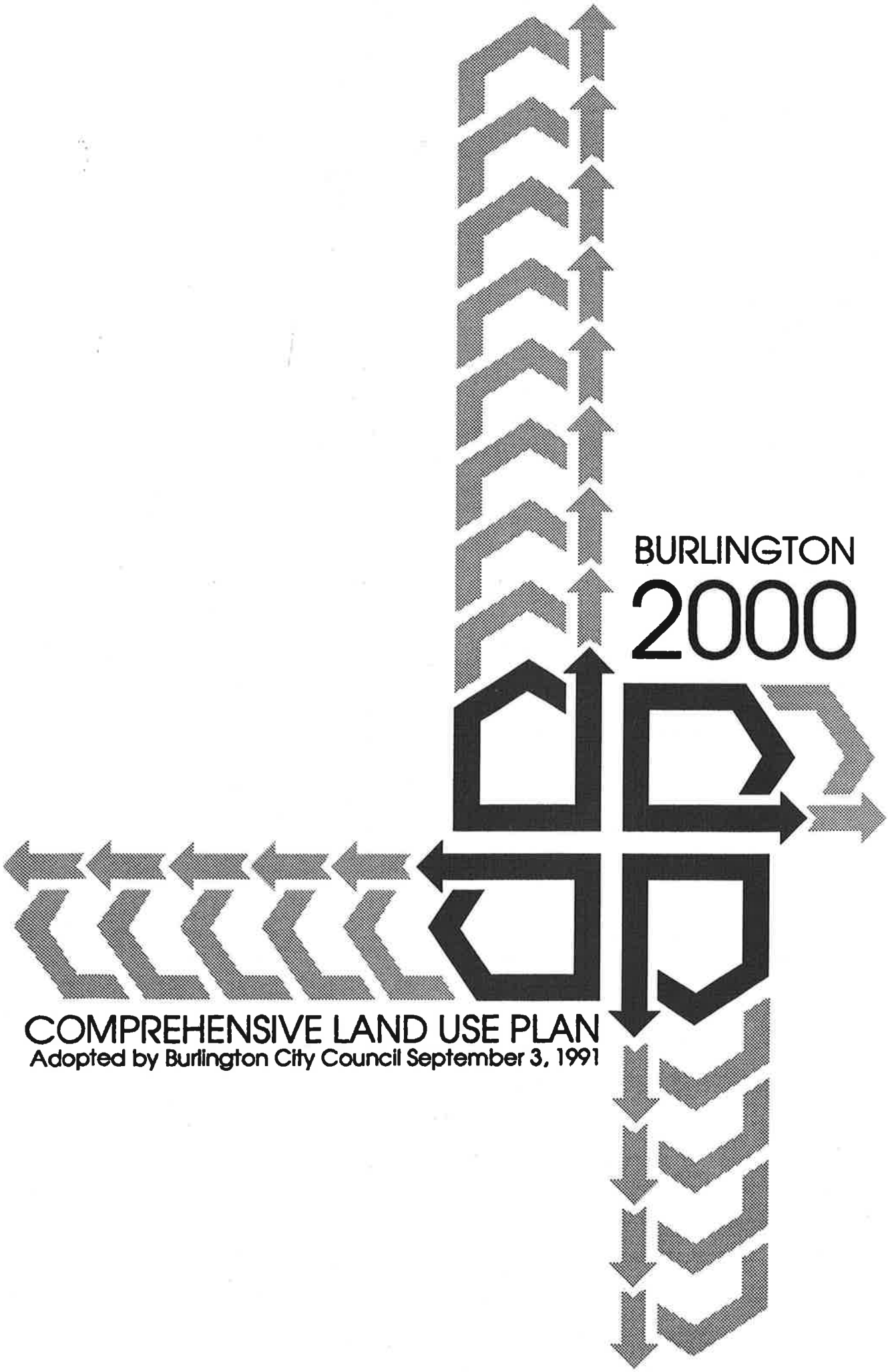

BURLINGTON 2000

COMPREHENSIVE LAND USE PLAN

Adopted by Burlington City Council September 3, 1991

Burlington 2000
Comprehensive Land Use Plan

City of Burlington
North Carolina

Prepared for the City by the
Burlington Comprehensive Plan Task Force
and the
Burlington Planning and Community Development
Department

Adopted September 3, 1991

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Burlington 2000 Comprehensive Land Use Plan

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INTRODUCTION AND SUMMARY

THE NEED FOR PLANNING

Burlington today stands at the threshold of a great opportunity to look ahead and to excel in many areas of social, economic, and community development. As Burlington continues to grow and change, it is important to establish new directions, set new goals, and formulate greater visions for the City's future.

Burlington has a unique history and personality characterized by a vibrant economy; strong schools; friendly people; and a healthy environment in which to live, work, and raise a family. The preservation and enhancement of these special qualities is paramount in any planning effort for the community. Growth cannot be allowed to destroy these basic amenities of life. A proper balance between greater economic advancement and quality of life must be reached, and planning is one way to achieve this balance.

The purpose of the *Burlington 2000 Comprehensive Land Use Plan* is to plan for the community's future growth and development in a manner which protects the quality of life for area residents and, at the same time, enhances the economic viability of the City. This Plan presents recommendations for a general land use policy to guide the City's future physical growth and development to the year 2000.

The Burlington City Council recognized the need for this Plan when it appointed the Burlington Comprehensive Plan Task Force in 1987. The Task Force was charged with the responsibility for guiding the preparation of a new comprehensive plan for the physical growth and development of the City and the surrounding urban area.

To help the Planning Department accomplish this task, the Task Force played an active leadership role during the initial preparation stages of this document. The Task Force's input was particularly critical in the formulation and adoption of the overall goals of the Plan. These goals are summarized both within this INTRODUCTION and SUMMARY as well as incorporated into the body of the Plan.

Additionally, the Task Force provided invaluable service to the City in shaping public policy in the areas of annexation, extraterritorial jurisdiction, and manufactured housing. No specific policies contained in this document were drafted by the Task Force. Rather, the recommendations and policy statements in the Plan were prepared by the Planning Department in response to the many public comments and suggestions received during the final stages of the planning process.

PAST PLANNING EFFORTS

The basic elements of land use planning have existed in Burlington for many years. In 1959, graduate students from the University of North Carolina at Chapel Hill prepared the City's first comprehensive planning study entitled *Prospect for Burlington.* In 1963, City Planning and Architectural Associates, a planning consulting firm from Chapel Hill, was retained to prepare the City's first complete set of functional plans. These documents included a neighborhood analysis, an existing and future land use plan, a capital improvements plan, and a capital facilities plan. Although never officially adopted by the City Council, these two initial planning efforts were useful in shaping the establishment and development of Burlington's current Zoning Ordinance and Zoning Map.

Burlington's first official plan, the *1974-1985 Land Use Plan* was adopted by the City on July 1, 1975. While that plan provided a good base line of information from which to measure change in the community, the plan is now considerably outdated. The 1974 plan also utilized a traditional master planning approach. The aim was to designate the optimum arrangement, location, and use of land based upon a master land development scheme which, in retrospect, has not always been valid. Consequently, the plan's future land use map element has not been effective in guiding the local land development review process.

City planning today is typically faced with the task of planning around what is already there, and often it is too difficult to change or rearrange what was previously designed and built in far simpler times. Today's planning process calls for a new perspective and a different focus.

The *Burlington 2000 Comprehensive Land Use Plan* establishes a new foundation for planning in the City. It sets forth broad, general goals and specific policies for guiding the City's future growth and development. This policy planning approach reflects the modern trend in comprehensive planning to place a greater emphasis on social and economic factors in the planning process. Comprehensive plans which emphasize only the physical land use elements of the City tend to be rigid documents which are not responsive to the local dynamics of growth and development. Policy planning is inherently more flexible and adaptable to the needs of a changing society and thus better suited for maintaining an ongoing balance between long range desirability and what can be realistically carried out within a specific time frame. To maintain this balance, it is recommended that this Plan be updated at least once before the year 2000.

FUNCTIONS OF THE PLAN

The *Burlington 2000 Comprehensive Land Use Plan* performs several important functions for local government, private development interests, and the general public. These functions are briefly described as follows:

- **Source of Information** — The Comprehensive Land Use Plan conveys useful information to interested citizens and organizations on a number of topics, including the local economy, population and housing projections, land suitability, land use trends, future urban growth plans, transportation plans, and water and sewer services. Much of the data contained in the Plan is based on building permit records, census information, and an existing land use survey prepared and computerized by the City in 1985.

- **Guidance for Government Decisions** — The Plan is designed to assist and give direction to government officials in making future decisions on budgets, ordinances, capital improvements, zoning and subdivision matters, and other growth related activities.

- **Preview of Government Actions** — The public, citizens, and developers alike will benefit by using the Plan to anticipate future governmental actions. Private land development decisions are easier to make when the probable outcome of local government decisions are understood.

- **Forum for Public Participation and Support** — The public meetings and hearings conducted during the Plan's preparation help to ensure not only that the Plan expresses the wishes of the citizens of the community but also that the Plan will have the community's support in its implementation. The addition of small area plans ensures that citizen participation is incorporated as an integral and continuous part of the planning process.

LEGAL FRAMEWORK

The authority for preparing a comprehensive land use plan to guide the physical growth and development of a city and its extraterritorial jurisdiction is provided by Article 19, Chapter 160A of the North Carolina General Statutes (NCGS).

While this Plan is not law in the sense of an ordinance, the Plan serves as an official public policy guide of the City of Burlington. As such any ordinance pertaining to the use of land or the growth and development of the City should conform to the goals and policies of the Plan.

The contents of the Plan therefore shall serve primarily as a guide in the public and private development of land. As a result, the Plan is not binding upon City officials when making specific land use decisions. However, nothing in the Plan is intended to prohibit a court of law, in its consideration of governmental action, from considering the reasonableness of the Plan or its appropriateness in relation to the governmental action under review.

ORGANIZATION OF THE PLAN

The *Burlington 2000 Comprehensive Land Use Plan* consists of three major parts. In Part I, the major GROWTH FACTORS and TRENDS of the community are identified and discussed. These factors and trends are important because they provide a better understanding of the City's existing patterns of growth and how these patterns will shape the City's future development. In Part II, the GOALS and POLICIES of the Plan are set forth. The goals and policies provide the City with the guidelines and principles by which existing and future growth decisions can be made. In Part III, the STRATEGIES and RECOMMENDATIONS of the Plan are presented. Here, six (6) Small Area Plans are developed. These plans identify the specific recommendations and future public actions, projects, and improvements to be implemented within each planning area and the study area as a whole. All the proposed strategies and recommendations are designed to carry out the goals and policies of the Plan as well as the desires of the citizens expressed during the development of each small area plan.

THE STUDY AREA

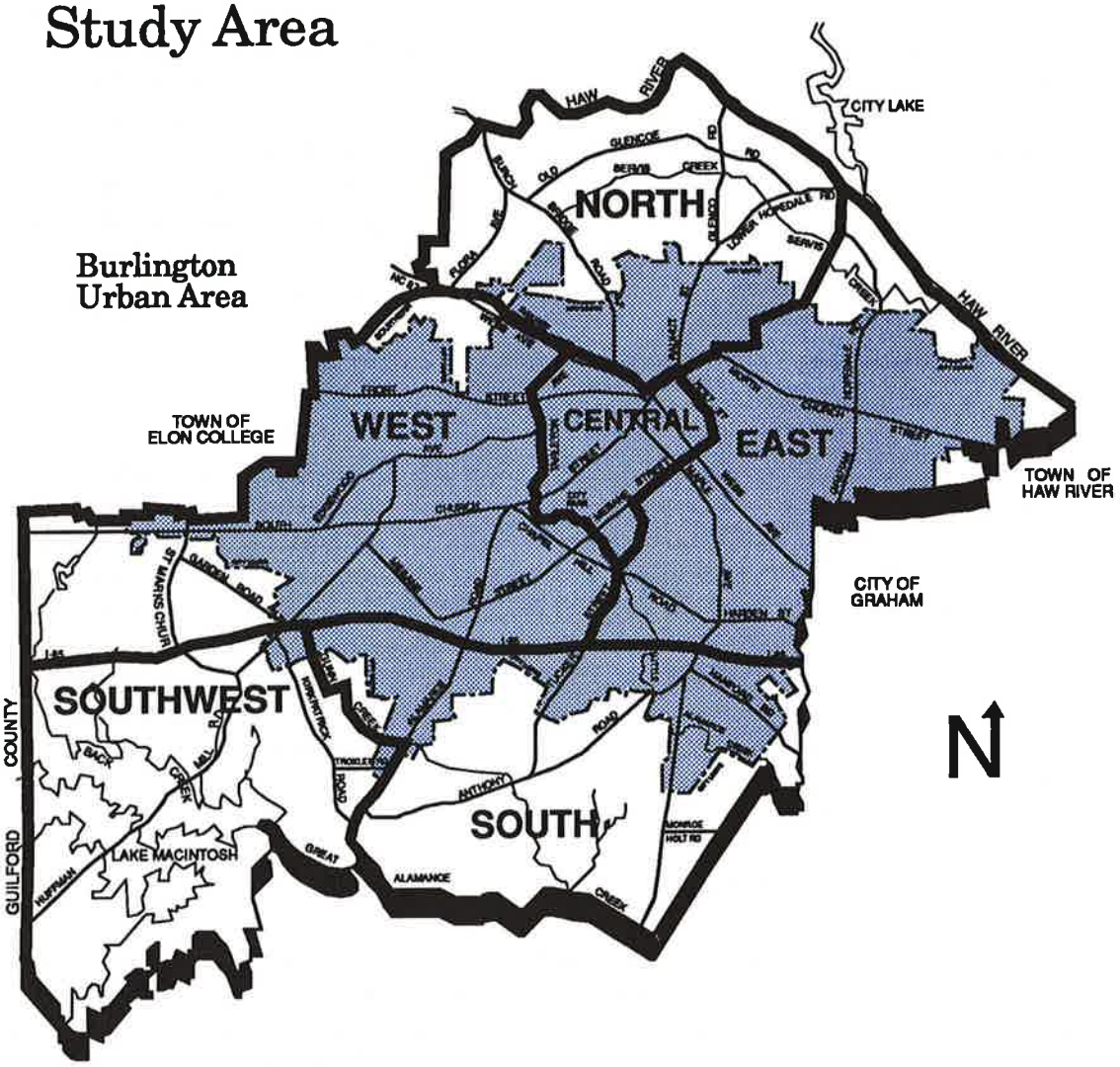
The study area encompasses an urban area of approximately 42.9 square miles. This urban area includes 20.6 square miles of land area currently located within the City of Burlington, approximately 13.3 square miles of land area located within Burlington's extraterritorial jurisdiction, and approximately 9.0 square miles of land area located in unincorporated Alamance County. The study area is divided into six (6) geographical regions or planning areas. These areas are referred to as NORTH, EAST, SOUTH, SOUTHWEST, WEST, and CENTRAL BURLINGTON (Refer to the map on page 5 which shows the study area and the location of each planning area). The development of small area plans for each planning area permits a more detailed analysis of the entire study area including its individual parts.

PUBLIC PARTICIPATION EFFORTS

Meaningful public involvement is a critical element in planning for the future. For public participation to be effective, public education and public input must be included. The most meaningful format for public involvement includes two-way communication between citizens and local planning officials.

The public participation process used in the development of the *Burlington 2000 Comprehensive Land Use Plan* provided several opportunities for effective two-way communication including the appointment of the Burlington Comprehensive Plan Task Force and the sponsorship of six citizen input forums held throughout the community. A summary of the citizen participation effort and the key public meetings held in the development of this Plan is described on page 6.

Study Area



BURLINGTON 2000
COMPREHENSIVE LAND USE PLAN

This map is for planning purposes only and is not to scale

—·- CITY LIMITS

▬ PLANNING AREA BOUNDARIES

•Appointment of Comprehensive Plan Task Force

In 1987, the City Council appointed a Comprehensive Plan Task Force composed of 22 citizens from various diversified backgrounds and locations throughout the City and the City's extraterritorial jurisdiction. Their goal was the examination of long-range planning issues within the Burlington urban area. From 1987 to 1989, the Task Force held many meetings in which a variety of critical issues were discussed such as zoning, annexation, water and sewer services, and land use. Primarily as a result of these initial meetings and outside assistance provided by the Institute of Government at the University of North Carolina in Chapel Hill, the Task Force prepared and adopted an important set of planning goals for the community. These goals listed on page 7 were subsequently publicized in the local newspaper and distributed to City officials for use in this Plan.

•Citizen Input Forums

After the planning goals were developed by the Task Force, the City Planning Department sponsored six separate citizen input forums held at various geographic locations throughout the study area. The planning goals of the Task Force, a summary strategy sheet, and a series of detailed land use and physical condition maps were presented at each meeting. The strategy sheet summarized the major growth trends and statistical facts of each planning area. It also highlighted the recommendations for guiding each area's growth and development. Citizen comments were obtained in direct response to this information as well to other identified problems and issues particular to each planning area. Positive feedback was received in support of both the Comprehensive Plan Task Force Goals and the small area plans in general.

•Public Review and Critique

Following the completion of the initial public participation effort in 1990, considerable effort was made to distribute and publicize the results of each citizen input forum. Copies of the results of each meeting as well as the strategy sheets for each planning area were mailed to the meeting participants as well as to City Council, the Planning and Zoning Commission, and the City Manager. After several meetings with the Planning and Zoning Commission and City Council, the Plan was officially adopted on September 3, 1991.

COMPREHENSIVE PLAN TASK FORCE GOALS

Summarized on the following pages is an abstract of the Task Force Goals which were published in the Burlington Times News on August 3, 1987. All of these statements are incorporated by word or intent into the goals and policies of the Plan.

The Goals of the Burlington Comprehensive Plan Task Force:

Land Use, Form of Growth and Development

- Preserve the integrity of established residential neighborhoods by defining their boundaries and not allowing encroachment by inappropriate uses. Zoning patterns should establish a transition from higher to lower intensity land uses where appropriate.
- Encourage controlled, quality growth. Additional growth is desirable, as long as it is controlled and attention is given to preserving quality of life.
- Where fiscally responsible, the City should be more aggressive with involuntary annexation. These annexations should be done in accordance with an annexation plan. All voluntary annexations should be in harmony with the land use plan.
- Encourage infill development in areas already served by municipal services. In particular, encourage office, retail, institutional, and commercial services, such as restaurants, to locate in downtown areas. Also, encourage industries to locate in older inner city locations.
- Promote strict adherence to the land use plan by the Planning and Zoning Commission and the City Council. Variations from the plan should not be allowed without reevaluation of effects on the plan.
- Avoid strip commercial development in favor of clustered commercial areas.

Environment

- Future development should give full consideration to protection of the environment. Environmentally sensitive areas such as watersheds must be protected. The City should provide for orderly development which protects the natural environment and provides for attractive, appropriate locations and integration of land uses with respect to each other.

Community Facilities and Services

- Establish a consistent water and sewer extension policy which allows new development to readily determine the cost of locating at a particular site where water and sewer are not available.
- Promote water and sewer availability as an incentive for economic development. The City should facilitate growth in appropriate areas by making water and sewer available in advance of development.
- Do not extend sewer or water lines into areas where appropriate land use regulations are not in place.
- Provide and maintain recreation facilities throughout the city.
- Develop a water-related recreation area/facility at Lake Mackintosh.

Transportation

- The Alamance County Urban Thoroughfare Plan dated July 6, 1990, as developed by the North Carolina Department of Transportation, Alamance County, and the cities in the area, provides an appropriate plan for improvement of existing roads and the construction of new roads to satisfy the needs for thoroughfares in the area for many years to come. Therefore, every effort should be made to implement the thoroughfare plan. In order to improve the chance for state funding, the plan should also have the full support of county leaders.
- Developers should be required to dedicate needed right-of-way and make actual road improvements when impacts from their project warrant such improvements or when their project abuts a road that will be improved according to the Thoroughfare Plan.

- Provide for the needs of pedestrians by building sidewalks where needed.
- Establish a funding mechanism (such as a sinking fund) for right-of-way acquisition.

Housing

- Provide for the availability of safe, sanitary, decent, well-designed, and affordable housing for all deserving citizens.
- Preserve our current housing stock by protecting existing neighborhoods from encroachment by undesirable land uses.
- Encourage a variety of housing types within our urban area. Assess the need, desirability, and location of manufactured homes (mobile and modular) within the City's jurisdiction.

Employment, Economics

- Facilitate and encourage the development of a strong local economy so as to provide greater diversity of industries and high quality, stable employment opportunities.
- Encourage and assist the expansion of existing businesses which are good corporate citizens.
- Facilitate growth in desirable areas by making water and sewer services available in areas not currently served.
- Aggressively market industrial and commercial sites to businesses and industries that would be good corporate citizens.
- Consider a full range of incentives to attract new commercial and industrial development.

Intergovernmental Coordination

- The City should continue working to improve intergovernmental relations with the county and neighboring cities.
- Encourage intergovernmental cooperation between municipalities in the provision of services.
- Support the formation of a county-wide task force to promote the cause of zoning and coordination of service delivery.
- Maintain or extend existing extraterritorial jurisdictions based on a mutually agreed upon plan established by all neighboring municipalities and the county.

Appearance and Character

- Where appropriate, preserve and restore existing commercial buildings so as to maintain the character of older commercial areas.
- Encourage more trees to be planted in appropriate locations. Examine more extensive landscaping requirements for site plans.
- Reevaluate subdivision and zoning ordinances so as to support the goals of the land use plan. Design standards should be incorporated in these ordinances which encourage architectural themes and include requirements for landscaping and screening with buffers between incompatible land uses.
- Ordinances should include reasonable regulations of the design, size, and location of signs and billboards.

Government Policy and Services

- Establish a service area for the provision of water and sewer services.
- Develop a comprehensive data base and clearing house for land use and census information.
- Develop an annexation plan.
- Develop a capital improvements program.

MAJOR THEMES OF THE PLAN

There are many important interrelated themes and planning principles expressed throughout the Plan. These themes as summarized below serve to articulate the overall purpose, direction, and thrust of the Plan.

•Predictability

One of the central themes of the *Burlington 2000 Comprehensive Land Use Plan* is to make the land development review process more predictable so that the parties involved - property owners, neighborhoods, and developers - have a better awareness and sense of certainty regarding the probable outcome of local land use decisions. The Comprehensive Land Use Plan addresses this need through the establishment, design, and intended use of its goals and policies. The City Council, Boards, Commissions, Department Heads, Division Managers, and other officials will be responsible for knowing the contents of this Plan and shall consider the relevant goals, policies, and recommendations set forth in the Plan prior to making growth and development decisions in the community (Refer to Policies 1.B & 1.C on page 49).

•Overall Community Benefit

The principle of overall community benefit is an especially important theme of the *Burlington 2000 Comprehensive Land Use Plan.* While the Plan is intended to benefit the entire community, there are a number of situations where the collective public interest of the community should take precedence over the individual or narrower interests of a few. For example, the policy on zoning (Policy 3.A on page 54) is a direct application of the overall community benefit principle because it places the burden of proof or basis for rezoning on a determination that a zoning change will benefit the community first as opposed to the owner or potential developer of the property. Application of the principle of overall community benefit does not, however, infringe upon an individual's rights under law.

•Compatibility

Another major theme of the Comprehensive Land Use Plan is the need for compatibility among the uses of land. Land use compatibility represents a concern for the collective interests and rights of individuals to live, work, and play in an urban environment where the physical components are in harmony with each other. One of the basic aims of this Plan is to promote compatibility between differing and often competing land uses. The Plan's policies on zoning (Policy 3.A on page 54), commercial development (Policies 9.A to 9.I on pages 70 and 71), and industrial land use (Policies 8.A to 8.E on page 68) provide examples of the need for compatibility in land development, planning, and design.

•Safety

The protection of the public's health, safety, and general welfare is a necesary requirement in the development and enforcement of most municipal codes and ordinances. The theme of public safety is therefore included as a basic tenet in the Comprehensive Land Use Plan. The Plan's policies on housing code regulations (Policy 11.I on page 78) and the provision of government services (Policy 12.A on page 81) are only a few examples of the importance of public safety in municipal planning activities.

•Efficiency

Efficiency in various forms and applications is another reoccurring theme in the Plan. The City's goals and policies on urban development and annexation, for example, highlight the need for efficient and compact urban growth. Similarly, the goal for infill development (Goal 2.2 on page 51) identifies the importance of efficiency in utilizing and expanding the City's existing infrastructure system. Land use efficiencies are also reflected in the Plan's policies for the location of commercial and industrial development. Other policies and recommendations in the Plan emphasize improving government efficiency and maintaining cost-effective public services.

•Neighborhood Protection

Neighborhood protection and revitalization is an especially important component of the Comprehensive Land Use Plan. The importance of maintaining neighborhoods with a sense of place and protecting the residential character and integrity of established neighborhoods is stressed in policies 11.M through 11.R on page 79. Also addressed is the need to revitalize declining neighborhoods and improve other existing residential areas.

•Utilization, Preservation and Maintenance

The broad themes of utilization, preservation, and maintenance are closely related to the themes of efficiency and neighborhood protection. A number of goals and policies in the Plan emphasize the importance of cost effective utilization and maintenance of local government services (Goals 12.1 and 12.2 on page 80), housing (Policy 11.F on page 78), parks (Policy 13.B on page 83) and capital improvements (Policy 16.A on page 91). The preservation of the City's significant historic and architectural resources (Policy 14.A on page 86) is also a major element of the Plan.

•User Fees

The concept of user fees is raised throughout the Comprehensive Land Use Plan in various applications. First, user fees in principle are a means of reducing local government costs by passing the costs onto the actual user of City services. The development of user fees to fund needed public improvements and services is becoming a necessity with continu-

ing reductions in local, State, and Federal revenues. A related rationale for imposing user fees is based upon equity; that is, only the real users of municipal services should bear the responsibility and burden to pay for the services actually used (Policy 12.B on page 81). This equity principle is currently emphasized in City policies for water and sewer utility extensions and park and recreational programs (Policy 7.E on page 66 and Policy 13.F on page 84). User fees can also be used to achieve planning objectives by establishing incentives or disincentives. The City's policy of sharing in the cost of drainage facilities with those who create the need for such facilities (Policy 4.Q on page 59) is partially intended as an incentive to promote sound stormwater management practices within the community. Finally, user fees may also be construed as a trend toward greater reliance on the private sector to fund certain government services as an alternative to general tax increases (Policy 12.C on page 81).

An exception to the user fee principle is provided in the Comprehensive Land Use Plan for lower income families and individuals in need of housing rehabilitation and housing assistance (Policy 12.E on page 81) .

•Planning

The theme of planning is naturally predominant in the Plan. Annexation planning is emphasized as a preferred alternative to merely reacting to sporadic annexations. This planning concept is the basis for Goal 19.1 on page 97 which promotes the identification of probable annexation areas in advance. Similarly, infill areas should be identified as stated by Goal 2.2 on page 51. The *Burlington 2000 Comprehensive Land Use Plan* also recommends that special functional plans be prepared such as a new **Master Parks and Recreation Plan,** a city-wide **Master Landscape Plan,** a city-wide **Historic Preservation Plan,** a **Bicycle Plan,** and a **Land Use and Beautification Plan** for the I-85/40 corridor. Finally, capital improvement planning should be strongly related to the goals and policies of the Comprehensive Land Use Plan as recommended by Policy 16.B on page 91 of this document.

HIGHLIGHTS OF THE PLAN

Growth Factors and Trends

The following section summarizes the major facts, highlights, trends, and growth issues that were examined within the study area. The complete results of this examination are contained in full in Part I of the Plan.

•Growth Prospects

Burlington's prospects for continued steady growth into the 21st century appear to be strong. The significant factors which contribute greatly to the City's overall growth potential include a plentiful supply of water for future industrial development, the widening of Interstate 85/40 from four lanes to eight lanes through Alamance County, and the City's strategic geographic location between the Raleigh/Durham Triangle to the east and the Piedmont Triad made up of Greensboro, High Point, and Winston-Salem to the west.

•Population

As of April 1, 1990, there were an estimated 39,498 residents in the City of Burlington, up from 37,266 in 1980. At the same time, Alamance County grew from 99,319 residents in 1980 to an estimated 108,213 residents in 1990. The projected population for the City of Burlington in the year 2000 is 46,000 compared to 112,000 for Alamance County. A significant component of the City's past and present population increases as well as expected future increases is largely due to the annexation of surrounding urbanizing areas. The resident population in both the City and County will continue to age. Population growth will be greatest in West and Southwest Burlington.

•Economy

Alamance County, the smallest geographic area for which up-to-date economic information is available, continues to exhibit heavy reliance on manufacturing employment relative to other employment categories. In recent years, however, labor force statistics indicate that nonmanufacturing employment, trade, and service-producing industries are growing at a faster rate than manufacturing employment overall within the county. Additionally, Burlington's median family income and per capita income continues to exceed statewide averages. To date, Burlington has the third highest median family income among the nine current major metropolitan statistical areas in North Carolina.

•Housing

Between 1990 and the year 2000, it is projected that the total number of housing units in the study area will increase by 11.1% from 20,591 to 22,875. Most ot this new housing growth will occur in West Burlington. Single-family housing will continue to be the predominant housing type; however, continued growth in multifamily and manufactured housing is expected as the demand increases for affordable housing and smaller units for older home buyers.

•Land Suitability/Constraints

The study area contains gently sloping topography and soils that are generally suited for development, particularly in the north, south, and east sides of the City. The provision of water and sewer facilities and the susceptibility of areas to flooding are the most important land suitability factors in determining future development sites. The floodplains of the Haw River, Little Alamance Creek, and Great Alamance Creek, while generally unsuitable for urban development, provide significant natural areas for wildlife habitats and greenways. The only major constraints to the City's future growth are jurisdictional in character. For example, Burlington's growth is contained by the communities of Graham and Haw River to the east and the Town of Elon College to the west.

•Land Use Trends

The results of the Land Use Survey prepared by the City in 1985 confirm the continuation of existing development trends. This survey showed that residential development is the largest land use representing almost 50% of study area, followed by vacant land at 25% and commercial, office and industrial development at 11%. The majority of new building permits continue to be issued in areas west, south, and southwest of the urban core. At the same time, commercial development is following this pattern of growth to the west side of the City and within the I-85/40 corridor. Also strip commercial development is continuing to spread along the major arterial roadways in the study area.

•Water and Sewer Service

The City's water supply system has ample volume and capacity to accommodate the future growth of the urban area well into the 21st century. The new Lake Mackintosh reservoir when completed will add an additional 7.5 billion gallons of water to the City's water supply system. The City's existing sewage collection system, although adequate, is presently designed so that it can only accommodate minor future sewer line extensions within the immediate drainage basins surrounding the City. Future expansion beyond these areas into adjoining draining basins, especially to the south, north, and southwest, will require major lift station system improvements and/or the construction of new sewer outfall lines. City and County residents may likely be faced with the need to finance sewer system improvements before the year 2000 as development pressures continue.

•Thoroughfare System

Like most other cities of comparable size, Burlington's thoroughfare system is becoming increasingly overburdened as the area grows and develops. Three major deficiencies in the City's street system can be identified. First is the need for additional north-south travel corridors in West and East Burlington. Second is the lack of a completed inner and outer loop system within and around the City. Third is the lack of pedestrian improvements and bicycle paths along the area's thoroughfares and within the City's residential neighborhoods.

Planning Tools

There are three principle planning tools included within Part II of the Plan. These tools - the **Future Urban Growth Map** on page 53, the **Annexation Guide** on page 99, and the **ETJ Expansion Guide** on page 102 - are special maps which have been designed to be used in conjunction with the goals and policies of the Plan. Each planning tool or map has distinctive characteristics and policy implications for guiding the City's future growth and development. The following summaries briefly highlight the policy guidelines and practical purposes of each map:

•Future Urban Growth Map

The **Future Urban Growth Map** on page 53 is designed to guide the overall direction of the City's growth and the placement of City water and sewer facilities in the study area through the year 2000. The map basically defines the City's Urban Growth Area (Primary and Secondary Growth Areas) where urban level development and the placement of urban services - water and sewer facilities - should be especially promoted or encouraged due to varying cost impacts to the public. The map also defines a Rural and Rural/Conservation Area where urban development should be especially discouraged due to the lack of existing infrastructure or due to the environmental sensitivity of the area.

•Annexation Guide

The **Annexation Guide** on page 99 is designed to guide both involuntary and voluntary annexations to the City. Existing urban areas and developing areas surrounding the City are identified and prioritized - low to high - in accordance to each area's qualification, fiscal impact, and benefit for future annexation to the City. Specific recommendations for annexing these areas to the City are outlined in each Small Area Plan. The **Annexation Guide** is a direct by-product of the goals and polices of the Plan, and, as such, it is an especially important tool in shaping the overall growth and development of the City.

•ETJ Expansion Guide

The **ETJ Expansion Guide** on page 102 is designed to guide the future enlargement of the City's current one-mile extraterritorial jurisdiction (ETJ). Basically, if the recommendations of the Plan are implemented, the City by the year 2000 will have extraterritorial jurisdiction north to the Haw River; west to the Guilford County Line; and south to Beaver Creek, Lake Mackintosh, and Great Alamance Creek. This Guide will be coordinated with Alamance County officials and all neighboring municipalities prior to taking any action to enlarge the City's ETJ area.

Small Area Plans

The following summary highlights the key findings, strategies and recommendations proposed for each planning area. The reader is encouraged to consult the full text of each small area plan to determine the specific recommendations and planning initiatives proposed for each area.

•North Burlington

The North Burlington planning area is mostly rural/residential in character with large vacant acreages and farmland. Only 4% of the area is used for commercial and industrial development. Population and housing growth in the past has been limited, but moderate growth increases in the area are anticipated. Poor transportation access and the lack of public water and sewer services in areas outside the City greatly affect the area's future growth potential. The Plan for North Burlington seeks a broader base of planning strategies to improve the area. These strategies include infrastructure expansion and financing, community development and housing assistance, economic development, municipal annexation, and farmland preservation.

•East Burlington

East Burlington is an area containing older developed areas of both residential and commercial development. In between these developed areas is a high percentage of vacant developable land. In recent years, the area has experienced a declining population and a low production of new housing. While commercial activity has expanded along the area's major thoroughfares, the largest employers and industries in the area now plan to move or relocate elsewhere within or outside the City. The Small Area Plan calls for a variety of planning strategies to prepare for these changes and to improve the area. These strategies include economic development, redevelopment and adaptive reuse of existing facilities, community development and housing assistance, historic preservation, transportation improvements, annexations, and community appearance enhancements.

•South Burlington

South Burlington currently is mostly residential in character, but commercial and industrial development continues to expand in the area. Over 50% of South Burlington is zoned for future industrial growth. Moderate increases in population and housing is expected, but continued industrial growth within the I-85/40 corridor and near the airport will substantially change the land development patterns of the area. The Plan for South Burlington seeks to balance this anticipated industrial growth by protecting existing residential areas, improving the area's transportation facilities, upgrading and constructing water and sewer lines, and enhancing the major entranceways into the City.

•Southwest Burlington

Southwest Burlington contains large acreages of public land, farmland, and scattered residential dwellings. This rural landscape, however, is slowly changing as development pressures intensify. The focal points for this new growth are the construction of Lake Mackintosh and the new hospital. Improvements at the Huffman Mill Road/I-85/40 interchange and the possible construction of a new interchange at St. Mark's Church Road will help to improve traffic access and further stimulate new office and commercial development in the area. The Plan for Southwest Burlington seeks to accommodate this new growth by protecting the area's prevailing rural/low density character through zoning changes, land use buffers, parks and recreational improvements, community appearance enhancements, and the implementation of new watershed regulations as mandated by the State.

•West Burlington

West Burlington is the fastest growing area within the City. Population and housing growth has been strong, and there is currently a good balance in both residential and non-residential development. The most prevailing problem in the area is traffic congestion, which is common in most typical suburban/residential areas. Continued residential and expanded commercial shopping center related development is expected to occur as 22% of the area is still vacant and not yet fully developed. The Plan for West Burlington emphasizes the need to maintain strong planning and zoning controls in the area, to carefully plan new infill development in a sensitive manner that protects existing residential neighborhoods, to upgrade the area's thoroughfares and transportation facilities, and to enhance the area's cultural and recreational needs.

•Central Burlington

Central Burlington contains the City's central business district and a diversity of older surrounding residential neighborhoods. The area has experienced a decline in population and a myriad of redevelopment and urban renewal efforts. Recently the area is showing signs of new growth, interest, and use. The Plan for Central Burlington seeks to protect and revitalize the area's older neighborhoods while striving to improve the downtown area. Downtown revitalization, sensitive infill development, Main Street Program activities, historic preservation, and community appearance improvements are the cornerstones for achieving these goals.

PART I

GROWTH FACTORS AND TRENDS

OVERVIEW

A comprehensive land use plan would be incomplete without an analysis of the basic physical, demographic, and economic trends that characterize the growth and development of the community. The factors and trends included in this analysis consist of the following eight subject areas:

*Growth Prospects
*Population
*Economy
*Housing
*Land Suitability/Physical Constraints
*Land Use Trends
*Water and Sewer Service
*Thoroughfare System

Collectively, these factors provide a common base of knowledge about past, present, and future conditions within the community. When combined with the small area plans, a useful profile of the study area is established. This profile can be used to enhance a variety of community studies and long-range planning activities.

GROWTH PROSPECTS

Since the late 1800's, Burlington has evolved from a small repair shops community of the North Carolina Railroad into a City of approximately 40,000 people. Many factors will ensure Burlington's continuous growth. These factors include the City's strategic location within the Piedmont Crescent Corridor, combined with gently sloping topography, an abundant water supply, desirable climate, clean air, a strong local economy, good transportation, a low tax rate, and a sound fiscal policy.

Evidence of Burlington's growth today can be seen in the many projects currently underway or proposed for the area. Some of these projects include:

- Expanding industrial growth and new business park development within the City's newly annexed areas and along the Interstate 85/40 corridor;
- Construction of Lake Mackintosh, a new City-owned reservoir providing an abundant future supply of water and recreational amenities;
- Construction and widening of Interstate 85/40 from a four lane to an eight multi-lane facility running through Alamance County;
- Improvements to and the enlargement of the runway at the Burlington Municipal Airport;
- Plans to construct a major new countywide hospital facility within the Southwest Burlington planning area;
- Downtown revitalization efforts to restore business development in the heart of the Burlington; and,
- Plans to continue the expansion of Burlington's existing outlet centers and malls.

As Burlington looks to the future, regional growth pressures from the Piedmont Triad to the west and the Research Triangle to the east will portend continued industrial growth and urbanization along the I-85/40 corridor within Alamance County. Continued industrial growth will occur in South and North Burlington, within industrial parks and around the Burlington Municipal Airport. Eventually a major sewer outfall line will be constructed along Great Alamance Creek, and capacity expansions will be made at the Eastside and Southside Treatment Plants. Once completed, these improvements will open up most of southern Alamance County for future growth and development.

With increased growth and urbanization, however, several problems must be faced. Land use conflicts will occur as different uses of land are forced closer together. Larger public expenditures for the services and facilities to sustain a growing and changing population will be needed. The area's economic vitality and quality of life might be affected.

To confront these problems and others in the 1990's, Burlington must continue to adapt to the growth and aging of its population, to increased urbanization, and to changes in technology and economic structure. The complexity of the problems ahead are not unique to local government. No longer can each individual municipality or county government resolve these problems alone. For all practical purposes, Alamance County and its municipalities must begin to think, act, and plan as one cooperative urban area.

POPULATION

The population of the study area for the *Burlington 2000 Comprehensive Land Use Plan* may be effectively described according to three broad characteristics:

- The overall amount and rate of population growth
- The distribution of population
- The composition of the population

AMOUNT AND RATE OF POPULATION GROWTH

In discussing growth rates, it is useful to compare the population growth history of the City of Burlington with that of Alamance County. As shown in the accompanying tables and graphs, population growth in Alamance County and the City of Burlington since 1970 has been quite modest compared to the growth both the City and the County experienced between 1920 and 1970. However, a large portion of Burlington's population between 1940 to 1950 and 1960 to 1970 was acquired through annexation. Thus, while Almance County's total population has increased by 70% over the past 70 years, Burlington's population has increased almost 85%.

Alamance County's rate of population growth during the 1990's is expected to remain relatively constant while the population growth rate of the City of Burlington may accelerate slightly through the year 2000 due in large measure to anticipated growth resulting from expanded public utility services and planned annexations by the City. (Refer to Appendix A on page 196 for a full discussion of the Population Projection Methodologies used in the Plan).

Population Projections

	1990	1995	2000
City of Burlington	40,000	43,000	46,000
Alamance County	108,000	110,000	112,000

Note: All population projection figures are rounded off to the nearest thousand.
Source: Office of State Budget and Management (OSBM)
Burlington Planning and Community Development Department

Population Growth
City of Burlington and Alamance County
1920-1990

Year	Burlington	Alamance County
1920	5,952	32,718
1930	9,737	42,140
1940	12,198	57,427
1950	24,560	71,220
1960	33,199	85,674
1970	35,930	96,502
1980	37,266	99,319
1990	39,498	108,213

Absolute & Percentage Increase

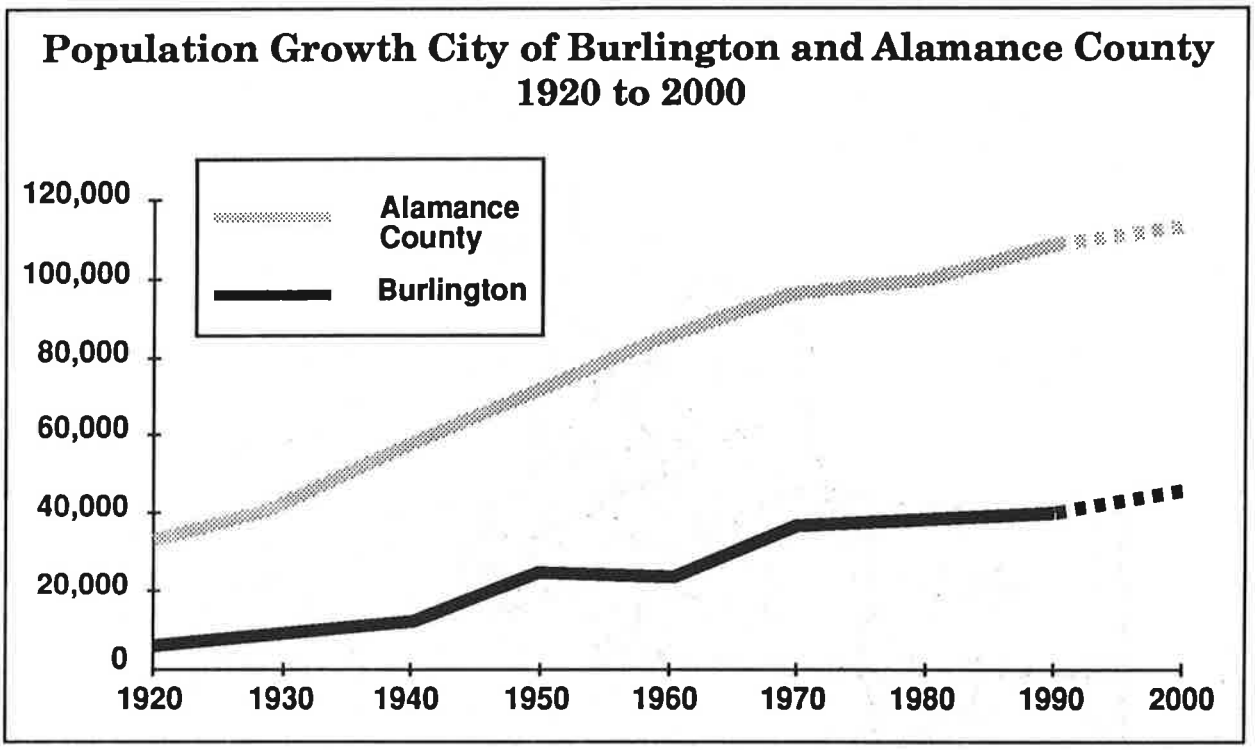
Year	Burlington		Alamance County	
1920-1930	3,785	64%	9,422	29%
1930-1940	2,461	25%	15,287	36%
1940-1950	12,362	101%	13,793	24%
1950-1960	8,639	35%	14,454	20%
1960-1970	2,731	8%	10,828	13%
1970-1980	1,336	4%	2,817	3%
1980-1990	2,232	6%	8,894	9%

Average Annual Growth Rates

Year	Burlington	Alamance County
1920-1930	6.4%	2.9%
1930-1940	2.5%	3.6%
1940-1950	10.1%	2.4%
1950-1960	3.5%	2.0%
1960-1970	.8%	1.3%
1970-1980	.4%	.3%
1980-1990	.6%	.9%

Note: Average annual growth rates are expressed as a population percentage increase per year

Source: US Bureau of the Census
Burlington Planning and Community Development Department

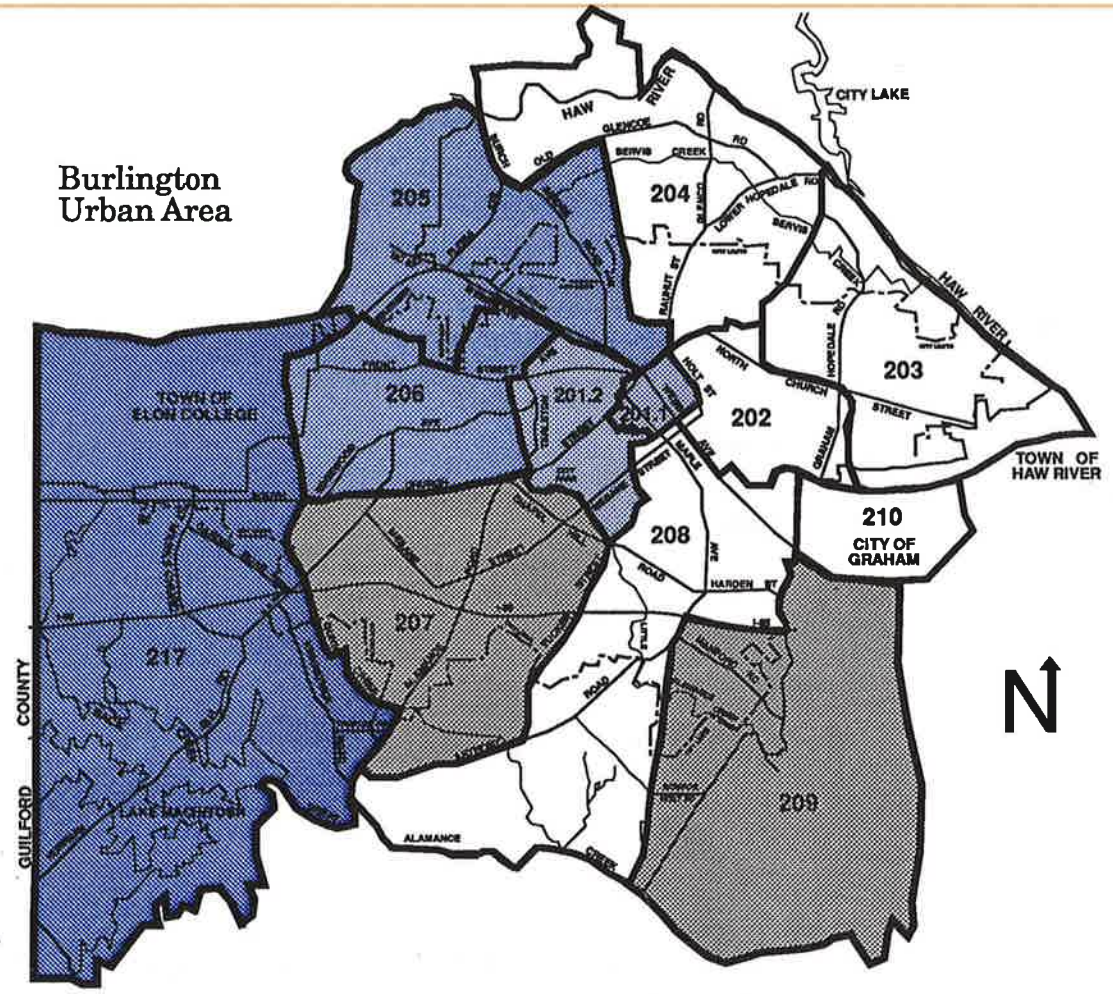


POPULATION DISTRIBUTION

Population growth distribution within the study area has shifted geographically over the past two decades. Between 1970 and 1980, the largest increase in population occurred within the northeast region of the City. Since 1980, however, the west, north and southwest regions of the City are now the fastest growing areas. These findings can be substantiated from a number of different sources. First, as revealed in census data for the period 1980 to 1990, census tracts 207, 209, 216, and 217 showed the largest increase in population growth relative to other census tracts within the Burlington urban area (Refer to the following map on page 22 showing Population Trends by Census Tract 1980 - 1990).

Second, based upon the small area growth trends evaluated within each planning area, it is estimated that future population growth will continue to expand in West and Southwest Burlington during the 1990's. Additionally, the north and south planning areas should see a moderate increase in growth as vacant/agricultural lands are developed, new water and sewer lines are provided, and greater subdivision activity occurs (Refer to the table entitled Population Growth Trends By Planning Area on page 23). Population growth in the central and east planning areas may decline slightly but will remain relatively stable during the 1990's (Refer to Appendix B on page 199 for further information on these small area growth trends).

Population Trends By Census Tract: 1980 to 1990



BURLINGTON 2000
COMPREHENSIVE LAND USE PLAN

This map is for planning purposes only and is not to scale

Population Changes:

- < 0
- 1 - 100
- 101 - 400
- 401 - 800
- > 800

Source: U.S. Bureau of the Census

Population Growth Trends by Planning Area

Planning Areas	1980	1990	2000	1980-2000 Change Number	%
North	8,753	9,465	9,985	1,232	14.0%
East	16,498	16,115	16,096	-402	-2.4%
South	1,959	2,035	2,148	189	9.6%
Southwest	568	618	766	198	34.9%
West	13,152	16,441	18,446	5,294	40.3%
Central	4,152	4,029	4,022	-130	-3.1%
Total(s)	**45,082**	**48,703**	**51,463**		

Source: US Bureau of the Census
Burlington Planning and Community Development Department

POPULATION COMPOSITION

For the purpose of this analysis, two fundamental factors of population composition are considered: (1) racial composition, and (2) age.

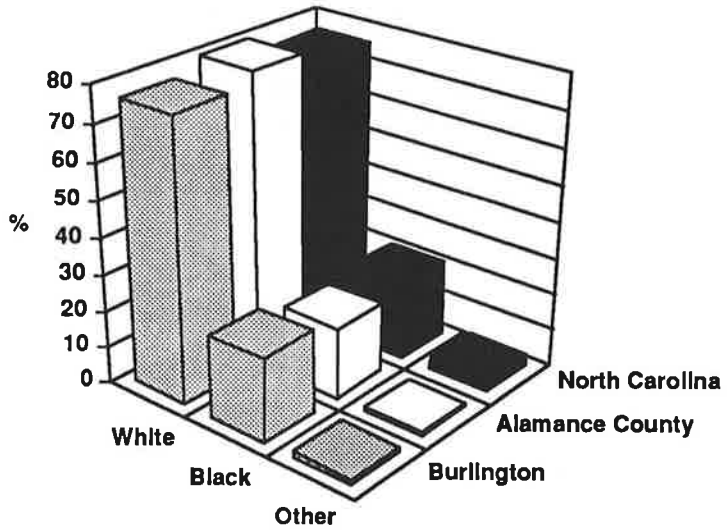
Racial Composition

The City of Burlington and Alamance County exhibit a very similar mix of population (see chart and graph on the following page). The racial composition of both the City and the County also closely resembles that of the State of North Carolina as a whole. In 1987, the Office of State Budget and Management (OSBM) estimated that, by the year 2000, the nonwhite population of the State will grow twice as fast as the white population of the State (22.6% vs. 11.6%). As the City of Burlington expands its boundaries into unincorporated Alamance County, the percentage of the City's nonwhite population will likely increase.

Racial Composition, 1990

	White	Black	Other	Total
City of Burlington	30,152	8,909	437	39,489
% of Total	**76.3%**	**22.6%**	**1.1%**	**100%**
Alamance County	86,373	20,822	1,018	108,213
% of Total	**79.8%**	**19.2%**	**1.0%**	**100%**
North Carolina	5.0	1.4	.2	6.6
% of Total	**75.8%**	**21.2%**	**3.0%**	**100%**

Note: Population for the State is in millions.
Source: US Bureau of the Census



Age

Based on the 1990 census, the age distribution of the City of Burlington and Alamance County is fairly comparable. The age distribution of the City and County is also somewhat similar to the age characteristics of the State as a whole (see table on page 25 and accompanying graph). Most pronounced, however, is the higher percentage of elderly (65+) and the lower percentage of children (0-19) and young adults (20-34) living in both the City and the County as compared to the State. As of 1990, the median age is 36.9 in the City of Burlington and 35.6 in the County. These averages are higher than the statewide average of 33.1. By the year 2010, it is estimated that the median age of Alamance County's population will increase to 45.4 compared to only 39.7 statewide (OSBM, 1987).

