect and enhance the civic vitality, function, stability and character of Southern Pines commercial and residential neighborhoods.
- G-5. Horse Country.** Retain the aesthetic and functional characteristics of Horse Country.
- G-6. Parks & Open Spaces.** Maintain the Town's public parks, open-space areas and cultural landscapes for their recreational, environmental and economic values.
- G-7. Golf.** Retain golf as an essential part of Southern Pines' economy, physical character and culture.
- G-8. Mobility.** Increase mobility options for residents throughout Southern Pines.
- G-9. Connections.** Improve Southern Pines' interconnectivity with the regional and national transportation network, including rail, highways and air-travel.
- G-10. Economy.** Achieve a sustainable, resilient, balanced economy, providing community prosperity and fiscal health.

G-11. Housing. Facilitate the provision of a broad range of housing choices that serve residents of all abilities and incomes.

G-12. Fiscal Health and Public Services. Maintain the Town's fiscal health, while providing public facilities and services that contribute to the high quality of life for all Southern Pine's residents.

G-13. Growth. Ensure that services, facilities and land resources accommodate anticipated growth while enhancing the quality of life for Southern Pines' residents.

G-14. Community Involvement. Involve the community in public decision-making processes to help achieve the Town's vision and goals.

Policies

The following policies are intended to guide the Town's decision-makers as they allocate resources, act on development proposals, create or modify regulations, enter into agreements for the provision of services or public facilities and take other actions affecting the short-term and long-term future of Southern Pines. The policies are intended to be advisory and no individual policy is intended to stand alone – policies are intended to be applied in a way that best achieves the Plan's vision and goals, while considering the available resources and competing priorities. The order of the policies generally reflects the order of the related goals and the subsequent chapters of this Plan – there is no relationship between the order of the policies and their relative importance.

P-1. Downtown. Implement and periodically refine the Downtown Neighborhood Development Plan, and more specifically:

- a. Ensure that new growth and renovation in the Downtown are

compatible with Downtown's overall scale, architectural, transportation and public-space characteristics.

- b. Manage growth, land use and infrastructure decisions within Town and ETJ in ways that preserve Downtown as Southern Pines' essential and defining commercial center.
- c. Coordinate with Moore County and neighboring municipalities to protect and enhance Downtown vitality.
- d. Give first consideration to Downtown for placement of civic and institutional buildings that enhance pedestrian activity and reinforce Downtown's prominence as the heart of the community.
- e. Preserve, protect and maintain Southern Pines' historic properties, districts and landscapes.

P-2. Neighborhoods. Ensure that new development and redevelopment are compatible with the overall scale, architectural, transportation and public-space characteristics of the neighborhood in which it occurs.

P-3. Activity Centers. Encourage the development of compatible neighborhood mixed-use and civic activity centers that are accessible to neighborhoods and located so that traffic, parking and land use impacts are compatible with surrounding uses.

P-4. Future Land Use. Use the future land use map in Chapter 4 of this Plan as a guide for zoning decisions. Recognizing that the map accommodates projected growth through the year 2040, decisions to approve zoning map amendments, proposed development and infrastructure extensions need to

consider both the proposed future land use and whether the timing of the action is consistent with the Town's other goals and policies. For instance, when considering action on a development proposal that matches the use shown on the future land use map, the Town should consider whether the development is premature and would encourage sprawl while reducing the incentive for infill development that would capitalize on existing infrastructure and support Downtown vitality.

P-5. Horse Country. Ensure new growth and development in Horse Country is compatible with existing Horse Country use and design characteristics by:

- a. Engaging equestrian organizations and property owners;
- b. Coordinating with Moore County, land trusts and others on effective land use strategies;
- c. Coordinating with NCDOT, Moore County and Fort Bragg on appropriate transportation strategies, such as greenway and trail development in coordination with roadway enhancements; and
- d. Minimizing public investment in infrastructure that promotes inappropriate urban encroachment.

P-6. Mobility. Enhance mobility options for residents of Southern Pines by:

- a. Ensuring that new neighborhoods and mixed-use centers interconnect with adjoining land uses;
- b. Making walking and bicycling safe, convenient and economical transportation alternatives to driving through development of greenways and streets that are designed to support all users;
- c. Improving bicycle and pedestrian connections to the Downtown area

- from surrounding neighborhoods;
and
- d. Fostering financially feasible alternatives for residents without access to automotive transportation. [emphasis changed from evaluating public transit]

P-7. Streetscapes. When improving streets and when streets are installed as part of new developments, ensure that the streets:

- a. Are designed and constructed to support the needs of all users (e.g., cars, bicycles, pedestrians and, where applicable, truck traffic) in context with their location and function in the region, Town and neighborhood in which they are located;
- b. Employ indigenous landscaping materials in streetscapes and buffers for parking and loading areas to reinforce the natural character of the Town;
- c. Balance the mobility and aesthetic roles of streets, preserving existing trees where alternative street cross-section designs are feasible; and
- d. Create attractive gateways into the Town and the Downtown area.

P-8. Regional Transportation. Enhance regional transportation connections by:

- a. Supporting provision of truck and rail access to high-intensity commercial areas and industrial districts;
- b. Directing heavy truck traffic to highways and primary arterials, and away from neighborhood streets;
- c. Coordinate with Moore County and the Moore County Airport Authority to enforce existing airport protection overlay regulations;

- d. Requiring adequate and appropriate freight and delivery infrastructure [note that to preserve the historic character of Downtown, freight deliveries should use alleys where available or arrange to use streets during off-peak hours].

P-9. Access Management. Enhance the safety and function of arterial and collector streets through access management strategies that:

- a. Encourage common or shared parking facilities as well as common driveways;
- b. Control the number, width, and location of driveways; and
- c. Require site access from side streets where appropriate.

P-10. Greenways. Continue development of a greenway system in coordination with Moore County, Pinehurst, Aberdeen and other stakeholders to facilitate open space retention and link Southern Pines' neighborhoods, parks, civic uses, activity centers and connections to regional trails and greenways.

P-11. Economy. Foster a healthy, sustainable and resilient economy by:

- a. Encouraging business diversity;
- b. Coordinating with existing business owners and economic development entities to identify opportunities to support local entrepreneurship and economic resilience;
- c. Targeting efforts that foster an economic base that is consistent with the community character and resources, expands the number of local jobs paying a living wage and diversifies the age and demographic makeup of the Town;
- d. Developing human capital through coordination with schools, colleges,

- employers and economic development entities;
- e. Collaborating with regional partners to capitalize on local resources that will nurture local and regional economic growth;
- f. Recognizing and supporting the regional agricultural economy for its role in sustaining local lifestyles and improving self-reliance;
- g. Supporting the growth of arts and cultural activities;
- h. Supporting a healthy mix of Downtown uses that capitalize on local and regional business; and
- i. Coordinating with public and private golfing interests to facilitate changes needed to support golf's role as a recreational and economic asset to the Town.

P-12. New Housing Choices. Foster the provision of a mix of housing that meets the financial and physical needs of existing and future residents by encouraging development of a variety of housing types in new residential areas and promoting compatible infill in existing neighborhoods.

P-13. Existing Housing Stock. Promote the maintenance of the existing housing stock through code enforcement in collaboration with neighborhoods, community education and support for residents' efforts to maintain the safety, structural integrity and appearance of their homes and neighborhoods.

P-14. Education. Promote educational opportunities for residents of all ages through:

- a. Partnerships with public and private schools of all levels to enhance education and, where appropriate, job training opportunities;

- b. Enhanced access to library services that meet evolving needs of residents of all ages; and
- c. Engagement of civic organizations in providing opportunities for public education.

P-15. Growth Coordination. To maintain the Town's fiscal integrity and ability to provide public facilities and services in a cost-effective manner:

- a. Favor infill development in areas with access to public facilities over development on the perimeter that requires extension of public facilities;
- b. Ensure that costs of extending services to new development are generally borne by such development, except where cost-sharing is necessary to facilitate or attain larger community goals as determined by the Town; and
- c. Consider the cost-effectiveness of public facilities when reviewing new development, particularly when it involves the extension of roads or utilities.

P-16. Public Facilities and Services. Provide public facilities and services in a fiscally responsible manner to achieve the goals of this plan and facility documents by:

- a. Establishing fiscally achievable levels of service for every service provided by the Town;
- b. Accounting for service demands as well as ongoing maintenance and replacement costs for facilities and equipment required to provide those services;
- c. Anticipating changing needs for services;
- d. Capitalizing on volunteerism and community partnerships to improve the effectiveness and reduce the costs of services; and

- e. Pursuing grants and other forms of participation from public and private partners.

P-17. Public Utilities. Continue to provide utilities in a cost-effective manner, ensuring that:

- a) The water supply, as well as the treatment, storage and distribution systems are adequate to meet normal and emergency demands of existing development and anticipated growth.
- b) Coordinating the wastewater collection and treatment system accommodates the demands of existing development and anticipated growth with Moore County.

P-18. Parks and Recreation. Facilitate access to public and private parks and recreational facilities and activities for residents in new and existing neighborhoods by:

- a. Maintaining existing public park facilities;
- b. Encouraging development of new public and private facilities in coordination with new development; and
- c. Coordinating with State, County, neighboring communities, private entities and other organizations to provide cost-effective local and regional recreation facilities and activities.

P-19. Resource Management. Protect the Town's natural resources by:

- a. Discouraging growth in sensitive and critical areas, including floodplains, steep slopes and areas with unstable soils;
- b. Protecting the quality and quantity of water resources in coordination with neighboring and partner agencies;

- c. Pursuing open-space and critical-area preservation;
- d. Protecting and improving the area and range of long-leaf pine habitat in coordination with other public and private entities;
- e. Using appropriate vehicles for the Town's fleet, including alternative fuels when both fiscally and operationally appropriate;
- f. Providing incentives for, recycling household and construction wastes, reducing energy consumption, reducing water consumption

P-20. Public Involvement. Involve the community in decisions affecting the quality of life in Southern Pines by:

- a. Encouraging citizen involvement with Town boards, commissions, and civic organizations;
- b. Continually improving public access and openness to Town services, deliberations and activities; and
- c. Supporting educational opportunities for residents of all ages so they have a better understanding of civic responsibilities and the ways that individuals and organizations can help preserve the Town's assets and facilitate community improvements.

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Chapter 3 Community Design

This chapter contains a brief overview of the Town’s existing conditions and community needs pertaining to community design. Southern Pines quality of life is rooted in the unique design characteristics of its Downtown, rural open space areas, neighborhoods, gateways and corridors

Context for Planning

Neighborhoods

In keeping with the “resort” focus of the Town since its founding, much of Southern Pines consists of low-density, single-family homes and neighborhoods. Close-in neighborhoods reflect the more closely-scaled pattern established by the 1884 “Vineland” plat, and enjoy the type of inter-connected street network and inherent walkability associated with traditional street grids. Other, more recent neighborhood additions are often more rural in character, feature larger homes on irregular lots, and are less interconnected and walkable. This latter type includes golf-communities and other developments that are more distinct and disconnected from the Town core.

Some areas near downtown – especially across US-1 in West Southern Pines – include many vacant lots, and seem undervalued and suited for some degree of growth and reinvestment. Newer neighborhoods, owing to design and distance from the core, appear to have less capacity for urban infill or development of more urban, less auto-dependent, features.

Residents are generally satisfied with conditions in the Town’s neighborhoods. Most appreciate the distinctive qualities in their own neighborhoods. For some, this means more tightly-knit, urbanized areas with close proximity to Downtown. For

others, it means a sense of separation and independence from the Town core. In the case of West Southern Pines, it seems to involve a combination of community and cultural heritage.



Figure 3.1 - Southern Pines’ downtown enjoys near-universal recognition as the “heart” of the community. Many of this plan’s goals and objectives are designed to retain or improve downtown’s commercial, civic and aesthetic qualities. (Image source: Studio Cascade, Inc.)

Rural Appearance

One of the hallmarks of Southern Pines is its proximity with very low-density, rural open-space areas, especially those known as Horse Country. Horse Country serves important economic, cultural and recreational functions. Though typically not used by residents except perhaps as the focus of a country drive or bicycle ride, Horse Country serves Southern Pines as a type of “branding” element, associating the Town with highly pastoral, beautiful landscapes. Whether by design or

happenstance, the Town is fortunate to have established features that draw a visual and functional association between these great landscapes and life in the town itself. These include, by degrees, Weymouth Woods, the various greenbelts established in recent years, golf courses within Town limits, lower-density neighborhoods, and the Town's extensive tree canopy.

To the visitor and to residents alike, the Town's rural appearance is heightened by the way open spaces and vegetation inside the Town relate to the pastoral countryside beyond it.

Downtown

Another hallmark of Southern Pines is the Town's charming, vital Downtown. Though the Downtown's success owes much to its historic architectural charm, it is unlikely the area would be nearly as active today without the commitment and energies of those making wise incremental improvements such as the creation of a linear "park" along the tracks, improving lines of communication between business owners, and organizing events drawing visitors. The urban patterns established by Town founders – placing numerous homes in close proximity to Downtown – may be of greatest influence.

Over time, the success of Southern Pines' downtown will likely depend on how successfully the community maintains the quantity, value and accessibility of housing in proximity to the core. Based on strong participant support, the Plan supports increasing the number of residences in the Downtown core and surrounding neighborhoods, and looks to opportunities for positive growth in under-used areas like West Southern Pines, not simply for the benefits of neighborhood vitality and land conservation, but for the vitality and ongoing health of Downtown the community as a whole.



Figure 3.2 - Despite the fact that a majority of housing in Southern Pines is single-family, a great deal of diversity exists in terms of architectural style and neighborhood scale. This plan works to ensure that as growth occurs, the character of existing neighborhoods is protected, if not enhanced. (Image source: Studio Cascade, Inc.)

Historic Context

Plan participants attributed the "charm" of Southern Pines and its Downtown to its people, specific commercial offerings, architectural and landscape features. All play a part and are inter-related, but the community, for purposes of planning its future, should keep in mind something established in the past: the Town's basic urban framework, which, over time, has made possible and sustained the charm that residents prize. Southern Pines enjoys numerous and significant historic buildings, former estates and landscapes, and the preservation of these plays an important role in preserving a sense of community heritage. For this reason, advocates should keep in mind that such features came into being under conditions in which urban design and land use patterns played a very

important role. If Southern Pines hopes to sustain its historic context and create new features that symbolize community value, it must emulate the relevant land-use, transportation and urban design context that helped create these features.

Gateways and Corridors

Photo exercise and workshop participants mentioned the existing northern approach to Downtown on Midland Road as being an important community design component. Whether exiting US-1 or continuing along Midland from Pinehurst, this feature serves several important functions, including slowing traffic, transitioning from more sparsely-developed residential areas to commercial and urban residential ones, and providing visitors an initial sense or reminder of the Town's namesake pine forests. In this instance, the trees themselves provide most of the functional characteristics, including their somewhat unusual proximity to traffic, responsible for most of the desirable calming effects enjoyed by visitors and residents. Other gateway opportunities exist at the northern edge of West Southern Pines along the bend in Pennsylvania between Midland and Carlisle, and along Morganton Road, particularly if development occurs opening West Southern Pines to that corridor. General beautification of the area along Old US-1 south of Morganton Road (Southern downtown entrance) could also offer benefits, especially if it helps reduce the appearance of the Shaw House being "hemmed in" by busy (fast-moving), relatively barren arterials.

Community Design Issues

This section describes community design challenges that will face the Town as it implements this Plan. These issues are intended to help the Town balance competing objectives as it makes decisions about specific regulations, development proposals and resource allocation decisions.

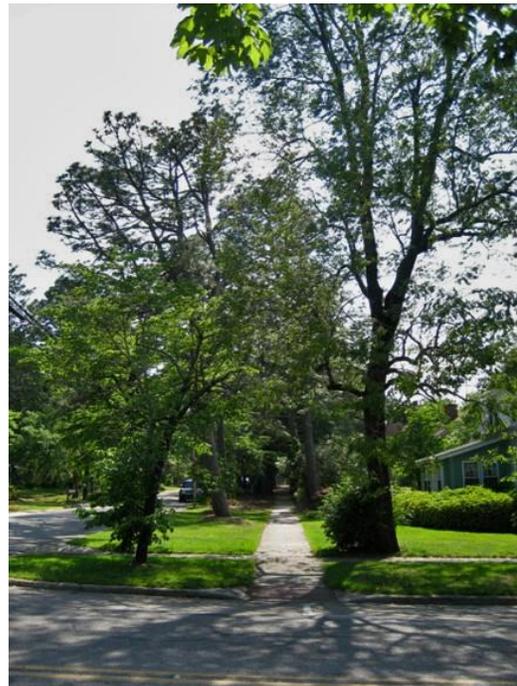


Figure 3.3 - Southern Pines residents seem to appreciate the need for and benefits of "complete streets" in their future, as this image – typical of many submitted in the camera exercise – illustrates. The caption provided reads: "Like - sidewalk along tree-shaded street." (Image source: Camera Exercise participant)

Protecting Neighborhood Integrity and Vitality. One of the key concerns for residents is ensuring that growth and change do not degrade the quality of existing neighborhoods. In all neighborhoods, this means:

- Maintaining compatible scales and intensities of development;

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- Designing and maintaining safe streets that serve motorists, bicyclists and pedestrians at appropriate levels of service;
- Preventing or mitigating potentially blighting influences; and
- Retaining trees.

Distinctions between neighborhoods mean that neighborhood quality means different things to different neighborhoods. In rural areas, densities should remain very low and the Town should avoid infrastructure investments that foster the encroachment of sprawl, particularly in Horse Country. In suburban areas, densities should remain moderately low and a combination of open space, buffers and limits on building scale should be used as transitions between uses. In mixed-use neighborhoods and along arterial corridors, landscaping is still critical to the local character, but scale, orientation and design are more appropriate tools to ensure compatibility than limiting uses and requiring large buffers.

Sustaining Downtown Vitality. Southern Pines' Downtown is the Town's key asset and as is evident by the vision, goals, policies and the inclusion of the Downtown Neighborhood Development Plan in this document. Retaining an appropriate mix of uses, the historic character, the desirability of surrounding neighborhoods are key challenges facing the Town. An equally important challenge is to facilitate compatible infill (including residential, mixed-use and non-residential development) that will help support commercial uses and attract the private investment needed maintain Downtown's vibrancy.

Facilitating Compatible Growth in West Southern Pines. This historically African-American neighborhood is located in close proximity to Downtown and the Morganton Road Corridor, and it has an abundance of

vacant land. While the West Southern Pines Neighborhood Development Plan provides more in-depth discussion of the needs and issues facing this neighborhood, some of the key needs are to:

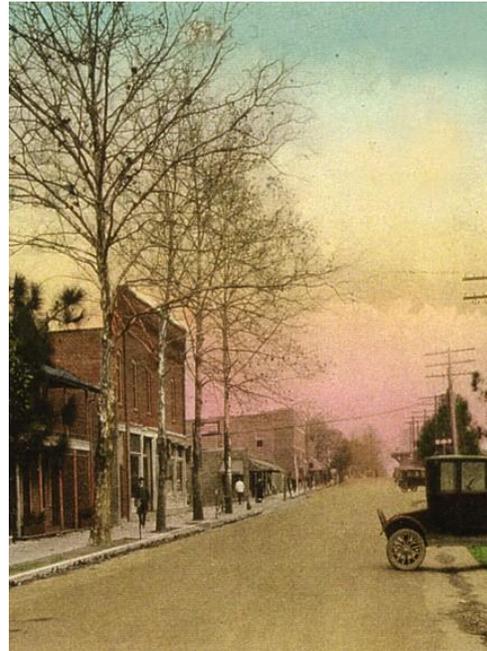


Figure 3.4 - Much of Southern Pines benefits from traditional community design principles including walkable block sizing, well- scaled streets, provision of sidewalks, buffer zones including trees, and street lighting. This historic image of downtown illustrates how these characteristics were integrated early in the Town's development. (Image source: Moore County Historical Association)

- Enhance pedestrian safety, particularly along West Pennsylvania Avenue, along Carlisle Street near the elementary school and along Gaines Street;
- Facilitate a mix of uses that better serve residents in the neighborhood, many of whom lack access to reliable transportation; and
- Retain a mix of housing options that are affordable and accessible to residents of all ages.

Preserving the Town’s Historic Character and Resources. As is discussed throughout this Plan, there is much more to the historic character of Southern Pines than its historic structures. In addition to preserving its valued historic structures, the Town must focus on preserving historic sites and vegetation, as well as the gridded block structure of Downtown and West Southern Pines. It must also strive to ensure that new development and redevelopment in historic neighborhoods reinforces the historic character through building design and scale, building materials, site development and streetscaping.

Updating Morganton Road Corridor Overlay. Development approvals in this gateway corridor have modified prior visions for the corridor. The Town should review the corridor overlay district to ensure that it recognizes past approvals, is coordinated with NCDOT plans, and promotes appropriate development patterns for the undeveloped portion of the corridor.

Facilitating Redevelopment of the Old U.S. 1 Corridor. As the southern gateway to Downtown, Old U.S. 1 shapes the first impressions of Southern Pines for many visitors. The corridor currently is very automobile oriented with limited streetscape enhancements. Given the importance of first impressions for tourists who contribute to the local economy, the Town should evaluate opportunities to enhance both the public and private realms.

U.S. 1 Corridor to Aberdeen Redevelopment. As the State plans for improvements to U.S. 1, from Old U.S. 1 south through Aberdeen, the Town has the opportunity to shape the future of this commercial corridor. Southern Pines should coordinate planning along the corridor with Aberdeen along this vital commercial corridor to better manage access, enhance the streetscape and foster private investment in more sustainable development patterns.

Fostering Mixed-Use Activity Centers. Traditional neighborhood patterns locate retail and service uses within convenient walking or bicycling distance from residences, which is the pattern on which Downtown Southern Pines is based. As the Town continues to grow, support for additional mixed-use activity centers will help achieve this Plan’s mobility goals and create stronger neighborhoods. The West Southern Pines Neighborhood Development Plan envisions such centers along West Pennsylvania Avenue and along Gaines Street. The Town should encourage new development to be designed to accommodate this development pattern and explore opportunities to introduce neighborhood scale services at the gateways to existing neighborhoods.

Maintaining the Rural Character of Horse Country. A big part of Southern Pine’s charm is the proximity of rural areas. Horse Country farms help retain this rural character while contributing to the local culture and economy. Because these farms are located both within and outside the Town’s ETJ, the Town should coordinate with Moore County to support the continued viability of local agricultural by minimizing pressures for the conversion of rural land to sprawling residential development.

Chapter 4 Land Use

Context for Planning

This chapter contains a brief overview of the Town's existing conditions and lists the challenges related to land use. This chapter also describes future land use categories and includes a future land-use map that is intended to be a graphic policy to guide future land use, zoning and public facility decisions. The map generally reflects existing land use patterns in developed areas and recommends land uses in currently vacant and underdeveloped areas that are more than adequate to meet the needs of projected residential and non-residential growth through the year 2040 in a manner that is consistent with the vision goals and policies in Chapter 2 of this Plan.

Change is part of all living communities. Those who have lived here for 50 years or more tell stories of a full-service downtown, offering much more than the specialty retail and restaurant mix in place today. As on-line shopping transforms the retail market, people live longer lives and mobility needs change, the next 50 years will bring even more changes.

This chapter recognizes this fact, establishing a pattern of land uses that accommodates anticipated changes while preserving those essential characteristics that make Southern Pines unique. The Plan directs new development to occur in places best suited for it - either due to the fact that such places are largely vacant and are easily reached by municipal services, or because they're urbanized and developed in a manner that can easily accommodate new development or redevelopment.



Figure 4.1 - Southern Pines' setting - typified by gentle hills, signature pine forests, and open-space areas like those in "Horse Country" - is something the land use strategies in this plan aim to preserve. (Image source: Studio Cascade, Inc.)

An important, and relatively unique facet of Southern Pines' land use mix is that use patterns are fluid across jurisdictional boundaries due to the Town's proximity to Aberdeen and Pinehurst. For instance, the Town's percentage of land designated as industrial (2%) may seem low at first glance, but is less so when considering industrial lands in neighboring Aberdeen. Similarly, the amount of land necessarily devoted to retail or public services is reduced in accordance with those needs being addressed in Aberdeen and Pinehurst. Lacking this dynamic, land use patterns would be more diverse, the scope of Town administration would be more complex, and choices for resource allocation more difficult.

Residents of Southern Pines, whether they know it or not, benefit from this land use

dynamic. Enabled by at least two things – mobility and a County-wide retail tax-sharing arrangement – the Town and its neighbors have to a large degree become specialized, each able to focus energies and civic attributes along more simplified lines. Residents of each community enjoy, in effect, the best attributes of their community focus while being able to sample those of their neighbor.



Figure 4.2 - The plan envisions increased density in concert with existing urban patterns. In some areas, neighborhood mixed-use centers could emerge, including commercial offerings such as this restaurant in West Southern Pines.

Captioning this image, a participant wrote: "Like - Dining al fresco, local restaurant." (Image source: Camera exercise participant)

It is not surprising that the overall tenor of the Plan and the land use patterns articulated in this chapter is focused on retaining, and where possible, refining or building on Southern Pines existing qualities. The desire to become a more sustainable, diverse, self-reliant and compact place over time, will be balanced by the desire to preserve the Town's assets.

Future Land Use Categories

The future land use map included in this chapter assigns a general land use category to land within the Town and its ETJ. These broad categories are not intended to serve as zoning districts that list specific uses and development standards. Rather, each of the categories described in this section is intended to describe a range of uses and intensities that are most appropriate for applicable areas.

Parks/Open Space/Public Facilities

This designation applies to large parks owned by the Town, tracts of land held as conservation easements, schools with outdoor recreational facilities, publicly owned institutional uses to other parcels prevented from developing into any other use. While neighborhood parks will exist within other land use designations, the parks and open spaces in this category are generally oriented to regional recreation or open space preservation.

Residential/Golf

The Residential/Golf designation applies to areas that include public or private golf courses and residences. This category may accommodate a single family or attached dwellings at a variety of densities, recreational facilities in addition to the golf course, limited guest accommodations, and limited commercial services intended to serve residents of and visitors to the development.

Rural/Equestrian

This designation provides for large-lot residential/equestrian use, with property sizes generally ranging upward from five acres per parcel. Land uses under this designation include single-family residential, along with those other ancillary uses normally associated with horse farms,

the keeping of large animals or other small-scale agricultural pursuits.

Urban Reserve

The Urban Reserve designation defers development intensity decisions until a later date. The designation conveys an understanding that the land may develop at an urban intensity, but the precise preferred extent and type of which cannot yet be determined. The land may not be well-suited to immediate development due to market demands or utility availability, or it may be best left undeveloped until surrounding conditions provide sufficient guidance on the character and type of development the land should absorb. Development proposals at intensities greater than one unit per five acres require revision of the future land use map in conjunction with corresponding zoning map changes to a designation/intensity befitting the circumstances. Interim low density development in this area should be designed and clustered to facilitate later development at urban intensities.

Low-Density Residential

The Low-Density Residential designation applies to those single-family neighborhoods with development densities of between three-quarters of an acre to five acres per unit, restricting land uses to residential uses, small-scale institutional uses supporting low-density residential neighborhoods, and small-scale agricultural uses. Where residential development is already established at densities between five and twenty acres per unit, this designation anticipates that those properties will not be subdivided further.

Residential

This designation encompasses the majority of Southern Pines' residential land, providing for single-family and attached housing at development densities ranging from one unit per acre in areas that are less intensively developed to up to twelve units

per acre in places that are clearly more urban. Elementary schools, civic uses, parks and neighborhood scale commercial services may be authorized through the rezoning process without amending the future land use map.

Commercial

The Commercial designation applies to all land dedicated to retail, professional office, or other primarily non-residential, commercial use. It includes the Downtown portions along Broad Street and Pennsylvania Avenue, the regional commercial corridor on US 15/501, and all commercial land in between. Higher density residential may be incorporated into mixed-use developments within areas designated for this future land use category.

Traditional Mixed Use

The Traditional Mixed Use category applies to those larger, mostly undeveloped parcels well-suited to mixing residential and non-residential uses in a manner similar to that found in downtown Southern Pines. This designation applies to the Morganton Road area and to the Pine Needles area, identifying these as likely spots for mixed-use including an interconnected street network as found in traditional town development. No specific development intensity is implied by this designation. It simply indicates that such areas will be built to urban levels, will incorporate a variety of uses and will have a street network accommodating modes of travel beyond the automobile.

Industrial

The Industrial designation applies to the Southern Pines Corporate Park, allowing for manufacturing, light industrial and other similar uses. It focuses on providing land for the location of jobs in Southern Pines and draws access from US-1 and the railroad.

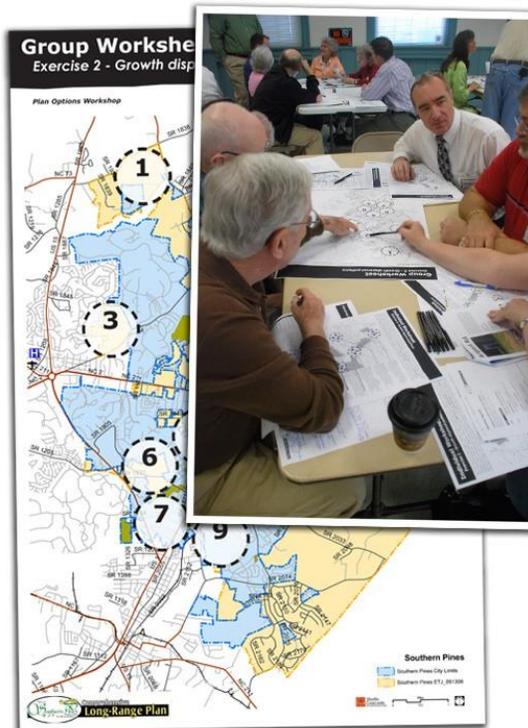


Figure 4.3 - One exercise used during the planning process asked participants to allocate growth among generalized areas, keeping key planning directives in-mind as they did so. All maps were presented and discussed at the workshop, and were later posted on the plan website. (Image source: Studio Cascade, Inc.)

which are intended to identify future land use designations but at the same time reflect the fact that as policy, specific boundaries are less critical than the map’s overall intent, including development type, intensities and their relative arrangement.

Table 4.1 and Figure 4.4 show the mix of land uses allocated to each future land use.

Future Land Use	Acreage
Parks / Open Space/Public Facilities	1,458
Residential / Golf	4,090
Rural Equestrian	3,748
Urban Reserve	709
Low Density Residential	2,181
Residential	6,809
Commercial	667
Traditional Mixed Use	1,311
Industrial	376
Total	21,349

Table 4.1 – Future Land Use Mix. (Data source: Town of Southern Pines, NC)

Future Land Use Map

The future land use map (Figure 4.5) is a graphic expression of this Plan’s land-use policy. Provided to guide decisions on land use, the map reflects both current uses - categorized more generally than with the Town’s zoning map - as well as uses the Town sees as conducive to the community’s long-range goals. As opportunity and interest emerge for changes in land use and development regulation, the map should be referenced to ensure those changes meet overall planning goals. In contrast to the Town’s parcel-specific zoning map adopted as part of the Town’s Unified Development Ordinance, the future land use map is presented with soft-edged use boundaries,

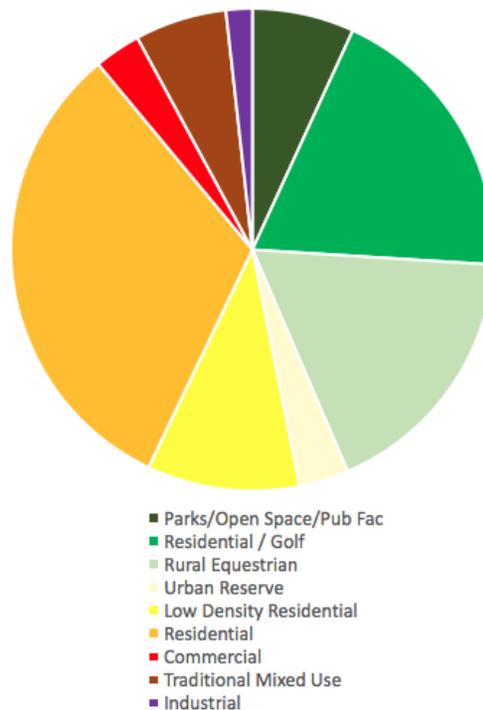


Figure 4.4 – Future Land Use Mix.

Land Use Issues

This section describes land use challenges that will face the Town as it implements this Plan. These issues are intended to help the Town balance competing objectives as it makes decisions about specific regulations, development proposals and resource allocation decisions.

Accommodating Projected Growth. This Plan anticipates population and employment growth and allocates adequate land to accommodate a diverse mix of housing, mixed-use and non-residential development required to serve the projected population. The intent of this Plan is to accommodate growth, while ensuring that new development and redevelopment are compatible with the desired community character of affected neighborhoods and consistent with the resources needed to provide public facilities and services in a fiscally responsible manner. The timing of development often is as important as many of the specifics of the development design because premature development can increase the costs of services for everyone.

Maintaining a Sustainable Mix of Land Uses. The most successful communities and neighborhoods include a compatible, mutually supportive mix of uses. Communities and neighborhoods with overly homogenous development patterns (either residential or non-residential) are not as able to weather changing socio-economic conditions. Maintaining a more resilient economy and vital neighborhoods will rely on the ability of development to accommodate changing housing demands, changing retail patterns and changing employment conditions.

Promoting Compatible Infill Development. The Town has invested in a street system, utility systems and other facilities that can readily accommodate significant infill

development, particularly in Downtown neighborhoods and West Southern Pines, where there are many vacant parcels. To capitalize on its investments, the Town should facilitate infill development that is consistent with planned intensities, neighborhood character and the goals and policies listed in Chapter 2 of this Plan.

Establishing Compatible Transitions Between Uses. Mixed-use and infill development at higher intensities can be detrimental to neighborhood integrity unless buildings and sites are designed so that there are compatible transitions between uses. This means that the the Town will need to ensure that in mixed-use and on parcels where land uses are transitioning, the scale, orientation and intensity of buildings is compatible with adjacent development and that higher intensity development sites are designed to minimize negative visual, noise and traffic impacts on neighboring properties.

Chapter 5 Mobility

Context for Planning

This chapter contains a brief overview of the Town’s existing conditions and community needs, as well as the challenges related to mobility. While the term mobility includes the means of transportation, such as streets, sidewalks and various modes of transportation, it also includes the concepts of the movement of people and goods, as well as the impacts of street design on the community’s health and character.

Far from being simply about practical matters of getting from point to point, considerations such as method and speed of travel, distribution, orientation and the design of streets have the significant impact on communities. Street design determines the speed and volume of traffic, but it also dictates whether people feel safe walking or riding bicycles along those streets; whether people want to live or conduct business along the streets; and even the quality and quantity of stormwater runoff. There are few aspects of the Town’s street system and mobility options that do not impact everyone in some way on a daily basis.

