



Planning Board

Meeting Agenda

September 17, 2019 at 7:00 PM
Council Chambers, 201 S Main St

Meeting Called to Order, Invocation, and Overview of Board and general meeting rules

1. Approve minutes of the August 20, 2019 meeting
2. Old Business
 - a. SUP1902 Moore St Townhomes. Application by Brad Deaton for a Special Use Permit for 61 townhomes. GPIN 8883460674, 8883364585, and 8883367692.
3. New Business
 - a. AM1904 Boutique Shops. Application by Janet Ecklebarger to define Boutique Shops and make them use by right in Neighborhood Business (B-3).
 - b. CR1901 S Main Townhomes. Application by Villane INC for 32 townhomes. GPIN 8882397172.
 - c. RZ1904 S Main Windsor. Application by David Michaels, Windsor Investments for rezoning from R-18 to R-9. GPIN 8883100157, and part of 8883312515, 8883216464, 8883204297, 8883303914.
 - d. Review and potentially update The Graham 2035 Comprehensive Plan.
4. Public comment on non-agenda items

Adjourn

A complete agenda packet is available at www.cityofgraham.com

PLANNING ZONING BOARD
Tuesday, August 20, 2019

The Planning & Zoning Board held their regular meeting on Tuesday, August 20, 2019 in the Council Chambers of the Graham Municipal Building at 7:00 p.m. Board members present were Dean Ward, Nate Perry, Eric Crissman, Michael Benesch, Justin Moody, Bonnie Blalock and Rachel McIntyre. Staff members present were Nathan Page, Aaron Holland, and Debbie Jolly, Zoning and Inspection Technician. Vice Chair Ward called the meeting to order, gave the Overview of the Board, general meeting rules and gave the invocation.

- Dean Ward welcomed Rachel McIntyre to the board. Before going to the new business Dean Ward ask about voting on new Chair and Vice Chair. Vice Chair Ward asked for nominations. Justin Moody nominated Dean Ward seconded by Bonnie Blalock. Nate Perry nominated Eric Crissman seconded by Eric Crissman. Voting for Dean Ward as chair passed 4-3 opposed by Rachel McIntyre, Nate Perry and Eric Crissman. Voting for Nate Perry as chair failed 3-4 vote opposed by Dean Ward, Justin Moody, Bonnie Blalock and Michael Benesch. Vice Chair nomination were called for, Eric Crissman nominated Nate Perry seconded by Rachel McIntyre. Bonnie Blalock nominated Eric Crissman. Dean Ward nominated Justin Moody seconded by Bonnie Blalock. Voting for Nate Perry was 3-4 opposed by Dean Ward, Bonnie Blalock, Justin Moody and Michael Benesch. Votes for Justin Moody 4-3 opposing votes Eric Crissman, Nate Perry and Rachel McIntyre.
- Approval of the April 16, 2019 minutes. A motion was made to approve the minutes by Michael Benesch seconded by Nate Perry. All voted in favor.

a. RZ1902 Ward Street Application by Jensen Roll to rezone approximately 0.25 acres form R-12 to R-7 GPIN 8884223927. Mr. Page gave an overview of the requested rezoning. Jensen Roll explained why he wanted to rezone the property.

The following individuals spoke on this item:

Anthony Pierce	203 Ward St
Jensen Roll	414 S Maple St

Michael Benesch made a motion to approve the rezoning as it complies to the 2035 Comprehensive Plan. Seconded by Justin Moody. Ay vote Aye.

b. SU1902 Moore St Townhomes. Application by Brad Deaton-1400 Battleground Ave, Greensboro- for special Use Permit for 61 townhomes. GPIN 8883460674,8883364585 and 8883367692. Nathan Page gave a summary of the Special Use Permit. The applicant, Mr. Deaton came forward and gave his presentation.

The following individuals spoke on this item:

Laurie Pickard	101 Southwood Ct.
Bobby Minor	315 Old Farm Dr.
Kim Hodge	1128 Southwood Dr.
Christine Morrison	316 Old Farm Dr.

Steve Sumner	414 Old Farm Rd.
Karen Angelichio	1114 Southwood Dr.
Dana Scott	412 old Farm Rd.
Scott Packard	101 Southwood Ct.
Kevin Squires	500 Old Farm Rd.