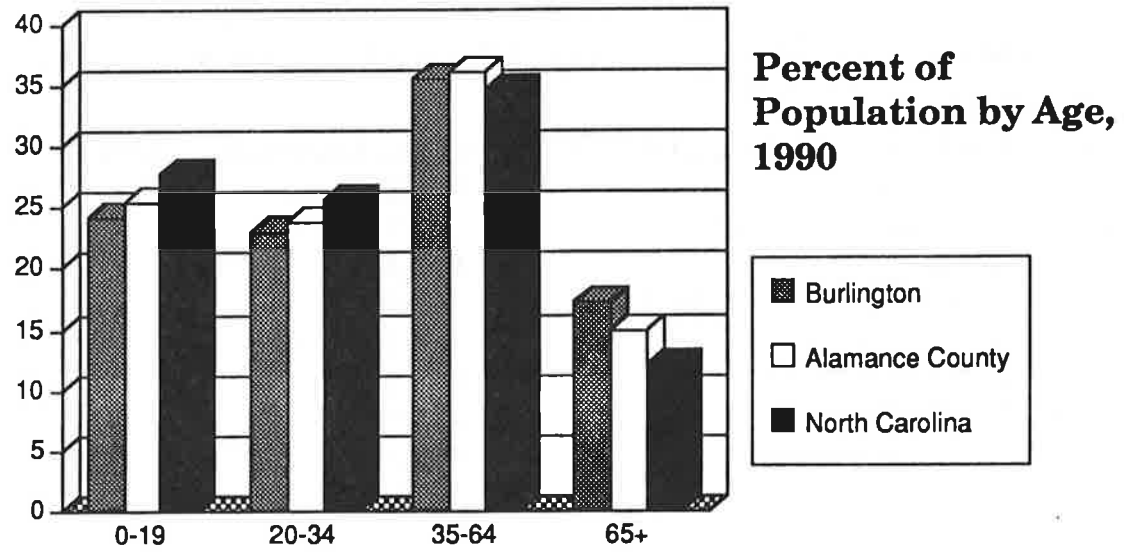
Population By Age, 1990

	0-19	20-34	35-64	65 +	Total
Burlington	9,568	9,087	14,044	6,799	39,498
% of Total	**24.23%**	**23.00%**	**35.56%**	**17.21%**	**100%**
Alamance Co.	27,449	25,703	38,996	16,065	108,213
% of Total	**25.36%**	**23.75%**	**36.04%**	**14.85%**	**100%**
North Carolina	1,833	1,698	2,293	804	6,628
% of Total	**27.65%**	**25.62%**	**34.60%**	**12.13%**	**100%**

Note: Age figures for the State of North Carolina are rounded off to the nearest thousand.

Source: US Bureau of the Census
Office of State Budget & Management

Patterns at the national level reflect an aging population as well. America's population will be aging in the coming decades as the median age will grow from 32.1 years in 1980 to 40.2 years in 2020. Between 1990 and 2010, the 45-64 age group will grow at a rate four times faster than that of the total population (US Bureau of the Census, 1987). An aging population can have significant implications on the types of services that local governments provide in the future.



Source: US Bureau of the Census

ECONOMY

Most current information on the local area economy is available at the County level only. This analysis primarily examines three major characteristics of the local economy:

- Income
- Employment
- Unemployment

INCOME

Median family income and per capita income are important factors in measuring the economic health and welfare of an area. Since 1980, Burlington's median family income has exceeded the median family income of North Carolina residents statewide. During the decade 1970 to 1980, the annual median family income in Burlington increased 86.9% from $9,847 to $18,400. Between 1980 and 1990, Burlington's median family income increased 80.3% from $18,400 to $33,182 (US Bureau of the Census).

Recently, the U.S. Department of Housing and Urban Development (HUD) has estimated the 1991 median family income in the City of Burlington to be $37,100 compared to a figure of $34,000 for the State. These HUD estimates reveal that Burlington has the third highest median family income among the nine current metropolitan statistical areas (MSA's) in North Carolina as shown in the following chart:

1991 Median Family Income By North Carolina Metropolitan Statistical Area

Metropolitan Statistical Area	Median Income	Rank
Raleigh-Durham	$43,700	1
Charlotte/Gastonia/Rock Hill	$40,200	2
Burlington	**$37,100**	**3**
Greensboro/Winston-Salem/High Point	$36,600	4
Hickory/Morgantown	$36,200	5
Wilmington	$34,000	6
Asheville	$32,900	7
Fayetteville	$28,900	8
Jacksonville	$23,900	9

Source: US Department of Housing and Urban Development (HUD)

The per capita income of residents in the City of Burlington has also increased substantially. Between 1970 and 1980, per capita income in the City jumped 126.3% from $3,797 in 1970 to $8,593 in 1980. The most recent estimate of per capita income as of 1989 in Alamance County is $16,576 (US Department of Commerce, Bureau of Economic Analysis). This estimate exceeds the statewide per capita income figure of $15,287 in 1989 but falls short of the national average of $17,594. In 1989, Alamance County's per capita income ranked eleventh overall among the 100 counties within the State.

EMPLOYMENT

At the end of 1990, manufacturing industries in Alamance County employed 34.6% of the County's total employment. Textile operations alone accounted for 19.9% of Alamance County's total employment. The nonmanufacturing sector, on the other hand, employed 64.3% of the County's total employment while agriculture employed only 1.1% of the total. The trade industry, employing 21.8% of the County's total 1990 employment, followed by textiles at 19.9% and services at 18.6% together account for nearly two-thirds of Alamance County's total employment base.

This employment picture today is strikingly different from the years prior to 1980 when manufacturing employment in textiles and nonmanufacturing employment in trade typically accounted for nearly half of Alamance county's total employment. A review of employment trends by place of work from 1970 to 1990 reveals that employment totals in textile manufacturing and agriculture have steadily declined. In contrast, employment totals in nonmanufacturing industries as a whole have steadily increased, and there has been a significant increase in service-producing industries in the County. Nonmanufacturing industries with the largest overall percentage gains in total employment have been services, trade, finance, insurance and real estate, government, and construction (Refer to table Employment Trends by Place of Work, Alamance County, 1970-1990 on page 28).

Although there was a decrease in total employment between 1970 and 1980, the County's employment total has increased by 13,570 new jobs since 1980. Between 1980 and 1990, the approximate annual rate of growth was 2.8%. Additionally, the County's civilian labor force employment total surpassed the 60,000 level for the first time.

Despite current recessionary conditions, it is anticipated that Alamance County will experience continued steady employment growth during the 1990's. North Carolina is one of five states projected to have the most rapid growth over the next 15 years. The other states are California, Florida, Texas, and Arizona (US Bureau of the Census, 1987). While some demographic changes will occur in the workforce (such as possible increases in older workers and higher waged/skilled professional workers), industrial employment in North Carolina, nevertheless, is expected to grow by 2.0% annually to the year 2000 (OSBM, 1987). Transportation, distribution industries, machinery, plastics, instruments, trade and services will likely continue to prosper. Textiles and apparel industries may continue to grow at slower rates or they may decline (OSBM, 1987).

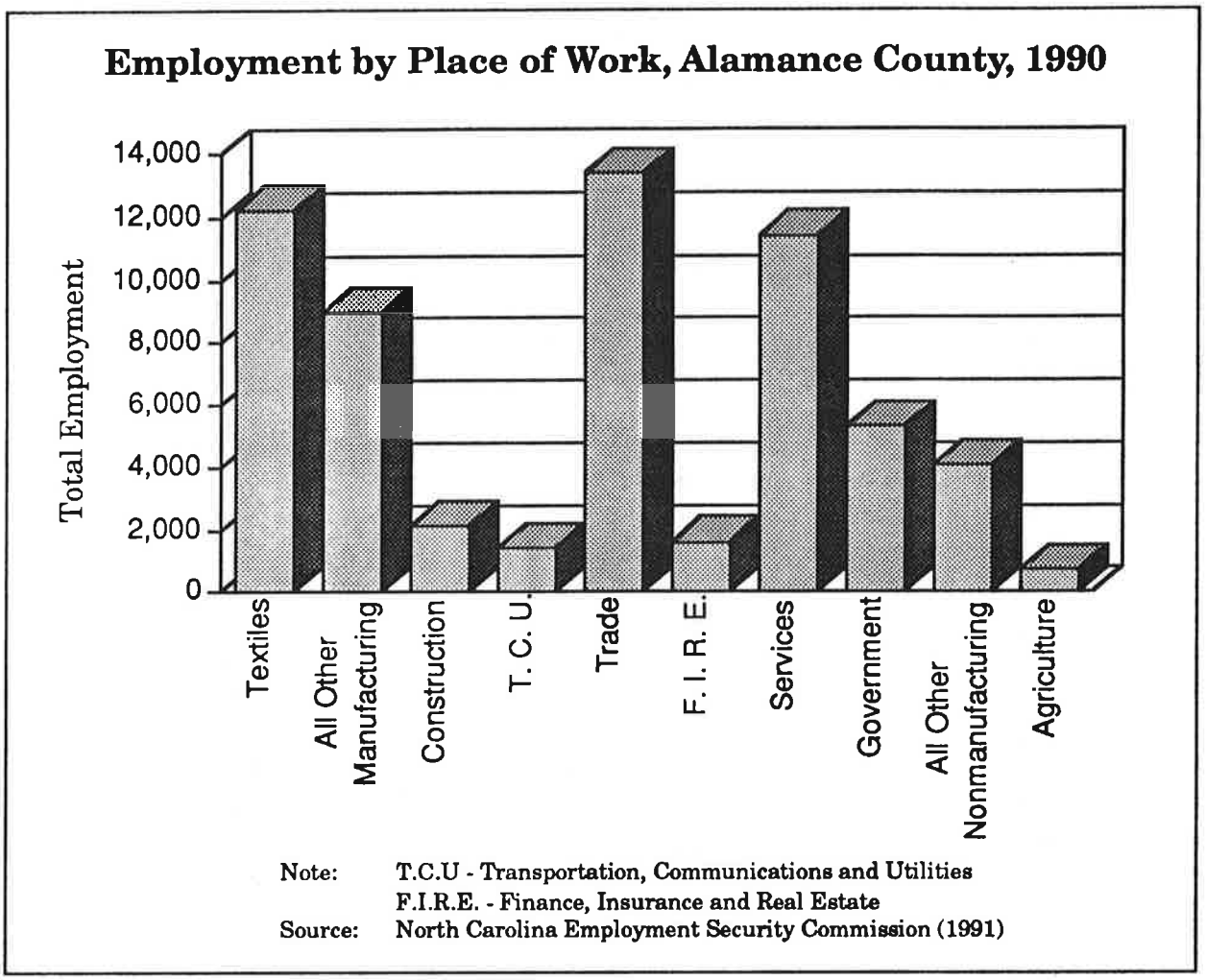
These trends will significantly impact the City's growth, its labor force characteristics, and future market demands for additional industrial, commercial, and office-institutional land.

Employment Trends by Place of Work
Alamance County, 1970-1990

Industry	1970	1980	1990	1970-1990 Change Number	%
Manufacturing					
Textiles	18,560	14,810	12,220	-6,340	-34.2%
Other Manufacturing	6,410	4,690	8,980	2,570	40.1%
Subtotal	24,970	19,500	21,200	-3,770	-15.1%
Nonmanufacturing					
Construction	1,350	1,860	2,130	780	57.8%
T.C.U. (1)	1,480	1,430	1,450	-30	-2.0%
Trade	7,080	8,980	13,390	6,310	89.1%
F.I.R.E. (2)	890	1,220	1,620	730	82.0%
Services	3,630	5,230	11,410	7,780	214.3%
Government	3,230	4,470	5,300	2070	64.1%
All Other (3)	4,840	4,060	4,100	-740	15.3%
Subtotal	22,500	27,250	39,400	16,900	75.11%
Agriculture	1,540	980	700	-840	-54.5%
Total Employment	49,010	47,730	61,300	12,290	25.1%

Notes:
1 Transportation, Communication and Utilities
2 Finance, Insurance and Real Estate
3 Includes All Other Non-Agricultural Self-Employed Workers and Domestic Workers

Source: North Carolina Employment Security Commission (1991)



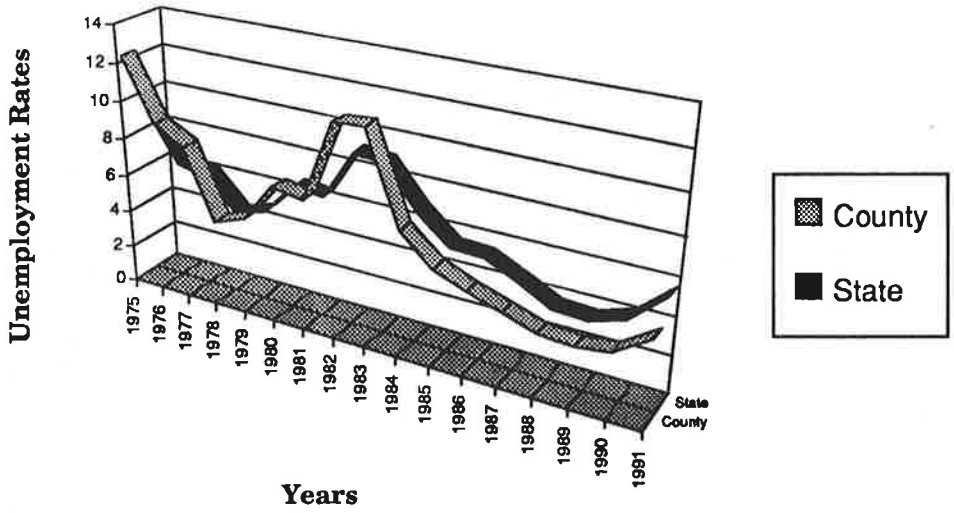
UNEMPLOYMENT

As a result of Alamance County's high rates of employment and economic growth during the 1980's, the County's unemployment figures drastically decreased from a high of 12.3% in 1975 and 11.3% in 1983 to an all time low of 3.1% in 1989. As can be seen in the table and graph on page 30, Alamance County's rate of unemployment generally parallels that of the state of North Carolina as a whole. Average annual unemployment rates since 1985 have remained less than 5.0% and the unemployment rate has been below that of the state since 1984. However, during periods of economic stress prior to 1984, Alamance County's unemployment rate was significantly higher than that of the state.

It is encouraging to see that during the 1991/1992 national recession, the unemployment rate of 4.0% through September 1991 in Alamance County and 5.3% in North Carolina remained less than national averages of 6.0% or greater. This positive trend in lower unemployment rates reveals that Alamance County's economy today is more stable and diversified compared to the mid-1970's when the County's workforce was predominantly based in textiles and trade.

Average Annual Unemployment Rates
(In Percentages)

Year	Alamance County	North Carolina
1991	4.5	5.7
1990	3.3	4.1
1989	3.1	3.5
1988	3.2	3.6
1987	3.8	4.5
1986	4.4	5.3
1985	5.1	5.4
1984	6.6	6.8
1983	11.3	8.9
1982	11.2	9.0
1981	6.9	6.4
1980	7.2	6.5
1979	5.1	4.8
1978	4.5	4.3
1977	8.1	5.9
1976	9.0	6.2
1975	12.3	8.7



Source: North Carolina Employment Security Commission (1991)

HOUSING

Household growth in both Alamance County and the City of Burlington has consistently increased over the years while the average household size has declined. From 1970 to 1990, the number of households in Alamance County increased by 42.9% or 12,801 units (Refer to the folllowing table below). Some 4,800 units or 37.5% of this increase occurred in the City of Burlington.

Household Trends, Alamance County and the City of Burlington, 1970-1990

Jurisdiction	1970	1980	1990	Change 1970-1990 Number	%
Alamance County	29,851	36,013	42,652	12,801	42.9%
Burlington	11,827	14,423	16,627	4,800	40.6%
City as a Percent of County	39.6%	40.0%	39.0%	37.5%	

Note: Above numbers are total occupied housing units only.
Source: US Bureau of the Census

According to the 1990 census, there were 17,696 total housing units within the City of Burlington of which 16,627 or 94% were occupied and 1,069 or 6% were vacant . Of the total occupied units, 10,278 or 61.8% were owner-occupied and 6,349 or 38.2% were renter occupied. As of April 1, 1990, the rental vacancy rate was at 8.2% while the homeowner vacancy rate was only 1.7%. Burlington's average household size declined from 3.11 persons per household in 1970 to 2.57 in 1980 and to 2.35 in 1990. It is anticipated that this decline will continue, reaching 2.10 by the year 2000.

By the year 2000, it is projected that the total number of housing units in the study area will increase 11.1% from 20,591 to 22,875. Since 1980 this represents a total increase of approximately 26.5% or 4,786 units (See table on next page). It is estimated that most of this growth will occur in the West Burlington Planning Area (Refer to Appendix B, Small Area Growth Trends on page 199 for information on how these trends were calculated).

Housing Unit Projections by Planning Area, 1980-2000

Planning Area	1980	1990	2000	1980-2000 Change Number
North	3,255	3,480	3,635	380
East	6,662	6,900	7,363	701
South	787	876	997	210
Southwest	204	330	420	216
West	5,161	6,895	8,285	3,124
Central	2,020	2,110	2,175	155
Total	18,089	20,591	22,875	4,786

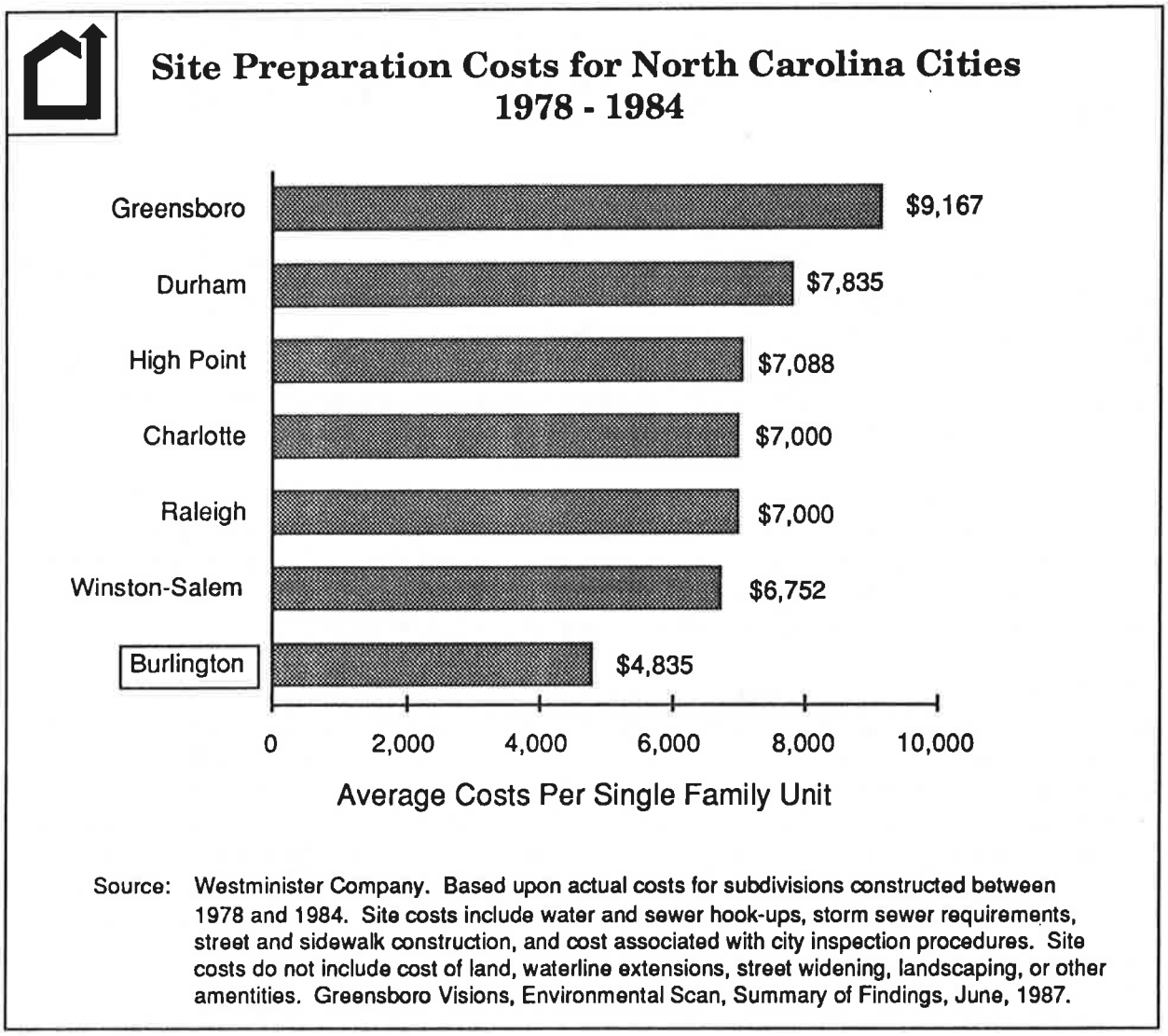
Source: US Bureau of the Census
Burlington Planning and Community Development Department

Single-family homes are the predominant housing choice in the City representing almost 72% of all housing types (see table below). Between 1980 and 1990, the number of multi-family units in the City increased by over 47% and the number of mobile homes increased 100.6%. Continued increases in multifamily units and mobile homes (manufactured and modular) are expected during the 1990's as the demand increases for affordable housing and for smaller units for older home buyers.

Housing Types City of Burlington, 1980 -1990

	1980	1990	1980-1990 Change Number	% Increase
Single-Family	11,751	12,652	901	7.7%
% of Total	**78.0%**	**71.5%**		
Multifamily	2,991	4,418	1,427	47.7%
% of Total	**19.9%**	**25.0%**		
Mobile Homes	312	626	314	100.6%
% of Total	**2.1%**	**3.5%**		
Total	15,054	17,696	2,642	17.5%
	100%	**100%**		

Source: US Bureau of the Census
Burlington Planning and Community Development Department



The cost of homeownership in Alamance County has increased substantially over the past decade. The median value of all owner-occupied housing units in the City of Burlington in 1980 was only $32,600. In 1990, the median value increased 102% to $66,000 (US Bureau of the Census). At the same time, the average market cost of a housing unit in the County (the average of all residential units sold over a 12 month period) was $48,764 in 1986 (Burlington/Alamance County Board of Realtors). By the end of 1990, the average market cost increased to $87,223, almost doubling in just four years.

While the average cost of homeownership has risen steeply, site preparation costs in the City of Burlington have remained relatively low compared to other North Carolina communities (Refer to chart above showing Site Preparation Costs for North Carolina Cities, 1978 to 1984). Although the data in this chart is not up to date, the City of Burlington's fees and charges for utility connections and infrastructure requirements continue to remain consistently low. Therefore, site preparation costs, in general, have not significantly contributed to Burlington's recent increase in housing costs.

LAND SUITABILITY/ PHYSICAL CONSTRAINTS

The direction and intensity of urban growth in the study area is influenced by a number of factors related to land suitability, access, and other physical constraints. To the east, for example, Burlington's growth has been restricted by the presence of the City of Graham, the Haw River, and the Town of Haw River. To the west and north, the Town of Elon College and the Haw River have contained Burlington's growth. As a result, areas to the south and west of Burlington have become increasingly more important for accommodating the City's future growth and development.

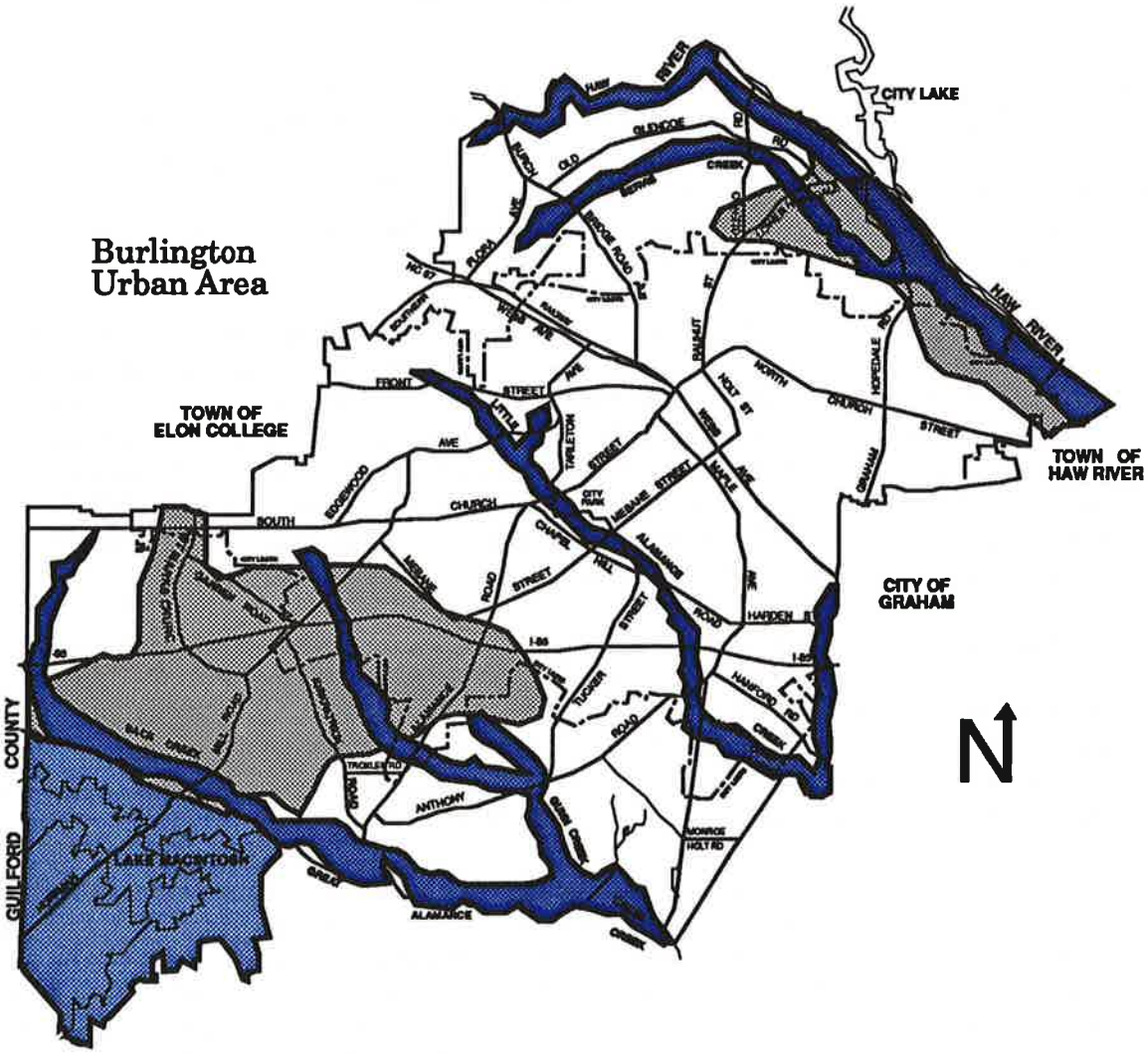
The topography of the Burlington area has had a minimal influence on urban growth patterns. While the terrain of Alamance County is typical of the Piedmont region with its gently rolling hills, moderate slopes, and considerable buildable land, the natural drainage basin pattern has had the greatest impact on growth in the area. The provision of water and sewer service are greatly affected by natural drainage systems.

The Haw River to the north and east of the City and the Great Alamance Creek to the south of the City are significant barriers to future urban growth and development. These two major drainage features as well as several other smaller tributaries, such as Little Alamance Creek, Gunn Creek, and Servis Creek, generally define the serviceable limits of the City's current sanitary sewer system. Land areas adjoining streams, which are subject to frequent flooding during periods of heavy or prolonged rainfall, also restrict development. While Burlington's urban development to date has successfully avoided these flood prone areas, continued pressure to develop in these areas will increase over time as the City begins to expand its utility systems in these directions.

Soil maps prepared by the USDA Soil Conservation Service indicate that the most favorable soils for urban development are located generally to the north and south of the City. Soils to the northeast, west and southwest are generally less appropriate for urban development (See **Land Suitability Map** on page 35) due to limitations on the installation of septic tanks caused by rock outcrops, soil erosion, and/or poor soil drainage. To a large extent, however, many of these soil limitations can be mitigated through modern construction, design, and engineering techniques which allow land development to occur.

It should be noted that the soils generally suited for urban development are also agriculturally productive. Although farming employment continues to decline countywide, a conflict between urban growth and agricultural preservation might occur as the Burlington urban area expands outward. It is important that City policies encourage a growth pattern that minimizes urban sprawl and excessive land consumption.

Land Suitability Map



Severe Soil Limitations

Water Quality Critical Area

Flood Prone Areas

BURLINGTON 2000
COMPREHENSIVE LAND USE PLAN

This map is for planning purposes only and is not to scale

Source: Soil Survey Alamance County, N.C.
USDA, SCS (1960)

LAND USE TRENDS

Since the beginning of the 1980's, the predominant direction of new growth in the surrounding Burlington area has been to the west, north, and southwest of the urban core as evidenced by the City's overall building permit records (Refer to the map **New Construction Activity in Burlington, N.C. during 1990** on page 37). Several factors have contributed to this pattern of growth, including the availability of undeveloped land, the existing street system, and the provision of water and sewer services.

The primary factor influencing land use trends within the Burlington urban area has been continued commercial growth along Huffman Mill Road and South Church Street. The development of Holly Hill Mall at the intersection of these highways has helped to foster a variety of development in or near this major shopping facility, including retail, office and higher density residential development. Additionally, substantial new commercial development investments have been made at the I-85/40 and Huffman Mill Road interchange. Improvements and widening of the above thoroughfares ensure that the area will continue to be a destination point for residents in all parts of the City.

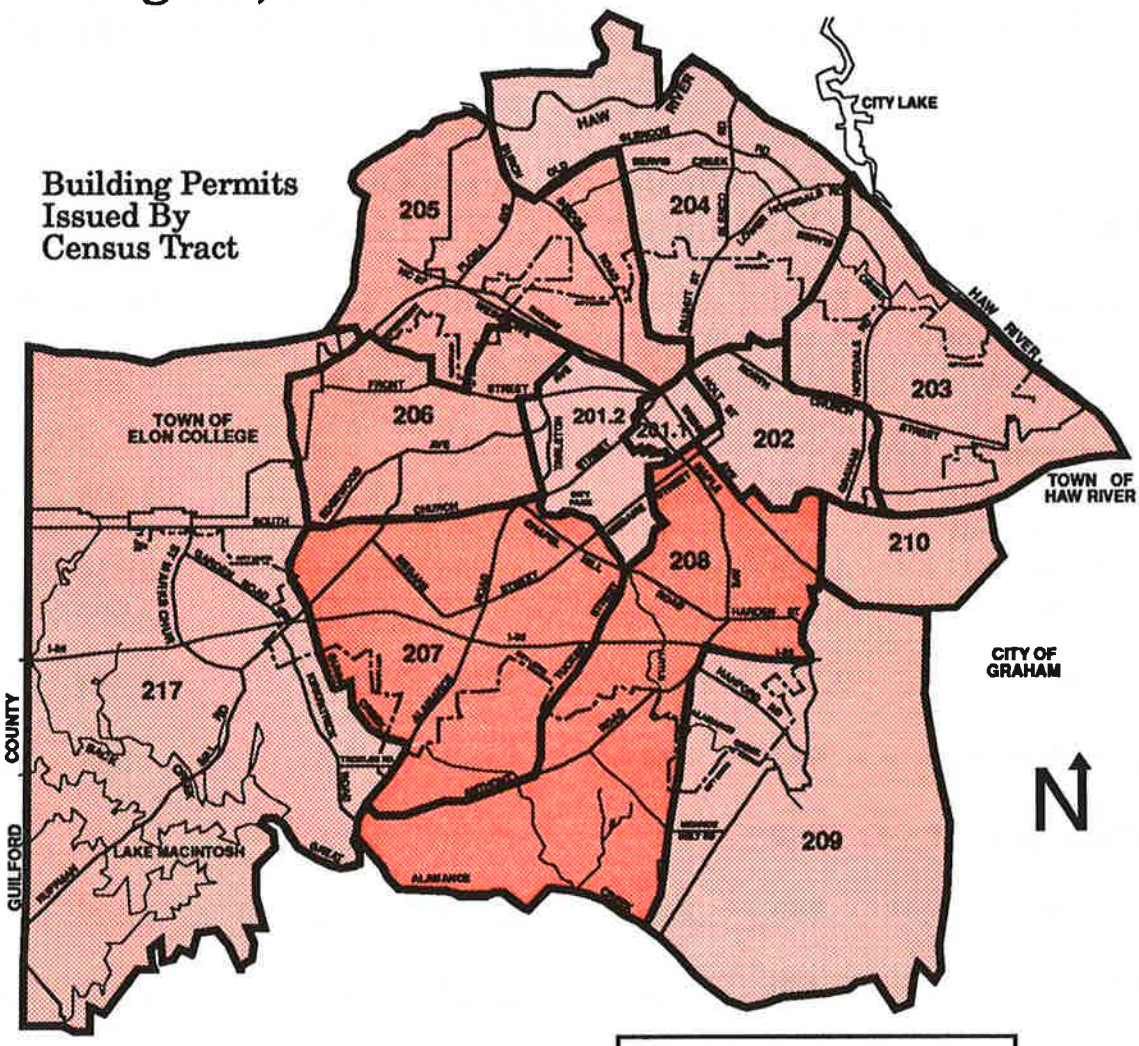
A second factor in the City's growth has been the continued popularity of Burlington's various factory outlets. The City's two largest outlet centers, Burlington Manufacturers Outlet Center and Burlington Outlet Mall, were developed in the early 1980's. Their location immediately adjacent to a major interstate highway has kept them competitive in a sometimes volatile market. The expansion of these outlet centers has attracted other commercial growth nearby and along the Interstate 85/40 corridor.

A third factor is the significant amount of undeveloped acreage currently located south of Interstate 85/40 from the Guilford County line to the City of Graham. Most of this southern growth area is located within Burlington's extraterritorial jurisdiction. It is zoned largely for both residential and light industrial development. Future growth within this area is dependent upon the construction of a major sewer outfall line which would run the length of Great Alamance Creek and Back Creek to the South Burlington Wastewater Treatment Plant. The construction of this sewer outfall line, as recommended by the Burlington Comprehensive Plan Task Force, would open this entire area for future growth and development.

The continuing development of the Burlington Municipal Airport is a fourth factor that could influence future land use patterns. Under the direction of the Burlington-Alamance Airport Authority, airport facilities and equipment have steadily improved and expanded during the 1980's. The Airport Authority is currently expanding the main airport runway from 3,700 feet to 5,000 feet to allow larger corporate jets access to the airport. Expanded airport facilities will provide an important inducement to new industry and may serve as a catalyst for the development of industrial zoned property near the airport.

The above described land use patterns are illustrated in greater detail in each small area plan. Summary results of the City's 1985 existing land use survey and existing 1989 zoning data are shown in the following tables on pages 38, 39 and 40. This survey information was essential in preparing the study area's 1985 and 1990 population and housing unit estimates.

New Construction Activity
Burlington, N.C. - 1990



New Construction Permits:

- 0
- 1 - 5
- 6 - 15
- 17 - 37

BURLINGTON 2000
COMPREHENSIVE LAND USE PLAN

This map is for planning purposes only and is not to scale

Source: City of Burlington Inspections Department

Existing Land Use Within Study Area (1985)

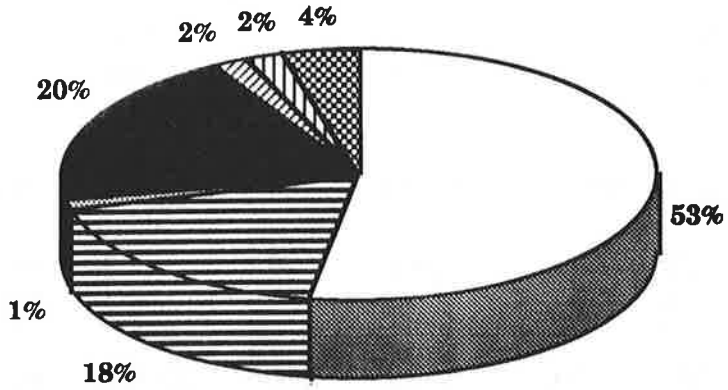
Land Use	Acres Within City Limits		Acres Outside City Limits		Total Acres Study Area	
Residential	**5,864**	**53%**	**5,562**	**43%**	**11,426**	**48%**
Single-Family[1]	5,423	(92%)	5,551	(99%)	10,974	(96%)
Multifamily	441	(8%)	11	(1%)	452	(4%)
Commercial, Office & Industrial	**1,985**	**18%**	**623**	**5%**	**2,608**	**11%**
Commercial & Office	1,308	(66%)	204	(33%)	1,512	(58%)
Industrial	677	(34%)	419	(67%)	1,096	(42%)
Vacant	**2,204**	**20%**	**3,757**	**29%**	**5,961**	**25%**
Recreation	**385**	**4%**	**153**	**1%**	**538**	**2%**
Quasi-public[2]	**262**	**2%**	**104**	**1%**	**366**	**1%**
Public	**253**	**2%**	**1,343**	**10%**	**1,596**	**7%**
Agriculture	**173**	**1%**	**1,288**	**11%**	**1,461**	**6%**
Totals[3]	**11,126**	**100%**	**12,830**	**100%**	**23,956**	**100%**

Notes:
1 Single-family land use includes mobile homes.
2 Quasi-public includes churches, hospitals, and other public/private institutions.
3 Total land use excludes existing street right-of-way.

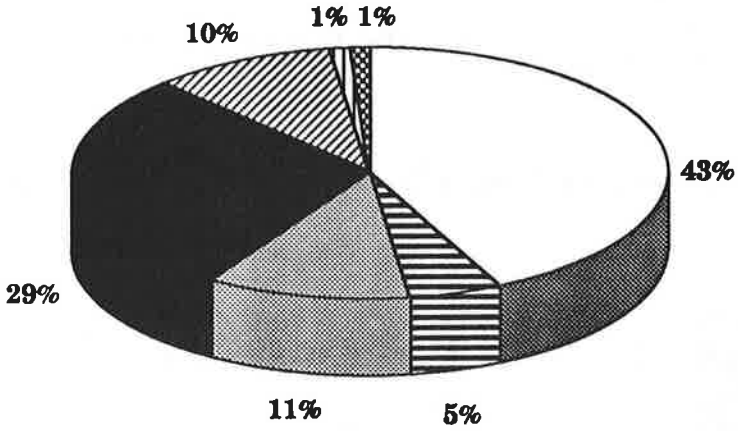
Source: Burlington Planning and Community Development Department 1985 Land Use Survey

Summary of Existing Land Use Inside and Outside Burlington City Limits

Inside City Limits



Outside City Limits



- Residential
- COI
- Agriculture
- Vacant
- Public
- Quasi-Public
- Recreation

Note: COI includes commercial, office, and industrial; Quasi-Public includes churches, hospitals, and other public/private institutions.

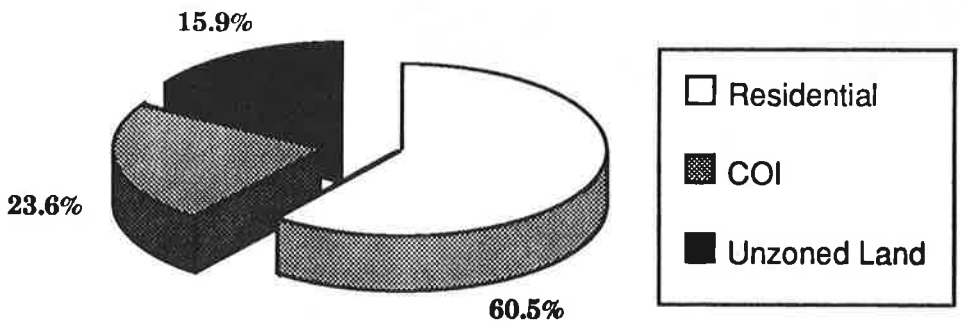
Source: Burlington Planning and Community Development Department 1985 Land Use Survey

Existing Zoning Within Study Area (1989)

ZONED LAND	Developed Acres	Developed %	Vacant Acres	Vacant %	Total Acres	Total %
Residential	**10,414**	**70.4%**	**4,085**	**76.3%**	**14,499**	**60.5%**
Single-Family	9,521		3,777		13,298	91.7%
Multifamily	893		308		1,201	8.3%
Commercial, Office & Industrial	**4,384**	**29.6%**	**1,271**	**23.7%**	**5,655**	**23.6%**
Commercial & Office	1,178		346		1,524	26.9%
Industrial	3,179		952		4,131	73.1%
Subtotal	**14,798**	**100%**	**5,356**	**100%**	**20,154**	**84.1%**
UNZONED LAND	**NA**		**NA**		**3,802**	**15.9%**
Total					**23,956**	**100%**

Note: Total acres exclude existing street right-of-way.
Source: Burlington Planning and Community Development Department 1989 City Zoning Maps

Existing Zoned and Unzoned Land Within Study Area, 1989



Source: Burlington Planning and Community Development Department

WATER AND SEWER SERVICE

WATER SERVICE

The City of Burlington furnishes water to the incorporated area of the City plus the communities of Gibsonville, Haw River, Elon College, the Village of Alamance, and areas within Burlington's extraterritorial jurisdiction.

The water system's present maximum daily treatment capacity is 25 million gallons per day (mgd) with a peak load to date of 16.0 mgd.

	Maximum Daily Capacity	1989 Peak Load
Ed Thomas Water Treatment Plant	16 mgd	15.2 mgd
J.D. Mackintosh, Jr. Treatment Plant	9 mgd	.8 mgd

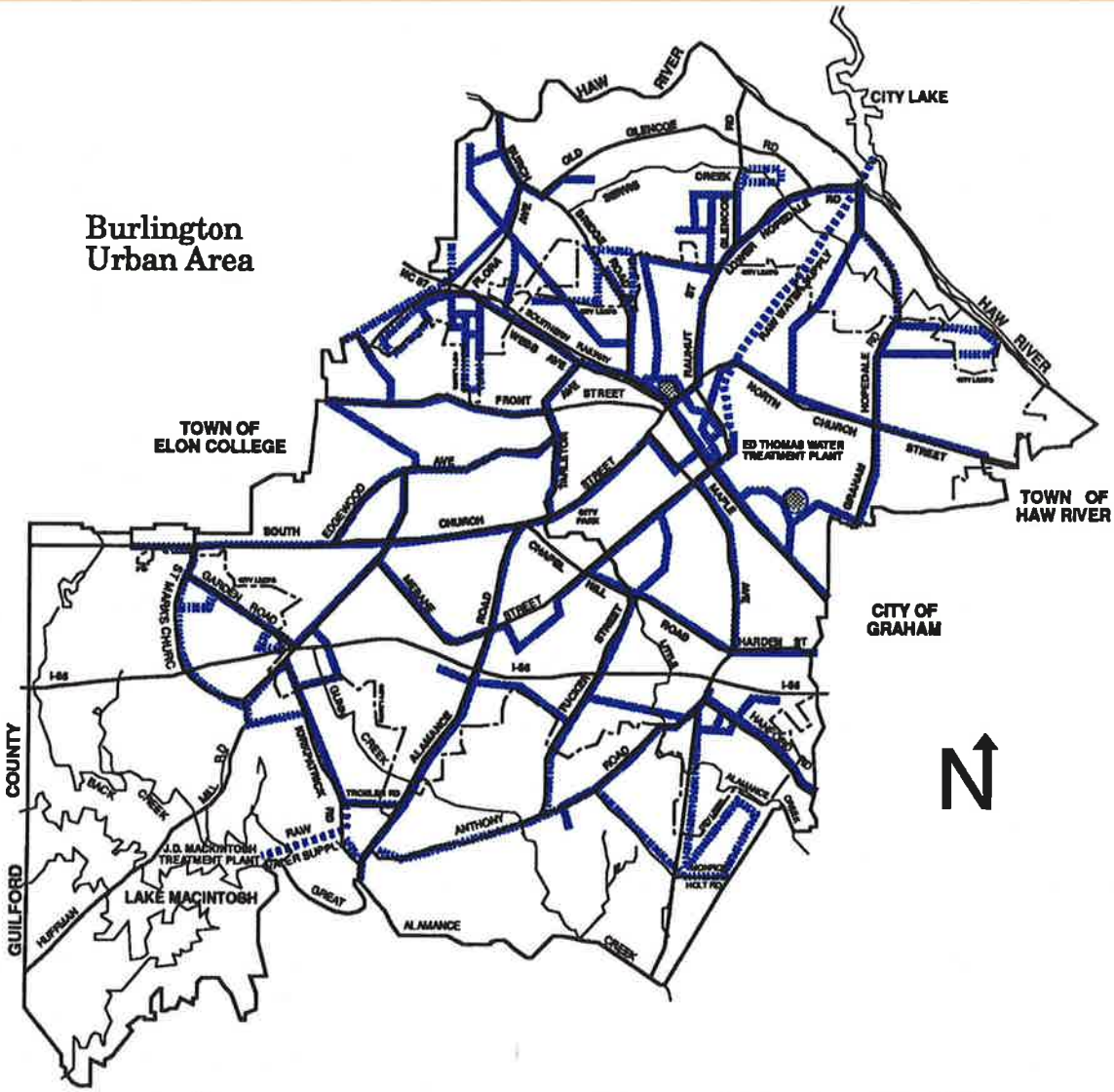
Source: Burlington Utilities Department (1989)

The raw water sources for the system are currently Lake Cammack and City Lake (Stony Creek and Tom's Creek). Future system improvements include the construction of the proposed Lake Mackintosh Reservoir on Great Alamance Creek (currently under construction) and the expansion of the J.D. Mackintosh, Jr., Water Treatment Plant.

The proposed Lake Mackintosh Reservoir, when completed in the early 1990's, will provide an adequate water supply for the City well into the next century. In 1986, City voters approved a 10 million dollar bond referendum to pay for the completion of Lake Mackintosh and the expansion of the J.D. Mackintosh, Jr. Water Treatment Plant. These bonds, with some water utility fund revenue, will provide for the following:

- Construction of a dam which will permit the formation of Lake Mackintosh;
- The possible installation of a hydroelectric unit which will supply approximately 50% of the plant's electrical power;
- Construction of three 3,000,000 gallon filter trains which will boost the treatment capacity of the Mackintosh Water Plant to 18 million gallons per day;
- Installation of additional raw water and finished water pumps; and,

Water System Map



BURLINGTON 2000
COMPREHENSIVE LAND USE PLAN

This map is for planning purposes only and is not to scale

- EXISTING STORAGE TANK
- FUTURE WATER MAINS
- EXISTING WATER MAINS

- The possible construction of a one-million gallon elevated storage tank which will increase water pressure on the City's west side.

With the creation of Lake Mackintosh and the expanded treatment capacity of the Mackintosh Water Plant, the City will be able to scale down full-time operation of the 38-year-old Ed Thomas Water plant. The City's current primary water sources, City Lake and Lake Cammack (Stony Creek and Tom's Creek), will become secondary sources of water for Burlington.

The resulting maximum daily treatment capacity of the total water system will be 34 mgd (18 mgd at the Mackintosh Water Plant and 16 mgd at the Ed Thomas Water Plant). Assuming a projected future peak load of 20 mgd in the year 2000, approximately 14 mgd of reserve treatment capacity will exist. This reserve capacity should be more than adequate to meet demands well into the next century. The need to maintain an adequate water supply and water treatment capacity is critical to the growth of the urban area, because Alamance County has a high per capita use of water. For example, in 1980 the County used 419 gallons of treated water per capita per day (OSBM, 1984). National average use of municipal water is around 125 gallons per capita per day (Thomann, Systems Analysis and Water Quality Management, 1972).

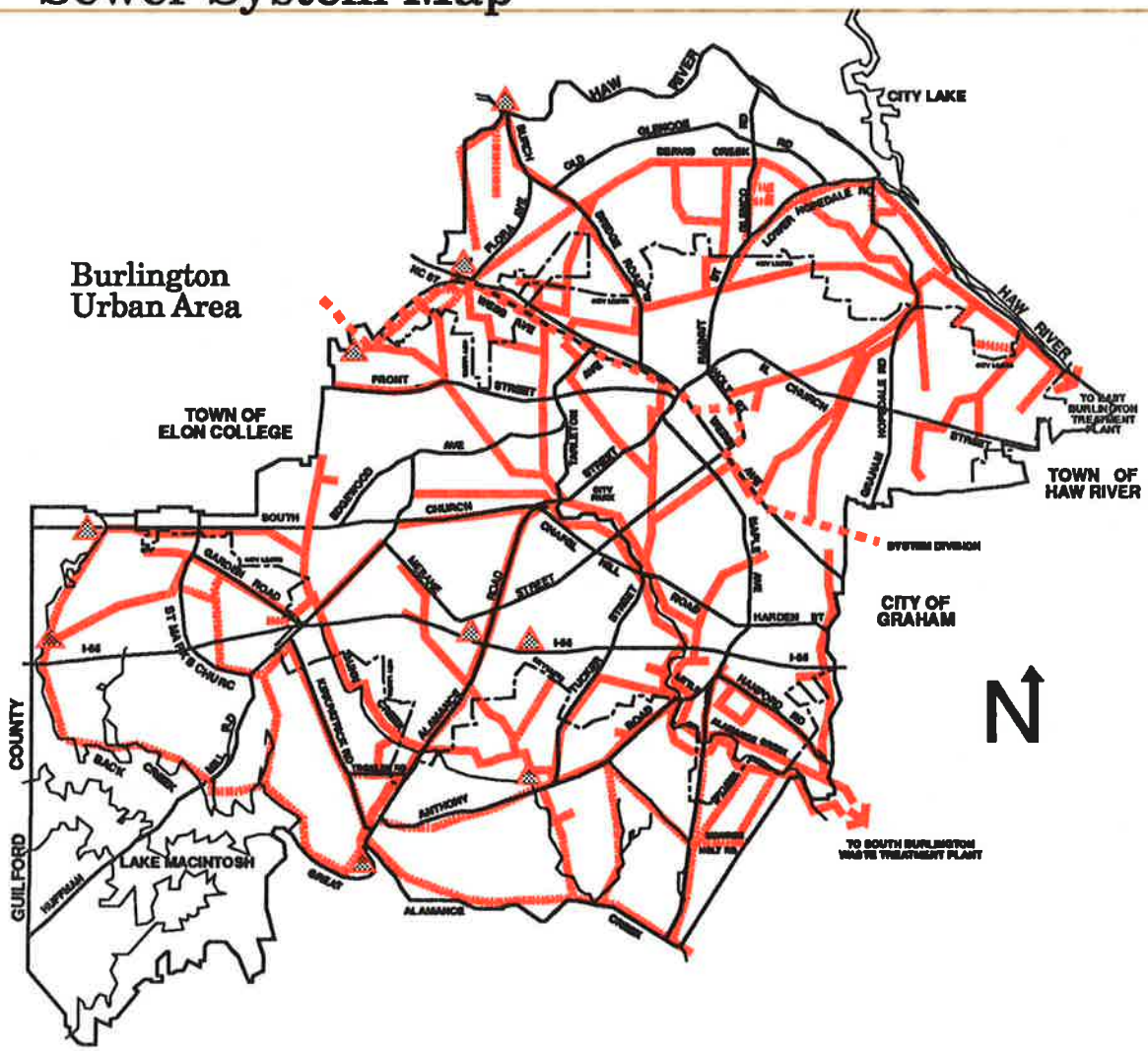
After the City's water system expansion plans have been completed, the future extension of water mains south and west of the City can be expected as development pressures continue in these areas (Refer to the**Water System Map** on page 42). The water service area policies set forth in this Plan will assure that future water service extensions will be provided to the City's Primary and Secondary Growth Areas on a priority basis through the year 2000 (See **Future Urban Growth Map** on page 53 in Part II of the Plan). Current City policy requiring that water and sewer service connections be provided at the same time remains in effect. Refer to Appendix C on page 203 for further data on Burlington's water supply and water consumption .

SEWER SERVICE

The City of Burlington furnishes sewer services to the incorporated area of the City plus the communities of Gibsonville, Graham, Elon College, the Village of Alamance, the Town of Haw River, and areas within Burlington's extraterritorial jurisdiction.

The City of Burlington has two municipal wastewater treatment facilities. These are the East Burlington and South Burlington wastewater treatment plants which have a combined capacity of 21,500,00 gallons per day. The average daily volume at both plants is currently 15 million gallons per day (mgd) for an excess capacity of only 6.5 mgd. The effluent from these plants is discharged into the Haw River and Great Alamance Creek (downstream from the proposed Lake Mackintosh Reservoir) according to strict federal and state effluent discharge permit requirements.

Sewer System Map



BURLINGTON 2000
COMPREHENSIVE LAND USE PLAN

This map is for planning purposes only and is not to scale

- EXISTING LIFT STATION
- FUTURE SEWER LINES
- EXISTING SEWER LINES

Upgrading of both plants was last completed in 1984. The need for ongoing treatment and capacity improvements exists. Immediate expansion plans (currently underway) include upgrading the capacity of the South Burlington Plant from 9.5 mgd to 12 mgd, the addition of phosphorous removal and other treatment processes to the plant, and improvements to the collection system regarding inflow/infiltration problems.

Due to regional growth pressures within the urban area (particularly in areas south of I-85/40 and west of the City where the new hospital and most new industries plan to locate), the City's lift stations (specifically the Gunn Creek Lift Station) now receiving wastewater from the Town of Elon College, Gibsonville and the Village of Alamance are currently reaching capacity limitations. At issue is whether the City should continue to maintain and upgrade these lift stations (which would restrict further expansion of sewer services in these high growth areas) or whether City and County residents are willing to to finance the construction of a major sewer outfall line along Great Alamance Creek as well as other sewer lines recommended in this Plan.