This Plan’s mobility policies:

- Affirm Southern Pines’ commitment to improve its image and its transportation system function by providing a safe and attractive environment for street users of all ages and abilities, including pedestrians, bicyclists and motorists;
- Support complete streets, increase mobility and accessibility, enhance recreational opportunities, reduce effects of human activity on the environment and provide well-

designed streetscapes that enhance the quality of life for all citizens;

- Foster economic vitality by providing access to businesses and recognizing the positive role that good pedestrian, bicycle and transit facilities play in attracting population growth and sustainable economic development;



Figure 5.1 - Increasing the diversity and number of viable transportation options – whether for business, or in this case, recreational use – is something Southern Pines residents want to accomplish. (Image source: Studio Cascade, Inc.)

- Value the long-term cost savings of complete streets that improve public health and environmental quality, reduce fuel consumption, and increase mobility choices;
- Acknowledge that complete streets may be achieved through single projects or incrementally through a series of smaller improvements or maintenance activities; and

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- Recognize that complete streets offer the capability of transforming a significant stormwater and pollutant source into an innovative treatment system.

Existing Conditions

Southern Pines has State and local routes within the community. All state routes are managed, funded, and planned for by the North Carolina Department of Transportation (NCDOT). All Southern Pines-owned streets are maintained and improved by the Town's Street Division.

The Triangle Area Rural Transportation Planning Organization (TARPO) – an administrative branch of the Triangle J Council of Government (COG) – provides transportation planning assistance for Chatham, Lee, Moore and Orange Counties. TARPO provides:

- Long-range local and regional multi-modal transportation plans in cooperation with the Triangle Area counties and NCDOT;
- Public participation in rural transportation planning;
- Priority suggestions for transportation projects Triangle Area counties want included in the State Transportation Improvement Program (TIP); and
- Transportation information to local governments, organizations and interested parties.

Appendix B provides greater detail of the transportation environment, but several elements of that text are excerpted here to help illuminate this plan's transportation policy

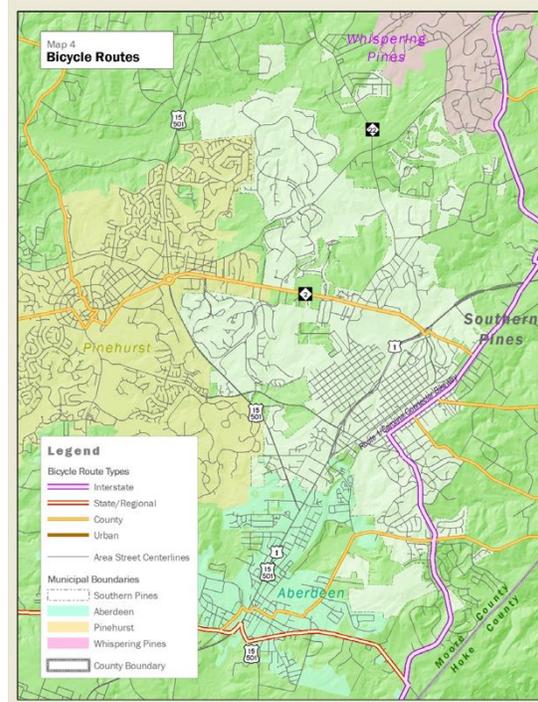
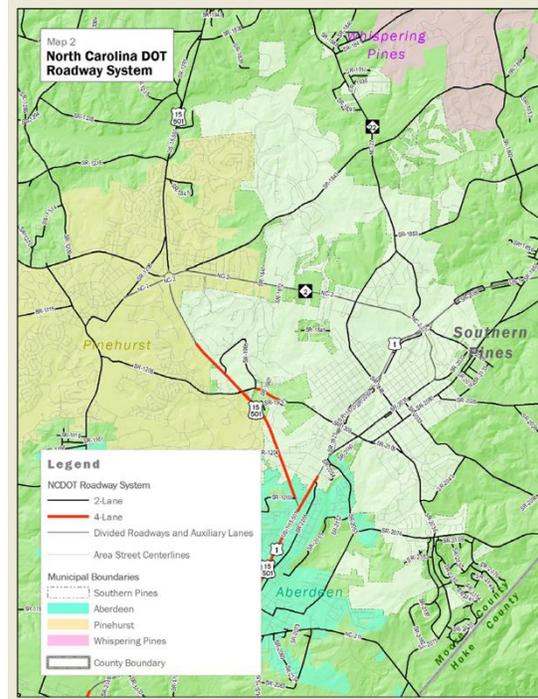


Figure 5.2 (top), Figure 5.3 (bottom) - The State transportation system includes two- and four-lane roads linking Southern Pines to the surrounding region. Bicycle routes are incorporated into many State-controlled roadways. (Image source: Glattig Jackson Kercher Anglin, Inc.)

Overview

As the road system grew within the region, a 1955 US 1 bypass of Downtown changed land use patterns within the community. Aberdeen's "Town and Country" was the first shopping center developed, opening in 1964 and hinting at how land use would change with the new highway in place.

Today, the Town of Southern Pines is served by US Highways 1 and 15-501, and NC Highways 2, 211, 22, and 5. US Highway 15-501 is an alternate route to US 1. It is a two-lane highway branching from US 1 North at the Tramway community in Lee County (south of Sanford) and rejoining US 1 South in Aberdeen. US 15-501 runs through Carthage, and ties to the traffic circle in Pinehurst. From the circle going south, the highway grows to four lanes through Aberdeen.

Street Network

The core of today's Southern Pines' street and road network is a rectilinear grid of streets located on either side of US Highway 1, aligned to the historic Raleigh and Augusta Railroad, which is today owned by CSX and which carries both freight and Amtrak passenger rail service.

The network formed by streets is one of the pillars of the Town's transportation system, as it provides multiple routes between locations and a level of redundancy that allows alternative routes in the event of a street closure. What is notable about the core grid that extends throughout Downtown and West Southern Pines is that its two halves on either side of US 1 have a limited number of connection points. There are few opportunities to cross US 1 near the Town's center.

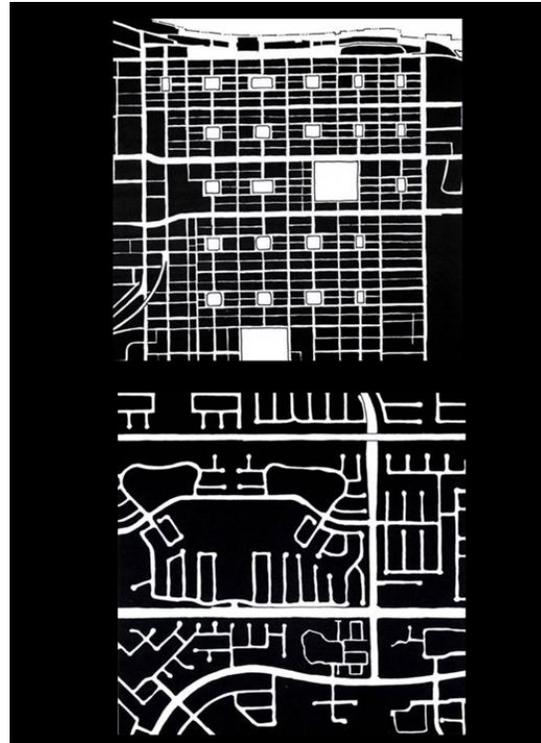


Figure 5.4 - The idea of street networks forming the "bones" of communities was presented early in the process. The upper street network is from Charleston, South Carolina, a place widely valued for its pedestrian-friendliness and livability. The lower layout, from Van Neys, California, shows how scale and lack of interconnectivity can all but dictate a car-centric lifestyle. (Image source: *Glattig Jackson Kercher Anglin, Inc.*)

NCDOT System and Functional Classification

While many of the roads in Southern Pines are locally maintained, NCDOT's statewide system includes 37.5 miles of roadways within the Town limits, including US 1. Generally speaking, the NCDOT system roads within the town limits are major facilities making significant regional connections.

Traffic and Level of Service

Traffic volumes on main roads were compared to generalized roadway capacity guidelines to determine levels of service. In general, few of the Town's roadway facilities experience severe levels of traffic congestion based on daily traffic volumes.

The most notable instances of lower roadway level of service occur on main roads, especially US Highway 1 and North Carolina Highway 211, in Aberdeen. The confluence of multiple regional routes in Aberdeen has led to a small number of roadway segments bearing relatively greater traffic burdens than roads around them.

Bicycle and Pedestrian Systems

Moore County includes a system of trails and on-road bicycle routes that serve Southern Pines, linking to US 1. Primary routes in Southern Pines are county routes along North Carolina Highway 2, Yadkin Road, Youngs Road, Bethesda Road and Connecticut Avenue.

Many of Southern Pines' streets do not have basic sidewalks or intersection crossings for pedestrians. Sidewalks are more typical along larger, higher-volume streets in the central area of the town, but they are often missing on local neighborhood streets and on many regional connections outside of Southern Pines' center. This is somewhat typical of smaller communities, especially those where residential neighborhoods are served by streets with relatively light traffic volumes.

Two regional bike routes run through Moore County. The Carolina Connection US Bike Route 1 is 200 miles and identifies Weymouth Woods Nature Preserve as one stop on the route. The preserve also is identified in the Sandhills Sector 125-mile route running east- west along Moore County's southern border.

Regional Connections

The network of State highways converges on the Southern Pines/Pinehurst/Aberdeen area because of the expanse of Fort Bragg to the east. Highway 211 circumnavigates Fort Bragg and enters Aberdeen to the south. US 15/501 generally runs parallel to US 1, linking Southern Pines to Carthage

and Laurinburg. To the west, North Carolina Highway 2 connects the centers of Southern Pines and Pinehurst, and to the north, North Carolina Highway 22 connects to the Moore County Airport in Whispering Pines, and US Highway 1 connects Southern Pines to Sanford and Raleigh.

Because Southern Pines' jurisdictional limits are adjacent in many places to Aberdeen and Pinehurst, many of the local streets of Southern Pines also connect to these municipalities.

Passenger and Freight Rail

Moore County's primary railroad, owned and operated by CSX, passes through the center of Southern Pines. It connects Raleigh to Savannah and Jacksonville and is the principal line of CSX's 1,100 miles of freight track in North Carolina. This line forms a major part of CSX's movement along the eastern seaboard.

Amtrak passenger rail also serves Southern Pines with its Silver Star service linking New York and Jacksonville, Florida. Rail ridership at the Southern Pines station has increased steadily since 2004, as it has in all of North Carolina's Amtrak stations.

Amtrak operates one daily long-distance train through Southern Pines with endpoints in New York City and Miami. This service, with arrivals/departures late at night and very early in the morning, is not currently designed for commuter travel from Southern Pines.



Figure 5.6 - Bicycle connectivity is seriously hampered by the design of Route 1. Planning and improvements to address non-automotive transportation needs will aid many of Southern Pines' long-term plan objectives. (Image source: Glatting Jackson Kercher Anglin, Inc.)

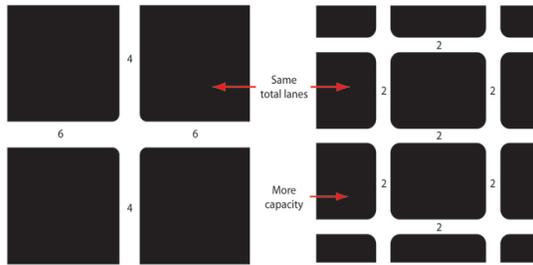


Figure 5.7 - A connected network has many advantages over a sparse network, including capacity, provided the same number of travel lanes. (Image source: Glatting Jackson Kercher Anglin, Inc.)

Planned Improvements

In North Carolina, transportation planning processes and projects are prioritized by Metropolitan Planning Organizations (MPO) or Rural Planning Organizations (RPO) in coordination with the North Carolina Department of Transportation (NCDOT). Southern Pines is not a member of a Metropolitan Planning Organization (MPO), but the Town is a member of a Rural Planning Organization (RPO) as organized under North Carolina state law. Southern Pines is a member in the Triangle Area Rural Planning Organization (TARPO). In 2000, the State of North Carolina recognized the need for more coordinated transportation planning in rural sections of

North Carolina that were not within a Metropolitan Planning Organization. To address this, the General Assembly enacted Session Law 2000-123, which was later codified as Chapter 136, Article 17 (Sections 136-210 through 136-213) of the North Carolina General Statutes. This provided for the development of Rural Transportation Planning Organizations or RPOs.

There are nineteen (19) RPOs in North Carolina. The Triangle Area RPO is a voluntary association of local governments that serves Lee and Moore Counties and the rural portions of Chatham and Orange Counties, including the municipalities of Aberdeen, Broadway, Carthage, Foxfire, Goldston, Pinehurst, Pittsboro, Sanford, Siler City, Southern Pines, and Vass. The primary goal of TARPO is to plan rural transportation systems and advise the NCDOT on rural transportation policy. In North Carolina RPOs are modeled after MPOs and use a similar administrative structure: an advisory committee adopts work programs and recommends projects for inclusion into the State's Transportation Improvement Program (STIP). According to General Statute 136-212, the duties of a Rural Transportation Planning Organization shall include, but not be limited to:

1. Developing, in cooperation with the Department [of Transportation], long-range local and regional multimodal transportation plans;
2. Providing a forum for public participation in the transportation planning process;
3. Developing and prioritizing suggestions for transportation projects the organization believes should be included in the State's Transportation Improvement Program; and
4. Providing transportation-related information to local governments and other interested organizations and persons.

The RPO prioritizes transportation projects to submit NCDOT as part of the State's Transportation Improvement Program (STIP). Each County within the RPO submits projects to RPO for prioritization, then the RPO submits their prioritization list to NCDOT for scoring, and ultimately funding should a project score well enough in competition with transportation priorities statewide. The projects submitted to the RPO are typically derived from the County's Comprehensive Transportation Plan (CTP). At this time, Moore County does not have an adopted CTP however, in conjunction with TARPO and NCDOT, the County is in the process of creating a CTP document.

The drafting of a Moore County CTP document is underway but due to the controversial nature of several proposed alternatives for transportation projects within parts of Moore County, a CTP adoption is unlikely prior to 2018. Despite the lack of an adopted Moore County CTP, there are a few projects in various stages of development that directly affect the Town.

US Highway 1. The reconfiguration of US Highway 1 South is critical project for the future of Southern Pines and the region. US Highway 1 is a North Carolina Strategic Transportation Corridor (STC). The goals of the STC are to create roads that are safe, effective, high-volume, and to advance inter-regional movement of people and goods, system connectivity, and the support of economic prosperity. The reconfiguration of US Highway 1 South consists of an access management project from the terminus of its limited-access segment near the end of Old US Highway 1 South in Southern Pines extending through Aberdeen. This improvement to create a synchronized street will likely remove the existing traffic signals and employ an access management design that includes a median with channelized u-turn lanes to improve traffic flow and safety in his corridor. This access management project will increase

the corridor's vehicular capacity, reduce congestion, and increase both vehicular and pedestrian safety. The project has received funding and will likely be under construction in 2018.

US Highway 15/501. An access management project on the US Highway 15/501 Corridor is planned for the section of road extending from the intersection of US Highway 1 South and US Highway 15-501 North to the intersection of US Highway 15-501 North and Brucewood Road. This stretch of the corridor includes nearly a mile of frontage in Southern Pines' jurisdiction. The project is in the design phase with several alternatives under review to improve vehicular capacity, congestion, and safety. The project has received funding and will likely be under construction in 2020.

Airport Road. The Airport Road corridor is under review for design alternatives that will better accommodate existing and projected traffic of all modes and effectively managing access and cross-over traffic. The stretch of road on the Airport Road corridor from the intersection of Airport Road and Midland Road just beyond the Pinehurst traffic circle on NC Highway 2 and the traffic circle at the intersection of Airport Road and NC Highway 22 is anticipated to experience additional traffic that cannot be safely accommodated in the current configuration. NCDOT will review alternatives along this section of road beginning in 2016.

Midland Road. The Midland Road corridor is under review for design alternatives that will increase safety, accommodate multi-modal traffic, and effectively manage access and cross-over traffic. The scope of the project includes the portions of Midland Road from the Pinehurst traffic circle to the intersection of Midland Road and Clark Street in Southern Pines. Maintaining the historic character while

increasing safety along Midland Road are the key concepts for the proposed alternatives. NCDOT and their consultants are currently reviewing alternatives along this section of road to determine how best to accommodate motorists, bicyclists and pedestrians, while retaining the character of this key entry corridor.

Airport

The Moore County Airport is located north of the Town's corporate boundaries. First opened with a dirt runway under the name of Knollwood Airport, it was acquired by the County in 1935. While it has hosted airline service in the past, no commercial passenger carriers have operated since 2002.

The Airport offers fuel and a variety of other support services under the guidance of the Moore County Airport Authority. Development in the area is subject to height limitations enforced through the Town's and the County's airport overlay districts.



Figure 5.8 – Moore County Airport. (Image source: www.MooreCountyAirport.com.)

Mobility Issues

The previous section describes some of the Town's existing conditions and begins to paint a picture of some of the deficiencies in Southern Pines' transportation system. Feedback received in public meetings also suggests some of the transportation desires

that the Town's citizens feel are currently un-met. The key mobility issues facing Southern Pines include:

Improving Access to Downtown. US 1 creates a barrier between the east and west sides of Town. While it defines the western edge of Downtown neighborhoods, the highway and its crossing points are obstacles for pedestrians and bicyclists. Long-term enhancements to existing crossings, particularly at West Pennsylvania Avenue will improve mobility and provide opportunities to clearly define gateways to the core.

Enhancing Bicycle and Pedestrian Safety. This challenges and potential benefits of addressing these challenges are defined in the Bicycle Transportation Plan for Southern Pines. In addition to making streets safer for cyclists and pedestrians, the Town should continue to expand its greenway system to provide the types of mobility that are sought by millennials and baby boomers, who form the largest part of the housing market.

Evaluating Public Transportation Options. Conventional transit is unlikely to be a cost-effective alternative within Southern Pines due to the relatively low densities in most neighborhoods. However, given that 11.4 percent of households in Southern Pines had no access to automobiles in 2013 and that other residents lack access to reliable transportation due to age, income or preference, the Town should continue to explore public and private sector transit alternatives providing access throughout the Town and the region.

Enhancing Street Connectivity. Connected street networks provide more route choices for drivers, keeping any one route from getting overloaded. A connected system also provides redundancy which keeps incidents (such as vehicle wrecks) from clogging the whole system. A connected network is also important for bikes and

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pedestrians as it creates smaller, more navigable blocks as well as options to choose the safest, most comfortable routes.

Downtown and West Southern Pines have interconnected grids. However, asset is diminished by the previously discussed US 1 and the disconnected suburban and rural street layouts at the perimeter. This lack of connectivity has repercussions not just for the drivers – whose travel routes are quite limited (and since everyone is on the same few roads, congested); it is a contributor to mobility challenges faced by properties west of US 1.

Establishing street connectivity between disconnected neighborhoods will be challenging due to both real and imagined negative impacts of creating new street connections. When few street connections exist, the addition of a single new connection may increase cut-through traffic and negatively impact the affected streets. However, the establishment of greenway, bike and pedestrian connections tends to increase mobility options without negative impacts.

Chapter 6 Economic Development

Context for Planning

This chapter contains a brief overview of the Town's existing conditions and community needs, as well as a list of key issues related to the Town's economy and economic development.

Southern Pines' economy and its residential population are diverse for a Town of its size. The local economy relies on multiple economic sectors, demographic variety in employment, and entrepreneurship.

Ultimately, the focus of economic development is to improve residents' lives. By this measure, the Town's economy has seen gains. Median household income has increased by nearly 29 percent since the year 2000. In 2013, median household income in Southern Pines (\$49,038) was only slightly below that of Moore County (\$49,544). The percentage of households earning less than \$25,000 per year has decreased from 30³ to 27 and the percentage of households earning more than \$100,000 per year has doubled from 13 to 26. The number of families living below the poverty level has decreased for all family types. While these trends have been positive, the Town has seen an increase in unemployment from 7.8 percent of the civilian work force in the year 2000 to 10.7 percent in 2013.

Subsequent sections of this chapter explore some key demographic and socioeconomic trends affecting long-term growth and economic development prospects, including age structure, labor force composition, employment changes, commuting patterns, and educational attainment.



Figure 6.1 - Much of what makes Southern Pines so successful stems from its relationship with neighboring communities, each offering regional residents essential services that are often unique to each community. (Image source: Camera exercise participant)

Age Structure and Labor Force Participation

The labor force is composed of all residents aged 16 years and older. Southern Pines' labor force of 5,818 in 2013 increased by 19.4 percent since the year 2000 compared with a 13.9% increase in the population for the same period. With 55.9 percent of the population, Southern Pines' labor force is participating at a higher rate than demographics suggest. This is most likely due to the percentage of residents aged 65 and older who are in the labor force.

³ These figures are adjusted for inflation.

The percentage of Southern Pines’ population between the ages of 16 and 65 (52.5%) is comparable that of the state, but the Town’s population is much older. With 27.5 percent of the population aged 65 or older, Southern Pines’ median age of 45.3 is significantly older than that of the state, which had a median age of 37.3 years in 2010. This means lower per capita costs for schools and child services, but it also has significant implications for transportation, housing and other service needs. It also means that there will be fewer younger residents to fill entry level jobs. Less clear are the implications of having an older workforce that is continuing to work beyond the age of 65.

Another interesting shift in the labor force in Southern Pines is the increase in the proportion of the labor force that is serving in the Armed Forces. In the year 2000, 2 percent of the labor force was in the armed forces. By 2013, that had increased to nearly 8 percent. While Fort Bragg anticipates the loss of about 2,000 soldiers over the next several years, it is unclear how the troop reduction will affect Southern Pines.

Employment in Moore County

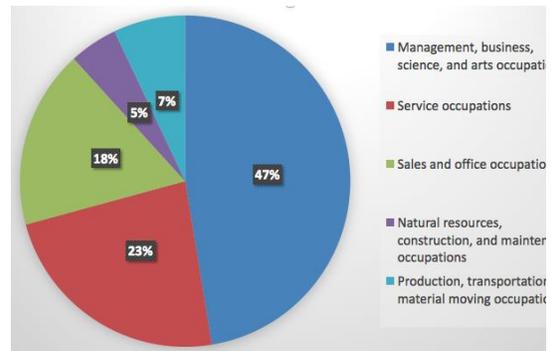
As discussed above, labor force participation has increased faster than population growth, which presumably has influenced the increase in household incomes. This section focuses on how much of the labor force is working and where they are working.

In the year 2013, the employment snapshot was worse than in the year 2000, with the percent of the civilian labor force that was unemployed increasing from 7.8 to 10.7 percent.

As shown in figure 6.2, nearly half of the workforce cited their occupations in 2013 as management, professional and related occupations. Service occupations comprised nearly a quarter of the total.

Both these areas experienced significant increases since the year 2000; all other occupations declined in real numbers and as a percentage of the total.

Figure 6.2 - Occupational Mix, 2013



Source: US Census 2013

Table 6.1 shows the industries in which residents were employed. The data show concentrations of jobs in educational and health care services. Presumably many of the jobs in the arts, entertainment, recreation accommodation and food service industries are directly related to the Town’s tourism economy.

Table 6.1 – Employment by Industry

Civilian employed population 16 years and over	4,876	4,876
Agriculture, forestry, fishing and hunting, and mining	137	2.80%
Construction	268	5.50%
Manufacturing	226	4.60%
Wholesale trade	47	1.00%
Retail trade	429	8.80%
Transportation and warehousing, and utilities	30	0.60%
Information	40	0.80%
Finance and insurance, and real estate and rental and leasing	209	4.30%
Professional, scientific, and management, and administrative and waste management services	417	8.60%
Educational services, and health care and social assistance	1,599	32.80%
Arts, entertainment, and recreation, and accommodation and food services	871	17.90%
Other services, except public administration	311	6.40%
Public administration	292	6.00%

Source: U.S. Census 2013

Commuting

Commuting patterns can be an important indicator of the potential for economic growth. Current commuting patterns in Southern Pines suggest that many commuters to or from Southern Pines work in or relatively near Southern Pines. However, between the years 2000 and

2013, the average travel time to work for Southern Pines residents increased from 19.4 to 22.1 minutes, which suggests that residents are traveling further to work.

Table 6.2 and Figure 6.3 show the places where residents of Southern Pines worked in 2013. Approximately 45 percent of Southern Pines’ residents work at home or have commutes less than 15 minutes, compared with 34 percent for Moore County and 32 percent for state residents.

Table 6.2 – Travel Times for Southern Pines’ Residents, 2013

Time to Work (minutes)	Southern Pines	Moore County	North Carolina
Work at Home	2.5%	2.4%	4.4%
Less than 5	4.2%	3.4%	3.0%
5 to 9	16.8%	11.5%	9.6%
10 to 14	22.1%	16.4%	14.9%
15 to 19	18.9%	16.2%	16.8%
20 to 24	8.8%	14.2%	15.4%
25 to 29	1.5%	5.5%	6.5%
30 to 34	5.1%	10.0%	12.6%
35 to 39	3.7%	3.2%	2.7%
40 to 44	4.8%	3.6%	2.9%
45 to 59	5.0%	6.9%	6.1%
60 to 89	2.6%	4.7%	3.4%
90 or more	4.1%	1.9%	1.8%

Source: U.S. Census ACS, 2013

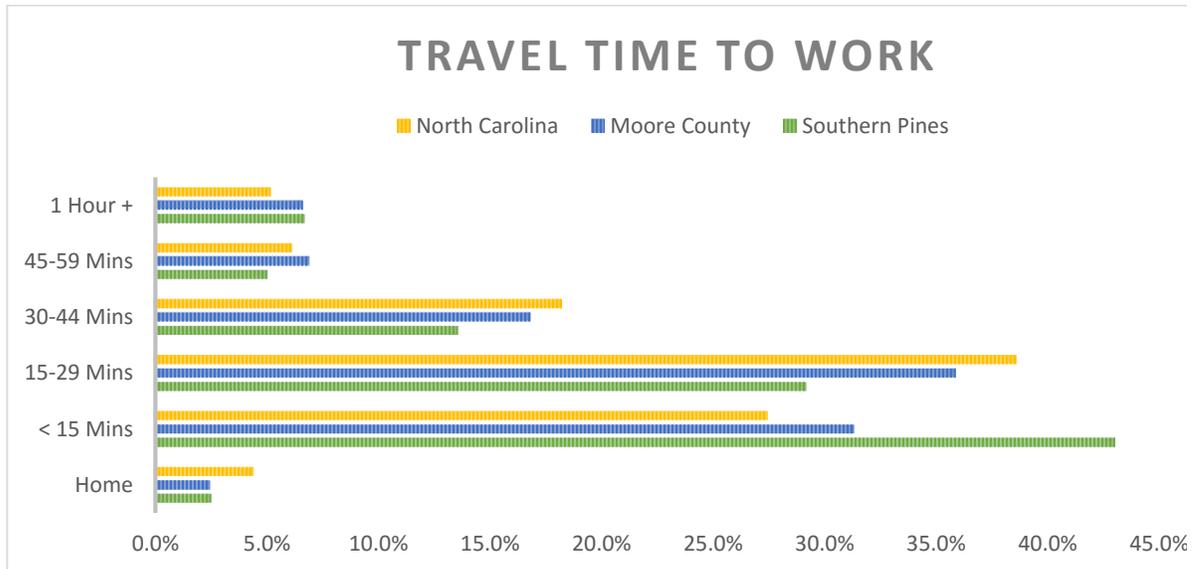


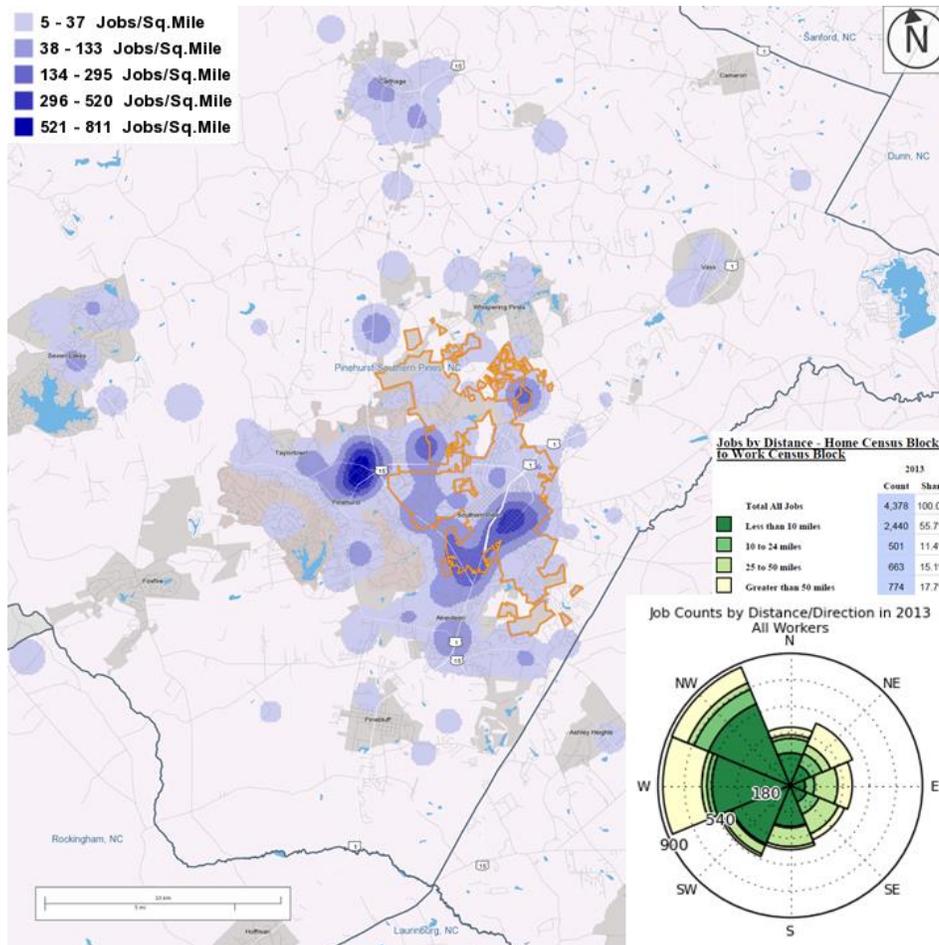
Figure 6.3 – Travel Time to Work Source: U.S. Census ACS, 2013

Where Southern Pines' Residents Work

While some people commute to or from larger cities, such as Fayetteville, the majority of workers and residents in Southern Pines work in or near Southern Pines. As shown in Table 6.3 and the accompanying graphic, most residents that leave home to go to work travel in a north-westerly pattern. A significant number of residents work within two dense employment centers; Downtown Southern Pines and Pinehurst. This map also indicates travel time to work is relatively short.

Work Location	Number	Percentage
Moore County (total)	2,654	60.62%
Southern Pines	933	21.30%
Pinehurst	704	16.08%
Aberdeen	278	6.35%
Cumberland County (total)	254	5.80%
Fayetteville	195	4.45%
Robeson County	142	3.24%
Wake County	129	2.95%
Lee County	96	2.19%
Hoke County	82	1.87%
Mecklenburg County	79	1.80%
Richmond County	77	1.76%
Scotland County	67	1.53%
Guilford County	48	1.10%
All Other Locations	750	17.13%

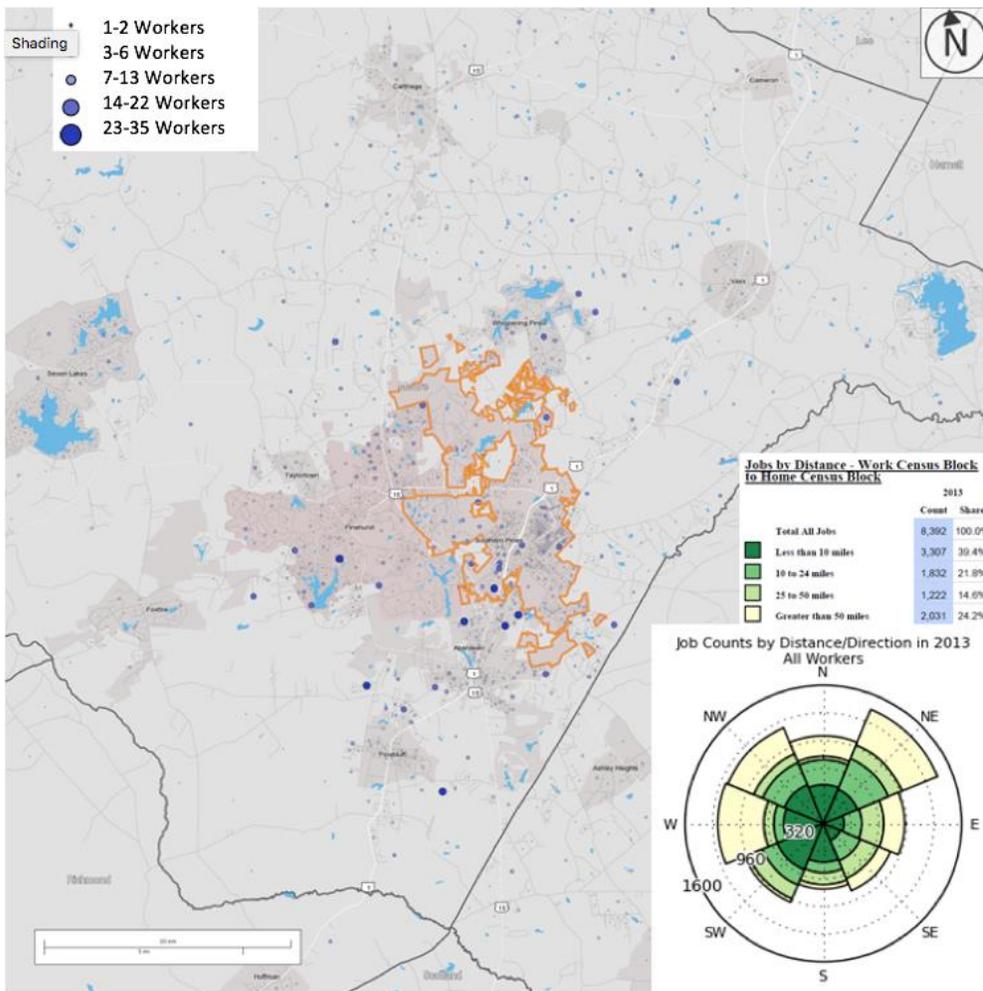
Table 6.3 - Where Southern Pines Residents Work (source: U.S. Census, On the Map, 2013)



Where Southern Pines' Workers Reside

The majority of workers in Southern Pines lived in Moore County (48%) but only 11% Southern Pines workers lived within the town limits. Jurisdictions with more than 100 commuters to Southern Pines were Pinehurst (7%), Aberdeen (5%), Fayetteville (2%), and Whispering Pines (2%). Based on the data, Southern Pines attracts workers from diverse areas outside of the Town, suggesting that Southern Pines is a small regional economic hub.