The neighbors had concerns with traffic, parking on the street, speed limit and opening up the dead end roads. Other concerns new townhomes matching façade with what is already there, stormwater, stop signs on Moore and Old Farm. The public meeting was closed. The planning board had a discussion at this time Dean Ward mention the eight units and his concern to keep them the same as the ones that are already there. Also Mr. Ward mentioned making the 25-foot setback an undisturbed buffer, Mr. Crissman said that may be impossible when clearing land. The board discussed stormwater and other concerns. Chairman Ward opened back up public comments so board could ask Mr. Deaton some questions. Board ask about the eight units being slab construction. Mr. Deaton said he is willing to work with home owners to make changes such as façade, railing on porch, garage doors, foundation. He is willing to have a meeting with the neighbors. Mr. Sumner showed the board a video of water running through his back yard, he emailed this this Mr. Page for inclusion in the record. Chairman Ward stated he likes to give the developers time to meet with the homeowners so he would like to table this. Mr. Ward opened back up public comments for the developer. Mr. Deaton said he was fine with it being tabled. Mr. Ward closed public meeting. Michael Benesch made a motion to table until September meeting. Seconded by Justin Moody. All voted Aye.

c. RZ1903 Albany Street Duplex. Application by Cheaper Homes LLC to rezone approximately 0.25 acres from B-2 to R-7. GPIN 8874850468. Mr. Page presented the request to the Planning board. James Norman Thomas 4205 Alloway Pl, of Fayetteville stated he is the executor of the estate and stated why he wanted to sell the property. Eric made motion to deny RZ1903 based on the 2035 plan. Seconded by Justin Moody. All voted Aye. Mr. Boney ask the board to consider not denying just because the applicant is not present.

d.AM1903 Banquet Hall. Application by Aneesa Glines for a text amendment to permit banquet halls within business and industrial districts. Mr. Page gave an overview of the project. The applicant Aneesa Glines presented her project to the Planning board. Public concern with parking and zoning for current event center. After a brief discussion Eric Crissman made a motion to approve this application it consistent with the Graham 2035 Comprehensive Plan. Seconded by Nate Perry. All voted Aye.

The following individuals spoke on this item:

Jennifer Talley	808 Sideview St
Jordan Conklin	626 Johnson Ave
Jan Searls	526 E Pine St.

Bonnie Blalock made a motion to adjourn, Nate Perry seconded. All voted Aye.

No further business the meeting was adjourned.

Respectfully Submitted,
Debbie Jolly



STAFF REPORT

Prepared by Nathan Page, Planning Director

Moore Townhomes (SUP1902)

Type of Request: Special Use Permit

Meeting Dates

Planning Board on August 20, 2019

City Council on September 3, 2019

Contact Information

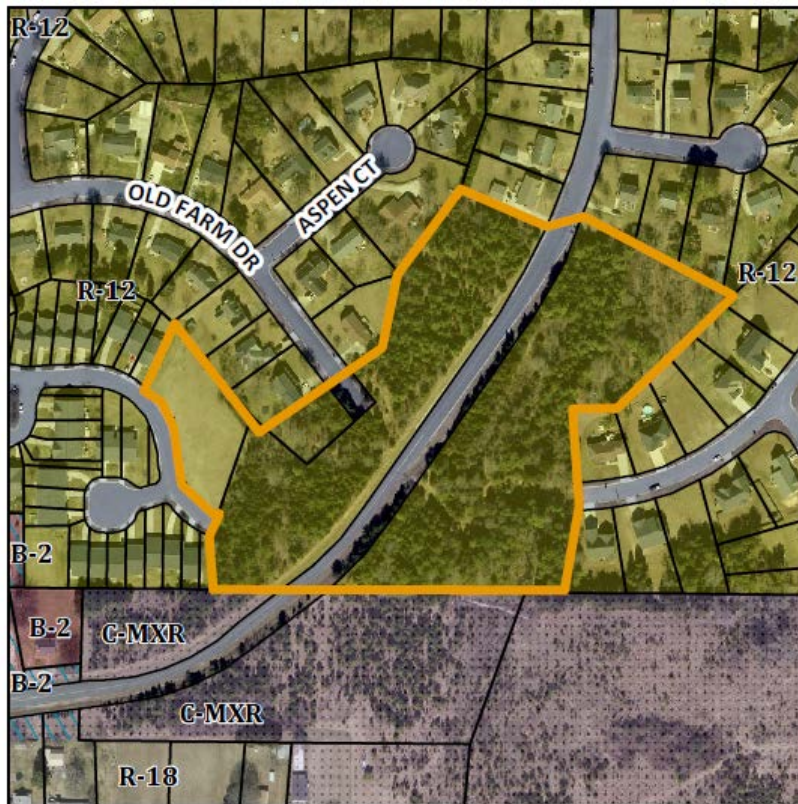
Bradford J. Deaton

1400 Battleground Ave, Suite 201 Greensboro
NC 27408

336-274-2481 brad@trinterrallc.com

Summary

This is a request for a Special Use Permit for Dwelling, Townhouse for property located on Moore St. The site is currently vacant. The site is approximately 9 acres. The plan would permit up to 61 units. The layout would connect Old Farm Road and Old Farm Drive, in an intersection with Moore Street, as well as completing the connection for Southwood Drive. The design includes stormwater control measures. There would be extensions of water and sewer for the new homes, with the installation cost to be borne by the developer.