In recognition of the area's future growth potential and the need for expanded sewer service, the Burlington Comprehensive Plan Task Force has recommended that the Great Alamance Creek Sewer Outfall Line be constructed by the year 2000. Funding for this line is, however, a regional growth issue, which will require some form of participation by the County as well as the adjoining municipalities which stand to benefit from its use and construction. This line and other possible future sewage collection lines and outfalls are illustrated on the **Sewer System Map** on page 44.

The City of Burlington has had an established general policy of extending sewer service only to properties or developments which petition to be annexed by the City. This Comprehensive Land Use Plan calls for the phased extension of sewage collection lines into the primary and secondary growth areas of the study area in accordance with the annexation of these areas (Refer to the **Future Urban Growth Map** and **Annexation Guide** on page 53 and 99, respectively). This recommendation is consistent with the City's general sewer extension policy.

THOROUGHFARE SYSTEM

Like many cities across the country today, the City of Burlington continues to grow and develop while various deficiencies in the local thoroughfare system remain unaddressed. Burlington's basic pattern of thoroughfares was established during the first half of this century. Roadways that were built during a period of relatively low construction and low land acquisition costs must continue to serve an ever-growing urban area.

Although incremental improvements to the thoroughfare system can be made, opportunities for building major new transportation facilities in this era of high construction costs and low federal funding are limited. It is therefore critically important that all the transportation improvements outlined in the **Alamance County Urban Area Thoroughfare Plan** and **Transportation Improvement Program (TIP)** be carefully protected and implemented.

While the scope of this Plan does not include a detailed assessment of the adequacy of the current or future planned thoroughfare system, some basic findings can be reported. First, identified thoroughfare needs within the Alamance County urban area to the year 2000 total well over $76.8 million dollars. Funding for thoroughfare improvements received in FY 1989/90 was $2,650,000. If 1989/90 funding levels and the area's transportation improvement needs remain unchanged, the County will experience a shortfall of about $50.3 million over the next decade. This estimate is exclusive of the following transportation projects currently requested, planned or under construction: I-85/40 widening (from 4 lanes to 8 lanes), transportation system management and signalization improvements, railroad crossing improvements, bridge replacements, rural highway projects, public transportation needs, and bicycle program needs.

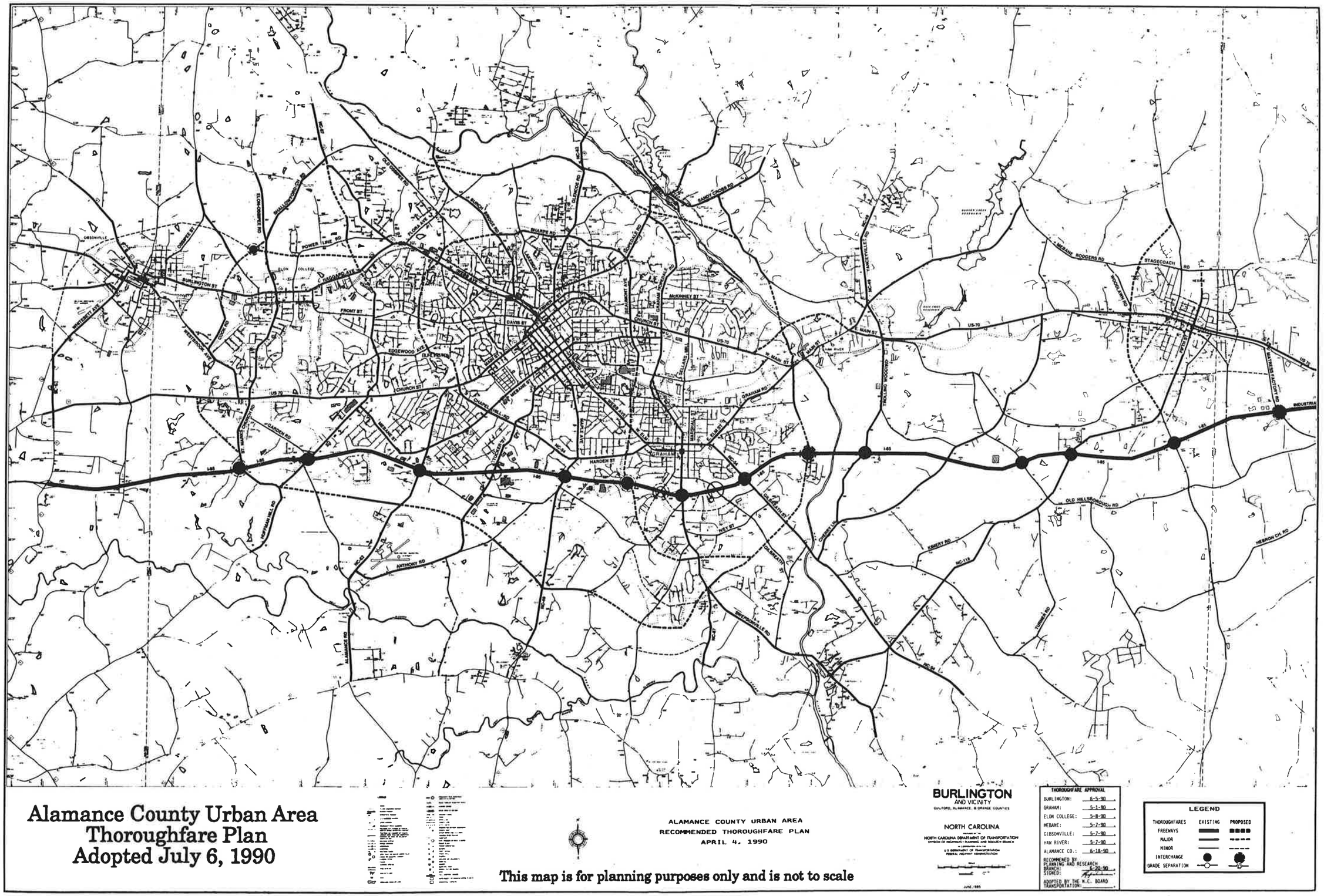
Second, projected traffic volumes for the urban area from 1986 to 2010 are expected to increase slightly less than 2% per year (North Carolina Department of Transportation, NCDOT). Within the Alamance County urban area, 394,000 trips per day were made on an average weekday in 1986. This volume of traffic is expected to increase to 616,000 trips for an average weekday in the year 2010 (NCDOT, 1990).

Third, one of the major problems identified in the Thoroughfare Plan and in every major transportation study done for the urban area is the need for additional north-south travel corridors to achieve greater balance in the area's basic east-west street system network. The lack of north-south travel routes is acute in both west and east Burlington; therefore the need for the completion of the "inner" loop system is a critical element of the area's ongoing transportation needs. Additionally, an "outer" loop system around the urban area is essential to accommodate the area's future transportation needs. The **Alamance County Urban Area Thoroughfare Plan** is shown on page 47.

Finally, the following highways within the study area have been identified by NCDOT as deficient (i.e., the existing average daily traffic is greater than the design capacity of the street):

- Graham-Hopedale Road
- Webb Avenue (from Fisher Street to NC 100)
- Church Street (from Edgewood Avenue to Westbrook Avenue)
- Mebane Street (from Alamance Road to Chapel Hill Road)
- Alamance Road (from I-85/40 to Church Street)
- Chapel Hill Road (from Mebane Street to Tucker Street)
- Maple Avenue (from I-85/40 to Hanford Road)

Eventually, improvements to these facilities will be made as each roadway is scheduled by the State Board of Transportation and the NCDOT for funding priority.


Alamance County Urban Area
Thoroughfare Plan
Adopted July 6, 1990
ALAMANCE COUNTY URBAN AREA
RECOMMENDED THOROUGHFARE PLAN
APRIL 4, 1990
This map is for planning purposes only and is not to scale
BURLINGTON
AND VICINITY
GUILFORD, ALAMANCE, & ORANGE COUNTIES
NORTH CAROLINA
NORTH CAROLINA DEPARTMENT OF TRANSPORTATION
THOROUGHFARE APPROVAL
BURLINGTON: 6-5-90
GRAHAM: 5-1-90
ELON COLLEGE: 5-8-90
MEBANE: 5-7-90
GIBSONVILLE: 5-7-90
HAW RIVER: 5-7-90
ALAMANCE CO.: 6-18-90
RECOMMENDED BY PLANNING AND RESEARCH BRANCH: 6-20-90
SIGNED:
ADOPTED BY THE N.C. BOARD TRANSPORTATION:
LEGEND
THOROUGHFARES
EXISTING
PROPOSED
FREEWAYS
MAJOR
MINOR
INTERCHANGE
GRADE SEPARATION

Thoroughfare Plan

PART II

GOALS AND POLICIES

OVERVIEW

This part of the *Burlington 2000 Comprehensive Land Use Plan* focuses on goals and policies. These goals and policies address a wide range of issues from housing affordability to intergovernmental cooperation. The goals outlined are general in nature and can be readily approved by most citizens. The policies, however, are more specific and express a public objective. Together they articulate a desired direction for the City's growth and development.

The goals and policies of the Plan are designed to be used by everyone in the community - interested and concerned citizens, government officials, the City Council, and all City Boards and Commissions - when reaching decisions affecting the overall growth and development of the City, its quality of life, environment, and general welfare.

Goals/Policy Format

The goals and policies of the Comprehensive Land Use Plan are presented according to the following format:

GOAL:	An official statement of local government purpose or course of action designed to achieve a desired future.
DISCUSSION:	A general evaluation and summary of the relevant findings regarding a subject or issue of local government concern.
POLICY:	An official statement of local government designed to achieve legitimate public objectives or guide future actions and decisions.

1. *COMPREHENSIVE LAND USE PLAN*

GOAL:

1.1 *PROMOTE STRICT ADHERENCE TO THE COMPREHENSIVE LAND USE PLAN BY THE PLANNING AND ZONING COMMISSION AND BY THE CITY COUNCIL. VARIATIONS FROM THE PLAN SHOULD NOT BE ALLOWED WITHOUT REEVALUATION OF EFFECTS ON THE PLAN.*

DISCUSSION:

The purpose of the *Burlington 2000 Comprehensive Land Use Plan* is to provide the community with a local policy and planning guide for directing the future growth and development of the City during the period covered by the Plan. Accordingly, the Plan's essential elements - the goals and policies, the Future Urban Growth Map, Annexation Guide, ETJ Expansion Guide, and the Small Area Plans - should remain substantially unchanged during the Plan's tenure. Frequent changes of these elements would undermine the Plan's effectiveness. Nevertheless, future development activities involving unanticipated conflicts with the Plan may warrant amendment of the Plan in some instances.

Additionally, the Plan cannot be considered a static document. The Plan should be viewed as a process by which its goals and policies are always evaluated for possible revisions, additions, and/or deletions. This Plan is only a beginning point to the long-range planning of the City. Not every possible goal or policy area has been addressed in the Plan. New goals and policies must be added to keep it relevant and effective in dealing with the changing problems, opportunities, and issues which are certain to face the City in the years to come.

POLICIES:

1.A The Comprehensive Land Use Plan shall be adopted and amended only by resolution of the City Council. This procedure is necessary to establish its official position as the policy-making document of the City.

1.B City Council, all City boards, commissions, and officials shall be responsible for using the Comprehensive Land Use Plan and knowing its contents.

1.C The relevant goals and policies of the Comprehensive Land Use Plan shall be considered in the course of making decisions which affect the City's growth, development, environment, and general welfare.

1.D All rezoning requests, land use changes, land development plans, and new City ordinances and regulations related to the growth and development of the City shall conform to the goals and policies of the Plan.

1.E Minutes of the Planning and Zoning Commission and City Council meetings shall cite and reference by number the relevant goals and policies of the Comprehensive Land Use Plan when decisions related to zoning, land use, community development, and the overall growth and development of the City are made.

1.F The Comprehensive Land Use Plan shall be periodically evaluated by the City to maintain its relevancy and effectiveness as the City's policy guide for the future.

1.G The procedure for amending the plan is as follows:

(a) **Form of Application**

Requests for amendment to the Plan (text or maps) must be submitted to the Planning and Community Development Department at least 10 working days prior to the next meeting of the Planning and Zoning Commission. Applicants shall specify in writing the reasons why the proposed amendment is in the public interest. Applications for map revisions shall include a site map (scale not less than 1" = 200') which clearly indicates the area in question.

(b) **Form of Review**

Notice of the hearing date upon which the City Council will consider approval of the amendment shall be advertised by the City.

All proposed amendments shall be reviewed by the Planning and Zoning Commission prior to final action by City Council. The City of Burlington shall be reimbursed by the applicant for all advertising costs associated with the request.

2. *LAND USE, FORM OF GROWTH AND DEVELOPMENT*

GOALS:

2.1 *ENCOURAGE CONTROLLED, QUALITY GROWTH WITHIN THE STUDY AREA. ADDITIONAL GROWTH IS DESIRABLE AS LONG AS IT IS CONTROLLED AND ATTENTION IS GIVEN TO PRESERVING QUALITY OF LIFE.*

Definition: Controlled means to plan and guide the future growth and development of the City. Quality growth is development which results in the efficient delivery of urban services and which enhances the area's environment and overall livability.

2.2 *ENCOURAGE INFILL DEVELOPMENT IN AREAS ALREADY SERVED BY MUNICIPAL SERVICES TO ACHIEVE EFFICIENT UTILIZATION OF CITY RESOURCES.*

Definition: Infill development is development which utilizes the existing infrastructure of the City with little or no required additions or extensions to the infrastructure system. The infrastructure system includes utilities, streets, parks, police and fire stations, and other related public services needed to sustain residential, commercial, industrial, educational, and recrational activities.

DISCUSSION:

In the next ten years, Burlington's population will grow from 40,000 to at least 46,000. Most of this growth will occur within the City of Burlington's extraterritorial jurisdiction which is subject to future annexation by the City. In recognition of the need to plan and guide this growth, it is important for Burlington to promote:

(1) CONTROLLED, QUALITY, URBAN GROWTH surrounding the City (quality urban growth includes attractive and planned residential subdivisions, business centers and industrial parks); and,

(2) EFFICIENT URBAN GROWTH PATTERNS which ensure the provision of continuing revenues and resources for the City to finance needed public services and public improvements in the community. An efficient urban growth pattern occurs when development locates in areas where infrastructure systems are already in place or where improvements to these systems are planned or can be cost effectively provided by the City. Urban development, which occurs in areas

where basic public infrastructure improvements do not exist or can not be readily provided, results in inefficient and costly urban growth.

The **Future Urban Growth Map** on page 53 is the primary planning tool of the City for achieving these goals. This map divides the study area into four basic growth areas. Each growth area has distinctive characteristics and policy implications. The Future Urban Growth Map should be used in conjunction with the goals and policies of the Plan when reviewing development proposals and when making major land development decisions. The four basic growth areas are defined in the following policy statements:

POLICIES:

2.A **URBAN GROWTH AREA BOUNDARY:** The Urban Growth Area Boundary identifies and defines the area where urban growth and urban development is expected to occur within the study area through the year 2000.

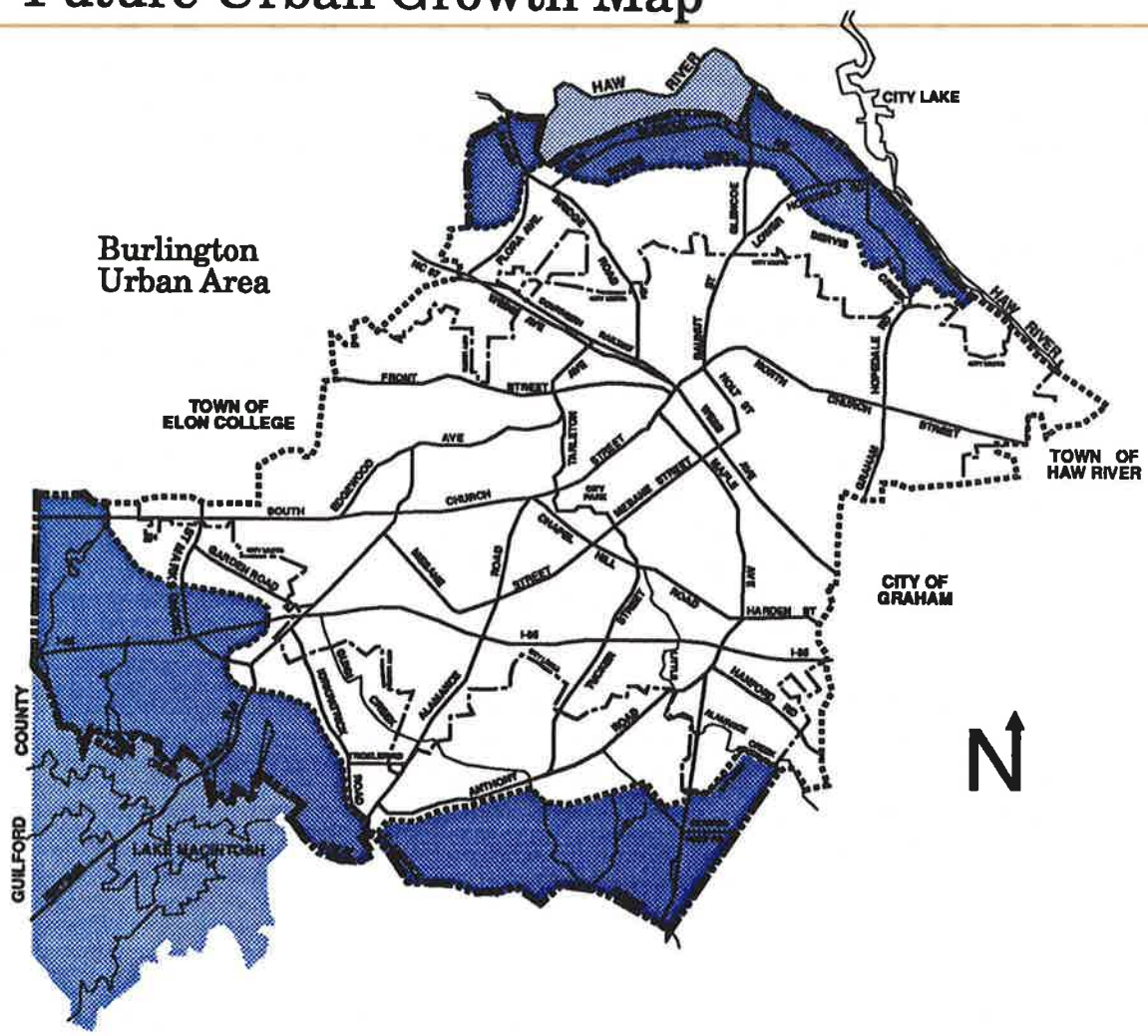
2.B **PRIMARY GROWTH AREA:** The Primary Growth Area includes that portion of the study area where public utilities and services are already in place or where these services can be cost effectively provided. This is the area where controlled quality urban gowth, infill development, and revitalization shall be especially encouraged. Urban development in this area will require minor public and private investments for infrastructure system improvements.

2.C **SECONDARY GROWTH AREA:** The Secondary Growth Area includes that portion of the study area where public utilities and services shall be provided on a lower priority basis than in the Primary Growth Area. This area is generally defined by the outer boundaries of the City's sewer drainage basins and represents the area where long-range urban development in the greater Burlington area can be expected. Urban development in this area will require major public and private investments for infrastructure system improvements.

2.D **RURAL AREA:** The Rural Area is that portion of the study area that is influenced by urban area growth forces, but within which urban level development (other than low density residential development) shall be discouraged through at least the year 2000. City services, infrastructure systems expansions and high density urban development shall not be planned or located in this area, except in case by case evaluations of major recreational or economic development projects and public health emergencies.

2.E **RURAL/CONSERVATION AREA:** The Rural/Conservation Area is that portion of the study area which is significant for environmental protection and aesthetic reasons such as the Haw River Corridor, Great Alamance Creek, and the Lake Mackintosh watershed critical area. Urban development and the provision of urban scale infrastructure systems shall be especially discouraged in this area.

Future Urban Growth Map



BURLINGTON 2000
COMPREHENSIVE LAND USE PLAN

This map is for planning purposes only and is not to scale

- Primary Growth Area
- Secondary Growth Area
- Rural/Conservation Area
- Rural Area
- Urban Growth Area Boundary
- Primary Growth Area Boundary

3. *LAND DEVELOPMENT REGULATIONS*

GOAL:

3.1 *ASSURE THAT THE CITY'S LAND DEVELOPMENT REGULATIONS PROVIDE FOR EFFICIENCY, COMPATIBILITY, COMPLIANCE, VARIETY, FLEXIBILITY AND INNOVATION IN BUILDING DESIGN, SITE USE, AND APPEARANCE.*

DISCUSSION:

Land development in Burlington today is regulated primarily through the City's zoning and subdivision ordinances. While these ordinances are structured to provide for controlled growth, they are not designed to promote aesthetically pleasing development nor have they been comprehensively updated since their original enactments in 1971 and 1979, respectively.

Traditionally, zoning and subdivision regulations have concentrated on establishing minimum standards of development which are designed to prevent the construction of projects that are undesirable or unsafe. But the danger is that, in setting rigid standards that prevent the worst type of development, the ordinances can stifle creativity and preclude innovations in design and site use. Therefore, most land use ordinances today have been comprehensively updated and improved to provide a balance in both public safety and aesthetics.

In recognition of this issue, this Plan focuses on a variety of options and opportunities for updating and improving the City's land use ordinances. These options and opportunities stress the use of flexible but predictable regulatory techniques such as conditional use zoning, performance zoning, and the use of site plan review controls. The intent of these techniques is to encourage a case-by-case review of all land use changes and all land development proposals. Implementation of in-depth site plan review procedures will not only help to promote more aesthetically pleasing development, but it will help to enhance the regulation of such sensitive site elements as natural vegetation, slope, drainage, land use compatibility, screening and buffering, signage, traffic, lighting, and other factors which relate to off-site impacts and quality of life concerns. Toward this goal and the need for comprehensive revisions to the City's land development regulations, the following policies are set forth:

POLICIES:

3.A Zoning changes shall only be granted when it can be demonstrated that rezoning will result in a community or neighborhood benefit which will outweigh any potential adverse impact upon surrounding properties. Conformance with

the goals and policies of the *Burlington 2000 Comprehensive Land Use Plan* and other adopted City plans may be used as a basis for demonstrating community or neighborhood benefit.

3.B Quality of life issues and aesthetics shall be considered in the land development review process. Individual financial circumstances, often raised in most land development issues, shall not be used as criteria for development approval.

3.C The submission of master plans or development plans shall be required for large tracts of property that may involve varied zoning and mixed uses of land.

3.D Zoning patterns throughout the City shall establish a transition from higher to lower intensity land uses where appropriate.

3.E Performance standards shall be incorporated, where appropriate, into the City's land development ordinances and regulations.

3.F Improved site design and site use shall be facilitated and encouraged through the possible use of conditional use zoning techniques and greater reliance on site plan controls.

3.G The City's zoning and subdivision ordinances shall be updated and reevaluated to conform to the goals and policies of the Comprehensive Land Use Plan. New and improved design standards shall be incorporated into these ordinances to encourage innovative site use, land development, and design quality.

3.H Specifically, a comprehensive review and update of existing ordinances shall include, at a minimum, an examination and consideration of the following:

(1) A review of current housing regulations within each zoning district, including housing density and types of residential development (single-family detached, condominiums, townhouses, apartments, and manufactured housing);

(2) The development of options for infill development and affordable housing opportunities;

(3) Improved requirements for parking, landscaping, and buffering between residential, commercial, office, and industrial developments;

(4) Improved Planned Unit Development (PUD) requirements such as reducing acreage requirements and providing opportunities for cluster, zero-lot line, and other innovative multi-family development;

(5) The development and use of various planned residential and commercial overlay zoning categories and techniques;

(6) Improved regulation of all dimensional requirements and setbacks;

(7) Improved regulation of the design, size, and location of signs and billboards;

(8) Improved sidewalk, curb, and gutter requirements for subdivisions;

(9) Improvements to mobile home parks including site layout requirements, spacing, landscaping, recreational amenities, adequate maintenance, and appearance;

(10) The development of a Special Overlay District for downtown which would improve regulatory flexibility in building use as well as establish guidelines for building facades, streetscapes, sidewalks, paving materials, and landscaping; and,

(11) The development of other special overlay districts such as a Resource Conservation Overlay District (RCOD) for environmentally sensitive areas, a Planned Development Overlay District (PD) for new commercial, business and industrial development, and an Airport Height Restrictive Area Overlay District (AP) for controlling development around the Burlington Municipal Airport.

3.I Lastly, the City shall prepare a Land Development Procedures Manual for citizens and potential developers which summarizes the City's urban growth policies, infrastructure financing requirements, land use regulations, utility extension policies, and other general land development procedures. This manual should be prepared after the City's development ordinances have been comprehensively revised and updated.

4. *ENVIRONMENTAL QUALITY*

GOAL:

4.1 *FUTURE DEVELOPMENT SHOULD GIVE FULL CONSIDERATION TO PROTECTION OF THE ENVIRONMENT. THE CITY SHOULD PROVIDE FOR ORDERLY DEVELOPMENT WHICH PROTECTS THE NATURAL ENVIRONMENT AND PROVIDES FOR ATTRACTIVE, APPROPRIATE LOCATIONS AND INTEGRATION OF LAND USES WITH RESPECT TO EACH OTHER.*

DISCUSSION:

Environmental protection is predominately a function of State and Federal government. However, local government has a direct responsibility in assuring that its citizens receive the highest level of protection possible from both man-made and natural threats to the environment. Public awareness of the need for environmental quality is reflected in the community's increased involvement in many environmental issues.

The public comments received from a variety of citizens attending the citizen input forums indicate a greater need for improved solid waste management, recycling, and both tree and watershed protection within the community. Other issues receiving strong support include improvement of water and sewage treatment capabilities, stormwater management, the elimination of old trash dumps, and stricter enforcement of environmental regulations.

One of the major conclusions reached as a result of this public input is that all future development proposals within the community should be subject to careful scrutiny to assure that the environment is fully protected. While it is normal to expect that certain trade-offs will be made between economic benefits and environmental quality, the public viewpoint is that environmental considerations should take precedence over potential economic gains. This theme is also reflected in many of the environmental quality policies which follow:

POLICIES:

1. Natural Environment:

4.A Developers shall be required to set aside vegetative buffers adjacent to streams in order to protect water quality and natural habitats.

4.B Environmentally sensitive areas such as unique vegetation, floodplains, streams, wetlands, ponds, lakes, drainageways, and other natural features which contribute to the attractiveness of the community shall be identified

and protected. A comprehensive inventory of these sensitive environmental areas should be prepared and used as a guide for protecting wildlife habitats and preserving Burlington's natural heritage.

4.C Where both controlled development and preservation are possible, environmentally sensitive areas shall remain in private ownership and shall be protected through City zoning regulations and private land restrictions. Land suitability studies shall be required of the developer prior to the approval of any land disturbing activities in these areas.

4.D Where environmentally sensitive areas can be protected only by prohibiting development, other methods for preservation may be utilized, such as outright purchase, donations, or preservation easements.

4.E Natural environmental features, such as woodland, lakes, and streams shall be protected as an integral part of any land development plan, site plan, or land use proposal subject to City approval.

2. Water Resources:

4.F The quality of Burlington's raw water supply shall be protected by regulating development in watersheds and water quality critical areas (WQCA) as required by State law.

4.G Reclassification of the City's surface water reservoirs to the highest classification possible under state regulations shall be sought.

4.H Point source discharges into streams and reservoirs within established WQCA's shall be prohibited, except under State and Federal guidelines. Discharge of untreated domestic and industrial wastes into natural streams shall be prohibited.

4.I Review and comment of all development plans and projects within the Lake Mackintosh and Lake Cammack WQCA's shall be sought through the establishment of a Regional Watershed Commission consisting of appointed administrative staff from all surrounding jurisdictions.

4.J Water conservation programs shall be required, and they will be enforced to reduce water demand during periods of drought.

3. Floodplain Management

4.K A MASTER DRAINAGE BASIN PLAN which establishes the method of drainage treatment for each drainage basin throughout the study area shall be prepared and adopted by the City.

4.L Development activities in the 100-year floodplain shall be controlled. If development must occur, low intensive uses such as open space, recreation, and agricultural activities shall be encouraged.

4.M The City's Floodplain Development Ordinance shall be enforced by the City Council and City Attorney when violations of the ordinance occur.

4. Stormwater Management:

4.N Stormwater runoff and drainage from development sites shall be of a quality and quantity as near to natural pre-development conditions as possible.

4.O Drainageways shall be retained in a natural condition, except for reasons of public safety or to avoid excessive maintenance costs.

4.P Drainageways retained in a natural condition or not completely piped underground shall be designed to include landscaping, pedestrian trails, bikeways, or other possible recreational uses.

4.Q The construction of drainage facilities within subdivisions shall be financed by the development which creates the need for the drainage facilities.

4.R Severe stormwater management problems such as flooding, ponding, and bank erosion within natural drainageways which pose public safety hazards to individual property owners shall be corrected jointly by the City and adjoining property owner(s) through equal cost sharing arrangements.

For example, if a pipe exceeding 36 inches in diameter is needed to enclose or improve a drainage ditch which collects storm water from city street stormwater systems, the City will equally share in the cost of hiring a private contractor to install the pipe up to a maximum limit of $10,000.

4.S The City's Erosion Control Ordinance shall be enforced by the City Council and City Attorney when violations of the ordinance occur.

5. Solid Waste Management:

4.T Future requirements for solid waste disposal facilities shall be anticipated through advanced planning. These facilities shall be located and designed to prevent adverse impacts to the built environment or to sensitive environmental areas.

4.U Recycling and resource recovery programs, whether public or private, shall be encouraged and supported by the City. The City shall plan and implement curbside recycling and investigate the establishment of a compost operation for leaves and yard waste and a program to distribute or sell the composted materials to City and County residents.

4.V The City shall continue to provide residential garbage collection services citywide and evaluate annually the effectiveness of its user fee program in relationship to future countywide landfill disposal costs.

5. *ECONOMIC DEVELOPMENT*

GOAL:

5.1 *FACILITATE AND ENCOURAGE THE DEVELOPMENT OF A STRONG LOCAL ECONOMY SO AS TO PROVIDE GREATER DIVERSITY OF INDUSTRIES AND HIGH QUALITY, STABLE EMPLOYMENT OPPORTUNITIES.*

DISCUSSION:

Economic development to many people means greater growth, and growth in turn means better jobs, better wages, and a better quality of life. However, growth simply for growth's sake does not always guarantee the development of a strong local economy nor an improved quality of life.

Growth and economic development are not always mutually compatible. A community can grow by leaps and bounds but, without attractive and stable employment opportunities and a sustainable tax base, the community's overall quality of life may suffer.

A community's local economy is characterized by many different types of industries interwoven by suppliers and consumers. Some industries more than others, at times, are vulnerable to national and regional fluctuations in economic trends and policies over which they have little or no control.

The key to economic development is not to generate or facilitate as much growth as possible but to attract to the community a diversity of industry which can sustain fluctuations in the market place and still offer high quality, stable employment opportunities. Toward this goal, the following economic development policies are established:

POLICIES:

5.A The City shall cooperate fully with the Alamance County Chamber of Commerce and other related economic development agencies to attract, expand, and retain industries and businesses which as good corporate citizens:

(a) Have minimal adverse impacts to the natural environment or the community's overall quality of life; or

(b) Contribute to the diversification of the local economy and the local tax base; or

(c) Utilize a highly skilled labor force or are willing to train the existing employment base; or

(d) Are national or regional company headquarters.

5.B The City shall use any or all of the following programs and methods to attract and retain industries and businesses which satisfy the above criteria whenever economically feasible:

(a) Selective recruitment promotion; or

(b) Industrial revenue bonds; or

(c) Provision of water and sewer services to unserved areas when cost effective.

5.C Local economic development programs shall encourage the revitalization and reuse of currently vacant or underutilized structures and sites in strategically located commercial and industrial areas.

5.D All new and existing businesses and industries shall comply with all applicable environmental protection standards and code requirements. Waivers or variances to City codes and ordinances shall not be used as incentives to attract or retain business and industries in the City.

5.E The City shall aggressively market existing City-owned surplus property and City-owned redevelopment property.

5.F The City shall examine its current development regulations and their effect on business and industrial development.

5.G The City shall participate in regional economic development planning, data base coordination, marketing promotion, and advertising to enhance economic development opportunities in the City, Alamance County, and the Piedmont Triad area.

6. *TRANSPORTATION*

GOAL:

6.1 *ESTABLISH AND MAINTAIN A SAFE AND EFFICIENT TRANSPORTATION SYSTEM.*

DISCUSSION:

Burlington's transportation policies reflect an acute need to implement and maintain a useful, continuing, and viable Thoroughfare Plan for the greater urban area. At the same time, the policies recognize that the existing road system is a significant public investment which needs to be maintained and improved.

The **Alamance County Urban Area Thoroughfare Plan** was first adopted in 1976 pursuant to a Memorandum of Understanding between Burlington, Graham, Elon College, Gibsonville, Haw River, Alamance County, and the North Carolina Department of Transportation (NCDOT). Mebane was included at a later date. This plan is required by the federal government in order to qualify for federal funding for street and highway projects. Recently the Plan has been updated and improved although there was major public opposition to several parts of the Plan. The new updated Plan was adopted by the North Carolina Board of Transportation on July 6, 1990. A copy of the Thoroughfare Plan map is shown on page 47 of this document.

The Thoroughfare Plan outlines major existing and proposed transportation facilities within the Alamance County urban area. Local governments use the Plan to protect right-of-ways and to plan for future growth within specific highway corridors. As such it is a critical and functional part of the *Burlington 2000 Comprehensive Land Use Plan.* The Thoroughfare Plan also provides the public with information about the location of future thoroughfares to be constructed in the urban area.

As Burlington continues to grow and develop, there will be increasing pressure on the City and State to fund and construct the facilities outlined in the Plan. The Transportation Improvement Program (TIP) is the process used to schedule and prioritize the facilities in the Plan which have the greatest need. Street and highway projects in the TIP are approved on an annual basis jointly by each local jurisdiction and submitted to the State DOT for funding consideration. It is important that each local government support the priorities and elements of the TIP to ensure that the top projects receive the highest consideration possible from the State for transportation funding.

The funding of improvements to the transportation system is and will continue to be an ever increasing problem, due primarily to a general decline in federal participation in highway funding nationwide and to the competition within the State for statewide TIP project priority consideration. Even with the development of North Carolina's new highway funding program and the adoption of the Intermodal Surface Tansportation Efficiency

Act of 1991 by the federal government, revenues to support future transportation improvements are falling behind projections. Local measures, such as right-of-way protection and developer participation in road dedication and construction will become increasingly important to ensure that needed highway projects and improvements as outlined in the Plan can be funded and completed.

While these measures are significant in the thoroughfare planning process, local government can also utilize other means to establish a safe and efficient transportation system. First, existing roadways can continue to be improved and maintained through widening and coordinated signalization. The disruption of traffic flow can be reduced by minimizing the number of driveway cuts onto area thoroughfares. In addition, encouraging the use of ridesharing and and other transportation services - public or private - (such as carpools, van pools, rail service, and bus service) can reduce the number of vehicle trips on area roadways and, at the same time, provide alternative means of transportation to those who may not be able to provide their own. Finally, creating safe environments conducive to walking and bicycling can reduce the demand for conventional automobile trips and, at the same time, enhance the quality of life in the area.

The need for public transportation services in the City should also be reexamined in the future as the City continues to grow in size and population. Support for these and many other transportation related improvements are set forth in the following transportation policies:

POLICIES:

6.A The **Alamance County Urban Area Thoroughfare Plan**, as developed by the NCDOT, Alamance County, and the cities and towns in the urban area, provides an appropriate plan for the improvement of existing roads and the construction of new roads to satisfy the area's transportation needs for many years to come. Therefore, every effort shall be made to implement the Plan. In order to improve state funding for the Plan, the Thoroughfare Plan should have the continuing and full support of all county leaders.

6.B Developers shall be required to dedicate needed right-of-way and make actual road improvements when impacts from their project warrant such improvements or when proposed projects abut a road that is scheduled to be improved according to the Thoroughfare Plan.

6.C The City shall establish a funding mechanism (such as a reserve fund or sinking fund) for systematic acquisition of right-of-way for priority projects listed in the Thoroughfare Plan and the Transportation Improvement Program (TIP).

6.D The City shall continue to acquire the necessary right-of-way to implement the Thoroughfare Plan through the subdivision process, as applicable.

6.E The City shall participate with Alamance County in funding the development of new functional thoroughfare designs and the placement of the right-of-way

lines on the County's tax maps. Additionally, the City shall examine the adoption of building setbacks on major and minor thoroughfares as a secondary tool for implementing the Thoroughfare Plan. The City should also develop and adopt an Official Street Map which identifies where collector streets within the urban area should be extended and constructed through the subdivision process.

6.F Citizen awareness of transportation planning activities and the existence of the Thoroughfare Plan shall be promoted by publishing the TIP annual priority list in the local newspaper once a year.

6.G The City shall continue to assist the NCDOT and Alamance County in transportation planning and engineering assistance for priority TIP projects within Burlington's jurisdiction.

6.H The City shall attempt to pave all unpaved streets and widen the substandard streets within the city limits. Financing these improvements will be done through the land development process or by assessments levied through the petition process.

6.I The safety and usefulness of area streets and highways shall be protected by encouraging common access points and discouraging frequent driveway cuts. Residential lots in new neighborhoods should not have direct access onto arterial streets or major thoroughfares.

6.J Existing residential and commercial areas shall be preserved and protected from the environmental and traffic impacts associated with new or improved transportation facilities.

6.K Pedestrian sidewalks, bikeways, crosswalks and other similar features shall be encouraged as environmentally sound transportation alternatives in the design and development of existing and future thoroughfare improvements. The City shall prepare a Bicycle Plan and a Master Sidewalk Construction Plan for the community to help plan and fund these improvements.

6.L Continued improvement and expansion of the Burlington Municipal Airport shall be encouraged and supported. Such expansion shall be planned to minimize potential land use conflicts and to enhance future economic development opportunities.

6.M Private transportation programs and services, such as ridesharing and vanpooling shall be continued and supported. The need for public transportation services shall be reevaluated by the City every five years.

7. *WATER AND SEWER SERVICE*

GOALS:

7.1 *PROVIDE CITY WATER AND SEWER SERVICES IN AN EFFICIENT AND EQUITABLE MANNER CONSISTENT WITH CITY POLICIES FOR GROWTH AND DEVELOPMENT.*

7.2 *ESTABLISH A CONSISTENT WATER AND SEWER EXTENSION POLICY WHICH ALLOWS DEVELOPERS TO DETERMINE THE COST OF LOCATING AT A PARTICULAR SITE WHERE WATER AND SEWER SERVICES ARE NOT AVAILABLE.*

7.3 *PROMOTE WATER AND SEWER AVAILABILITY AS AN INCENTIVE FOR ECONOMIC DEVELOPMENT. MAKE WATER AND SEWER AVAILABLE IN ADVANCE OF DEVELOPMENT WITHIN CERTAIN AREAS TO FACILITATE GROWTH.*

DISCUSSION:

It is a generally accepted planning principle that the provision of centralized water and sewer services is a major determinant in the density and location of new development in an urbanizing area. In the 1960's and 1970's, federal and state governments heavily subsidized the extension of water and sewer services into the suburban areas surrounding the nation's cities and towns. Viewed from the local government perspective, this inexpensive funding source made the extension of water and sewer services an attractive capital investment for many communities.

Beginning in the 1980's, however, local governments have witnessed a dramatic decline in the amount of funding available at the state and federal level for programs and facilities of all kinds, including water and sewer facilities. As a result, local governments are finding it necessary to plan carefully for public water and sewer services and to provide them only where such needs can be fully justified. At the same time, water and sewer service extensions are being viewed as an effective tool for guiding urban growth and development. Additionally, because costs have become so critical in building such services, the methods by which water and sewer facilities are financed are also being employed to influence development within an urbanizing area.

The City of Burlington, like many other cities nationwide, has elected to employ its water and sewer service authority to help guide development in a proactive manner. The intent is to encourage growth which can be more economically serviced by water and sewer lines, as well as by other municipal services.

The **Future Urban Growth Map** on page 53 identifies four key growth areas which are to be treated differently in terms of the provision of public water and sewer services. City policies for water and sewer services are directly tied to these four key areas.

The Primary Growth Area represents the area where new growth and development as well as infill development and revitalization should be encouraged. This area includes all land located within the existing City limits, plus a surrounding, relatively close in area or urban fringe that can be economically serviced and financed.

The Secondary Growth Area, (located just outside the Primary Growth area) is also viewed as being a favorable location for future development. However, because the Secondary Growth Area is less economical to serve, the City will participate in the costs of water and sewer extensions to this area on a lower priority basis than it will for development in the Primary Growth Area.

Beyond the Secondary Growth Area lies the Rural Area and the Rural/Conservation Area. These areas are clearly less economical to serve than the Primary or Secondary Areas. In the event that a major recreational or economic development project and/or low density residential housing development is planned within the Rural Area, the City's policy of no service can be overruled if the project satisfies all the requirements of the economic development policies contained in this Plan as well as any other applicable policies, plans, and regulations of the City. Major economic development projects occurring within the Rural/Conservation Area, however, are unlikely because these areas are mostly controlled through environmental regulations such as the floodplain ordinance and watershed protection regulations. Other exceptions to these policies include public health emergencies and the provision of water and sewer services to adjoining municipalities.

POLICIES:

7.A Water and sewer services shall be concentrated primarily within the limits of the Urban Growth Area Boundary as shown by the **Future Urban Growth Map** on page 53 of this Plan. The Primary Growth Area shall receive first priority for the provision of City water and sewer services.

7.B The Secondary Growth Area shall receive second priority for the provision of City water and sewer services.

7.C The City shall not participate in the extension of water and sewer services to properties in the Rural or Rural/Conservation Area. Exceptions to this policy may include provision of services to other local governments, the development of public facilities and recreation areas, and cooperative agreements on major economic development projects.

7.D The City shall not extend water and sewer lines into any area where land use regulations are not in place.

7.E New development shall continue, in general, to pay for the water and wastewater facilities necessary to provide service to the development.

7.F The City shall prepare a Water and Sewer Service Area Plan for the provision of water and sewer services to adjoining municipalities and to other areas outside of its corporate limits.

8. *INDUSTRIAL DEVELOPMENT*

GOALS:

8.1 *PLAN INDUSTRIAL AREAS TO SERVE THE COMMUNITY'S EXISTING AND FUTURE ECONOMIC NEEDS IN AN ENVIRONMENTALLY RESPONSIBLE MANNER.*

8.2 *ENCOURAGE LIGHT INDUSTRIES TO LOCATE IN OLDER INNER CITY LOCATIONS.*

DISCUSSION:

Industrial growth and development are important aspects of the local economy. Alamance County continues to exhibit heavy reliance on industrial growth and development relative to other employment opportunities as a whole despite recent labor force statistics which indicate that nonmanufacturing employment is growing at a faster rate than manufacturing employment within the County.

Between 1974 and 1985, industrial land use increased 31% from 836 acres to 1,096 acres within the Burlington study area. The City's 1985 Land Use Survey shows there are 925 acres of vacant land zoned for future industrial use. Based on past industrial growth trends, it appears that this amount of industrial zoned land far exceeds the area's future industrial land use needs to the year 2000. In fact, 67% of this industrial zoned land exists within the South Burlington planning area which has been targeted as a high industrial growth area by the community. The maintenance of this large industrial reserve is needed to serve the community's future industrial needs well into the next century.

The key to planning the area's existing and future industrial development is to identify in advance future industrial sites which are best suited for the types of industries that are sought for the continued growth and development of the community. The policies set forth in this section of the Plan establish specific industrial locational standards by placing all industry-related land use activities into one of three categories.

(1) **Heavy industries**, for example, are generally characterized as having large physical plants, high land requirements, and low worker-to-land ratios. Heavy industrial sites should have easy access to all major modes of regional and interregional transportation. The availability of major highway and rail facilities are particularly necessary to provide for the efficient movement of raw materials, labor, and finished manufactured products. Heavy industrial sites may also require substantial buffering or separation from nonindustrial uses. These buffers may include, for example, natural features and major transportation corridors.

(2) **Light industries** are generally characterized as having smaller physical plants, lower land requirements, and higher worker-to-land ratios. Since light industries typically do not require large land areas, they can be more easily located within urbanized areas, thus enabling them to take maximum

advantage of available services and to minimize home-to-work distances. Light industries should also have easy access to major highway, rail, and air facilities. However, care should be taken to see that light industries are located in a manner which will prevent additional traffic generation onto residential streets. Light industrial sites should also be compatible with surrounding areas and neighborhoods. Natural buffers and other types of physical separation may be required to prevent degradation of adjacent areas and to preserve visual aesthetics.

(3) **Warehousing, storage, and distribution** facilities are an essential part of most industrial operations and are accommodated within areas planned for both heavy and light industry. In recent years, however, many new forms of warehousing, storage, and distribution facilities have emerged in the marketplace. New warehousing facilities located along major thoroughfares should be properly landscaped and buffered so as not to detract from the overall image of the area.

POLICIES:

8.A Industrial development shall be located on land which is physically suitable and has unique locational advantages for industry. New industrial development shall be encouraged to locate in existing and planned industrial parks.

8.B Heavy industrial sites shall be separated from non-industrial areas by natural features, major transportation facilities, or other physical means.

8.C Light industry shall be encouraged to locate in urbanized areas to take advantage of available services and to minimize home-to-work distances. Careful design and/or buffering shall be required to ensure compatibility with surrounding areas.

8.D Warehousing, storage and distribution facilities shall have direct access to appropriate thoroughfares and shall be landscaped and buffered to enhance their visual appearance.

8.E Criteria for evaluating the location of future industrial sites shall be based on the following suitability factors:

	SUITABILITY			
	least			best
CRITERIA	1	2	3	4
Urban Growth Area—Primary and Secondary				
Direct Access to Interchange				
Water and Sewer Availability				
Visual Attractiveness from Highway				
Amount of Contiguous Acres				
Industrial Park Setting				
Minimum Impact on Residential Areas				
Location Outside Water-Supply Watersheds				
Annexation Potential				

9. *COMMERCIAL DEVELOPMENT*

GOALS:

9.1 *PLAN COMMERCIAL AREAS TO SERVE NEIGHBORHOOD AND REGIONAL BUSINESS NEEDS IN A MANNER WHICH PROTECTS ADJOINING RESIDENTIAL PROPERTIES.*

9.2 *ENCOURAGE COMMERCIAL INFILL DEVELOPMENT AND CERTAIN RETAIL AND COMMERCIAL SERVICES, SUCH AS RESTAURANTS, TO LOCATE IN DOWNTOWN AREAS.*

DISCUSSION:

Planning issues related to commercial development include the following: (1) economic growth and development of the community, (2) convenience of the consuming public, (3) environmental quality, and (4) neighborhood integrity.

Between 1974 and 1985, commercial land use increased by well over 50% from 989 acres to 1,512 acres within the Burlington study area. This significant increase in commercial development reflects a growing demand for goods and services within the community. The City's 1985 Land Use Survey shows that approximately 1,271 acres of vacant zoned commercial and industrial land exists within the study area. This supply of land should be adequate to accommodate the demand for additional commercial development. As the community continues to grow and expand, it can be projected that sufficient new demand will exist to support the development of additional neighborhood shopping areas.

Most commercial development activities in general can be placed in one of four different categories. Each category is described below.

(1) **Regional commercial centers** provide a broad range of general merchandise offering comparison shopping and big ticket items such as furniture, appliances, and home furnishings. These centers typically include 40 stores or more on a site at least 30 acres in size. Their trading market area includes the entire study area and beyond. Regional commercial centers are heavy traffic generators and should be served by major thoroughfares. Because of the large numbers of people they employ, these commercial centers should also be located relatively close to significant housing areas.

(2) **Community commercial centers** provide convenience goods and services to a smaller market than regional commercial centers. Their markets are generally intermediate between the neighborhood and regional market scale. They typically contain 15 to 40 stores on a site at least 10 to 30 acres in size. Downtown retail and downtown business centers also fall under this category. Community commercial centers should be encouraged to occur in a clustered fashion with planned coordinated access to arterial streets.

To reinforce their service to the community, these commercial centers should complement other community-oriented land uses such as schools, public parks, and appropriate office developments.

(3) **Neighborhood commercial centers** provide convenience goods and personal services purchased or used frequently (such as produce markets and drug stores) to a small neighborhood area. Ideally, they occur together in a tightly clustered configuration. Neighborhood commercial centers should be located so that all residential areas have easy access to convenience shopping facilities. However, they should be carefully controlled to prevent encroachment into residential neighborhoods.

(4) **Highway oriented commercial centers** provide goods and services to the traveling public and accommodate businesses which require extensive display and storage areas. Without proper safeguards, however, these areas may evolve into extensive lengths of strip commercial development containing a variety of business activities which result in traffic congestion, unsafe proliferation of curb cuts, and visual blight. Caution should be taken to ensure that only those commercial activities which are truly highway oriented locate in these areas. Although it is often difficult to cluster highway commercial areas in a unified manner, concentrations of businesses, adequate parking provisions, provision for coordinated ingress and egress, and attention to aesthetic factors should be encouraged. Highway commercial uses should be located only on major thoroughfares, and the number of driveways serving these areas should be controlled and limited.

POLICIES:

9.A Commercial development shall be encouraged to occur in clusters, planned shopping centers, and unified business parks to minimize the proliferation of retail strip locations.

9.B Regional Commercial Centers shall be located adjacent to freeways, major arterials, and major thoroughfares, as well as near existing or planned concentrations of employment and housing.

9.C Community Commercial Centers shall be located adjacent to arterial highways, major thoroughfares, and other community facilities such as schools, offices, or places of public activity.

9.D Neighborhood Commercial Centers shall be located adjacent to minor thoroughfares or collector streets and near other neighborhood facilities such as schools and parks, as well as the residential neighborhoods to which they are designed to serve.

9.E Highway Oriented Commercial Centers shall be clustered along segments of arterial streets and at the intersection of major thoroughfares. These centers should be designed in such a way as to minimize signage, access points, and

excessive lengths of commercial strip development.

9.F Commercial development proposals of at least 10 acres or more shall require traffic impact and market area studies prior to site plan or rezoning approval.

9.G Effective buffering and/or landscaping shall be provided where commercial development adjoins existing or planned residential areas.

9.H Encroachment by new or expanded commercial development into established or planned residential neighborhoods shall be prohibited.

9.I Avoid more new strip commercial development, in general, in favor of clustered commercial areas.

10. *OFFICE AND INSTITUTIONAL DEVELOPMENT*

GOALS:

10.1 *PLAN OFFICE AND INSTITUTIONAL DEVELOPMENT AS TRANSITIONAL AREAS BETWEEN COMMERCIAL AND RESIDENTIAL LAND USE.*

10.2 *ENCOURAGE OFFICE AND INSTITUTIONAL LAND USE TO LOCATE IN THE CENTRAL BUSINESS DISTRICT AND ADJOINING DOWNTOWN AREAS.*

DISCUSSION:

Office and institutional development, such as services, finance, insurance, real estate, government, and other business related activity, is becoming increasingly important relative to commercial and industrial development within the community. Therefore, the demand for future office and institutional development can be expected to continue over the next decade.

Between 1974 and 1985, office and institutional development (consisting mainly of quasi-public and public land, excluding the 1,025 acres acquired for Lake Mackintosh) increased 28.8% from 727 acres to 937 acres. The City's 1985 Land Use Survey shows that there are only 346 vacant acres zoned for future office and/or commercial use within the Burlington study area. Based on the above growth trends, it appears that an inadequate supply of land is available to accommodate the area's future office and institutional land use needs.

Municipal policies for office and institutional development therefore need to address both the provision for additional office and institutional zoned land as well as issues concerning where to accommodate new office and institutional development within the community.

Office and institutional areas generally serve three functions. The first function is to serve as separate business parks and office park developments for regional and national corporations. The second function is to provide support to commercial areas. The third function is to provide a transitional land use between residential uses and commercial land uses. Doctors' offices, law offices, real estate firms, and banks are typical of this office and institutional development category. Office and institutional land use generates traffic which is intermediate between that generated by residential areas and commercial areas. Therefore, it is important that these uses be carefully controlled to ensure that they do not simply become extensions of nearby commercial areas.

In the preparation of the Small Area Plan for Central Burlington, much of the Plan focused on the appropriate use of office and institutional development as a transition between the central business district of the City and the surrounding downtown area residential neighborhoods. The need for office and institutional development on the perimeter of the central business district and between residential and industrial areas is a good example of how office and institutional development can be used as a transitional land use.

Finally, it should be noted that office uses can frequently be successfully located in the upper stories of downtown buildings. Offices normally do not require direct street frontage to market their services and can effectively operate from the second story of most buildings. Handicapped access, parking, and fire code provisions, however, may need to be addressed in some instances. Elsewhere within the community, office developments often lend themselves to office park configurations, and this form of development should be encouraged wherever possible.

POLICIES:

10.A Office and institutional development shall be encouraged to locate as a transitional land use between activities of higher intensity and those of lower intensity.

10.B New office and institutional development shall be carefully planned and controlled. Planned office parks or clusters of offices with common access and shared parking shall be encouraged.

10.C Office development shall be encouraged to locate in and around the perimeter of the central business district and at existing and future business activity centers to stimulate compact growth.

10.D Mixed-use (commercial/office and residential) developments shall be encouraged as alternatives to standard office buildings when adequate parking is made available.