Home Location	Number	Percentage
Moore County (total)	4,030	48.02%
Southern Pines	933	11.12%
Pinehurst	592	7.05%
Aberdeen	422	5.03%
Richmond County	393	4.68%
Hoke County	384	4.58%
Cumberland County	329	3.92%
Harnett County	285	3.40%
Lee County	283	3.37%
Wake County	230	2.74%
Robeson County	186	2.22%
Scotland County	149	1.78%
Mecklenburg County	138	1.64%
All Other Locations	1,985	23.65%



Projected Growth

The North Carolina State Demographics Office projects that Moore County will experience an increase of approximately 14,000 residents between 2015 and 2030. This represents an annual growth rate of one percent. In its current efforts to update the Water Master Plan, Southern Pines projects an average growth rate of two percent during the same period for purposes of ensuring that water supply, treatment and distribution capacities are adequate. Table 6.4 projects the Town’s population growth through the year 2040 using each of these growth rates. This range is used in Chapter 4 to establish the amount of land required to accommodate future residential land needs.

Table 6.4 – Projected Population Growth

Year	Growth Rates	
	1%	2%
2014	13,235	13,235
2020	14,049	14,905
2025	14,766	16,456
2030	15,519	18,169
2035	16,311	20,060
2040	17,143	22,148

Source: Planning Works, LLC

NCDOT projects that employment in Moore County will increase at an annual rate of two percent through the year 2030. This will result in an increase of 11,300 jobs throughout the County by the year 2030. Table 6.5 shows these employment projections by industry. While these projections are County-wide, they are used in Chapter 4 to estimate projected demands for non-residential land by assuming that demands within the Town of Southern Pines will increase proportionately.

Table 6.4 – Projected Employment Growth for Moore County by Industry 2015-2030

Industry	2015	Increase	2030
Industry	5,515	1,500	7,015
Retail	3,927	1,504	5,431
Hwy Retail	3,743	1,410	5,153
Service	8,325	3,196	11,521
Office	6,144	2,350	8,494
Recreational Employment	519	376	895
Hotel Employment	1,697	470	2,167
Hospital Employment	2,000	500	2,500
Totals	31,870	11,306	43,176

Source: NCDOT

Economic Development Issues

The previous sections highlight many of the socio-economic conditions facing Southern Pines. To be able to capitalize on its assets and create a more sustainable and resilient economy, the Town will need to address the following issues.

Attracting Employers. While somewhat remote from high capacity roadways or airports, Southern Pines has a major asset in the character of the community. Entrepreneurs and business owners tend to locate in communities that are desirable places to live and the Town’s amenities are highly attractive, offering varied recreational amenities, housing options and a secure livable community. The keys to attracting more jobs are ensuring that the following issues are addressed.

Enhancing the Existing Labor Force. Having skills that match employment demands is a continuing challenge in today’s dynamic economy and particularly challenging in a Town that is older than average. This will require coordination between employers, Sandhills Community College and other educational resources and the economic

development community to identify changing needs and prepare residents of all ages for available jobs.

Attracting Skilled Residents. Where existing residents can't fill the need for jobs, the Town will need to attract people with marketable skills. While this Plan supports efforts to attract younger residents, the cost of housing discussed in the following chapter will continue to be an obstacle to attracting people needed to fill existing and future jobs. In addition to addressing the costs of housing, the Town should ensure that neighborhood choices are consistent with those preferred by younger workers, who tend to prefer attached and higher density housing in walkable, mixed-use neighborhoods.



Figure 6.2 - Solid economic growth and opportunity is often rooted in a well-educated worker base, especially when offerings match overall economic objectives. Southern Pines is fortunate to have Sandhills Community College as a major educational provider. (Image source: Studio Cascade, Inc.)

Providing Adequate Land. While limited somewhat by Fort Bragg to the East and

Horse Country to the north and east, Southern Pines has abundant land that can serve a wide variety of economic development needs. As previously discussed, Southern Pines' proximity to Aberdeen and Pinehurst and the sales tax sharing agreement mean that each community can rely to some extent on the others to supplement land use needs. Southern Pines has ample land supplies to accommodate residential and retail development, but less land to accommodate industrial uses, particularly those relying on rail access. While there are no immediate shortages of land, the Town should continue to monitor local and regional land supplies for industrial and business park uses to ensure that land supplies do not artificially discourage employment growth.

Providing Adequate Utilities. The Town's water and wastewater systems have capacity for expansion. Recent water studies indicate that the Town has sufficient water availability to support forecast population growth and the growth in the business sector. The Town contracts with Moore County for sanitary sewer treatment, and, according to recent studies, the wastewater system has adequate capacity to accommodate forecast growth, as well.

Providing Adequate Transportation Connections. Southern Pines is relatively accessible. Two major highways intersect at the community's southern tip, and a major rail corridor runs right through the center of town. US Highway 1 is a four-lane, divided and limited-access roadway north and through Southern Pines, becoming a four-lane highway with center turn lane as it exits the community just south of Morganton Road, intersecting with US 15/501. US 15/501 provides primary access to Carthage, linking Southern Pines to the County seat and areas north and west of town.

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The CSX railroad connects Raleigh to Savannah and Jacksonville and is the principal line of CSX's 1,100 miles of freight track in North Carolina. This line forms a major part of CSX's movement along the eastern seaboard. Amtrak passenger service uses the same line, with its Silver Star service linking New York and Jacksonville.

Southern Pines has the opportunity to capitalize on its airport as an economic asset. In addition to attracting recreational visitors, the airport has the potential to serve a variety of business uses.

Capitalizing on Tourism. Tourism will continue to be an important element of Southern Pines' economy. In addition to being a nationally known center for golf and equestrian activities, Southern Pines serves as a regional retail center and has an Historic Downtown that is the envy of many communities hoping to attract tourism. To capitalize on these resources, the Town should support promotional efforts, as well as efforts to retain their integrity.

Sustaining the Quality of Life. Because quality of life and quality of place are critical to what makes Southern Pines attractive to residents and businesses, this Plan's economic development policies also promote the conservation of Horse Country, golf courses, and the natural open spaces that make Southern Pines unique. It includes policies to preserve natural areas that are environmentally sensitive; to conserve and promote longleaf pine habitat; to incorporate open space, golf courses and greenways into the urban fabric; to preserve the function and cultural landscape of Horse Country that helps define Southern Pines. While economic development is a planning priority, it must balance expansion with the need to conserve the community's quality of life.



Figure 6.3 - The Sandhills region is known world-wide for its golf courses, which help sustain the local economy through tourism, trade, and enhanced land values. Courses add an important open-space aesthetic to Southern Pines that many residents – even non-players – enjoy. (Image source: Camera exercise participant)

Chapter 7 Public Facilities and Services

Context for Planning

This chapter contains a brief overview of existing conditions and a list of issues related to Southern Pines' public facilities, including police, fire protection, water and sewer, library and other essential services. This chapter does not replace current or future departmental planning efforts, it merely provides the context for the goals and policies in Chapter 2 and the implementation program in Chapter 11.

The community background document (Appendix B) provides details on the Town's public services and facilities, describing existing utility systems, identifying providers and reviewing system capacities where information was available.

The Town's biggest challenge is to provide services in a cost-effective manner to accommodate growth without burdening existing taxpayers or rate payers. While this Plan anticipates what the community's future population may be and where it will be located, it does not identify specific improvements to address future needs. To some extent that determination must be made on a case-by-case basis under the guide of facility master plans by evaluating how individual proposals or changes in circumstance shape Town responses. This Plan provides a framework for making those decisions to ensure that it can responsibly provide adequate facilities and services.

Southern Pines must exist within the context of its natural resources, managing water use, wastewater treatment and public facilities to minimize negative impacts on nature's systems. Decisions the Town makes regarding land development

and roadway construction influence treatment of wetlands, watersheds and critical habitat. The Town can protect natural resources, Horse County and other assets through selective extensions of utilities, roads and other public facilities and services.



Figure 7.1 - Southern Pines has a long and proud history of providing its residents with high-quality, well-priced public facilities and services. (Image source: Studio Cascade, Inc.)

Water System

The Town is in the process of updating its water system master plan and to ensure that it can continue to provide adequate treatment, storage and distribution capacity. The Town is collaborating with nearby jurisdictions to secure and provide safe and adequate water for businesses, residents and emergency uses. Existing water withdrawal rights are issued by the

State of North Carolina, entitling the Town to divert up to 8 million gallons per day from Drowning Creek.

Wastewater System

Southern Pines contracts with Moore County for wastewater treatment, and the County has assured the Town that capacity exists for forecast growth. The Town continually coordinates with the County to ensure that there is adequate capacity to meet current and long-term demands. Current Town efforts are focused on evaluating the lift stations and force mains to ensure that the wastewater system will continue to serve the Town in the most cost-effective manner.

Police

The Southern Pines Police Department provide law enforcement functions through coordination between its Administration, Communications, Investigation and Patrol divisions. The Department's *"mission is to partner with the community to keep the peace and protect citizens of Southern Pines, their guests, and their property."* The Town provides emergency services through the Moore County Department of Emergency Services 911 Communications Center in Carthage. The department patrols the town in teams in patrol cars, on foot and by bicycle.

Fire

The Southern Pines Fire and Rescue Department is responsible for fire suppression, fire code enforcement, public fire education and fire prevention. The department also provides emergency medical services in conjunction with the Moore County emergency medical service. The department has staff of 27 paid full time, 10 part time and 14 volunteer members.



Figure 7.2 - The Town's overall objectives contained in this Plan are tightly related to the community's strategic provision of services and utilities such as water, wastewater, police and fire protection. (Image source: Studio Cascade, Inc.)

Library

The Town's Library Strategic Plan "Beyond Just Books" is linked to the vision and goals of this Comprehensive Long-Range Plan, supporting Downtown vitality, fostering jobs and economic development, promoting education, and serving as a conduit for public involvement. The mission for the Town's library services is:

"to ensure the continued economic vitality of the Town by providing citizens of Southern Pines with:

- *Current materials of interest*
- *Educational support*
- *Reference services*
- *Access to information on business and finance*
- *Opportunities for cultural awareness thereby nurturing a love of reading and a quest for knowledge and life-long*

*learning. “The Public Library—
knowledge for a lifetime and beyond”*

The Strategic plan includes a work program that focuses on adapting the Town’s library services and facilities to meet current and long-term needs of Southern Pines’ residents.

Planning & Inspections

The Town’s Planning Department coordinates the Town’s physical and community development activities, which includes:

- Acting as a liaison with developers and builders;
- Coordinating with state and federal agencies on growth and development issues;
- Preparing special area studies;
- Enforcing zoning regulations that address site development;
- Reviewing activities related to subdivision and land development; and
- Supporting the Historic District Commission, Planning Board and Board of Adjustment.

Public Facilities and Service Issues

As community demands change due to growth and other socio-economic factors, Southern Pines will face the following challenges:

Maintaining Fiscal Integrity. Each year the Town must balance the budget, which requires tough decisions about revenues (from taxes, fees and rates) and expenditures (for public facilities and services). While there is no perfect budget, the Council must ensure that funding is sufficient for anticipated facility and service needs, as well as exigencies. Maintaining the balance and the fiscal integrity of the

Town is one of the Council’s most critical tasks.

Defining Appropriate Levels of Service. As the Town grows, it will continue to struggle to determine the most appropriate measures of the quality of its services and what levels of services it should provide to maintain a high quality of life for residents. This Plan recommends that each department develop quantitative and qualitative measures of the services it provides to guide the Town Council as it sets priorities and balances the available revenues with demands for services.

Providing New Facilities and Services for Growth. Ensuring that public services meet community needs and remain affordable to the Town requires careful budgeting and planning. The provision of new facilities generates both capital and ongoing operational costs. Prematurely expansions can create burdens on existing tax-payers; delayed expansions can result in inadequate levels of service. Operations costs often exceed capital costs. For instance, the cost of staffing a Fire Station can exceed the cost of building and equipping the fire station within one to two years. Consequently, as the Town defines its levels of service, it is critical to understand that levels of service that are dependent on new facilities will necessarily fluctuate, with lower levels of service existing until demands are sufficient to make construction of new facilities viable.

Phasing Utility and Service Extensions. Much like the provision of new facilities, premature extensions of utilities can result in high costs for existing ratepayers. If water-line demand is too low the Town will need to flush the line more frequently in addition to paying the higher costs of maintaining adequate pressure and water quality in these extensions. Underused sewer lines tend to clog if there is not adequate flow to carry wastes to the

Southern Pines Comprehensive Long-Range Plan

nearest lift station and ultimately, the treatment plant. When approving utility extensions, the Town must consider these operational costs and avoid premature utility extensions that will prove too costly.

Chapter 8 Housing

Context for Planning

This chapter contains a brief overview of the Town's existing and projected housing needs and identifies the key housing challenges facing the community.

Southern Pines' neighborhoods are the backbone of the community's civic body. Among their many functions, they provide housing to its diverse population, represent significant individual and family investment in the community's well-being, and define the context within which children are raised, people worship and in which neighbors form relationships. But Southern Pines neighborhoods are not homogenous. All differ from one area to the next, and some differ from one house to the next. Southern Pines is a diverse place, racially, socially, economically and culturally – more so than its small population might otherwise indicate.

Affordability & Tenure

Despite the variety of housing options finding affordable housing can be a challenge in Southern Pines. The median income household (\$49,038) cannot afford to buy the median priced home (\$248,000).⁴ This is partially reflected in the declining percentage of owner-occupied housing and somewhat hidden by the relatively high percentages of owner occupied homes with no mortgages, residents who have lived in their homes for extended time periods and homes used for seasonal, recreational or occasional use.

With a vacancy rate of 14.5 percent, one would expect downward pressure on the cost of housing, but the percentage of units

for sale or rent has actually dropped due to an increase in the proportion of vacancies that are due to seasonal, recreational or occasional use. While the actual numbers of vacant units for sale (137) or rent (219) has remained constant, seasonal units have increased from 192 to 346 units (increasing from 26 to 35 percent of all vacancies).



Figure 8.1 - A great deal of Southern Pines' charm stems from the pride residents take in their community's appearance - and in the appearance of neighborhoods and individual homes. Retaining neighborhood character is an important objective in the Long- Range Plan. (Image source: Camera exercise participant)

⁴ The estimated monthly cost of a \$248,000 home is \$1,516 or 37 percent of the median

monthly income. The target for affordability is 30 percent of monthly income.

Table 8.1 compares the tenure of housing in the years 2000 and 2013. Owner-occupancy is typically encouraged to promote neighborhood stability and enhanced maintenance that often results from pride of ownership. However, as with many communities, the proportion of homeowners has declined and the proportion of renter-occupied units has increased. Despite the fact that mortgage rates have been low in recent years, economic uncertainty, high home prices and the fact that higher proportion of millennials have demonstrated a preference for renting than previous generations contribute to the decrease in home-ownership.

Table 8.1 – Housing Tenure 2000-2013

	2000		2013	
	#	%	#	%
Occupied housing units	4,754	100.0	5,866	100.0
Owner-occupied housing units	2,993	63.0	3,347	57.1
Renter-occupied housing units	1,761	37.0	2,519	42.9
Total housing units	5,488	100.0	6,859	100.0
Vacant housing units	734	13.4	993	14.5

Source: U.S. Census

Table 8.2 shows the relative stability of households in Southern Pines. Nearly four-fifths of householders had been residing in the same dwelling for four or more years in 2013. Nearly one-third of householders had been residing in the same unit for fourteen or more years.

Table 8.2 – Year Householder Moved into Unit, 2013

	#	%
Occupied housing units	5,610	100.0
Moved in 2010 or later	1,230	21.9
Moved in 2000 to 2009	2,549	45.4
Moved in 1990 to 1999	1,066	19.0
Moved in 1980 to 1989	436	7.8
Moved in 1970 to 1979	144	2.6
Moved in 1969 or earlier	185	3.3

Source: U.S. Census



Figure 8.2 - No single housing type is suitable for all, and diverse - but compatible - housing is something the community will need to support in gaining its long-term objectives. (Image source: Studio Cascade, Inc.)

The median rent of \$748 is well within the reach of the median household income, but is not affordable to the more than 25% of households earning less than \$25,000 annually.

Communities are limited in their ability to directly affect housing costs. In development equations where land, transportation and other infrastructure costs are minimized, housing can seem more affordable. But when such costs are considered over the long-term, coupled with other costs including loss of open-space and critical areas, such development is far less attractive. What's left are options to help increase the diversity of housing types, providing buyers with options most suited to their needs, and providing housing options in close proximity to work and services, thereby reducing the household expenses for transportation. As such, many of this Plan's goals, policies and programs work on an indirect level to improve affordability conditions in Southern Pines. These include policies to encourage residential uses Downtown to support infill housing where desired in neighborhoods, and to increase the potential for small-scale commercial areas that are more accessible to neighborhood residents. In addition, economic development policies encourage the Town to improve wages and job opportunities in Southern Pines.

Housing Choices

Southern Pines neighborhoods are distinct. Many were developed during different eras, with lots, streets, houses, and open spaces designed and arranged in ways commonly associated with their vintage. The central and original part of Town was built around the railroad station, and subdivided into unique square blocks with common greens in the middle of each. Many recent neighborhoods were designed around golf courses. Still others were established with homes and lots more responsive to the terrain – featuring curving roads, sloping yards and dramatic open spaces that capture the natural landforms. Some areas seem to have been developed more haphazardly, likely taking

advantage of opportunities to subdivide smaller pieces of land and creating residential outposts in otherwise commercial or wooded areas.

Southern Pines is all of these places, and it is important that they be recognized and included in the community's plans for its future. These neighborhoods typically serve the needs of their residents. While some may benefit from re-investment or rehabilitation, they are all important parts of the community's collective identity.

Neighborhoods are not necessarily exclusively residential. While this chapter focuses on housing policy, it is also important to consider how the people who live in Southern Pines' neighborhoods access the services enabling them to live, work, shop, learn and play.

In terms of affordability, the combination of gross housing costs and transportation costs can consume up to 50% of a household budget. One approach supported in other sections of the Plan work to reduce transportation costs by more effectively connecting housing areas to commercial, civic, recreational, or employment areas – which can help make housing more affordable.

Connections to non-residential uses can also add character and vitality to nearby residential areas. Downtown's residential districts already benefit by being within an easy walk of the commercial district along Broad Street and with their association to the nearby parks and natural, historic landscapes. Other neighborhoods enjoy similar, if smaller-scale relationships with mixed-use or commercial areas, such as those abutting Pennsylvania Avenue in West Southern Pines, or areas near the intersection of May Street and Manley Avenue.

Housing Issues

To achieve the Town's goals, it will need to address the following housing issues:

Retaining Affordable Housing Options.

Despite the negative impacts that the recent recession had on housing prices, housing prices have increased more rapidly than incomes, which means that, as a whole, housing is less affordable than it was when this Plan was last updated in 2010. This lack of affordability has several consequences for the Town.

- First, an increasing percentage of workers in the Town must live outside the community and commute. This means that it is costlier and difficult to get to work in Southern Pines. It also results in greater traffic congestion during commuting hours.
- Second, as housing becomes more expensive in the Downtown and outlying neighborhoods, there will be increasing upward pressure on housing costs in the historically more affordable West Southern Pines. While private investment in this underdeveloped neighborhood would be welcome, the potential loss of affordable housing is a concern.

Retaining Diverse Housing Options. The Downtown neighborhood offers a diverse mix of housing choices, which are needed to meet the increasingly diverse housing needs of the community. Seniors, who are no longer able or willing to maintain large, single-family lots seek denser housing options by necessity. Millennials, and to some extent, baby-boomers seek mixed-use neighborhoods and attached housing options. This is not to suggest that existing single-family neighborhoods should be rezoned to allow multi-family housing, but it does suggest the importance of retaining existing mixed-density zoning Downtown

and promoting mixed-density neighborhoods within new developments.

Ensuring Compatibility Between Uses and Dwelling Types.

Southern Pines has a long history of neighborhood diversity that has, for the most part, created desirable neighborhoods. Older parts of the Town include bungalows on small lots, large homes and multi-family developments in close proximity. These remain vital neighborhoods due to their walkable, lush streetscapes, proximity to Downtown services and the compatible transitions between uses. Smaller multi-family structures often have similar setbacks, have significant tree canopies and retain the building scales that are similar to nearby single-family dwellings. Where these factors have deviated from the historic character, multi-family units have tended to stick out like sore thumbs. While the Town has limited authority to control the design of small residential projects, it does have the authority to address the streetscapes, landscaping, scale and setbacks. Using these tools to ensure compatibility in mixed-use neighborhoods is essential to maintain internal compatibility and neighborhood vitality.

Chapter 9 Recreation & Parks

Context for Planning

This chapter contains a brief overview of the Town's recreation and parks services and facilities. It also highlights related issues that the Town must address as it continues to grow. This chapter does not replace current plans or the need to update facilities and service plans to accommodate Southern Pines' future needs.

From its inception, Southern Pines has maintained its focus on quality of life, recreation and leisure pursuits. First envisioned and platted to facilitate recovery for tuberculosis patients - providing access to shared block-specific greens and a large community park – the community has continued to capitalize on its parks, greenbelts, recreational facilities and proximity to large rural landscapes. The Town logo even includes images featuring equestrian, tennis, and golf activities.

Parks

For a Town of its size, Southern Pines enjoys a remarkably large and diverse array of parks facilities. The existing conditions report in Appendix B provides a more complete park inventory derived from the Town's 2015 Comprehensive Recreation & Parks Master Plan, as well as a summary of the goals, recommendations and implementation program from the plan. But for the purposes of this chapter, it's worthwhile to note that Southern Pines parks system includes:

- Important historic properties and multi-purpose grounds such as the Campbell House Park;
- Meeting facilities such as the Douglass Community Center;

- Traditional formal parks, such as Downtown Park, Sandhurst Park and Rounds Park;



Figure 9.1 - When asked about parks, residents often mentioned the usefulness and importance of Downtown Parks central location. "A gem," many said. (Image source: Studio Cascade, Inc.)

- Specialty parks, such as Martin Park, currently used as an off-leash dog park;
- Active sports facilities, such as those found at Memorial Park, the Morganton Road Sports Complex, and Pool Park;
- The Recreation Center, a youth and multi- purpose facility; and
- Large parks and greenways, notably Reservoir Park and greenway, the Longleaf Greenway, the Mill Creek Greenway, the Forest Creek Greenway and the Nick's Creek Greenway.

Southern Pines has a commitment to providing convenient recreation opportunities to residents of all its neighborhoods. The Town continues to enhance its parks facilities and recreation programs. Underpinning this philosophy is the understanding that parks facilities and greenways contribute to both the functional characteristics and aesthetic characteristics of neighborhoods. They help neighborhoods act as community development resources, getting residents out of their homes and meeting each other in public open spaces. They also make neighborhoods more attractive and valuable, presenting a very public statement of the community's investment in local quality of life. Placing a park in a neighborhood presents opportunities for the community's families and individuals to enjoy public space together, to share stories and to build relationships.

The neighborhood park is one type of park the Town provides. It also provides community and regional park facilities, supporting recreation at a variety of scales for a variety of audiences. While some who are involved in specific athletic activities, such as baseball or soccer, may desire additional fields, the overall makeup of athletic facilities is more than adequate for a town of Southern Pines' size. There may be a shortage of regional facilities, but that may be more of an issue of partnership with Moore County and the adjoining jurisdictions to ensure adequate facilities exist to meet the full regional demand.

Horse Country

Though much of Horse Country lies beyond Southern Pines town limits and even beyond its ETJ, the area is linked to the community through its heritage, economy, and recreational functions. The area is crisscrossed by a network of equestrian trails, many on private property and maintained through informal agreements

among property owners who appreciate the ability to ride freely.

Southern Pines residents enjoy Horse Country, its wide-open spaces, large estates and history of long rides and fox hunts. While few Southern Pines residents own horses within town limits and would take advantage of equine connections between the town and the country, there is a need for walking or bicycling connection between the two. Providing non-motorized trails along public rights of way would increase public access to Horse Country, providing it at a slow and leisurely pace more consistent with the character of the countryside.



Figure 9.4 - As indicated in photo exercises and written comments, residents want more opportunities for passive recreation – in places like Reservoir Park, pictured here, or expanded greenbelt areas. (Image source: Camera exercise participant)

Recreation and Parks Issues

As demands for recreation and parks facilities and services change, Southern Pines will need to address the following issues:

Providing sustainable services. Fiscal balance, sensitivity to environmental context and an awareness of important community needs underpin the parks and recreation department facilities and services. The department's management philosophy is to ensure that it maintains fiscal solvency, provides a high level of community service and protects Southern Pines' natural environment for the enjoyment of present and future generations.

Maintaining existing facilities. The costs of maintaining and continually adjusting existing facilities to serve the evolving needs of the community must be adequately addressed to maintain sustainable services.

Recognizing the role of private facilities. Southern Pines enjoys a wealth of public and private facilities and services. In addition to those identified in this chapter and Appendix B, Horse Country, the wealth of golf courses and other private recreational opportunities contribute to the community's quality of life. The Town should recognize the important role of these facilities play in meeting local recreational needs when establishing its level of services for recreation and parks.

Coordinating with other facility providers. To get the most from the Town's investments in parks and recreation facilities and programs, the Town must coordinate with other public and private service providers and explore opportunities for joint programs, as well as opportunities to help specialized recreational facilities

such as the golf courses maintain viability as demands change. Working with public and private schools, the Town can stretch its funding while continuing to serve the community.

Providing new facilities to accommodate the Town's growth. While the addition of public park land may be necessary to serve new neighborhoods, the Town should explore opportunities to meet these needs through the provision of private parks and recreational facilities that serve those neighborhood needs with minimal increases in operational costs.

Chapter 10 Area and Corridor Plans

West Southern Pines Neighborhood Plan

Purpose

The West Southern Pines Neighborhood Plan (see Appendix C) is a strategic plan to establish appropriate development and design standards for the public and private realms for the area mapped in Figure 10.1. The document is not intended to be a comprehensive area plan for West Southern Pines. Additional detail is needed to establish capital plans for public infrastructure, as well as for local economic, educational and other neighborhood development initiatives.

This West Southern Pines Neighborhood Plan is intended to supplement the Town's CLRP, providing guidance for development and uses in the private realm and suggesting potential enhancements to the public realm (streets, sidewalks and other public areas). The private realm regulatory recommendations are intended to be incorporated into the unified development ordinance (UDO). The recommended enhancements to the public realm should be considered as the Town develops future capital improvements plans.



Figure 10.2: Baptist Church in West Southern Pines (source: Planning Works)

Assets

Participants in the development of this neighborhood plan identified the following assets to retain and build upon:

- The neighborhood enjoys a rich history and strong cultural continuity.
- The area has an abundance of vacant land and land costs are relatively inexpensive.
- The neighborhood is well located, being situated on the west side of Downtown and along the Pennsylvania Avenue, which has relatively high traffic volumes. The proximity to Morganton Road has the potential to generate additional investment interest as well as traffic through the neighborhood.

Challenges

Participants in the development of this neighborhood plan identified the following challenges facing West Southern Pines as the Town and neighborhood attempt to capitalize on the above opportunities:

- Residents reported a prevailing sense of apathy about West Southern Pines. This is likely to be an ongoing problem unless there are some visible wins that raise residents' hopes for neighborhood change. These may come in the form of private investment, public investment in streetscape improvements or other visible signs of improvement.
- Internally generated change is unlikely to happen unless there are increased opportunities for local employment. Education, job training and business training programs are well beyond the scope of development regulations, but residents cited these as local needs.

- The neighborhood lacks the resources to generate significant change using internal resources. It is much more likely that change will result from non-residents investing in non-residential and residential development. The challenge will be to facilitate such change without losing the cultural history and character of the area. It is likely that WSP's future will bring about change that will be alarming to some residents. These changes are likely to include:
 - Businesses operated by people who are not current residents may not have the sensitivity to the challenges created by those businesses (e.g., noise, lighting, traffic and needed services); and
 - New residents who do not have historical or cultural ties to WSP.
- Current zoning and much of the development is suburban design. Changes to improve the walkability of the neighborhood will require more urban standards that bring development closer to the street along Pennsylvania Avenue and an increase in residential density in some areas.
- Needed infrastructure improvements will require funding and, for improvements along Pennsylvania Avenue, significant coordination with NCDOT to develop a more pedestrian oriented streetscape with continuous sidewalks.

Opportunities for Improvement

Participants in the development of this neighborhood plan identified the following opportunities for improvement of West Southern Pines:

- The high traffic volumes on West Pennsylvania Avenue create obstacles

for bicyclists and pedestrians seeking to cross this important corridor. Safer crosswalks and better management of traffic speeds would improve pedestrian safety between residences, the elementary school, businesses the community center and churches.

- U.S. 1 creates a physical barrier between West Southern Pines (WSP) and Downtown. This separation is particularly problematic for residents who do not have access to automobiles.
- The availability of commercial services in WSP has been declining over recent years. This has been due to a combination of local demand, zoning, security concerns and other factors. The businesses that remain are relatively small scale, which makes it difficult for the retail stores to compete with larger stores located elsewhere in Southern Pines in terms of prices and the diversity of goods and services they can offer.
- Many residents do not have access to automobiles and depend on rides or long walks to get to needed goods and services. The sidewalk system is incomplete in some areas of the neighborhood.
- The population of the area has been declining as young adults have left the neighborhood to pursue other educational and employment opportunities in other areas. Unlike other areas of Southern Pines, WSP has not enjoyed an influx of new and returning residents.
- While the availability of vacant properties is likely to be a long-term asset, the perception of security issues and uncertainty about code enforcement and property

maintenance create an uncertain environment for reinvestment.

- Existing zoning has created confusion and distrust among neighborhood residents. There are several reasons for this, including:
- Not all of Pennsylvania Avenue is zoned for commercial use. Many sites would need to be rezoned before commercial development would be allowed to occur.
- Historically operated home based businesses do not comply with existing residential zoning. While they were allowed to continue, they could not be reestablished once they ceased operations.
- Historical distrust of the Town’s decision-making process.
- Some of the new housing in the neighborhood has not been in character with existing housing. There are concerns that the neighborhood has and will become the primary location for subsidized housing in the community. Proper management and maintenance of rental housing, whether subsidized or not, is essential to ensure that neither buildings nor their occupants detract from the security and vitality of the neighborhood.
- Fragmented property ownership is likely to make the consolidation of property for redevelopment difficult. Many properties are believed to be tied up in estates that would impair individuals’ abilities to secure clear titles.
- Proximity to Morgantown Road creates pressures for change that are both positive and negative, including:

- Pool Park/Clay Hole – maintenance of this facility is important to the neighborhood.
- Proposed PUD developments at the southwest edge of WSP are likely to generate employment opportunities for local residents and pressure for redevelopment in the southern portion of WSP.
- The potential for cut-through traffic to generate additional business and/or create traffic safety concerns.

Recommendations

The West Southern Pines Neighborhood Plan includes a variety of recommendations for action that should be considered as part of the short-term work program in this CLRP, including regulatory changes which have been incorporated into the Town’s Unified Development Ordinance, capital improvements and other non-regulatory actions. These are included in the document in Appendix C of this Plan.

Downtown Neighborhood Plan

Purpose

The Downtown Neighborhood Plan (see Appendix D) is a strategic plan to establish appropriate development and design standards for the public and private realms in and around Downtown Southern Pines, as mapped in Figure 10-2. The document is not intended to be a comprehensive area plan for the Downtown. Additional detail is needed to establish capital plans for public infrastructure and for local economic development initiatives.

The Downtown Neighborhood Plan is intended to supplement the Town’s CLRP, providing guidance for development and uses in the private realm and suggesting potential enhancements to the public

realm (streets, sidewalks and other public areas). The private realm regulatory recommendations are intended to be incorporated into the unified development ordinance (UDO). The recommended enhancements to the public realm should be considered as the Town develops its capital improvements plans.

Assets

The Downtown Neighborhood Plan identifies the following assets:

Broad Street – Overall community comments on Broad Street were positive, lauding the character and function of the area, which are anchored by an active mix of uses in the HDO that is scaled and designed to create an active pedestrian corridor. Specific assets highlighted by the community include:



Figure 10.3 Downtown Streetscape (Source: Planning Works)

- Landscaping improvements along the railroad;
- Walkable block sizes that provided great access to surrounding areas;

- Second floor opportunities for office or residential uses;
- A mix of ground floor restaurant and retail uses that keeps the Broad Street corridor active throughout the day and evening (note: this was contrasted with a nearby downtown where too many office uses reduced pedestrian activity);
- The location of less active professional office and service uses along side streets;
- Good sign and building design management;
- Good sidewalk maintenance with well defined furniture and pedestrian zones;
- The Downtown Park that attracts families to the area and serves as an open area for frequent downtown events;
- Adequate parking along the streets and in back lots;
- Traffic pattern using one-way pairs on each side of the railroad right-of-way; and
- Small scale of businesses that have resulted in local property and business ownership, which have contributed to the unique mix of local businesses.

Surrounding Neighborhoods – The abutting neighborhoods got more mixed grades from community members, but participants in the plan’s development were generally positive about the abundance of residential opportunities in close proximity to the downtown core and the following assets:

- The great access and mobility created by the gridded street pattern;

- The proximity of professional offices and other low intensity service uses to the Broad Street corridor; and
- Opportunities for residences in the CB and OS zoning districts to change uses in response to market fluctuations.

Problems/Opportunities/Challenges

While recognizing Downtown's assets, the plan identifies numerous challenges that must be addressed to retain the charm and long-term vitality of the core business area and surrounding neighborhoods.

Broad Street – Despite its many strengths, participants in the code forums cited the following challenges that should be considered during the UDO update process:

- **Use Mix.** The mix of uses is purely market based and vulnerable to economic peaks and valleys. There is an emerging consensus that the Town should limit the concentration of less active service and professional office uses in the Historic District Overlay zoning district (HDO). Stores with limited hours already create dead zones along the sidewalk at certain times of the week.
- **Limited Right-of-Way.** The tight right-of-way has resulted in relatively narrow sidewalks in some areas that are too narrow to support extensive private uses in the furniture zone and the pedestrians. Wider sidewalks were suggested by several participants, but will be difficult to achieve within available right-of-way without reducing the on-street parking supply.
- **Bicycle Safety.** Bicyclist safety concerns were cited, particularly for the blocks with head-in parking. The implementation of the Town's bike plan could address some of these concerns.
- **Bicycle Parking.** Lack of bicycle parking facilities was cited as deficiency.
- **Active Block Corners.** While most of the corners along Broad Street are currently active, the lack of limitations on their use for parking was a concern.
- **Increasing the Number of Residents.** Additional residential development in close proximity to business corridor would help the vitality of Downtown businesses. However, parking for the additional residents should be configured so that it doesn't compete with existing demands for existing on-street parking spaces.
- **Business Scale.** While building, block and business scale have generally been appropriate, to create active street fronts, the lack of limitations on the maximum frontage devoted to a single business is a concern. The goal to maintain a corridor dominated by local businesses rather than national chain stores would be reinforced by such a limitation.
- **Taller Buildings.** The opportunity to increase building heights to three stories was cited by two participants as a possibility. While it's unlikely that the combination of limited parking supplies, existing lot patterns and market demand would justify such an investment along the north side of the Broad Street corridor, there is some potential for taller buildings on the south side of the road that could capitalize on the elevation changes between Broad and Bennett Streets to make such an investment viable.
- **Deliveries.** As with most downtown areas that lack alleys, deliveries were cited as a challenge, particularly given

the relatively narrow right-of-way. Current lane widths minimize the extent of the problem today, but better management of delivery times may become necessary.