Location

Moore Street

GPIN: 8883460674, 8883364585,
8883367692

Current Zoning

Residential (medium density)
(R-12)

Proposed Zoning

Residential (medium density)
(R-12)

Overlay District

none

Surrounding Zoning

C-MXR, R-12

Surrounding Land Uses

Single Family, Vacant

Size

8.718 acres

Public Water & Sewer

Yes

Floodplain

No

Staff Recommendation

Approval

The original plan for Southwood Townhomes was required to leave Right of Way to permit a connection to Moore Street. The plans for Old Farm Road also have always included a connection with an intersection with Moore Street.

Conformity to *The Graham 2035 Comprehensive Plan (GCP)* and Other Adopted Plans

Planning Type: Neighborhood

Development Type: Suburban Residential

Vision: Diverse Housing, Complete Neighborhoods

Graham will be a desirable place to live because of its variety of high quality housing options, providing affordable choices to people of all backgrounds. Neighborhoods will be walkable, safe, and vibrant and will promote private investment and enhancement of existing and future properties.

Issue 2: Maximize Land Use Efficiency

Communities are often tempted to support inefficient development in the name of economic growth. This can end up leading to higher costs to the public in the long term. Graham should plan for the efficient allocation and use of infrastructure over time, especially within employment and industrial areas.

Applicable Policies;

- **2.2.1: Focused Development** In order to maintain Graham's affordability and promote infill development and focused, walkable, and mixed use built environments. *Permitting a townhome development here allow for greater density without lengthening municipal infrastructure.*
- **5.1.1 Housing variety** Encourage a mix of housing types within Graham to increase choice. These can include single family dwelling units, multifamily dwelling units, small units, pre-fabricated homes, co-housing, and clustered housing. *This Special Use Permit facilitates additional housing options.*
- **5.2.1 Diverse Neighborhoods** Encourage a mix of housing types within Graham, including detached, duplex, multifamily, townhomes, and live-work units. *This amendment allows a neighborhood type which hasn't been widely constructed in recent years.*

Planning Type

Neighborhood

Development Type

Suburban Residential

For single family residential, townhouses, duplexes, accessory dwelling units, and small scale multi-family dwelling of twelve units or less.

Buildings should be located near the front of the property line, oriented towards the street, and include front porches and other private outdoor spaces.

Recess garages behind the front of buildings to avoid streetscapes dominated by garage doors.

Density of 3 to 6 DU/acre

DRAFT Findings of Fact and Conclusions

In granting a special use permit, the City Council shall find that all of the six conditions listed below have been met, or it shall be denied. Staff has prepared the following DRAFT findings of fact for each of the six conditions. These findings should be modified by the Council as it considers its decision.

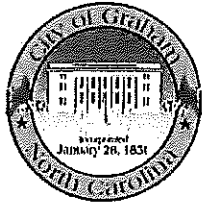
1. All applicable regulations of the zoning district in which the use is proposed are complied with.
 - *The property is zoned R-12, a townhome is permitted only with a special use permit, or a rezoning to R-MF or R-G.*
2. Conditions specific to each use, identified by the Development Ordinance, are complied with.

- *A preliminary site plan showing the location, dimensions, and sites within the development has been supplied.*
 - *The dimensional requirements for multifamily dwellings has been achieved.*
 - *The provision of off-street parking appears to be compliant, but will be required by the Graham Technical Review Committee (TRC).*
3. The use will not materially endanger the public health or safety if located where proposed and developed according to the plan as submitted.
 - *Permitting townhomes on this site will not materially endanger the public health or safety.*
 4. The use will not substantially injure the value of adjoining property or that the use is a public necessity.
 - *Permitting townhomes on this site will not substantially injure the value of adjoining property.*
 5. The location and character of the use if developed according to the plan as submitted will be in harmony with the area in which it is to be located and in general conformity with the plan of development for the Graham planning area.
 - *The plan is located in a neighborhood residential section of Graham, and is in general conformity with The Graham 2035 Comprehensive Plan.*
 6. Satisfactory provision has been made for the following, when applicable: vehicle circulation, parking and loading, service entrances and areas, screening, utilities, signs and lighting, and open space.
 - *The sketch plan submitted indicates general compliance with these requirements. The Graham TRC will require conformance with the City of Graham Ordinances prior to the issuance of a Certificate of Occupancy.*

Staff Recommendation

Based on *The Graham 2035 Comprehensive Plan* and the *City of Graham Development Ordinance*, staff **recommends approval** of the Special Use Permit. The following supports this recommendation:

- The development furthers goals of *The Graham 2035 Comprehensive Plan* and is in conformance with the Suburban Residential development type.
- The development meets all six conditions required by Section 10.144 of the *Development Ordinance*.