11. *HOUSING AND RESIDENTIAL DEVELOPMENT*

GOALS:

11.1 *PROVIDE FOR THE AVAILABILITY OF SAFE, SANITARY, DECENT, WELL-DESIGNED AND AFFORDABLE HOUSING FOR ALL BURLINGTON CITIZENS.*

11.2 *ENCOURAGE A VARIETY OF HOUSING TYPES WITHIN OUR URBAN AREA THROUGH NEW ZONING AND SUBDIVISION REGULATIONS.*

DISCUSSION:

For the purpose of the Comprehensive Land Use Plan housing is defined as the basic provision of shelter for all citizens, whereas residential land use is defined as the appropriate use of land for the provision of shelter. The housing and residential development policies set forth in this Plan reflect a variety of issues and priorities for housing in the City. The policies focus on specific housing needs in relation to special constituents (i.e., low-moderate income households, the elderly, the homeless) as well as public responsibility and financing mechanisms for the provisions of shelter. The policies also focus on the locational aspects of residential development, such as quality of life concerns and land use relationships. The issues fall under four general areas: (1) housing affordability; (2) housing rehabilitation; (3) housing alternatives; and, (4) neighborhood protection. Each of these areas is addressed in the formation of municipal policies on housing and residential development in the community. Before each issue area is discussed, a brief picture of the housing situation is presented.

Between 1980 and 1990, the number of housing units of all types in the study area increased by almost 14.0% from 18,089 to 20,591. By the year 2000, another 2,284 units are projected to be built. Household size is expected to shrink from 2.35 persons per household in 1990 to 2.10 persons per household by the year 2000. The single-family home will continue to be the predominant housing type in the community. However, increases in multi-family units and manufactured homes (mobile and modular) are expected as the the demand for affordable housing and smaller housing units for older home buyers increases.

In 1985, there were 11,426 acres of land used for residential purposes and an additional 4,085 acres within the study area which were vacant but zoned for future residential use. While a comparison cannot be made with regard to residential development trends between the City's 1985 land use data and the data contained in the City's *1974 Land Use Plan* (because the study area overall size has been increased), it is reasonable to estimate that a sufficient amount of vacant residentially-zoned land exists today to accommodate the study area's projected additional housing unit needs to the year 2000. Therefore, residential land use sufficiency (i.e. housing quantity) will not be a critical issue for the community in the

1990's. Rather, the important housing issues will relate to such quality of life concerns as affordability, rehabilitation, design alternatives, locational compatibility, and neighborhood protection.

HOUSING AFFORDABILITY: In recognition of the need for affordable housing in the community, the Burlington City Council appointed an Affordable Housing Task Force in 1989 to study this issue and to present its findings and recommendations. The Task Force's report dated October 11, 1990 provides recommendations on four key topics: (a) public housing; (b) housing for homeless; (c) home ownership; and, (d) rental housing. The Task Force's recommendations and findings on each topic are reported below:

Affordable Housing Task Force Recommendations

•Public Housing:

1. Additional public housing units are not presently needed.
2. Education is the key through self-help programs, such as money management, goal setting, organized recreation, and other organized activities to reduce the need for public housing.
3. Repayable funds to assist with initial move-in expenses and a financial assistance program need to be established to promote home ownership.

•Housing for Homeless:

1. In 1989 Family Abuse Services refused shelter to 40 families, primarily due to lack of space.
2. With the construction of the new Allied Churches of Alamance County (ACAC) Emergency Shelter no refusals of shelter are currently reported.
3. Many Burlington residents are "nearly homeless" due to living with relatives or others in severely overcrowded conditions.
4. Many homeless and "nearly homeless" families would be eligible for public housing, but requirements for advance rent and utility deposits adversely restrict their eligibility.
5. Many families who do not qualify for public housing due to higher than allowed income levels are still unable to find affordable rental housing. Most of Burlington's rental housing are too expensive for the working poor.
6. Plans of ACAC will apparently take care of the needs of identifiable floating homeless.
7. Family Abuse Services will become increasingly strained and will need to increase available space.
8. A high level of resources should be directed toward maintaining and rehabilitating the current housing stock.
9. Other solutions to the homeless problem in Burlington must include:
   * a strong diversified economy with industries that pay living wages
   * a quality educational system that can keep children in school and help

make poor children competitive with the rest of their peers
* a strong community college system that teaches marketable skills
* on-the-job training
* alcohol and drug rehabilitation
* social support for the homeless and nearly homeless which offers child care, transportation, money management assistance, and low cost mental health counseling services.

• Home Ownership:

1. The City should actively promote financing for first time home buyers by taking the lead on a financing pool of below market rate funds. All financial institutions should participate.
2. Additional financial incentives should be available for owner-occupied properties in designated areas. Financial incentives can be accomplished through tax breaks or reduced interest cost. The City and lenders should participate in this program.
3. Finally, the City should take a hard look at ways to reduce lot costs, to encourage the rehabilitation of older homes and neighborhoods, and to promote education in schools and industries on the importance of saving and controlling debt in home ownership.

• Rental Housing:

1. There is a shortage of low-priced rental housing in the city.
2. A more diverse variety of rental housing needs to be built such as duplexes and triplexes. Manufactured housing is not an acceptable solution to rental demands due to greater maintenance requirements.
3. The City of Burlington should assist investors through such programs as tax credits and the issuance of tax exempt bonds to finance new rental units. The City should also continue its Rental Rehabilitation Program, advertise its existence, and form a committee made up of City officials, builders, and developers to identify ways in which cost reduction for construction in low income areas might be achieved.

HOUSING REHABILITATION: Housing rehabilitation has been an on-going community development program in the City for many years. Currently, three City programs exist: (a) a Revolving Loan Program (which makes 3% loans to qualified home owners for housing rehabilitation and restoration); (b) a Rental Rehabilitation Program; and, (c) a Home Purchase Incentive Program. Each of these programs has helped to improve Burlington's older housing stock. Other housing improvements have been brought about as a result of the City's Minimum Housing Code. While these programs currently require the full time attention of the Community Development staff, a wider range of new or expanded programs could be sought, including such incentives as property tax abatements and loan subsidies to qualified first-time home buyers. Programs such as

these, in addition to various historic preservation incentives, would further improve the revitalization and rehabilitation of the City's existing and older housing stock.

HOUSING ALTERNATIVES: One of the charges to the Burlington Comprehensive Plan Task Force was to provide City Council with a recommendation regarding the placement of manufactured housing with the community. Although a consensus could not be reached on this issue, the Task Force supported the adoption of a new zoning category, a Manufactured Housing Overlay District, which provides performance related standards for mobile, modular, and manufactured homes within the community. This first step was important in addressing the need to provide opportunities for a variety of housing types and choices for all citizens in the community.

Related to this issue is the need to encourage greater opportunities in alternative housing designs and styles such as patio homes, zero lot line developments and clustered homes. These housing alternatives, although somewhat new and untested in the community, are needed to provide a variety of housing choices for Burlington's retired and aging population as well as a growing professional work force. While the traditional single-family home continues to be a major housing source in Burlington, the Comprehensive Land Use Plan does not discourage the use of flexible or innovative land planning techniques when such land planning can better preserve the natural topography, vegetation, or other natural attributes of a given site (See Section 3. LAND DEVELOPMENT REGULATIONS on pages 54 to 56).

Regarding high density residential development, the policies reflect the planning principle that such high density uses must have available adequate urban services. In addition to centralized water and sewer services, high density residential development must be provided with direct access to major thoroughfares and arterial highways. Such development should also be located near existing or planned concentrations of employment, schools, and shopping.

Finally, there is a need to encourage increased housing opportunities in downtown Burlington as recommended by the Burlington Downtown Corporation and the Main Street Program.

NEIGHBORHOOD PROTECTION: One of the foremost problems confronting land use planning in the City is the need to conscientiously protect the integrity of established neighborhoods. This theme was expressed by the public in the Citizen Input Forums held throughout the community and by the Burlington Comprehensive Plan Task Force in their development of the community's goals.

Residential neighborhoods are an important part of Burlington's quality of life and history. Commercial encroachment into existing residential areas, however, continues to be a problem. Additionally, there are certain residential areas or pockets of residential neighborhoods scattered throughout the City that have become so completely infused with or surrounded by nonresidential uses that their continued viability as a housing resource has become questionable. Therefore, it has become important that existing residential

neighborhood boundaries be physically identified in the area and on maps so that it is easier to (a) protect sound neighborhoods and (b) plan for an orderly conversion from former residential uses to higher density residential use, office use, or some other compatible alternative land use. An attempt to accomplish this objective has been made in the development of the future land use map in each small area plan. Policy makers should refer to these plans as a guide for site specific land use planning recommendations.

POLICIES:

1. Housing Affordability:

11.A The housing needs of the elderly, handicapped, and low to moderate income households shall be considered in the City's policies and actions regarding residential development.

11.B City development ordinances shall be reviewed to identify possible changes that would reduce the cost of housing development to low and moderate income households.

11.C City-owned surplus land shall be reviewed to identify potential sites for affordable housing projects or developments.

11.D The City shall continue the Home Purchase Incentive Program to encourage lower-income home ownership opportunities.

11.E The City shall examine program opportunities to establish first-time home buyers financial assistance and repayable initial move-in expenses.

2. Housing Rehabilitation:

11.F Housing rehabilitation shall continue to be a priority under the City's Community Development Program.

11.G The City shall aggressively seek Federal and State funds for housing development and rehabilitation.

11.H The City shall continue to support and implement the Revolving Loan Program for housing rehabilitation.

11.I City Council and the City Attorney shall continue to implement and enforce the City's Minimum Housing Code when violations to the ordinance occur. However, the City should utilize demolition only when rehabilitation is not feasible or in situations of compelling public purpose.

3. Housing Alternatives:

11.J The City shall continue to assess the need, desirability, and location of manufactured homes (mobile and modular) within its jurisdiction.

11.K City development ordinances shall be reviewed and amended to encourage a greater variety of housing types, such as patio homes, cluster housing, and zero lot line development.

11.L Innovative and flexible land planning techniques shall be assessed as a means of encouraging development configurations which provide a variety of affordable housing types and which better safeguard existing natural land and water resources.

4. Neighborhood Protection:

11.M The protection and rehabilitation of viable neighborhoods shall be encouraged to ensure their continued existence as a major housing source and as a reflection of the long term quality of life in Burlington.

11.N The City shall preserve the integrity of established residential neighborhoods by defining their boundaries and not allowing encroachment by commercial or industrial uses. The Future Land Use maps developed in the small area plans shall be used as a guide for establishing neighborhood boundaries.

11.O Residential neighborhoods which have become infused with or surrounded by nonresidential uses may undergo orderly conversions from residential use to higher density residential use or other compatible alternative land use.

11.P The City shall encourage infill development that is compatible with existing and surrounding neighborhood values, characteristics, and density.

11.Q The continued development of single-family homes as a major housing source in the City shall be encouraged.

11.R Factors in determining the preferred location of high density residential development shall include close proximity to employment and shopping centers, access to major thoroughfares, and the availability of public services and facilities.

12. *GOVERNMENT SERVICES*

GOALS:

12.1 *CONTINUE TO PROVIDE EFFICIENT AND SUFFICIENT MUNICIPAL SERVICES IN ORDER TO RESPOND TO THE SHORT AND LONG RANGE NEEDS OF THE COMMUNITY.*

Definition: Municipal services include sanitation, police, fire, public utility, recreational, and other services such as planning and community development which provide for the protection of the public health, safety, and welfare.

12.2 *ENCOURAGE THE PROVISION OF EFFICIENT LOCAL GOVERNMENT SERVICES THROUGH INTERGOVERNMENTAL COORDINATION.*

DISCUSSION:

A primary responsibility of municipal government is to provide its citizens with adequate public services and facilities in the most efficient and best manner possible. Private enterprise may also develop facilities and provide services for the benefit of part or all of the community.

While private companies sometimes augment the public facilities operated for the benefit of the community, the greater part of the burden of meeting the needs of the people rests with the local government and, therefore, with the taxpayers themselves. Further, as urban areas expand and the population grows, older facilities become obsolete or inadequate and, as standards of living rise, the demand for more and varied public services and facilities increases.

The type, location, and quality of most public facilities are related directly to the pattern of development and to the standards of service the citizens demand. An increasingly sophisticated public demands more than the traditional municipal facilities. Modern health clinics, well-equipped police and fire departments, up-to-date water and sewer systems, efficient streets, and improved recreational services are some basic examples. Recent demands placed on the City include highway beautification projects, streetscape improvements, drainage improvements, historic preservation, recycling, greenways and bikeways, walking/jogging trails, local arts and cultural activities, and even a possible civic center.

Although the City by itself cannot provide a majority of these services, especially to those citizens outside the corporate limits, the demand for these services still exist. As the urban area continues to grow and develop, it will become increasingly important that the delivery of public services be coordinated and funded on both a municipal and county-wide basis. While specific services such as public health, social services, and register of deeds

are strictly mandated by State law to be provided or negotiated by County government, there are many public services such as education, building inspections, planning, parks and recreation housing, and water and sewer system improvements which could be coordinated jointly between the City and the County. Careful study and evaluation is needed however before any one of these services can be combined or consolidated by either the city or the county. In the meantime, it is essential that the City of Burlington prepare for the improvements, services, and facilities demanded by its citizens. The policies set forth in this part of the Plan will assist the City in planning its municipal services.

POLICIES:

12.A The level of municipal services necessary to protect the public health, safety, and welfare shall be maintained equally throughout the City.

12.B Municipal services shall be funded through a variety of means, such as general taxes, bonds, interest, state and federal grants, user fees, or a combination of all of the above. City financing policies should stress the relationship of payment for municipal services by the actual users of such services.

12.C The City shall utilize the resources of the private sector for certain government services when the private sector can provide more economic and effective services than the City government.

12.D The City shall place a high priority on those projects which facilitate economic growth and development, which generate private sector employment, and which improve the City's overall quality of life.

12.E As continuing reductions in public support, funding, and reimbursements occur, the City shall institute user fees, when appropriate, to maintain and support needed municipal services. City housing rehabilitation programs and services should not be funded through user fees, however, as these programs are self-supporting and/or direct assistance-oriented.

12.F Intergovernmental coordination between the City, County, and other governmental agencies shall be encouraged in the provision of public services.

12.G The City shall maintain a comprehensive data base for land use and census information. The City shall also consider developing an automated geographic information system (GIS) to enhance municipal services through the integration, use, and mapping of geographically based information. A GIS system would reduce costs to residents and businesses for up-to-date customer service information, maps, utilities, zoning, tax and land parcel data.

13. *RECREATION AND OPEN SPACE*

GOAL:

13.1 *PROVIDE AND MAINTAIN A BALANCED SYSTEM OF CONVENIENTLY LOCATED RECREATIONAL FACILITIES AND LEISURE ACTIVITIES FOR ALL CITIZENS AND VISITORS TO THE CITY.*

DISCUSSION:

In 1974, the City of Burlington adopted the *Burlington Recreation / Open Space Plan 1974-1985.* During the intervening 15 years, the City has acquired and/or developed many of the proposed facilities in the Plan. Pursuant to the Plan, the City has acquired and developed four new neighborhood/community parks, one regional park, and a special use facility, the Railroad Depot. Meanwhile, the City has also maintained, improved, and expanded its existing recreation facilities, programs, and activities. Currently, the Department of Recreation and Parks operates the following facilities:

*3 MajorParks:	City Park, Fairchild Park, and North Park
*2 Regional Parks:	Town & Country Nature Park, and Davidson Park
*9 Neighborhood Parks:	Forest Hills, Elmira, Northwestern Park, Southern Park, Willowbrook Park, Petersburg Park, Dothan Park, Eva Barker Park, and Broad Street Gym
*5 Special Use Facilities:	Railroad Depot, City Lake, Lake Cammack, Indian Valley Golf Course, and the proposed Lake Mackintosh Marina.

The location of each facility is shown on the maps in the small area plans contained in this document. Now that the recommendations and priorities of the 1974 plan have been implemented, a new master recreational /open space plan is needed which will address the achievements, priorities, and future recreational needs of the City in the 1990's and beyond.

Burlington today, consists of many population groups with contrasting socioeconomic characteristics, special needs (such as the elderly and handicapped), and varying life-styles. Each one of these groups has different recreational needs and requirements. Continued population growth and increased urban development in Alamance County accentuates the ongoing need to plan and to set aside appropriate park sites and open space areas for existing and future generations. The small area plans in this document contain specific strategies and recommendations for recreational planning on a site-specific basis. However, these plans do not preclude the need for the development of a new Master Park and Recreation Plan for the greater Burlington area.

Within the context of a new master park plan, several basic issues should be emphasized. First, parks are developed open spaces with various facilities for both active and passive leisure pursuits and recreational opportunities. The need to minimize the costs for maintaining existing parks and acquiring future park sites is an important concern. Development may increase the value and cost of land and may preclude the availability of properties that contain scenic, cultural, or historic resources. To minimize acquisition costs, critical or strategic areas should be acquired for future park sites in advance of actual need. However, adequate maintenance of existing parks and recreational facilities must be the first priority for funding in the event funds are insufficient to both acquire future park sites and maintain existing parks.

As new parks become more difficult to acquire and develop, the need for public and private entities to cooperate in the provision, use, and financing of recreational facilities will increase in importance. Developers should be required to dedicate land for recreational space in new residential areas. Existing recreational facilities should be coordinated between the local school system and other public/private entities.

A second basic concept is that undeveloped open spaces, such as greenways, may be used to provide passive recreational opportunities. A greenway is linear open space along natural corridors, such as river and creek floodplains, and/or man-made corridors, such as utility and transportation rights-of-way. These greenways may be assembled to form an interconnected system of trails or open space within a community for pedestrian and other recreational uses. The use of greenways also incorporates environmental concerns with recreational development by protecting natural areas from incompatible types of land use and by shaping urban form as open spaces delineate areas of development. A Greenway/ Bikeway System Plan should be included as a major element in any future park planning for the City.

Finally, in proposing the master plan, consideration should be given to parks and open spaces because they contribute to the livability and quality of life in the community. In turn, the quality of life affects tourism, real estate values, and land development patterns.

POLICIES:

13.A Future park development and open space preservation shall be carefully planned and managed to provide for a balanced distribution of recreational facilities within the study area.

13.B Adequate maintenance of parks and recreational facilities shall continue to receive first consideration from the Department of Recreation and Parks for funding, but funding for the acquisition and development of new parks and open space should be included.

13.C In the event that funding is not sufficient for both acquisition and development of needed parks and open spaces, acquisition should, nevertheless, be funded and carried out by other means.

13.D Park and open space acquisition should be funded at a level necessary to keep pace with the City's growth. Land acquisition for new recreation sites in advance of need shall be encouraged to assure desirable locations at reasonable cost.

13.E The developed areas of the City which have the greatest deficiencies in parks shall have a higher priority for park acquisition and development funds than the newer areas of the City which are not yet fully developed.

13.F The City shall develop parkland dedication requirements in the review of subdivision requests. First consideration for parkland dedication in new development areas shall be for neighborhood parks. The second consideration for new development shall be fees in lieu of dedication where parkland dedication is not appropriate. These fees should be used to fund other types of recreational improvements such as open space, greenways, and bikeways in each newly subdivided area

Criteria for implementing a parkland dedication program shall be established before the City accepts any neighborhood parks or fees. Criteria for acquiring parkland and other open space areas should also be established.

13.G The active and passive uses of parks should receive equal consideration in the acquisition, development, and design of parkland.

13.H Recreational facilities at City parks and local schools should be jointly shared and used, where appropriate, for both public and private recreational programs and activities.

13.I The City shall prepare a new **Master Park and Recreation Plan** which includes plans for the development of a greenway system and multi-use trails within the Burlington urban area.

13.J The City shall prepare a comprehensive **Bicycle Plan** for the Burlington urban area which designates both on-street bike lanes and off-street bike trails. Grants and transportation planning funds from the NCDOT should be sought to fund this plan and to help pay for signage, bike lane striping, and other bicycling improvements as appropriate.

13.K The City shall establish a Bicycle Advisory Committee to plan, coordinate, and oversee the development of bicycle improvements and a bikeway construction program in the community.

13.L The City shall examine the feasibility of a program where groups or local organizations adopt a park, trail, or greenway area to assist in its maintenance.

14. *HISTORIC PRESERVATION*

GOALS:

14.1 *PRESERVE, ENHANCE, AND PROMOTE THE SIGNIFICANT HISTORIC AND ARCHITECTURAL FEATURES OF THE CITY.*

14.2 *WHERE APPROPRIATE, PRESERVE AND RESTORE EXISTING COMMERCIAL BUILDINGS SO AS TO MAINTAIN THE CHARACTER OF OLDER COMMERCIAL AREAS.*

DISCUSSION:

In 1980, the City of Burlington established the Historic District Commission. The creation of the Historic District Commission emerged from the City's recognized need to safeguard local heritage, culture, and architecture by promoting the conservation of historic sites through preservation and regulatory efforts.

The City also wanted to stabilize and enhance neighborhoods while strengthening its economic base of property taxes and tourism. Subsequently, as the result of a 1982 study of Burlington's historic architecture, the United States Department of Interior officially listed sixteen properties and two districts in the National Register of Historic Places. One area, the West Davis Street, West Front Street, and Fountain Place neighborhood also became a locally zoned historic district in 1987 pursuant to North Carolina General Statues. Later, in 1988, the City changed the Historic District Commission to the Historic Resources Commission to perform the joint duties of regulating historic districts and historic properties within the City and the City's extraterritorial jurisdiction.

In 1991, the commission in accordance to new State enabling legislation was renamed the Burlington Historic Preservation Commission. Recent efforts of the Historic Preservation Commission have concentrated on the nomination of downtown Burlington to the National Register, designating individual historic properties, and administering the design review process for new construction or restoration within the historic district.

While much has been done to preserve the city's local architecture and historic resources, additional needs for various historic preservation programs exist. Many older residential buildings characteristic of the City's early architectural style are now located in declining neighborhoods due to the encroachment of commercial and industrial land use and changing home ownership characteristics. These homes need to be protected in order to stabilize such neighborhoods as the East Davis Street area, Plaid Mill Village, Rainey Street area, and Tucker Street/Cameron Street area. In addition, the historic buildings and properties in commercial and industrial areas, including the North Main Street Company Shops Business District need to be preserved and restored.

The Small Area Plans identify specific strategies for protecting these historic resources and promoting the revival of older neighborhoods. Some of these strategies include approving appropriate historic districts, designating individual historic properties, promoting adaptive reuse of buildings, encouraging compatible infill development, and financing eligible rehabilitation through the City's Community Development Program.

However, the continued success of historic preservation efforts in protecting as well as enhancing neighborhood revitalization and promoting individual building or property restoration will depend upon community sensitivity for preservation issues. The education of various interest groups is crucial to gain support for the City's basic purpose for preservation; that is, our past heritage should be conserved while encouraging the productive use and reuse of our historic resources. An understanding of the social and economic benefits generated by historic preservation (such as tax credits or tax deferrals, tourism, and local pride) is essential to increase community cooperation in the development of an effective preservation program. To this purpose, the following policies are set forth.

POLICIES:

14.A The City shall promote the identification, restoration, and active use of structures and neighborhoods of historic or architectural significance.

14.B The City shall encourage the adaptive reuse of historic resources, both commercial and residential.

14.C The City shall discourage the destruction of architectural, historic, and archaeological resources in the community and in Burlington's extraterritorial jurisdiction.

14.D The City shall cooperate with the North Carolina Division of Archives and History in complying with the requirements of the Certified Local Government program and in all local preservation efforts.

14.E The City shall foster the development of the historic resources component of Burlington's tourist economy.

14.F The City shall coordinate local historic preservation activities in accordance with a city-wide **Historic Preservation Plan.**

14.G The City shall continue to maintain the architectural integrity of the City's historic district by enforcing the historic district guidelines.

14.H The City shall support efforts of the Historic Preservation Commission to designate local historic properties where appropriate and to consider the expansion of local zoning controls, as provided for by state law, to protect and preserve historic districts.

14.I The City shall support the Main Street Program in encouraging historic

preservation in the revitalization efforts of downtown. The City shall also promote the listing of downtown to the National Register of Historic Places.

14.J The Historic Preservation Commission and the City Planning Department shall implement a public information program on historic preservation to increase public awareness within the community.

14.K The City and the Historic Preservation Commission shall consider, as North Carolina State law permits, implementation of a municipal service district to finance improvements in historic districts, such as sidewalks, entrances, landscaping, street furniture, street lights and other related improvements.

14.L The City and the Historic Preservation Commission shall strive to keep all local preservation ordinances in full compliance with State laws and requirements.

15. *COMMUNITY APPEARANCE*

GOAL:

15.1 *PROMOTE AND DEVELOP DESIGN STANDARDS, POLICIES AND ACTIONS TO MAINTAIN AND ENHANCE THE APPEARANCE OF THE CITY AND ITS QUALITY OF LIFE.*

DISCUSSION:

The appearance of a city is a primary indicator of its quality of life. Community appearance can be composed of a number of different elements including the pattern and style of structures, structural condition and upkeep, signage, street trees, landscaping, streets, curbs, sidewalks and parking lots, overhead wires, outdoor art, and the preservation of natural features. The arrangement of these physical elements and the degree to which the elements fit together influence the visual image of an area.

In the mid-1960's, the City organized the Burlington Beautification Commission where members volunteered to maintain the grounds of city property. At that time, the City did not employ a grounds crew. In December 1980, this Commission was renamed the Burlington Appearance Commission. Today, this Commission is primarily an advisory board charged with planning appearance projects coordinated through the City Cemetery Division of the Public Works Department.

In recent years, incremental attempts have been made to enhance the appearance of the City. Design improvements have taken place in response to specific issues such as historic preservation and downtown revitalization. However, there is still much the City can do to foster its distinctive character and improve its overall appearance. Many citizens have become increasingly aware of the need to develop community appearance guidelines to improve the overall physical development of the City.

A growing concern is that construction practices often ignore or destroy the sensitive natural features of a site. Construction sites are often completely cleared of existing trees and vegetation rendering them bare and unattrative. In addition, the appearance of some highly visible areas are often forgotten and ignored. Examples of these areas are intersections, bridges and interchanges that lack landscaping, lighting and signage or have unattractive and poorly maintained medians and curbs.

To help improve the overall visual character and appearance of the community, the following policies are developed:

POLICIES:

15.A The planting and maintenance of appropriate street trees shall be promoted through the development of a City Street Tree Ordinance. Additionally, the

City shall develop a program for replacing dead trees and planting new trees on existing public rights-of-way and in the other areas throughout the City.

15.B The significance of street trees in providing visual relief, summer cooling, improved air quality, and screening shall be recognized through public policies and actions to encourage their planting and maintenance.

15.C Development which preserves the natural features of the site, including existing topography and significant vegetation, shall be encouraged through the City's review and approval of site plans.

15.D The major transportation corridors and roadway entrances into the City shall be beautified through landscape, sign control, and other visual improvements.

15.E Infill development, redevelopment, and rehabilitation of structures should occur in a manner which is supportive of the neighborhood and the architectural context of the surrounding area.

15.F City sign policies, standards, and regulations shall be periodically reviewed and updated to maintain a high quality business and community image. These ordinances should include reasonable regulations of the design, size, and location of signs and billboards.

15.G The City's Zoning and Subdivision ordinances shall be revised to include design standards which enhance community appearance and building design. Requirements for landscaping and screening with buffers between incompatible land uses shall also be updated and improved.

15.H Public and private developments shall be encouraged to incorporate visual art into public and semipublic spaces. Donations, contests, and other funding sources for visual arts shall be encouraged by the City.

15.I The City shall utilize the resources of the Burlington Appearance Commission, Historic Preservation Commission, Planning and Zoning Commission, and other volunteer organizations in developing overall standards for community appearance and character.

15.J The City shall support becoming a "Tree City USA" as designated by the National Arbor Day Foundation.

15.K The City Planning Department, Public Works Department, and the Burlington Appearance Commission shall be responsible for the development of a **Master Landscape Plan** for the City and central downtown area. Streetscape Plans and highway beautification projects for specific transportation corridors and entranceways into the City shall be developed as recommended in each Small Area Plan.

15.L Utilities in new subdivisions including electric, phone, and cable television shall be encouraged to be placed underground.

16. *CAPITAL IMPROVEMENTS*

GOALS:

16.1 *CONTINUE TO ADDRESS AND PLAN FOR THE PHYSICAL IMPROVEMENT NEEDS OF THE COMMUNITY.*

Definition: Capital improvements are publicly owned physical improvements in the community. There are generally three areas of capital improvements:

a. Reconstruction, major maintenance, or upgrading of existing facilities, including projects required for public safety.

b. New projects in developed areas where the demand already exists but has been previously deferred.

c. Expansion projects in partially developed or developing areas where demand is anticipated as a result of, or in preparation for, future growth.

16.2 *CONTINUE TO PLAN CAPITAL IMPROVEMENT NEEDS THROUGH A CONTINUING FIVE (5) YEAR CAPITAL IMPROVEMENTS PROGRAM BUDGET.*

DISCUSSION:

The development and implementation of capital improvement programs tied closely to the goals and policies of the *Burlington 2000 Comprehensive Land Use Plan* will assure that the provision of public infrastructure and municipal services is accomplished in an efficient and coordinated manner. Analysis of local taxpayers' willingness to pay for new services and expanded improvements is also an important element of capital improvement programming. Additionally, City-County coordination is another key element of any major capital facility of community-wide benefit.

The municipal policies for capital improvements set forth in this Plan are designed to assist the City in programming and prioritizing needed physical and capital improvements. The policies also recommend that the City consider adopting service expansion fees and/or impact fees to finance the infrastructure needs of the community. Financing infrastructure improvements is a critical issue in the community. As the City continues to grow, it will become increasingly important that the taxpayers of the City are not overburdened by the costs of providing new and expanded infrastructure systems.

Therefore, special efforts are needed to determine an equitable formula by which the additional public costs resulting from new development, including the expansion of exist-

ing capital facilities, are entered into the local financing structure Cost-sharing is one of the principal capital facility financing schemes currently used by the City. However, cost-sharing places a higher burden overall on the general public to fund expanded services and support new needed capital facilities. The use of service expansion fees or development impact fees places the burden directly on new growth and new development.

Equally important, of course, is the use of municipal service districts. Municipal service districts are useful tools for funding improvements in a particular area of the community where the need is greatest. Typically these improvements go beyond the basic minimum municipal services provided by the City. The use of service districts and other capital facility funding tools also requires strong public support and commitment.

POLICIES:

16.A The City's five (5) year capital improvements program shall be sufficiently and continuously funded to provide the physical improvements required for the maintenance and development of the City's infrastructure.

16.B The City's capital improvements shall be programmed and prioritized to be consistent with the Comprehensive Land Use Plan. The City's capital improvement funding priorities shall be based on the following criteria:

a. The first priority for capital improvements shall be for URGENT PROJECTS which cannot reasonably be postponed. These projects include, but are not limited to, maintenance projects, upgrading projects, or new construction projects which are needed to protect public safety. An example of an urgent project would be repairing and upgrading a wastewater treatment plant to ensure compliance with State and Federal laws.

b. The second priority for capital improvements shall be for reconstruction, major maintenance, or expansion of the City's existing infrastructure in order to provide a BASIC SERVICE to the community. The City should avoid deferring necessary maintenance in favor of new capital projects except for reasons of public safety and other urgent needs.

c. The third priority for capital improvements shall be for those NEW PROJECTS where the demand for basic service already exists.

d. The fourth priority for capital improvements shall be for projects which conform to other City plans and policies, such as the streetscape improvement projects recommended in this Plan and each Small Area Plan.

e. The fifth priority for capital improvements shall be for those EXPANSION PROJECTS in partially developed or developing areas where demand is anticipated as a result of, or in preparation for, future growth.

16.C The Small Area Plans and the goals and policies of the Comprehensive Land Use Plan shall be used as a guide for preparing the City's five (5) year

capital improvements program. Consideration of the capital improvement needs identified in the small area plans shall be prioritized and ranked accordingly in developing future City capital improvement plans.

16.D The City shall develop a **Sidewalk Construction Plan** as part of its capital improvements program. Priority shall be given to streets around schools, parks, and along major thoroughfares. Consideration shall also be given to requiring developers to provide pedestrian walkways and bikeways in conjunction with new development proposals.

16.E The City shall consider the adoption of service expansion fees and/or development impact fees to fund additional public services and facilities required by new growth and new development in the community.

17. *PUBLIC PARTICIPATION*

GOAL:

17.1 *ENCOURAGE AND SUPPORT MEANINGFUL PUBLIC PARTICIPATION IN THE PLANNING PROCESS.*

DISCUSSION:

Often public input in the planning process is a general reflection of individual concerns and issues, such as traffic congestion, new roads, zoning changes, or proposed development construction. In these cases, the public is reacting to a specific problem or project in a particular neighborhood, rather than participating in planning for the overall needs of the City or the community. As a result, the public does not always understand or become involved in the community planning process.

However, effective public participation can be a key element in local government decision making. By utilizing public participation to identify and define planning issues, the City can build the community support necessary to accomplish broad goals and implement specific objectives. Potential opposition to change and new development proposals often can be mitigated by looking for areas of common ground and by fully explaining the issues to all the residents living in an affected neighborhood. To achieve an effective level of public participation, the public must be involved in the city planning process from the very beginning.

Beyond the need for meaningful and productive public participation, there is also an identified need for stronger communication between local government officials and the public at large. The preparation of the *Burlington 2000 Comprehensive Land Use Plan* has helped to provide a forum for this dialogue.

In addition, the preparation of the Small Area Plans as part of this Plan has helped to provide a mechanism by which the City can continually identify and discuss common growth objectives for the community. Experiences in other cities reveal that small area plans and the small area planning process will help to achieve higher levels of public participation. To provide for continued and improved public participation in local government planning, the following policies are established:

POLICIES:

17.A Public participation shall be encouraged in all land use, growth, and development decisions of the City by making the public aware of City plans and proposed developments at the earliest opportunity. Communication between developers and the public shall be encouraged in advance of public hearings.

17.B Neighborhood and special area planning shall be encouraged, where feasible and appropriate, to foster public participation in land use planning.

17.C The City shall continue to utilize the media, including radio and television public service announcements, press releases, newspaper coverage, letters, and personal contact, to increase public awareness and to encourage public envolvement in planning issues.

17.D The City shall continue to inform, educate, and involve the public through the regular and special meetings of the Burlington City Council and through various boards and commissions of the City.

17.E City Council shall continue to recruit members for all the various boards and commissions of the City from a broad cross section of the community.

17.F The City shall maintain an up-to-date list of contacts for all volunteer organizations, interest groups, professional organizations, and clubs in the community. This list should be used for the purpose of exchanging information and providing notice of City plans, programs, and projects to the public.

17.G The City shall promote the use of strategic planning and the continued appointment of citizen advisory committees to help address, study, and implement priority municipal goals and policies.

18. *INTERGOVERNMENTAL COORDINATION*

GOAL:

18.1 *ENCOURAGE IMPROVED COORDINATION AND COOPERATION BETWEEN THE GOVERNMENTAL UNITS OF ALAMANCE COUNTY TO PROMOTE THE PRINCIPLES OF COMPREHENSIVE LAND USE PLANNING AND THE EFFICIENT DELIVERY OF GOVERNMENTAL SERVICES.*

DISCUSSION:

As the Burlington urban area continues to grow, the need for intergovernmental coordination is essential. Along with this urban expansion comes greater challenges to serve the area's growing population. Public decision making on key issues such as land use planning, zoning, transportation, solid waste management, and water and sewer facilities now require greater levels of advanced planning and coordination among the county's local government jurisdictions. At the same time, certain key elements of the area's cultural and economic base can benefit significantly from mutual support among local governments. These elements include the promotion of tourism, industrial recruitment, and economic development. Through these policies, the City of Burlington is strongly in favor of local inter-governmental efforts to promote the efficient delivery of governmental services. Toward this goal the following policies are established to guide City efforts in improved intergovern-mental coordination.

POLICIES:

18.A Coordinated intergovernmental planning for land use, transportation, water and sewer, tourism promotion, industrial recruitment, and economic development shall be encouraged.

18.B The City shall support efforts of Alamance County to adopt a Comprehensive Land Use Plan. This plan should be used to promote the development of coordinated land use regulations between the City and the County.

18.C The City shall continue to work with surrounding counties and the Piedmont Triad Council of Governments in identifying and addressing regional planning, growth, and economic development issues.

18.D The City shall encourage the initiation and development of a Cooperative Planning Program with area municipalities and Alamance County to identify common needs in the provision of governmental services such as

police protection, parks and recreational services, building inspections, and planning.

18.E The City shall strive to develop a **Regional Water and Sewer Service Area Plan** with the Towns of Gibsonville, Haw River and Elon College, the Village of Alamance, Guilford County, Alamance County, and the Cities of Graham and Mebane. The service area plan should take into account the emergence of the Rock Creek Industrial Center, the Rock Creek Area Plan adopted by Guilford County, and the provision and funding of utilities to unserved areas between the extraterritorial jurisdictions of each municipality.

18.F The City shall promote the initiation of a multi-jurisdictional Interstate 85/40 Corridor Study. Each municipality adjoining Interstate 85/40 in Alamance County would participate in the study. The findings of the study should be used in the development of a **Land Use and Highway Beautification Plan** for the I-85/40 corridor and interchanges.

19. *ANNEXATION*

GOAL:

19.1 *PLAN AND GUIDE IN ADVANCE THE ANNEXATION OF BURLINGTON'S URBAN FRINGE TO ACHIEVE ORDERLY AND EFFICIENT URBAN GROWTH AND DEVELOPMENT CONSISTENT WITH CITY STANDARDS AND POLICIES.*

DISCUSSION:

Annexation is an important process for controlling and guiding municipal growth. Policies for annexing contiguous developed areas establish an orderly, efficient process for urban growth and economic development for a city. Through annexation, the city controls the pattern of urban land use, providing appropriately for residential, commercial, industrial, and institutional growth and for the expansion and/or efficient delivery of urban services.

To facilitate this goal an **Annexation Guide** is set forth on page 99 in this Plan. The Annexation Guide is intended to set priorities for incorporating contiguous developed or developing areas into the City. The purpose of the Guide is to assure that all future annexations are consistent with the goals and policies of the *Burlington 2000 Comprehensive Land Use Plan.*

The Annexation Guide identifies the potential areas for annexation and presents recommendations for annexing each area by the year 2000. Each area is prioritized according to its current and future feasibility for annexation. All identified annexation areas represent logical extensions of the City's boundaries over time.

The High Priority Category includes areas that currently meet the statutory requirements for municipal annexation and qualify for immediate annexation. Moderate Priority Areas currently meet or will probably meet the statutory requirements for annexation in the near future based on the growth projections contained in this Plan. Low Priority Areas have the potential for future growth and development but do not currently qualify for municipal annexation. These areas are projected to qualify for annexation during the 1990's as city boundaries and utilities are extended nearby. The fiscal impact of providing public services to the areas, however, should be evaluated carefully prior to annexation.

POLICIES:

19.A All annexations to the City must meet the following conditions:

a. The area to be annexed represents a logical extension of the City's boundaries;

b. The area to be annexed meets the requirements of the North Carolina General Statutes;

c. City services and facilities can be provided to the designated area in an efficient, cost effective manner; and,

d. The area to be annexed contains existing or proposed urban development that will be beneficial to the City. Benefits to be considered include: anticipated revenues generated by proposed development, diversification of the economic base, improved public service delivery and management, and impact on the environmental quality of the City.

19.B All annexations to the City should be carried out in accordance with the **Future Urban Growth Map** and the **Annexation Guide** as set forth on pages 53 and 99 respectively in this Plan.

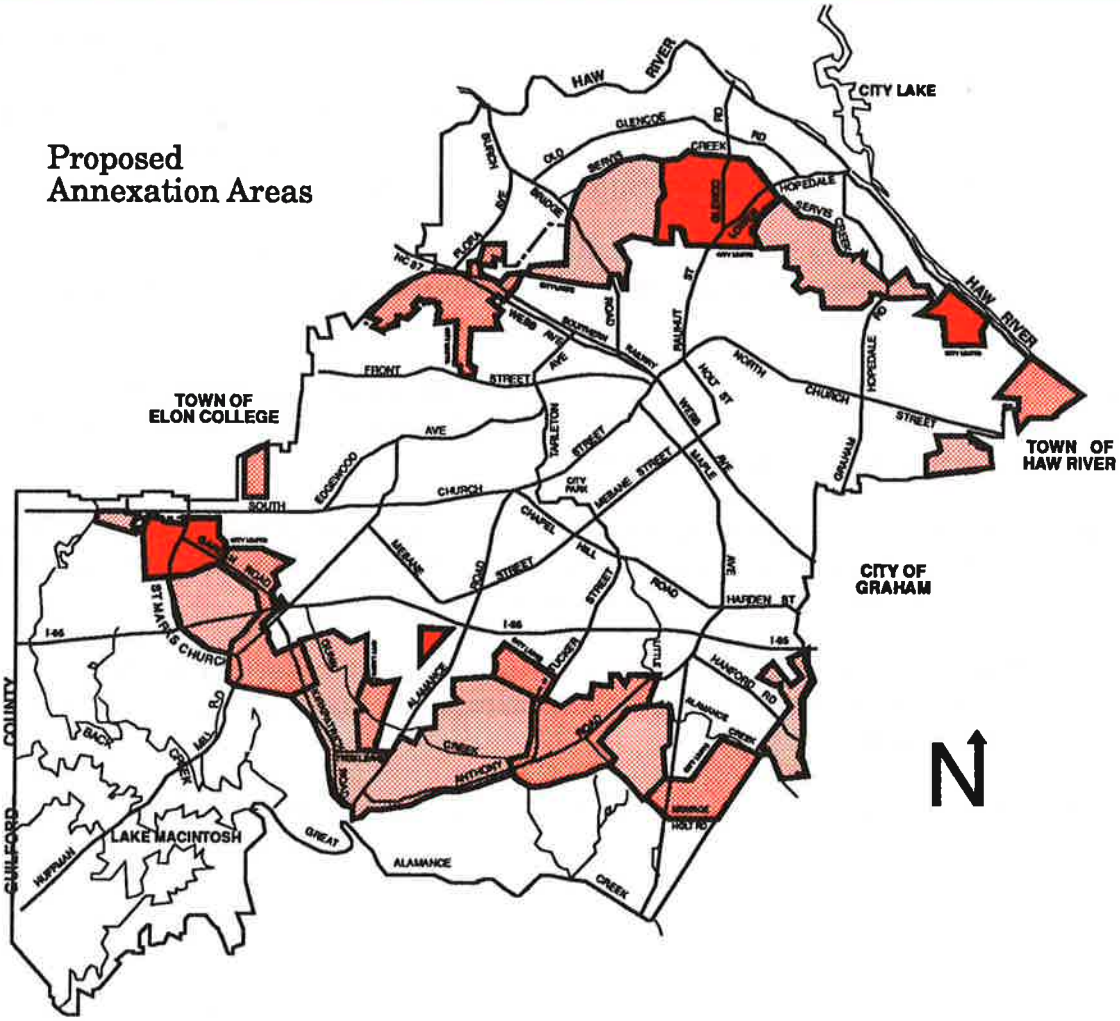
19.C Where fiscally responsible, the City should be more aggressive with involuntary annexation. These annexations should be done in accordance with the accompanying **Annexation Guide.**

19.D The City shall prepare detailed annexation plans and feasibility studies including land use, utility extensions, services, and financial considerations prior to initiating any municipal annexation action.

19.E Property outside the City which is totally or partially surrounded by the City should be considered for municipal annexation. Enclave areas should not be encouraged.

19.F All voluntary annexations should be in harmony with this Land Use Plan.

Annexation Guide



BURLINGTON 2000
COMPREHENSIVE LAND USE PLAN

This map is for planning purposes only and is not to scale

HIGH PRIORITY
MODERATE PRIORITY
LOW PRIORITY

20. *EXTRATERRITORIAL JURISDICTION*

GOAL:

20.1 *SYSTEMATICALLY ENLARGE THE CITY'S EXISTING EXTRATERRITORIAL JURISDICTION (ETJ) BASED UPON A MUTUAL PLAN OR INTERGOVERNMENTAL AGREEMENTS ADOPTED WITH NEIGHBORING MUNICIPALITIES AND ALAMANCE COUNTY.*

DISCUSSION:

According to State law (North Carolina General Statutes 160A-360), a city has the authority to regulate land use to one mile outside of the corporate limits and, upon agreement with the County, may regulate development up to three miles outside of the city limits. The City of Burlington currently exercises land use controls over the area extending one mile from the city limits.

Enforcement of these regulatory powers enables the City to control the land use patterns in the immediate urban fringe or extraterritorial jurisdiction (ETJ) in accordance with the City's zoning and subdivision regulations. Alamance County to date has not elected to enact a countywide zoning or land use ordinance. As a result, land use outside of the municipal ETJ is basically unregulated. The only land use controls imposed by the County are subdivision regulations and watershed protection regulations in water quality critical areas.

Currently, the City of Burlington does not have any land use jurisdiction or control of its watersheds and water supply reservoirs. In addition, the City does not have regulatory powers within areas of its urban fringe that will be influenced greatly by the availability and expansion of future water and sewer services (See Secondary Growth Areas and Rural Areas on the Future Urban Growth Map on page 53). The provision of cost effective and efficient sewer services to these areas will necessitate the construction of major sewer outfalls such as the proposed Great Alamance Creek Outfall. These outfalls and the majority of the collection lines will be located outside the City's one-mile extraterritorial jurisdiction in areas without appropriate land use controls. The extension of the City's ETJ in conjunction with the expansion of the city limits will assure that these current undeveloped and unzoned areas are regulated by land use policies consistent with the *Burlington 2000 Comprehensive Land Use Plan.*

To achieve the objective of planned systematic ETJ extension, the City of Burlington should coordinate its plans for future growth with all neighboring municipalities and Alamance County. The City currently shares common municipal and extraterritorial boundaries with three municipalities - the City of Graham and the Towns of Elon College and Haw River. In the southeast, Burlington's and Graham's extraterritorial boundaries overlap at a point east of Race Track Road. At other points, the City's extraterritorial

jurisdiction is contiguous to Graham's and/or the Haw River's municipal limits. In the northwest, the extraterritorial line between the City and Elon College has recently been revised as part of the adoption of a 20-year annexation agreement between both municipalities.

To facilitate further cooperative planning for future urban growth, intergovernmental agreements between the City of Burlington and the neighboring municipalities of Graham and Haw River should be sought in accordance with current State legislation enacted in 1989. North Carolina General Statutes (Chapter 143) allows two or more cities to enter into annexation agreements "in order to designate one or more areas which are not subject to annexation by one or more of the participating cities." These agreements therefore establish logical planning and jurisdictional boundaries for future growth.

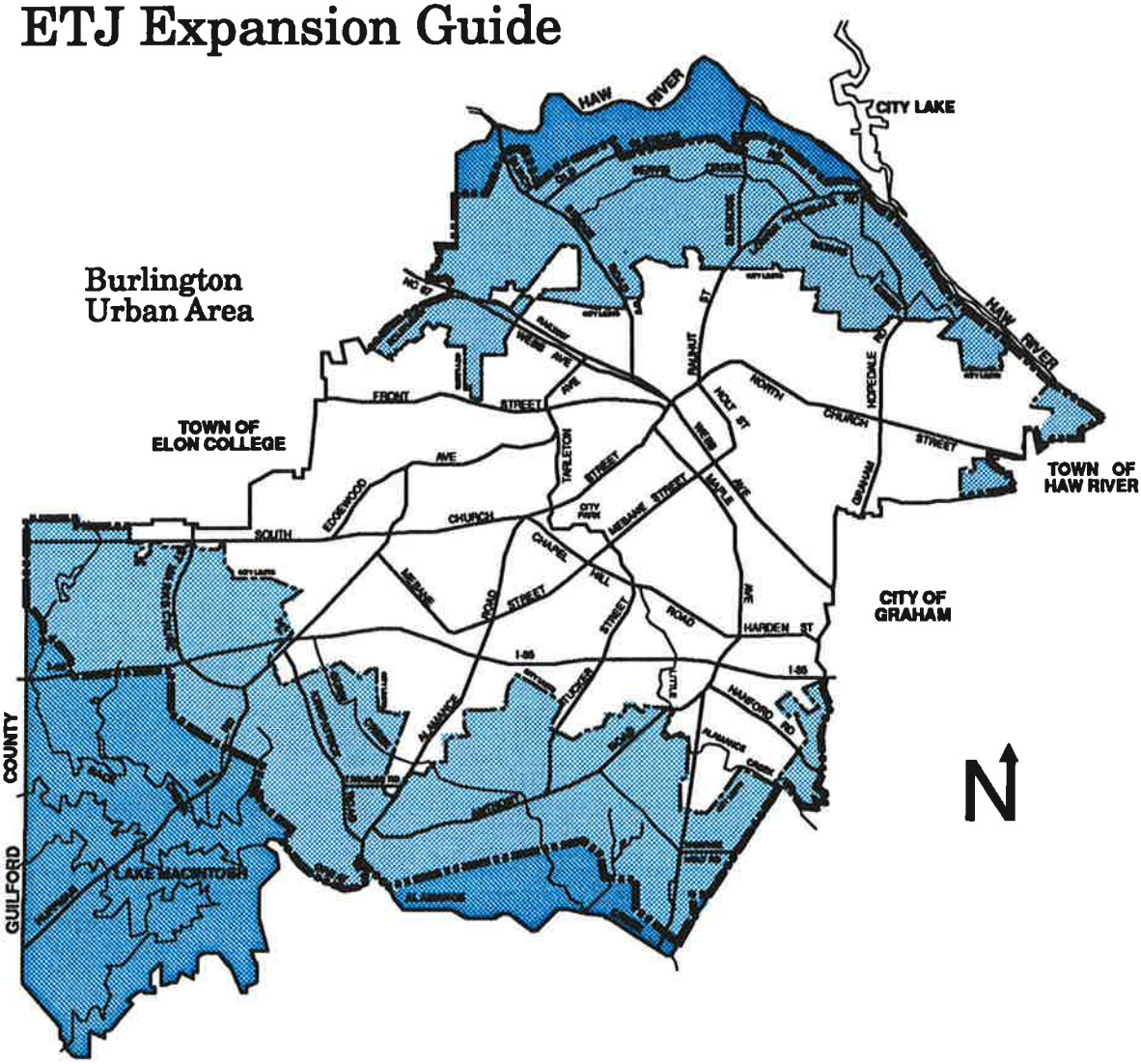
POLICIES:

20.A The City shall maintain and enforce a one-mile extraterritorial jurisdiction (ETJ) until such time as Alamance County implements comparable zoning and land use controls within Burlington's urban fringe.

20.B The City shall enlarge its current ETJ area as future annexations permit in accordance with a mutually adopted plan with Alamance County and/or adopted intergovernmental agreements with neighboring municipalities. Burlington's ETJ should be enlarged systematically such that by the year 2000 it includes all the Future ETJ Areas as shown on the **ETJ Expansion Guide** on page 102 of this Plan.

20.C Intergovernmental agreements with neighboring municipalities shall be sought to coordinate water and sewer services, establish future annexation and extraterritorial boundaries, and foster cooperative comprehensive planning.

ETJ Expansion Guide



BURLINGTON 2000
COMPREHENSIVE LAND USE PLAN

This map is for planning purposes only and is not to scale

Existing Extraterritorial Jurisdiction

Future Extraterritorial Jurisdiction

PART III

STRATEGIES AND RECOMMENDATIONS

OVERVIEW

For any comprehensive or long range plan to be effective, it is important that the plan include not only the community's goals and policies but also specific strategies and recommendations. As stated previously, this is a general policy plan. The goals and policies set forth in Part II of the Plan develop a common theme and vision for the future of the City while providing an effective framework for growth and development decisions to be made.

Part III — STRATEGIES AND RECOMMENDATIONS — summarizes the key public actions and planning initiatives the City will attempt to carry out, as funding levels permit, to accomplish the goals and policies of the Plan. The six (6) **Small Area Plans** included in this part are designed to supplement the goals and policies of the Plan by examining the land use needs and physical development issues of each planning area. Accordingly, specific strategies and planning recommendations for improving each area can be identified and implemented.

The development of Small Area Plans is also an effective tool for citizen participation. Small area planning provides area residents and citizens with the opportunity to participate in the community planning process. This participation helps to ensure that the *Burlington 2000 Comprehensive Land Use Plan* remains a viable and useful guide for the continued growth and development of the City.

THE NORTH BURLINGTON SMALL AREA PLAN

BACKGROUND

The North Burlington planning area generally extends north of Fisher Street/North Church Street and the railroad tracks that run parallel to NC Highway 100 to the Haw River. It stretches from the Elon College and Burlington extraterritorial boundaries in the west to the Apple Street Extension and Graham-Hopedale Road corridor in the east. About 20% of the area lies outside of the City's existing one-mile extraterritorial jurisdiction.

North Burlington is characterized by diverse land uses. The area contains a mixture of older, established residential neighborhoods and concentrations of industrial and commercial development. Scattered residences and large acreages of vacant and agricultural land also exist in the area

Growth Trends

From 1970 to 1980, North Burlington experienced a moderate increase in population and housing growth. Between 1980 and 1990, the population of the area grew from 8,753 to an estimated 9,465 people. This moderate rate of increase in population is expected to continue during the 1990's. Infill development and rehabilitation efforts in older neighborhoods and new subdivision activity along Old Glencoe Road and NC Highway 62 will assist somewhat in the production of new housing units in the area.