- **Parking Supply.** Parking was generally viewed as adequate, but several participants pointed out that better parking management could resolve most of the existing challenges. One element of parking management is a greater emphasis on having business owners and their employees parking in rear lots or other remote locations. A second suggestion was to improve wayfinding signs to direct visitors to available parking.
- **On-Street Parking.** Despite the availability of adequate parking in the Downtown, the perception that patrons will not stop unless there is a space in front of the business generates significant resistance to any streetscape changes that significantly reduce on-street parking supplies. This suggests that any modifications to the streets and sidewalks should avoid parking space reductions.

Downtown Transition Zone. Transitions between Downtown commercial businesses and residences raised several concerns.

- **Historic District Guidelines.** The HDO currently ends at the edges of blocks, which means that lots on one side of Bennett and Ashe Streets meet HDO standards and the facing lots do not. While there were several suggestions that the HDO be expanded. Whether the Town expands the district or not, zoning should reduce the abrupt edges by applying the historic guidelines for buildings, signs and other site development criteria to the

blocks facing the HDO along Ashe and Bennett Streets.

- **Zoning Boundaries.** While it is common practice to for zoning changes to occur along rear property lines, there are several locations (particularly along Bennett Street) where zoning changes occur along streets, so commercial and residential property are facing. This increases pressures for conversion of residences to business uses, as recently happened along Bennett Street.
- **Flex Space in Residential Structures.** While there is support for allowing some residential structures to flex between residential and low-intensity non-residential uses, expanding the commercial area raised the concern that expanding the commercial area around Broad Street to allow offices could create a zone with no activity in the evenings that would make residents less secure when walking from residential areas to Broad Street.

Surrounding Neighborhoods – Forum participants expressed varied concerns about the neighborhoods surrounding the Broad Street Corridor, including:

- **Scale of Institutional Uses.** The unlimited scale of institutional uses, such as churches and schools was a concern for several participants. Specific concerns included parking demands and traffic, particularly from primary or accessory uses conducted during business hours, loss of residential development potential that is encouraged by the plan and changes in neighborhood character resulting from large scale buildings.
- **Off-Site Parking.** The potential for encroachment of overflow parking,

particularly from large scale institutional uses is a concern because of its potential to destabilize and displace residences, which the CLRP cites as essential to ongoing Downtown vitality.

- **Stormwater Management.** Parking and stormwater management in fringe areas will become an increasing concern as the density and intensity of development increases.
- **Sidewalks.** Better sidewalk maintenance outside the Broad Street corridor was a need cited by several forum participants.

Gateways to the Broad Street Corridor –

There was broad consensus that the area south of the HDO along Broad Street and Old U.S. 1 needed additional attention. Additional concerns were expressed regarding the entry corridors along West Pennsylvania Avenue and North Broad Street/Midland Road. Suggestions included:

- **West Pennsylvania Avenue.** Streetscape and building design standards along Pennsylvania should result in a more attractive gateway to Downtown.
- **HDO Expansion.** Expanding the area applicable to historic district design standards to Morganton Road was suggested by several participants. This plan presents an alternative or supplement to the extension of the HDO – administratively applying some of the HDO guidelines in a Downtown Transition overlay zone.
- **Old U.S. 1/South Broad Street.** Several participants suggested that zoning standards should be used in the Old U.S. 1 corridor to create a more attractive gateway into the HDO. A combination of streetscaping

and sign standards would have the greatest impact over the short term.

- **Midland Road.** There is general agreement that the building materials, designs and signage in this northern gateway to the Broad Street corridor should be more consistent with the historic character of the HDO.

Recommendations

The Downtown Neighborhood Plan includes a variety of recommendations for action that should be considered as part of the short-term work program in this CLRP, including regulatory changes which have been incorporated into the Town’s Unified Development Ordinance, capital improvements and other non-regulatory actions. These are included in the document in Appendix D of this Plan.

Chapter 11 Implementation

Successful implementation of the plan results from many individual actions by the Town Council, the Planning Board, Town staff, other jurisdictions and service providers, and private decision-makers over the course of many years. The goals and policies in Chapter 2 of this Plan describe what the community wants to become and how decision-makers should respond to various circumstances. To accomplish the Plan's vision and goals, many tasks and programs will need to be accomplished throughout the life of the Plan. The Town has completed most of the programs included in its 2010 Plan.

The Short Term Work Program (STWP) is not intended to be an exhaustive list of all strategies that will implement the Plan. The Town Council may pursue different strategies and adjust priorities, depending on changing opportunities and resources.

The STWP is a tool for establishing budgetary priorities for non-recurring operational expenses. It is not intended to replace the capital improvement planning process, but should be coordinated with it. It is not intended to include ongoing operational tasks necessary to provide services assigned to each of the Town's departments. It is intended to help ensure that, in addition to carrying on normal operations, the Town keeps a focus on completing additional tasks that are necessary to achieve this Plan's goals and make its vision reality.

The short term work program should be reviewed on an annual basis to reflect Town Council's accomplishments and to incorporate new program proposals as follows:

The Planning Director should report on the status of plan implementation to the Planning Board in December of each year.



This report should recommend changes to the STWP priorities, identify completed tasks and provide the status of initiated tasks for implementation of Town plans, including:

- Comprehensive Long-Range Plan
- Downtown Neighborhood Development Plan
- West Southern Pines Neighborhood Development Plan
- Comprehensive Recreation and Parks Master Plan
- Bicycle Transportation Plan
- Public Library Strategic Plan
- Water Master Plan
- Sewer Master Plan
- Other adopted plans

The Planning Board should review the annual report and may recommend changes to the STWP. The Planning Board's recommended changes should be forwarded to the Town Council to inform

discussions about the annual budget updates.

The short term work program provides the following information in each column:

- **Task Number** - the reference number of the implementation strategy.
- **Action Description** - the specific strategy being recommended to implement the plan.
- **Priority/Schedule** - a ranking of importance based on its priority relative to other similarly-classed strategies. The ranking abbreviations are labeled in the following manner:
 - 1 = To begin in years 1-3
 - 2 = To begin in years 2-4
 - 3 = To begin in years 3-6

- **Initiating Entity** - the department or agency that is primarily responsible for initiating, advocating and/or performing the strategy.
- **Goal Citation** – indicates the plan goals being implemented by the action, thereby providing a direct link between the actions of the Town Council and the plan’s goals and actions.

Table 11.1: Short Term Work Program

Task #	Action	Priority/Schedule	Initiating Entity	Goal Citation
1	Facilities Inventory. Inventory existing Town buildings and facilities, identifying uses, conditions, and limitations. To the extent possible, the inventory should identify existing and planned uses and any limitations associated with the proposed uses.	1	Town Manager	G-12, G-13
2	Levels of Services. Establish measures of existing and targeted levels of service for each department. Levels of service should include quantitative measures to the extent practical. Where targeted levels of service exceed levels of service that can be provided with existing funding, identify additional staff, facilities and equipment.	1	Department Heads to Report to Town Manager	G-1, G-12, G-13
3	U.S. 1. Prepare a Gateway Corridor Plan for U.S. 1 in coordination with Aberdeen and NCDOT for the area extending from the Old U.S. 1 interchange to 15/501 in Aberdeen	1	Planning Director	G-4, G-8, G-9, G-10, G-11, G-13

Southern Pines Comprehensive Long-Range Plan

Task #	Action	Priority/ Schedule	Initiating Entity	Goal Citation
4	Morganton Road. Review the Morganton Road overlay district in light of development approvals in the corridor and NCDOT plans and update the district as applicable.	1	Planning Director	G-4, G-8, G-9, G-10, G-11, G-13
5	Utility Master Plans. Complete Water and Wastewater Utility Master Plans and: <ul style="list-style-type: none"> • Suggest needed refinements, if any, to the Town's utility extension policies. • Develop plans to resolve existing deficiencies and accommodate future demands for water distribution, storage and treatment capacity • Coordinate with Moore County to identify needed lift station and wastewater treatment plant improvements to serve future demands • Coordinate with Carthage on the planning and improvements to the joint force main 	1	Public Services Director	G-10, G-11, G-12, G-13
6	Stormwater Management. Prepare a Stormwater Management Master Plan that identifies stormwater management improvement needs and assesses funding strategies for operation, maintenance and capital improvement needs	2	Public Services Director	G-1, G-2, G-13
7	Old U.S. 1. Prepare an Old U.S. 1 Gateway Corridor Plan and implementation tools	2	Planning Director	G-4, G-8, G-9, G-10, G-11, G-13
8	Facilities Needs Assessment. Identify facility needs to maintain existing levels of service and targeted levels of services identified in Task 2	2	Town Manager and Department Heads	G-1, G-3, G-4, G-6, G-8, G-10, G-11, G-12, G-13, G-14

Southern Pines Comprehensive Long-Range Plan

Task #	Action	Priority/ Schedule	Initiating Entity	Goal Citation
9	IT/GIS Master Plan. Prepare an Information Technologies Master Plan that identifies information needs of each department and the flow of data for efficient operations. This plan should include an update the Geographic Information System Master Plan	2	Town Manager and Department Heads	G-10, G-12, G-13, G-14
10	Facilities Needs Plan. Develop a plan to address the facilities needs recommendations from task 8	3	Town Manager and Department Heads	G-1, G-3, G-4, G-6, G-8, G-10, G-11, G-12, G-13, G-14

Appendix A: Terminology

List of Acronyms & Abbreviations

ADD	Average Daily Demand (water/wastewater)
ADT	Average Daily Traffic
BMP	Best Management Practices (water/wastewater)
BOD5	Five-day Biochemical Oxygen Demand (water/wastewater)
CBD	Central Business District
CFP	Capital Facilities Plan
CIP	Capital Improvement Program
DF	Direct Filtration (water/wastewater)
EDC	Economic Development Corporation
EMS	Emergency Medical Services
EPA	Environmental Protection Agency
ERU	Equivalent Residential Unit
ETJ	Extra-Territorial Jurisdiction
FEMA	Federal Emergency Management Agency
FERC	Federal Energy Regulatory Commission
GIA	Grassed Infiltration Area (water/wastewater)
GPCD	Gallons Per Capita per Day (water/wastewater)
HUD	United States Department of Housing and Urban Development
IBC	International Building Code
I/I	Infiltration and Inflow (water/wastewater)
LID	Low Impact Development
LOS	Level of Service
MDD	Maximum Day Demand (water/wastewater)
MGD	Millions of Gallons per Day (water/wastewater)
MMD	Maximum Month Demand (water/wastewater)
MPA	Minimum Planning Area

MS4 Medium and large Municipal Separate Storm Sewer Systems

NCDOT North Carolina Department of Transportation

NPDES National Pollutant Discharge Elimination System

PHD Peak Hour Demand (water/wastewater)

RAS Return Activated Sludge (water/wastewater)

RPO Rural Planning Organization

TIP Transportation Improvement Program

TMDL Total Maximum Daily Load (water/wastewater)

TND Traditional Neighborhood Development

TSS Total Suspended Solids (water/wastewater)

UA Urbanized Area (US Census tracking)

WTP Water Treatment Plant

WWTP Waste Water Treatment Plant

Definitions

Accessory: As applied to a use, building or structure, means customarily subordinate or incidental to, and located on the same lot with a principal use, building, or structure.

Activity Centers: Those places in the community that feature a collection of public spaces, commercial land uses and public institutions serving neighborhoods, the community or the region.

Adaptive Reuse: The conversion of outmoded buildings for use or uses unrelated to the original building use. Adaptive reuse projects have traditionally converted old school buildings, train stations, hospitals and other public buildings, inns, hotels and warehouses, factories or other industrial buildings into residential or mixed-use projects.

Aesthetic: The visual quality of a place or thing that creates the sensory experience of the sublime.

Affordable Housing: Housing where the occupant is paying no more than 30 percent of gross income for gross housing costs, including utility costs. In the case of ownership housing, the purchase costs of a housing unit is equal to or less than three times a household's annual gross income.

Americans with Disabilities Act of 1990 (ADA): Ensures access for the disabled for publicly used facilities, employment, public transportation and public communication.

Annexation: The process that a city undertakes to incorporate new territories into its existing boundaries.

Aquifer: Any geologic formation that will yield water to a well or other withdrawal works in sufficient quantity for beneficial use.

Aquifer Recharge Areas: Areas where an aquifer that is a source of drinking water is vulnerable to contamination that would affect the potability of the water.

Arterial Roadways: A class of roadway serving major movements of traffic not served by freeways. Arterial roadways are functionally classed depending on the degree to which they serve through traffic movements versus access to land.

Average Daily Traffic (ADT): This is the average amount of traffic (average number of vehicles) crossing one location of a roadway within a 24 hour period. Generally, the ADT is a yearly average. ADT and other traffic level measurements differ from the VMT in that they measure traffic crossing at one point while VMT measures the total miles driven along a certain stretch of roadway within a given period of time. The confusion between these two terms stems from the fact that a specific ADT (a point location measure) is often assigned to a whole stretch of a roadway.

Big Box: Large-scale, warehouse-style discount retail stores.

Buffer: An area contiguous with a critical area, natural resource land, or urban growth area that is required for the integrity, maintenance, function, compatibility and stability of the area or land.

Building Vernacular: Those specific components and architectural treatments that define a style and establish a structure's link to a particular place or region, such as chimney design, eave treatments, window surrounds, exterior materials or building placement on the site.

Business Sectors: In economic development terms, a grouping of businesses and facilities that serve an individual industry, such as medicine or defense, seeking economies of scale and enhanced access to resources or markets.

Capacity: The maximum number of vehicles that can pass over a given section of a lane or roadway in one direction (or in both direction for a two- or three-lane facility) during a given time period under prevailing roadway and traffic conditions. It is the maximum rate of flow that has a reasonable expectation of occurring.

Capital Cost: Costs of transportation systems such as purchase of land, construction of roadways, and acquisition of vehicles. Distinguished from operating costs.

Capital Facilities: As a general definition, public structures, improvements, pieces of equipment or other major assets, including land, that have a useful life of at least 10 years. Capital facilities are provided by and for public purposes and services. For the purposes of the capital facilities element, capital facilities are surface water management, solid waste disposal, law and justice, general government, parks and recreation, airport, transportation, education, fire protection, sanitary sewer and public water supply systems.

Capital Improvement Program (CIP): A plan that matches the costs of capital improvements to anticipated revenue and a time line. CIPs are usually prepared for six or more years, updated annually, and coordinated with the comprehensive planning process.

Compatible: Capable of existing without diminishing the use or enjoyment of abutting and adjacent properties. Compatibility is not intended to be construed as homogeneity – it is intended to allow for gradual transitions in the intensity, nature, scale and design of uses. In

higher intensity, mixed-use settings, design, orientation and scale can be used to achieve compatibility between dissimilar uses, in lower density areas, buffers may be used to ensure that transitions are compatible.

Comprehensive Plan: An official public document adopted by a local government as a policy guide to decisions about the physical development of the community. It indicates in a general manner how the community and its government leaders want the city to develop in the next 10 to 20 years.

Concurrency: The concept of timing the provision of public services, particularly road and utilities infrastructure, to meet changes in demand for those services, especially as population grows and public demand increases.

Connectivity: The sharing of a common link, such as a street or trail connecting two neighborhoods.

Conservation Easement: Is a legal agreement between a private landowner and a municipal agency or a qualified, not-for-profit corporation to restrict the development, management, or use of the land.

Density: The ratio between the number of families, individuals, housing units, or residential dwelling units per land surface area (usually expressed as dwelling units per acre).

Density Bonuses: Where a proposed development is designed and constructed at a level of quality in excess of the minimum, additional development rights may be allowed in locations where added density can be accomplished while still providing appropriate protection to neighboring properties and the general public.

Design standards: Standards used to govern how portions of the built environment may look and/or function. Design standards typically address building height, setbacks and scale of buildings, and the parking, landscaping, signage and other characteristics of a site.

Development: Any manmade change to improved or unimproved real estate, including but not limited to buildings or other structures, mining, dredging, filling, grading, paving, excavation, or drilling operations.

Development Regulation(s): The controls placed on development or land use activities by a county or city.

Downtown: For purposes of this plan, downtown includes that area characterized as the town's center, including the historic commercial district established near the rail depot, the secondary ring of offices and institutions surrounding it, and the historic residential areas on its periphery, generally including that portion of the original town plat east of US Highway 1.

Ecological Functions: Those uses of land that are part of a larger related natural system. These functions include, but are not limited to, storm water detention; floodway/floodplain; drainageway; sediment collection area; aquifer recharge area; fish and wildlife habitat conservation area; wind break; noise, sight, or dust barrier; shade; erosion control; waste disposal; and, maintenance of slope stability.

Economic Development: Sustained increase in the fiscal standard of living of a population, normally accomplished by increasing the supply of physical and human capital and improving technology.

Economic Development Corporation/Economic Development Organization: A non-profit organization with a mission to spur economic activity at a local, regional, statewide or national level, such as the Moore County Economic Development Organization, Partners in Progress.

Encourage: Policy direction including consideration of a range of strategies, such as incentives or regulations, to achieve a desired outcome or purpose.

Essential Services: Activities that include the maintenance and operation of public utilities associated with electric, gas, telephone, sewer, and water lines.

Extremely Low Income: Income below 30% of median income.

Flood plain: All land adjacent to a watercourse over which water flows in times of a flood. The flood plain is subject to a 1% chance of flooding in any given year as designated in an “area of special flood hazard” by the Federal Insurance Administration.

Floor Area Ratio (FAR): A method of calculating the amount of allowable floor area. An assigned FAR multiplied by the parcel size equals the amount of allowable floor space that can be developed on a site.

Frequently Flooded Areas: Lands in the floodplain subject to a one- percent or greater chance of flooding in any given year. These areas include, but are not limited to, streams, rivers, lakes, coastal areas, wetlands, and the like.

Functional Classification: Functional Classification is the grouping of highways, roads, and streets that serve similar functions into distinct systems or classes. Functional Classification defines the primary role a road or street serves within the total existing or future highway network (see Collector System above).

Gateway Corridors: Major entries into town, including US 1, Midland Road, US 15/501, Pennsylvania Avenue, May Street, Morganton Road, Airport Road and Center.

Geologically Hazardous Areas: Areas that, because of their susceptibility to erosion, sliding, earthquake, or other geological events, are not suited to the siting of commercial, residential, or industrial development consistent with public health or safety concerns.

Goal: Broad statements which indicate a general aim or purpose to be achieved. A goal is a direction setter. It is an ideal future end, condition, or state related to the public health, safety, or general welfare toward which planning and implementation measures are directed. A goal is a general expression of community values and, therefore, is abstract in nature. Consequently, a goal is generally not quantifiable, time-dependent, or suggestive of specific actions for its achievement.

Green Building Design: The philosophy, approach and application of energy and environmental conservation in the design and construction of buildings, often associated with specific criteria for determining compliance, such as Leadership in Energy and Environmental Design (LEED) certification.

Greenway: A trail facility dedicated exclusively to pedestrian, bicycle and/or equestrian use, usually following alignments other than parallel to roadways and designed to help promote non- automotive travel in a natural or near-natural setting.

Gross Density: Gross density means the total number of dwelling units divided by the total land area of the site or area, excluding nothing.

Growth management: A wide range of techniques used in combination to determine the amount, type, and rate of growth and to direct it to designated and appropriate areas.

Hazardous Areas: An area in which a danger is present, or likely to be present, in quantities that require special precautions for construction.

Historic Landscapes: The plantings and arrangement of roads, parks, institutions, and landscaped areas, designated as or consistent with the intentions of Southern Pines' founding design principles.

Horse Country: That area to the east and northeast of Southern Pines, extending from Weymouth Woods, through the ETJ and into unincorporated Moore County, characterized by large estates and an overall dedication to equestrian use, culture and activities.

Housing Forms: A range of residential types such as: single-family, condominium, multifamily, or town home.

Impacts: Consequences (both good and bad) of an action or decision that occur beyond the site under consideration.

Impervious Surfaces: Those paving, roofing or other impermeable surfaces that impede the flow of rainwater or storm runoff into the ground.

Implementation Measure: Regulatory and non-regulatory measures used to carry out the plan.

Indigenous (Landscaping) Materials: Plants and landscaping materials generally recognized as being native to an area.

Infill: The process of developing vacant or redeveloping under-used parcels within existing urban areas.

Infill Housing: The construction of new residential units on land within existing neighborhoods, making available new housing without expanding into vacant land on the community's periphery.

Infrastructure: Facilities and services needed to sustain the functioning of an urban area.

Intensity: The measurement of all use in a defined area.

Interconnectivity: The concept of enhancing linkages within and between neighborhoods, promoting and facilitating walking, bicycling and reduced automotive congestion by accommodating and dispersing traffic flow.

Land Bank: Land is acquired independently of a specific development project, for the expressed purpose of providing affordable housing at a future time.

Land Conservation: The placement of dwellings and accessory buildings in a pattern of development which reduces impervious surface area, lowers costs of development and maintenance and retains larger expanses of property available for agriculture, forestry, or continuity of ecological functions characteristic of the property to development.

Land Use: The specific purpose for which land or a building is designated, arranged, intended, or for which it is or may be occupied or maintained.

Landscaping Buffers: The separation of land uses from other land uses or sensitive environmental areas by a strip of unoccupied land, reducing potential conflicts and negative impacts by putting distance and screening between the two.

Level of Service: Means an established minimum capacity of public facilities or services that must be provided per unit of demand or other appropriate measure of need.

Living Wage: Earned income sufficient to allow one individual wage earner per household to support that household.

Local Road: A class of roadway with the primary function of providing access to abutting properties. Traffic control is usually limited with slow speeds and numerous driveways. This roadway class typically carries low traffic loads and is usually 1 to 2 lanes. They can be paved or gravel and don't often extend over much distance.

Lot Line: The legal perimeter of a parcel of property, often shown on a record of survey, final plat and/or legal description of property.

Low-Income: Households whose income is between 51% and 80% of the median income for the area, as determined by the Department of Housing and Urban Development (HUD).

Manufactured Housing: A manufactured building or major portion of a building designed for long-term residential use. It is designed and constructed for transportation to a site for installation and occupancy when connected to required utilities.

Mass Transit: The general term used to identify bus, rail, or other types of transportation that move large numbers of people at one time.

Middle Income: Between 96% and 120% of median income.

Minerals: Clay, coal, gravel, industrial mineral, valuable metallic substances, sand, stone, and other similar solid materials or substances to be excavated from natural deposits on or in the earth for commercial, industrial, or construction use.

Mixed-Use: Mixed-use buildings, typically with residential units above or beside a story or two of commercial spaces. This category provides for a mixture of uses where no single use predominates. The mixed-use district allows for a mixture of residential housing types and densities; commercial, office, and institutional uses, parks and recreation uses; and public uses.

Moderate Income: Between 81% and 95% of median income.

Multi-modal: Two or more modes or methods of transportation. The means by which people move from place to place including, but not limited to automobiles, water vessels, trains, planes, bicycles, skateboards, and by foot.

Mutual Housing Associations: Members share ownership of an association that owns housing cooperatives. Residents participate in the development, operation, and management of the property. (They do not build up equity in their housing but have the right to residency as stipulated by an occupancy agreement).

Neighborhood Center: A small-scale concentration of mixed uses, generally located at the crossing of arterial streets, consisting of less than 80,000 total square feet of retail and office space, and intended to serve the daily needs of the immediately surrounding neighborhoods.

Net Density: The total number of dwelling units divided by the net area of the lot or site. The net area excludes roads, public open spaces, community facilities, and critical areas (environmentally sensitive areas).

Non-Motorized Transportation: Bicycle, pedestrian and equestrian transportation modes.

Open Space: Land in a predominantly natural state or altered for natural resource based uses (e.g., farming), and may include, but is not limited to: riparian areas, agricultural lands, watersheds, forests, floodplains, and habitat areas.

Operating Costs: Those recurring costs in a transportation system, such as salaries and wages, maintenance, energy, taxes, insurance, and supplies. Distinguished from capital cost.

Ordinance: A municipal statute or legislative action adopted by a local government that has the force of law.

Overlay Zone or District: A designated area applying additional special regulatory requirements or standards to address unique circumstances, such as on land near airports, in environmentally sensitive areas or in historic districts.

Pedestrian and Bicycle Orientation: Neighborhoods and areas of the town (e.g., downtown) that are designed for the safe movement of pedestrians and bicyclists via sidewalks, bike paths, etc.

Pedestrian Friendly Development: Development designs that encourage walking by providing site amenities for pedestrians. Pedestrian friendly environments reduce auto dependence and may encourage the use of public transportation.

Pedestrian Infrastructure: Those elements that support those traveling on foot or by bicycle, often including sidewalks, benches, trash receptacles, awnings, bike racks, enhanced roadway crossings, public squares and plazas, and small-scale signs.

Plan Amendment: An amendment or change to the text or maps of the comprehensive long-range plan, including area plans.

Planning Board: A group of citizens appointed by the Town Council to research, survey, analyze, and make recommendations on current and long range development policies, resource management, implementing ordinances and land use decisions such as subdivision plats and zoning requests.

Planning Period: Refers to the amount of time the CLRP is intended to perform. This plan is designed for a 20-year life with reviews every 5-to-7 years.

Policy: Guidelines that establish a definite course to guide present and future decisions. A policy is a specific statement that guides decision-making. It indicates a clear commitment of the local legislative body. A policy is based on a plan's goals as well as the analysis of data. A policy is effectuated by implementation measures (such as zoning, land division, and environmental ordinances).

Potable Water: Suitable for human consumption as drinking water.

Preserve: To save from change or loss and reserve for a special purpose.

Protect: In legal terms, preservation is the action required to provide the conditions for a monument, site, or historic area to survive. The term is also related to the physical protection of historic sites to ensure their security against theft or vandalism, as well as environmental

attack and visual intrusions. Buffer zones also provide protection to historic areas. Legal protection, which is based on legislation and planning norms, aims to guarantee defense against any harmful treatment, provide guidelines for proper action, and institute corresponding punitive sanctions.

Public Facilities: Infrastructure including streets, roads, highways, sidewalks, street and road lighting systems, traffic signals, domestic water systems, storm and sanitary sewer systems, parks and recreational facilities, and schools.

Public Services: Include fire protection and suppression, law enforcement, public health, education, recreation, environmental protection, and other governmental services.

Public Spaces: Those areas dedicated to use by the general public, such as streets, sidewalks, parks, community buildings, schools, public open spaces, plazas and other similar spaces.

Public Transportation: Multi-passenger transportation services available to the general public including buses, ferries, vans, airline and rail transit.

Purchase of Development Rights (PDR): A mechanism typically used to help conserve open spaces, with public agencies or foundations acquiring from landowners the right to subdivide their land, keeping the land as open space in perpetuity.

Revitalization: A process of economic, social, and cultural redevelopment of a civic area or neighborhood.

Right-of-Way (ROW): The right of way is the right to pass over the property of another. It usually refers to the land required for the traffic lanes plus shoulders on both sides of roads, railroads, bikeways, and trails.

Roadway: An open, generally public way for the passage of vehicles, persons, and animals. Limits include the outside edge of sidewalks, curbs and gutters, or side ditches.

Sanitary Sewer Systems: All facilities, including approved on-site disposal facilities, used in the collection, transmission, storage, treatment or discharge of any waterborne waste, whether domestic in origin or a combination of domestic, commercial or industrial waste.

Scenic Resources: Includes, among other things, the historical pattern of land use (including logging and farming activities).

Sedimentation: The process by which suspended particles in water settle to the bottom of a lake or river bed.

Self-Help Housing: Self-help, or sweat equity, housing enables potential homeowners to build up credit for a down payment on a home by contributing their labor to the construction or renovation. It can be a means for the low-income household to enter the housing market.

Sensitive Development: A use capable of being continued with minimal long-term effects on infrastructure and environment.

Shared Housing: Occurs when people reside together for social contact, mutual support and assistance, and/or to reduce housing expenses. This may range from two elderly persons sharing a small home to several disabled adults sharing a large single family home. A single mother with an extra bedroom may share her home with an elderly person who helps with childcare and/or living expenses.

Smart Growth Toolbox: A collection of strategies to influence development patterns toward a more sustainable end, including community participation and engagement, land conservation, compact urban development forms, mixed residential and commercial uses, vehicular trip reduction, infrastructure efficiencies, economic resilience, and natural resource/habitat conservation.

Soil Erosion: The wearing away of the soil by the elements.

Sole Source Aquifer: Sole Source Aquifer is an EPA definition. It defines those areas where more than 50 percent of the drinking water is obtained from the groundwater.

Species of Local Importance: Those species that may not be endangered, threatened or sensitive from a statewide perspective, but are of local concern due to their population status, sensitivity to habitat manipulation, or other educational, cultural or historic attributes.

Sprawl: The development and expansion of urbanized areas at generally low residential densities, requiring the provision of roadways and urban services at costs exceeding provider income generated by such growth.

Streetscape: The view along a street from the perspective of a driver or pedestrian, especially of the natural and man-made elements in or near the street right of way, including street trees, lawns, landscape buffers, signs, street lights, above-ground utilities, drainage structures, sidewalks, and street furniture.

Structured Parking: A multi-story structure or part thereof which is specifically designed for vehicle parking.

Suburban: Blending or characterized by the blending of the urban and the rural. A land use development pattern that is dispersed as opposed to decentralized.

Supportive Housing: Housing for groups or individuals that need assistance to be able to maintain independent living.

Sustainability: Balancing the need for development and growth against the need to protect the natural and built environment, while meeting the needs of the present generation without compromising the needs and aspirations of future generations. Focuses on economic, environmental and social needs to ensure needs of future generations are met.

Threshold Markers: Those indicators of population density, transportation costs, employment commute patterns or household income used to determine at what point another action can or should be taken, used in this context to help determine at what point a transit system could be considered.

Traffic Calming: A set of strategies used by urban planners and traffic engineers that aim to slow down traffic and improve safety for pedestrians and bicyclists. Typical of: curb extensions, center islands, speed bumps, street tree canopies, strategically placed valley pans, and roundabouts.

Transfer of Development Rights (TDR): The transfer of the right to develop or build, expressed in dwelling units per acre, either on land within one zoning district under contiguous ownership, or from land in one zoning district to land in another district where such density/development is permitted.

Transit: A general term applied to passenger rail and bus service available for the use by the public and generally operated on fixed routes with fixed schedules.

Transition Zone: That difficult-to-define area where one district ends and another begins, often featuring development and/or use patterns typical of each abutting district. In Southern Pines, one example are areas along the periphery of downtown.

Transitional Housing: Per the definition of Transitional Housing from the Federal McKinney Act, transitional housing is made available for up to 24 months to people who are homeless or are leaving emergency shelters.

Transportation Demand Management (TDM): Methods or strategies aimed at changing travel behavior by reducing the demand for single occupancy vehicle travel rather than by expanding transportation facilities to meet travel demand. The strategies can include such things as expanding transit or ride-sharing options, changing parking policies, promoting work hour changes, and providing for telecommuting.

Transportation Facilities: Includes capital facilities related to air, water or land transportation.

Transportation Level of Service Standards: A measure that describes the operational condition of the travel stream and acceptable adequacy requirements. Such standards may be expressed in terms such as speed and travel time, freedom to maneuver, traffic interruptions, comfort, convenience, geographic accessibility, and safety.

Urban Forest: Includes tree-lined roadways, open green spaces, undeveloped forests, and parks, along with other public and private spaces within an urban area.

Urban Governmental Services: Include those governmental services historically and typically delivered by cities, and include storm and sanitary sewer systems, domestic water systems, street cleaning services, fire and police protection services, public transit services, and other public utilities associated with urban areas and normally not associated with non-urban areas.

Urban Growth: Refers to growth (commercial, industrial, and residential) that makes intensive use of land for the location of buildings, structures, and impermeable surfaces to such a degree as to be incompatible with the primary use of such land for the production of food, other agricultural products, or fiber, or the extraction of mineral resources. When allowed to spread over wide areas, urban growth typically requires urban governmental services. "Characterized by urban growth" refers to land having urban growth located on it, or to land located in relationship to an area with urban growth on it as to be appropriate for urban.

Urban Sprawl: Urban sprawl manifests itself in one or more of the following patterns (a) Leapfrog development which bypasses vacant parcels located closer to the urban area that are suitable for development and instead locates away from existing urban areas; (b) strip development which allows commercial, retail, and multi-family residential developments to locate in a linear pattern along both sides of a major arterial; and (c) large expanses of low density, single-family dwelling development.

Urbanized Area: That space served by public utilities and services and characterized by development intensity of more than two residential units per acre.

Utilities or Public Utilities: Enterprises or facilities serving the public by means of an integrated system of collection, transmission, distribution, and processing facilities through more or less permanent physical connections between the plant of the serving entity and the premises of the customer. Included are systems for the delivery of natural gas, electricity, and telecommunications services.

Very Low Income: Between 31% and 50% of median income.

Viewshed: The landscape or area that can be seen directly from a defined viewpoint or along a transportation corridor.

Visioning: A process of citizen involvement to determine values and ideals for the future of a community and to transform those values and ideals into manageable and feasible community goals.

Wetland or Wetlands: Areas that are inundated or saturated by surface water or ground water at a frequency and duration sufficient to support, and that under normal circumstances do support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions. Wetlands generally include swamps, marshes, bogs, and similar areas.

Wildfire Mitigation: The implementation of various measures designed to reduce the risk of destruction by wildfires.

Workforce Housing: Residential units, regardless of housing form, designed to be affordable by households earning moderate or middle incomes.

Zone and Zoning District: A legislatively defined and enacted policy, including standards, a detailed map and other criteria, all of which control and define areas of physical development of the county or any part thereof or any detail thereof and which are classified by the zoning ordinance as available for certain uses and unavailable for certain other uses.

Zoning: The demarcation of an area by ordinance (text and map) into zones and the establishment of regulations to govern the uses within those zones (commercial, industrial, residential) and the location, bulk, height, shape and coverage of structures within each zone.

Appendix B: Background

Purpose of Appendix B

A long-range plan guides what happens on the ground relative to land use, transportation, natural resources, parks, and other aspects of a community's development. It provides for the integration of all aspects of physical, economic and social development to improve a community's form and function.

One of the foundations of the CLRP is a background analysis of existing conditions to inform the overall planning process. This baseline report provides the factual and analytical basis for the CLRP update, focusing on the issues facing the Town today and into the future. Each section in this document provides existing conditions and trends to articulate and provide a more detailed understanding of planning-related issues. From this report and through public input, key issues and challenges will be identified, and ultimately, strategies developed within the CLRP addressing those issues.

This document represents initial baseline research on existing plans, data-sets and conditions likely relevant to Southern Pines' long-range plan. As the future plan is developed and topic chapters are identified to contain related policy, the information here will be used to introduce and help define existing conditions. Community-identified issues, opportunities and potential solutions will be explored with the public input opportunities made available throughout the plan update process.