RECEIVED

AUG 01 2019 Application for SPECIAL USE PERMIT PLANNING DEPT.

P.O. Drawer 357 201 South Main Street Graham, NC 27253 (336) 570-6705 Fax (336) 570-6703 www.cityofgraham.com

Uses shown as "S" in the City of Graham Development Ordinance, Section 10.135 Table of Permitted Uses, require a Special Use Permit before the use will be permitted in the zoning district. Applicants are strongly encouraged to consult with the City Planner to understand the requirements for the proposed special use and the information that will be needed as part of this application.

Site

Street Address: East Moore Street
Tax Map#: 144628, 144441, 144442
GPIN: 883460674, 8883364585, 8883367692
Current Zoning District(s): R-12
Overlay District, if applicable:
Historic S Main St/Hwy 87 E Harden St/Hwy 54
Current Use: Vacant
Property Owner: Brigham Road, LLC
Mailing Address: 1400 Battleground Ave, Suite 201
City, State, Zip: Greensboro, NC 27408
Phone #: (336) 274-2481
Email: kevinp@phillipsmanagement.com

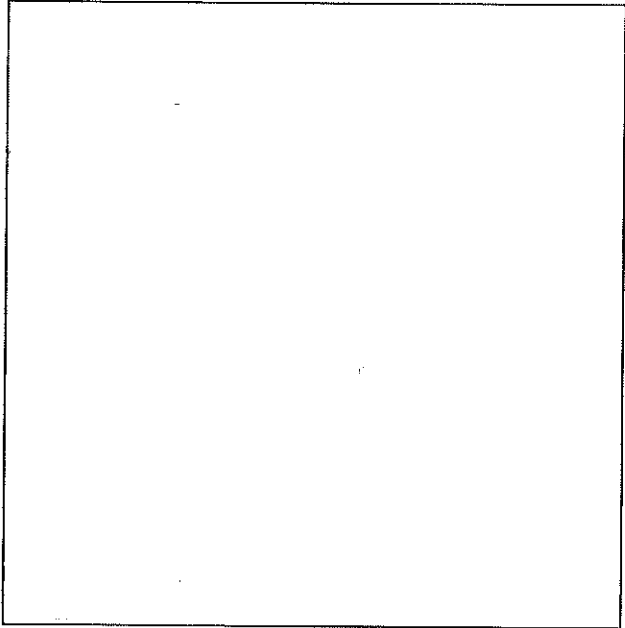
Proposed Special Use

Proposed Use (from Sec. 10.135 Table of Permitted Uses): Townhomes

Check if this use is also listed in Section 10.149 Special uses listed

This application must include sufficient information to demonstrate that all requirements of the proposed special use will be met. Check which of the following are submitted with this application:

- Preliminary Site Plan
Descriptive Information



Additional sheets of Descriptive Information

Because applications for a Special Use Permit go through the public hearing process, applicants are encouraged to contact neighboring property owners prior to the public hearing.

Applicant and Project Contact

Name: Bradford J. Deaton, PE
Property Owner Other Developer
Mailing Address: 1400 Battleground Ave, Suite 201
City, State, Zip: Greensboro, NC 27408
Phone #: (336) 274-2481
Email: Brad@trinterrallc.com

I certify that all information furnished is true to the best of my knowledge. I have provided all information needed to demonstrate that all requirements of the proposed special use will be met.