Population and Housing Projections

	Total Population	Total Housing Units	Average Household Size
1980	8,753	3,255	2.83
1990	9,465	3,480	2.73
2000	9,985	3,635	2.63

Source: US Bureau of the Census
Burlington Planning and Community Development Department.

Land Use

Residential development predominantly occupies about 45% of the North Burlington planning area. This high percentage of residential use is deceptive because of the diversity and mixture of existing types of housing. Located within the city limits and suburban fringes are established neighborhoods that contain a broad mix of historic properties, mill houses, mobile homes, and multifamily dwellings. Some of these neighborhoods are deteriorating while others are relatively stable. In contrast, the northern section of the planning area contains scattered housing and large tracts of vacant land and farmland.

Existing Land Use Within North Burlington

Land Use		Acres		Percentage
Residential		**1,892**		**45%**
Single-Family	1,811		96%	
Multifamily	81		4%	
Commercial, Office & Industrial		**176**		**4%**
Commercial & Office	91		52%	
Industrial	85		48%	
Vacant		**1,918**		**46%**
Agriculture		**99**		**2%**
Quasi-Public		**48**		**1%**
Recreation		**38**		**1%**
Public		**26**		**1%**
Total		**4,197**		**100%**

Note: Quasi-public includes churches, hospitals and other public/private institutions.
Source: Burlington Planning and Community Development Department, Land Use Data (1985)

Commercial, office, and industrial land use makes up only 4% of the planning area, and institutional (quasi-public) development occupies only 1% of the area. Commercial and industrial development is primarily located along Park Avenue, Rauhut Street (NC Highway 62), Webb Avenue (NC Highway 100), and McArthur Lane. Small clusters of commercial, office, and institutional uses are also interspersed throughout existing neighborhoods.

North Burlington has the potential for continued moderate residential and nonresidential growth. The large tracts of undeveloped land contiguous to the city limits could be considered assets to the area. Approximately 1,918 acres or 46% of the area is vacant while another 99 acres or 2% is farmland. The majority of this land is either zoned for residential use or unzoned.

Existing Zoning Within North Burlington

ZONED LAND	Developed Acres	Developed %	Vacant Acres	Vacant %	Total Acres	Total %
Residential	**1,783**	**91.4%**	**1,559**	**95.5%**	**3,342**	**79.6%**
Single-Family	1,666		1,496		3,162	75.3%
Multifamily	117		63		180	4.3%
Commercial,Office & Industrial (COI)	**168**	**8.6%**	**74**	**4.5%**	**242**	**5.8%**
Commercial & Office	9		37		46	1.1%
Industrial	159		37		196	4.7%
Subtotal	**1,951**	**100%**	**1,633**	**100%**	**3,584**	**85.4%**
UNZONED LAND	**NA**		**NA**		**613**	**14.6%**
Total					**4,197**	**100%**

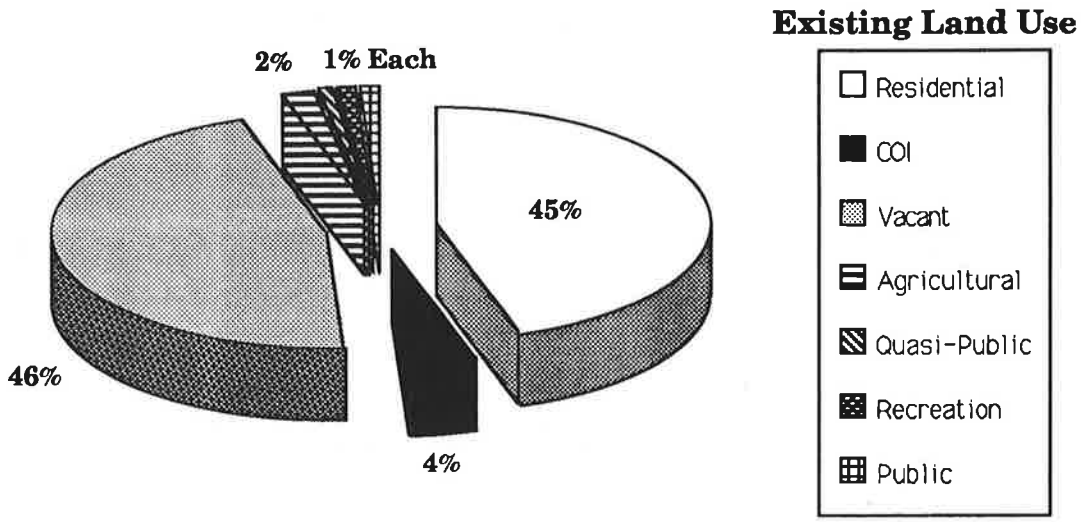
Source: Burlington Planning and Community Development Department , Land Use Data (1985) & Zoning Maps (1989)

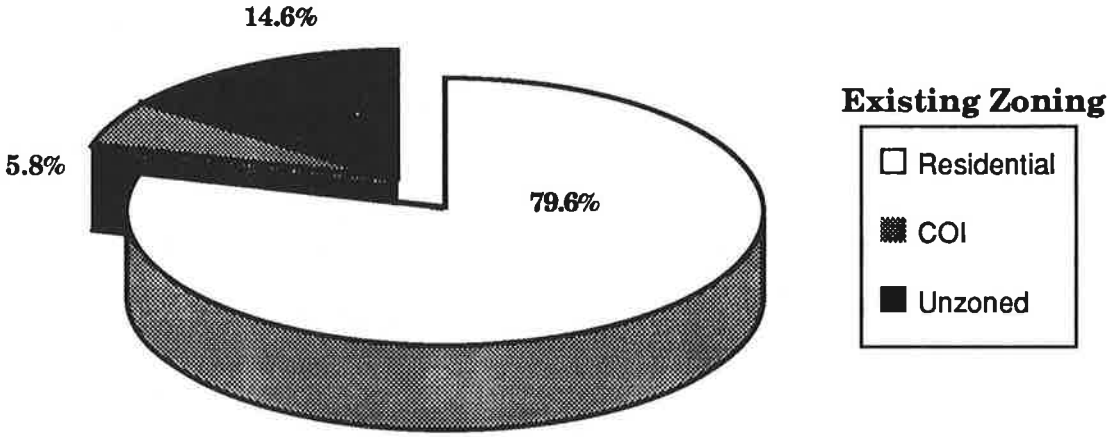
Several major and minor thoroughfares transverse the North Burlington planning area including Durham Street extension, Burch Bridge Road, Rauhut Street (NC Highway 62), Lakeside Avenue, and Lower Hopedale Road. However, north/south access from areas north of the City to Interstate 85/40 is generally poor.

Another major obstacle to development in North Burlington is the lack of public water and sewer services in the area outside the City limits. In recent years, part of this area has acquired some water and sewer services. Through community development projects, water and sewer lines have been extended to residential areas, such as Morgantown, Westmoreland Heights, Glen Raven Road, Durham Street Extension, and Lower Hopedale Road, that are located within the City's extraterritorial jurisdiction. An economic development project has recently financed the extension of sewer lines to the industries located on McArthur Lane, opening this area for future growth. However, the majority of the area still lacks access to public water and sewer services. Due to the topography of the area and the limitations of the existing infrastructure system, major investments in infrastructure expansion and construction will be necessary to provide these public services effectively to the North Burlington planning area.

As the North Burlington planning area emerges as an attractive area for development, the City should strive to maintain a balance in residential and industrial growth and to promote the revitalization of established residential areas and existing farmland.

Existing Land Use and Zoning Within North Burlington





Source: Burlington Planning and Community Development Department

STRATEGIES AND RECOMMENDATIONS

The Plan for North Burlington establishes specific recommendations and public actions to guide the area's future growth and development. These strategies include the provision of critical water and sewer services, needed roadway improvements, continued use of community development program funds, and the enforcement of key land use controls. The major strategies and recommendations are described below followed by an **Implementation Actions Table, a Growth Strategy Map,** and a **Future Land Use Map.**

A. LAND USE

1. Encourage the development of an urban center in Glen Raven at the intersection of N.C. Highways 87 and 100 and Flora Avenue. This area should contain light industrial, commercial activities and high density residential development.

2. Discourage unplanned strip commercial growth along the area's north/south major and minor thoroughfares.

3. Encourage new industrial development to locate within the Glen Raven urban center.

4. Maintain and encourage office-institutional transitional areas between residential and commercial/industrial land use.

5. Encourage planned infill development in the area's remaining vacant, developable tracts.

6. Encourage low density residential development in areas outside the city limits.

7. Protect and maintain the productive agricultural land and the valuable forests throughout the area.

B. ZONING

1. Expand Burlington's existing one-mile extraterritorial zoning jurisdiction north to the Haw River as future annexations permit.

2. Examine the feasibility for rezoning rural areas north of the city limits to low or medium residential densities to be compatible with existing development patterns. Examine possibility of including R-12 and R-15 zoning within the North Burlington planning area.

3. Examine closely the zoning patterns along Fisher Street, Elmira Street, Rauhut Street, and Sharpe Road to promote land use compatibility between residential and nonresidential uses.

4. Evaluate various zoning options for farmland preservation.

5. Develop a Resource Conservation Overlay District (RCOD) in the City's Zoning Ordinance which would protect natural floodplain areas and other sensitive natural areas within the North Burlington planning area.

C. HOUSING

1. Target Community Development Program funds to qualified areas and neighborhoods, especially any qualified annexed areas such as Morgantown and the Lower Hopedale Road area.

2. Coordinate with Alamance County the development of a housing strategy for the North Burlington planning area.

D. PUBLIC IMPROVEMENTS

1. Prepare a Water and Sewer Service Area Plan for future extension of water and sewer service to unserved areas within Burlington's extraterritorial jurisdiction.

2. Develop long-range plans for providing public sewer service to the Westmoreland Heights, Glen Raven Road, Durham Street Extension, and Lower Hopedale Road neighborhoods.

3. Extend water and sewer lines to serve the Sharpe Road/Mitchell Street area in accordance with future annexation plans.

4. Install a water line along NC Highway 87 from its junction with NC Highway 100 to McArthur Lane and within McArthur Lane to encourage continued industrial development within the Glen Raven urban center. Also install a water line along Park Avenue from Glen Raven Road to Flora Avenue.

5. Consider constructing and installing water and sewer lines to serve NC Highway 62 and the Carriage Loop area (Hunting Hills Subdivision) as part of the Morgantown annexation.

6. Develop long-range plans for constructing sewer lines to serve sections of Christopher Drive, Lower Hopedale Road, and Ross Street. Part of this project area could be considered for potential Community Development Block Grant (CDBG) funding.

7. Develop long-range plans for completing the Durham Street Outfall from Durham Street Extension to St. Regis Drive, constructing the Westmoreland Outfall, and installing sewer collection lines to serve the unserved sections of Westmoreland Heights. Part of this project area could be considered for potential CDBG funding.

8. Develop long-range plans for constructing the Haw River Outfall or a pump station and the required collection lines to serve the unserved section of the Lower Hopedale Road area located north and south of Servis Creek. Part of this project could be considered for potential CDBG funding.

9. Develop long-range plans for extending the existing Servis Creek Outfall to Glen Raven Road and installing sewer collection lines to serve the Glen Raven Road/Durham Street Extension neighborhoods in accordance with future annexation plans. Consider applying for CDBG funds for this project.

10. Coordinate with the Town of Elon College the connection of the NC Highway 100 water line between its terminus near the NC Highway 87 intersection and York Road to improve the circulation of the water system.

E. TRANSPORTATION

1. Request the North Carolina Department of Transportation (NCDOT) to widen Webb Avenue (NC Highway 100) from two lanes to a multi-lane facility from Fisher Street to the intersection of the proposed new Elon College bypass and NC Highway 100. These improvements would reduce traffic congestion and facilitate east/west traffic flow.

2. Request the NCDOT to study and realign the existing NC Highways 87 and 100 intersection, Logan Street/Durham Street intersection, and Lakeside Avenue/Hatch Street intersection to improve traffic flow. Also, examine the need for improving the Elmira Street and Webb Avenue intersection by reducing the hazards imposed by the existing at-grade railroad crossing.

3. Request the NCDOT to prepare functional designs for the NC Highway 87 Northeast Bypass and to consider placing this project in the State TIP.

4. Identify the alignment and begin to acquire through subdivision controls the right-of-way for construction of the future outer loop corridor north of the City in accordance with the Urban Area Thoroughfare Plan.

5. Identify the alignment and begin to acquire through subdivision controls the right-of-way for the extension of Sharpe Road to NC Highway 100 as part of the inner loop corridor shown on the Urban Area Thoroughfare Plan.

6. Request the NCDOT to install signalization improvements to the intersection of Apple Street Extension, North Graham-Hopedale Road and Swimming Pool Road.

F. COMMUNITY FACILITIES

1. Explore the feasibility of extending the operational hours of the North Park branch library to include weekend hours. Consult with the Central North Carolina Regional Library about this need.

2. Examine the need for constructing a future fire station within the Glen Raven area to support future annexations of the area.

G. PARKS AND RECREATION

1. Improve the athletic fields, swimming pool, and recreational equipment at the North Park Community Center.

2. Replace and improve playground equipment, picnic tables, and athletic facilities at Elmira Community Center and Northwest Park.

3. Consider acquisition of land for future parks and recreation areas for the Morgantown and Glen Raven communities.

4. Examine the feasibility of developing a multi-use trail system along the Haw River in cooperation with Alamance County and the State of North Carolina Mountain-to-Sea-Trail Program. Develop long-range plans for greenways and bikeways along the major creeks, transmission lines, and sewer easements in the area.

H. ANNEXATION AND INTERGOVERNMENTAL COORDINATION

1. Consider annexation of the Morgantown area by 1994 and the Glen Raven area by 2000.

2. Consider annexation of the areas south of Durham Street Extension and Sharpe Road and areas along Lower Graham-Hopedale Road by the year 2000.

3. Coordinate with the Town of Elon College the implementation of extraterritorial boundaries and future city limits along NC Highway 87, Power Line Road, and NC Highway 100 in accordance with an intergovernmental agreement.

I. HISTORIC PRESERVATION

1. Survey the feasibility of establishing historic or conservation districts in the Fisher Street, Union Avenue, and Lakeside Avenue areas as State approval and support from area property owners permit.

2. Designate appropriate individual resources and properties as historic properties. Examples are the Horner houses on Fisher Street and the Frost house on Union Avenue.

3. Survey and assess historic resources in the extraterritorial area.

4. Primote public awareness of the Lakeside Mill Historic District which is listed in the National Register of Historic Places.

J. COMMUNITY APPEARANCE

1. Plan and design streetscape improvements and beautification projects for Rauhut Street (NC Highway 62) and Webb Avenue (NC Highway 100).

2. Plan and develop a city-wide Street Tree Ordinance to regulate, maintain, manage, replace, and add new trees within the public right-of-way.

3. Upgrade private landscaping requirements in the City's Zoning Ordinance for existing commercial, industrial, and multifamily developments.

IMPLEMENTATION ACTIONS TABLE

This table outlines the major public actions, planning studies, and key capital projects necessary to realize the strategies and recommendations of the Plan. Additionally, the table identifies the recommended time frame, funding sources, and primary parties responsible for directing and completing each project.

PLANS & PROJECTS	TIME FRAME	FUNDING SOURCE	PRIMARY RESPONSIBILITY
Land Use & Zoning			
Zoning Actions *Extraterritorial Zoning Jurisdiction Extension	1996-2000	General Fund	Planning Dept., Planning & Zoning Commission
Zoning Studies *Areas North of City Limits *Fisher Street, Elmira Street, Rauhut Street, Sharpe Road *Farmland Preservation	1994-1996	General Fund	Planning Dept. Planning & Zoning Commission
Zoning Amendments *Resource Conservation Overlay District (RCOD)	1992-1994	General Fund	Planning Dept., Planning & Zoning Commission
Housing			
Housing Rehabilitation	Ongoing	HUD Program Funds, Revolving Loan	Community Development Dept.
Joint City/County Housing Strategy	1996-2000	HUD Program Fund, City/County Assistance	Community Development Dept.
Public Improvements			
Public Improvement Studies *Water & Sewer Services Area Plan *Sewer Needs Assessment-Westmoreland Heights, Glen Raven Road, Durham Street Extension, Lower Hopedale Road Areas	1992-1996	General Fund	Engineering Dept., Planning Dept., Public Works Dept.

Water Projects *NC 87 and McArthur Lane Water Lines *Park Avenue Water Line *NC Highway 62 Water Line *Carriage Loop Area Water Lines	1992-1996	Assessments, Water & Sewer Fund, CDBG Funds, County Economic Development Funds	Engineering Dept. Public Works Dept.
Optional Water Projects *Mitchell St./Sharpe Rd. Water Lines *NC Highway 100 Water Line Connector *McArthur Lane, Power Line Road Water Lines	1996-2000	To Be Determined	Engineering Dept., Public Works Dept.
Sewer Projects *Carriage Loop Area *NC Highway 62 Sewer Lines	1992-1996	Assessments, Water & Sewer Fund, CDBG Funds	Engineering Dept., Public Works Dept.
Optional Sewer Projects *Mitchell St./Sharpe Road Sewer Line *Servis Creek Outfall Extension *Glen Raven Rd./Durham St. Ext. Sewer Lines *Durham St. Outfall Extension *Westmoreland Outfall *Westmoreland Heights Sewer Lines *Haw River Outfall *North Section Lower Hopedale Road Area Sewer Lines	1996-2000	To Be Determined	Engineering Dept., Public Works Dept.
Transportation			
Transportation Planning *Right-of-way Protection	On-going	Planning Work Program Funds (PWP), General Fund	Engineering Dept., Planning Dept., NCDOT
Transportation Studies *Intersection Improvements- NC Highways 87/100, Logan St./Durham St., Lakeside Ave./Hatch St., Elmira St./Webb Avenue, Apple St. Ext./N. Graham-Hopedale Rd./Swimming Pool Rd.	1992-1996	NCDOT	Engineering Dept., NCDOT

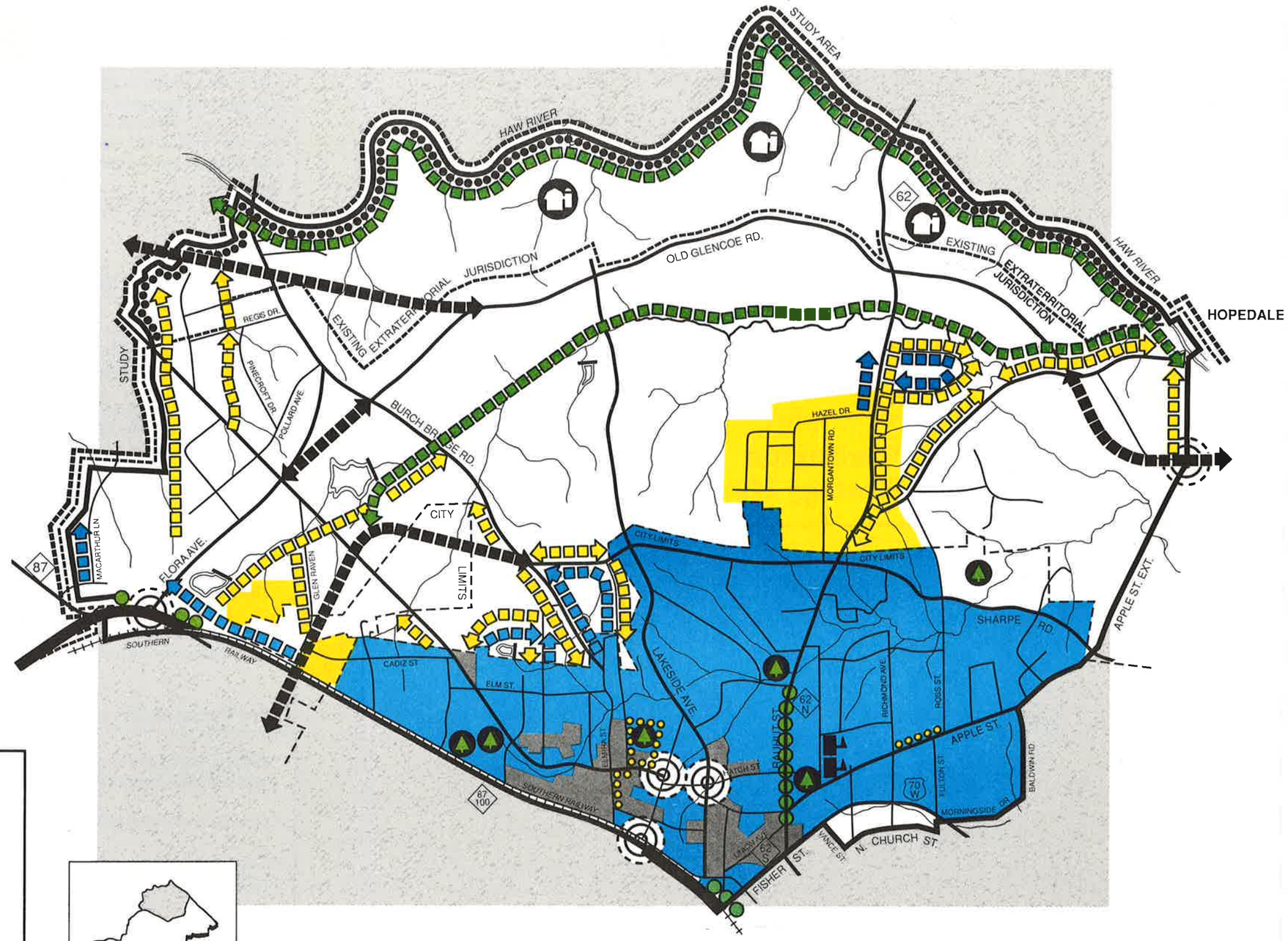
*NC Highway 87 Northeast Bypass	1996-2000	NCDOT	NCDOT
*N. Outer Loop Corridor-Functional designs	1992-1994	PWP Funds	NCDOT, Engineering Dept., Planning Dept.
*Webb Avenue Widening	1996-2000	NCDOT	NCDOT, Engineering Dept., Planning Dept.
*Sharpe Road Extension	1996-2000	NCDOT, Right-of-way Acquisition Fund	NCDOT, Engineering Dept., Planning Dept.
Community Facilities			
North Park Branch Library Study	1992-1996	NC State Library System	Planning Dept., Central NC, Regional Library
Needs Assessments Fire Station	1998-2000	General Fund	Planning Dept., Fire Dept.
Parks and Recreation			
North Park Community Center Improvements	1994-1996	CDBG Funds	Recreation & Parks Dept.
Neighborhood Park Improvements *Northwest Park *Elmira Community Center	1996-2000	CDBG Funds	Recreation & Parks Dept.
Parks (Land Acquisition Study) *Morgantown and Glen Raven Areas	1998-2000	General Fund	Recreation & Parks Dept.
Urban Area Greenway/ Bikeway Development Plan *Haw River *Servis Creek	1994-1996	General Fund, Private Donations	Planning Dept., Recreation & Parks Dept.
Annexation and Intergovernmental Coordination			
Annexations			
*Morgantown	1994-1996	General Fund	Planning Dept.
*Glen Raven	1998-2000	Water & Sewer Fund	City Manager

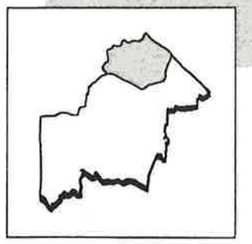
Annexation Studies *Durham St. Ext. and Sharpe Rd. Area *Lower Hopedale Rd. Area	1998-2000	General Fund	Planning Dept., Engineering Dept.
Burlington/Elon College Extraterritorial Boundary/City Limits Agreement and Plan	Completed	General Fund	Planning Dept., Engineering Dept.
Historic Preservation			
Historic District Designation Survey *Fisher St./Union Ave. and Lakeside Avenue	Ongoing	State Grants, General Fund	Planning Dept., Historic Preservation Commission
Historic Property Designation Studies	Ongoing	Application Fees, General Fund	Planning Dept., Historic Preservation Commission
Historic Resources Inventory	Ongoing	State Grants, General Fund	Planning Dept., Historic Preservation Commission
Community Appearance			
Master Landscape Plan *Street Tree Ordinance *Streetscape Plans	1994-1996	General Fund, Private Donations	Public Works Dept., Appearance Commission, Planning Dept.
Landscape Requirements *Zoning Ordinance Amendments	1992-1994	General Fund	Planning Dept., Appearance Commission
Streetscape Improvements *Rauhut Street *Webb Avenue	1996-2000	General Fund, Private Donations	Planning Dept., Appearance Commission, Public Works Dept.

BURLINGTON 2000
COMPREHENSIVE LAND USE PLAN

GROWTH STRATEGY MAP

- PROPOSED ROAD IMPROVEMENTS
- POSSIBLE GREENWAY
- PROPOSED SEWER LINE
- PROPOSED WATER LINE
- PROPOSED NEW ROAD
- PROPOSED SIDEWALKS
- POSSIBLE STREETSCAPE IMPROVEMENTS
- FUTURE EXTRATERRITORIAL JURISDICTION
- POSSIBLE FUTURE ANNEXATION AREAS
- HOUSING REHABILITATION AREAS
- HISTORIC PRESERVATION AREAS
- STUDY AREA
- PLANNING AREA
- EXTRATERRITORIAL JURISDICTION
- INTERSECTION IMPROVEMENTS
- EXISTING SCHOOL
- FARM PRESERVATION AREA
- PARKS AND RECREATION FACILITY





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SCALE : 1" = 2000'

NORTH BURLINGTON PLANNING AREA

This map is a **GUIDE** only and should not be used solely as justification for a request or change in land use. Justification for or against a specific request or change in land use should be based upon the application and use of the general **GOALS** and **POLICIES** of the City's Comprehensive Land Use Plan.

North Burlington Growth Strategy Map

NORTH BURLINGTON GROWTH STRATEGY MAP

This map shows in graphic form the key strategies recommended for this area. Each strategy is a proposed action (such as providing water lines or improving parks) which the City will attempt to complete by the year 2000. All strategies and recommendations are described in the text of the Plan along with a projected timetable, funding sources, and primary parties responsible for implementation. The key strategies are summarized below.

Key Strategies

The First Five Years 1990-1995

* Initiate a program to encourage revitalization of declining residential neighborhoods by rehabilitating qualified houses and buildings with Community Development Program funds and other public/private investments.

* Provide water, sewer, roads, and zoning support to promote the development of an urban center in the Glen Raven area near the intersection of NC Highways 87 and 100 and Flora Avenue.

* Improve existing neighborhood parks and the North Park Community Center. Study the feasibility of acquiring additional land for recreational opportunities.

* Complete the annexation of the Morgantown area.

* Develop a greenway plan and establish land use controls for farmland preservation.

* Preserve historic areas and historic properties to enhance the identity of North Burlington and to encourage the overall revitalization of the area.

The Second Five Years 1995-2000

* Extend water and sewer services to encourage industrial development in target areas north of the City limits and to improve areas annexed by the City.

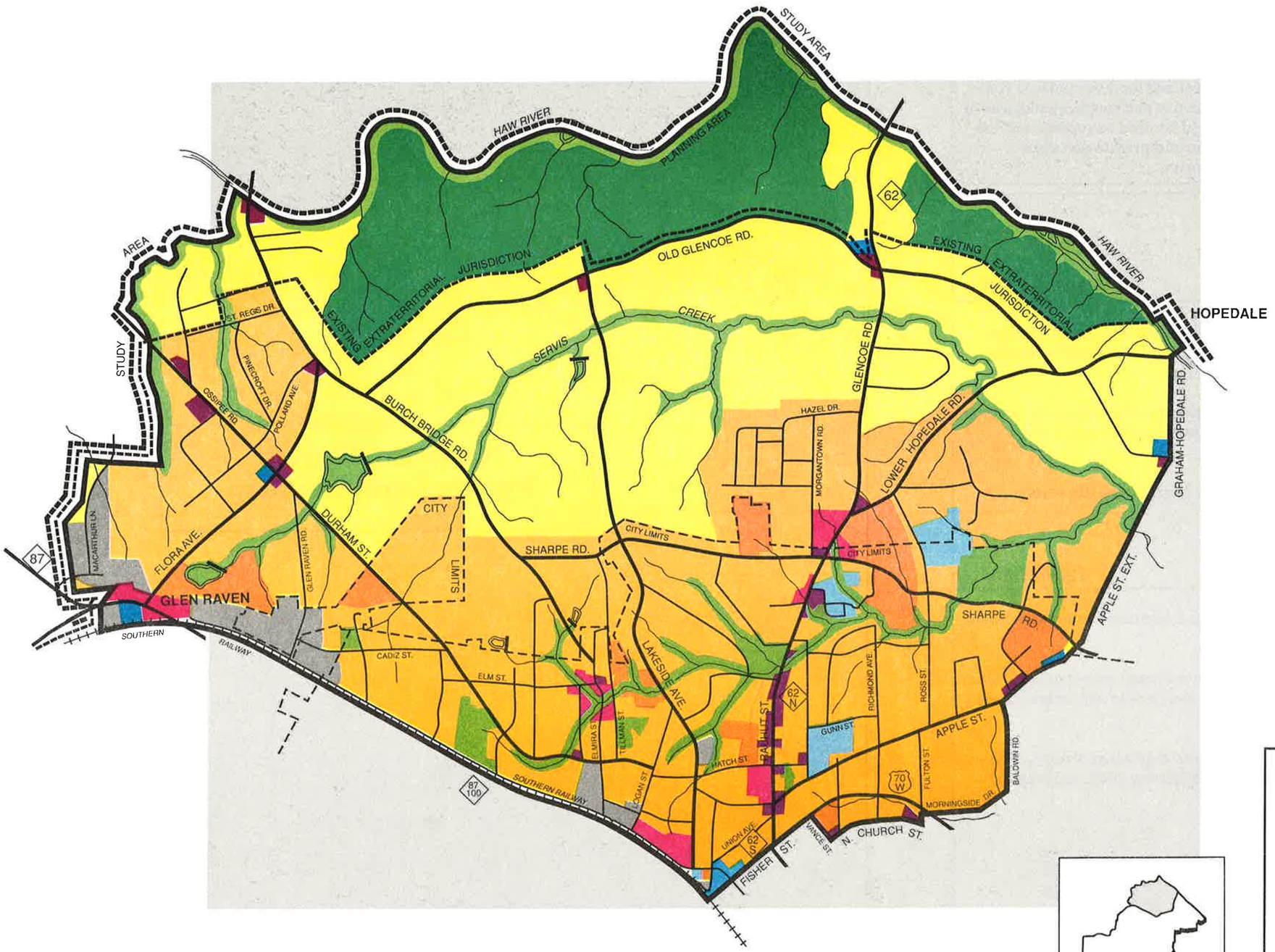
* Continue working on the revitalization program for declining neighborhoods.

* Continue to make additional road improvements to improve accessibility to the developed areas.

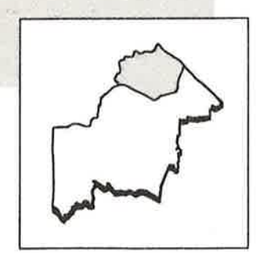
* Complete the annexation of the Glen Raven area and begin to provide needed urban services.

FUTURE LAND USE MAP

BURLINGTON 2000
COMPREHENSIVE LAND USE PLAN



- LOW DENSITY RESIDENTIAL 1 - 2 DU / ACRE
- MEDIUM DENSITY RESIDENTIAL 3 - 9 DU / ACRE
- HIGH DENSITY RESIDENTIAL > 10 DU / ACRE
- OFFICE - INSTITUTIONAL
- COMMERCIAL
- NEIGHBORHOOD COMMERCIAL
- INDUSTRIAL
- PUBLIC / SCHOOLS
- PARKS / OPEN SPACE
- RURAL / AGRICULTURAL
- STUDY AREA
- PLANNING AREA
- EXTRATERRITORIAL JURISDICTION



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SCALE : 1" = 2000'

NORTH BURLINGTON PLANNING AREA

This map is a **GUIDE** only and should not be used solely as justification for a request or change in land use. Justification for or against a specific request or change in land use should be based upon the application and use of the general **GOALS** and **POLICIES** of the City's Comprehensive Land Use Plan.

NORTH BURLINGTON FUTURE LAND USE MAP

This map shows the extent of development and the generalized land use pattern that are likely to occur in this area by the year 2000 if the strategies and recommendations of this Plan are carried out. The Future Land Use Map should be used to supplement the overall goals and policies of the Plan. To this extent, public and private decisions about growth and development can be enhanced and improved.

Highlights

The First Five Years 1990-1995

* New residential and infill development of vacant land within the city limits and the City's exterritorial jurisdiction will expand as water, sewer, and road improvements are provided.

* The annexation of the Morgantown area and the establishment of a historic or conservation district in the Lakeside Mills and Fisher Street/Union Avenue areas will strengthen their revitalization.

* Older, declining neighborhoods and industrial areas may begin to see the results of revitalization strategies.

The Second Five Years 1995-2000

* The annexation of the Glen Raven area will strengthen and improve the revitalization and industrial development of the City.

* An urban center, with light industrial and commercial based employment opportunities and high density residential development, will begin to emerge near the intersection of NC Highways 87 and 100 and Flora Avenue.

* Streetscape Improvements to major commercial corridors and gateway streets, such as Rauhut Street (NC Highway 62) and Webb Avenue (NC Highway 100), will help to enhance the image of the area.

North Burlington Future Land Use Map

THE EAST BURLINGTON SMALL AREA PLAN

BACKGROUND

The East Burlington planning area is bordered on the east by the Town of Haw River and the City of Graham. It basically includes the land area between the Haw River and Interstate 85/40 that lies southeast of Mebane Street, Tucker Street and east of Apple Street Extension.

This planning area contains a mixture of diverse residential neighborhoods and varied types of commercial and industrial development. It is characterized by developed inner city areas as well as relatively undeveloped areas located between the City limits and the Haw River.

Growth Trends

Between 1980 and 1990, East Burlington experienced a modest decline in population. The total population decreased from 16,498 people in 1980 to an estimated 16,115 people in 1990. During the same period, the number of households rose from 6,662 units to approximately 6,900 units in 1990. This moderate production of new housing was inadequate to arrest the loss of population, a trend that is expected to continue during the 1990's.

Population and Housing Projections

	Total Population	Total Housing Units	Average Household Size
1980	16,498	6,662	2.56
1990	16,115	6,900	2.40
2000	16,096	7,363	2.11

Source: US Bureau of the Census
Burlington Planning and Community Development Department

Land Use

Residential development currently accounts for about 51% of the existing land use in the planning area, while commercial, office, and industrial development make up only 18% of the area's total land use. Approximately 22% of the East Burlington planning area is vacant and undeveloped.

Existing Land Use Within East Burlington

Land Use	Acres		Percentage	
Residential		**2,019**		**51%**
Single-Family	1,853		92%	
Multifamily	66		8%	
Commercial, Office & Industrial		**731**		**18%**
Commercial & Office	528		72%	
Industrial	203		28%	
Vacant		**862**		**22%**
Quasi-Public		**139**		**4%**
Recreation		**111**		**3%**
Public		**93**		**2%**
Total		**3,955**		**100%**

Note: Quasi-public includes churches, hospitals and other public/private institutions.

Source: Burlington Planning and Community Development Department, Land Use Data (1985)

The character and quality of neighborhoods and housing resources in East Burlington vary substantially. Neighborhoods within the City limits span a wide spectrum, from the historic homes on East Davis Street and in the Beverly Hills section to relatively new homes in the Town and Country subdivision. In contrast, north of the city limits, residential housing is somewhat scattered and accentuated by multifamily and public housing developments interspersed throughout single-family neighborhoods. In some neighborhoods, the need for housing rehabilitation and neighborhood revitalization is very evident.

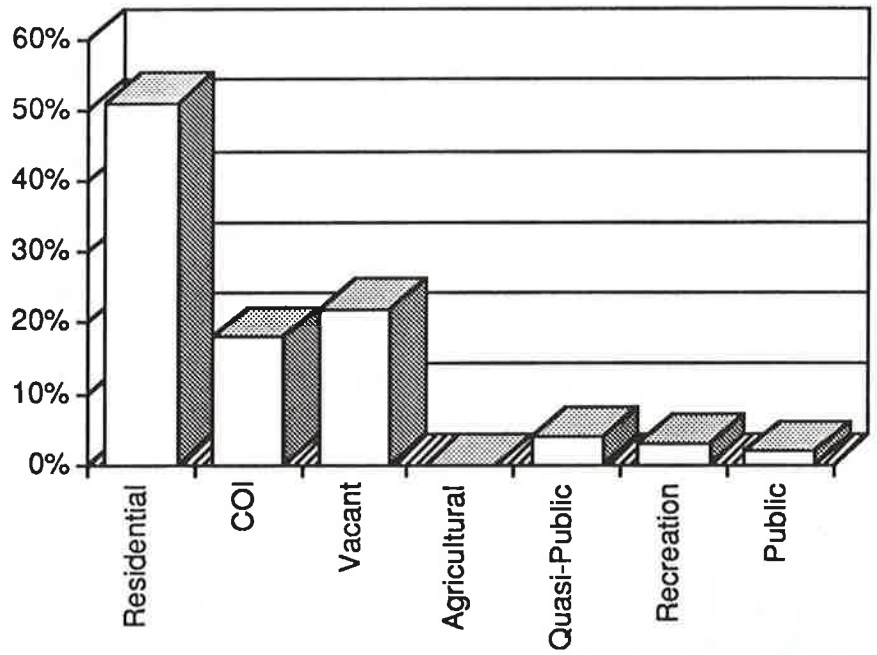
Separating neighborhoods are commercial corridors such as North Church Street, Webb Avenue, Graham-Hopedale Road, and Maple Avenue. These commercial corridors lack landscaping and contain some vacant and poorly maintained buildings.

Additional commercial activity in the area is concentrated in the vicinity of the

of Chapel Hill Road, Maple Avenue and Interstate 85/40. In the early 1980's, the development of the Burlington Manufacturers' Outlet Center stimulated commercial growth in the area. However the continued expansion of this outlet center today empha-sizes the need for attracting planned quality commercial development to the area.

Generally, industrial development in East Burlington is located near major transportation arteries, i.e. Church Street, Tucker Street, and the Southern Railroad. Within the city, these industrial and commercial areas are often located too close to existing residential neighborhoods creating an unattractive community image. Expansion of a number of industries in the Tucker Street/Koury Drive and Interstate 85/40 vicinity offers an opportunity for orienting industrial development away from residential areas and creating a more positive community image.

Existing Land Use Within East Burlington



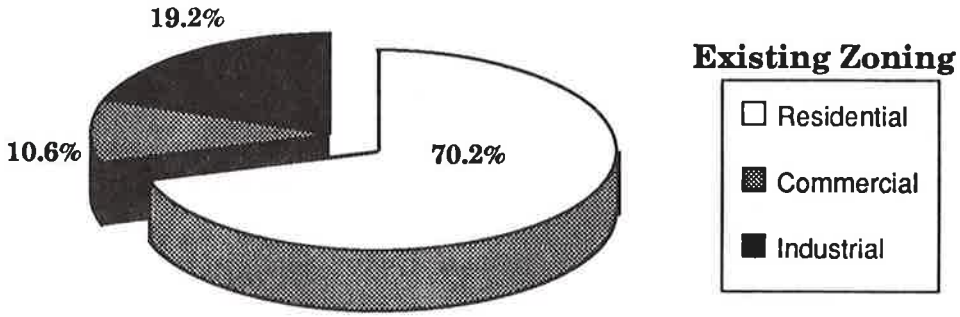
Source: Burlington Planning and Community Development Department Land Use Data (1985)

Recently, however, AT&T has closed its facility at the former Western Electric plant on North Graham-Hopedale Road, and Alamance Health Services, Inc. will relocate its hospital facilities from the area to another location within the County. The reuse and/or adaptive reuse of these facilities will be a significant factor in retaining and promoting new economic growth in the area.

Although 22% of the East Burlington planning area is vacant, there are very few large, undeveloped tracts of land available for development. Further, the potential for developing some vacant tracts is currently limited because of the lack of drainage facilities and water and/or sewer services in parts of the extraterritorial areas. Within the City limits, sections of East Burlington are served by old or inadequate infrastructure and storm water systems that need to be improved. Consequently, new construction will be almost entirely infill development on individual vacant lots or on land designated for more intensive development where adequate infrastructure exists. Of this vacant land, the majority or approximately 72.6% is zoned for residential use and about 27.4% is zoned for commercial, office and industrial use.

Existing Zoning Within East Burlington

	Developed		Vacant		Total	
ZONED LAND	**Acres**	**%**	**Acres**	**%**	**Acres**	**%**
Residential	**2,151**	**69.5%**	**626**	**72.6%**	**2,777**	**70.2%**
Single-Family	1,766		570		2,336	59.1%
Multifamily	385		56		441	11.1%
Commercial, Office & Industrial (COI)	**942**	**30.5%**	**236**	**27.4%**	**1,178**	**29.8%**
Commercial & Office	373		48		421	10.6%
Industrial	569		188		757	19.2%
Total	**3,093**	**100%**	**862**	**100%**	**3,955**	**100%**



Source: Burlington Planning and Community Development Department, Land Use Data (1985) & Zoning Maps (1989)

STRATEGIES AND RECOMMENDATIONS

The Plan for East Burlington establishes specific recommendations and public actions to guide the area's future growth and development. These strategies include the provision for needed infrastructure, road improvements, and the development of key economic development and community design projects, ordinances, and programs. The major strategies and recommendations are described below and are followed by an **Implementation Actions Table,** a **Growth Strategy Map,** and a **Future Land Use Map.**

A. LAND USE

1. Encourage office and institutional development on Chapel Hill Road between Elder Way and Kilby Street.

2. Maintain residential development on Harden Street between Belmont Street and the City limits.

3. Encourage planned commercial development at the Maple Avenue/I-85/40 interchange and along Maple Avenue and Chapel Hill Road.

4. Encourage planned industrial development in the Tucker Street/Koury Drive area.

5. Encourage planned infill development on the remaining vacant, developable tracts.

6. Encourage low/medium density residential development in residentially zoned areas outside the city limits.

7. Encourage office-institutional development to cluster around existing medical facilities along Graham-Hopedale Road and Vaughn Road.

8. Encourage planned commercial development on North Church Street and North Main Street.

9. Discourage heavy industrial development along Webb Avenue.

10. Encourage and maintain industrial development in the Market Street/ Graham Street and Southern Railroad area.

B. ZONING

1. Examine the feasibility for rezoning:

    a) Chapel Hill Road area between Elder Way and Kilby Street to Office-Institutional.

b) Residential neighborhoods around Harvey Newlin Elementary School from MF-A to R-9.

c) East Davis Street area and Maple Avenue north of Flushing Street where older historic homes exist from office-institutional zoning to residential zoning.

d) The large undeveloped vacant property lying east of Turrentine Street and south of Stokes Street from I-2, Industrial to high density residential.

2. Examine existing zoning patterns within the Petersburg neighborhood, the North Church Street/Holt Street area, and the North Church Street/North Main Street area to improve land use patterns.

3. Upgrade the City's Mobile Home Park regulations to improve site layout requirements, spacing, landscaping, and other amenities. Add controls to ensure adequate maintenance and appearance of existing and new parks.

C. HOUSING

1. Continue to target Community Development Program funds for the North Mebane Street and North Church Street areas. Expand these housing rehabilitation efforts to other identified declining residential areas as part of the neighborhood revitalization strategies of this plan.

2. Encourage the rehabilitation/reuse of older structurally sound buildings and homes for residential use. Coordinate with Alamance County the development of a city/county housing strategy for the East Burlington planning area.

D. TRANSPORTATION

1. Acquire the right-of-way to widen and improve Graham-Hopedale Road from two lanes to a multilane facility from the City of Graham corporate limits to North Church Street.

2. Coordinate and assist the North Carolina Department of Transportation (NCDOT) with traffic control and public information in the widening of Interstate 85/40.

3. Assist the NCDOT in scheduling the acquisition of right-of-way and the construction of a segment of the Inner Loop by extending Beaumont Avenue to NC Highway 87.

4. Request the NCDOT to schedule acquisition and widening of NC Highway 54 from two lanes to five lanes from Tucker Street to Maple Avenue.

5. Request the NCDOT to study the feasibility of widening Sellars Mill Road from North Church Street to Hanover Road to reduce traffic congestion and facilitate traffic flow to Cummings High School and Broadview Middle School.

6. Acquire the right-of-way and begin to widen and improve Sidney Avenue from two lanes to four lanes from Webb Avenue to the City of Graham as described and scheduled in the Transportation Improvement Program.

7. Begin to study the feasibility of extending Morningside Drive from Beaumont Avenue to Baldwin Road and the feasibility of extending Anthony Street to Graham or Market Street.

8. Coordinate and assist the NCDOT in the construction of the Haw River By-Pass adjacent to and within the City's Eastside Wastewater Treatment Plant.

E. COMMUNITY FACILITIES

1. Coordinate with Alamance County and Alamance Health Services, Inc. future plans for the reuse of the Alamance County Hospital facilities when the hospital operations are relocated.

2. Coordinate land use plans with the City School System to meet future needs for student enrollment and facilities management.

F. PUBLIC IMPROVEMENTS

1. Prepare a Water and Sewer Service Area Plan for future extension of water and sewer service to unserved areas within Burlington's extraterritorial jurisdiction.

2. Complete the upgrading of the East Burlington Wastewater Treatment Plant to meet all required state water quality standards for wastewater discharges.

3. Complete the water main along North Graham-Hopedale Road from the city limits to south of Woodleigh Avenue to improve the efficiency, circulation, and pressure of the existing water system.

4. Install a water line along Morningside Drive to serve existing unserved areas.

5. Extend sewer lines along Morningside Drive and North Sellars Mill Road to provide service to unserved residential neighborhoods.

6. Extend sewer lines along Quarry Road to complete the sewer system in the area, including the East Burlington Wastewater Treatment Plant and the Animal Shelter property.

7. Begin to study the feasibility of extending Morningside Drive from Beaumont Avenue to Baldwin Road and the feasibility of extending Anthony Street to Gra ham or Market Street.

8. Coordinate and assist the NCDOT in the construction of the Haw River Bypass adjacent to and within the City's Eastside Wastewater Treatment Plant.

G. ANNEXATION AND INTERGOVERNMENTAL COORDINATION

1. Consider annexation of the Morningside Drive and Sellars Mill Road area by 1994.

2. Consider annexation of the City's Eastside Wastewater Treatment Plant, Animal Shelter property, and existing extraterritorial areas nearby by 1988.

3. Coordinate with the City of Graham and the Town of Haw River plans for extraterritorial boundaries and future city limits along North Church Street, the Haw River Bypass, and Hanover Road.

H. PARKS AND RECREATION

1. Update and redesign the existing on-street bike routes within the area. Prepare and develop a comprehensive Bicycle Plan for the community.

2. Replace and improve playground equipment, picnic tables, and athletic facilities in the smaller neighborhood parks throughout the area.

3. Improve the athletic fields and the tennis courts at Fairchild Park.

4. Consider the development of a Master Plan for Town and Country Park. Examine the feasibility of expanding this park by acquiring adjoining vacant property to the east.

5. Encourage the development of a multiuse trail along the Haw River in coodination with Alamance County and the State of North Carolina's Mountain-to-Sea Trail Program. Develop long-range plans for greenways and bikeways along the major creeks and sewer easements in the area.

I. HISTORIC PRESERVATION

1. Survey the feasibility for establishing historic or conservation districts in the East Davis Street, Tucker Street/Cameron Street, Beverly Hills, and Rainey Street neighborhoods as State approval and support from area property owners permit.

2. Begin designating appropriate individual properties, buildings, and resources throughout the area as historic properties.

J. COMMUNITY APPEARANCE

1. Enhance the appearance of the major entranceways into the City (such as Interstate 85/40, Maple Avenue, North Church Street, and Webb Avenue) by adding new city identification signage and landscaping amenities.

2. Plan and design streetscape improvements and beautification projects for Webb Avenue, North Church Street, and Maple Avenue to improve the visual image and appearance of these corridors.

3. Plan and develop a city-wide Street Tree Ordinance to regulate, maintain, manage, replace, and add new trees within the public right-of-way.

4. Upgrade private landscaping requirements in the City's Zoning Ordinance for new and existing commercial, industrial, and multi-family development.

5. Encourage the NCDOT to plant a tree buffer/screen and landscape the areas along Interstate 85/40 and within the interchange right-of-ways.

IMPLEMENTATION ACTIONS TABLE

This table outlines the major public actions, planning studies, and key capital projects necessary to realize the strategies and recommendations of the Plan. Additionally, the table identifies the recommended time frame, funding sources, and primary parties responsible for directing and completing each project.

PLANS & PROJECTS	TIME FRAME	FUNDING SOURCE	PRIMARY RESPONSIBILITY
Land Use & Zoning			
Zoning Actions *Extraterritorial Zoning Jurisdiction Extension *Chapel Hill Road *Harvey Newlin Elem. School Neighborhood *East Davis Street *Turrentine/Stokes Street Area	1996-2000	General Fund	Planning Dept., Planning & Zoning Commission, City Council
Zoning Studies *Petersburg Neighborhood, North Church/Holt St. area, North Church/ North Main St. area	1994-1996	General Fund	Planning Dept.
Zoning Amendments *Mobile Home Park Regulations	1992-1994	General Fund	Planning Dept. Planning & Zoning Commission
Housing			
Housing Rehabilitation	Ongoing	HUD Program, Revolving Loan Funds	Community Development Dept.
Joint City/County Housing Strategy	1995-2000	HUD Program Funds, City/County Funds	Community Development Dept.
Transportation			
Transportation Planning *Right-of-way Protection	Ongoing	PWP Funds, General Fund	Engineering Dept., Planning Dept., NCDOT

Transportation Studies *Sellars Mill Road Improvements *Morningside Drive Extension *Anthony Street Extension/Overpass	1996-2000	PWP Funds, General Fund, NCDOT	Engineering Dept., Planning Dept., NCDOT
Transportation Improvements *Interstate 85/40 Improvements *Beaumont Ave.Extension (Inner Loop Rd. Segment) *Haw-River ByPass	Ongoing 1992-1995 Ongoing	NCDOT	NCDOT, Engineering Dept., Planning Dept.
Graham-Hopedale Road Improvements *Right-of-way Acquisition/Construction	1992-1996	NCDOT	NCDOT, Engineering Dept., Planning Dept.
Sidney Avenue Improvements *Right-of-way Acquisition/Construction	1992-2000	Right-of-Way Acquisition Fund, NCDOT	Engineering Dept., Planning Dept., NCDOT
NC Highway 54 (Tucker St. to Maple Ave.) *Right-of-way Acquisition/Construction	1992-1996	NCDOT	NCDOT, Engineering Dept., Planning Dept.
*Construction	1994-1996	NCDOT	NCDOT, Engineering Dept.
Public Improvements			
Water and Sewer Service Area Plan	1992-1994	General Fund	Engineering Dept., Planning Dept.
East Burlington Wastewater Treatment Plant Improvements	Ongoing	Bonds, Capital Reserve Fund	Public Works Dept.
Sewer Projects *Morningside Drive/ North Sellars Mill/ Road Sewer Lines *Quarry Road Sewer Line	1994-1996	By Petition & Assessment	Engineering Dept., Public Works Dept.

Water Projects *North Graham-Hopedale Road Water Line *Morningside Drive Water Line	1994-1996	By Petition & Assessment	Engineering Dept., Public Works Dept.
Sidewalk Improvements *Andrews Elementary School *Sellars Mill Road	1992-1994	CIP Funds, Special Assessments	Engineering Dept., Public Works Dept.
Annexation and Intergovernmental Coordination			
Morningside Drive/ Sellars Mill Road Area *Annexation	1992-1994	General Fund, Water & Sewer Fund	City Manager, Planning Dept.
East Burlington Treatment Plant/Animal Shelter Area *Annexation	1996-1998	General Fund	City Manager, Planning Dept.
Extraterritorial Boundary/City Limits Agreements: *Burlington/Graham *Burlington/Haw River	1992-1994	General Fund	City Manager, Planning Dept., Engineering Dept.
Parks and Recreation			
Recreation Plans *Town & Country Park Master Plan	1994-1996	General Fund	Recreation & Parks Dept.
Park Improvements *Neighborhood Parks *Fairchild Park	1996-2000	CIP Funds, CDBG Funds	Recreation & Parks Dept.
Urban Area Greenway Development Plan *Haw River *Servis Creek	1994-1996	General Fund, Private Donations	Recreation & Parks Dept., Planning Dept.
Bicycle Plan	1992-1994	PWP Funds, General Fund	Planning Dept., Recreation & Parks Dept.