Study Area

Moore County is in the Sandhills Region of south central North Carolina and is bordered by Cumberland, Harnett, Hoke, Scotland, Richmond, Montgomery, Randolph, Chatham, and Lee counties. The county is approximately 705.49 square miles (451,514 acres) in size. Southern Pines is the largest town in Moore County. The Town is in the southern portion of the county, has an area of approximately 10,500 acres, and an extraterritorial jurisdiction (ETJ) of 12,700 acres. This equates to a total planning area of approximately 36 square miles including the town limits and the extraterritorial jurisdiction.

Southern Pines Comprehensive Long-Range Plan

Population Estimates 2010 and 2014

Population	Southern Pines	Moore County	North Carolina
Population estimates, July 1, 2014,	13,235	93,077	9,943,964
Population estimates base, April 1, 2010	12,352	88247	9,535,691
Population, percent change	7.1%	5.5%	4.3%

Source: Data are derived from: Population Estimates, American Community Survey, Census of Population and Housing, Current Population Survey, Small Area Health Insurance Estimates, Small Area Income and Poverty Estimates, State and County Housing Unit Estimates, County Business Patterns, Non-employer Statistics, Economic Census, Survey of Business Owners, Building Permits.

Population Estimates by Sex and Age in Southern Pines

Factor	Year		
	2000	2013	2014
TOTAL POPULATION		12,592	13,235
SEX			
Male	4,851	6,124	
Female	6,067	6,468	
DETAILED AGE			
Under 5 years	608	603	
5 to 9 years	672	683	
10 to 14 years	650	726	
15 to 19 years	598	658	
20 to 24 years	519	450	
25 to 34 years	1,166	1,386	
35 to 44 years	1,406	1,605	
45 to 54 years	1,271	1,483	
55 to 59 years	557	739	
60 to 64 years	507	881	
65 to 74 years	1,172	1,460	
75 to 84 years	1,242	1,016	
85 years and over	550	902	
MEDIAN AGE (years)	43.8	46.2	

Source: Data are derived from: Population Estimates, American Community Survey, Census of Population and Housing, Current Population Survey, Small Area Health Insurance Estimates, Small Area Income and Poverty Estimates, State and County Housing Unit Estimates, County Business Patterns, Non-employer Statistics, Economic Census, Survey of Business Owners, Building Permits.

Households by Type in Southern Pines - 2013

	Number	Percentage
Total households	5,610	100%
Family households (families)	2,998	53.4%
With own children under 18 years	1,181	21.1%
Married-couple family	2,244	40.0%
With own children under 18 years	655	11.7%
Male householder, no wife present, family	103	1.8%
With own children under 18 years	63	1.1%
Female householder, no husband present, family	651	11.6%
With own children under 18 years	463	8.3%
Nonfamily households	2,612	46.6%
Householder living alone	2,321	41.4%
65 years and over	1,309	23.3%
AVERAGE HOUSEHOLD SIZE	2.18	
AVERAGE FAMILY SIZE	2.99	

Source: U.S. Census Bureau, American Community Survey

Educational Attainment in Southern Pines for People 25 Years or Older - 2014

	Number	Percentage
Population 25 years and over	9,472	9,472
Less than 9th grade	541	5.7%
9th to 12th grade, no diploma	441	4.7%
High school graduate (includes equivalency)	1,855	19.6%
Some college, no degree	2,037	21.5%
Associate's degree	808	8.5%
Bachelor's degree	2,092	22.1%
Graduate or professional degree	1,698	17.9%

Source: U.S. Census Bureau, American Community Survey

Housing

The number of housing units increased by nearly 25 percent between the years 2000 and 2010. While overall occupancy has remained constant, the tenure has changed significantly. The percentage of owner-occupied housing units decreased from 63 to 57 percent of the total. The number of renter-occupied units increased by more than twice the increase in the number of owner-occupied units. This change can be attributed to a combination of the economic impacts of the recession that began in 2008, the preference of millennials to rent in lieu of own and the increase cost of buying housing. While occupancy did not change significantly, analysis of the vacancy rates reveals that the number of units that were vacant due to seasonal, recreational or occasional use increased by 80 percent.

Housing Occupancy, Tenure and Vacancy Status in Southern Pines

Factor	2000		2010		Change, 2000-2010	
	#	%	#	%	#	%
OCCUPANCY STATUS						
Total housing units	5,488		6,859		1,371	24.98%
Occupied housing units	4,754	86.60%	5,866	85.50%	1,112	23.39%
Vacant housing units	734	13.40%	993	14.50%	259	35.29%
TENURE						
Occupied housing units	4,754		5,866		1,112	23.39%
Owner-occupied housing units	2,993	63.00%	3,347	57.10%	354	11.83%
Renter-occupied housing units	1,761	37.00%	2,519	42.90%	758	43.04%
VACANCY STATUS						
Vacant housing units	734		993		259	35.29%
For rent	219	29.80%	219	22.10%	0	0.00%
For sale only	137	18.70%	137	13.80%	0	0.00%
Rented, not occupied	n/a	0.00%	13	1.30%		
Sold, not occupied	n/a	0.00%	18	1.80%		
Rented or sold, not occupied	45	6.10%	31	3.10%	-14	-31.11%
For seasonal, recreational, or occasional use	192	26.20%	346	34.80%	154	80.21%
For migratory workers	0	0.00%	0	0.00%		
Other vacant	141	19.20%	260	26.20%	119	84.40%

Source: Data are derived from: Population Estimates, American Community Survey, Census of Population and Housing, Current Population Survey, Small Area Health Insurance Estimates, Small Area Income and Poverty Estimates, State and County Housing Unit Estimates, County Business Patterns, Non-employer Statistics, Economic Census, Survey of Business Owners, Building Permits.

Housing Tenure by Age and Household Size in Southern Pines

Factor	2000		2010		Change, 2000-2010	
	#	%	#	%	#	%
TENURE						
Occupied housing units	4,754		5,866		1,112	23.39%
Owner-occupied housing units	2,993	63.00%	3,347	57.06%	354	11.83%
Owned with a mortgage or loan	n/a		2,154	36.70%		
Owned free and clear	n/a		1,193	20.30%		
Renter-occupied housing units	1,761	37.00%	2,519	42.90%	758	43.04%
TENURE BY HOUSEHOLD SIZE						
Owner-occupied housing units	2,993		3,347		354	11.83%
1-person household	843	28.17%	995	29.73%	152	18.03%
2-person household	1,288	43.03%	1,464	43.74%	176	13.66%
3-person household	365	12.20%	382	11.41%	17	4.66%
4-person household	317	10.59%	327	9.77%	10	3.15%
5-person household	127	4.24%	123	3.67%	-4	-3.15%
6-person household	39	1.30%	38	1.14%	-1	-2.56%
7-or-more-person household	14	0.47%	18	0.54%	4	28.57%
Renter-occupied housing units	1,761		2,519		758	43.04%
1-person household	779	44.24%	1,314	52.16%	535	68.68%

Housing Tenure by Age and Household Size in Southern Pines

Factor	2000		2010		Change, 2000-2010	
	#	%	#	%	#	%
2-person household	496	28.17%	613	24.34%	117	23.59%
3-person household	243	13.80%	300	11.91%	57	23.46%
4-person household	142	8.06%	178	7.07%	36	25.35%
5-person household	61	3.46%	80	3.18%	19	31.15%
6-person household	18	1.02%	23	0.91%	5	27.78%
7-or-more-person household	22	1.25%	11	0.44%	-11	-50.00%
TENURE BY AGE OF HOUSEHOLDER						
Owner-occupied housing units	2,993		3,347		354	
15 to 24 years	16	0.53%	17	0.51%	1	6.25%
25 to 34 years	189	6.31%	202	6.04%	13	6.88%
35 to 44 years	441	14.73%	373	11.14%	-68	-15.42%
45 to 54 years	555	18.54%	552	16.49%	-3	-0.54%
55 to 64 years	486	16.24%	711	21.24%	225	46.30%
65 years and over	1,306	43.64%	1,492	44.58%	186	14.24%
65 to 74 years	604	20.18%	660	19.72%	56	9.27%
75 to 84 years	579	19.35%	568	16.97%	-11	-1.90%
85 years and over	123	4.11%	264	7.89%	141	114.63%
Renter-occupied housing units	1,761		2,519		758	
15 to 24 years	225	12.78%	210	8.34%	-15	-6.67%
25 to 34 years	447	25.38%	511	20.29%	64	14.32%
35 to 44 years	362	20.56%	375	14.89%	13	3.59%
45 to 54 years	213	12.10%	324	12.86%	111	52.11%
55 to 64 years	164	9.31%	273	10.84%	109	66.46%
65 years and over	350	19.88%	826	32.79%	476	136.00%
65 to 74 years	115	6.53%	196	7.78%	81	70.43%
75 to 84 years	159	9.03%	236	9.37%	77	48.43%
85 years and over	76	4.32%	394	15.64%	318	418.42%

Source: Data are derived from: Population Estimates, American Community Survey, Census of Population and Housing, Current Population Survey, Small Area Health Insurance Estimates, Small Area Income and Poverty Estimates, State and County Housing Unit Estimates, County Business Patterns, Non-employer Statistics, Economic Census, Survey of Business Owners, Building Permits.

Monthly Housing Costs in Southern Pines - 2013

Monthly Housing Cost	Occupied	Owner Occupied	Renter Occupied
Less than \$100	0.70%	0.70%	0.80%
\$100 to \$199	1.90%	2.40%	1.10%
\$200 to \$299	9.00%	9.70%	7.90%
\$300 to \$399	8.30%	9.90%	5.40%
\$400 to \$499	5.30%	4.90%	6.20%
\$500 to \$599	9.90%	7.40%	14.00%
\$600 to \$699	4.00%	2.80%	5.90%
\$700 to \$799	10.80%	3.50%	23.10%
\$800 to \$899	3.40%	2.70%	4.70%
\$900 to \$999	5.40%	4.60%	6.60%
\$1,000 to \$1,499	16.20%	20.60%	8.70%
\$1,500 to \$1,999	8.60%	12.10%	2.60%
\$2,000 or more	14.70%	18.70%	8.00%
No cash rent	1.90%	(X)	5.00%
Median (dollars)	794	1,033	724

Source: U.S. Census Bureau, American Community Survey

Monthly Housing Costs As A Percentage Of Household Income In 2013

Percentage of Income for Housing grouped by Annual Household Income	Percentage of Households by Tenure		
	Occupied	Owner Occupied	Renter Occupied
Less than \$20,000	19.30%	9.90%	35.20%
Less than 20 percent	1.00%	0.60%	1.80%
20 to 29 percent	2.00%	1.40%	3.20%
30 percent or more	16.20%	7.90%	30.30%
\$20,000 to \$34,999	16.20%	15.10%	18.10%
Less than 20 percent	5.40%	7.10%	2.50%
20 to 29 percent	3.30%	0.90%	7.20%
30 percent or more	7.50%	7.10%	8.30%
\$35,000 to \$49,999	12.70%	10.70%	16.00%
Less than 20 percent	6.00%	5.80%	6.50%
20 to 29 percent	4.20%	2.40%	7.20%
30 percent or more	2.50%	2.50%	2.40%
\$50,000 to \$74,999	14.30%	17.60%	8.60%
Less than 20 percent	8.10%	10.90%	3.50%
20 to 29 percent	3.50%	3.40%	3.70%
30 percent or more	2.60%	3.30%	1.40%
\$75,000 or more	34.20%	45.70%	14.60%
Less than 20 percent	27.90%	37.10%	12.10%
20 to 29 percent	2.90%	4.60%	0.00%
30 percent or more	3.40%	4.00%	2.50%
Zero or negative income	1.50%	0.90%	2.40%
No cash rent	1.90%	(X)	5.00%

Source: U.S. Census Bureau, 2009-2013 5-Year American Community Survey

Year Housing Units Built in Southern Pines - 2013

	Number	Percentage
Total housing units	6,834	
Built 2010 or later	54	0.80%
Built 2000 to 2009	1,107	16.20%
Built 1990 to 1999	1,424	20.80%
Built 1980 to 1989	1,080	15.80%
Built 1970 to 1979	937	13.70%
Built 1960 to 1969	651	9.50%
Built 1950 to 1959	770	11.30%
Built 1940 to 1949	213	3.10%
Built 1939 or earlier	598	8.80%

Source: U.S. Census Bureau, 2009-2013 5-Year American Community Survey

Employment & Income

Between 2000 and 2013, the percentage of the population in the civilian labor force remained relatively constant, though the labor force increased by nearly 20 percent. The most significant employment changes during this period were the increase in unemployment from 7.8 to 10.7 percent and the more than tripling of the number of residents who serve in the Armed Forces (from 87 to 355). Median household income increased by 26 percent during this period, with most of the increase occurring at the top end of the income scale.

Employment Estimates for Southern Pines – 2000-2013

	2000		2013		Change, 2000-2013
	#	%	#	%	
EMPLOYMENT STATUS					
Population 16 years and over	9,141		10,411		13.89%
In labor force	4,873	53.30%	5,818	55.90%	19.39%
Civilian labor force	4,786	52.40%	5,463	52.50%	14.15%
Employed	4,411	48.30%	4,876	46.80%	10.54%
Unemployed	375	4.10%	587	5.60%	56.53%
Armed Forces	87	1.00%	355	3.40%	308.05%
Not in labor force	4,268	46.70%	4,593	44.10%	7.61%
Percent Unemployed		7.80%		10.70%	

Source: U.S. Census Bureau, 2009-2013 5-Year American Community Survey

Southern Pines Comprehensive Long-Range Plan

Employment by Industry

	Number	Percentage
Civilian employed population 16 years and over	4,876	
Agriculture, forestry, fishing and hunting, and mining	137	2.80%
Construction	268	5.50%
Manufacturing	226	4.60%
Wholesale trade	47	1.00%
Retail trade	429	8.80%
Transportation and warehousing, and utilities	30	0.60%
Information	40	0.80%
Finance and insurance, and real estate and rental and leasing	209	4.30%
Professional, scientific, and management, and administrative and waste management services	417	8.60%
Educational services, and health care and social assistance	1,599	32.80%
Arts, entertainment, recreation, and accommodation and food services	871	17.90%
Other services, except public administration	311	6.40%
Public administration	292	6.00%

Source: U.S. Census Bureau, 2009-2013 5-Year American Community Survey

Household Income in Southern Pines - 2000 & 2013

	2000		2013		2000-13 Change
	#	%	#	%	
Households	4,898		5,610		
Less than \$10,000	489	10%	421	7.50%	-13.91%
\$10,000 to \$14,999	301	6.10%	294	5.20%	-2.33%
\$15,000 to \$24,999	826	16.90%	794	14.20%	-3.87%
\$25,000 to \$34,999	625	12.80%	631	11.20%	0.96%
\$35,000 to \$49,999	782	16%	720	12.80%	-7.93%
\$50,000 to \$74,999	883	18%	831	14.80%	-5.89%
\$75,000 to \$99,999	357	7.30%	485	8.60%	35.85%
\$100,000 to \$149,999	392	8%	580	10.30%	47.96%
\$150,000 to \$199,999	138	2.80%	434	7.70%	214.49%
\$200,000 or more	105	2.10%	420	7.50%	300.00%
Median household income (dollars)	38,822		49,038		26.31%
Mean household income (dollars)	n/a		78,104		

Source: U.S. Census Bureau, 2009-2013 5-Year American Community Survey

Percent of Families and Individuals with Incomes Below Poverty Level for Prior 12 Months

	2000	2014
Families	11.20%	9.50%
With related children under 18 years	21.40%	19.70%
With related children under 5 years	34.20%	23.80%
Families with female householder, no husband present	34.20%	35.30%
With related children under 18 years	47.70%	46.00%
With related children under 5 years	67.10%	60.80%
Individuals	14.60%	12.00%
Related children under 18 years	23%	17.10%
Related children 5 to 17 years	20.10%	14.70%
18 years and over	12.20%	10.80%
65 years and over	9.60%	6.90%
Unrelated individuals 15 years and over	20.50%	19.80%

Source: U.S. Census Bureau, 2009-2013 5-Year American Community Survey

Commuting

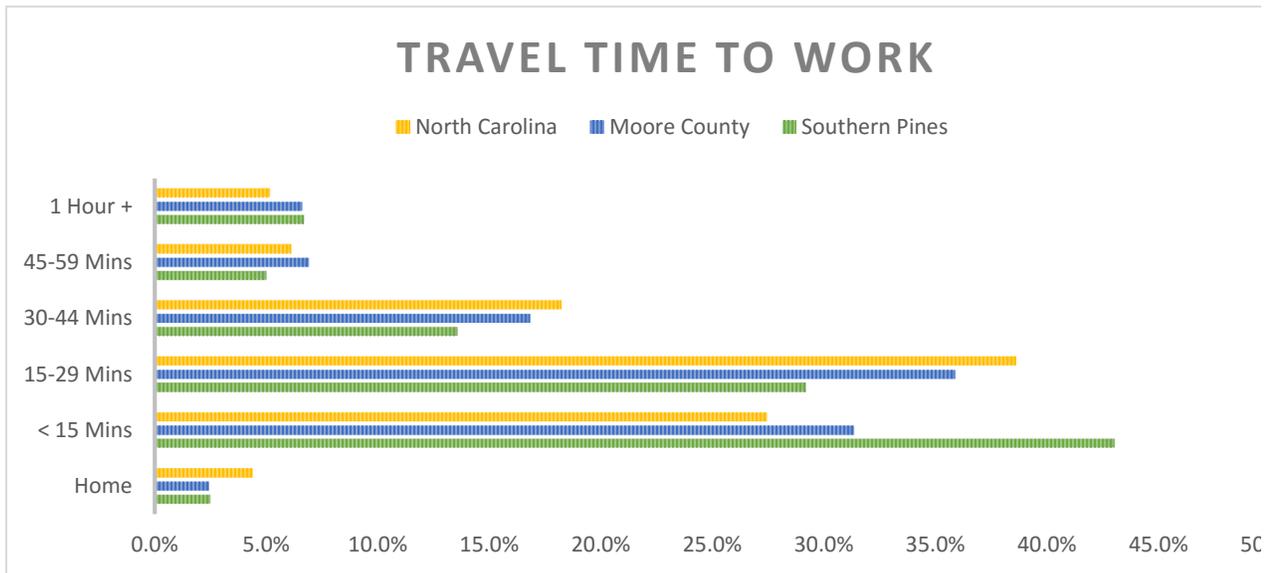
Town residents continued to commute primarily via automobiles, trucks or vans between 2000 and 2013. The number of and percentage of residents who work from home and telecommute decreased during this period, which added to the total number of commuters. Interestingly, the number of workers who commuted by other means (typically bicycles) increased five-fold from 39 to 211.

Southern Pines Residents Commuting Modes – 2000 & 2013

	2000		2013		2000-2013
	#	%	#	%	% Change
Workers 16 years and over	4,435		5,165		16.46
Car, truck, or van -- drove alone	3,515	79.3	4,445	86.10	26.46
Car, truck, or van -- carpooled	615	13.9	274	5.30	-55.45
Public transportation (including taxicab)	4	0.1	9	0.20	125.00
Walked	100	2.3	98	1.90	-2.00
Other means	39	0.9	211	4.10	441.03
Worked at home	162	3.7	128	2.50	-20.99
Mean travel time to work (minutes)	19.4		22.1		13.92

Source: U.S. Census ACS, 2013

Commuting patterns can be an important indicator of the potential for economic growth. Current commuting patterns in Southern Pines suggest that many commuters to or from Southern Pines work in or relatively near Southern Pines. However, between the years 2000 and 2013, the average travel time to work for Southern Pines residents increased from 19.4 to 22.1 minutes, which suggests that residents are traveling further to work. Approximately 45 percent of Southern Pines’ residents work at home or have commutes less than 15 minutes, compared with 34 percent for Moore County and 32 percent for state residents.



Commuting Times to Work, 2013

Time to Work (minutes)	Southern Pines	Moore County	North Carolina
Work at Home	2.5%	2.4%	4.4%
Less than 5	4.2%	3.4%	3.0%
5 to 9	16.8%	11.5%	9.6%
10 to 14	22.1%	16.4%	14.9%
15 to 19	18.9%	16.2%	16.8%
20 to 24	8.8%	14.2%	15.4%
25 to 29	1.5%	5.5%	6.5%
30 to 34	5.1%	10.0%	12.6%
35 to 39	3.7%	3.2%	2.7%
40 to 44	4.8%	3.6%	2.9%
45 to 59	5.0%	6.9%	6.1%
60 to 89	2.6%	4.7%	3.4%
90 or more	4.1%	1.9%	1.8%

Source: U.S. Census ACS, 2013

Where Southern Pines’ Residents Work. While some people commute to or from larger cities, such as Fayetteville, the majority of workers and residents in Southern Pines work in or near Southern Pines. As shown in Table 6.3 and the accompanying graphic, most residents that leave home to go to work travel in a north-westerly pattern. A significant number of residents work within two dense employment centers; Downtown Southern Pines and Pinehurst. This map also indicates travel time to work is relatively short.

Where Southern Pines' Residents Work

Work Location	Number	Percentage
Moore County (total)	2,654	60.62%
Southern Pines	933	21.30%
Pinehurst	704	16.08%
Aberdeen	278	6.35%
Cumberland County (total)	254	5.80%
Fayetteville	195	4.45%
Robeson County	142	3.24%
Wake County	129	2.95%
Lee County	96	2.19%
Hoke County	82	1.87%
Mecklenburg County	79	1.80%
Richmond County	77	1.76%
Scotland County	67	1.53%
Guilford County	48	1.10%
All Other Locations	750	17.13%

Source: U.S. Census, On the Map, 2013

Where Southern Pines' Workers Reside. The majority of workers in Southern Pines lived in Moore County (48%) but only 11% Southern Pines workers lived within the town limits. Jurisdictions with more than 100 commuters to Southern Pines were Pinehurst (7%), Aberdeen (5%), Fayetteville (2%), and Whispering Pines (2%). Based on the data, Southern Pines attracts workers from diverse areas outside of the Town, suggesting that Southern Pines is a small regional economic hub.

Where Southern Pines' Workers Reside

Home Location	Number	Percentage
Moore County (total)	4,030	48.02%
Southern Pines	933	11.12%
Pinehurst	592	7.05%
Aberdeen	422	5.03%
Richmond County	393	4.68%
Hoke County	384	4.58%
Cumberland County	329	3.92%
Harnett County	285	3.40%
Lee County	283	3.37%
Wake County	230	2.74%
Robeson County	186	2.22%
Scotland County	149	1.78%
Mecklenburg County	138	1.64%
All Other Locations	1,985	23.65%

Source: U.S. Census, On the Map, 2013

Southern Pines Background Planning Documents

Local Water Supply Plan (July 2008)

Southern Pines' water plan outlines current conditions and future demand for water and wastewater over a 40-year horizon. The plan indicates that the Town has a current supply of

14 million gallons and demand of 3.33 million gallons. Over the next 40 years, the plan projects population to increase, with supply remaining static. Total demand is projected to increase to 5.65 million gallons, or about 39 percent of the supply. To avoid future issues with drought, the Town planned for a 140 million gallon water storage facility.

The Town is in the process of updating its water system master plan and to ensure that it can continue to provide adequate treatment, storage and distribution capacity. The Town is collaborating with nearby jurisdictions to secure and provide safe and adequate water for businesses, residents and emergency uses. Existing water withdrawal rights are issued by the State of North Carolina, entitling the Town to divert up to 8 million gallons per day from Drowning Creek, which is more than adequate to meet projected demands for buildout of existing development approvals and the high range of projected growth through the year 2035.

Mill Creek Traffic Impact Analysis (2006)

This report describes the Mill Creek Mixed- Use Development and traffic impacts it would create in surrounding areas. The development would provide a mix of single-family, multi-family, office condominiums, and a shopping center. Access to the site would be from NC 22 at Warrior Drive, as well as off an easement to the relocated Airport Road. Analysis includes a study of impacts to the future roundabout at Airport Road and NC 22, as well as other key intersections. The analysis uses a phased approach, envisioning shopping center completion in 2008, with the rest being developed between 2008 and 2014.

Henley Road Traffic Impact Analysis (2006)

This document analyzes traffic impacts of the proposed development of 278,170 square feet of retail space - a 140,000 square-foot Home Depot, a 49,000 square-foot restaurant, a hotel, office space, and apartments. Access would be from Brucewood Road and a newly built Henley Road Extension. The extension would create a four-way intersection where there exists (in 2006) a three-way intersection with Morganton Road.

Morganton Road Area Development (1996, updated 2006)

This area has a Mixed-Use designation adopted into the UDO, providing for a more traditional infrastructure and land use pattern. A 2006 update provides specific regulations for the 500-acre site, with guidance on developing a modified grid road system with street-oriented development. The update also regulates building footprint maximums, and designates an area for "large scale retail" that may exceed footprint maximums provided aggregate totals for the entire site are not exceeded. The plan implementation program of this Comprehensive Long-Range Plan update calls for the review of the Morganton Road overlay district and applicable revisions to reflect recent master plan approvals for development in the corridor.

Historic District Report (1992) & Historic District Standards (2013)

The study area for this Historic District Report covers one square mile and details contributing properties to it and related to the ten-block Historic District overlay. The report provides a description of the central community and identifies historically-significant properties. In 2013, the Town updated its guidelines for development within the downtown historic district. The Town's

Unified Development Ordinance (UDO), which was revised in 2013, updated the Historic Overlay district review guidelines and procedures for development in a manner that is consistent with the updated Historic District Guidelines.

Comprehensive Plan for Recreation, Parks, and Greenways (1990, updated 1996)

In 1990, a master plan for Southern Pines' parks and greenway system was developed, which considered a 20-year time frame. The intent was for this plan to be integrated into the Town's long-range plan. The plan established park level of service standards, and specified an update every five years. The plan highlighted potential growth and identified key greenway connections and neighborhood parks.

Comprehensive Recreation and Parks Plan (2015)

In 2015, the Town updated its Comprehensive Recreation and Parks Master Plan, which was intended to provide the framework for guiding The Town Council and Staff in both its current evaluation short range planning for the parks and recreation system for the Town of Southern Pines. The framework for this Master Plan is based upon conducting an inventory of the existing park system and recording site observations and information provided by communities of Aberdeen and Pinehurst as well as Hoke County /Fort Bragg Military Reservation. The assessment of the existing park facilities identifies the immediate facility needs in the community.

Another purpose of the Master Plan is to recommend the addition or renovation of parks, programs, and recreational facilities. The Master Plan is action-oriented and will provide The Town of Southern Pines with a practical guide for its enhancement of its facilities and programs for the next twenty years by identifying additional needs for The Town of Southern Pines, such as renovation, construction, land purchase, development and operational policies, for both now and in the future.

The Comprehensive Master Plan emphasizes the potential for 'connectivity' of proposed projects and existing sites, such as parks, recreational facilities, schools and other government-owned properties. It is not designed to be exclusive, but rather to enhance recreational opportunities in the community.

Of utmost intent, the Comprehensive Master Plan is intended to maintain the type of venue to foster community spirit, activism, and bonding between local citizens - a usable guide for decision-making as the Town begins to renovate existing and development of new facilities and develop facilities and programming for future parks and greenways.

The Comprehensive Master Plan is divided into the following sections:

- Section 1 - Introduction
- Section 2 – Population Trends and Projections
- Section 3 – Existing Park Facilities
- Section 4 – Recreation Needs Assessment
- Section 5 – Goals and Recommendations
- Section 6 – Implementation Plan

Aquatics Services Study and Master Plan (2006)

In 2006, the Town hired Russel Angelo Architectural Design and Consulting to study the aquatics needs for the community and develop a layout for a preferred design. The Town held public meetings and a survey, and determined that a new aquatics facility should be built on Morganton Road.

NCSU's School of Design Report (1978 and R/UDAT Report, 1976)

The Regional/Urban Design Assistance Team developed a report focused on urban design in Southern Pines, and provided a detailed downtown study focused on parking and traffic patterns, suggesting a recognizably coherent - but not uniform - downtown.

Moore County Water Source Evaluation and Plan (2008)

In 2007, Moore County hired McGill Associates to produce a study on existing and future water supply for all water systems within the County. This study was completed in July of 2008, and looks at a 50-year horizon, predicting future demand and needs for drinking water. The study provides options for meeting those needs, establishing priorities and outlining a preferred strategic path.

The study shows 2006 countywide average use of 6.85 million gallons per day (MGD) with a maximum monthly use of 9.10 MGD. Projections show that in 2056, average daily demands will be 17.44 MGD with maximum monthly average demands at 22.84 MGD. Currently, according to the plan, only 15.7 MGD is available. This shortage is to be remedied led by actions identified within the plan.

Moore County Land Use Plan (March 1999)

This plan develops a plan for unincorporated and rural areas of Moore County. The plan's stated goal is to preserve and protect the rural agricultural nature of lands outside of the urban service areas. The plan includes many relevant goals and policies to be considered in Southern Pines' policy development, especially for the rural areas within the ETJ.

Pinehurst Comprehensive Long Range Village Plan (April 2003)

The Village's 2003 plan is meant as a guide for directing the future of Pinehurst. The plan provides the vision for the Pinehurst of the future, and provides policies to attain that vision. The overall philosophy of the Pinehurst plan is to preserve and enhance those things that make the Village special. The primary goals identified are to:

- Preserve and enhance the unique character and ambience of the entire community, especially the historic Village center, and to maintain
- the legacy of Pinehurst for future residents and visitors to enjoy
- Enhance the quality of life for present and future residents
- Guide growth or change in ways that complement the unique character and ambience of the community
- Address community needs in an efficient and cost-effective manner

Town of Aberdeen Comprehensive Plan

The Town of Aberdeen, with technical assistance from the NC Department of Commerce Southeastern Regional Office, developed a land use plan that projects the location of future population and urban growth through the year 2030. The plan incorporates Randall Arendt's "conservation subdivision" and "growing greener" concepts to accommodate future growth that aligns with Aberdeen's existing town character. Conservation subdivision design strives to preserve natural resources and open spaces, using infrastructure more efficiently, and protecting unique site features.

Fort Bragg/Pope Air Force Base Regional Land Use Advisory Commission (RLUAC) and Fort Bragg Regional Task Force

The RLUAC is now a nonprofit with a part-time director. The commission develops studies to implement recommendations from the Joint Land Use Study (JLUS). The commission also reviews all land use plan proposals within a five-mile radius of the military bases. To be more effective, a GIS database was developed to better coordinate decision-making. The following are the primary studies that the RLUAC has developed or is implementing:

BRAC Comprehensive Regional Growth Plan for the Fort Bragg Region, June 2008. This plan aims to advance sustainable development in the Fort Bragg region using the approach for community development that enhances the “triple bottom line” of environment, economy, and community through key plan actions in 12 categories. Findings for the Fort Bragg and Pope Air Force base BR AC report predicts military growth will likely increase the residential population of Moore County by 7,270 persons, and the military population by 700. This study further predicts the Moore County population in 2013 will be 96,188.

Light Pollution Study, August 2007. This study makes recommendations for decreasing the amount of light pollution within areas surrounding the base. The study notes that Moore County is the only county that has looked at incorporating policies to limit light pollution. Recommendations from this report suggest that communities like Southern Pines should consider the impacts of light pollution. The Town’s updated UDO includes provisions implementing dark skies provisions to reduce light pollution.

Fort Bragg/Pope Air Force Base Joint Land Use Study Update, March 2008 and July 2003 . The recent JLUS study looks at the Fort Bragg region’s land use within a five-mile study area surrounding the military base, and provides a “road map” for sustainable development. This five-mile radius includes the Southern Pines study area. The 2008 report builds upon the 2003 study – which examined an area one mile beyond military boundaries. The study indicates that Moore County will grow by approximately 13,597 persons by 2013. The 2008 study makes recommendations balancing the need to protect the military training mission, the health and safety of the civilian population, and the sustainability of the Longleaf Pine ecosystem. The report finds that the growth will require 3,353 acres of land for new development, and that local communities should monitor how that development occurs. Of the total, Moore County will need to provide approximately 559 acres for new development. Recommendations pertinent to Southern Pines and its planning area should be incorporated into all long-range plan updates, as discussed in the JLUS plan’s policy.

Public Utilities & Facilities

The utilities and facilities of Southern Pines provide the backbone of the community. New development relies on infrastructure in place now, as well as on future improvements and extensions to the Town’s utility systems. Future growth depends on infrastructure planning. Where there are inadequacies, the plan can identify options for facility and utility planning, or can make concessions in the land use planning carried out in the Long-Range Plan, implemented through development regulations. The following paragraphs outline current conditions and planning efforts of major utilities. Each system has plans in place to provide future expansion and maintenance objectives. These plans can provide information needed to inform the Town’s decisions, and should be referenced in addition to the Long-Range Plan.

Water

The Town of Southern Pines has a public water system and is the largest water provider in Moore County. Southern Pines obtains its water from the Lumber River, and more specifically uses surface water withdrawal from Drowning Creek. The Town also has emergency groundwater wells as backup.

The system has approximately 239 miles of water distribution lines and served a population of 14,400 in 2007. The daily demand varied in 2007 from as little as 2,290 million gallons per day (MGD) in January to 4,740 MGD in August for an average daily withdrawal of 3,330 MGD.

The surface water plant is permitted at 8.0 MGD and up to 14 MGD if the USGS station below the intake registers a flow of 56 cubic feet per second or greater. The system's four emergency wells can provide a maximum daily withdrawal of 0.52 MGD. Raw water is pumped from Drowning Creek to a 20-million gallon raw water reservoir at the Water Treatment Plant. The permitted water capacity for the water treatment plant is currently eight million gallons, with application in process for 10 MGD permitted capacity. Of the water pumped in 2007, an average of 0.633 MGD per day was sold to Moore County, Camp Mackall, Whispering Pines, and Oakwood Hills.

The Town is in the process of updating its Water Master Plan.

Wastewater

The Town of Southern Pines has the use of two Moore County wastewater treatment plants with a combined capacity of 6.93 MGD, and discharging into Aberdeen Creek. Southern Pines' 16 sewer pump stations collect approximately 1.473 MGD, and deliver it to the Moore County Public Utilities treatment facility. The Southern Pines collection system consists of over 103 miles of vitrified clay and PVC collection lines. The majority of the system is eight-inch diameter collection lines. The Town is in the process of updating its demand projections and a study of its long-term lift-station needs.

Solid Waste Collection

The Town of Southern Pines contracts with Waste Management to provide all solid waste services that include collection of household wastes, bulk items, yard wastes, dumpster services and recycling.

Natural Gas

Piedmont Natural Gas provides distribution of natural gas to Moore County and Southern Pines. The company serves approximately one million residential, commercial and industrial utility customers in North Carolina, South Carolina and Tennessee.

Electricity

Progress Energy supplies power and lighting to the Town of Southern Pines. The 100 year-old company is based in Raleigh, N.C. and produces over 21,000 megawatts of generation capacity and \$9 billion in annual revenues. Progress Energy includes two major utilities that serve 3.1 million customers in the Carolinas and Florida. Progress Energy's service area in the Carolinas covers 34,000 square miles and has over 67,000 miles of distribution and transmission lines and 1.3 million customers.

Fire

The Southern Pines Fire and Rescue department provides fire protection to the Southern Pines and the Pines Fire District. A new fire station and headquarters was built in 2002 at 500 W. Pennsylvania Avenue.