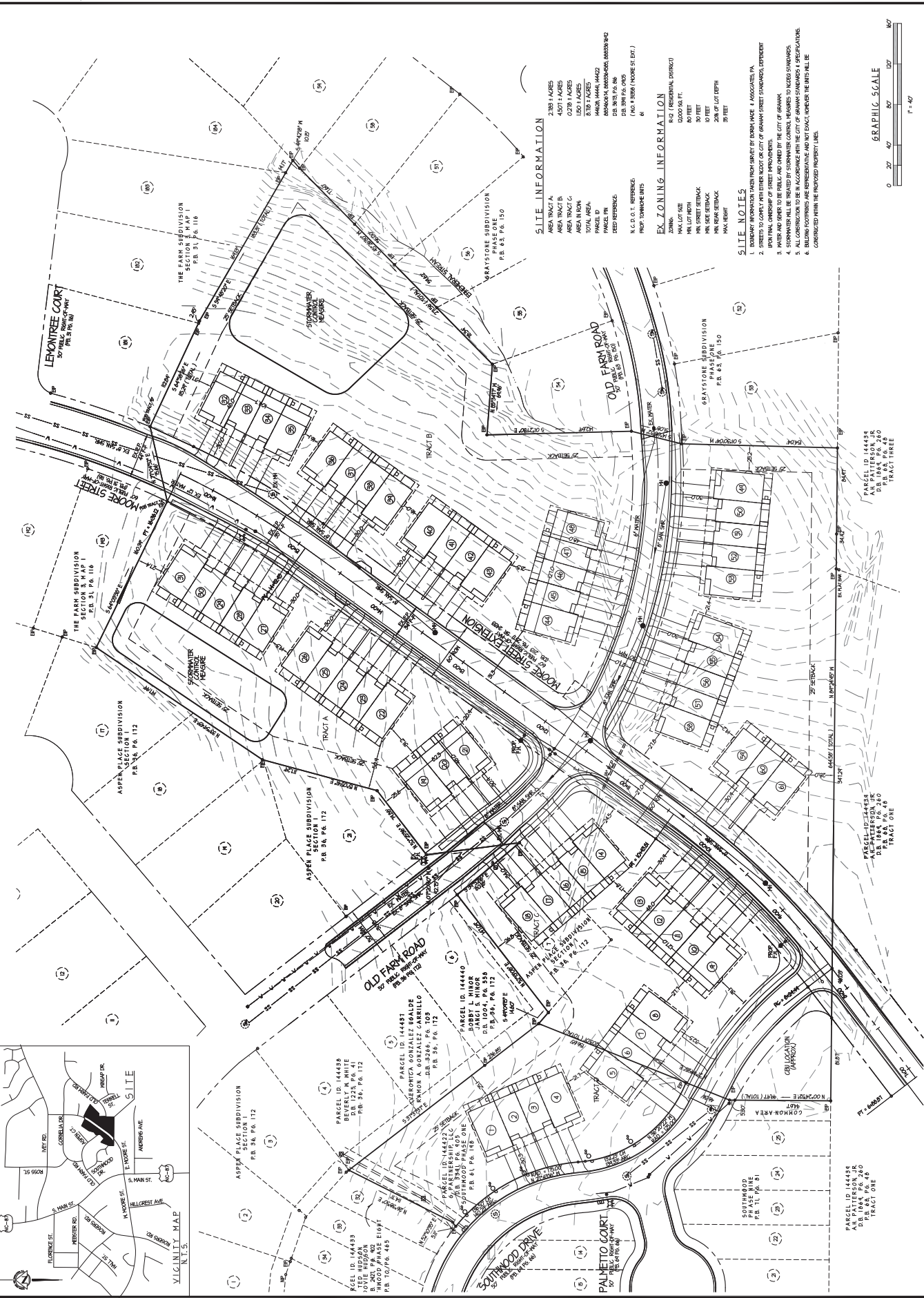
Signature of Applicant [Signature] 7/31/19 Date

Signature of Property Owner [Signature] 7/31/19 Date (if other than applicant)

Office Use Only. DEVID# SUP1902

Other Requirements

NCDOT Driveway Permit, if a new or relocated driveway is proposed on a NCDOT road, or for existing driveways if the use of the property is changing



SITE INFORMATION
 2.789 1 ACRES
 AREA TRACT A
 4.571 1 ACRES
 AREA TRACT B
 0.278 1 ACRES
 AREA TRACT C
 0.278 1 ACRES
 TOTAL AREA
 8.924 1 ACRES
 PARCEL ID
 DEED REFERENCE
 N.C.D.O.T. REFERENCE
 PROJ. TOWNSHIP ENDS
 61

EX. ZONING INFORMATION
 ZONING: R-12 (RESIDENTIAL DISTRICT)
 MAX LOT SIZE: 6000 SQ. FT.
 MIN LOT AREA: 3000 SQ. FT.
 MIN STREET SETBACK: 10 FEET
 MIN SIDE SETBACK: 10 FEET
 MIN REAR SETBACK: 20% OF LOT DEPTH
 MAX HEIGHT: 35 FEET

SITE NOTES
 1. BOUNDARY INFORMATION TAKEN FROM SURVEY BY EDWIN WACE & ASSOCIATES, P.A.
 2. STREETS TO COMPLETE WITH EITHER TOWN OR CITY OF GRAHAM STREET STANDARDS, DEPENDENT UPON FINAL OWNERSHIP OF STREET IMPROVEMENTS.
 3. WATER AND SEWER TO BE LOCATED AND OWNED BY THE CITY OF GRAHAM.
 4. ALL CONSTRUCTION TO BE IN ACCORDANCE WITH THE CITY OF GRAHAM STANDARDS & SPECIFICATIONS.
 5. BELIEVED FOOTINGS ARE REPRESENTATIVE AND NOT EXACT FOR THE ENDS WILL BE CONSTRUCTED WITHIN THE PROPOSED PROPERTY LINES.