Historic Preservation

Historic District Designation Surveys *East Davis Street *Broad St.and Lexington Ave. area	Ongoing	State Grants, General Fund	Planning Dept., Historic Preservation Commission
Historic Property Designation Studies	Ongoing	Application Fees, General Fund	Planning Dept., Historic Preservation Commission

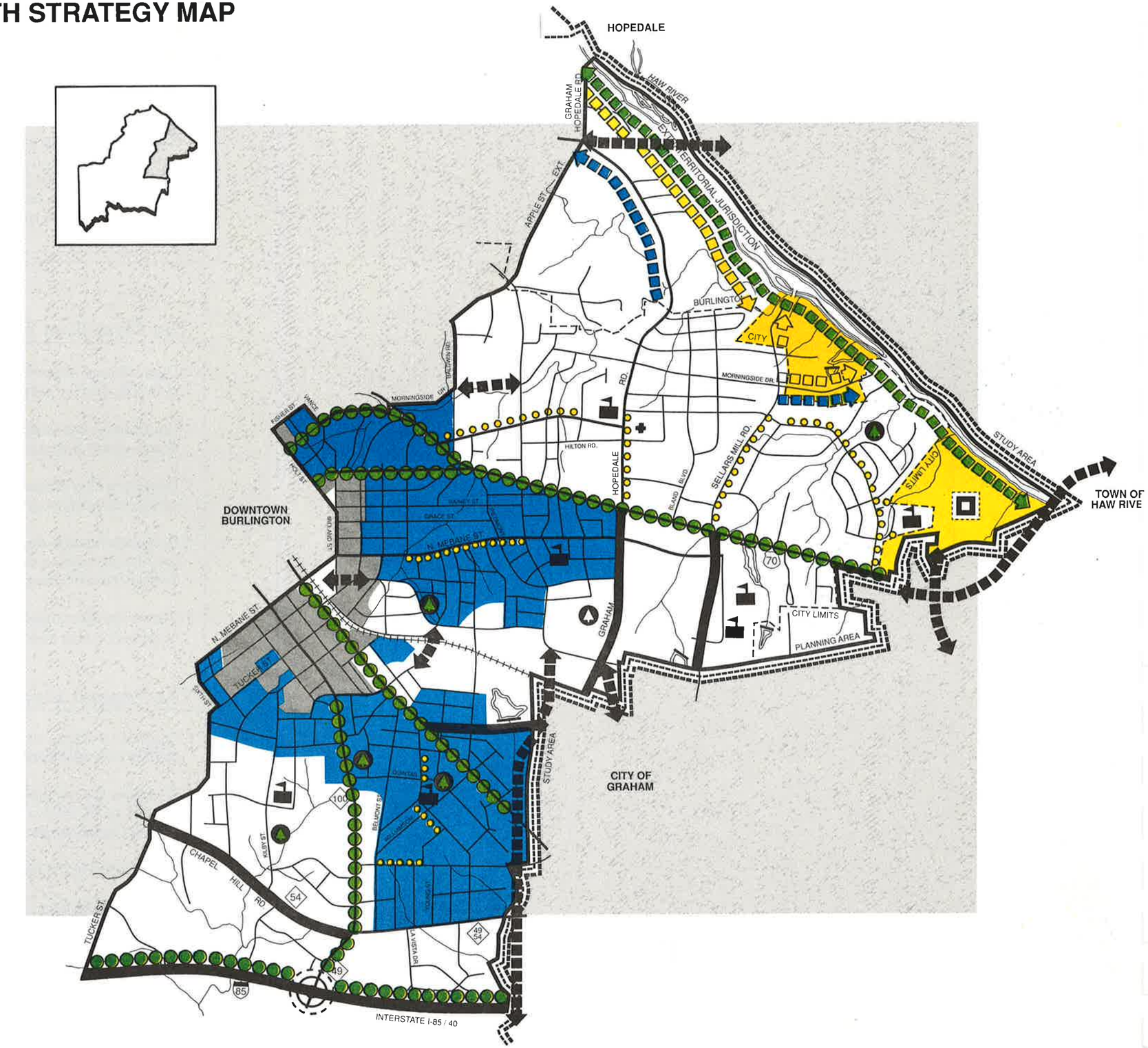
Community Appearance

Master Landscape Plan *Street Tree Ordinance *Streetscape Plans *Entranceway Improvement Plans	1994-1996	General Fund, Private Donations	Appearance, Commission Public Works Dept., Planning Dept.
Landscape Requirements *Zoning Ordinance Amendment	1992-1994	General Fund	Planning Dept., Appearance Commission
Entranceway Improvements *Maple Ave./ Interstate 85/40 *North Church Street *Webb Avenue	1996-2000	NCDOT, General Fund, Private Donations	Planning Dept., Appearance Commission, Public Works Dept.
Streetscape Improvements *Webb Avenue *North Church Street *Maple Avenue/ Interstate 85/40	1996-2000	General Fund, Private Donations	Planning Dept., Appearance Commission, Public Works Dept.
Interstate 85/40 Landscaping	1994-1996	NCDOT	NCDOT, Public Works Dept.

BURLINGTON 2000
COMPREHENSIVE LAND USE PLAN

GROWTH STRATEGY MAP

- PROPOSED ROAD IMPROVEMENTS
- POSSIBLE GREENWAY
- PROPOSED SEWER LINE
- PROPOSED WATER LINE
- PROPOSED NEW ROAD
- PROPOSED SIDEWALKS
- POSSIBLE STREETSCAPE IMPROVEMENTS
- FUTURE EXTRATERRITORIAL JURISDICTION
- POSSIBLE FUTURE ANNEXATION AREAS
- HOUSING REHABILITATION AREAS
- HISTORIC PRESERVATION AREAS
- STUDY AREA
- PLANNING AREA
- EXTRATERRITORIAL JURISDICTION
- INTERSECTION IMPROVEMENTS
- EXISTING SCHOOL
- SEWAGE TREATMENT PLANT IMPROVEMENTS
- PARKS AND RECREATION FACILITY



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SCALE : 1" = 2700'

EAST
BURLINGTON PLANNING AREA

This map is a **GUIDE** only and should not be used solely as justification for a request or change in land use. Justification for or against a specific request or change in land use should be based upon the application and use of the general **GOALS** and **POLICIES** of the City's Comprehensive Land Use Plan.

East Burlington Growth Strategy Map

EAST BURLINGTON GROWTH STRATEGY MAP

This map shows in graphic form the key strategies recommended for this area. Each strategy is a proposed action (such as providing water lines or improving parks) which the City will attempt to complete by the year 2000. All strategies and recommendations are described in the text of the Plan along with a projected timetable, funding sources, and primary parties responsible for implementation. The key strategies are summarized below.

Key Strategies

The First Five Years 1990-1995

* Upgrade and improve road, water and sewer facilities in the area to encourage planned, quality growth and development of the area.

* Continue to use Community Development Program funds to foster housing rehabilitation in lower income residential neighborhoods.

* Develop a City Street Tree Ordinance and stronger landscaping requirements for private development projects.

* Establish historic districts and designate appropriate historic properties to preserve the identity and to revitalize older neighborhoods, such as the East Davis Street, Tucker Street/Cameron Street, Beverly Hills, and Rainey Street areas.

* Annex the Morningside Drive/Sellars Mill Road area. Complete the extension of necessary water and sewer lines to the area.

The Second Five Years 1995-2000

* Continue working on revitalization programs for declining neighborhoods, both residential and nonresidential.

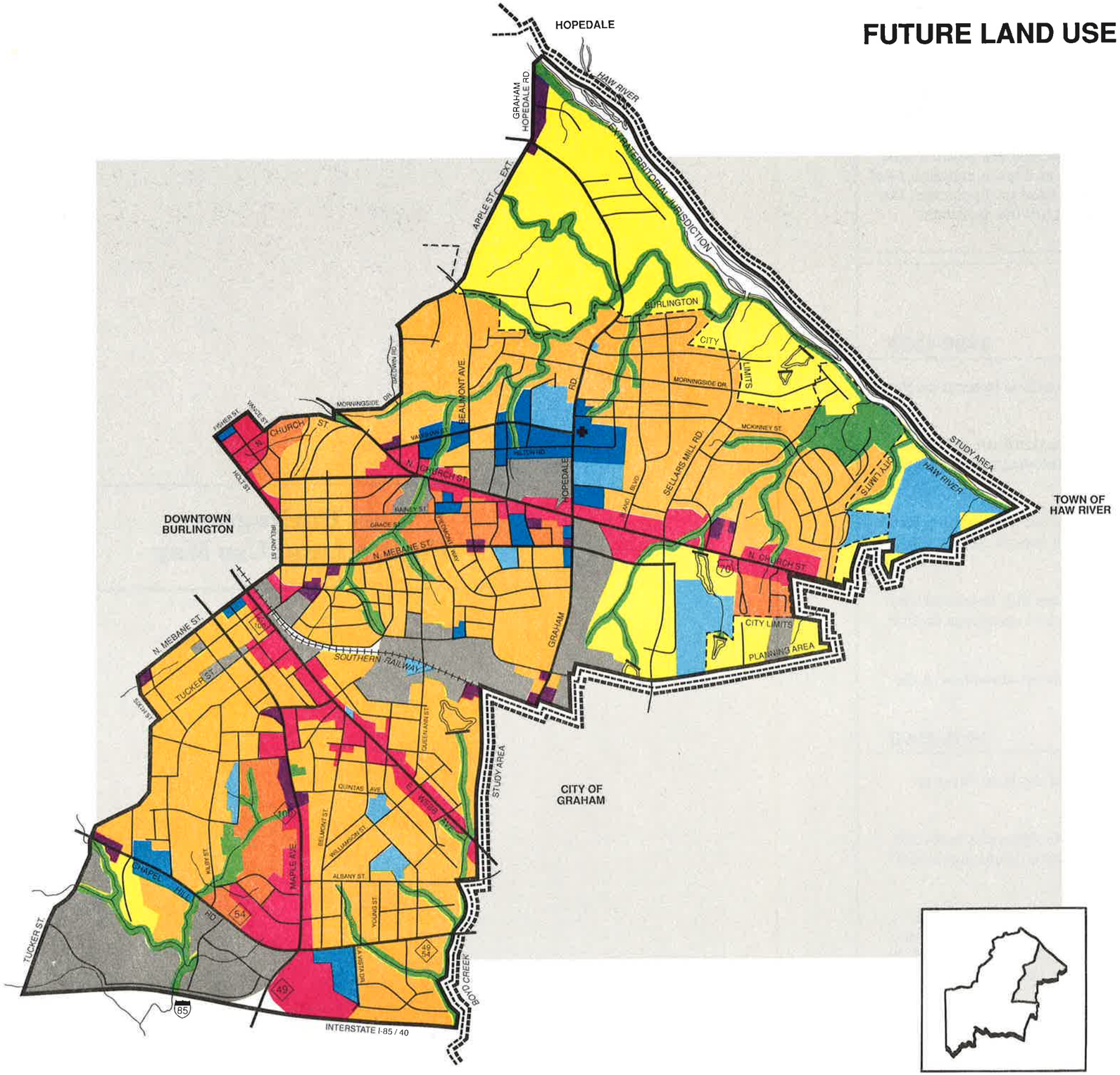
* Complete the northeast portion of the Inner Loop System by extending Beaumont Avenue to NC Highway 87 and widening North Graham-Hopedale Road to facilitate efficient north/south traffic flow.

* Improve Fairchild Park and the area's neighborhood parks.

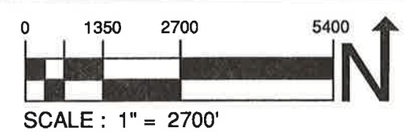
* Improve major commercial corridors and entranceways into the City with streetscape plans and beautification programs.

FUTURE LAND USE MAP

BURLINGTON 2000
COMPREHENSIVE LAND USE PLAN



- LOW DENSITY RESIDENTIAL 1 - 2 DU / ACRE
- MEDIUM DENSITY RESIDENTIAL 3 - 9 DU / ACRE
- HIGH DENSITY RESIDENTIAL > 10 DU / ACRE
- QFFICE - INSTITUTIONAL
- COMMERCIAL
- NEIGHBORHOOD COMMERCIAL
- INDUSTRIAL
- PUBLIC / SCHOOLS
- PARKS / OPEN SPACE
- STUDY AREA
- PLANNING AREA
- EXTRATERRITORIAL JURISDICTION



EAST BURLINGTON PLANNING AREA

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EAST BURLINGTON
FUTURE LAND USE MAP

This map shows the extent of development and the generalized land use pattern that are likely to occur in this area by the year 2000 if the strategies and recommendations of this Plan are carried out. The Future Land Use Map should be used to supplement the overall goals and policies of the Plan. To this extent, public and private decisions about growth and development can be enhanced and improved.

Highlights

The First Five Years 1990-1995

* Infill development, both residential and nonresidential, will continue to occur on the remaining vacant land in the area.

* The concentration of planned industrial, commercial, and office/institutional development will continue along the main transportation corridors - Interstate 85/40, Maple Avenue, Webb Avenue and North Church Street.

* Older, declining residential neighborhoods will begin to revitalize. The housing stock will be rehabilitated in some lower-income neighborhoods, and historic homes will be protected.

* Annexations of the developed areas of Morningside Drive/Sellars Mill Road and City-owned properties will enhance the provision of urban services and encourage further development of East Burlington.

* Park improvements and open spaces will add to the environmental amenities in the area.

The Second Five Years 1995-2000

* Low-density residential development will expand north toward the Haw River as water and sewer lines are built.

* Improvements to North Graham-Hopedale Road and the construction of a new road linking Beaumont Avenue to NC Highway 87 will create a more efficient north-south traffic system in the area.

* Streetscape improvements to commercial corridors, such as Webb Avenue, North Church Street, and Maple Avenue, and the beautification of entranceways, such as the Interstate 85/40 and Maple Avenue Interchange, North Church Street, and Webb Avenue, will help develop a more positive, prosperous image in East Burlington.

East Burlington
Future Land Use Map

THE SOUTH BURLINGTON SMALL AREA PLAN

BACKGROUND

The South Burlington planning area is located between the Interstate 85/40 corridor and Great Alamance Creek and between the Burlington/Graham extraterritorial boundary to the east and Alamance Road and Gunn Creek to the west. South Burlington also includes the area south of Interstate 85/40 that the City annexed on October 31, 1989. It also encompasses an area south of Anthony Road and White Kennel Road that is outside of the City's current extraterritorial jurisdiction.

Growth Trends

Although most of South Burlington is currently developed for residential use, the planning area contains a substantial amount of vacant and agricultural land. Light industrial and commercial uses have been increasingly locating in the area. The population of South Burlington has remained relatively stable since 1980, increasing from only 1,959 people to approximately 2,035 people in 1990. By the year 2000, the population of the south Burlington planning area is projected to increase to about 2,148 people.

Population and Housing Projections

	Total Population	Total Housing Units	Average Household Size
1980	1,959	787	2.64
1990	2,035	876	2.42
2000	2,148	997	2.16

Source: US Bureau of the Census
Burlington Planning and Community Development Department

Land Use

Residential land use (primarily single-family homes) comprises almost 49% (or 2,447 acres) of the total land area. These residential areas are mainly clustered along NC Highway 49, White Kennel Road and Alamance Road (NC Highway 62), and in the Pinewood Forest and Shamrock Golf Course subdivisions. Over the years, South Burlington has experienced moderate residential growth. The approval of two sizeable subdivisions adjacent to Alamance Road in the mid-1980's has precipitated a moderate increase in the production of new housing.

Existing Land Use Within South Burlington

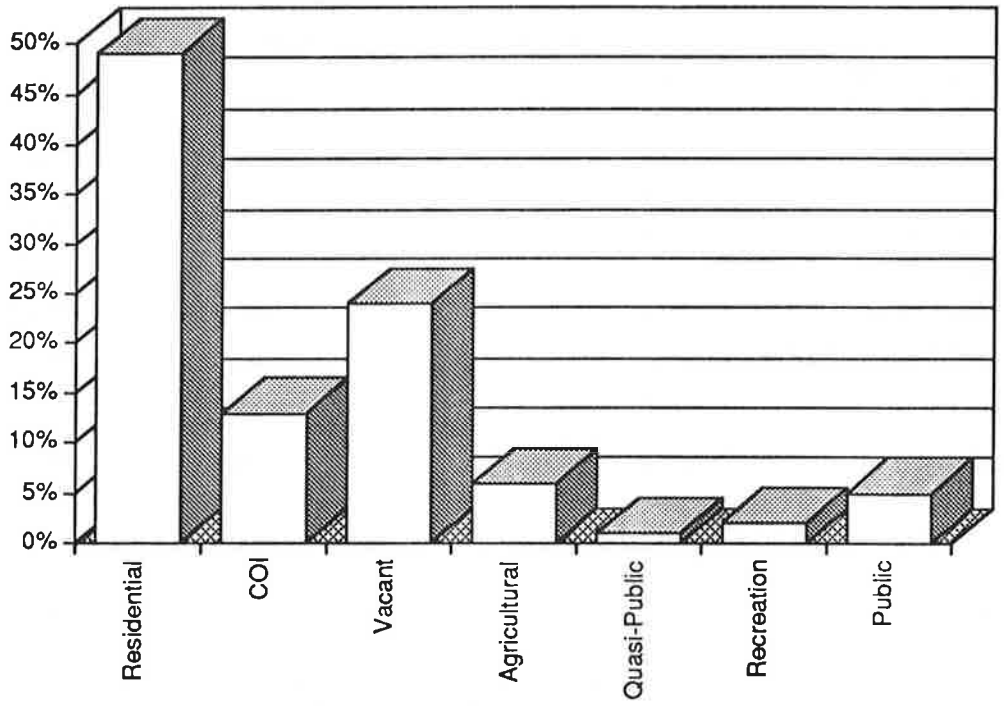
Land Use	Acres		Percentage	
Residential		**2,477**		**49%**
Single-Family	2,477		100%	
Multifamily	0		0	
Commercial, Office & Industrial		**645**		**13%**
Commercial, Office	255		40%	
Industrial	390		60%	
Vacant		**1,180**		**24%**
Agriculture		**286**		**6%**
Public		**252**		**5%**
Recreation		**101**		**2%**
Quasi-Public		**41**		**1%**
Totals		**4,982**		**100%**

Note: Quasi-public includes churches, hospitals and other public/private institutions.

Source: Burlington Planning and Community Development Department, Land Use Data (1985)

Industrial and commercial development of the area is generally located along Interstate 85/40, Industry Drive, and Tucker Street. Recently, two industrial parks have been created on Anthony Road. The availability of large tracts of industrially zoned land has attracted this new industrial growth to the area. Approximately 390 acres of the area is currently utilized for industrial development. Further, a substantial amount of land (1,177 acres) remains vacant or undeveloped (see table on page 136). This undeveloped land is mainly zoned for industrial use or is unzoned land lying outside of the City's extraterritorial jurisdiction.

Existing Land Use Within South Burlington



Source: Burlington Planning and Community Development Department Land Use Data (1985)

A major stimulus for industrial growth in South Burlington is accessibility. The area has direct access to Interstate 85/40 via several major and minor thoroughfares. Also the Burlington Municipal Airport is strategically located within the area. With the scheduled widening of the Interstate and proposed improvements to the existing road system and airport, additional industrial growth in the area is expected.

One significant deterrent to both residential and industrial/commercial development in South Burlington is the lack of public water and sewer service. Part of the area is served by public water and sewer lines that were installed as industry developed. In the area annexed on October 31, 1989, the City has completed the provision of necessary water and sewer lines as required by state statutes. Further expansion of the City's primary sewer system in the area, however, will require the installation of expensive and difficult to maintain lift stations. To provide cost effective sewer service to the entire planning area, a sewer outfall line along Great Alamance Creek will need to be constructed and the capacity of the South Burlington Waste Treatment Plant expanded. This outfall line will be expensive to build, but it will ensure the long term development of a safe, efficient, and expandable sewer system. When Lake Mackintosh is completed, the City will also have a greater water supply to serve the area.

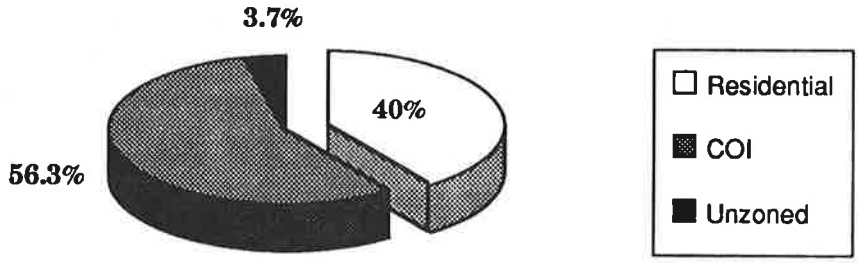
Existing Zoning Within South Burlington

ZONED LAND	Developed Acres	Developed %	Vacant Acres	Vacant %	Total Acres	Total %
Residential	**1,493**	**41.2%**	**500**	**42.5%**	**1,993**	**40.0%**
Single-Family	1,493		465		1,958	39.3%
Multifamily	0		35		35	0.7%
Commercial, Office & Industrial (COI)	**2,130**	**58.8%**	**677**	**57.5%**	**2,807**	**56.3%**
Commercial, Office	74		55		129	2.6%
Industrial	2,056		622		2,678	53.7%
Subtotal	**3,623**	**100%**	**1,177**	**100%**	**4,800**	**96.3%**
UNZONED LAND	**NA**		**NA**		**182**	**3.7%**
Total					**4,982**	**100%**

Source: Burlington Planning and Community Development Department, Land Use Data (1985) & Zoning Maps (1989)

As the South Burlington planning area begins to develop more rapidly in the coming years, the City should take affirmative steps to protect established residential neighborhoods and to foster balanced growth. These steps should include ensuring that land controls are strictly enforced in accordance with established land use patterns and that water and sewer services are provided in a timely manner to encourage balanced growth.

Existing Zoning Within South Burlington



Source: Burlington Planning and Community Development Department Zoning Maps (1989)

STRATEGIES AND RECOMMENDATIONS

The Plan for South Burlington establishes specific recommendations and public actions to guide the area's future growth and development. These strategies include the provision of critical infrastructure, key capital improvement projects, and the maintenance and enforcement of necessary land use controls and regulations. The major strategies and recommendations are described below followed by an **Implementation Actions Table,** a **Growth Strategy Map,** and a **Future Land Use Map.**

A. LAND USE

1. Buffer existing residential areas from commercial and industrial land use through zoning ordinance requirements.

2. Encourage new industrial development to locate in planned industrial and business parks.

3. Discourage unplanned commercial growth along the area's major and minor thoroughfares.

4. Encourage light industrial development on Alamance Road and Anthony Road near the airport.

5. Cluster light industrial development along the Interstate 85/40 corridor between Maple Avenue/Anthony Road to the east and Tucker Street and Industry Drive to the west.

6. Encourage continued planned residential development within the Grand Oaks and Pinewood Forest areas and within other subdivisions adjacent to Alamance Road.

7. Maintain residential development along Maple Avenue and White Kennel Road.

8. Discourage further commercial expansion south of Interstate 85/40 on Alamance Road and Maple Avenue.

B. ZONING

1. Expand Burlington's existing one-mile extraterritorial zoning jurisdiction south to Great Alamance Creek as future annexations permit.

2. Examine the possibility of including R-12 zoning within certain parts of the South Burlington planning area.

3. Evaluate existing zoning patterns along Alamance Road, Hanford Road, and NC Highway 49 to ensure compatibility of land uses in these areas.

4. Revise the City's Planned Unit Development (PUD) regulations to encourage developers to use the regulations for residential, mixed residential, and commercial developments on large tracts of land held in single ownership.

5. Incorporate the City's airport height restrictions and other airport-related land use controls (such as noise contours) into an Airport Height Restrictive Overlay District (AP). This effort should be coordinated with Alamance County.

C. PUBLIC IMPROVEMENTS

1. Review options for possible use of the City's old landfill site on Anthony Road such as a shooting range, park site, or open space area.

2. Prepare a Water and Sewer Service Area Plan for future extension of water and sewer service to unserved areas within Burlington's extraterritorial jurisdiction.

3. Extend water and sewer lines in advance of development but only to areas within Burlington's extraterritorial jurisdiction or where land use controls exist.

4. Consider long-range options and needs for funding and constructing a major sewer outfall along Great Alamance Creek and expanding the capacity of the South Burlington Wastewater Treatment Plant.

5. Complete all necessary water and sewer projects in the new annexation area by 1991 as required by the City's annexation report and plan for services.

6. Accelerate, as possible, the provision of urban services to the new annexation area, including solid waste collection, street maintenance services, street lighting, and street signage as outlined in the city's annexation report and plan for services.

7. Extend water and sewer lines along Tucker Street from Hatchery Road to Air Park Drive on Anthony Road in accordance with future annexation plans.

8. Extend the water line along Anthony Road to Alamance Road in accordance with future annexation plans.

D. TRANSPORTATION

1. Continue to support expansions and improvements to the Burlington Municipal Airport through federal and State grants.

2. Coordinate and assist the North Carolina Department of Transportation (NCDOT) with traffic control and public information in the widening of Interstate 85/40 through the city.

3. Request the NCDOT to fund the development of new official functional designs for the location of the southern outer loop corridor from Anthony Road to Alamance Road as recommended by the Urban Area Thoroughfare Plan. Accommodate the designated road alignment in zoning and subdivision actions.

4. Coordinate with the NCDOT the relocation of Hatchery Road from the Interstate 85/40 entrance ramp to Alamance Road.

5. Coordinate with the NCDOT median and controlled access improvements to Alamance Road and Maple Avenue as part of upgrading the interchanges on Interstate 85/40.

6. Examine alternatives for securing secondary access to the Burlington Outlet Mall located on Eric Lane.

7. Encourage the NCDOT to study the feasibility for widening and improving Alamance Road from Interstate 85/40 to Anthony Road.

E. COMMUNITY FACILITIES

1. Acquire land and construct a city fire station within the new annexation area by 1994.

2. Encourage Alamance Health Services, Inc. and the medical community to study the feasibility of developing or encouraging the placement of a walk-in medical care facility in this area.

3. Coordinate with City and County School Systems plans for school district boundaries within future new annexation areas.

F. PARKS AND RECREATION

1. Examine the needs for acquiring and developing future parks and recreational facilities in this area.

2. Develop long range plans for a greenway along Great Alamance Creek in cooperation with Alamance County. Prepare and develop a greenway development plan for the overall urban area.

G. ANNEXATION AND INTERGOVERNMENTAL COORDINATION

1. Consider future annexation south on Tucker Street and Anthony Road to include the Air Park East Industrial Park.

2. Priority should be given to completing the annexation of the enclave area located south of the Burlington Outlet Mall and about 1,000 feet west of Alamance Road (NC Highway 62).

3. Coordinate with the City of Graham future city limit and extraterritorial boundaries along Boyd Creek and the existing transmission line north and south of Monroe Holt Road in accordance with a 20-year intergovernmental agreement.

H. COMMUNITY APPEARANCE

1. Enhance the appearance of the major entranceways into the City (such as the Interstate 85/40/Maple Avenue and Alamance Road interchanges) by adding City signage and landscaping amenities.

2. Plan and develop a city-wide Street Tree Ordinance to regulate, maintain, manage, replace, and add new trees within the public right-of-way.

3. Upgrade private landscaping requirements in the City's Zoning Ordinance for new and existing commercial, industrial, and multi-family developments.

4. Encourage the NCDOT to plant a tree buffer/screen and landscape the areas along Interstate 85/40 and within the interchange right-of-way.

IMPLEMENTATION ACTIONS TABLE

This table outlines the major public actions, planning studies, and key capital projects necessary to realize the strategies and recommendations of the Plan. Additionally, the table identifies the recommended time frame, funding sources, and primary parties responsible for directing and completing each project.

PLANS & PROJECTS	TIME FRAME	FUNDING SOURCE	PRIMARY RESPONSIBILITY
Land Use & Zoning			
Zoning Actions *R-12 Residential Areas *Extraterritorial Zoning Jurisdiction Extension	1996-2000	General Fund	Planning Dept., Planning & Zoning Commission, City Council
Zoning Studies *Alamance Road, Hanford Road/NC Highway 49 Areas	1994-1996	General Fund	Planning Dept.,
Zoning Amendments *Planned Unit Development (PUD) Revisions *Airport Height Restrictive Zoning District (AP)	1992-1994	General Fund	Planning Dept., Planning & Zoning Commission
Public Improvements			
Public Improvement Studies *Anthony Road Landfill Site Development Strategy *Water and Sewer Service Area Plan	1992-1996	General Fund	Planning Dept., Engineering Dept.
1989 Annexation Area *Water & Sewer Service *Urban Services	1990-1992	Water & Sewer Fund General Fund	Public Works Dept., Engineering Dept.

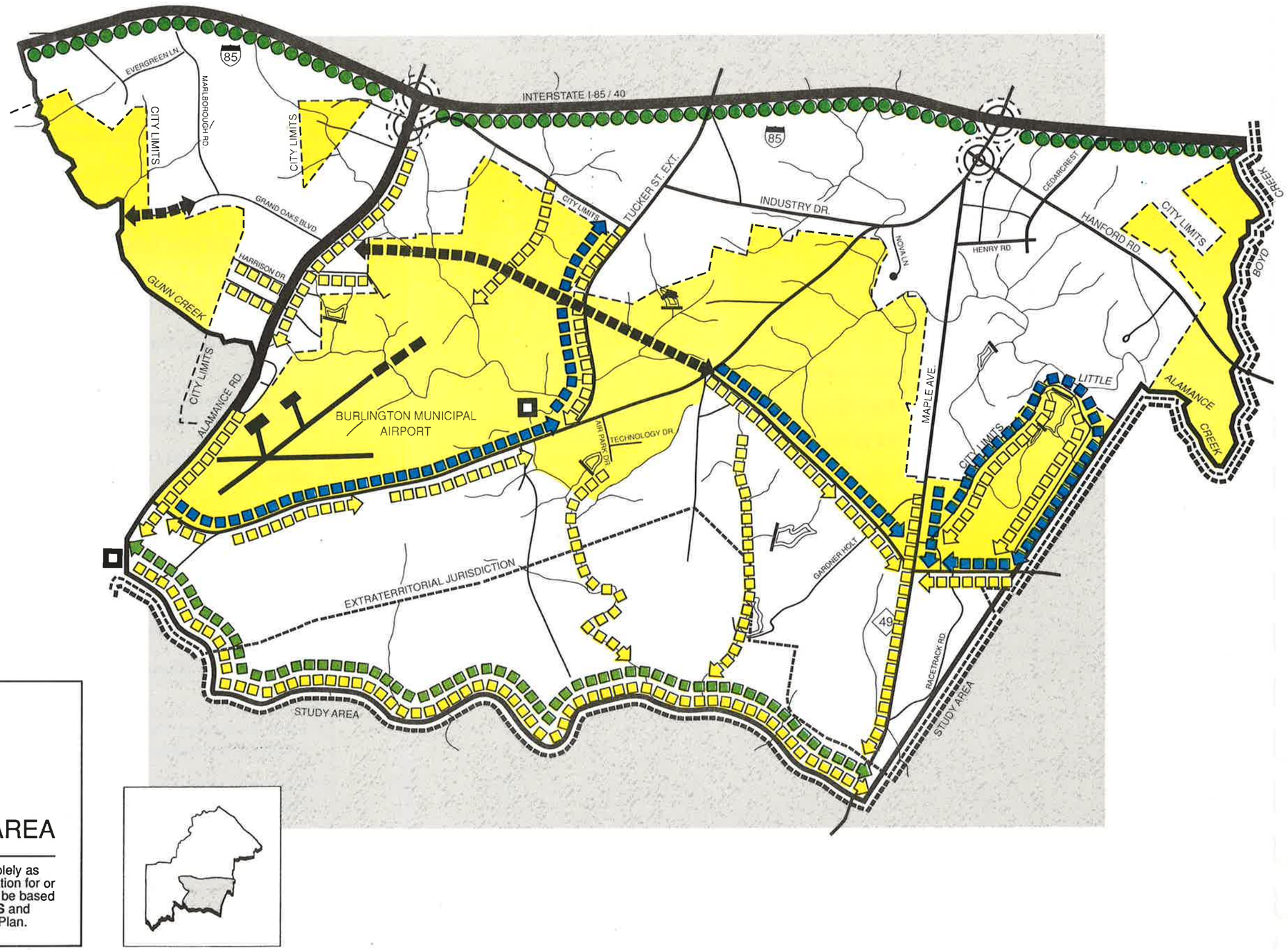
Great Alamance Creek Outfall	1996-2000	To Be Determined	City Manager, Engineering Dept.
South Burlington Wastewater Treatment Plant Expansion	1996-2000	To Be Determined	Public Works Dept., Engineering Dept.
Water & Sewer Projects *Tucker Street Water & Sewer Lines *Anthony Road Water Line	1996-2000	Water & Sewer Fund, County Economic Development Funds	Engineering Dept.
Transportation			
Transportation Planning *Right-of-way Protection	Ongoing	PWP Funds, General Fund	Planning Dept., Engineering Dept., NCDOT
Transportation Studies *Southern Outer Loop Corridor *Alamance Road Widening *Burlington Outlet Mall Secondary Access	1992-1994	NCDOT	NCDOT, Engineering Dept., Planning Dept.
Burlington Municipal Airport Expansion	1990-1995	Federal & State Grants	Airport Authority
Interstate 85/40 Improvements	1990-1995	NCDOT	NCDOT, Engineering Dept.
Alamance Road/I-85/40 Interchange Improvements	1990-1995	NCDOT	NCDOT, Engineering Dept.
Maple Avenue/I-85/40 Interchange Improvements	1990-1995	NCDOT	NCDOT, Engineering Dept.
Community Facilities			
South Burlington Fire Station (Land Acquisition and Construction)	1990-1995	Municipal Bonds, CIP Fund	Fire Dept., Planning Dept.
Parks & Recreation			
Parks & Recreational Facilities Needs Assessment	1994-1996	General Fund	Recreation and Parks Dept., Planning Dept.

Urban Area Greenway Development Plan *Great Alamance Creek *Gunn Creek *Little Alamance Creek	1994-1996	General Fund, Private Donations	Recreation and Parks Dept., Planning Dept.
Annexation and Intergovernmental Coordination			
Tucker Street/Anthony Road Area Annexation Plan	1998-2000	General Fund	City Manager, Planning Dept.
Enclave Area Annexation South of I-85/40	1992-1994	General Fund	City Manager, Planning Dept.
Extraterritorial Boundary & City Limits Agreement *Burlington/Graham	1992-1994	General Fund, Planning Dept.	City Manager,
Community Appearance			
Master Landscape Plan *Street Tree Ordinance *Entranceway Improvement Plans	1994-1996	General Fund, Private Donations	Planning Dept., Appearance Commission, Public Works Dept.
Landscape Requirements *Zoning Ordinance Amendment	1992-1994	General Fund	Planning Dept., Appearance Commission
Entranceway Improvements *Maple Ave./I-85/40	1996-2000	NCDOT, General Fund, Private Donations	Planning Dept., Appearance Commission, Public Works Dept.
Interstate 85/40 Landscaping	1994-1996	NCDOT	NCDOT, Public Works Dept.

BURLINGTON 2000
COMPREHENSIVE LAND USE PLAN

GROWTH STRATEGY MAP

- PROPOSED ROAD IMPROVEMENTS
- POSSIBLE GREENWAY
- PROPOSED SEWER LINE
- PROPOSED WATER LINE
- PROPOSED NEW ROAD
- PROPOSED RUNWAY EXPANSION
- POSSIBLE STREETSCAPE IMPROVEMENTS
- FUTURE EXTRATERRITORIAL JURISDICTION
- POSSIBLE FUTURE ANNEXATION AREAS
- HOUSING REHABILITATION AREAS
- STUDY AREA
- PLANNING AREA
- EXTRATERRITORIAL JURISDICTION
- INTERSECTION IMPROVEMENTS
- EXISTING LIFT STATION



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SCALE : 1" = 2000'

SOUTH BURLINGTON PLANNING AREA

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South Burlington Growth Strategy Map

SOUTH BURLINGTON GROWTH STRATEGY MAP

This map shows in graphic form the key strategies recommended for this area. Each strategy is a proposed action (such as providing water lines or improving parks) which the City will attempt to complete by the year 2000. All strategies and recommendations are described in the text of the Plan along with a projected timetable, funding sources, and primary parties responsible for implementation. The key strategies are summarized below.

Key Strategies

The First Five Years 1990-1995

* Extend water and sewer lines and provide urban services, including the construction of a new fire station for fire protection, in the area annexed in 1989.

* Increase accessibility to the area by widening Interstate 85/40 and improving the interchanges.

* Identify and acquire right-of-way for the construction of the Southern Loop Road Corridor from Anthony Road to Alamance Road.

* Study the feasibility of acquiring and developing parks and recreational facilities in the area.

* Institute regulatory controls including rezoning and zoning actions to guide and direct recommended land use patterns.

* Improve the major entranceways into the City with beautification programs.

* Establish a City Street Tree Ordinance and stronger landscaping requirements for developers to enhance and protect the visual image of the area.

The Second Five Years 1995-2000

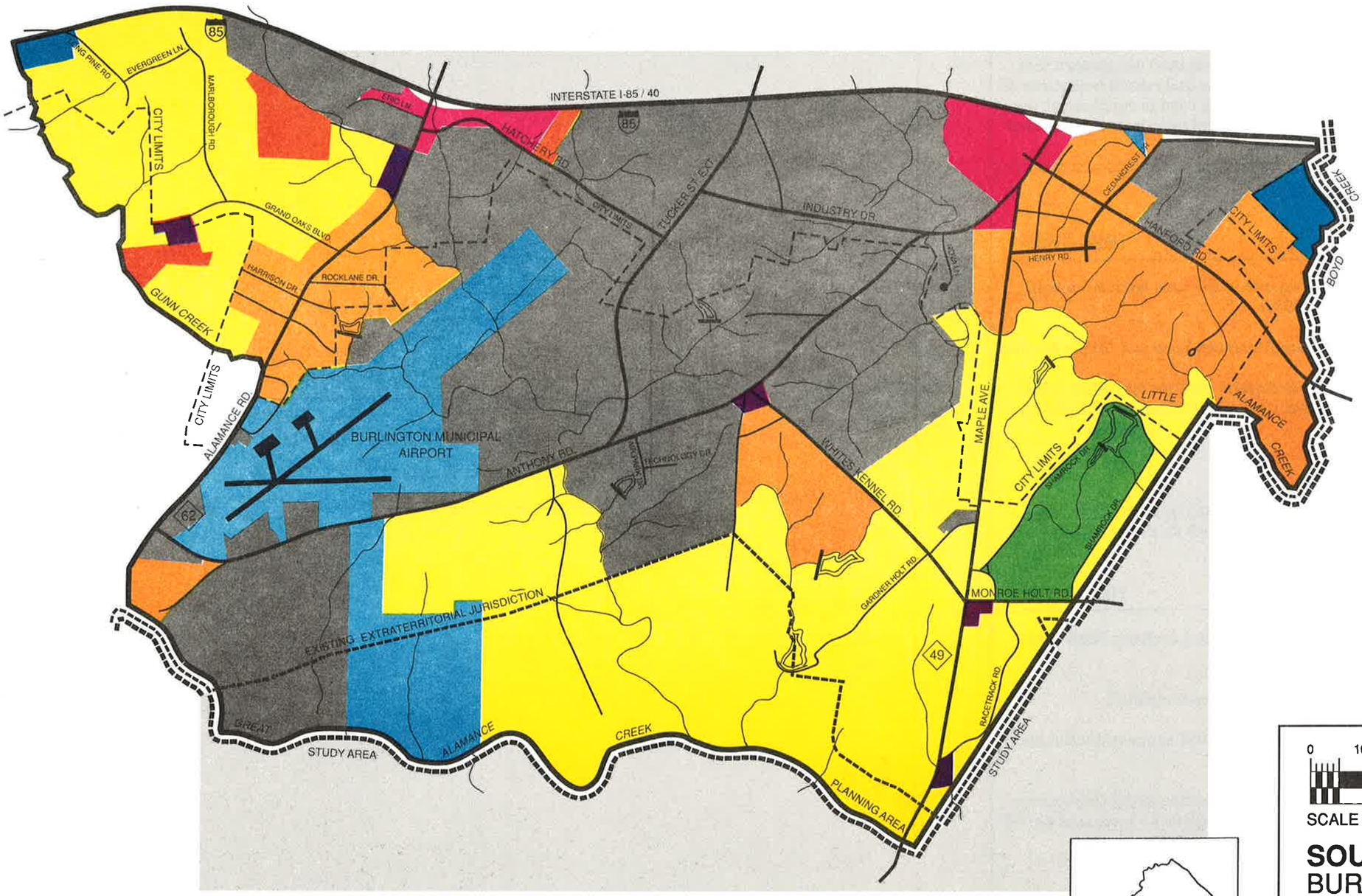
* Construct the Great Alamance Creek Sewer Outfall and expand the capacity of the South Burlington Wastewater Treatment Plant to support further residential and industrial development.

* Encourage annexation of all qualifying property along Kirkpatrick Road and Monroe Holt Road adjoining existing City limits.

* Annex the Tucker Street/Anthony Road area when feasible. Extend the required water and sewer lines to this annexed area.

FUTURE LAND USE MAP

BURLINGTON 2000
COMPREHENSIVE LAND USE PLAN



- LOW DENSITY RESIDENTIAL 1 - 2 DU / ACRE
- MEDIUM DENSITY RESIDENTIAL 3 - 9 DU / ACRE
- HIGH DENSITY RESIDENTIAL > 10 DU / ACRE
- OFFICE - INSTITUTIONAL
- COMMERCIAL
- NEIGHBORHOOD COMMERCIAL
- INDUSTRIAL
- PUBLIC / SCHOOLS
- RECREATION
- STUDY AREA
- PLANNING AREA
- EXTRATERRITORIAL JURISDICTION

0 1000 2000 4000 N

SCALE : 1" = 2000'

SOUTH BURLINGTON PLANNING AREA

This map is a **GUIDE** only and should not be used solely as justification for a request or change in land use. Justification for or against a specific request or change in land use should be based upon the application and use of the general **GOALS** and **POLICIES** of the City's Comprehensive Land Use Plan.

SOUTH BURLINGTON
FUTURE LAND USE MAP

This map shows the extent of development and the generalized land use pattern that are likely to occur in this area by the year 2000 if the strategies and recommendations of this Plan are carried out. The Future Land Use Map should be used to supplement the overall goals and policies of the Plan. To this extent, public and private decisions about growth and development can be enhanced and improved.

Highlights

The First Five Years 1990-1995

* Planned industrial development will continue to expand in the area bounded roughly by Anthony Road, Tucker Street, and Interstate 85/40.

* Continued residential development will occur along Alamance Road and Maple Avenue.

* The area annexed in 1989 will have public water and sewer services and other urban services including solid waste collection, street maintenance services, street lighting, street signage, and police and fire protection.

* The new City fire station will be completed.

* The master landscape plan, including a City street tree ordinance, entranceway improvements, and Zoning Ordinance amendments requiring new developments to have more landscaping will be in place.

The Second Five Years 1995-2000

* Light industrial development will locate on Alamance Road and Anthony Road near the airport as the airport expands its operations.

* Improvements to Interstate 85/40 and the interchanges will be completed.

* The construction of the Great Alamance Creek sewer outfall will spur residential and nonresidential growth in the area.

* Annexation of the Tucker Street/Anthony Road area and extension of the City's extra-territorial boundaries south to Great Alamance Creek will provide for increased growth within South Burlington.

South Burlington
Future Land Use Map

THE SOUTHWEST BURLINGTON SMALL AREA PLAN

BACKGROUND

Southwest Burlington includes the land area located south of Interstate 85/40 to Beaver Creek. The area is bordered by the Guilford County/Alamance County line to the west and Gunn Creek and Alamance Road to the east. This area also includes a small section of the area annexed in 1989 by the City of Burlington. Approximately 31% of Southwest Burlington lies outside of the City's existing extraterritorial jurisdiction. Most of this area is not zoned with the exception of the Water Quality Critical Area regulated by Alamance County. The Water Quality Critical Area encompasses the primary watershed of Lake Mackintosh, Burlington's new water supply that is currently under construction.

Growth Trends

The Southwest Burlington planning area is predominantly rural. It is characterized by scattered single-family homes, farmland, and large amounts of vacant undeveloped land.

Over the years, the Southwest area has experienced slow and scattered population growth with a very minimal production of new housing. Population in the area has increased from 568 people in 1980 to approximately 618 people in 1990 and is projected to be about 766 people in 2000.

Population and Housing Projections

	Total Population	Total Housing Units	Average Household Size
1980	568	204	2.80
1990	618	330	2.71
2000	766	420	2.65

Source: US Bureau of the Census
Burlington Planning and Community Development Department

Land Use

Currently, residential land use accounts for only 33% of the total land area. The majority of the land is primarily in public ownership, farmland, or vacant. Public land, including the new Lake Mackintosh reservoir comprises about 1,049 acres or 24% of the total land area. About 826 acres or 19% of the area is farmland while almost 657 acres or 15% of the area is wooded or vacant.

Existing commercial, office, and industrial development currently occupies only 8% of the area. Most of this commercial and office development is clustered at the Huffman Mill Road and Kirkpatrick Road intersection and adjacent to Interstate 85/40. However, construction of the proposed hospital on the southeast side of Huffman Mill Road near its intersection with St. Mark's Church Road will attract additional office and commercial development to the area.

Industrial development in the area is primarily concentrated south of Interstate 85/40 along Huffman Mill Road and Troxler Road. During the 1980's, the Willow Springs Industrial Park was developed on the north side of Troxler Road in the vicinity of the airport. Additional industrial development has also located on the south side of Troxler Road.

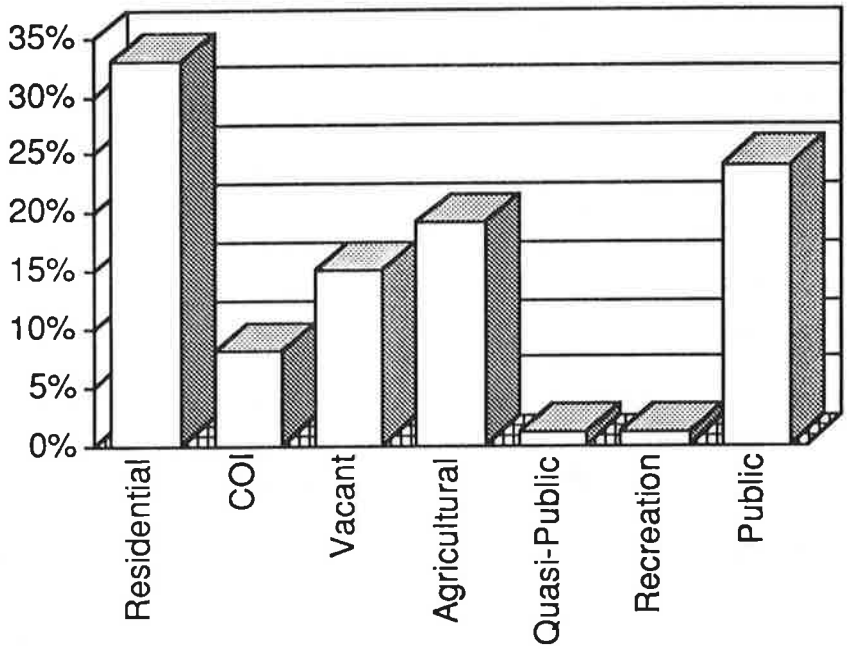
Existing Land Use Within Southwest Burlington

Land Use	Acres		Percentage	
Residential		**1,437**		**33%**
Single-Family	1,437		100%	
Multifamily	0		0	
Commercial, Office & Industrial		**365**		**8%**
Commercial, Office	48		13%	
Industrial	317		87%	
Public		**1,049**		**24%**
Agriculture		**826**		**19%**
Vacant		**657**		**15%**
Recreation		**46**		**1%**
Quasi-Public		**9**		**<1%**
Total		**4,389**		**100%**

Note: Quasi-public includes churches, hospitals and other public/private institutions.

Source: Burlington Planning and Community Development Department, Land Use Data (1985)

Existing Land Use Within Southwest Burlington



Source: Burlington Planning and Community Development Department Land Use Data (1985)

Southwest Burlington is emerging as an attractive area for both residential, office, and institutional development. The construction of the new hospital and Lake Mackintosh should create new markets and increase land values in the area. In the early growth stages, the hospital will be a magnet for doctors' offices and other medical facilities to locate in the vicinity of Huffman Mill Road, St. Mark's Church Road, and Kirkpatrick Road. Lake Mackintosh will also stimulate the construction of new single-family homes and possible vacation homes. As a result, this growth will increase the need for small neighborhood business development in the area.

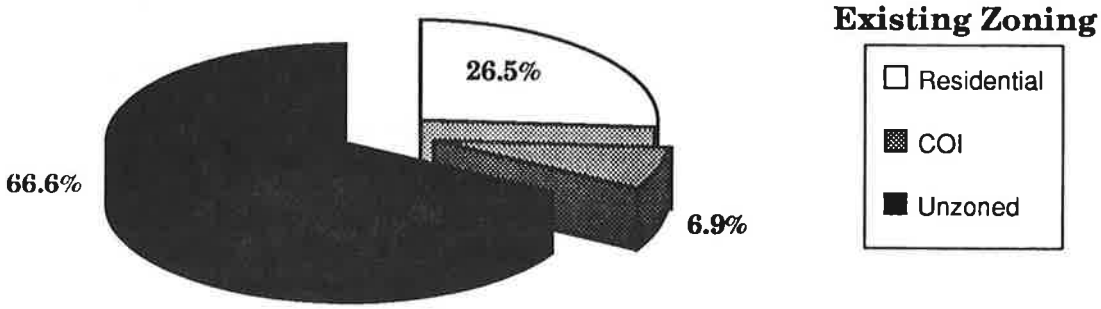
Over a longer period of time improvements to and extensions of the transportation network and water and sewer systems in the Southwest Area will create additional development opportunities. The possible construction of a major full interchange on Interstate 85/40 (at the St. Mark's Church Road overpass) and the construction of a segment of the southern outer loop thoroughfare system will make the area more accessible. The extension of water and sewer lines along Huffman Mill Road and Kirkpatrick Road will also facilitate new development. Finally, the construction of the Great Alamance Creek sewer outfall will support long term growth in the area.

As the Southwest Area begins to attract development, it will become increasingly important to protect the Lake Mackintosh watershed and water supply, to provide for public open space and recreational facilities, to conserve existing farmland and natural resources, and to protect the rural/low density character of the area. This Plan recommends strategies to help accomplish these basic objectives.

Existing Zoning Within Southwest Burlington

ZONED LAND	Developed Acres	Developed %	Vacant Acres	Vacant %	Total Acres	Total %
Residential	**826**	**75.2%**	**337**	**92.0%**	**1,163**	**26.5%**
Single-Family	795		336		1,131	25.7%
Multifamily	31		1		32	.8%
Commercial, Office & Industrial (COI)	**273**	**24.8%**	**29**	**8.0%**	**302**	**6.9%**
Commercial, Office	42		15		57	1.3%
Industrial	231		14		245	5.6%
Subtotal	**1,099**	**100%**	**366**	**100%**	**1,465**	**33.4%**
UNZONED LAND					**2,924**	**66.6%**
Total					**4,389**	**100%**

Source: Burlington Planning and Community Development Department, Land Use Data (1985) & Zoning Maps (1989)



Source: Burlington Planning and Community Development Department Land Use Data (1985) & Zoning Maps (1989)

STRATEGIES AND RECOMMENDATIONS

The Plan for Southwest Burlington establishes specific recommendations and public actions to guide the area's future growth and development. These strategies include the provision of critical infrastructure, key capital improvement projects and the maintenance and enforcement of necessary land use controls and regulations. The major strategies and recommendations are described below followed by an **Implementation Actions Table,** a **Growth Strategy Map,** and a **Future Land Use Map.**

A. LAND USE

1. Encourage neighborhood commercial and office-institutional development to cluster at the Huffman Mill Road and Kirkpatrick Road intersection. Closely monitor and control land use patterns around the proposed hospital site.

2. Encourage medium density residential growth and development in the area east of Kirkpatrick Road and the area north of St. Mark's Church Road.

3. Discourage commercial and industrial expansion south on Huffman Mill Road.

4. Encourage neighborhood commercial and office-institutional development to locate at the St. Mark's Church Road and Huffman Mill Road intersection.

5. Encourage new industrial development to locate in planned industrial parks.

6. Maintain low density residential development in areas outside City limits, especially within designated watershed areas.

7. Support tighter restrictions to and the continued enforcement of Alamance County's Watershed Protection Ordinance.

8. Protect and maintain valuable agriculture and forest management land within the area.

9. Discourage the expansion of higher density urban development beyond the City's extraterritorial jurisdiction.

10. Foster continued industrial development south of Troxler Road and west of Alamance Road.

B. ZONING

1. Review the zoning status of the Martin-Marietta gravel quarry operation along Huffman Mill Road, and zone this area accordingly.

2. Examine options for rezoning part of the land area south of St. Mark's Church Road and west of Huffman Mill Road from industrial to neighborhood business, office-institutional, and residential.

3. Consider the possibility of including R-12 residential zoning within certain parts of this planning area.

4. Evaluate various zoning district options for farmland preservation and resource protection. Develop a Resource Conservation Overlay District (RCOD) in the City's Zoning Ordinance to protect natural floodplain areas from urban encroachment and to assist in curbing nonpoint source pollution in sensitive water recharge and watershed areas.

5. Expand Burlington's existing one-mile extraterritorial zoning jurisdiction southwest to include the entire Lake Mackintosh watershed area from the Guilford/Alamance County line to Beaver Creek as future annexations permit.

C. PUBLIC IMPROVEMENTS

1. Prepare a Water and Sewer Service Area Plan for future extension of water and sewer service to unserved areas within Burlington's extraterritorial jurisdiction.

2. Extend water and sewer lines in advance of development but only to areas targeted or designated for economic development within Burlington's extraterritorial jurisdiction or where land use controls exist.

3. Consider long-range options and needs for funding and constructing a major sewer outfall along Great Alamance Creek and expanding the capacity of the South Burlington Wastewater Treatment Plant.

4. Coordinate the water and sewer needs of the proposed hospital to be located at the Huffman Mill Road/St. Mark's Church Road intersection. Evaluate carefully any requests or plans for the provision of other City services to the site, unless the property is proposed for annexation.