The Southern Pines Volunteer Fire Department was first organized in February 1898. There were 38 volunteers when the department originally formed. During the 1960's, paid firefighters supplemented the department's volunteer staff.

The department still has both career and volunteer staff. Career personnel provide technical and support services to maintain departmental facilities and equipment, while volunteers provide primary fire suppression activities at night. Presently, all members of the career staff hold NC Level II firefighter certification and EMT Level certification. Both paid and volunteer members of the department provide fire and safety educational programs. Code enforcement and inspections are conducted by Fire Marshals.

Police

The Southern Pines Police Department serves a community of approximately 12,000. The primary functions of the Police Department are the preservation of public peace and order, the prevention and detection of crime, the apprehension of offenders, and the protection of life and property. The departments functions are carried out by four divisions that are housed in the Police Department building at 405 West Pennsylvania Avenue.

- The **Administrative Division** is responsible for management and community outreach. Through its citizens academy, crime stoppers program, high school academy and a variety of other initiatives, the division embodies the principles of community policing.
- The **Communications Division** monitors, receives and dispatches emergency and routine police calls for service as quickly and efficiently as possible to all areas within the Town of Southern Pines. The Communications Division also interfaces with state and national law enforcement agencies and communications systems as well as the Moore County Department of Emergency Services 911 Communications Center and the Southern Pines Fire / Rescue Department. These services assure our citizens of quality emergency attention and guarantees that units in the field receive needed information and assistance necessary to respond to those requests.
- The **Investigation Division** is responsible for the investigation of reported and non-reported criminal activity in the community. These investigations include the interviewing of complainants, witnesses, and suspects. The division also has responsibility for the gathering and documenting of physical crime scene evidence and processing of all evidence and property collected. This documentation is then compiled into a criminal case file for proper disposition. The Investigations Division is also responsible for maintaining the property and evidence facility and submitting all evidence for analysis through the appropriate laboratory.
- The **Patrol Division** is responsible for the protection of life and property of the citizens of Southern Pines and their guests. This is accomplished by patrolling the town in marked patrol cars, on foot, and by bicycle, investigating violations, enforcing the law, and working together with the citizens to minimize problems that lead to crime.

Recreation and Parks

The mission of Southern Pines Recreation & Parks Department is to serve, educate and enhance life for the citizens of Southern Pines. The department strives to maintain quality parks, recreational facilities, and walking trails and to offer a variety of Programs, Athletics, and Activities for youth and adults. Descriptions below provide a snapshot of available facilities and what each site provides the community; the Comprehensive Recreation and Parks Plan provides a more detailed inventory of facilities including school facilities and those in surrounding communities:

Campbell House

14 acres ☒

Miniature Golf ☒Range ☒

Open Play ☒Areas ☒

Multi-Purpose ☒Fields ☒

Basketball ☒Court ☒

Meeting Rooms ☒

Restrooms ☒

Playground ☒Campbell House provides a wide array of activities available within this beautifully landscaped 14 acres. Basketball, horseshoes, volleyball, large open fields, a miniature golf range and a playground are among the amenities that make this a prime location for picnics. ☒

Downtown Park

Lighted Basketball Courts (2) ☒

Lighted Tennis Courts (4) ☒

Open Play Areas ☒

Picnic Shelter ☒

Playgrounds ☒

Restrooms ☒

Handicapped Accessible ☒Downtown Park is approximately a 4 acres park located in the heart of Southern Pines. The existing park provides the community with many active recreation opportunities. A large Farmer’s Market is held on Saturday mornings from Spring until Fall. ☒

Martin Park

Martin Park is approximately a 50 acre park has been enjoyed as an off leash Dog Park for the community to enjoy a daily outing with their dog. There are no fences but trails that wind throughout the park. The park is located at 350 Commerce Avenue in Southern Pines (behind Wal-Mart).

Memorial Park

Memorial Park is a 15.5 acre park easily accessible and has something for everyone. Memorial Park features a 16 competition style horseshoe court, four lighted tennis courts,

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lighted basketball court, two lighted outdoor racquetball courts, two lighted shuffleboard courts, sand volleyball court,

Morganton Road Sports Complex ☒

Morganton Road Sports Complex is a 32.7 acre park centrally located for multi- team tournaments or for fun company games or events. This facility has multiple concession stands, plenty of spectator seating, parking and easy access. ☒

Pool Park

Pool Park is a 3.7 acre park provides interest for all ages that includes: lighted basketball courts, open play areas, outdoor picnic grills, picnic shelter, playgrounds, and a pool.

Reservoir Park

Reservoir Park is a 196.6 acre site located off Central Drive, Highway 22. This park includes a 95 acre lake. Reservoir Park features a Disc Golf Course and many Greenway trails. This is a wonderful place to sit back and enjoy nature at its best. The park also features, fishing and boating activities, two covered picnic shelters with grills and picnic tables.

Rounds Park

The Elizabeth High Rounds Park is a 3.8 acre park which offers play equipment, open space, a picnic shelter, restrooms, and a trail that connects to both the Reservoir Park and seven miles of greenway trails in the area.

Sandhurst Park

Sandhurst Park is a 4.3 acre ☒ neighborhood park providing walking ☒ trails, paved parking, playground ☒ equipment, a tot swing, a rock climbing wall, a picnic shelter with bathrooms and a grill, water fountains (even for pets) and open space to play and enjoy.

Southern Pines Recreation Center

This is a joint use facility with Boys & Girls Club of America. This arrangement allows for basketball league play and is a responsibility of the Town. Located in Memorial Park, the Southern Pines Recreation Center opened in February of 2003 and is used for youth and adult athletics, senior programs

Douglas Community Center

Douglas Community Center provides a large auditorium, various meeting rooms and is a popular multipurpose facility. It boasts a spacious stage and lighting system that complement live entertainment. A small playground is available for the children. Plenty of parking and easy access from Pennsylvania Avenue helps make this an inviting facility for parties, meetings, and banquets.

Southern Pines Historic Train Station

The renovated Historic ☒ Southern Pines Trail ☒ Station includes a ☒ passenger waiting area ☒ for Amtrak customers, the Southern Pines Welcome Center, and a multi- purpose

room that can be used for parties, classes, or meetings. The Station is located in the heart of Downtown Southern Pines and is a centerpiece for the hub of activity that surrounds it. ☒

Train House

A multi-purpose facility located on the Campbell House Property ensures that no picnic is ever totally rained out. Plenty of parking and accessibility, a hard wood stage, seating up to 75 people, and bathroom facilities make a great facility to complement the grounds. ☒

David R. White Greenway

Located in Reservoir Park- Approximately 2.1 miles long, trail wanders the scenic 95 acre lake and features the Beaver Dam Boardwalk and two scenic overlooks

Longleaf Greenway

Approximately 1 mile in length, connects the Pine Grove Village, Talamore, and Longleaf neighborhoods to the Reservoir Park and Forest Creek Greenways.

Forest Creek Greenway

This 3.1 mile long trail connects Longleaf Greenway to the Forest Creek Development, to the O'Neal School, and Highway 22 at Nicks Creek.

Mill Creek Greenway

This 0.8 mile section of trail connects Reservoir Park to Warrior Woods residential area. Future plans to add another three miles of trail through Warrior Woods and the Carolina Golf community.

Nick's Creek Greenway

This 1.8 mile long trail that connects Reservoir Park to Highway 22. This quiet trail connects with Forest Creek Greenway and is a beautiful addition to Southern Pines Greenway System.

Other Greenway Trails:

Knoll Road Greenway (1.6 miles) Nature Loop (.1 mile) ☒ Sandhills Area Land Trust (1.2 miles)
Tall Timbers Greenway (.2 mile) Tanglewood (.3 mile)

Library

The Southern Pines Public Library, which is located at 170 W. Connecticut Avenue opened in July 1995. After surveying the downtown for predominant design themes, the architect created a structure that is both traditional and contemporary. The building has a square footage of approximately 14,750 feet and is operated by the Town's Library in Information Technologies Department.

The library offers fiction and non-fiction books, magazines and newspapers, large print materials, audio books, educational DVDs, and compact discs. Internet access and access to electronic resources, such as an online language learning system, are available to card holders. Digital audiobooks, eBooks, music, and video are available for card holders to download as well.

Some of the special services at the Library include story sessions, programs for children and teens, book discussion programs, and summer reading activities. Adult programs of interest to the community are offered periodically. Voter registration forms are available.

The department maintains a strategic plan and regularly reviews its progress in reports that serve as accountability and planning tools. The strategic plan establishes five focus areas and the department uses measurable objectives to track its success in implementing the plan. The five focus areas are keyed to the following goals:

Goal 1 (Public Facilities and Services): Library customers find materials and information they need and have access to the Library building and services when needed.

Goal 2 (Education): The Library provides a unique bridge between the Town and local educational services and providers. The Library supports and encourages readers of all ages to help them learn to read and read to learn.

Goal 3 (Downtown and Shopping): The Library is a key civic institution that anchors the northwest end of downtown. The Library offers programs and services that draw residents and visitors downtown.

Goal 4 (Jobs and Economic Development): The Library collaborates with customers, local businesses, and economic development agencies to promote and support the economic vitality of the Town and its citizens.

Goal 5 (Public Involvement): The Library provides programs and information to help residents be involved and informed citizens and promotes cultural diversity awareness in the community.

As is evident from the above goals, the library department maintains active involvement in a broad range of community issues. The Library's planning process remains community-based, relying on identifying, assessing and meeting local needs rather than arbitrary standards. Indeed, it is the continuing mission of the Library to provide citizens of Southern Pines with current materials of interest, educational support, reference services, access to information on business and finance, and opportunities for cultural awareness, thereby nurturing a love of reading and a quest for knowledge and life-long learning.

Airport

The Moore County Airport is located five miles northeast of Pinehurst and just north of Southern Pines at 7865 Highway 22, Carthage, NC. The airport operates from daily, and is oriented mainly towards general aviation. The airport has one runway, which is 5,503 feet long and 150 feet wide. The airport is equipped with visual and instrument navigational aids. Commercial flights have been discontinued to the Moore County Airport, and primary use now is for private planes. The airport hopes to reinstitute regularly-scheduled commercial flights and is currently looking for interested air providers.

Community History

Historic timeline of Southern Pines

1820 – Charles C. Shaw, a first-generation Scottish settler, acquired 2,500 acres and built the Shaw house around 1820. The date of 1842 on the chimney is thought to have been the year that the front porch and the two attached “travelers’ rooms” were added. The house remained in the Shaw family until it was acquired in 1946 by the newly formed Moore County Historical Association in a grassroots effort to ensure its preservation.

1887 – Southern Pines incorporated, and advertised as a health and winter resort.

1895 – Pinehurst founded by James W. Tufts of Boston, based on the design of Frederick Law Olmsted.

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- 1898 – The first brick building is built in downtown Southern Pines for a hardware store by S.S. Thomas.
- 1900 (approx.) – The arrival of industrialist James Boyd and his family.
- 1902 – I.F. Chandler of Southern Pines builds a power plant on Thagard’s Lake near Whispering Pines.
- 1909 – Capital to Capital Highway route chosen.
- 1921 – Fire destroys most of downtown Southern Pines.
- 1921 – Town library created with donated books located in the town offices until 1939.
- 1923 – West Southern Pines Incorporates.
- 1928 – Pine Needles Resort Tudor-style inn opens, but has financial trouble during the Depression and is sold to the Sisters of Providence to open a hospital.
- 1929 – Moore Memorial Hospital opens and is still in operation as First Health Moore Regional Hospital.
- 1931 – West Southern Pines is incorporated into Southern Pines.
- 1949 – The Stoneybrook Steeplechase is first held at Mickey Walsh’s farm.
- 1950’s: Pine Needles golf course is purchased and renovated.
- 1955 – A bypass is created for US-1 around Southern Pines.
- 1963 – Weymouth Woods Sandhills Nature Preserve is created through the donation of 400 acres by the Boyd family.
- 1963 – Sandhills Community College is the first of the community colleges to open in the state, with the campus established in 1966 on Air port Road.
- 1970 – New England style “Village Green,” the first condominium project in Southern Pines and in North Carolina, is built.
- 2000 – An early January storm of snow and ice cripples many areas, leaving residents without power and, in some places, two feet of snow.
- 2002 – Moore County suffers a drought, initiating conservation measures.
- 2004 – A tornado hits Southern Pines, damaging or destroying many homes and businesses.
- (Thanks to plan Advisory Committee member and life-long Sandhills resident Ray Owen for edits and contributions to this historic sketch of Southern Pines history)

A Brief History

Moore County. Archaeological evidence shows that Indians of the Siouan family inhabited the Moore County area from the sixth century until around the beginning of the 1600s, including hunting activities, camping and developing villages. Buffaloes migrating between the Piedmont to the coastal marshes first tracked an aboriginal trail through the County. This trail, which was used heavily in settlement of the County, is known as the Yadkin Road.

From 1740 until the county was formed in 1784, second and third generation immigrants, mostly English, German, and Ulster Scots settled along the rivers and streams of upper Moore county. In the latter part of this period Highland Scots settled in the Sandhills, and by 1790 they made up about 25% of the county’s people. African slaves comprised around 10% of county inhabitants in 1790, rising to 22% of county population by the 1860s. Although neither African-Americans or Scottish- Americans

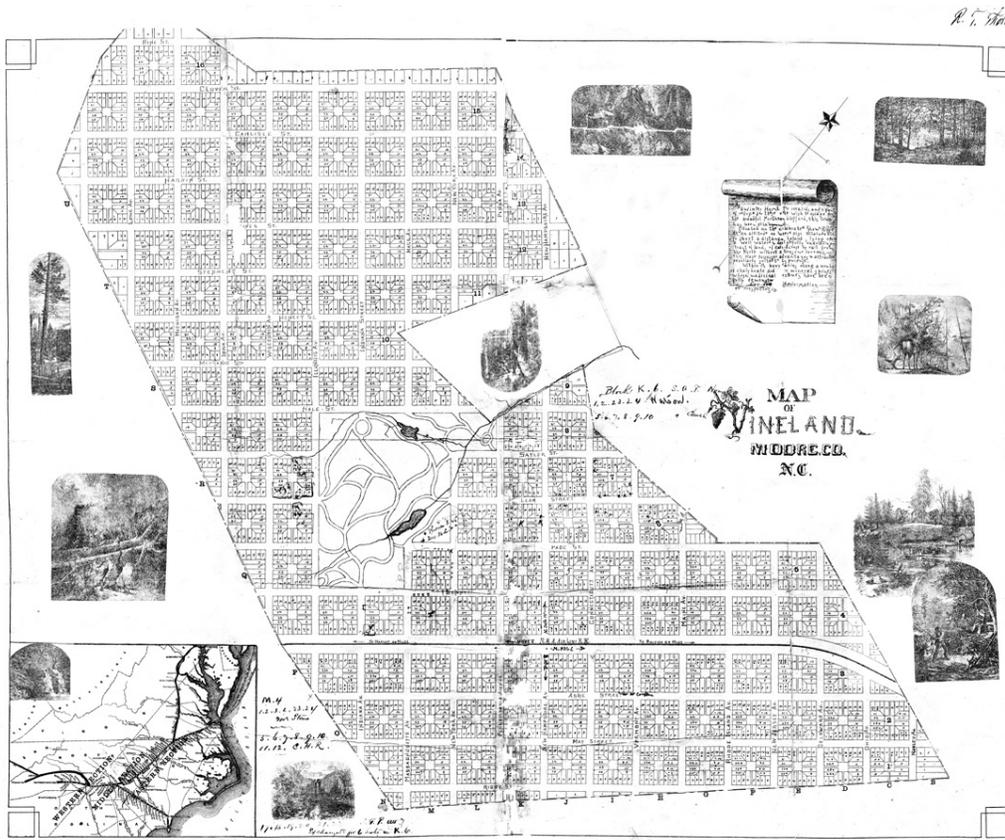
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ever constituted a majority, each group's cohesive ties of kinship and custom proved to be socially potent, and together they were the region's predominate cultural presence in the days of settlement.

The Scots, along with their slaves, settled in the Sandhills region despite harder conditions due to low fertility, and because the area had not been previously settled. The forested Sandhills consisted of old-growth, 100-plus foot-tall longleaf pines, which the settlers logged and sold for masts to Royal Navy ships. They also extracted resin from the trees to make tar, pitch, turpentine and rosin for the naval stores industry. Resin was distilled into turpentine using long pointed cuts in the trees. The resulting turpentine was a solvent, and could be used for lighting. Tar, pitch and rosin were useful for sealing the hulls, decks, masts, ropes and riggings of sailing boats and ships. North Carolina's pine forests were producing a third of the world's supply of such naval stores by 1850.

After the Civil War, communities struggled to recover. The railroad era greatly helped with the recovery. The Raleigh and Augusta Railroad came through the Sandhills and allowed products of the pine forests to be sold. War-torn Moore County quickly saw the development of small towns approximately every ten miles along service and shipping routes in the 1870's. With trains, logging and lumber production increased, and the old- growth longleaf pines were mostly gone by 1900.

Southern Pines. Charles Shaw, who acquired a state land grant, first settled the Southern Pines area in the 1820s, harvesting the pine forest and exporting the timber. Once the Raleigh Augusta Railroad came through the region in 1876, timber was much easier to move through the sandy terrain. By the time John Patrick purchased 675 acres of land for \$1,265 in 1884, clear-cutting had begun that by the turn of the twentieth century resulted in the removal of most of the trees.



Original town layout of Southern Pines, here referred to as "Vineland." (Moore County Historical Association)



“Old Shaw Homestead,” the birthplace of Southern Pines, circa 1900. (Courtesy Moore County Historical Association)

Patrick planned to develop a health resort called Vineland, but soon changed the name and vision to include year-round resort opportunities. He created a company called the New England Manufacturing, Mining, and Estate Company and used a grid with a modified block design to lay the community out. The Town of Southern Pines was incorporated March 7, 1887. Southern Pines was the half-way point on the train travel routes between New England and Florida, and became a logical stopover to stay in the resort community.

The arrival of industrialist James Boyd and his family in the early 1900s marked the point when the town began to overcome the region’s turpentine and sawmill past. Under their influence, town founders devised a landscape restoration plan with emphasis on plantings of native flora along with naturalized drought-tolerant ornamentals. Leaders in this movement were Boyd family members Helen Boyd Dull, founder of the Southern Pines Civic Club, and her cousin Alfred Yeomans. Yeomans went on to guide town landscape design in a patchwork of efforts spanning more than half a century.

The original John Patrick design for Southern Pines designated a “Colored Settlement” in the mid-northwestern section, and many African-Americans followed Patrick from his native Anson County to begin founding the district. The community of West Southern Pines grew, and incorporated in 1923 as one of very few African-American towns in North Carolina. West Southern Pines was annexed into Southern Pines in 1931 after its charter was revoked. While many of those behind the annexation felt they were acting in the best interest of the African-

American municipality, the broad sentiment in the former town of West Southern Pines is that their community would have endured any hardship to remain free.



African-Americans greeting the incoming train, circa 1900. *(Courtesy Moore County Historical*

Workshops for 2010 Plan Development

Developing the Southern Pines Long-Range Plan took a “funnel” approach, beginning with work to elicit long and short-term ideals, moving to identify existing issues and opportunities, developing and receiving feedback on several differing land-use strategies, gathering responses to potential policy solutions, and finally, presenting a draft plan for review and comment.

All public meetings were publicized in accordance with State law, and meeting minutes were taken for the record.

The following paragraphs summarize the public workshops used to develop the Southern Pines Long-Range plan. The full range of materials, including meeting and questionnaire results, a website archive, participant photographs, presentations and more, are referenced in **Appendix C**, and have been provided in electronic form to the Town of Southern Pines.

“Vision - Issues & Options Workshop,” November 13, 2008

This workshop included an introductory presentation on existing conditions and the importance of vision in planning, and had participant groups, arranged by topic, identify key

characteristics of the town, and list things the plan should address. Groups, following discussion, condensed written comments into future-tense form for use in the future vision statement. Presentations on findings were made by many groups to the larger audience.

“Planning Strategies Workshop,”

February 12, 2009

This workshop presented general results from the November 13 meeting in the form of a categorized “vision tree.” In addition, presentations were made regarding area land constraints and transportation opportunities. A series of four diverse growth strategies were presented, each possibly meeting vision criteria, for open-house style questions and comments. These four strategies were: “Status Quo” (extending existing low-density patterns into the ETJ); “Employment is Job One” (reserving Development category land for industry); “Eye to Ecology” (current dispersal patterns but with more intense, focused development to protect sensitive and open-space areas), and “Constrained Growth” (intensify land use in existing urbanized areas, conserving rural and open-spaces).

“Plan Options Workshop,”

April 22-23, 2009

Participants witnessed a presentation introducing four essential planning values and priorities emerging from Town and community input, and spent time discussing and reviewing each. Those priorities, termed “directives” in the workshop, included accommodating a 40% population increase by the year 2030, enhancing downtown’s position as a commercial, cultural and civic hub, preserving Horse Country’s expansive, equestrian-oriented open spaces, and ensuring that neighborhoods are undamaged by change the future brings.

A second phase of the workshop provided information on the growth capacity of several generalized areas on Southern Pines, and asked participants to, using the vision and directives as guidelines, allocate future residential growth as they felt most appropriate. This workshop was the first in the series to take place on three occasions – once mid-day at the Douglass Community Center, and twice during the evening at the Town’s recreation center facility.



Figure 1.3 - Hundreds of residents helped develop the long-range plan through workshops, questionnaires, photographs, and advisory committee meetings. Here, a resident promoting recycling takes part in one of the plan’s “mini-polls.” (Image source: Studio Cascade, Inc.)

“Plan Policies Workshop,”

June 3-4, 2009

This workshop presented draft land use and other policies developed in response to prior community input, and asked individuals to evaluate and rate support for each. Later, groups of respondents collated their thoughts and made presentations on their findings to the larger audience. This workshop took place on three occasions in the same pattern and locales as the April event.

“Program Priority Workshop,”

September 16, 2009

This workshop presented a more refined set of goals and policies following review by the Town and the Advisory Committee, and offered participants the opportunity to provide comment. In addition, a set of likely or potential programs necessary to implement the plan were presented, with display tables set up for participants to review and offer feedback. This workshop was held twice, once during daytime hours at the Douglass Community Center and once in the evening at the Town’s recreation center facility.

“Plan Roll-out,”

October 27, 2009

This meeting presented citizens with a summary of the completed draft plan, including the vision, goals, policies and programs, and provided opportunities for written comments, a question-and-answer session, and a “what’s next” portion offering a summary of the official Town review and adoption process.



Figure 1.8 - A project headquarters was established in downtown Southern Pines, providing a clearinghouse for materials and information, display space for project results, and a place for residents to offer input. (Image source: Studio Cascade, Inc.)

Appendix C: West Southern Pines Area Plan

West Southern Pines Neighborhood Development Plan



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Overview

Purpose of the Neighborhood Development Plan

The West Southern Pines Neighborhood Plan is a strategic plan to establish appropriate development and design standards for the public and private realms for the area mapped in **Exhibit 1**. This document is not intended to be a comprehensive area plan for West Southern Pines. Additional detail is needed to establish capital plans for public infrastructure, as well as for local economic, educational and other neighborhood development initiatives.

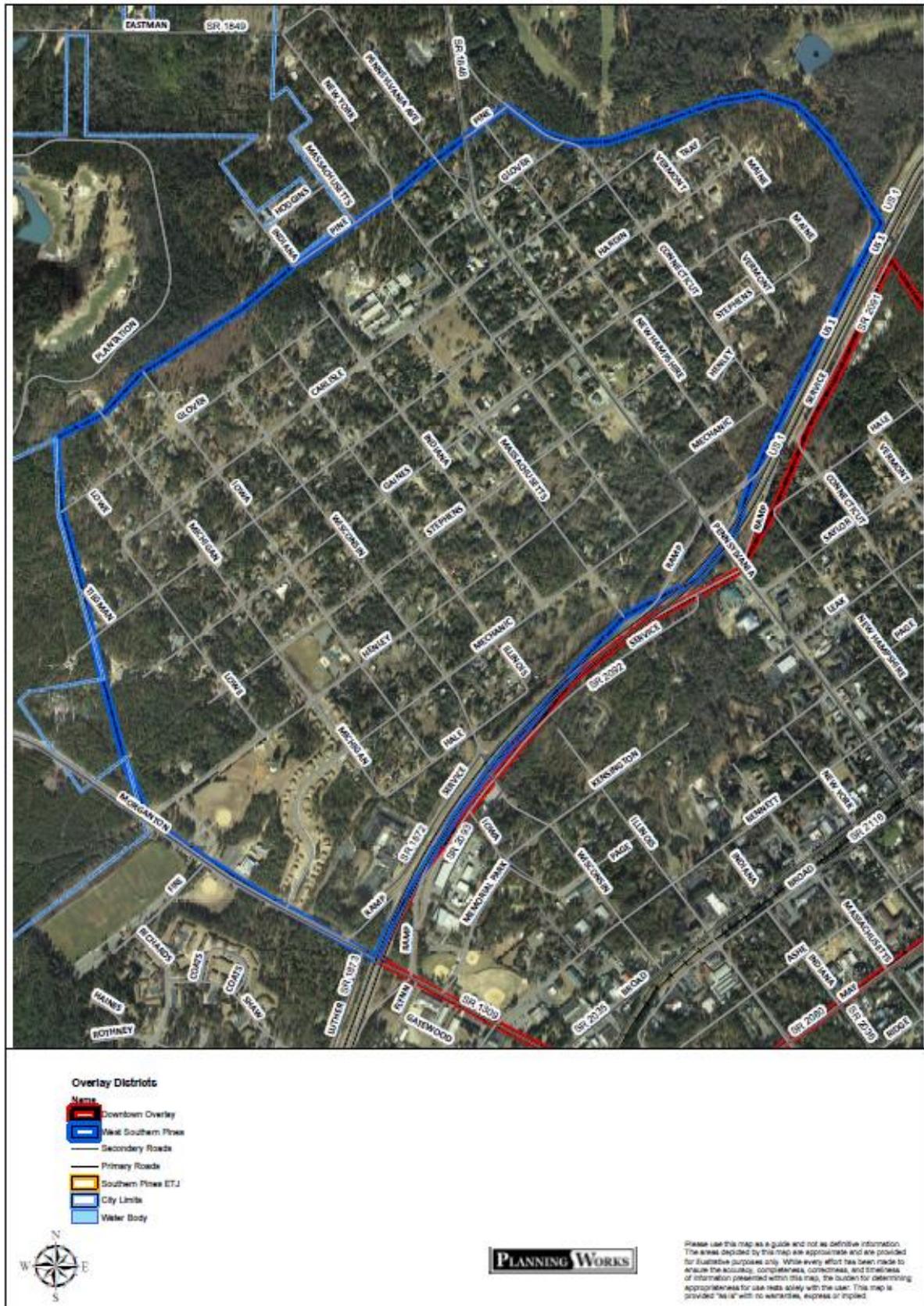
This plan is intended to supplement the Town's comprehensive plan, providing guidance for development and uses in the private realm and suggesting potential enhancements to the public realm (streets, sidewalks and other public areas). The private realm regulatory recommendations are intended to be incorporated into the unified development ordinance (UDO). The recommended enhancements to the public realm should be considered as the Town develops future capital improvements plans.

How the Plan was Developed

Southern Pines' Comprehensive Long-Range Plan (Comp Plan) recognizes the West Southern Pines neighborhood's unrealized potential. Once a free-standing incorporated community, the neighborhood has a rich history and cultural pride that could provide a foundation for private investment to restore the neighborhood's vitality. While an historic inventory and detailed economic development strategies are beyond the scope of this document, the Comp Plan's goals and other recommendations provide the policy framework for this document's recommendations.

After review of the Comp Plan recommendations, the Planning Works team conducted a series of workshops in January, March and April of 2012 to identify the West Southern Pines' needs and opportunities, potential regulatory strategies and public improvements to address current needs and capitalize on opportunities. The agendas for each of the planning forums are included in the appendix of this plan. At the initial three-day code building forum in January, residents and property owners identified the challenges and opportunities they faced in a series of workshops, interviews and focus groups. The two-day March forum provided similar opportunities for public participation to refine initial observations and provide guidance on procedural challenges faced by Downtown residents and businesses. The workshops, interviews and focus groups during the three-day April forum focused on design issues along Pennsylvania Avenue, Gaines Street and in the neighborhoods surrounding these mixed use corridors. At each of these forums, the UDO Steering and Technical Committees helped provide policy direction and refine this plan's recommendations.

Exhibit 1: West Southern Pines Neighborhood



Existing Condition

Land Use

The West Southern Pines area includes a mix of commercial, residential and institutional uses interspersed with an abundance of vacant land. Much of the vacant land area was formerly used for residential or commercial purposes. Recent efforts to document the history of West Southern Pines reveal once thriving community with a wide mix of businesses that served the needs of residents. As businesses and residences have diminished, this has created greater challenges for residents to find the goods and services within the neighborhood.

The housing stock in West Southern Pines is mixed. While code enforcement efforts have reduced the number of hazardous structures, these efforts have left an abundance of vacant lots. While most of the infill housing that has been built appears to be compatible with existing neighborhood development, local residents have expressed concern that the neighborhood may develop too great a concentration of subsidized housing units.

The remaining commercial land uses include a mix of retail and services, primarily along West Pennsylvania Avenue and Gaines Street. Historically, many local services have been provided through home-based businesses that are no longer allowed by the Town's home occupation standards. Residents would like to see opportunities to buy a greater array of goods and services in the neighborhood. The West Southern Pines Healthy Foods Initiative should partially address this demand. The desired outcomes of this initiative are to increase the supply of locally grown produce, to establish businesses for the distribution of this produce and other healthy foods and improve neighborhood health by making healthier food choices readily available in the neighborhood.

West Southern Pines has several churches, an elementary school, the Douglass Community Center and two neighborhood parks. Along the western boundary of the neighborhood is a social services center that is located in the unincorporated area known as Lost City. These institutional uses serve as potential anchors for neighborhood activity centers.

Planning and Zoning

Comprehensive Plan Recommendations

The Comp Plan's future land use map, which is a generalized guide for future land uses in the City, recommends residential land uses for most of the West Southern Pines Neighborhood, with commercial development in areas currently zoned for residential use (see **Exhibit 2**). The Plan creates a future land use overlay for West Southern Pines and recommends the development of a more detailed area plan to provide better guidance for the unrealized development potential of the Neighborhood. The overlay recognizes the need for additional guidance on land uses and future growth initiatives, stating:

“While the underlying land use designations remain in place, the West Southern Pines Overlay indicates special concern for the way in which new development occurs in this area. New commercial or residential development must be in keeping with the tradition and culture of West Southern Pines, acting to revitalize the area while also respecting its general scale and character. This designation anticipates that the Town will undertake a

special planning process to prepare a West Southern Pines neighborhood plan, more closely defining the area and type of overlay policies that may apply.” (p. 4.6)

Zoning

Zoning Districts. West Southern Pines’ existing zoning accommodates much more development potential than currently exists. **Exhibit 3** maps existing zoning district boundaries. **Table 1** summarizes the authorized uses and shows the relative area within each district. **Table 2** summarizes key bulk standards (height, setbacks and minimum lot size). These standards are consistent with standards for relatively suburban zoning districts. Most of the Neighborhood Business (NB) zoning is located along West Pennsylvania Avenue. The majority of Office Services (OS) zoning is located to the northwest of Morganton Road and U.S. 1. Each of these commercial districts allows a mix of multi-family residential and non-residential uses.

Table 1: Existing West Southern Pines Zoning

District	Name/Primary Land Uses	Area (acres)	Percent of Neighborhood
RS-1	Residential Single Family. Medium density single-family residential land uses	314.4	74.20%
RM-2	Residential Single and Multi-Family. Single-family and multi-family residences at a moderate-density in areas served by adequate public water and sewer systems.	18.8	5.95%
NB	Neighborhood Business. Allow small, limited retail and service land uses providing goods to surrounding residential neighborhoods. Also allows multi-family residences.	11.0	2.59%
OS	Office and Service. Office and service uses as well as medium-density residential uses. Also allows multi-family residences.	18.8	4.44%
FRR	Facilities, Recreation and Resources. Publicly owned open space and facilities and privately owned and man-made resource areas.	54.1	12.82%

Table 2: Existing West Southern Pines Zoning Standards ⁽¹⁾

District	Min. Lot Area (sq. ft.)	Max. Density	Min. Street Setback ⁽²⁾ (from ROW)	Min. Side Setback	Min. Rear Setback	Min. Lot Width	Maximum Height ⁽³⁾
RS-1	10,000	4.3 dwellings per acre	30 ft.	10 ft.	30 ft.	45 ft.	35 ft.
RM-1	10,000 + 3,600 per dwelling	10-12 dwellings per acre	25 ft.	10 ft.	30 ft.	45 ft.	35 ft.
RM-2	10,000 + 6,000 per dwelling	5-7 dwellings per acre	25 ft.	10 ft.	30 ft.	45 ft.	35 ft.
NB	10,000 + 3,600 per dwelling	--	35 ft.	20 ft.	20 ft.	--	35 ft.
OS	10,000 + 3,600 per dwelling	--	35 ft.	15 ft.	15 ft.	--	45 ft.
FRR							

Notes:

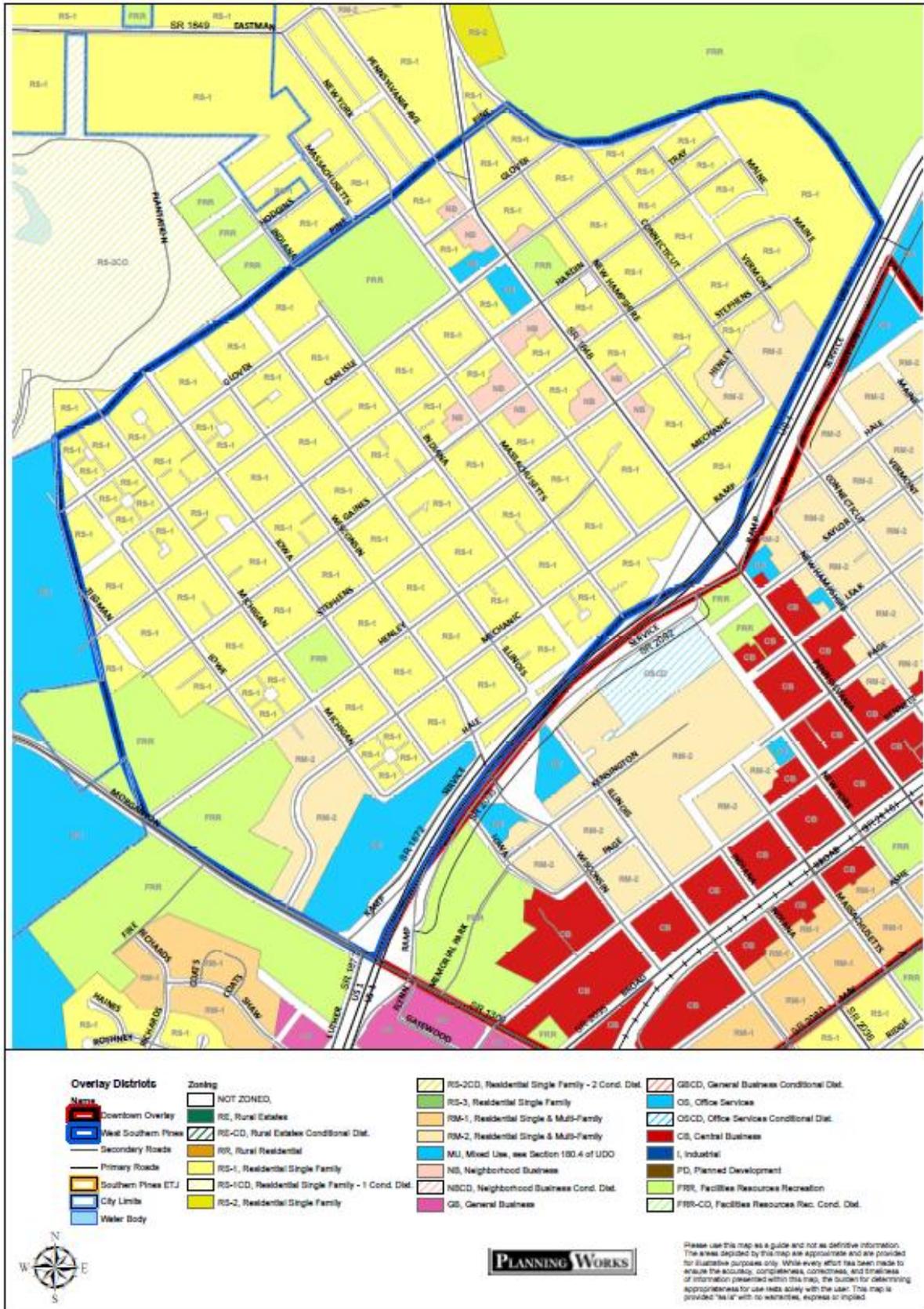
1. Standards in table are general; many are qualified by additional provisions for specific uses or situations.
2. Where the right-of-way lines are not identifiable, greater setbacks are established based on distance from the street centerline.
3. Institutional structures are allowed maximum heights of 55 feet if sprinkler systems are provided.