PLANNING BOARD Recommendation & Statement of Consistency

Per NCGS 160A-383, zoning regulations shall be made in accordance with an adopted comprehensive plan and any other officially adopted plan that is applicable. The Planning Board shall advise and comment on whether the proposed amendment is consistent with the "The Graham 2035 Comprehensive Plan" and any other officially adopted plan that is applicable. The Planning Board shall provide a written recommendation to the City Council that addresses plan consistency and other matters as deemed appropriate by the Planning Board, but a comment by the Planning Board that a proposed amendment is inconsistent with the "The Graham 2035 Comprehensive Plan" shall not preclude consideration or approval of the proposed amendment by the City Council.

Moore Townhomes (SUP1902)

Type of Request
Special Use Permit

Meeting Dates
Planning Board on August 20, 2019
City Council on September 3, 2019

I move to **recommend APPROVAL** of the application as presented.

I move to **recommend APPROVAL with the following conditions:**

o [Insert additional or other conditions]

I move to **recommend DENIAL.**

I move to adopt the Findings of Fact and Conclusions of Law **as presented in the staff report.**

I move to adopt the Findings of Fact and Conclusions of Law presented in the staff report
with the following revisions:

The application is **consistent** with *The Graham 2035 Comprehensive Plan.*

The application is **not fully consistent** with *The Graham 2035 Comprehensive Plan.*

This report reflects the recommendation of the Planning Board, this the 20th day of August, 2019.

Attest:

Dean Ward, Planning Board Vice-Chairman

Debbie Jolly, Secretary



STAFF REPORT

Prepared by Nathan Page, Planning Director

Text Amendment for: Section 10.135 Table of Permitted Uses to change the requirements for a Boutique Shop

Type of Request: Text Amendment

Meeting Dates

Planning Board on September 17, 2019

City Council on October 1, 2019

Contact Information

Janet Ecklebarger, Nomadic View LLC

604 Washington Street

Graham NC, 27253

janet@gleandesign.com

Summary

Janet Ecklebarger has applied for an amendment to our Development Ordinance to clarify Botique Shops and to permit them as use by right in Neighborhood Business zones.

The following amendments to the Development Ordinance are proposed:

Existing Language:

Project Name

Boutique Shop
(AM1904)

Location

city-wide

Current Zoning

not applicable

Proposed Zoning

not applicable

Overlay District

not applicable

Staff Recommendation

Approval

Section 10.135 Table of Permitted Uses

Use Type	R-18	R-15	R-12	R-9	R-7	C-R	R-MF	R-G	O-I	C-O-I	B-3	B-2	B-1	C-B	I-1 (Note 19)	I-2 (Note 19)	C-1	C-MXR	C-MXC	LUC
Boutique Shops entirely within building									S	C	S	X	X	C	X		C	C	C	3

Proposed Language:

Section 10.16 Definitions

Boutique Shop– Retail establishments with fewer than 5,000 square feet of gross floor area

that specialize in one type or line of merchandise not otherwise listed in the Table of Permitted Uses. Such stores include, but are not limited to retail sales of clothing, shoes and accessories, music, art supplies including framing, bicycles, small electronics, books, stationary, collectables, consumer goods, art or craft objects, gifts, and musical instruments. Boutique Shops may also sell a specialized type or category of foods, gourmet/imported food stores, bakeries, cafes, specialty non-drive through restaurants, delicatessens, and organic food and beverage stores.

Section 10.135 Table of Permitted Uses

Use Type	R-18	R-15	R-12	R-9	R-7	C-R	R-MF	R-G	O-I	C-O-I	B-3	B-2	B-1	C-B	I-1 (Note 19)	I-2 (Note 19)	C-I	C-MXR	C-MXC	LUC
Boutique Shops, No Outdoor Storage									S	C	X	X	X	C	X		C	C	C	3

Conformity to The Graham 2035 Comprehensive Plan and Other Adopted Plans

Stragety 2.1.5 Reduce Barriers. Work with local businesses and economic development partners to identify and address unnecessary barriers to local business development. *It may be that a Special Use Permit is too high a bar for Boutique Shops in the Neighborhood Business District.*

Planning District
All

Development Type
All

Strategy 2.3.1 Facilitate Focused Development. Incentivize pedestrian-oriented nodal development consistent with this plan by incentivizing smart growth development... *Many of our Neighborhood Business zones are within dense, walkable neighborhoods. This amendment may result in the opening of additional pedestrian-oriented destinations.*