5. Complete the construction of Lake Mackintosh and the scheduled improvements to the J.D. Mackintosh, Jr. Water Treatment Plant to increase water treatment capacity from ten million gallons per day to eighteen million gallons per day.

6. Coordinate with Guilford County, Gibsonville, Whitsett, Elon College, Rock Creek Industrial Park, and other public and private entities in the development of a Regional Water Supply Plan for the area.

7. Monitor the enforcement of the categorical restrictions on watershed development and discharges in the Big Alamance Creek Watershed to ensure the protection of the Lake Mackintosh water supply from pollution by point and nonpoint discharges.

8. Investigate the appropriateness of extending water lines south along St. Mark's Church Road and Huffman Mill Road in accordance with future annexation plans or requests.

9. Construct sewer outfalls and collection lines to serve the Huffman Mill Road/St. Mark's Church Road area (the Great Alamance Creek Outfall should be completed first).

10. Install a sewer outfall, connecting to the Great Alamance Creek Sewer Outfall, and collection lines to serve the area west of Kirkpatrick Road. The majority of the area east of Kirkpatrick Road can be served by the extension of existing sewer lines.

D. TRANSPORTATION

1. Request the North Carolina Department of Transportation (NCDOT) to fund the development of new official functional designs for the location of the southern outer loop corridor from Grand Oaks Boulevard to St. Mark's Church Road. Also request the NCDOT to seek approval of the future interchange on Interstate 85/40 and St. Mark's Church Road as recommended by the Urban Area Thoroughfare Plan. Accommodate the designated road alignment in zoning and subdivision actions.

2. Examine the options and take action to acquire right-of-way for the extension of Grand Oaks Boulevard to Kirkpatrick Road as soon as possible.

3. Coordinate and assist the NCDOT in widening Interstate 85/40 and improving the Huffman Mill Road interchange.

4. Request the NCDOT to study the need for traffic improvements and realignments to the Huffman Mill Road/Kirkpatrick Road and the Huffman Mill Road/St. Mark's Church Road intersections to assure accessibility to the new hospital and to facilitate traffic flow through the area.

E. PARKS AND RECREATION

1. Plan and construct a lakefront recreation area and marina on Lake Mackintosh. Consider establishing a small conference center at this facility to serve as a multipurpose retreat for public and private use.

2. Review carefully all requests from other governmental jurisdictions to promote or develop recreational opportunities on Lake Mackintosh.

3. Evaluate requests to develop recreational facilities on Lake Mackintosh to ensure their compliance with the standards and controls imposed by the State in the classification of the watershed.

4. Develop plans for acquiring land to develop trails and greenways along Lake Mackintosh, the major creeks, and sewer easements in the area.

F. ANNEXATION

1. Encourage voluntary annexation of the Willow Springs Industrial Park and the Injectronics, Inc. property at the intersection of Troxler Road and Alamance Road.

2. Consider future annexation at the Huffman Mill Road/St. Mark's Church Road intersection, including the site of the new hospital.

3. Explore the feasibility of extending the City limits south on Kirkpatrick Road as land development occurs.

G. HISTORIC PRESERVATION

1. Survey and assess historic resources in the area.

2. Coordinate the efforts of the City Historic Preservation Commission and the Alamance County Historic Properties Commission to designate appropriate historic properties/landmarks.

H. COMMUNITY APPEARANCE

1. Enhance the appearance of the major entranceways into the City (specifically, Interstate 85/40 and Huffman Mill Road) by adding new City identification signage and landscaping amenities.

2. Plan and develop a city-wide Street Tree Ordinance to regulate, maintain, manage, replace, and add new trees within the public right-of-way.

3. Upgrade private landscaping requirements in the City's Zoning Ordinance for new and existing commercial, industrial, and multifamily developments.

4. Coordinate with the NCDOT to plant a tree buffer/screen and landscape the areas along Interstate 85/40 and within the interchange right-of-ways.

IMPLEMENTATION ACTIONS TABLE

This table outlines the major public actions, planning studies and key capital projects necessary to realize the strategies and recommendations of the Plan. Additionally, the table identifies the recommended time frame, funding sources, and primary parties responsible for directing and completing each project.

PLANS & PROJECTS	TIME FRAME	FUNDING SOURCE	PRIMARY RESPONSIBILITY
Land Use & Zoning			
Zoning Actions *Martin-Marietta Gravel Quarry *R-12 Residential Zoning *Extraterritorial Zoning Jurisdiction Extension	1994-1996 1996-2000	General Fund	Planning Dept., Planning & Zoning Commission
Zoning Studies *Area South of St. Mark's Church Road and West of Huffman Mill Road *Farmland Preservation Zoning Options	1994-1996	General Fund	Planning Dept. Planning & Zoning Commission
Zoning Amendments *Resource Conservation Overlay District (RCOD)	1992-1994	General Fund	Planning Dept., Planning & Zoning Commission
Public Improvements			
Public Improvements *Water and Sewer Service Area Plan *Regional Water Supply Plan	1992-1996	General Fund	Engineering Dept., Public Works Dept., Planning Dept.
Lake Mackintosh Construction	Ongoing	Municipal Bonds, CIP Fund	Public Works Dept., Engineering Dept.
J.D. Mackintosh, Jr. Water Plant Improvements	Ongoing	Municipal Bonds, CIP Fund	Public Works Dept., Engineering Dept.

Optional Water Projects *Huffman Mill Road Water Line *St. Mark's Church Road Water Line	1996-2000	To Be Determined	Engineering Dept.
Huffman Mill Road Sewer Line and Pump Station for proposed hospital site	1992-1996	Special Assessments, Water & Sewer Fund	Engineering Dept.
Sewer Projects *Great Alamance Creek Outfall *South Burlington Wastewater Treatment Plant expansion	1996-2000	To Be Determined	Engineering Dept., Public Works Dept.
Optional Sewer Projects *Kirkpatrick Road Sewer Outfalls and Lines *Huffman Mill Road/ St. Mark's Church Road Sewer Outfalls and Lines	1996-2000	To Be Determined	Engineering Dept.

Transportation

Transportation Planning *Right-of-way Protection	Ongoing	PWP Funds, General Fund	Planning Dept., Engineering Dept.
Transportation Studies *Southern Outer Loop Corridor *Interstate 85/40/St. Mark's Church Road Interchange	1992-1994	NCDOT, General Fund	NCDOT, Engineering Dept., Planning Dept.
Transportation Projects *Grand Oaks Boulevard Extension Right-of-way Acquisition	1992-1994	NCDOT, Right-of-way Acquisition Fund	NCDOT, Engineering Dept., Planning Dept.
*Interstate 85/40 Improvements	Ongoing		
*Huffman Mill Road/ Kirkpatrick Road Intersection Improvements	1992-1994	NCDOT	NCDOT, Engineering Dept.
*Huffman Mill Road/ St. Mark's Church Road Intersection Improvements	1996-2000	NCDOT	NCDOT, Engineering Dept.

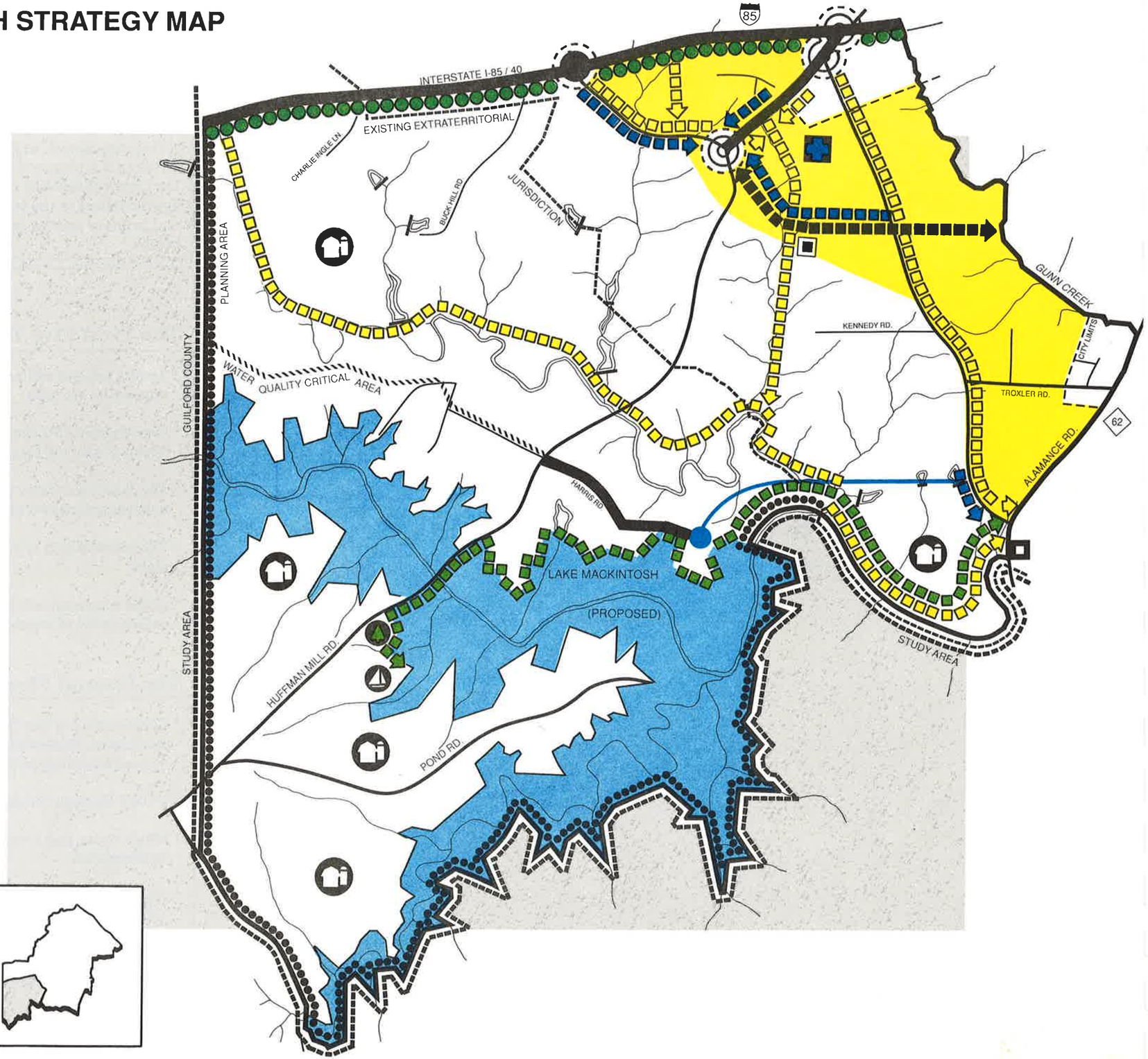
Parks and Recreation			
Lake Mackintosh Recreation Area/ Marina Construction	1994-1996	Recreation Bond, CIP Fund	Recreation and Parks Dept.
Lake Mackintosh Conference Center	1996-2000	Recreation Bond, CIP Fund	Recreation and Parks Dept., Planning Dept.
Urban Area Greenway Development Plan *Lake Mackintosh *Alamance Creek & Back Creek *Gunn Creek	1994-1996	General Fund, Private Donations	Recreation and Parks Dept., Planning Dept.
Annexation			
Willow Springs Industrial Park Area Voluntary Annexation	To Be Determined	Private	Planning Dept., City Council
Huffman Mill Road/St. Mark's Church Road Area *Annexation Plan	1996-2000	General Fund	Planning Dept., Engineering Dept., City Manager
Kirkpatrick Road Area *Annexation Plan	1996-2000	General Fund	Planning Dept., Engineering Dept., City Manager
Historic Preservation			
Historic Resources Inventory/Plan	Completed	State Grants, General Fund	Planning Dept., Historic Preservation Commission
Historic Property Designation Studies	Ongoing	Application Fees, General Fund	Planning Dept., Historic Preservation Commission
Community Appearance			
Master Landscape Plan *Street Tree Ordinance *Entranceway Improvements	1994-1996	General Fund, Private Donations	Planning Dept., Appearance Commission, Public Works Dept.
Landscape Requirements *Zoning Ordinance Amendment	1992-1994	General Fund	Planning Dept., Appearance Commission

Entranceway Improvements *Interstate 85/40 and Huffman Mill Road	1996-2000	NCDOT, General Fund, Private Donations	Planning Dept. Appearance Commission, Public Works Dept.
Interstate 85/40 Landscaping	1994-1996	NCDOT	NCDOT, Public Works Dept.

BURLINGTON 2000
COMPREHENSIVE LAND USE PLAN

GROWTH STRATEGY MAP

- PROPOSED ROAD IMPROVEMENTS
- POSSIBLE GREENWAY
- PROPOSED SEWER LINE
- PROPOSED WATER LINE
- PROPOSED NEW ROAD
- RAW WATER SUPPLY
- POSSIBLE STREETSCAPE IMPROVEMENTS
- FUTURE EXTRATERRITORIAL JURISDICTION
- POSSIBLE FUTURE ANNEXATION AREAS
- STUDY AREA
- PLANNING AREA
- EXTRATERRITORIAL JURISDICTION
- WATER TREATMENT PLANT
- NEW HOSPITAL
- EXISTING LIFT STATION
- EXISTING SCHOOL
- PROPOSED LIFT STATION
- MARINA
- INTERSECTION IMPROVEMENTS
- FARM PRESERVATION AREA
- PROPOSED NEW INTERCHANGE
- PARKS AND RECREATION FACILITY



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Southwest Burlington Growth Strategy Map

SOUTHWEST BURLINGTON GROWTH STRATEGY MAP

This map shows, in graphic form, the key strategies recommended for this area. Each strategy is a proposed action (such as providing water lines or improving parks) which the City will attempt to complete by the year 2000. All strategies and recommendations are described in the text of the Plan along with a projected timetable, funding sources, and primary parties responsible for implementation. The key strategies are summarized below.

Key Strategies

The First Five Years 1990-1995

* Zoning actions will act to maintain and regulate residential and nonresidential development in the area.

* Construction of Lake Mackintosh and the improvements to the J.D. Mackintosh, Jr. Water Plant will be completed.

* The Southern Outer Loop Road Corridor will be designed and right-of-way options for extending Grand Oaks Boulevard to Kirkpatrick Road will be addressed.

* The construction of a lakefront recreation area and marina on Lake Mackintosh will start.

* Major commitments to protect the Lake Mackintosh watershed water supply through enforcement of regulatory measures will be put into place.

The Second Five Years 1995-2000

* Construction of the Great Alamance Creek sewer outfall and the capacity of the South Burlington Wastewater Treatment Plant will be expanded to support residential and nonresidential growth.

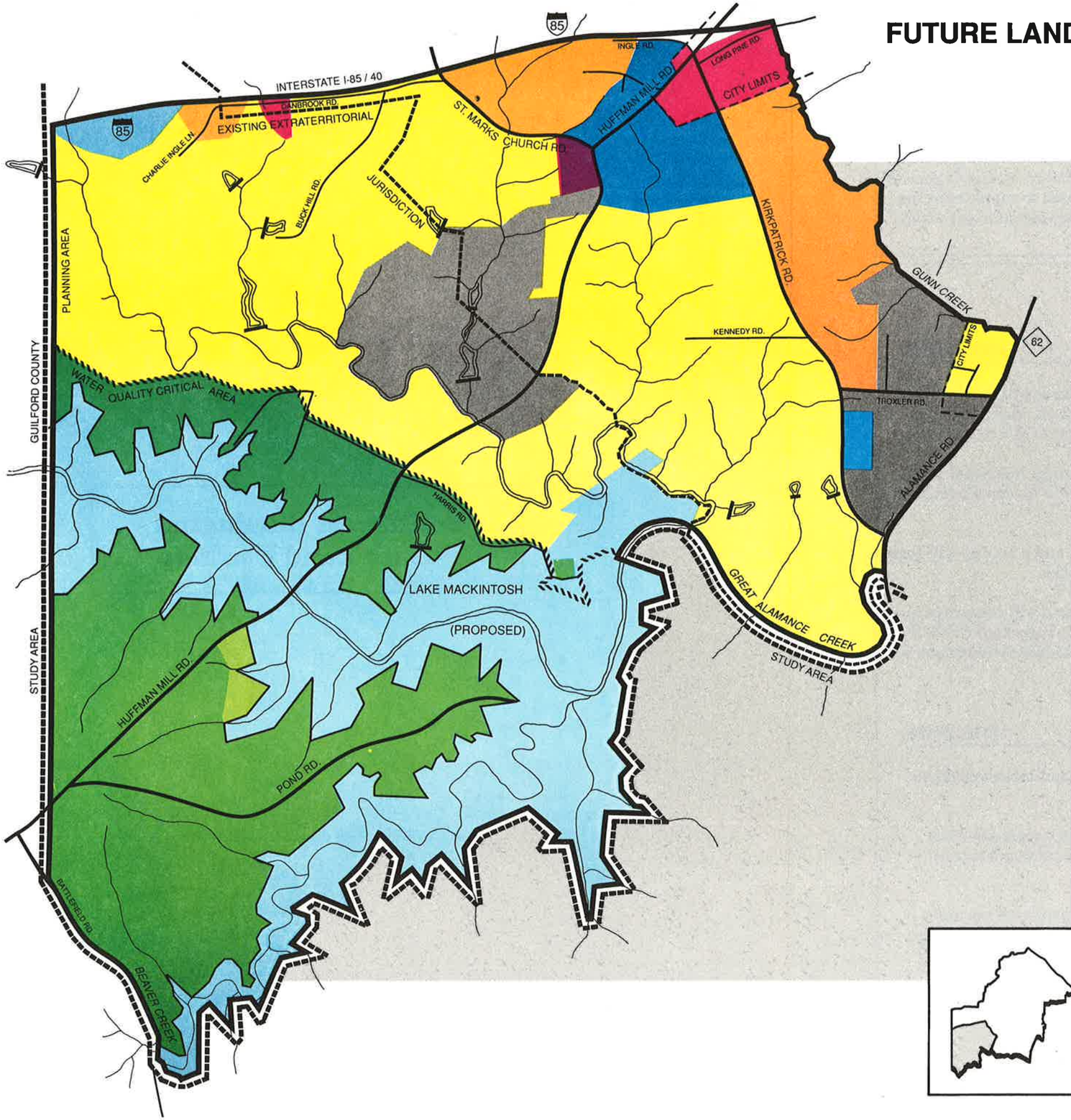
* Willow Springs Industrial Park Area may be annexed to the City.

* Major water and sewer lines will be put into place and key roadway improvements will be completed.

* The Huffman Mill Road/St. Mark's Church Road area and the Kirkpatrick Road area will be annexed into the City and the City's extraterritorial jurisdiction boundaries will be subsequently extended southward and westward to the Guilford County line.

FUTURE LAND USE MAP

BURLINGTON 2000
COMPREHENSIVE LAND USE PLAN



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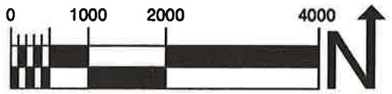

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SOUTHWEST BURLINGTON FUTURE LAND USE MAP

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Highlights

The First Five Years 1990-1995

* New office-institutional and neighborhood commercial development will develop along Huffman Mill Road from Interstate 85/40 to its intersection with St. Mark's Church Road. The construction of the new hospital will be the focal point of this new growth.

* Planned industrial development will continue in the Willow Springs Industrial Park and the Troxler Road area. The Burlington Municipal Airport will continue to expand and attract air support services and industries.

* Lake Mackintosh will be completed. City recreational facilities and a marina will begin to meet the needs for public access and recreational use of the lake.

* Public and private investments in utilities and road improvements will encourage residential development to occur within the area bound roughly by Interstate 85/40, St. Mark's Church Road, and Huffman Mill Road. Additional residential development will begin to occur along Kirkpatrick Road east to Gunn Creek.

The Second Five Years 1995-2000

* Business development will intensify in the Huffman Mill Road and Interstate 85/40 areas.

* The construction of the Great Alamance Creek sewer outfall and a segment of the Southern Outer Loop Thoroughfare will stimulate further residential and nonresidential growth in the area.

* Valuable farmland, sensitive natural resources, and the visual quality of the area will be protected through such aggressive measures as watershed and resource conservation districts, a city-wide street tree ordinance, entranceway beautification projects, and stricter landscaping requirements in the City's Zoning Ordinance.

Southwest Burlington Future Land Use Map

THE WEST BURLINGTON SMALL AREA PLAN

BACKGROUND

The West Burlington planning area is bounded by Guilford County and the Town of Elon College to the west and by Tucker Street, Little Alamance Creek, Overbrook Drive, and Tarleton Avenue to the east. It contains the land area located between Interstate 85/40 northward to the railroad tracks adjacent to Webb Avenue. Approximately 2% of the planning area is located outside the City's existing extraterritorial jurisdiction.

Growth Trends

In recent years, West Burlington has become the fastest growing area in the City. It has absorbed a major portion of the new population growth and development experienced in the Burlington urban area. The area's population has expanded from 13,152 people in 1980 to an estimated 16,441 people in 1990. Since 1980, the number of housing units has increased from 5,161 to approximately 6,895 units in 1990. Consequently, residential development comprises 57% of the total land use in the area

Population and Housing Projections

	Total Population	Total Housing Units	Average Household Size
1980	13,152	5,161	2.79
1990	16,441	6,895	2.63
2000	18,446	8,285	2.44

Source: US Bureau of the Census
Burlington Planning and Community Development Department

Land Use

Residential development in West Burlington consists mainly of well-maintained, single-family homes in attractive suburban neighborhoods. These neighborhoods contain most of the City's higher income housing. Integrated into the neighborhoods are also scattered concentrations of higher density apartments and condominiums. Examples include existing projects on Chapel Hill Road, Mebane Street, Huffman Mill Road, and West Front Street. The area south of US Highway 70 extending west from Garden Road to the county line is still mostly rural with few subdivisions and large tracts of open land.

Existing Land Use Within West Burlington

Land Use	Acres		Percentage	
Residential		**3,125**		**57%**
Single-Family	2,980		95%	
Multifamily	145		5%	
Commercial, Office & Industrial		**522**		**9%**
Commercial & Office	464		89%	
Industrial	58		11%	
Vacant		**1,215**		**22%**
Agriculture		**250**		**5%**
Recreation		**178**		**3%**
Public		**100**		**2%**
Quasi-Public		**87**		**2%**
Total		**5,477**		**100%**

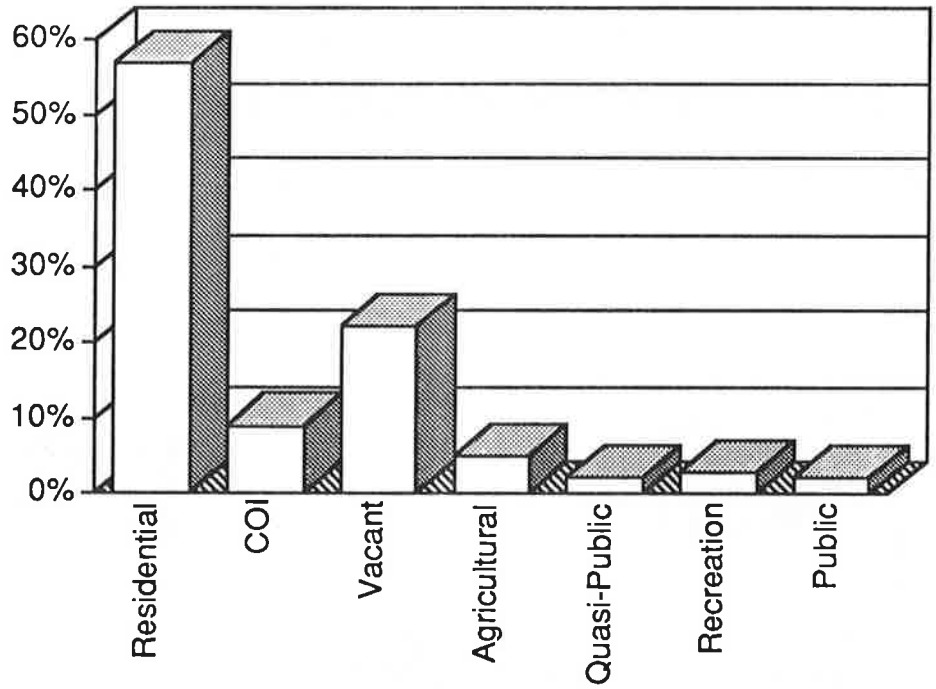
Note: Quasi-public includes churches, hospitals and other public/private institutions.

Source: Burlington Planning and Community Development Department, Land Use Data (1985)

West Burlington also contains some of the City's largest commercial corridors, including South Church Street, Huffman Mill Road, parts of Chapel Hill Road, Alamance Road, and West Webb Avenue. Along these corridors are a wide variety of retail stores, shopping centers, and business parks. Also scattered throughout the area are schools, churches, and other community facilities. The small percentage of industry in the area is primarily concentrated within the Glen Raven area and along the Southern Railroad line. Only 58 acres or 1% of the total land area in West Burlington are used for industrial purposes.

The West Burlington planning area also has sufficient land resources to sustain continued future growth throughout the 1990's. Approximately 22% of the area contains vacant, developable land that is chiefly zoned residential. However, the practical limitations of the existing public infrastructure of roads, water, and sewer systems could restrain the future growth rate of the area. The ability of the area's infrastructure of public facilities to accomodate continuing growth pressures is slowly reaching its limits. The area has some problems handling the increasing traffic loads on major roads, such as Huffman Mill Road, Church Street (US Highway 70), Alamance Road, and Chapel Hill Road. Inadequate traffic routes also limit circumferential north/south movement in the area. Further, the extension of water and sewer services will require major investments because of the topography in the rural sections of the area. A series of sewer outfall lines should be constructed to provide effective sewer services. When Lake Mackintosh is completed, the City will have an adequate supply of water. However, there still will be insufficient water pressure to serve the area without some improvements to the existing water system.

Existing Land Use Within West Burlington



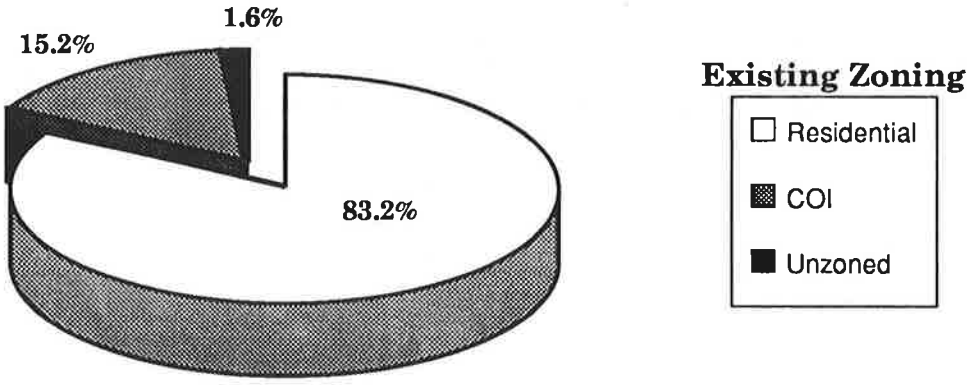
Source: Burlington Planning and Community Department
Land Use Data (1985)

Consequently, as development continues, the growth of West Burlington should be planned in a manner which maintains the area's existing standards and quality of life. Proposed infill development in areas already served by water and sewer and new development in general must be carefully controlled to ensure that the integrity and character of the area are not compromised and that existing infrastructure systems are not restrained or over extended. Improvements to the road network and water and sewer systems also need to be planned to foster a balanced growth of housing and jobs. Particular attention

should be paid to all proposed annexations to ascertain whether the necessary urban services can be readily provided. In addition, consideration should be given to meeting the increasing recreational needs of the area.

Existing Zoning Within West Burlington

	Developed		Vacant		Total	
ZONED LAND	**Acres**	**%**	**Acres**	**%**	**Acres**	**%**
Residential	**3,586**	**85.3%**	**973**	**81.9%**	**4,559**	**83.2%**
Single-Family	3,376		873		4,249	77.6%
Multifamily	210		100		310	5.6%
Commercial, Office & Industrial (COI)	**620**	**14.7%**	**215**	**18.1%**	**835**	**15.2%**
Commercial & Office	504		173		677	12.3%
Industrial	116		42		158	2.9%
Subtotal	**4,206**	**100%**	**1,188**	**100%**	**5,394**	**98.4%**
UNZONED LAND	**NA**		**NA**		**83**	**1.6%**
Total					**5,477**	**100%**



Source: Burlington Planning and Community Development Department, Land Use Data (1985) & Zoning Maps (1989)

STRATEGIES AND RECOMMENDATIONS

The Plan for West Burlington establishes specific recommendations and public actions to guide the area's future growth and development. These strategies include the provision of needed infrastructure, roadway improvements, recreational projects, and the development and implementation of effective land use controls and regulations. The major strategies and recommendations are described below followed by an **Implementation Actions Table,** a **Growth Strategy Map**, and a **Future Land Use Map.**

A. LAND USE

1. Buffer existing residential areas from commercial and industrial land use through zoning ordinance requirements.

2. Maintain and encourage office-institutional transitional areas between commercial and residential developments.

3. Plan carefully the development of the remaining vacant land along South Church Street to protect adjacent residential neighborhoods.

4. Prohibit further encroachment of commercial development along Alamance Road north of Trail Six and south of Church Street.

5. Prohibit further encroachment of commercial development on Chapel Hill Road north of Mebane Street and south of Church Street.

6. Encourage new commercial development to locate in planned shopping centers and unified business parks.

7. Coordinate and plan existing and future development patterns within the vicinity of South Church Street/Westbrook Avenue with the Town of Elon College to maintain a proper balance in commercial and residential development.

8. Prohibit commercial growth and development on Garden Road and US Highway 70 west of the existing City limits.

9. Encourage new multifamily infill development behind Smith Elementary School and in the area south of Church Street and east of Delaney Drive.

10. Plan and improve the land development patterns within the Webb Avenue corridor. Discourage further commercial/industrial encroachment along the north/south side streets within residential areas adjoining Webb Avenue.

11. Encourage compatible infill development on the remaining vacant, developable tracts within the planning area through effective site plan controls.

B. ZONING

1. Expand Burlington's existing one-mile extraterritorial jurisdiction west to the Guilford County line as future annexations permit.

2. Examine closely the zoning patterns along the following transportation corridors:

   a) South Church Street (US Highway 70)
   b) Huffman Mill Road and Garden Road
   c) Mebane Street
   d) Alamance Road between South Church Street and Interstate 85/40
   e) Chapel Hill Road between South Church Street and Tucker Street

3. Consider and evaluate various zoning options for developing a Planned Development Overlay Zone (PD), to enhance the site plan review of new residential and commercial development.

C. HOUSING

1. Extend the City's Community Development Program housing rehabilitation efforts into the southern Glen Raven area after this area is annexed by the City.

D. PUBLIC IMPROVEMENTS

1. Prepare a Water and Sewer Service Area Plan for future extension of water and sewer service to unserved areas within Burlington's extraterritorial jurisdiction.

2. Develop a master plan for constructing sidewalks in the area.

3. Coordinate plans with the Town of Elon College to extend public water service to the unserved areas in the proximity of South Church Street (US Highway 70).

4. Extend public water and sewer lines to Davidson Park, the City's new athletic complex on St. Mark's Church Road, and adjoining residential areas.

5. Extend the necessary water and sewer services to the unserved sections of

Glen Raven between the railroad tracks and the existing City limits as part of the annexation of this area.

6. Install water lines to serve the unserved sections of Rockwood Avenue and Ridgecrest Avenue as part of the annexation of this area.

7. Develop plans for installation of the necessary water and sewer facilities in areas along Garden Road in accordance with future annexations of this area.

8. Coordinate and develop plans for infrastructure improvements (roads, water and sewer) for the new Hillcrest Elementary School proposed for relocation and construction to the north of Harriet Drive.

E. TRANSPORTATION

1. Request the North Carolina Department of Transportation (NCDOT) to initiate a feasibility study for widening Mebane Street between Chapel Hill Road and Huffman Mill Road as recommended in the Alamance County Urban Area Transportation Improvement Program (1989-1997).

2. Request the NCDOT to initiate a feasibility study for widening and improving Alamance Road (NC Highway 62) from two lanes to five lanes between Interstate 85/40 and Chapel Hill Road and from two lanes to three lanes from Chapel Hill Road to South Church Street as recommended in the Alamance County Urban Area Transportation Improvement Program (1989-1997).

3. Coordinate and assist the NCDOT with traffic control and public information in widening Interstate 85/40 through the City.

4. Widen and improve South Church Street (US Highway 70) to a five-lane facility from Westbrook Avenue east to the terminus of the existing five-lane section.

5. Develop funding for constructing the proposed inner loop system from O'Neal Street to Edgewood Avenue in accordance with the Burlington City Council's Position Statement adopted on February 7, 1989 and the Alamance County Urban Area Transportation Improvement Program. Pursue the dedication and/or purchase of the 80-foot wide right-of-way to accommodate future construction of the facility between Edgewood Avenue and the southern terminus of Rockwood Avenue.

6. Request the NCDOT to fund the development of new functional designs for the location of the proposed thoroughfare corridor to connect US Highway 70 to Interstate 85/40 and the proposed location of the future interchange at Interstate 85/40 and St. Mark's Church Road. Accommodate the alignment of the thoroughfare corridor and interchange in zoning and subdivision actions.

7. Request the NCDOT to widen Webb Avenue (NC Highway 100) from two lanes to a multilane facility through the City to the intersection of the new Elon College bypass and NC Highway 100. These improvements are critically needed to reduce traffic congestion and to facilitate east/west traffic flow.

8. Request the NCDOT to initiate a feasibility study for widening and improving Chapel Hill Road (NC Highway 54) from two lanes to five lanes from South Church Street to Tucker Street as recommended by the Alamance County Urban Area Transportation Improvement Program (1989-1997). Also request NCDOT to give special attention to redesigning the intersections of NC Highway 62, NC Highway 54, and US Highway 70.

F. COMMUNITY FACILITIES

1. Examine the need for locating a library branch in West Burlington by the year 1996. Consult with the Central North Carolina Regional Library System on the need for this study.

G. PARKS AND RECREATION

1. Encourage improvements to and the expansion of the county-owned Glen Raven Neighborhood Park. Investigate the possibility of the City's acquiring and/or upgrading this park in conjunction with the future annexation of the Glen Raven area.

2. Support the use and continued development of Davidson Park, the City's new athletic complex located on St. Mark's Church Road. Investigate and pursue alternatives for providing secondary access to this facility.

3. Encourage the development of bike trails and greenways along the major creeks and sewer easements in the area. Investigate options and opportunities for providing pedestrian or bicycling paths to the new Davidson Park athletic complex on St. Mark's Church Road.

4. Prepare and develop a comprehensive Bicycle Plan for the community.

H. ANNEXATION AND INTERGOVERNMENTAL COORDINATION

1. Consider annexing the southern part of the Glen Raven area between the Southern Railroad and the existing City limits by the year 2000.

2. Consider annexing Davidson Park, the City's new athletic complex on St.

Mark's Church Road, and surrounding residential areas along Garden Road by the year 1996.

3. Coordinate plans with the Town of Elon College for extraterritorial boundaries and future City limits along South Church Street (US Highway 70), Garden Road, and St. Mark's Church Road.

I. COMMUNITY APPEARANCE

1. Plan and develop a city-wide Street Tree Ordinance to regulate, maintain, manage, replace, and add new trees within the public right-of-way.

2. Enhance the appearance of the major entranceways into the City (such as Alamance Road, Huffman Mill Road, Interstate 85/40, South Church Street, and Webb Avenue) by adding new City signage and landscaping amenities.

3. Improve the appearance and design of the area's major street corridors (such as Mebane Street, South Church Street, Huffman Mill Road, Chapel Hill Road, Alamance Road, and Webb Avenue) through new street trees, landscaping, and beautification projects.

4. Encourage the NCDOT to plant a tree buffer/screen and landscape the areas along Interstate 85/40 and within the interchange right-of-ways.

5. Upgrade private landscaping requirements in the City's Zoning Ordinance for new commercial, industrial, and residential developments.

IMPLEMENTATION ACTIONS TABLE

This table outlines the major public actions, planning studies, and key capital projects necessary to realize the strategies and recommendations of the Plan. Additionally, the table identifies the recommended time frame, funding sources, and primary parties responsible for directing and completing each project.

PLANS & PROJECTS	TIME FRAME	FUNDING SOURCE	PRIMARY RESPONSIBILITY
Land Use & Zoning			
Zoning Actions *Extraterritorial Zoning Jurisdiction Extension	1996-2000	General Fund	Planning Dept., Planning & Zoning Commission
Zoning Studies *South Church Street (US Highway 70) *Huffman Mill Road/ Garden Road *Mebane Street *Alamance Road *Chapel Hill Road	1994-1996	General Fund	Planning Dept. Planning & Zoning Commission
Zoning Amendments *Planned Development Overlay District (PD)	1992-1994	General Fund	Planning Dept., Planning & Zoning Commission
Housing			
Housing Rehabilitation	Ongoing	HUD Programs, Revolving Loan Funds	Community Development Dept.
Expansion of Community Development Program Activities - Glen Raven Area	1998-2000	HUD Programs, State Programs	Community Development Dept.
Public Improvements			
Public Improvements Plans *Water & Sewer Service Area Plan	1992-1996	General Fund	Engineering Dept., Public Works Dept.

*Burlington/Elon College Water Service Area Plan			
*New City School Facility Plans			
*Sidewalk Construction Master Plan			
Water Projects			
*Davidson Park Water Line	1990-1992	Water & Sewer Fund	Engineering Dept., Public Works Dept.
*Rockwood Avenue/ Ridgecrest Avenue Water Line	1998-2000	To Be Determined	
*Gilliam Road/Park Avenue Extension Water Line	1998-2000	To Be Determined	
Optional Water Projects *Fairview Drive/ Westview Terrace Water Line	1998-2000	To Be Determined	Engineering Dept., Public Works Dept.
Sewer Projects *Davidson Park Sewer Line	1990-1992	Water & Sewer Fund	Engineering Dept., Public Works Dept.
*Gilliam Road/Park Avenue Extension Sewer Line	1998-2000	To Be Determined	
Optional Sewer Projects *Fairview Drive/ Westview Terrace Sewer Line	1996-2000	To Be Determined	Engineering Dept., Public Works Dept.
Transportation			
Transportation Planning *Right-of-way Protection	Ongoing	PWP Funds, General Fund	Planning Dept., Engineering Dept., NCDOT
Transportation Studies *NC Highway 70-Interstate 85/40 Connector	1992-1996	NCDOT	NCDOT, Engineering Dept., Planning Dept.
*St. Mark's Road Interchange	1992-1996	NCDOT	NCDOT
Transportation Improvements *Mebane Street Widening	1995-2000	NCDOT	NCDOT, Engineering Dept., Planning Dept.

*Alamance Road Widening *Webb Avenue (NC Highway 100) Widening *Chapel Hill Road Widening			
Interstate 85/40 Improvements	1990-1995	NCDOT	NCDOT, Engineering Dept.
US Highway 70 Widening	1992-1994	NCDOT	NCDOT, Engineering Dept.
Inner Loop System Right-of-way Acquisition	1990-1995	Right-of-Way Acquisition Fund	Planning Dept., NCDOT
Community Facilities			
Library Branch Needs Assessment	1992-1996	State Grants, General Fund	Planning Dept., Central NC Regional Library System
Parks & Recreation			
Athletic Complex Development	1990-1992	Recreation Bond, CIP Fund	Recreation and Parks Dept.
Bicycle Plan	1992-1994	PWP Funds, General Fund	Planning Dept., Recreation and Parks Dept.
Glen Raven Neighborhood Park (Acquisition & Expansion)	1998-2000	To Be Determined	Recreation and Parks Dept., Planning Dept.
Urban Area Greenway Plan *Gunn Creek *Overbrook Creek *Little Alamance Creek	1994-1996	General Fund, Private Donations	Recreation and Parks Dept., Planning Dept.
Annexation and Intergovernmental Coordination			
Glen Raven Area Annexation	1998-2000	General Fund	City Manager, Planning Dept.

Garden Road Area Annexation	1994-1996	General Fund	Planning Dept., City Manager
Burlington/Elon College Extraterritorial Boundary/ City Limits Agreement	1990-1992	General Fund	City Council, Planning Dept.

Community Appearance

Master Landscape Plan *Street Tree Ordinance *Streetscape Plans *Entranceway Improvements	1994-1996	General Fund, Private Donations	Planning Dept., Appearance Commission, Public Works Dept.
Landscape Requirements *Zoning Ordinance Amendments	1992-1994	General Fund	Planning Dept., Appearance Commission
Streetscape Improvements *Alamance Road *Chapel Hill Road *Church Street *Huffman Mill Road *Mebane Street *Smith School Road *Webb Avenue	1996-2000	General Fund, Private Donations	Planning Dept., Appearance Commission, Public Works Dept.
Entranceway Improvements *Alamance Road *Huffman Mill Road *Interstate 85/40 *South Church Street *Webb Avenue	1996-2000	General Fund, Private Donations	NCDOT, Planning Dept., Appearance Commission, Public Works Dept. Public Works Dept.
Interstate 85/40 Landscaping	1994-1996	NCDOT	NCDOT, Public Works Dept.

BURLINGTON 2000
COMPREHENSIVE LAND USE PLAN

GROWTH STRATEGY MAP

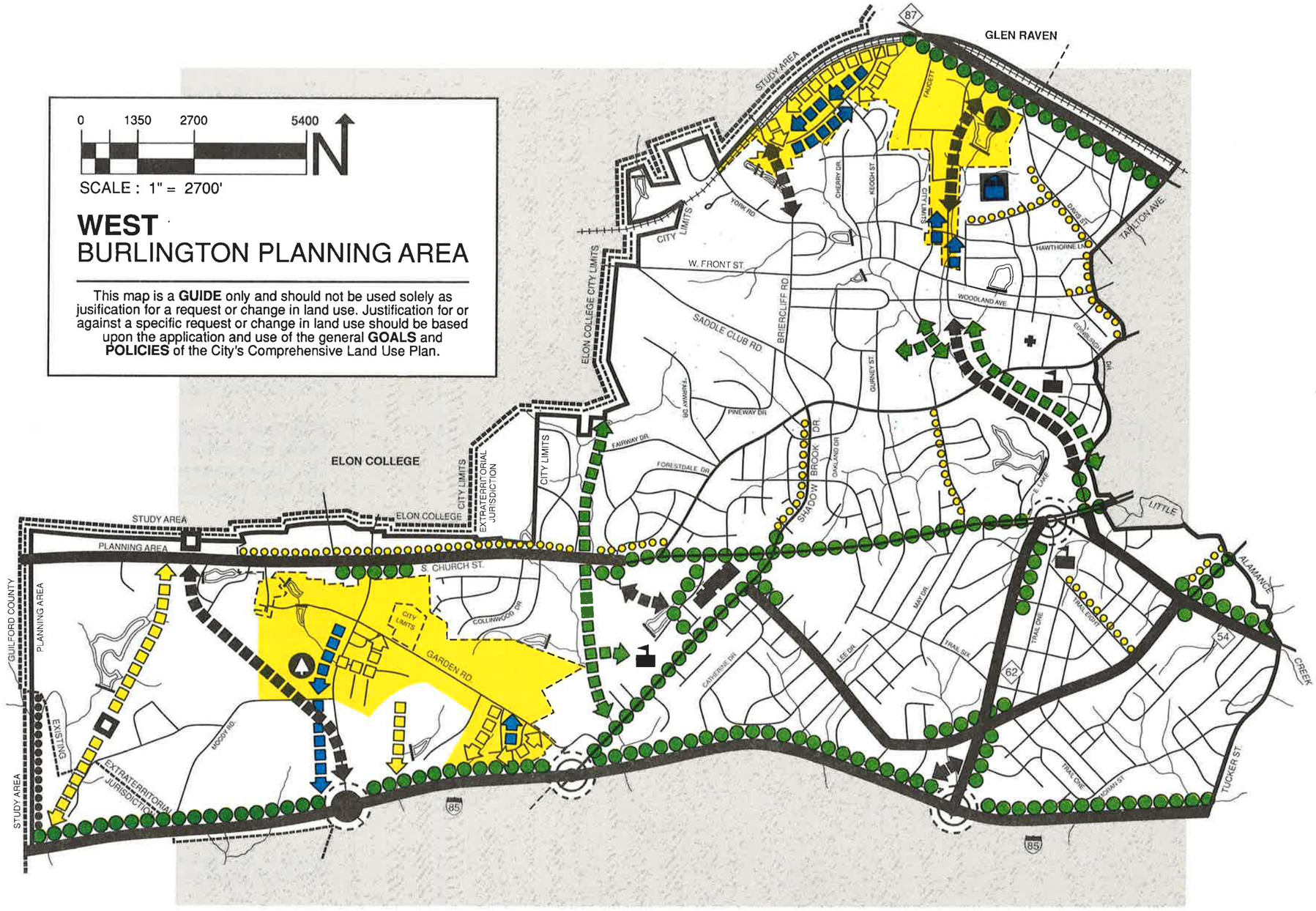
- PROPOSED ROAD IMPROVEMENTS
- POSSIBLE GREENWAY
- PROPOSED SEWER LINE
- PROPOSED WATER LINE
- PROPOSED NEW ROAD
- PROPOSED SIDEWALKS
- POSSIBLE STREETSCAPE IMPROVEMENTS
- FUTURE EXTRATERRITORIAL JURISDICTION
- POSSIBLE FUTURE ANNEXATION AREAS
- STUDY AREA
- PLANNING AREA
- EXTRATERRITORIAL JURISDICTION
- EXISTING LIFT STATION
- INTERSECTION IMPROVEMENTS
- PROPOSED NEW INTERCHANGE
- EXISTING SCHOOL
- NEW SCHOOL
- PARKS AND RECREATION FACILITY

0 1350 2700 5400

SCALE : 1" = 2700'

WEST BURLINGTON PLANNING AREA

This map is a **GUIDE** only and should not be used solely as jusification for a request or change in land use. Justification for or against a specific request or change in land use should be based upon the application and use of the general **GOALS** and **POLICIES** of the City's Comprehensive Land Use Plan.



West Burlington Growth Strategy Map

WEST BURLINGTON GROWTH STRATEGY MAP

This map shows, in graphic form, the key strategies recommended for this area. Each strategy is a proposed action (such as providing water lines or improving parks) which the City will attempt to complete by the year 2000. All strategies and recommendations are described in the text of the Plan along with a projected timetable, funding sources, and primary parties responsible for implementation. The key strategies are summarized below:

Key Strategies

The First Five Years 1990-1995

* Provide zoning support to promote appropriate infill development, both residential and nonresidential.

* Extend water and sewer service to accommodate growth in developing areas.

* Help ease growth pressures by improving transportation congestion. These improvements include the widening of Interstate 85/40 and South Church Street (US Highway 70). Improvements to widen other major corridors, such as Mebane Street, Chapel Hill Road, Alamance Road, and NC Highway 100, should be initiated.

* Acquire right-of-way for the western leg of the inner loop road system between Edgewood Avenue and the southern terminus of Rockwood Avenue.

* Complete the development of a major athletic complex in the West Burlington area, improve and expand existing recreational facilities, and begin to plan and develop greenways throughout the area.

The Second Five Years 1995-2000

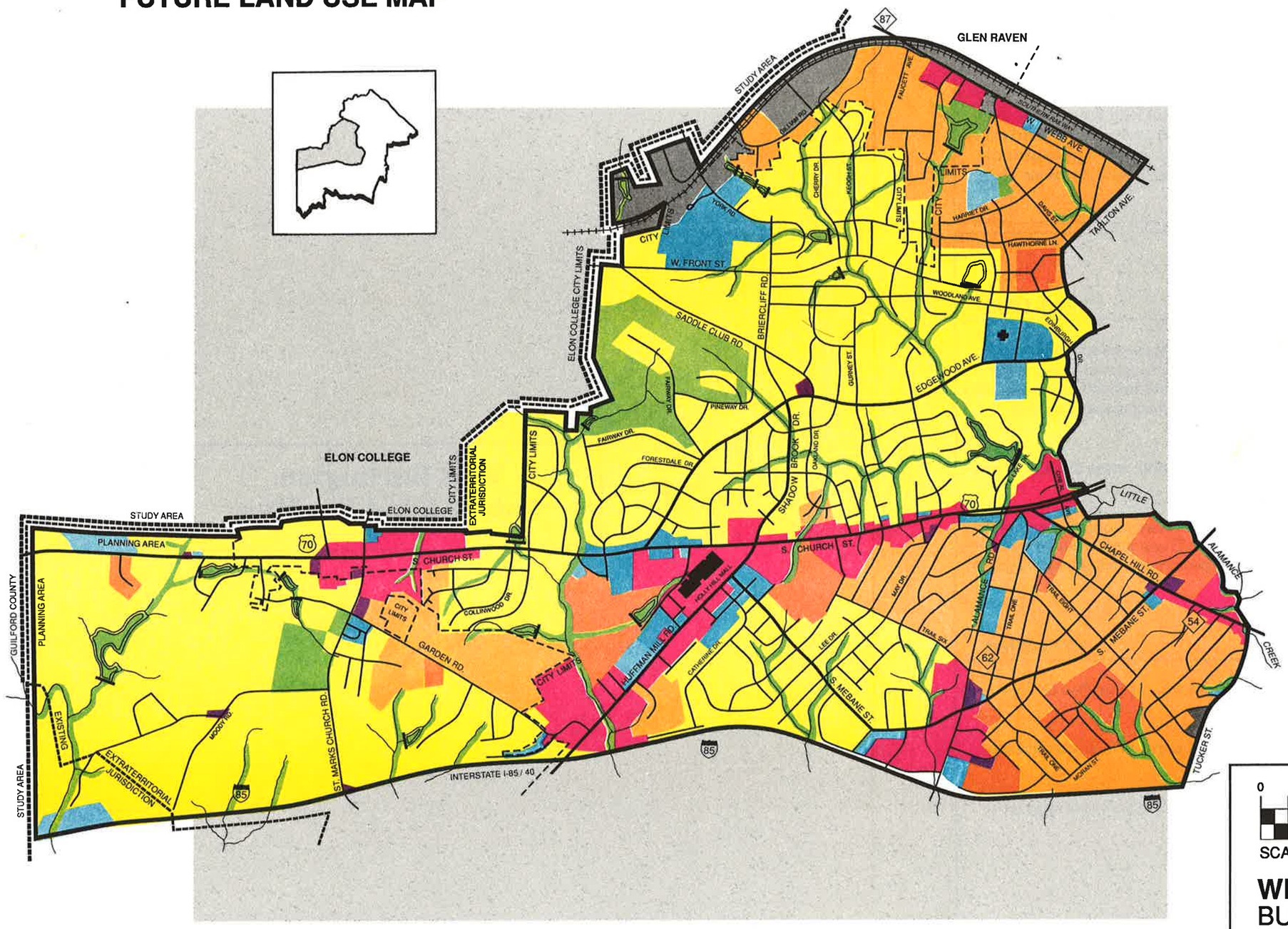
* Initiate a housing rehabilitation program to improve and revitalize the Glen Raven area.

* Begin to construct the NC Highway 70 to Interstate 85/40 connector and the St. Mark's Church Road interchange to facilitate north/south traffic flow through the area.

* Begin to plan the construction of the inner loop road system from South Church Street (US Highway 70) to the southern terminus of Rockwood Avenue.

* Annex Davidson Park and surrounding developed areas along Garden Road and St. Mark's Church Road. Begin to provide water and sewer services to these areas.

FUTURE LAND USE MAP



BURLINGTON 2000
COMPREHENSIVE LAND USE PLAN

- LOW DENSITY RESIDENTIAL 1 - 2 DU / ACRE
- MEDIUM DENSITY RESIDENTIAL 3 - 9 DU / ACRE
- HIGH DENSITY RESIDENTIAL > 10 DU / ACRE
- OFFICE - INSTITUTIONAL
- COMMERCIAL
- NEIGHBORHOOD COMMERCIAL
- INDUSTRIAL
- PUBLIC / SCHOOLS
- PARKS / OPEN SPACE
- STUDY AREA
- PLANNING AREA
- EXTRATERRITORIAL JURISDICTION

0 1350 2700 5400 N

SCALE : 1" = 2700'

WEST BURLINGTON PLANNING AREA

This map is a **GUIDE** only and should not be used solely as justification for a request or change in land use. Justification for or against a specific request or change in land use should be based upon the application and use of the general **GOALS** and **POLICIES** of the City's Comprehensive Land Use Plan.

WEST BURLINGTON
FUTURE LAND USE MAP

This map shows the extent of development and the generalized land use pattern that are likely to occur in this area by the year 2000 if the strategies and recommendations of this Plan are carried out. The Future Land Use Map should be used to supplement the overall goals and policies of the Plan. To this extent, public and private decisions about growth and development can be enhanced and improved.

Highlights

The First Five Years 1990-1995

* Offices, stores, and services will continue to concentrate along the area's major roads and intersections - South Church Street, Huffman Mill Road, Alamance Road, West Webb Avenue and parts of Chapel Hill Road. Development will intensify in the vicinity of the Huffman Mill Road and Interstate 85/40 interchange, Westbrook Shopping Center, and the Interstate 85/40 Plaza.

* Infill development, both housing and businesses, will continue in areas already served by water and sewer.

* Larger vacant undeveloped tracts of land will begin to be master planned to accommodate existing and future development rights and options. These master plans will become important planning tools for both the property owners and adjoining neighborhoods.

The Second Five Years 1995-2000

* New residential growth will continue to expand westward toward the Elon College town limits and the Guilford County line.