Design Standards. The UDO provides relatively little design guidance other than parking, signage and the bulk standards listed in **Table 2**. Additionally, buffers are required wherever a site plan is required for non-residential and multi-family uses about property zoned for single-family or multi-family residential zoning districts.

Lot Consolidation. The original plat for the West Southern Pines created lots that do not meet the current minimum standards for lot width and area. Many of these lots were developed for small cottages that are a part of the Town’s historic character. Section 123(e) of the UDO requires the consolidation of non-conforming lots (lots that don’t meet the minimum size and area requirements) under common ownership, which eliminates the potential for infill cottages and other smaller homes on lots that are 10,000 square feet or smaller. The larger lots established under this provision reduce the walkability, density, affordability and housing choices in West Southern Pines.

Home Occupations. Historically, many local services were provided out of residences as home occupations. Many of these uses, particularly personal services (e.g., hair salons, nail care) are no longer allowed under current zoning.

Exhibit 2: West Southern Pines Zoning



Needs and Opportunities

This section summarizes comments about West Southern Pines provided during four workshops and several interviews. Two of the workshops were focused exclusively on downtown issues, the other two workshops focused on the Town as a whole. A subsequent design forum will address the problems and opportunities identified below.

West Southern Pines is a diverse area located west of U.S. 1, between Morganton Road and Maine Avenue. This area has a rich history and was once a free-standing municipality. The area is somewhat cut off from Downtown by U.S. 1, with West Pennsylvania Avenue providing the primary access to Downtown. This historically African-American neighborhood has great potential, but there are many challenges that need to be addressed through zoning, economic development, capital improvements, housing, property assembly and other initiatives.

Assets

- The neighborhood enjoys a rich history and strong cultural continuity.
- The area has an abundance of vacant land and land costs are relatively inexpensive.
- The neighborhood is well located, being situated on the west side of Downtown and along the Pennsylvania Avenue, which has relatively high traffic volumes. The proximity to Morganton Road has the potential to generate additional investment interest as well as traffic through the neighborhood.

Problems/Opportunities

- The high traffic volumes on West Pennsylvania Avenue create obstacles for bicyclists and pedestrians seeking to cross this important corridor. Safer crosswalks and better management of traffic speeds would improve pedestrian safety between residences, the elementary school, businesses the community center and churches.
- U.S. 1 creates a physical barrier between West Southern Pines (WSP) and Downtown. This separation is particularly problematic for residents who do not have access to automobiles.
- The availability of commercial services in WSP has been declining over recent years. This has been due to a combination of local demand, zoning, security concerns and other factors. The businesses that remain are relatively small scale, which makes it difficult for the retail stores to compete with larger stores located elsewhere in Southern Pines in terms of prices and the diversity of goods and services they can offer.
- Many residents do not have access to automobiles and depend on rides or long walks to get to needed goods and services. The sidewalk system is incomplete in some areas of the neighborhood.
- The population of the area has been declining as young adults have left the neighborhood to pursue other educational and employment opportunities in other areas. Unlike other areas of Southern Pines, WSP has not enjoyed an influx of new and returning residents.
- While the availability of vacant properties is likely to be a long-term asset, the perception of security issues and uncertainty about code enforcement and property maintenance create an uncertain environment for reinvestment.
- Existing zoning has created confusion and distrust among neighborhood residents. There are several reasons for this, including:

- Not all of Pennsylvania Avenue is zoned for commercial use. Many sites would need to be rezoned before commercial development would be allowed to occur.
- Historically operated home based businesses do not comply with existing residential zoning. While they were allowed to continue, they could not be reestablished once they ceased operations.
- Historical distrust of the Town's decision-making process.
- Some of the new housing in the neighborhood has not been in character with existing housing. There are concerns that the neighborhood has and will become the primary location for subsidized housing in the community. Proper management and maintenance of rental housing, whether subsidized or not, is essential to ensure that neither buildings nor their occupants detract from the security and vitality of the neighborhood.
- Fragmented property ownership is likely to make the consolidation of property for redevelopment difficult. Many properties are believed to be tied up in estates that would impair individuals' abilities to secure clear titles.
- Proximity to Morgantown Road creates pressures for change that are both positive and negative, including:
 - Pool Park/Clay Hole – maintenance of this facility is important to the neighborhood.
 - Proposed PUD developments at the southwest edge of WSP are likely to generate employment opportunities for local residents and pressure for redevelopment in the southern portion of WSP.
 - The potential for cut-through traffic to generate additional business and/or create traffic safety concerns.

Challenges

- Residents reported a prevailing sense of apathy about West Southern Pines. This is likely to be an ongoing problem unless there are some visible wins that raise residents' hopes for neighborhood change. These may come in the form of private investment, public investment in streetscape improvements or other visible signs of improvement.
- Internally generated change is unlikely to happen unless there are increased opportunities for local employment. Education, job training and business training programs are well beyond the scope of development regulations, but residents cited these as local needs.
- The neighborhood lacks the resources to generate significant change using internal resources. It is much more likely that change will result from non-residents investing in non-residential and residential development. The challenge will be to facilitate such change without losing the cultural history and character of the area. It is likely that WSP's future will bring about change that will be alarming to some residents. These changes are likely to include:
 - Businesses operated by people who are not current residents may not have the sensitivity to the challenges created by those businesses (e.g., noise, lighting, traffic and needed services); and
 - New residents who do not have historical or cultural ties to WSP.
- Current zoning and much of the development is suburban design. Changes to improve the walkability of the neighborhood will require more urban standards that bring development closer to the street along Pennsylvania Avenue and an increase in residential density in some areas.

- Needed infrastructure improvements will require funding and, for improvements along Pennsylvania Avenue, significant coordination with NCDOT to develop a more pedestrian oriented streetscape with continuous sidewalks.

Regulatory and Economic Development Strategies

As stated above, there are a variety of non-regulatory strategies the Town of Southern Pines can pursue to improve the built environment and the quality of life for neighborhood residents. Market forces will eventually stimulate private investment in the area, but current standards are unlikely to produce development that is consistent with the historic neighborhood character or needs.

- The area plan for West Southern Pines should identify building, site and street designs that improve walkability within the neighborhood.
- Zoning should be adjusted to fill in the gaps along Pennsylvania Avenue and Gaines Street. Zoning of the streets should be reviewed to ensure that development:
 - Is designed for access by pedestrians;
 - Has a compatible scale and design with historic development;
 - Addresses compatibility issues related to traffic, noise and lighting; and
 - Allows sufficient range of uses to accommodate anticipated commercial, residential and mixed use development opportunities.
- Home occupation standards should be reviewed to identify opportunities to authorize compatibly home based businesses that are consistent with the history and culture of the neighborhood.

West Pennsylvania Avenue

Streetscape and Mobility

West Pennsylvania Avenue is a state road that is a gateway to downtown Southern Pines. This wide corridor offers a quick and convenient access to Southern Pines. It also creates a hazard for bicyclists and pedestrians trying to cross the corridor to get to school, church, community center and businesses in the neighborhood. While there is no clear consensus for specific streetscape improvements, there is significant support for safety improvements, which may include crosswalks, medians or changes to the existing street cross section shown in Table 4. Crosswalks in the vicinity of Carlisle and Gaines Streets should be considered high priorities. Each of the options has costs and benefits that should be vetted with the community. Before any of these options could be implemented, the North Carolina Department of Transportation (NCDOT) would need to approve the design and funding would need to be allocated.

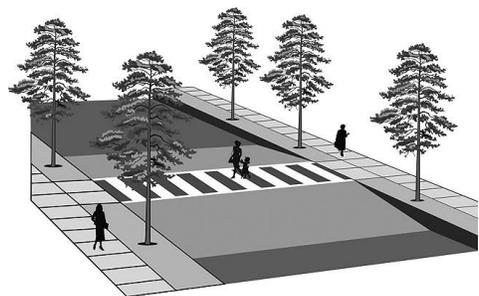


Table 4. West Pennsylvania Cross Section Alternatives

Image	Description	Implications
	<p>Existing configuration, with 2, travel lanes, a center turn lane and parallel parking on both sides of the street.</p>	<p>Encourages high speed traffic. Little buffer between pedestrians and traffic when no cars are parked on street</p>
	<p>Two through traffic lanes, a continuous left turn lane and two parking lanes with intermittent bulb-outs.</p>	<p>Slows traffic and provides potential for shorter road crossing distance when combined with a crosswalk.</p>
	<p>Two travel lanes, parallel parking on both sides and bike lanes on both sides.</p>	<p>Provides enhanced safety for bicyclists and pedestrians. Traffic may be required to stop for cars making left turns.</p>
	<p>Two travel lanes, parallel parking on both sides of the street and channelized left turns at intersections.</p>	<p>Most expensive alternative. Less protection for bicyclists, but greatest protection for pedestrians crossing the street</p>

Site and Building Development Standards

Building Fronts. The current setback of 35 feet creates a large area between the sidewalk and the street that most site developers will want to enlarge and use for parking. To support pedestrian traffic and provide for more efficient site development, front building setbacks should be reduced to fifteen feet. Furthermore, porches should be allowed to encroach into this setback to encourage historical development patterns.

Parking and Access. On street parking currently lines both sides of West Pennsylvania Avenue through the neighborhood. The lack of curbs and gutters along the side streets facilitates on-street or in-yard parking. On-site parking may be located in any portion of lots along the corridor. Given the abundance of on-street parking and the desire to support pedestrian traffic Town should consider reducing the number of required on-site parking spaces required for uses in the corridor.

To the greatest extent practical, access to properties fronting on West Pennsylvania Avenue should take access from side streets. Shared parking or shared access to rear parking should be encouraged through required parking space reductions, when shared parking or access agreements are established.

Land Use and Zoning

Single family residences, non-residential uses and institutional uses front on the West Pennsylvania Avenue corridor. Residents of the single-family units want to retain the right to the existing use and protection from incompatible uses. The NB zoning currently accommodates various neighborhood business and service uses as well as multi-family residences. The Town should consider:

- Allowing existing residential structures to be used by right for any residential use. This would provide the flexibility for the structures to be used as businesses or single-family residences.
- Rezoning the RS-1 zoned frontage along West Pennsylvania Avenue to NB for the properties between the fork in West Pennsylvania Avenue west of Glover Street U.S.1.
- Modifying existing buffer standards to require a “class 1” buffer within the NB district where a business is established next to a single family structure unless the buffer requirement is waived by the owner of the single family structure.
- Prohibiting drive-in and drive-through uses and other permitted uses that would allow for outdoor storage, operations or displays (e.g., car washes). The exception to this could be farmer’s markets and produce sales that do not operate on a full time basis.
- Requiring screening of dumpsters, shielding of lights and parking lot designs that minimize impacts on abutting residences.

Gaines Street

Site and Building Development Standards

Building Fronts. The current setback of 35 feet creates a large area between the sidewalk and the street that most site developers will want to enlarge and use for parking. To support pedestrian traffic and provide for more efficient site development, front building setbacks should be reduced to fifteen feet. Furthermore, porches should be allowed to encroach into this setback to encourage historical development patterns.

Parking. To safely accommodate pedestrians and drivers through this mixed use corridor, the Town should consider adjustments to the streetscape to provide for on-street parking where sidewalks are provided between the on-street parking and the structure. This should be accompanied by standards that give credit to abutting non-residential uses for on-street parking and that require off-street parking to be located in rear or side yards.

To the greatest extent practical, access to properties fronting on Gaines Street should take access from side streets. Shared parking or shared access to rear parking should be encouraged through required parking space reductions, when shared parking or access agreements are established.

Land Use and Zoning

Gaines Street has historically been a mixed use corridor between Indiana Street and West Pennsylvania Avenue. Much of this corridor has already been zoned NB, which allows a mix of multi-family residential and non-residential uses. The changes to the NB district discussed for West Pennsylvania Avenue should also be applied for Gaines Street and the Town should consider rezoning the RS-1 between the Indiana Street and West Pennsylvania along this corridor.

Residential Areas

Streetscape and Mobility

West Southern Pines has a gridded street pattern that provides excellent connectivity. The long straight streets are great for mobility, but as currently constructed they facilitate unsafe auto speeds. High traffic speeds combined with few sidewalks and limited curbing create unsafe streets for bicyclists and pedestrians. The Town currently is improving the streetscape along Carlisle Street near the Elementary School. The Town should continue to coordinate with neighborhood residents to identify priorities for streetscape improvements that enhance pedestrian safety and improve mobility. Improvements, which will be subject to available funding, may include sidewalks, curbs and gutters or other appropriate pavement edge treatments, and/or traffic calming.



Traffic Calming Options. Traffic calming is the slowing of traffic through the use of various techniques to improve pedestrian and bicycle safety without sacrificing connectivity or emergency access. Appendix A summarizes a variety of techniques that can be used to mitigate traffic speeds in West Southern Pines and other parts of the Town. Each technique has different costs and benefits. For instance, the speed humps on Mechanics Street near Morganton Road are relatively inexpensive. While they slow traffic before the speed humps, they also result acceleration after each hump, which is both noisy, fuel inefficient and counterproductive. Speed humps also create maintenance challenges. Bulb-outs and walkways, like those shown in the above photo slow traffic at intersections and enhance pedestrian safety, but they can make cornering more difficult for large fire trucks. As part of the UDO revision process, an appropriate menu of traffic calming options that describes the standards and appropriate settings will be developed.

Street Cross Sections – Establish street cross-sections that include on-street parking and sidewalks located between the street and buildings on the sites. Where on-street parking is provided and insufficient right-of-way exists to accommodate the travel lanes, on-street parking and sidewalks, allow street amenities to encroach onto private property where the owner provides an easement. The Town should maintain on-street parking whether it is located within the right-of-way or an easement.

Site and Building Development Standards

While concerns have been raised about the potential for a concentration of affordable housing units in West Southern Pines, existing site and building development standards appear to be appropriate for the residential zoning districts (RS-1 and RM-2) in the neighborhood.

Land Use and Zoning

As discussed above, the primary zoning concern raised by residents of West Southern Pines is the inability to conduct the full range of home occupations that have historically been conducted within residences. The existing regulations are largely contained within the definition of home occupation. While retail sales and display of goods are prohibited by the definition of home occupation (see inset), the provision of services a range of neighborhood services could be considered consistent with the intent and definition of home occupation. The Town should modify its home occupation standards to:

- Remove the standards from the definition and consolidate standards with other supplemental use standards;
- Clarify the range of service uses that are allowed by right as home occupations. This exercise should allow for professional services for all areas and limited personal services (e.g, hair salons, repairs of clothes and small appliances, music lessons and other uses with limited impacts on neighboring residences).
- Adjust the standards to more specifically address acceptable conditions for home occupations. These may address the maximum number of visitors, hours of operations, location and area of operations, parking, and other factors affecting impacts on neighboring residences.

Definitions:

(41) **Home Occupation:** A commercial activity that: (i) is conducted by a person on the same lot (in a residential district) where such person resides and (ii) is not so insubstantial or incidental or is not so commonly associated with the residential use as to be regarded as an accessory use (see Section 150), but that can be conducted without any significantly adverse impact on the surrounding neighborhood.

Without limiting the generality of the foregoing, a use may not be regarded as having an insignificantly adverse impact on the surrounding neighborhood if: (i) goods, stock in trade or other commodities are displayed, (ii) any on-premises retail sales occur, (iii) more than one person not a resident on the premises is employed in connection with the purported home occupation, (iv) it creates objectionable noise, fumes, odor, dust or electrical interference, or (v) more than twenty-five percent of the total gross floor area of residential buildings plus other buildings housing the purported home occupation, or more than 500 square feet of gross floor area (whichever is less), is used for home occupation purposes.

The following is a non-exhaustive list of examples of enterprises that may be home occupations if they meet the foregoing definition criteria: (i) the office or studio of a photographer, accountant, artist, musician, lawyer, architect, engineer, salesman, teacher or similar professional, (ii) workshops, greenhouses or kilns, (iii) dressmaking or (iv) secretarial services.

West Southern Pines Capacity Building

West Southern Pines has great potential, but this potential cannot be realized solely through regulatory means. Additional focus in each of the following areas will be needed to spur private investment, facilitate development/redevelopment, and strengthen the neighborhood.

Training and Economic Initiatives. While there is great pride in the neighborhood's heritage, many of the local residents lack the training to actively participate in economic rejuvenation of West Southern Pines. Specifically, residents have expressed the desire to learn the skills needed to secure meaningful employment or to operate small businesses. While this is not typically the function of a town, the neighborhood and Town as a whole would benefit from efforts to make this training readily available through local schools, Sandhills Community College and business groups (e.g., Moore County Economic Partners in Progress, Service Corps of Retired Employees and Chamber of Commerce).

Local business development efforts should include realistic assessments of market demand. West Southern Pines has the potential to capture some retail and service business from pass-through traffic, but before the full business development potential of the proposed zoning in this plan can be realized, the neighborhood will need additional residential development.

Capital Needs. While local and state capital funding is limited, West Southern Pines could benefit from a variety of capital improvements. As discussed previously, local residents should coordinate with Town officials to help set priorities for improvements to address the neighborhood's short-term, intermediate-term and long-term capital needs. Short-term priorities should include pedestrian crossing improvements to West Pennsylvania Avenue and targeted sidewalk improvements. Intermediate-term improvements should continue to address sidewalk and streetscape improvements along heavily traveled pedestrian routes (e.g., near the elementary school and community center as well as along Gaines Street. Streetscape improvements should incorporate traffic calming designs that reduce traffic speeds without impeding emergency service provision. Long-term improvements should address pedestrian safety between West Southern Pines and Downtown. In particular, these improvements would include safer bridge crossing design for the bridge over U.S. 1 and streetscape changes to West Pennsylvania Avenue.

Neighborhood Capacity Building.

Neighborhood coordination with the Town in capital planning, zoning/development, code enforcement efforts will require ongoing efforts on the part of the Town and the residents. Neighborhood activists have launched several initiatives in recent years that have generated energy on the part of neighborhood groups to begin addressing many of the neighborhood's challenges. The Town should look for opportunities to participate in local programs and to engage residents in the Town's ongoing planning and capital improvement initiatives. Such efforts will help the Town set priorities that build resident's pride in West Southern Pines and generate citizen planners who can more effectively engage public and private agencies. Neighborhood capacity building should include coordination between the police department and the neighborhood to establish a neighborhood watch program and other initiatives to promote neighborhood safety and security.

Next Steps

UDO Text Amendments

1. Allow existing residential units as conforming uses in the NB (Neighborhood Business) district. This provision should apply throughout the Town and not merely within West Southern Pines.
2. Revise home occupation standards to:
 - a. Remove regulations from definitions
 - b. Expand and clarify the standards for home occupations (e.g., hours of operation, location of activities, vehicles and equipment and other factors)
 - c. Allow for broader range of service uses within West Southern Pines. More relaxed standards for service uses are uniquely appropriate in West Southern Pines, where there is a long-standing tradition of providing home-based services.
3. Eliminate existing lot consolidation requirements.
4. Modify stormwater provisions to explicitly authorize averaging of impervious coverage within the neighborhood.
5. Provide credit for on-street parking abutting non-residential uses along Pennsylvania Avenue
6. Provide credit for on-street parking abutting non-residential uses along Gaines Street where provisions are made for sidewalks between that parking and the buildings.
7. Reduce front setback requirements in the NB and OS districts. For new structures, establish build-to lines and require parking to be located on the street or in side or rear yards.

Zoning Map Amendments

1. Rezone the RS-1 lots fronting on West Pennsylvania Avenue between U.S. 1 and Glover Street to NB.
2. Create a WSP overlay district and apply the applicable standards from the above UDO Text Amendments section within the overlay.

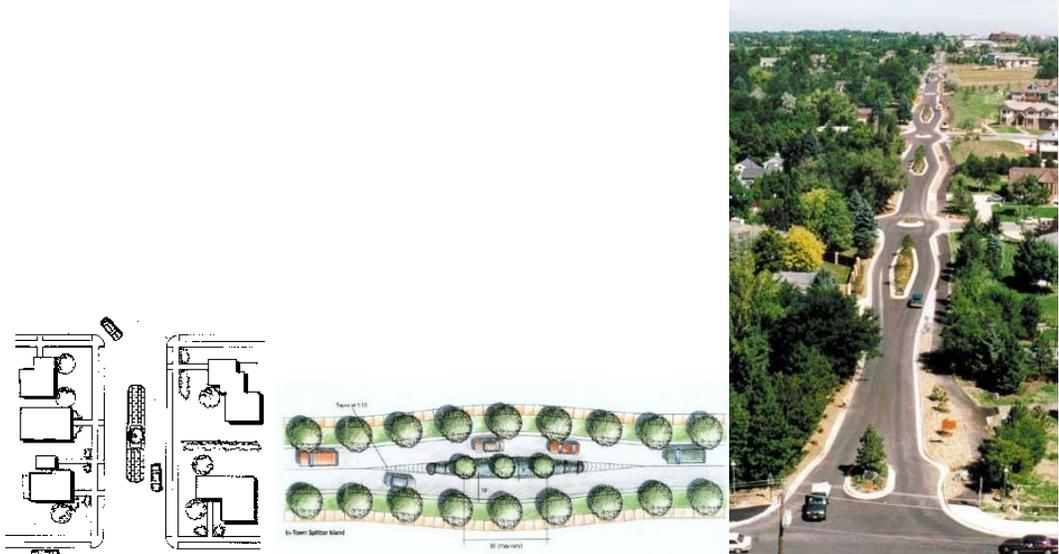
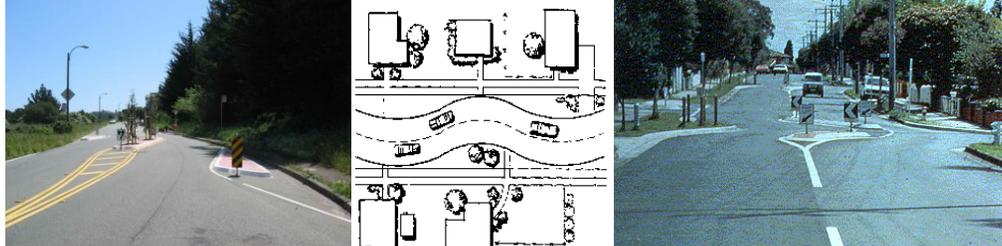
Capital Planning

The Town Council, Public Works and neighborhood should continue to coordinate on efforts to improve the safety of streets for motorists, pedestrians and bicyclists. Along West Pennsylvania Avenue, these improvements should begin with the Town coordinating with NCDOT to establish clearly marked crosswalks. Along other streets, the Town should continue efforts to improve sidewalks, particularly in commercial areas and near community facilities.

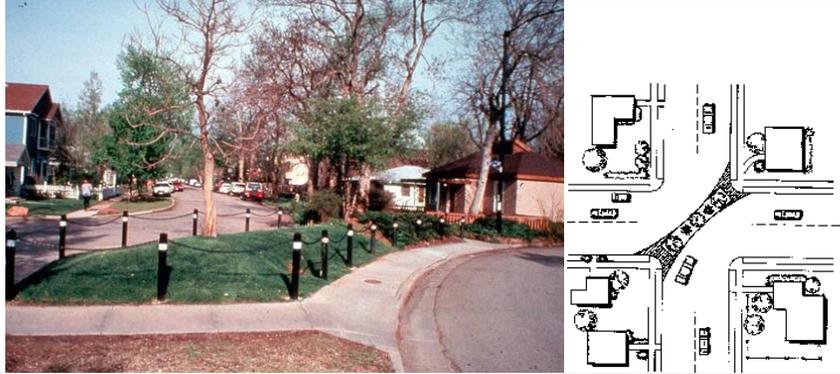
Appendix A: Potential Traffic Calming Techniques for West Southern Pines

Devices and Techniques	Descriptions	Images	
Bike Lanes	A portion of a roadway which has been designated by striping, signing, and pavement markings for the preferential or exclusive use of bicyclists.		
Bulb-outs/ Neck-downs/ Chokers	Curb extensions at intersections that reduce curb-to-curb roadway travel lane widths.		

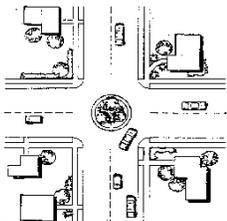
West Southern Pines Neighborhood Development Plan

Devices and Techniques	Descriptions	Images
Center Islands	<p>Raised islands located along the centerline of a roadway that narrow the width at that location.</p>	 <p>The image block for 'Center Islands' contains three visual elements. On the left, there are two technical diagrams showing cross-sections of a road with a raised center island. The top diagram shows a standard road with a raised island, and the bottom diagram shows a similar road with a different island configuration. In the center, there is a perspective diagram of a road with a raised island, showing trees and a car. On the right, there is an aerial photograph of a residential street with a raised center island, showing the island's shape and the surrounding greenery.</p>
Chicanes/ Lateral Shifts	<p>Curb extensions that alternate from one side of the roadway to the other, forming s-shaped curves.</p>	 <p>The image block for 'Chicanes/ Lateral Shifts' contains three visual elements. On the left, there is a photograph of a road with a chicane, showing the alternating curb extensions and a car driving through the curve. In the center, there are two technical diagrams showing cross-sections of a road with a chicane, illustrating the alternating curb extensions. On the right, there is a photograph of a road with a chicane, showing the alternating curb extensions and a car driving through the curve.</p>

West Southern Pines Neighborhood Development Plan

Devices and Techniques	Descriptions	Images
Diverters	Barriers placed diagonally across an intersection, blocking certain movements.	
Forced Turn Lanes / Median Barriers	Raised islands located on approaches to an intersection that block certain movements. Raised islands located along the centerline of a roadway and continuing through an intersection to block cross traffic.	
Police Enforcement	Involve employing the services of law enforcement agencies to impose the local safe vehicle laws, including those for posted speeds and traffic signal/signs.	

West Southern Pines Neighborhood Development Plan

Devices and Techniques	Descriptions	Images
Roundabouts	Barriers placed in the middle of an intersection, directing all traffic in the same direction.	 
Rotaries	Barriers placed in the middle of an intersection, directing all traffic in the same direction. Usually smaller than roundabouts.	  

Appendix D: Downtown Area Plan

Southern Pines

Downtown Neighborhood Development Plan



Public Review Draft: March 28, 2013

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Overview

Purpose of the Downtown Neighborhood Development Plan

The Downtown Neighborhood Plan is a strategic plan to establish appropriate development and design standards for the public and private realms in and around Downtown Southern Pines, as mapped in **Exhibit 1**. This document is not intended to be a comprehensive area plan for the Downtown. Additional detail is needed to establish capital plans for public infrastructure and for local economic development initiatives.

This plan is intended to supplement the Town’s comprehensive plan, providing guidance for development and uses in the private realm and suggesting potential enhancements to the public realm (streets, sidewalks and other public areas). The private realm regulatory recommendations are intended to be incorporated into the unified development ordinance (UDO). The recommended enhancements to the public realm should be considered as the Town develops its capital improvements plans.

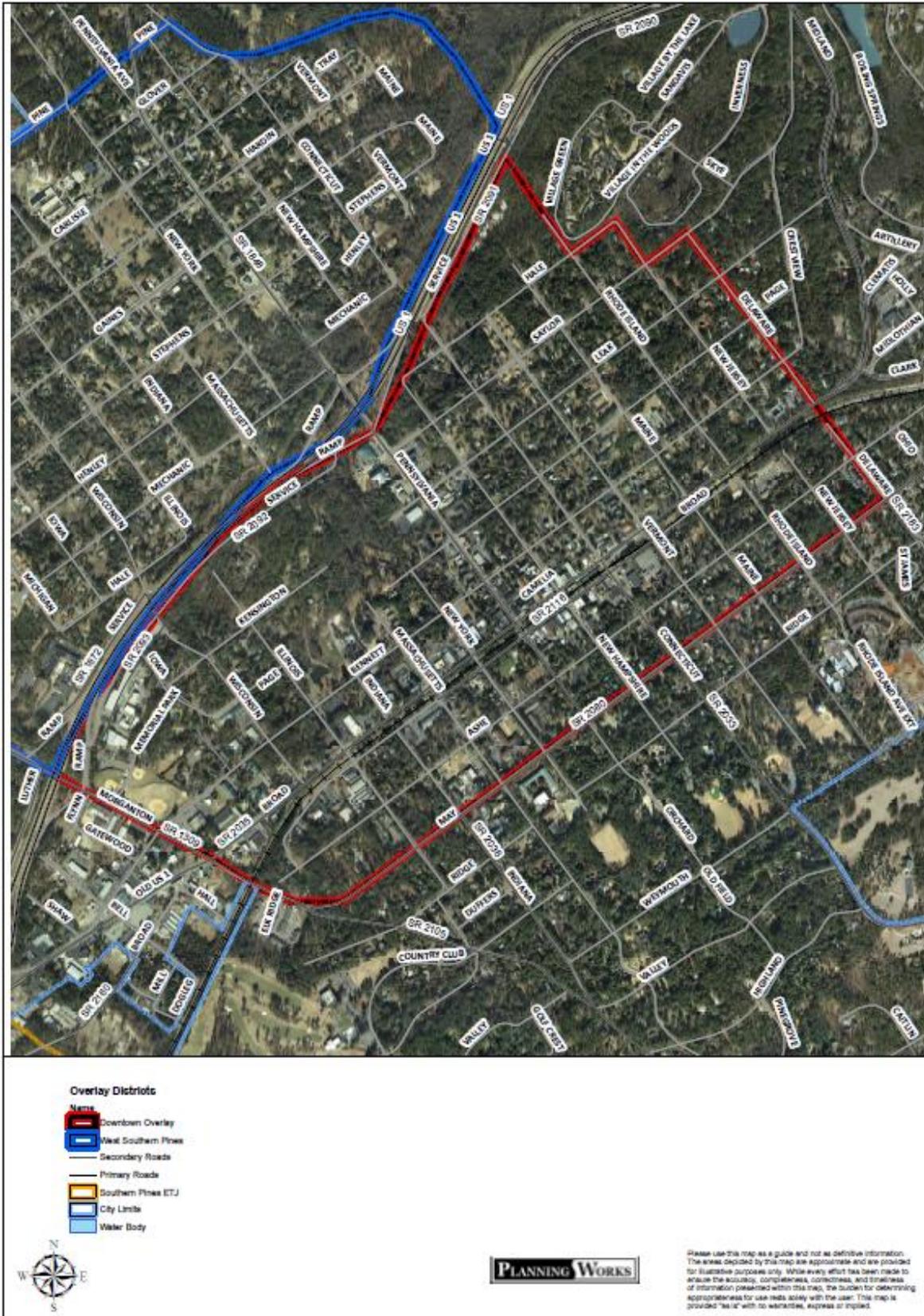


How the Plan was Developed

Southern Pines’ Comprehensive Long-Range Plan (Comp Plan) recognizes the Downtown area’s importance as the Town’s “commercial, cultural and civic hub”, and recommends the development of a Downtown Plan to address a broad range of issues, including: “a needs assessment, catalog of critical architectural, transportation, historic and public space characteristics, and retail and marketing strategies.” While an historic inventory and retail marketing strategies are beyond the scope of this document, the Comp Plan’s goals and other recommendations provide the policy framework for this document’s recommendations.

After review of the Comp Plan recommendations, the Planning Works team conducted a series of workshops in January, March and April of 2012 to identify the Downtown area’s boundaries, the area’s needs and opportunities, potential regulatory strategies and public improvements to address current needs and capitalize on opportunities. The agendas and presentations for each of the planning forums are included in the appendix of this plan. At the initial three-day code building forum in January, Downtown area business owners and residents identified the challenges and opportunities they faced in a series of workshops, interviews and focus groups. The two-day March forum provided similar opportunities for public participation to refine initial observations and provide guidance on procedural challenges faced by Downtown residents and businesses. The workshops, interviews and focus groups during the three-day April forum focused on design issues along Broad Street and in the neighborhoods surrounding the Downtown’s business core. At each of these forums, the UDO Steering and Technical Committees helped provide policy direction and refine this plan’s recommendations.

Exhibit 1: Downtown Neighborhood Planning Area



Existing Conditions

Land Use

The Downtown area includes a diverse mix of commercial, residential and institutional uses. Surrounding the commercial core along Broad Street and Pennsylvania Avenue are residential neighborhoods that include a mix of detached single-family residences, moderate-density attached dwellings, public uses, and institutional uses. Residential and non-residential acreage is relatively evenly divided by area, as are institutional and commercial uses.

The housing stock in the Downtown area is generally in good condition, though there are a number of properties, particularly in the northwest quadrant of the area that would benefit from improved building and/or site maintenance. As discussed in more detailed below, existing zoning allows for a broad mix of housing types.

Commercial land uses include a mix of retail and services. The Historic District Overlay (HDO), which is mapped in **Exhibit 2** encompasses the area between Bennett, Vermont, Ashe and Massachusetts Streets and includes the most active portion of the Broad Street corridor. This stretch is dominated by ground floor shops and restaurants, which creates an enviably vibrant and walkable shopping district. The side streets in the HDO, as well as the extensions of Broad Street and Pennsylvania Avenue include a mix of retail, restaurant and service uses that tend to generate less pedestrian traffic.