Policy 2.1.6 Locally Owned Businesses. Facilitate the creation and growth of small locally-owned businesses and support programs that provide technical and financial assistance to promote sustainable operating practices. *The expanded use for B-3 districts may result in more small, start-up type businesses with a smaller footprint and cost than may be required to compete in the B-2 districts.*

Policy 2.3.2 Innovative spaces, spaces of innovation. Graham promotes the development of flex space, live-work units, and adapitve structures for office, retail, and light industry. *The increased flexibility of the Boutique Shops within Neighborhood Business is likely to result in higher utilization of some dilapidated structures.*

Applicable Planning District Policies and Recommendations

- Not applicable; city-wide.

Staff Recommendation

Based on *The Graham 2035 Comprehensive Plan*, other jurisdictions and best practices, staff recommends **approval** of the text amendment. The following supports this recommendation:

- The 2035 Plan, in Strategy 2.1.5 and 2.3.1, as well as Policy 2.1.6 and 2.3.2, recommends increasing small business opportunities within Graham.

Janet Ecklebarger
Nomadic View LLC
604 Washington Street
Graham, NC 27253

August 30, 2019

Mr. Nathan Page
City Planner
201 S. Main Street
Graham, NC 27253

Dear Mr. Page:

I am writing to request a consideration for a development ordinance change and an enhancement of a definition. Currently the term "Boutique Shops" is permitted in zoned areas B-1, B-2, and I-1, with a special use for O-I and B-3. I would like to recommend that the special use be omitted for B-3, and that it become a permitted use, as well as a clarification of Boutique Shops be added to the City of Graham Development Ordinances.

The term "boutique" refers to a small shop dealing in fashionable clothing or accessories, or a small exclusive producer or business that offers highly specialized services or products. This definition describes a growing number of entrepreneurs and small business currently getting started in and around Alamance County. In order to welcome them to Graham and encourage them to activate our neighborhood spaces, I believe that this change and clarification is necessary.

B-3 is zoned as a neighborhood business district, there are 27 of these parcels scattered around the neighborhoods in Graham. According to the 2035 Comprehensive Plan, Graham is looking to focus development on locally owned business that promote infill development and walkable, mixed use built environments. Also, that the encouragement of neighborhood activity centers, which serve the neighborhood with small grocery stores, dry cleaners, coffee shops, small restaurants, small professional offices and live work units, are exactly what the B-3 zoning implies.

I feel that this addition to the permitted table of uses for B-3 zoning is completely in line with the 2035 Plan. I believe that this definition should include the following for Boutique Shops, no outdoor storage or sales: Retail establishments with fewer than 5,000 square feet of gross floor area that specialize in one type or line of merchandise not otherwise listed in the Table of Permitted Uses. Such stores include, but are not limited to retail sales of clothing, shoes and accessories, music, art supplies including framing, bicycles, small electronics, books, stationary, collectibles, consumer goods, art or craft objects, gifts, and musical instruments. It should also include shops selling a specialized type or category of foods, like gourmet/imported food stores, bakeries, cafes, small, specialty, non-drive through restaurants, delicatessens, and organic food and beverage stores.

Of course these businesses should operate within the guidelines of a neighborhood business meaning that their operating hours, deliveries etc., would be regulated so as not to disrupt the neighborhood residents.

I would like to see this addition/clarification brought to the Planning Board and City Council for consideration at their upcoming meetings. Please let me know if there is any other information you require from me to bring this to their attention, thank you.

Sincerely,



Janet Ecklebarger



PLANNING BOARD Recommendation & Statement of Consistency

Per NCGS 160A-383, zoning regulations shall be made in accordance with an adopted comprehensive plan and any other officially adopted plan that is applicable. The Planning Board shall advise and comment on whether the proposed amendment is consistent with "The Graham 2035 Comprehensive Plan" and any other officially adopted plan that is applicable. The Planning Board shall provide a written recommendation to the City Council that addresses plan consistency and other matters as deemed appropriate by the Planning Board, but a comment by the Planning Board that a proposed amendment is inconsistent with "The Graham 2035 Comprehensive Plan" shall not preclude consideration or approval of the proposed amendment by the City Council.

B-3 Botiques (AM1904)
Type of Request
Text Amendment
Meeting Dates
Planning Board on September 17, 2019
City Council on October 1, 2019

- I move to **recommend APPROVAL** of the application as presented.
- I move to **recommend APPROVAL** of the application as amended by Planning Board.
- I move to **recommend DENIAL**.