* Housing rehabilitation efforts in the Glen Raven area will begin to help stabilize the area.

* Streetscape improvements to major transportation corridors and entranceways into the City will enhance the appearance of the area.

West Burlington
Future Land Use Map

THE CENTRAL BURLINGTON SMALL AREA PLAN

BACKGROUND

The Central Burlington planning area generally is defined by the Southern Railway line parallel to Webb Avenue to the north; Fisher Street, Holt Street and Ireland Street to the east; Mebane Street and Tucker Street to the south; and Alamance Creek, Edgewood and Tarleton avenues to the west. The planning area is approximately five (5) square miles in size and conforms generally to the original size and shape of the City of Burlington when it was first incorporated in 1866.

Central Burlington today is characterized by a healthy balance of older homes, residential neighborhoods, and historic buildings as well as a broad variety of new office buildings, banks, churches, and government facilities.

Although much of Burlington's original downtown area has been demolished,the area is showing signs of new growth and prosperity. Older buildings are being restored and reused, historic neighborhoods are being revitalized, and new business growth and development are occurring downtown and along the area's major thoroughfares. As a result, there is a renewed sense of optimism about the area's ongoing redevelopment and future growth potential.

Growth Trends

Central Burlington, like most urban inner city areas, experienced a decline in population as outlying suburbs developed. Between 1970 and 1980, the City's central area lost 18.4% of its population, dropping from 5,090 to 4,152 people Since 1980, however, the population has slowly stabilized and the area's population growth is expected to continue at or about its current level for the rest of the century.

Just as the total population of the Central Area fell during the 1970's, its population composition changed as well. Today families still make up a large part of the population, but they tend to be smaller in size. The number of single-person households rose sharply in the last decade and there is a higher population of older people residing here than elsewhere in the community. However young families are also moving to the area, restoring older homes, and helping to reclaim older neighborhoods.

Between 1990 and 2000, the total population of Central Burlington is expected to remain relatively stable, while the number of housing units may rise modestly from 2,110 today to about 2,175 by the year 2000. This trend reflects the area's continuing decline in household size as well as the aging of the population that is occurring in the area and elsewhere within the community.

These 65 additional households are somewhat significant for the Central Burlington planning area because there are very few large, undeveloped tracts of land available for future development. Of the 129 acres of vacant undeveloped land within the Central Area, approximately 90 acres are zoned for residential use and 40 acres are zoned for commercial, office or industrial use.

Population and Housing Projections

	Total Population	Total Housing Units	Average Household Size
1970	5,090	2,003	2.33
1980	4,152	2,020	2.18
1990	4,029	2,110	2.07
2000	4,021	2,175	2.01

Source: US Bureau of the Census
Burlington Planning and Community Development Department

As a result, new construction in this area will consist almost entirely of infill development on vacant lots or redevelopment on land designated for more intensive development. The adoption of design guidelines and a site plan review process will be necessary to ensure the compatibility of new development with existing development.

Land Use

Currently residential land use makes up almost 50% or 476 acres of the entire Central Area. Of this total, approximately 87% of the residential land or 416 acres are single-family and 13% or 60 acres are multifamily.

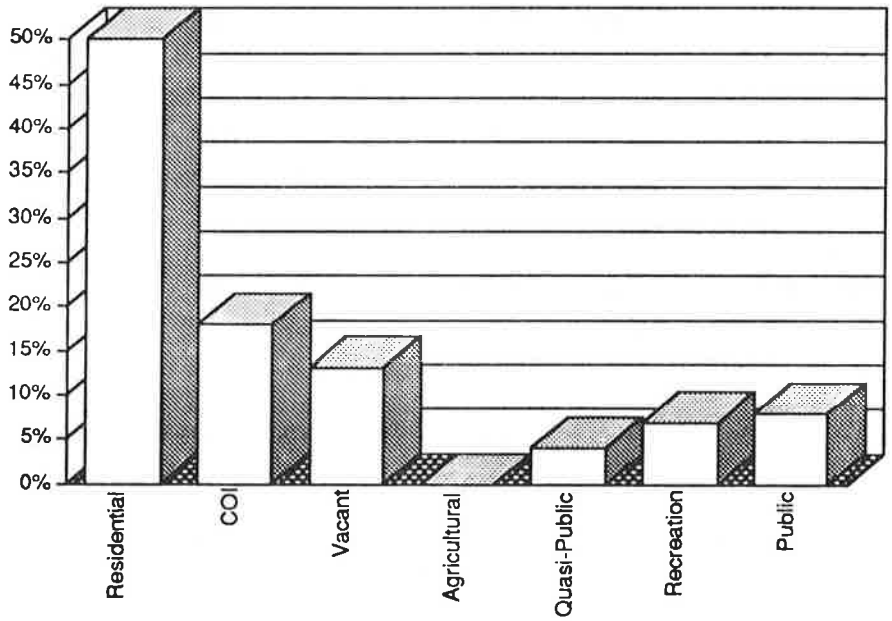
The majority of this development is located north of Church Street and south of Webb Avenue in the northwest portion of the planning area. Although this area is primarily single-family in character, it contains a variety of small multifamily developments and scattered pockets of neighborhood business concentrations.

Other residential neighborhoods in the Central Area are located in isolated areas south of Church Street, north of Mebane Street, and east of Webb Avenue. These neighborhoods are mostly multifamily in character and contain a large mixture of commercial and industrial business use.

Existing Land Use Within Central Burlington

Land Use	Acres		Percentage	
Residential		**476**		**50%**
Single-Family	416		87%	
Multifamily	60		13%	
Commercial, Office & Industrial		**169**		**18%**
Commercial, Office	126		75%	
Industrial	43		25%	
Vacant		**129**		**13%**
Public		**76**		**8%**
Recreation		**64**		**7%**
Quasi-Public		**42**		**4%**
Total		**956**		**100%**

Note: Quasi-Public includes churches, hospitals and other public/private institutions.



Source: Burlington Planning and Community Development Department Land Use Data (1985)

Although the quality of housing varies somewhat from one neighborhood to another, clearly there are several areas where housing rehabilitation and neighborhood rejuvenation are compelling needs. These areas are the Fisher Street, Stagg Street, and Graves Street neighborhood; the Sellars/Broad Street area; and the South Broad Street/Lexington Avenue neighborhood. These residential areas are in a state of transition and/or decline, due to the encroachment of commercial and industrial land use and changing home ownership characteristics.

Many of the area's neighborhoods contain some of the oldest remaining architecturally significant homes in Burlington, with National Register properties scattered about the Central Area. From the mill village homes on Plaid Street and East Davis Street to the stately dwellings on West Davis Street, each neighborhood possesses its own unique history and special housing characteristics. The historic assets in each neighborhood must be restored and protected, if neighborhood revitalization is to be achieved. The successful results of historic preservation as a neighborhood revitalization tool can be readily seen in the West Davis Street, West Front Street, Fountain Place Historic District.

Similarly, the commercial corridors and industrial areas separating the neighborhoods within the Central Area contain a distinct variety of various historic buildings and properties. These resources, if preserved, can also serve as the focal points for various streetscape improvements and commercial revitalization efforts.

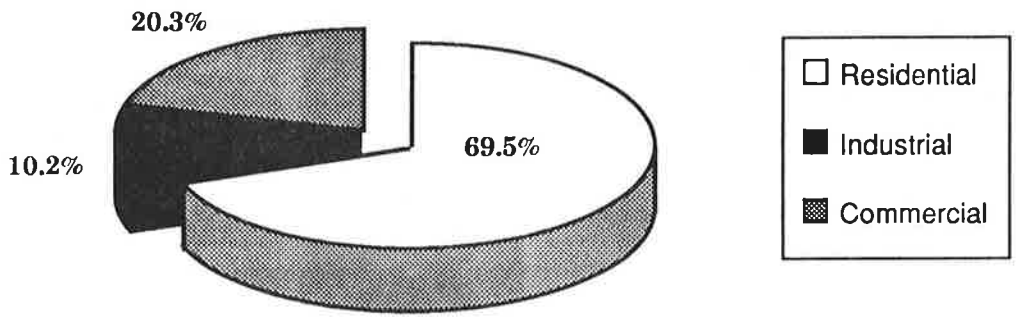
Existing Zoning Within Central Burlington

	Developed		Vacant		Total	
ZONED LAND	**Acres**	**%**	**Acres**	**%**	**Acres**	**%**
Residential	**575**	**69.6%**	**90**	**69.2%**	**665**	**69.5%**
Single-Family	425		37		462	48.3%
Multifamily	150		53		203	21.2%
Commercial, Office & Industrial (COI)	**251**	**30.4%**	**40**	**30.8%**	**291**	**30.5%**
Commercial & Office	176		18		194	20.3%
Industrial	75		22		97	10.2%
Total	**826**	**100%**	**130**	**100%**	**956**	**100%**

Source: Burlington Planning and Community Development Department, Land Use Data (1985) & Zoning Maps (1989)

While commercial, office, and industrial land use currently occupies only 18% or 169 acres of the Central Area, most of this development is located in and around the downtown core. Heavy commercial and industrial land use is primarily located to the east of downtown along North Church Street and within the historic North Main Street "Company Shops" business district. These areas exhibit a somewhat deteriorated and blighted appearance (in direct contrast to downtown and the rest of the Central Area) due to the lack of landscaping, the need for street and sidewalk repairs, the proliferation of competing signs, and the existence of poorly maintained buildings and parking lots.

Existing Zoned Land Within Central Burlington



Source: Burlington Planning and Community Development Department Zoning Maps (1989)

Vacant land, followed by public land, recreation, and quasi-public or institutional related land use make up the rest of the Central Area.

DOWNTOWN

Physical Conditions

Downtown Burlington has developed from its early beginnings as a railroad town into an important cultural, financial, governmental, and service center in Alamance County. The transition from a railroad economy to a service economy has not been easy. Downtown Burlington over the years has changed, is currently changing, and will likely change again.

The impacts of the City's 1960's style of urban renewal, however dramatic, have been both good and bad. Although many of the original buildings have been removed, the physical and environmental conditions in downtown today are generally adequate. New public parking lots and police and fire station facilities have been developed. The City's original

railroad depot has been restored, and the construction of an amphitheater has been accomplished. These public facilities provide a focal point to downtown and an outdoor setting for various community activities. Despite some retail and office vacancies, there are no seriously deteriorated areas downtown. New construction, the removal of a pedestrian mall, and the reopening of Main Street as well as recent storefront facade improvements and the renovation of historic buildings have helped to improve the overall visual and structural conditions in downtown.

Market Conditions

Downtown office and business services also appear to be in the process of reestablishing their market position and function in the City. Financial, governmental, service, and health related businesses have helped to diversify the traditional industrial/retail economic base of downtown. Retail trade is no longer the largest activity in downtown primarily due to the departure of major department stores and retailers from downtown locations for outlying suburbs and shopping malls. Burlington's participation in the North Carolina Main Street Program has helped to improve the retail marketplace and could possibly generate additional new development and interest in new housing opportunities in or near the downtown area. Emerging office-institutional development and medical research laboratories may also help the overall growth and development of downtown.

Traffic and Parking Conditions

Downtown traffic and parking problems are few. As the City of Burlington continues to grow, more traffic will be generated in and around downtown. Indeed, there are some streets and intersections where traffic levels are undesirable at certain times of day but, in general, the amount of downtown traffic has not yet reached unacceptable conditions.

Although some businesses in the downtown are experiencing parking shortages, the overall public parking supply today is sufficient to accommodate long and short term demands. Ample public parking is provided downtown, although it may be difficult to locate an on-street space in close proximity to a specific destination. Free off-street spaces in public parking lots are generally available to visitors within walking distance of their destination.

Current Needs

Downtown Burlington is beginning to show positive signs of revitalization as a result of strong and expanding financial, governmental, and service-oriented business development. Roche Biomedical Laboratories, the largest downtown employer, continues to expand and enlarge its operations and facilities. The success and continued growth of this health services industry is one of the primary reasons for downtown Burlington's improved economic vitality.

Despite these positive trends, the economic future of downtown remains unpredictable. Complacency with existing conditions and improvements in the area must not overshadow the need for continued planning and marketing. The Main Street Program, which emphasizes store front renovations, has set the trend for revitalization, and this program should be continued throughout the 1990's. Community goals in support of both downtown renewal and preservation must prevail through continuing commitments from both the public and the private sector.

Ongoing attention both short and long range, should focus on improving downtown by promotion, design, and economic restructuring. Strategies need to be focused on improving downtown's retail market position, encouraging small business growth and development, developing places of interest, improving private parking lot access and appearance, encouraging more storefront facade improvements, and enhancing pedestrian movement and orientation.

Economic restructuring, business promotion and retention, good urban design, and the development of amenities and cultural activities will help to renew downtown Burlington. In time these efforts will help create a positive business climate which will encourage and support new investment opportunities. Downtown strategies must position themselves to successfully compete at a much larger and regional market scale.

Planning Objectives

Several important planning themes emerge from this general assessment of the Central Area. The main themes are the protection and preservation of existing sound neighborhoods and the area's older housing stock, the need for restoring and rehabilitating declining neighborhoods, and the need for continuing the revitalization of downtown and existing deteriorating business areas which set the image for the Central Area and the City as a whole.

Given the complexity of these issues, four (4) major objectives are identified to guide future planning and community development activities in the area:

- **Objective 1:** Maintain strong support for Main Street Program activities.

Since the creation of the Burlington Downtown Cooperation and the City's participation in the North Carolina Main Street Program in 1988, tremendous progress has occurred in downtown revitalization, business promotion, and storefront renovation. Long-term commitment, both public and private, is necessary to assure the continued success of this program as well as the effectuation of a healthy, vibrant, and economically strong downtown.

- **Objective 2:** Maintain strong support for Community Development Programs and seek new local housing opportunities and initiatives.

Local community development programs such as the City's Housing Rehabilitation and Home Incentive Purchase Program are essential tools for housing rehabilitation. However, a wider range of programs is needed to stimulate and foster neighborhood revitalization and reinvestment. These programs could include such incentives as property tax abatements and loan subsidies to qualified first-time home buyers.

•Objective 3: Encourage sensitive and compatible infill development through special attention to neighborhood or area planning studies.

To ensure compatibility of new development with older development, greater use of the neighborhood planning process should be encouraged. Neighborhood and area planning studies can be used to identify specific infill site opportunities as well as to determine the design expectations regarding the appropriateness of the development to the surrounding neighborhood.

•Objective 4: Maintain strong support for historic preservation and the many programs available at the federal, state and local level to encourage restoration and preservation.

Historic preservation is an important tool that can be used to enhance neighborhood and downtown revitalization efforts as well as to promote individual building restoration. The benefits derived from historic preservation (including tourism, honor and prestige, financial assistance in the way of tax credits or tax deferrals, special building code privileges, State and local restoration assistance, and regulatory protection) can bring about a successful downtown and neighborhood revitalization program.

STRATEGIES AND RECOMMENDATIONS

The Plan for Burlington's Central Area establishes specific recommendations and public actions to guide the area's future growth and development. These strategies include the preparation of specific plans and ordinances and the development of key capital projects. The major strategies and recommendations are described below followed by an **Implementation Actions Table,** a **Growth Strategy Map**, and a **Future Land Use Map.**

A. LAND USE

1. Discourage nonresidential development in existing residential neighborhoods.

2. Promote continued planned office and institutional growth and development on West Webb Avenue between Fisher Street and Plaid Street, and along South Main Street and South Church Street.

3. Maintain and protect existing residential development on Mebane Street between Morehead Street and Sixth Street.

4. Discourage future heavy industrial development in the North Main Street area between Webb Avenue and Holt Street. Promote efforts to revitalize and improve the historic North Main Street "Company Shops" business district area.

5. Maintain office-institutional transitional areas between downtown and adjoining residential neighborhoods and between commercial and residential land use.

6. Preserve and protect the residential character and integrity of older inner city neighborhoods and mill villages such as the Fisher Street, Stagg Street, and Graves Street area; the Sellars Street and Broad Street area; the South Broad Street and Lexington Avenue area; and the residential area between Carolina Avenue and Glendale Avenue.

7. Encourage new infill housing on appropriately zoned vacant lots and in vacant upper-floor apartments downtown.

8. Encourage new planned high density multifamily development in the undeveloped area north and west of Tucker Street.

9. Discourage further commercial or industrial development beyond the specified expansion limits as shown on the Future Land Use Map.

10. Buffer areas between residential and commercial development with enhanced landscaping and screening.

B. ZONING

1. Evaluate the feasibility for rezoning:

   a) The former Chatham Industries dog food plant property located between North Church and Graves streets from industrial to office or commercial use.

   b) The former Plaid Mill Village between Brooks and Trollinger streets from high density residential to medium density residential.

   c) Vacant land west of Tucker Street and south of Sixth Street from medium density residential to high density residential.

   d) South side of Webb Avenue between Tarpley Street and Markham Street from multifamily to office/institutional.

   e) I-3 zoned properties located between Webb Avenue and Holt Street and adjacent to downtown to I-2 or I-1.

   f) Ed Thomas Water Treatment Plant located on Hawkins and Ruffin streets from several industrial zoning categories to one industrial zoning district.

2. Examine zoning patterns within the West Davis Street, West Front Street, Fountain Place Historic District. Consider feasibility for establishing express purpose zoning in the historic district or amending the overlay zone to establish special land use and dimensional requirements. Consider upgrading existing R-9 zoned areas to R-15, particularly along West Davis Street, where appropriate.

3. Evaluate the need for establishing a new Special Area Overlay District for downtown which would provide greater flexibility in building use as well as establish guidelines and regulations for building facades, streetscapes, sidewalks, paving materials, and landscaping.

C. HOUSING

1. Continue to target Community Development Block Program funds for the South Broad Street, Lexington Avenue, and East Davis Street neighborhoods to assist housing rehabilitation and restoration.

2. Examine and consider expanding existing city housing programs to offer private low-interest loans or loan subsidies to qualified first-time home buyers in target areas.

3. Evaluate the feasibility for establishing a property tax abatement program for

rehabilitation of older homes as a neighborhood reinvestment strategy for specific inner city neighborhoods. This program would exempt repairs to older and substandard homes such that the value added to the property would not be taxed by the City for a five-year period.

4. Develop strategies to increase new housing production and opportunities in the downtown area.

D. PUBLIC IMPROVEMENTS

1. Develop plans to clean up and beautify the Fisher Street and Church Street underpass. Add additional lighting under each bridge and clean and repair the existing sidewalks. Develop a plan with the North Carolina Department of Transportation (NCDOT) and Southern Railroad for weed maintenance and beautification of right-of-ways along Webb Avenue.

2. Develop a master plan for sidewalk construction and complete the construction of sidewalks on Edgewood Avenue from Willowbrook Park to Tarleton Avenue.

3. Construct sidewalks on Tarleton Avenue from Edgewood Avenue to South Church Street to provide for safe pedestrian travel in the vicinity of Williams High School.

4. Complete construction of sidewalks on Kitchen Street from Main Street to Mebane Street adjacent to the YMCA and City Park.

5. Consider using individuals who have been sentenced to community service to maintain street and railroad right-of-ways, public lands, and park areas.

6. Upgrade the streets in the Central Area by paving all remaining unpaved roads.

E. TRANSPORTATION

1. Acquire the right-of-way and begin to widen West Webb Avenue from two lanes to four lanes from Fisher Street westward as described and requested in the Transportation Improvement Program.

2. Remove Fountain Place as a Minor Thoroughfare from the Alamance County Urban Area Thoroughfare Plan.

3. Evaluate feasibility for developing a public transportation system within the urban area by the year 2000.

4. Coordinate with Amtrack future improvements to the short term railway-stopover facility in Burlington, such as parking, landscaping, and signage.

F. COMMUNITY FACILITIES

1. Coordinate with the City School Board options for preserving and reusing the Hillcrest School building, if possible, before this school closes and the property is sold.

2. Encourage upgrading the facilities and expanding the hours of operation of the May Memorial Library in Central Burlington. Continue to provide ongoing support and funding assistance to the library system.

3. Evaluate City needs for continuing the ownership and maintenance of Pine Hill Cemetery and other public owned and maintained cemeteries in the City of Burlington.

G. PARKS AND RECREATION

1. Evaluate the usefulness of Eva Barker Park as part of the City Park system. This underused park either needs to be improved as part of the strategy to help revitalize the North Main Street Company Shops business district or sold as surplus city-owned property.

2. Design and build new park signs for City Park and its facilities.

3. Support plans to upgrade and improve the recreational facilities and fields at City Park. Consider designing and building walking/jogging trails and bicycle paths traversing City Park and surrounding areas. Develop plans to improve the swimming pool and bath house.

4. Continue to support private efforts to beautify Willowbrook Park. Evaluate the feasibility for expanding this park as part of a downtown or central area urban greenway system.

5. Upgrade and enlarge the amphitheater at the Railroad Depot and install creative lighting and landscaping to enhance this area as a focal point in the City.

6. Develop a comprehensive Bicycle Plan and Greenway Plan for the community. Evaluate the feasibility of developing inner city greenways and off-street bike trails using existing undeveloped floodplain and utility easements.

H. HISTORIC PRESERVATION

1. Consider establishing a Historic District or Conservation District in the South Broad Street and Lexington Avenue neighborhood as State approval and support from area property owners permit.

2. Begin designating appropriate individual historic buildings and resources throughout the area as historic properties.

3. Continue to support and maintain the downtown National Register Historic District.

4. Continue to support efforts to improve Brown's Chapel cemetery and to designate it as a local historic property.

5. Survey and evaluate the Hillcrest-Williams Place neighborhood area and the 900 block of West Front Street, the 1100 block of West Davis Street, Circle Drive, and Aycock Avenue for possible inclusion in the West Front Street, West Davis Street, Fountain Place Historic District (Completed).

6. Consider establishing a Conservation District in the Plaid Mill Village, North Main Company Shops business district, and East Davis Street area as State approval and support from area property owners permit.

7. Evaluate the need for local legislation which would allow the City and the public to review demolition requests of National Register historic structures located outside historic districts.

8. Examine feasibility for establishing a municipal service or improvement district in the West Davis Street, West Front Street, Fountain Place Historic District. This district would be used to fund and maintain special street, sidewalk, street lighting, and public landscaping improvements.

I. COMMUNITY APPEARANCE

1. Prepare and implement a Master Landscape Plan for improving the landscape and streetscape of the urban core area.

2. Plan and develop a Street Tree Ordinance to regulate, maintain, manage, replace, and add trees within the public right-of-way. Upgrade and improve private landscaping requirements in the City's Zoning Ordinance for new and existing commercial, industrial, and multifamily development.

3. Plan and design streetscape improvements and beautification projects for the railroad right-of-way along Webb Avenue adjoining downtown.

4. Develop and implement improvements and beautification projects for North Church Street and North Main Street to improve the visual image and appearance of these urban commercial corridors.

J. DOWNTOWN

1. Examine the feasibility for developing a downtown civic auditorium or exhibit hall on City-owned property in the downtown area.

2. Continue to support and integrate the downtown National Register Historic District in tourism, economic development, and other related Main Street Program activities.

3. Designate the former Atlantic Bank and Trust building downtown as a local historic property.

4. Sponsor seminars on federal tax credit provisions for renovation of downtown historic structures.

5. Continue to develop the railroad depot/amphitheater as a focal point for downtown and the community. Encourage and support cultural attractions and amenities such as the "concert in the park" series at the amphitheater. Consider acquiring an antique railroad train and developing a tot lot and picnic area at the Depot.

6. Examine all feasible funding mechanisms to continue support for the Main Street Program throughout the 1990's.

7. Continue to cooperate and support Burlington Downtown Corporation events and activities.

8. Replace the existing holly trees and add landscaping planters and other beautification projects as part of the development of a Master Landscape Plan for downtown.

9. Utilize Community Development Program funds, if available, from surplus housing programs to assist commercial revitalization.

10. Support viable public/private restoration projects which may qualify for funding assistance under the North Carolina Main Street program.

11. Update and amend the 1972 *Urban Renewal Land Use Plan* for the Central Business District.

12. Encourage the rehabilitation and reuse of vacant buildings for multifamily development or second story residential use. Evaluate the feasibility for creating small business development incubators in appropriate areas of downtown and surrounding commercial industrial areas.

IMPLEMENTATION ACTIONS TABLE

This table outline the major public actions, planning studies, and key capital projects necessary to realize the strategies and recommendations of the Plan. Additionally, the table identifies the recommended time frame, funding sources, and primary parties responsible for directing and completing each project.

PLANS & PROJECTS	TIME FRAME	FUNDING SOURCE	PRIMARY RESPONSIBILITY
Land Use & Zoning			
Rezoning Actions *Former Chatham Industries Property *Plaid Mills Village *Vacant Land along Tucker St. *Southside Webb Ave. *I-3 Zoning near Downtown *Ed Thomas Water Treatment Plant	1992-1996	General Fund	Planning Dept., Planning & Zoning Commission
Zoning Studies *West Davis, West Front, Fountain Place Historic District *Special Area Overlay District - Downtown *Downtown Urban Renewal Plan (Update)	1992-1996	General Fund	Planning Dept. Planning & Zoning Commission
Housing			
Community Development Program Expansion *Property Tax Abatement/ Neighborhood Reinvestment Program *Low-Interest Loan- First-Time Homebuyers Program	1996-2000	HUD Funds, Revolving Loan Funds, State Programs	Planning & Community Development Dept.

Public Improvements

Fisher Street/Church Street Underpass Improvements	1992-1996	CIP Fund, Donations	Engineering Dept., Public Works Dept., NCDOT
Sidewalk Improvements *Edgewood Avenue *Tarleton Avenue *Kitchin Street	Ongoing	Special Assessments, CIP Fund	Engineering Dept., Public Works Dept.
Sidewalk Construction Master Plan	1992-1994	General Fund	Engineering Dept., Public Works Dept.
Pave - All Remaining Unpaved Streets in Area	1996-2000	Special Assessments	Engineering Dept., Public Works Dept.

Transportation

Transportation Planning Right-of-Way Protection	Ongoing	PWP Funds, General Fund	Planning Dept., Engineering Dept., NCDOT
Webb Avenue Widening *ROW Acquisition	(unscheduled)	NCDOT	NCDOT, Planning Dept.
*Widening and Construction	(unscheduled)	NCDOT	NCDOT, Engineering Dept.
Thoroughfare Plan Update - Fountain Place Thoroughfare Downgrading	1992-1994	PWP Funds	Planning Dept., Engineering Dept., NCDOT
Public Transportation *User Needs Assessment - Urban Area	1996-2000	State Grants, PWP Funds	Planning Dept., NCDOT
Railroad Stop Over Facility Improvements	Ongoing	Private Funds, Donations	Amtrack, Public Works Dept., Engineering Dept.

Community Facilities

Cemetery Ownership/ Maintenance Evaluation	1994-1996	General Fund	Cemetery Commission, Public Works Dept.

Parks & Recreation

Eva Barker Park User Evaluation	**Completed**	General Fund	Recreation & Parks Dept., Recreation Commission
City Park Signage *Improvements	1992-1994	CIP Fund	Recreation & Parks Dept., Recreation Commission
City Park Improvements *Fields, Lighting, Trails, Paths, Buildings, Pool	1992-1996	Recreation Bond, General Fund	Recreation & Parks Dept., Recreation Commission
Bicycle Plan	1992-1994	PWP Funds, General Fund	Planning Dept., Recreation & Parks Dept.
Willowbrook Park Improvements	Ongoing	Private Donations, General Fund	Community Appearance Commission
Amphitheater & Depot Improvements	1992-1996	CIP Fund, Private Donations	Recreation & Parks Dept.
Urban Area Greenway Development Plan *Overbrook Creek *Little Alamance Creek	1994-1996	General Fund, Private Donations	Recreation & Parks Dept., Planning Dept.

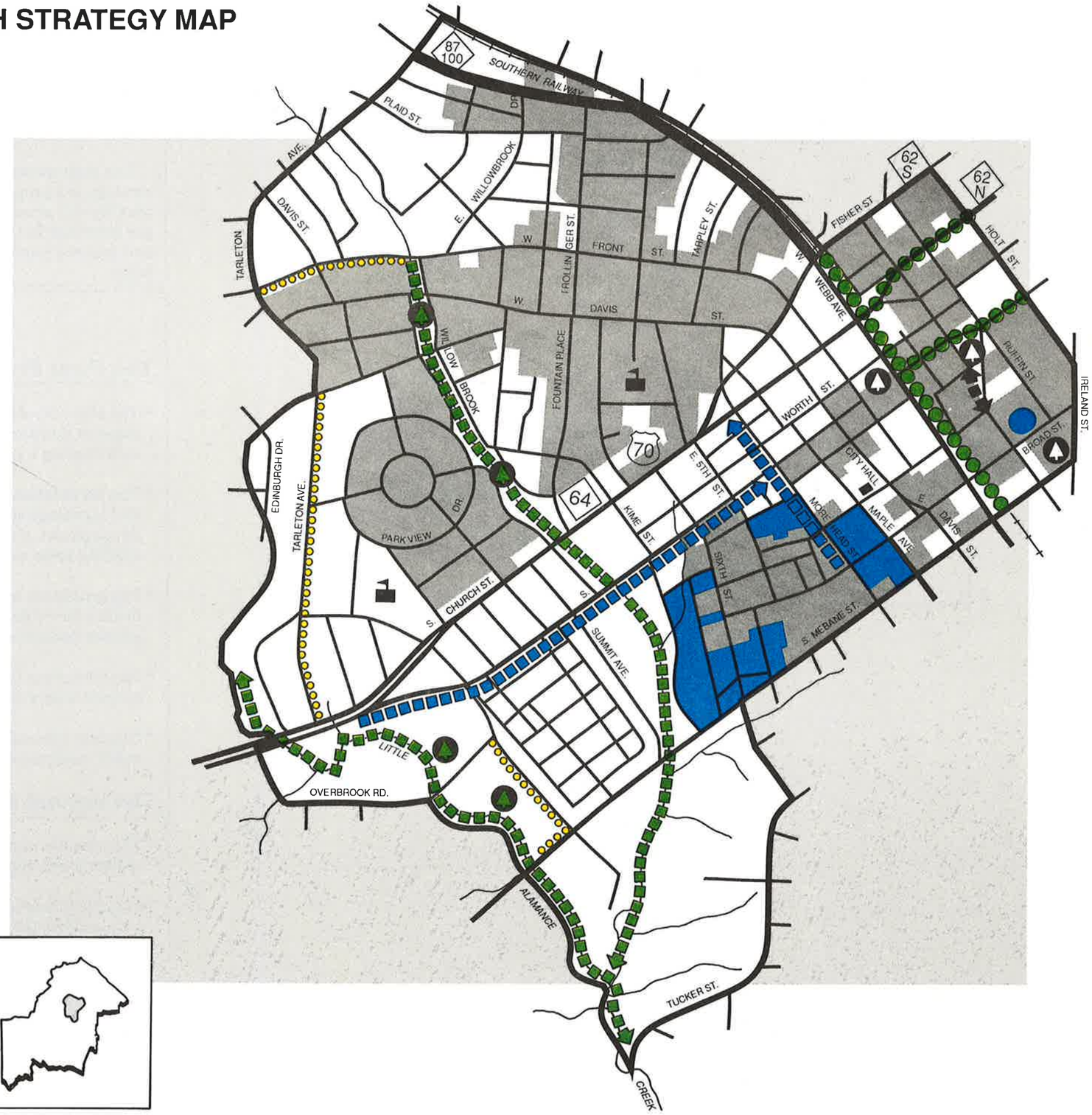
Historic Preservation

Historic District Nomination Studies *South Broad St./ Lexington Ave. *Plaid Mill Village *North Main Company Shops *East Davis Street *Hillcrest, Aycock, Front, Davis Place - Historic District Expansion *Municipal Service/Improvement District - Historic District	1992-1996	State Grants, General Fund	Historic Preservation Commission, Planning Dept.
Downtown National Register Historic District	**Completed**	State Grants, General Fund	Historic Preservation Commission, Planning Dept.

Designate Local Properties -Examples: *Atlantic Bank & Trust Building *Brown's Chapel Cemetery	Ongoing	Application Fees, General Fund	Historic Preservation Commission
Historic Preservation Ordinance Revisions/Update	**Completed**	General Fund	Planning Dept., Historic Preservation Commission
Community Appearance			
Master Landscape Plan *Street Tree Ordinance *Recommended Streetscape Improvements *Downtown Improvements	1994-1996	General Fund, Private Donations	Planning Dept., Appearance Commission, Burlington Downtown Corporation
Landscape Requirements *Zoning Ordinance Amendment	1992-1994	General Fund	Planning Dept., Appearance Commission
Streetscape Improvements *Webb Avenue *N. Church Street *N. Main Street	1996-2000	General Fund, Private Donations	Appearance Commission
Downtown			
Feasibility Study - Civic Auditorium or Exhibit Hall	1992-1994	General Fund Private Funds	City Manager's Office, Private Sponsorship
NC Main Street Incentive Fund Program	**Completed**	State Grant, General Fund	City Manager's Office, Planning Dept., Burlington Downtown Corporation, Private Sponsorship
NC Main Street Program *Continuation	1990-1994	Municipal Service District (MSD), Private Sponsorship	Burlington Downtown Corporation, City Manager's Office, Planning Dept.
*Redevelopment/ Economic Development Plans & Strategies	1990-1994	Private Funds	Burlington Downtown Corporation

BURLINGTON 2000
COMPREHENSIVE LAND USE PLAN

GROWTH STRATEGY MAP



- PROPOSED ROAD IMPROVEMENTS
- POSSIBLE GREENWAY
- PROPOSED WATER LINE
- PROPOSED NEW ROAD
- PROPOSED SIDEWALKS
- POSSIBLE STREETSCAPE IMPROVEMENTS
- HOUSING REHABILITATION AREAS
- HISTORIC PRESERVATION AREAS
- PLANNING AREA
- WATER TREATMENT PLANT
- EXISTING SCHOOL
- PARKS AND RECREATION FACILITY

0 600 1200 2400 N

SCALE : 1" = 1200'

CENTRAL
BURLINGTON PLANNING AREA

This map is a **GUIDE** only and should not be used solely as jusification for a request or change in land use. Justification for or against a specific request or change in land use should be based upon the application and use of the general **GOALS** and **POLICIES** of the City's Comprehensive Land Use Plan.

Central Burlington Growth Strategy Map

CENTRAL BURLINGTON GROWTH STRATEGY MAP

This map shows in graphic form the key strategies recommended for this area. Each strategy is a proposed action (such as providing water lines or improving parks) which the City will attempt to complete by the year 2000. All strategies and recommendations are described in the text of the Plan along with the projected timetable, funding sources, and primary parties responsible for implementation. The key strategies are summarized below.

Key Strategies

The First Five Years 1990-1995

* The Main Street Program and Burlington Downtown Corporation will continue to help improve downtown and set priorities for economic development. The feasibility of constructing a possible civic auditorium or exhibit hall will also be examined.

* The preparation of a Master Landscape Plan will identify streetscape improvements and landscaping needs for the area and will set priorities for implementation. The development of a Street Tree Ordinance will also help the City maintain and replace existing trees along public right-of-ways.

* Improvements to the amphitheater and railroad depot will enhance the use of this facility for outdoor concerts, cultural events, and other attractions, thus generating greater pedestrian activity downtown.

* Improvements to City Park and Willowbrook Park will help to keep these facilities current with the demands and needs of a growing and changing community.

* Ongoing sidewalk maintenance and construction will also help to improve pedestrian safety and increase neighborhood property values.

The Second Five Years 1995-2000

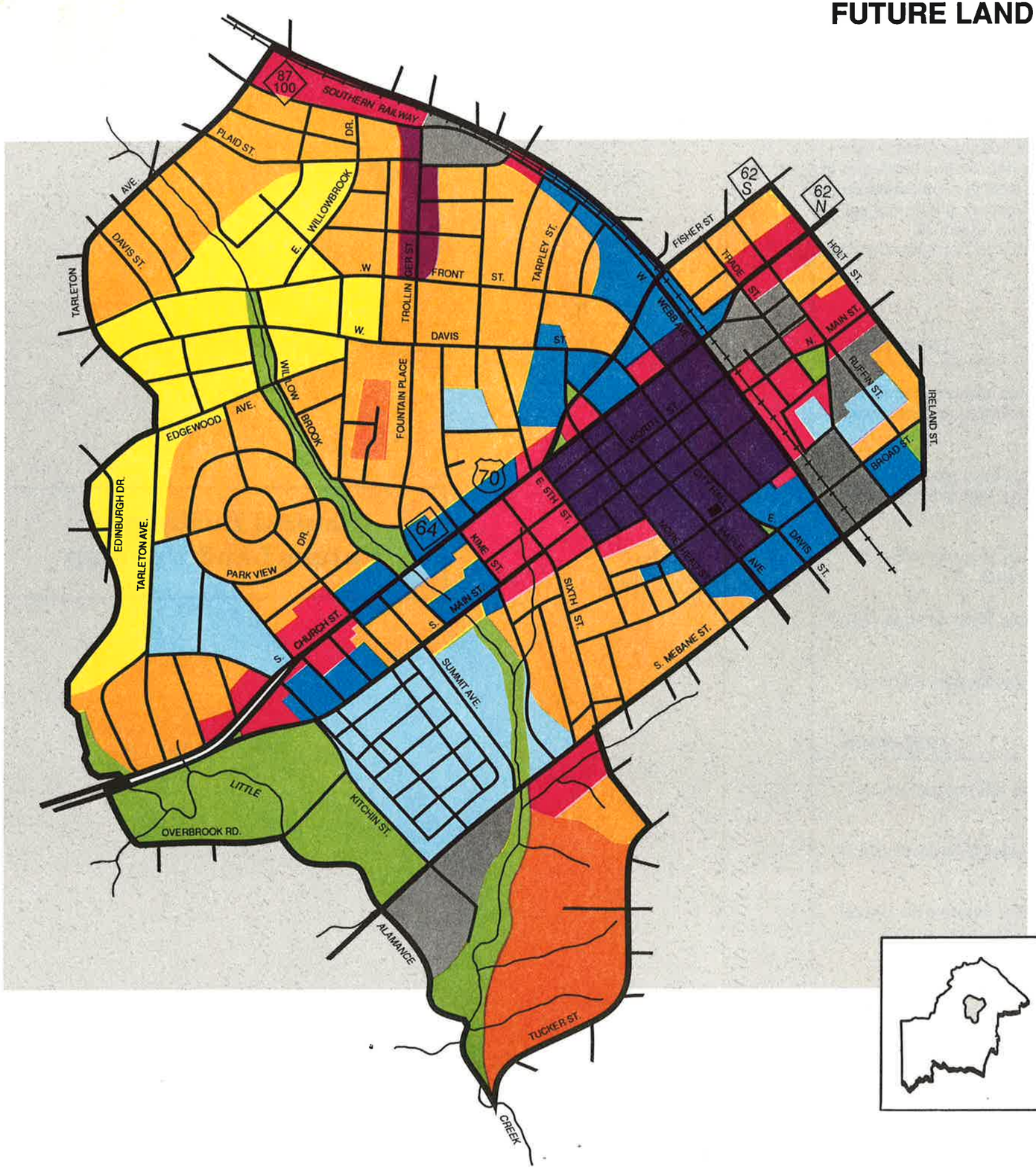
* The possible widening of West Webb Avenue to major thoroughfare standards will reduce traffic congestion and improve traffic mobility through the area.

* Possible future improvements to light rail transportation services regionally and nationally could facilitate the need for new and improved railroad station facilities in Burlington. Enlarging or improving the existing temporary railroad stopping facility along Webb Avenue would enhance downtown economic development opportunities.

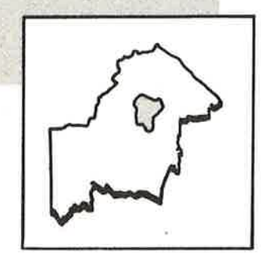
* Main Street Program activities, building renovation and facade improvements, new street trees, landscaping, parking, and other improvements will dramatically enhance the appearance and stability of Downtown Burlington.

FUTURE LAND USE MAP

BURLINGTON 2000
COMPREHENSIVE LAND USE PLAN



- LOW DENSITY RESIDENTIAL 1 - 2 DU / ACRE
- MEDIUM DENSITY RESIDENTIAL 3 - 9 DU / ACRE
- HIGH DENSITY RESIDENTIAL > 10 DU / ACRE
- CBD MIXED - USE
- OFFICE - INSTITUTIONAL
- COMMERCIAL
- NEIGHBORHOOD COMMERCIAL
- INDUSTRIAL
- PUBLIC / SCHOOLS
- PARKS / OPEN SPACE
- PLANNING AREA



0 600 1200 2400 N

SCALE : 1" = 1200'

CENTRAL BURLINGTON PLANNING AREA

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CENTRAL BURLINGTON FUTURE LAND USE MAP

This map shows the extent of development and the generalized land use pattern that are likely to occur in this area by the year 2000, if the recommendations and strategies of this Plan are carried out. The Future Land Use Map should be used to supplement the overall policies for growth and development in the Plan. To this extent, public and private decisions about growth and development can be enhanced and improved.

Highlights

The First Five Years 1990-1995

* The neighborhoods surrounding downtown will increase in value because of their proximity to the amenities of downtown, and because of their preservation and restoration as unique and desirable places to live.

* The downtown National Register Historic District will provide a focal point and enhance building facade renovations as tax incentives and building code privileges are put into place.

* Redevelopment of the former Chatham Industries dog food plant property will help efforts to revitalize the surrounding residential and industrial area.

* Office and institutional development will continue to occur along Webb Avenue, Maple Avenue, South Main Street, and North Church Street.

* The former Atlantic Bank and Trust building and surrounding properties will be restored for office use by Roche Biomedical Laboratories.

The Second Five Years 1995-2000

* Implementation of key zoning recommendations and strategies will improve overall land development patterns and promote good design.

* Remaining vacant infill lots and tracts in the central area will slowly be developed for residential or commercial use.

* Streetscape and landscape improvements will be implemented to improve the visual quality of the railroad right-of-way along Webb Avenue, the commercial corridor along North Church Street, and downtown.

* Older, declining neighborhoods such as the South Broad Street/Lexington Avenue area and the Graves/Stagg Street area may begin to see the results of various historic preservation and housing rehabilitation strategies.

Central Burlington Future Land Use Map

APPENDIX A

Population Projection Methodologies

General Growth Scenarios

In preparing the population projections for the City of Burlington for use in this Plan, three general growth scenarios were developed: slow growth, steady growth, and rapid growth.

Slow Growth — Under the slow growth scenario, it is assumed that the future growth of the City will continue at or near its current average annual rate of growth of between 0.4% to .99% and that the City will not initiate any major municipal annexations by the year 2000.

Steady Growth — Under the steady growth scenario, it is assumed that the future growth of the City will accelerate somewhat to an average annual rate of growth of between 1.0% to 1.49% and that the City will carry out the annexation recommendations of this Plan.

Rapid Growth — Under the rapid growth scenario, it is assumed that the future growth of the City will rapidly increase to an average annual rate of growth of 1.5% or greater and that the City will pursue an aggressive annexation policy which maximizes the overall size of the City to the greatest extent possible.

The geometric projections resulting from each of the above growth scenarios are summarized below:

Growth Scenario	Selected Growth Rates	Population Projections 1990	1995	2000
Slow Growth	.99%	39,938	41,954	44,072
Steady Growth	1.45%	39,938	42,918	46,121
Rapid Growth	2.00%	39,938	44,095	48,684

The "**Steady Growth**" scenario is selected as the preferred and most probable future population growth rate for the City of Burlington because of the following factors:

1. The 1990 census reveals that the City of Burlington contains a population of almost 40,000.

2. By the year 2000, the City may annex in accordance with the Annexation Guide on page 99 in this Plan portions of Glen Raven, Morgantown, the Morningside Drive/ Sellars Mill Road area, and the Garden Road/St. Mark's Church Road area, thereby increasing the size of the City by an additional 1,500 to 2,000 people.

3. By the year 2000, the City may in cooperation with Alamance County and adjoining municipalities construct the Great Alamance Creek sewer outfall line to the south and southwest of the City. The provision of sewer service to these designated growth areas may spur additional annexations of existing residential areas desiring City services. The possible annexations of these areas could further increase the City's overall population size, by an additional 500 to 1,000 people.

4. Natural growth of the City's population may approximate or exceed past average annual rates of growth (.4% - .99%) which would add at least 2,000 to 4,000 people to the City's population base by the year 2000.

Alternative Population Projections

Other population projections prepared for the City are based on the comparative ratio method and the cohort survival method. The results of these methods are shown below for reference purposes only.

Comparative Ratio Method: 1990 - 2000

	Existing Population:	Projected Population:	
	1990	**1995**	**2000**
Region G	795,613	830,140	861,368
City of Burlington	**39,498**	**41,175**	**42,723**

Burlington represents **4.96** percent of Region G population.

	Existing Population:	Projected Population:	
	1990	**1995**	**2000**
State of North Carolina	6,628,637	7,031,893	7,399,717
City of Burlington	**39,498**	**41,910**	**44,102**

Burlington represents **.596** percent of North Carolina population.

Source: US Bureau of the Census and Piedmont Triad Council of Governments (PTOG)

Cohort Survival Method: 1980 - 2000

Age Cohort	1980	1985	1990	1995	2000
0 - 4	1995	2685	2795	2725	2505
5 - 9	2497	2025	2725	2847	2765
10 - 14	2927	2536	2056	2767	2891
15 - 19	3178	2973	2575	2088	2810
20 - 24	3063	3225	2967	2613	2119
25 - 29	2925	3108	3272	3010	2652
30 - 34	2701	2967	3154	3320	3054
35 - 39	2254	2740	3009	3199	3368
40 - 44	1920	2285	2778	3050	3242
45 - 49	2162	1943	2313	2812	3088
50 - 54	2251	2185	1963	2337	2841
55 - 59	2470	2268	2201	1977	2354
60 - 64	2104	2478	2275	2208	1983
65 - 69	1782	2098	2471	2268	2201
70 - 74	1401	1762	2076	2444	2243
75 - Up	1636	1424	1721	2028	2388
Total	**37,266**	**38,702**	**40,351**	**41,693**	**42,504**

Assumptions:

1. Base population taken from 1980 census data.
2. Survival rates for each five-year cohort derived from NorthCarolina Life Tables (OSBM).
3. Fertility rates for females 10 - 49 years old are 1980 fertility rates for North Carolina (OSBM).
4. Net migration factor is 1.6% (Piedmont Triad Council of Governments and OSBM).

APPENDIX B

Small Area Growth Trends

Small area growth analysis is perhaps the most difficult aspect of local area forecasting. The approach used in this Plan is commonly referred to as general-purpose small area analysis (after Chapin & Kaiser, 1979). However, mathematical and graphical historical trend/extrapolation and build-out/capacity methods are used in place of apportionment techniques.

The methods of analysis are described below along with a summary of the equations used. This information is included within this Appendix to facilitate the preparation of new planning area forecasts in the year 2000.

Historical Trend / Extrapolation Analysis

The first phase of the analysis is to compute the absolute numerical growth rates (increases or decreases) in population, housing and household size for past census periods within each planning area. These rates are then extrapolated forward using linear and geometric projections. This process can be simplified in the year 2000, if the analysis is started after the decennial census is finished. Since the 1990 census was not completed when these projections were undertaken, population estimates were made.

The following steps were followed.

STEP 1: Obtain historical and current population and housing census tract data, for example the 1970 enumeration district and 1980 block statistics. Aggregate this data according to each planning area and the entire study area.

STEP 2: Obtain land use, zoning, and dwelling unit data by planning district. Aggregate this data according to each planning area boundary and the entire study area. Field survey should be conducted in areas where data is lacking.

STEP 3: Estimate 1985 population for each planning area by the "Housing Unit" projection method using 1985 land use planning district dwelling unit data, 1980 census tract housing data, and general 1988 census tract projections prepared by CACI, Inc.

Substep A: Compute the average vacancy rate by census tract within each planning area by dividing the percentage of vacant dwellings by the total number of year-round housing units in each census tract. This vacancy rate is then applied forward to adjust the total 1985 dwelling units within each census tract to obtain a realistic estimate of the total number of occupied dwelling units. The 1985 planning district dwelling unit totals will need to be aggregated according to census tract geography prior to making this adjustment.

Substep B: Compute the 1985 average household size (persons per du) for each census tract in each planning area. Enter the log of the 1980 household size by census tract and the log of CACI's estimated 1988 household size per census tract into the following equation:

$$A = \log_{10} (\text{Persons/DU in 1980})$$

$$B = \log_{10} (\text{Persons/DU in 1988})$$

$$K = \frac{1985 - 1980}{1988 - 1980} = .625$$

$$\log_{10} (\text{Persons/DU in 1985}) = A + [\, K (B - A) \,]$$

Multiply the resulting 1985 estimated household size by the estimated total number of occupied dwelling units per census tract to obtain the total estimated 1985 population .

STEP 4: Prepare separate housing and population summary data tables similar to the example below for each planning area. Review and compare the historic growth rates (increases and decreases) and identify housing and population growth rate parameters. Also plot data on graph paper.

	1970	1980	1985
Population			
Total Population Change (Absolute)			
Percentage Change			
Annual Percentage Change			
Housing Units			
Total Housing Change			
Percentage Change			
Annual Percentage Change			
Household Size			
Percentage Change			

STEP 5: Prepare population and housing projections for each planning area based on historical trends using the standard linear equation.

STEP 6: Prepare population and housing projections for each planning area based on historical trends using the standard exponential or geometric equation.

Build-Out/Capacity Analysis

The second phase of the analysis is to calculate the build-out or holding capacity of each planning area and then use these build-out/holding rates as an upper threshold to balance out the projections prepared in the historic trend/extrapolation analysis. The build-out or holding capacity refers to the maximum possible population the land can accommodate at residential densities permissible under existing zoning requirements. This capacity or holding limit represents the saturation point in the number of dwelling units an area can absorb under assumed densities of residential development. To convert the build-out or holding capacity as expressed in terms of dwelling units to population capacity, it is necessary to estimate future household sizes and multiply the number of dwelling units each planning area is expected to contain by the average future household size in that area. This is accomplished in the following continuing steps and substeps:

STEP 7: Prepare Build-Out/Capacity projections for each planning area using the standard modified exponential equation (after Krueckeberg & Silvers, 1982).

Substep A: Compute the land absorption rate(s) for each planning area by obtaining the ratio(s) of the total acres of vacant land in 1975 (using the City's 1974-85 Land Use Plan data) to the remaining total acres of vacant land in 1985 (using the land use planning district data). Map the 1985 vacant land and field check for new development and development suitability.

Substep B: Calculate the development build-out or holding capacity ceilings (i.e., maximum dwelling units) in each planning area by applying existing zoning density standards (i.e., units/acre) to each vacant parcel or tract of land. Analyze existing subdivisions in the area to derive an approximate conversion factor (%) of the raw acreage to be used for roads and utilities and adjust zoning density standards accordingly.

Substep C: Calculate the future household size for the matching census tract in which the vacant land is located for each planning area using the method described in Step 3, Substep B. However, substitute a new projected household size in the equation by balancing the land absorption rates calculated in Substep A with a linear projection of the estimated 1988 and 1993 household size by census tract area from the CACI data. This additional step is necessary to calibrate the projected household size to an estimated point in time in which the vacant land can be expected to be developed based on past development trends. Multiply the total number of units obtained in Substep B by the projected household size to obtain the total build-out population for the vacant land. Add this popu-

lation to the planning area population for the projected time period to obtain a total population ceiling forecast.

Substep D: Compute the exponential growth trends for each planning area using the population and housing ceilings developed in Substeps A, B and C.

STEP 8: Prepare separate housing and population data tables for all the projections made for each planning area similar to the table shown in Step 4. Aggregate and total all the projections for each planning area by year for the entire study area. Plot data on graphs. Compare and evaluate the differences in the results obtained under Steps 5, 6, and 7. Select the projection series which appears to be the "most probable" and which best balances the small area forecasts with the overall study area projections.

Advantages & Disadvantages

The primary advantage of this analysis is that fairly accurate historic growth rates can be obtained to allow a direct comparison of the individual historic growth trends of each planning area.

The major disadvantage is that only 15 years of data were available at the time this analysis was prepared and implicit in the methodology is the assumption that future growth is based on historic rates of growth.

Pending the availability of the 1990 census and the completion of the 2000 census, however, a more complete and longer period of data history will be available the next time the analysis is undertaken.

APPENDIX C

City of Burlington Water Supply Reservoir and Water Consumption Information

Average daily consumption (1991) . . . . . 10.3 million gallons

Per capita daily consumption . . . . . 250 gallons per person

National avg. per cap. daily consumption . . . . . .150.0 gallons per person

Highest demand day (1991) . . . . . 14.4 million gallons

Safe yield from Stoney Creek System . . . . . 12 million gallons a day

Safe yield from Lake Mackintosh . . . . . 36 million gallons a day

Lake Cammack

Surface area . . . . . 760 acres
Volume . . . . . 3.2 billion gallons
Shore line . . . . . 50 miles
Dam height . . . . . .47 feet
Drainage area . . . . . 42 square miles
Width of spillway . . . . . .490 feet

Lake Mackintosh

Surface area . . . . . .1125 acres
Volume . . . . . 7.5 billion gallons
Shore line . . . . . 60 miles
Dam height . . . . . 58 feet
Drainage area . . . . . 35 square miles
Width of spillway . . . . . .400 feet

Source: City of Burlington Public Works Department
City of Burlington Lake Mackintosh
Publication 1987

APPENDIX D

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