Institutional uses (churches, schools and public uses) occupy a significant percentage of the Downtown's land area. One public and three private schools are located within or at the edges of the neighborhood. The recent expansions of three churches in the Downtown area have raised concerns about the potential impacts of large scale religious institutions and their accessory uses on the character of the neighborhood, particularly the displacement of residences for buildings and parking and increased traffic.

Planning and Zoning

Comprehensive Plan Recommendations

The Comp Plan's future land use map, which is a generalized guide for future land uses in the City, recommends commercial land uses in the areas corresponding with existing commercial zoning, residential land uses in the areas zoned for residential use and facilities/resources/recreation in existing park facilities. The Plan's land use policies recommend the introduction of more residences into the Downtown area. Specifically, the plan calls for the Town to:

- (P-D.02) Coordinate land use objectives with County and neighboring municipalities to protect and enhance downtown vitality.*
- (P-D.03) Accommodate residential development on upper floors in existing downtown buildings.*
- (P-D.04) Accommodate compatible mixed-use residential development on vacant or under-utilized sites downtown.*

Downtown Neighborhood Development Plan

(P-D.05) Designate and support transition zone development between abutting neighborhoods and downtown.

While there is relatively little vacant land along Broad Street, there is significant potential to increase residential development through conversion or redevelopment of existing residences, development of mixed-use buildings and the use of upper floors of existing commercial buildings. This last option will be the most challenging in the HDO along Broad Street, where a premium is placed on parking spaces and historic structures complicate access and other fire code requirements.

Zoning

Zoning Districts. Downtown zoning accommodates much more development potential than currently exists despite the Town's lot consolidation requirements. **Exhibit 2** maps existing zoning district boundaries. **Table 1** summarizes the authorized uses and shows the relative area within each district. **Table 2** summarizes key bulk standards (height, setbacks and minimum lot size). These standards are consistent with standards for relatively suburban zoning districts.

Table 1: Existing Downtown Area Zoning

District	Name/Primary Land Uses	Area (acres)	Percent of Neighborhood
RS-1	Residential Single Family. Medium density single-family residential land uses	21.0	5.59%
RM-1	Residential Single and Multi-Family. Single-family and multi-family residences at a medium-density in areas served by adequate public water and sewer systems.	50.4	13.6%
RM-2	Residential Single and Multi-Family. Single-family and multi-family residences at a moderate-density in areas served by adequate public water and sewer systems.	149.9	13.36%
CB	Central Business. A wide variety of commercial activities (particularly those that are pedestrian-oriented) in an intensive development pattern in the town's central business district. Also allows mixed use with residences.	103.8	24.91%
OS	Office and Service. Office and service uses as well as medium-density residential uses. Also allows multi-family residences.	31.9	18.43%
FRR	Facilities, Recreation and Resources. Publicly owned open space and facilities and privately owned and man-made resource areas.	30.1	7.99%

Design Standards. Outside of the general guidance provided by existing HDO design standards, the UDO provides relatively little design guidance for structures other than parking, signage and the bulk standards listed in **Table 3**. Landscaping standards apply in the commercial districts.

Downtown Neighborhood Development Plan

Exhibit 2: Existing Zoning

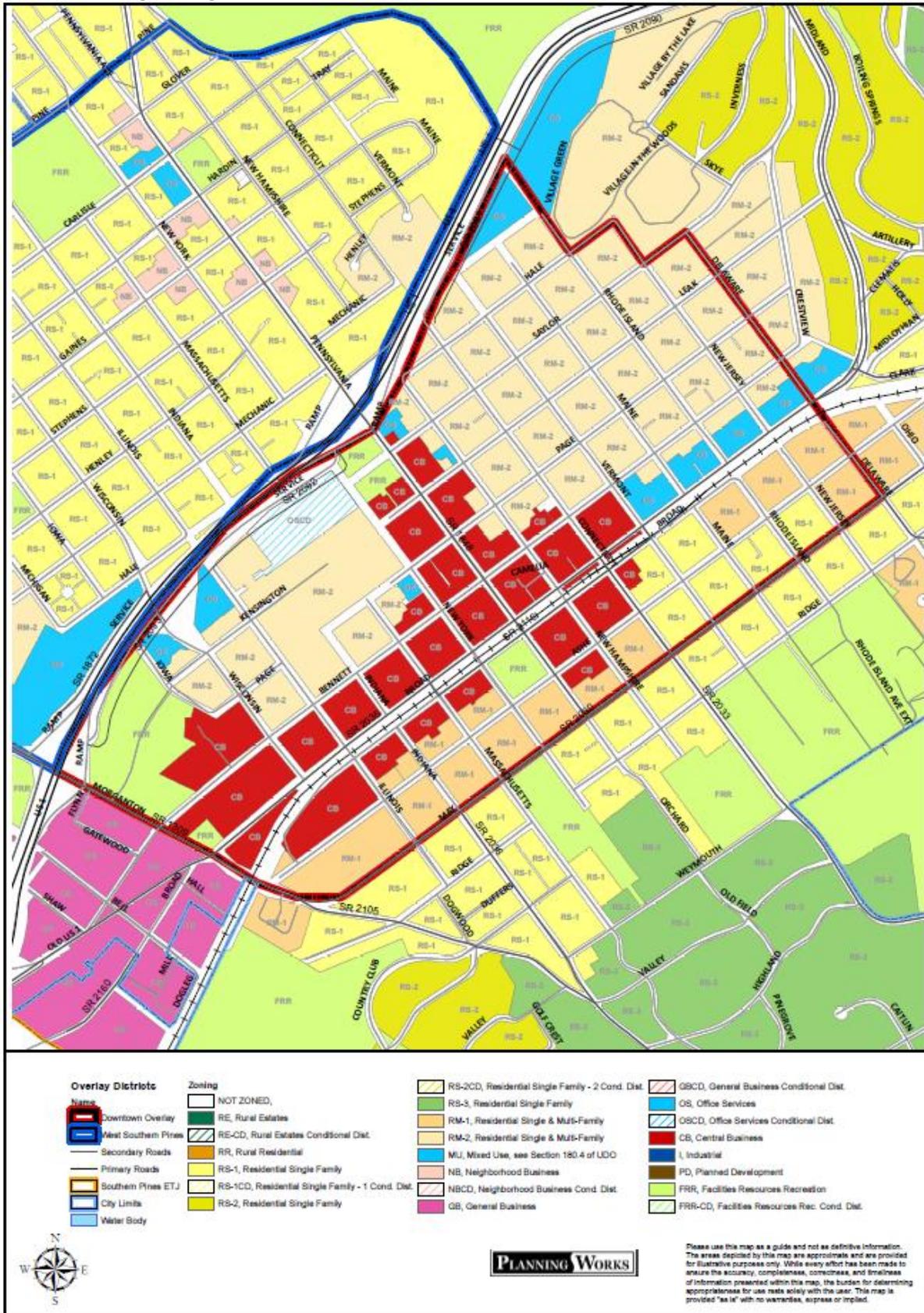


Table 2: Existing Downtown Area Land Use ⁽¹⁾

District	Min. Lot Area (sq. ft.)	Max. Density	Min. Street Setback ⁽²⁾ (from ROW)	Min. Side Setback	Min. Rear Setback	Min. Lot Width	Maximum Height ⁽³⁾
RS-1	10,000	4.3 dwellings per acre	30 ft.	10 ft.	30 ft.	45 ft.	35 ft.
RM-1	10,000 + 3,600 per dwelling	10-12 dwellings per acre	25 ft.	10 ft.	30 ft.	45 ft.	35 ft.
RM-2	10,000 + 6,000 per dwelling	5-7 dwellings per acre	25 ft.	10 ft.	30 ft.	45 ft.	35 ft.
CB	No minimum	10,000 sq.ft. per lot plus 3,600 sq.ft. per additional dwelling	0 ft.	0 ft.	0 ft.	--	45 ft.
OS	10,000 + 3,600 per dwelling	--	35 ft.	15 ft.	15 ft.	--	45 ft.
FRR	No minimum	--	0 ft.	0 ft.	0 ft.	--	--

Notes:

1. Standards in table are general; many are qualified by additional provisions for specific uses or situations.
2. Where the right-of-way lines are not identifiable, greater setbacks are established based on distance from the street centerline.
3. Institutional structures are allowed maximum heights of 55 feet if sprinkler systems are provided.

Lot Consolidation. The original plat for the Town created lots that do not meet the current minimum standards for lot width and area. Many of these lots were developed for small cottages that are a part of the Town’s historic character. Section 123(e) of the UDO requires the consolidation of non-conforming lots (lots that don’t meet the minimum size requirements) under common ownership, which eliminates the potential for infill cottages and other smaller homes on sites that are 10,000 square feet or smaller. This provision can make it more difficult to achieve the Comp Plan’s recommendations for increased dwellings in downtown neighborhoods.

Needs and Opportunities

This section summarizes comments about the downtown area provided during a series of six downtown area workshops, six community workshops, three Steering Committee meetings and numerous interviews. Six of the workshops were focused exclusively on downtown issues, the other workshops and discussions focused on the Town as a whole.

The Town’s Downtown neighborhood is a diverse area that encompasses the Town’s historic downtown and diverse surrounding neighborhoods. This area justifiably is a source of great pride for local residents, but presents many unresolved regulatory challenges. While historic design standards,

creative streetscape design and civic involvement have helped make the Broad Street historic district a model for vital main streets, workshop participants identified several opportunities for improvement. Beyond the boundaries of the HDO the regulatory challenges are as diverse as the mix of land uses.

The Downtown area is bounded by from May Street on the southeast, Delaware Street on the northeast, US 1 on the northwest and Morganton Road on the southwest (see Exhibit 1). The HDO is bounded by Vermont, Bennett, Massachusetts and Ashe Streets, with Broad Street serving as the primary focus.

Assets

- **Broad Street** – Overall comments on Broad Street were positive, lauding the character and function of the area, which are anchored by an active mix of uses in the HDO that is scaled and designed to create an active pedestrian corridor. Specific assets highlighted by the community include:
 - Landscaping improvements along the railroad;
 - Walkable block sizes that provided great access to surrounding areas;
 - Second floor opportunities for office or residential uses;
 - A mix of ground floor restaurant and retail uses that keeps the Broad Street corridor active throughout the day and evening (note: this was contrasted with a nearby downtown where too many office uses reduced pedestrian activity);
 - The location of less active professional office and service uses along side streets;
 - Good sign and building design management;
 - Good sidewalk maintenance with well defined furniture and pedestrian zones;
 - The Downtown Park that attracts families to the area and serves as an open area for frequent downtown events;
 - Adequate parking along the streets and in back lots;
 - Traffic pattern using one-way pairs on each side of the railroad right-of-way; and
 - Small scale of businesses that have resulted in local property and business ownership, which have contributed to the unique mix of local businesses.
- **Surrounding Neighborhoods** – The abutting neighborhoods got more mixed grades, but participants were generally positive about the abundance of residential opportunities in close proximity to the downtown core and the following assets:
 - The great access and mobility created by the gridded street pattern;
 - The proximity of professional offices and other low intensity service uses to the Broad Street corridor; and
 - Opportunities for residences in the CB and OS zoning districts to change uses in response to market fluctuations.

Problems/Opportunities/Challenges

- **Broad Street** – Despite its many strengths, participants in the code forums cited the following challenges that should be considered during the UDO update process:
 - **Use Mix.** The mix of uses is purely market based and vulnerable to economic peaks and valleys. There is an emerging consensus that the Town should limit the concentration of less

- active service and professional office uses in the HDO. Stores with limited hours already create dead zones along the sidewalk at certain times of the week.
- **Limited Right-of-Way.** The tight right-of-way has resulted in relatively narrow sidewalks in some areas that are too narrow to support extensive private uses in the furniture zone and the pedestrians. Wider sidewalks were suggested by several participants, but will be difficult to achieve within available right-of-way without reducing the on-street parking supply.
 - **Bicycle Safety.** Bicyclist safety concerns were cited, particularly for the blocks with head-in parking. The implementation of the Town's bike plan could address some of these concerns.
 - **Bicycle Parking.** Lack of bicycle parking facilities was cited as deficiency.
 - **Active Block Corners.** While most of the corners along Broad Street are currently active, the lack of limitations on their use for parking was a concern.
 - **Increasing Residents.** Additional residential development in close proximity to business corridor would help the vitality of Downtown businesses. However, parking for the additional residents should be configured so that it doesn't compete with existing demands for existing on-street parking spaces.
 - **Business Scale.** While building, block and business scale have generally been appropriate, to create active street fronts, the lack of limitations on the maximum frontage devoted to a single business is a concern. The goal to maintain a corridor dominated by local businesses rather than national chain stores would be reinforced by such a limitation.
 - **Taller Buildings.** The opportunity to increase building heights to three stories was cited by two participants as a possibility. While it's unlikely that the combination of limited parking supplies, existing lot patterns and market demand would justify such an investment along the north side of the Broad Street corridor, there is some potential for taller buildings on the south side of the road that could capitalize on the elevation changes between Broad and Bennett Streets to make such an investment viable.
 - **Deliveries.** As with most downtown areas that lack alleys, deliveries were cited as a challenge, particularly given the relatively narrow right-of-way. Current lane widths minimize the extent of the problem today, but better management of delivery times may become necessary.
 - **Parking Supply.** Parking was generally viewed as adequate, but several participants pointed out that better parking management could resolve most of the existing challenges. One element of parking management is a greater emphasis on having business owners and their employees parking in rear lots or other remote locations. A second suggestion was to improve wayfinding signs to direct visitors to available parking.
 - **On-Street Parking.** Despite the availability of adequate parking in the Downtown, the perception that patrons will not stop unless there is a space in front of the business generates significant resistance to any streetscape changes that significantly reduce on-street parking supplies. This suggests that any modifications to the streets and sidewalks should avoid parking space reductions.

- **Downtown Transition Zone.** Transitions between Downtown commercial businesses and residences raised several concerns.
 - **Historic District Guidelines.** The HDO currently ends at the edges of blocks, which means that lots on one side of Bennett and Ashe Streets meet HDO standards and the facing lots do not. While there were several suggestions that the HDO be expanded. Whether the Town expands the district or not, zoning should reduce the abrupt edges by applying the historic guidelines for buildings, signs and other site development criteria to the blocks facing the HDO along Ashe and Bennett Streets.
 - **Zoning Boundaries.** While it is common practice for zoning changes to occur along rear property lines, there are several locations (particularly along Bennett Street) where zoning changes occur along streets, so commercial and residential property are facing. This increases pressures for conversion of residences to business uses, as recently happened along Bennett Street.
 - **Flex Space in Residential Structures.** While there is support for allowing some residential structures to flex between residential and low-intensity non-residential uses, expanding the commercial area raised the concern that expanding the commercial area around Broad Street to allow offices could create a zone with no activity in the evenings that would make residents less secure when walking from residential areas to Broad Street.
- **Surrounding neighborhoods** – Forum participants expressed varied concerns about the neighborhoods surrounding the Broad Street Corridor, including:
 - **Scale of Institutional Uses.** The unlimited scale of institutional uses, such as churches and schools was a concern for several participants. Specific concerns included parking demands and traffic, particularly from primary or accessory uses conducted during business hours, loss of residential development potential that is encouraged by the plan and changes in neighborhood character resulting from large scale buildings.
 - **Off-Site Parking.** The potential for encroachment of overflow parking, particularly from large scale institutional uses is a concern because of its potential to destabilize and displace residences, which the Comprehensive Plan cites as essential to ongoing Downtown vitality.
 - **Off-site Parking.** Parking and stormwater management in fringe areas will become an increasing concern as the density and intensity of development increases.
 - **Sidewalks.** Better sidewalk maintenance outside the Broad Street corridor was a need cited by several forum participants.
- **Gateways to the Broad Street Corridor** – There was broad consensus that the area south of the HDO along Broad Street and Old U.S. 1 needed additional attention. Additional concerns were expressed regarding the entry corridors along West Pennsylvania Avenue and North Broad Street/Midland Road. Suggestions included:
 - **West Pennsylvania Avenue.** Streetscape and building design standards along Pennsylvania should result in a more attractive gateway to Downtown.
 - **HDO Expansion.** Expanding the area applicable to historic district design standards to Morganton Road was suggested by several participants. This plan presents an alternative or supplement to the extension of the HDO – administratively applying some of the HDO guidelines in a Downtown Transition overlay zone.

- **Old U.S. 1/South Broad Street.** Several participants suggested that zoning standards should be used in the Old U.S. 1 corridor to create a more attractive gateway into the HDO. A combination of streetscaping and sign standards would have the greatest impact over the short term.
- **Midland Road.** There is general agreement that the building materials, designs and signage in this northern gateway to the Broad Street corridor should be more consistent with the historic character of the HDO

Regulatory Strategies

Southern Pines' Downtown works very well and does not need many regulatory changes. The recommended regulatory changes listed in this section are intended to reinforce the Town's past successes. Generally, the recommended regulatory strategies adjust the CB district requirements so that it better achieves its intended purpose of creating a walkable "Main Street" environment, and create a new overlay district surrounding the Main Street areas along Pennsylvania Avenue and Broad Street to provide for compatible land use transitions. More specifically, the proposed changes address land uses, building scale, building location, various parking issues and building height. These regulatory strategies are described from the inside out, starting with the HDO before discussing changes to the CB district and the surrounding areas.

Broad Street Historic Overlay District

The Historic Overlay District is bounded by Ash, Massachusetts, Bennett and Vermont Streets. This area is subject to the CB zoning standards as well as review for compliance with the HDO Guidelines, which will soon be updated. Table 4 identifies the standards currently addressed by the Town's HDO Guidelines, as well as the standards that should be addressed in the UDO and the soon to be updated guidelines.

- The first column identifies assorted design factors.
- The second column identifies subject matter factors addressed in the existing HDO Guidelines (many of which should be updated in the new guidelines).
- The third column identifies additional guidelines that should be addressed in the HDO Guideline update. This is not intended to be an exclusive list; there likely will be additional factors that should be included.
- The fourth column identifies which of the 'existing' and 'additional' factors which should be addressed within the framework of the planned UDO as part of the revised design standards for the HDO. Many of the listed design factors also will have potential applicability in the Downtown Transition Zone, CB district standard and other districts where commercial and mixed use developments are allowed.
- The fifth column includes comments on how the provisions should be addressed in the UDO.

Downtown Neighborhood Development Plan

Table 4: Updates to Historic Design Guidelines

Design Factor	Addressed in Current HDO Guidelines	Additional Factors to be Addressed in HDO Guidelines Update	Should be Addressed in UDO	Recommended UDO Provisions
Mechanical systems	✓		✓	Require screening of roof-top and ground mounted systems
New construction	✓			
Off-street parking	✓		✓	Require parking for residential units. See additional parking provisions for CB district below.
Roofs, parapets	✓		✓	Parapets required for flat roofs changes in pitch required for larger buildings
Security systems	✓			
Siding	✓		✓	Standards should be compatible with the character of the Historic District
Signs	✓		✓	Standards should be compatible with the character of the Historic District
Awnings	✓			
Color	✓		✓	A palette should be established that is compatible with the character of the Historic District
Demolition	✓			
Doors, windows	✓		✓	Standards should be compatible with the character of the Historic District
Fences	✓		✓	Standards should be compatible with the character of the Historic District
Landscaping and screening	✓		✓	Screening required for mechanical equipment parking, loading and dumpsters
Lighting	✓		✓	Lighting standards to address minimum brightness, avoidance of spillover and dark skies
Sidewalls, corners		✓		
Storefronts		✓		
Stormwater		✓	✓	Urban level stormwater management systems required in the Historic District, CB and mixed use districts

Downtown Neighborhood Development Plan

Design Factor	Addressed in Current HDO Guidelines	Additional Factors to be Addressed in HDO Guidelines Update	Should be Addressed in UDO	Recommended UDO Provisions
Streets		✓	✓	Urban street standards including sidewalks, curbs and gutters required in historic, CB and mixed use districts
Types of buildings		✓		
Upper Floors		✓		
Uses		✓	✓	Exclude or limit percentage of block face that may be used for professional offices, banking, and other uses that are not pedestrian-oriented
Architectural details		✓		
Building Materials		✓	✓	Standards should be compatible with the character of the Historic District
Entries, porches		✓	✓	Standards should be compatible with the character of the Historic District
Facades, width		✓		
Height		✓	✓	Continue measuring height in the CB district based on the frontage along Broad Street and Pennsylvania Avenue. Evaluate allowing for greater heights on the backs of lots.
Lots, location of buildings		✓		

Central Business District

Section 136 (b) of the Town's UDO says that the CB district is:

"... designed to accommodate a wide variety of commercial activities (particularly those that are pedestrian oriented) in an intensive development pattern in the town's central business district. The regulations of this district are intended to (1) preserve the general character and integrity of the current development in the central business district; (2) encourage land uses which provide for a multi-purpose central business district including retail, offices, services, entertainment and living space; (3) encourage land uses which do not require large amounts of outdoor use areas; an (4) encourage common or shared off-street parking."

Much of the CB district is a very walkable "Main Street" character with a high degree of connectivity, easy access to parking and buildings abutting the sidewalks. This pattern could readily be extended to the southwest along Broad Street (to Illinois Street) and northwest along Pennsylvania Avenue to Page Street. In this central portion of the CB district, the Town should consider establishing the following requirements:

- **Maximum setbacks** or "build-to" lines for front and side yards, so that buildings will line the sidewalk. The default standard for this zone should be no setback on the front, and maximum of five feet on the sides. Additional building setbacks could be allowed for a dining space, courtyards and similar public spaces. These provide variety along the street, but need to be limited to maintain an active street wall.
- **Maximum lot widths** of fifty feet should be established to prevent larger footprint buildings from overwhelming the current scale. A special review process could be used to ensure that buildings constructed on multiple lots or exceed this width are designed to maintain an active street front that is in scale with current development patterns.
- **Use limitations** should be established to keep an active street front. Specifically, the CB district should limit the locations and spacing of professional offices, banks and similar passive or automobile-oriented uses that do not generate sufficient pedestrian traffic. Schools and religious uses should not be allowed in this district due to their limited hours of operation.
- **Minimum area standards for residential units** should be eliminated.
- **Parking requirements** should be modified to encourage shared parking, as well as parking for scooters and bicycles. Other than on-street parking, spaces should be required to be located in the center of blocks and prohibited between buildings and streets facing West Pennsylvania Avenue or Broad Street. Residential units should be required to provide at least one space per unit throughout the CB district.
- **HDO guidelines** for the following factors should be followed: signs, lighting, mechanical units, screening of parking, doors and windows, landscaping and fences and roofing.
- **Building height standards** should be clarified to address development that extends the full depth of lots. While the current standards are clear and function well on most sites, the difference in grade between Broad and Bennett Streets from Massachusetts to Indiana Streets is significant enough to

allow for significant building heights along Bennett if heights are based on the Broad Street frontage.

Downtown Transition Overlay Zone

Just as a significant portion of the CB district falls outside of the HDO, there are portions of the CB district that are not as well suited to the main street character discussed in the previous section. Similarly, there are areas in the RM-1 and RM-2 districts surrounding the CB district that face the commercial district and would benefit from modified standards to provide a more graceful transition between business and residential districts. For this reason, this plan recommends the creation of a Downtown Transition Overlay (DTO) district, which is mapped in **Exhibit 3**. This overlay district would modify the underlying zoning district standards to achieve the following objectives:

- Create a transition zone around the historic overlay district so that properties facing the HDO reinforce the HDO standards (see Exhibit 2).
- Create ensure compatibility between development in the CB zone and abutting or facing residentially zoned properties.
- Reinforce the pedestrian orientation of the Downtown by ensuring that parking, lighting, streetscape, loading and land uses are consistent with safe bicycling and walking.

The key features of this overlay district should include:

Development pattern: While the CB district is comprised primarily of buildings that are attached or located in close proximity to one another, buildings in the overlay zone should be detached

Land use flexibility: In portions of the overlay with residential base zoning, uses permitted within the OS district should be allowed by right subject to conditions of the OS district and the lighting and streetscape standards of the overlay. In the portions of the overlay with CB base zoning, the full range of uses currently allowed in the CB district should be allowed, without limitations on banks and professional offices.

Modified setbacks: Throughout the DTO, setbacks should be uniform, with minimums of 10 feet for the fronts, 5 feet for the sides and 10 feet for the rear of lots.

Lot dimensions: Properties in the overlay zone should not be subject to the maximum lot width provisions of the CB district. While some density limits are appropriate in this district, the minimum lot area should be reduced to 7,500 square feet and the minimum area per dwelling unit should be reduced from 3,600 to 1,800 square feet. This will allow the additional density in the downtown promoted by the comprehensive plan.

HDO guidelines: For portions of the DTO that face the HDO, the guidelines signs, lighting, mechanical units, screening of parking, doors and windows, landscaping and fences and roofing should be followed.

Lighting: Non-residential and multi-family uses in the DTO should be required to keep sites and sidewalks adequately lit during evening business hours to provide a greater sense of security for pedestrians.

Surrounding Neighborhoods

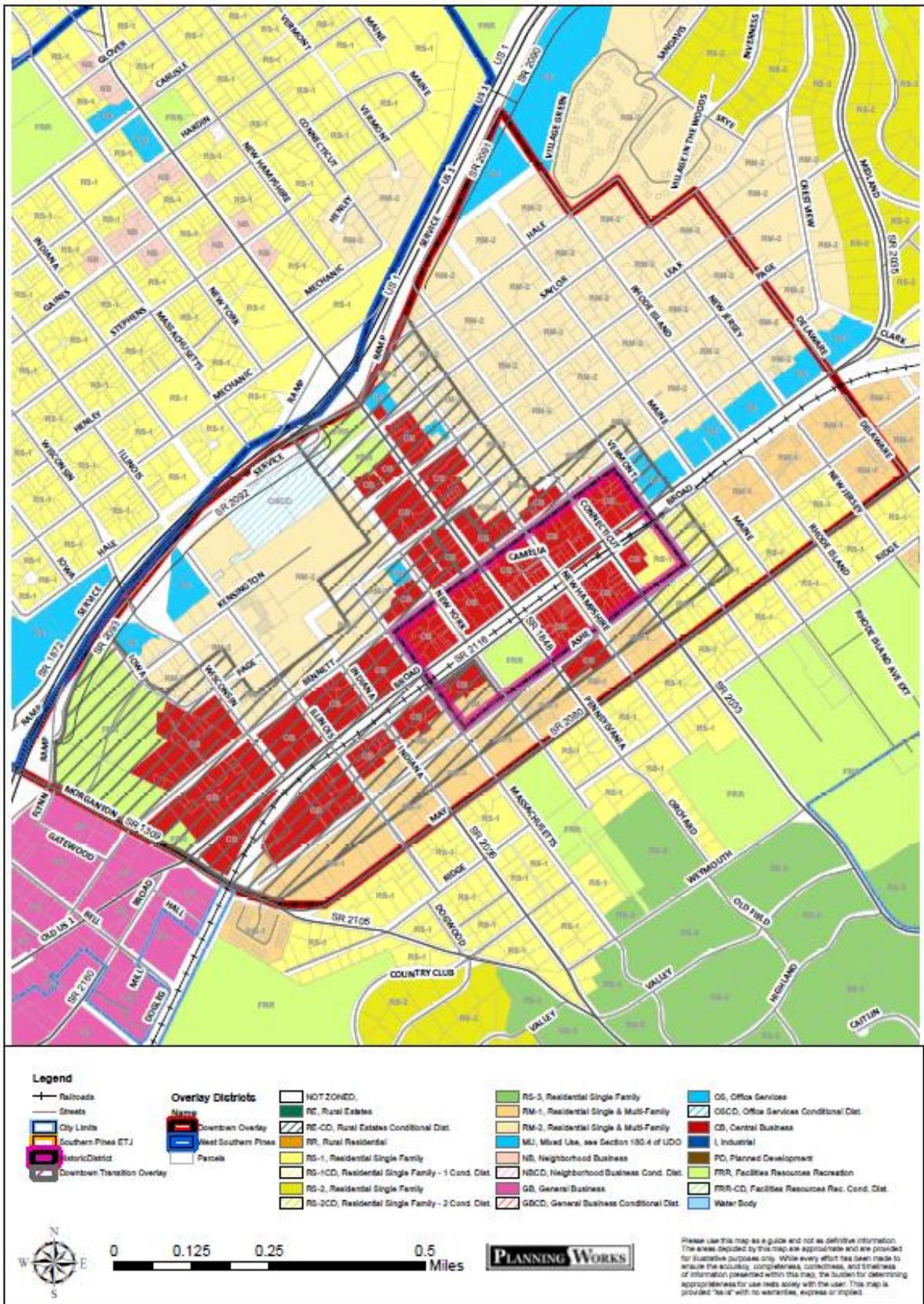
Streetscape and Stormwater. Most of this area currently does not have curbs and gutters. The UDO should include street cross-sections that include sidewalks on at least one side of streets, but should only require curb and gutter within the DTO.

Maximum Intensity of Religious Uses. Religious uses provide a variety of benefits to the community as a whole and the neighborhoods in which they are located. As with other uses, however, they do have the ability to outgrow the sites on which they are located. Within residential neighborhoods, religious uses can destabilize neighborhoods due to traffic generation, parking demands and ongoing activities associated with the religious use or accessory activities (schools, classes, social services, fellowship meetings, etc.). Near the downtown, religious uses can have the added negative impact of displacing existing potential residents on whom local businesses rely. This is in direct conflict with the comprehensive plan's directive to increase residential densities in the downtown neighborhoods. The UDO should be modified to address the scale of religious uses throughout the Town.

Compatibility depends on the neighborhood and access to the site. Small institutions (up to 250 seats) may be compatible in outlying areas of the Central Business and Neighborhood Business districts, but larger religious institutions and accessory uses, such as schools should be directed to General Business Districts or Rural Residential Districts where existing infrastructure and land use patterns are better suited to the intensity and range of accessory uses associated with large institutions. The range of allowable accessory uses should depend on the size and location of the site and its ability to accommodate traffic and needed parking.

Note that the issue of scale of religious institutions applies throughout the Town and the standards in the UDO should not be unique to Downtown area districts.

Exhibit 3: Recommended Downtown Overlay District



Non-Regulatory Strategies

Broad Street Streetscape Improvements

Broad Street currently functions very well as a Main Street, making remarkably efficient use of the limited right-of-way for the sidewalks, parking and through traffic. The parking layout varies, with blocks on the north side of the corridor having head in parking on storefront side and parallel parking abutting the landscaped railway as shown in the drawings below. This arrangement is reversed on the south side of Broad Street, which provides a safer environment for pedestrians and bicyclists. While the Town has discussed a variety of changes to the corridor to improve bicycle safety, the limited right-of-way, limited on-street parking supply and reservations about reverse-angle parking suggest that very little can be changed in the corridor other than mirroring the parking arrangement on the south side of the railway on the north side and establishing bike parking facilities. These could be located on pedestrian bulb-outs at street intersections or in mid-block locations (see drawings below).



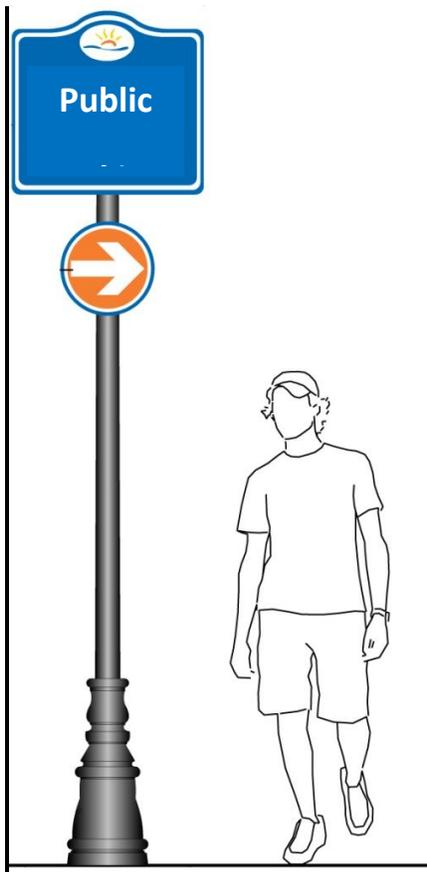
Bulb-outs at intersections improve pedestrian safety and provide opportunities for planters and other amenities such as street furniture and bicycle parking.



Mid-block bulb-outs provide good locations for amenities such as street furniture and bicycle parking.

Wayfinding Signage

Parking



There is a relatively abundant supply of public parking within the Downtown area. Much of it is on-street, but there are three public parking lots and several private lots for customer parking. While parking supplies appear to be adequate except during some special events, limited on-street parking in front of shops can create the perception that there is a parking shortage. While there are diverging opinions about the supplies and design of parking, there is general agreement that better parking management would address most of the problems. Currently, management efforts are limited to voluntary participation in a program to direct employees to use off-street parking. Those efforts should continue.

Improved wayfinding signage is a relatively inexpensive means to enable visitors to easily locate additional spaces.



Business Directories

Within the business core of the Downtown, business directory signs could provide a valuable reference for visitors seeking particular businesses or types of businesses.

Bike Routes and Parking

Broad Street is relatively hazardous for bicyclists, particularly in areas where cars back into the traffic lanes. To improve safety for bicyclists, the Town should focus on improving safe routes along Bennett, Ashe and the streets intersecting Broad Street. The establishment of bicycle parking on bulb-outs at the intersections of side streets and Broad Street would improve both the safety and convenience for neighborhood residents and others traveling to Downtown on bicycles. More convenient bike parking also has the potential to reduce demand for limited on-street parking spaces for cars.



Next Steps

UDO Text Amendments

1. Establish more stringent use limitations for banks, ground floor offices, and other passive uses that do not generate traffic for the specialty retail, restaurant and service industries in the CB district.
2. Apply more stringent building and site design standards in core areas that face the HDO. These standards should be administered through the normal site plan review process and not require additional hearings. In core areas of the CB district (including the HDO), the Town should establish maximum setbacks to keep uses close to the street.
3. Create a Downtown Transition Overlay (DTO) district outside the core area that will:
 - a. Reflect the HDO building and site design standards of the core and HDO;
 - b. Provide greater use flexibility than in core areas of the CB district;
 - c. Allow for office/service uses in residential districts facing the CB district subject to more stringent buffering standards;
 - d. Allow for limited drive-through uses, though not for food service;
 - e. Allow credit for on-street parking abutting uses in the district; and
 - f. Require greater setbacks than within the CB district.
4. Apply building and sign design standards in the OS district along that are more compatible with the suburban character of this area. Additionally, the district should allow for residential use of structures that are designed for residential purposes.

Zoning Map Amendments

1. Create the Downtown Transition Overlay zone as mapped in this Plan.

Capital Planning

The Town Council, Public Works, the business community and neighborhood residents should continue to coordinate on efforts to improve the safety of streets for motorists, pedestrians and bicyclists. Along Broad Street, these improvements should continue recent efforts to improve pedestrian and bicycle safety, while minimizing reductions in the number of on-street parking spaces. Along other streets, the Town should continue efforts to improve sidewalks, particularly along streets within the HDO, the DTO and leading to downtown business areas.