-
- The application is **consistent** with *The Graham 2035 Comprehensive Plan*.
 - The application is **not fully consistent** with *The Graham 2035 Comprehensive Plan*.

The action is reasonable and in the public interest for the following reasons:

This report reflects the recommendation of the Planning Board, this the 17th day of September, 2019.

Attest:

Dean Ward, Planning Board Chair

Debbie Jolly, Secretary



STAFF REPORT

Prepared by Nathan Page, Planning Director

S Main Townhomes (CR1901)

Type of Request: Rezoning

Meeting Dates

Planning Board on September 17, 2019

City Council on October 1, 2019

Contact Information

Villane Inc

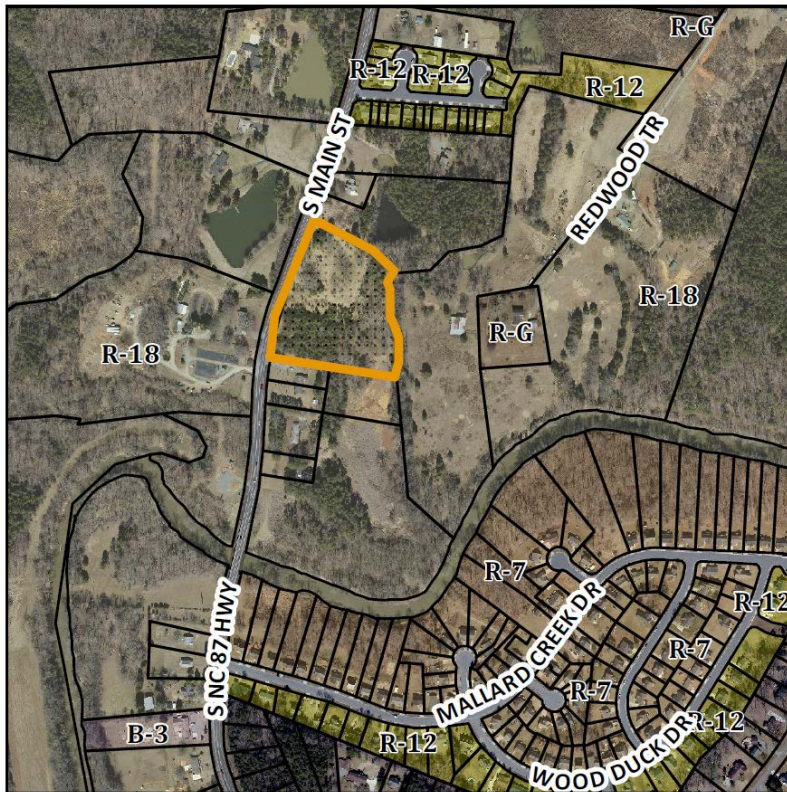
223 Shady Drive

Burlington NC, 27215

336-226-8404;jsmith@villane.com

Summary

This is a request to rezone the subject property from CR to CR. Originally, the rezoning permitted 32 townhomes with a private street. The proposed rezoning has 32 townhomes with a proposed public street. If rezoned, the property will also have to comply with the updated stormwater regulations. The property is currently vacant.



Location

2048 S Main Street

GPIN

8882397172

Current Zoning

Residential (CR)

Proposed Zoning

Residential (CR)

Overlay District

none

Surrounding Zoning

R-18

Surrounding Land Uses

Single Family, Vacant, and Nursery

Size

Approximately 5.5 acres

Public Water & Sewer

Yes

Floodplain

Yes

Staff Recommendation

Approval

Conformity to the *Graham 2035 Comprehensive Plan (GCP)* and Other Adopted Plans

Applicable Policies;

- **3.3.2 Focused Development.** In order to maintain Graham’s affordability and promote growth, the city will facilitate smart growth development by promoting infill development and focused, walkable, and mixed use built environments. *While the development will likely not be walkable within a few years, the time horizon of The Graham 2035 Comprehensive Plan may result in a walkable node developing within the half-mile walkable radius of this neighborhood.*
- **5.1.1 Housing Variety.** Encourage a mix of housing types within Graham to increase choice. These can include single family dwellings units, multifamily dwelling units, small units, pre-fabricated homes, co-housing and clustered housing. *This project would construct additional townhomes to increase housing choice in Graham.*

Applicable Strategies;

- **4.3.1 Land Use Patterns.** Promote development of efficient land use patterns to allow continued quality and efficiency of water systems. Discourage the extension of water service into areas that are not most suitable for development. *The site would connect to existing city infrastructure.*

Planning Type

Neighborhood

Development Type

Suburban Residential

For single family residential, townhouses, duplexes, accessory dwelling units, and small scale multi-family dwelling of twelve units or less.

Buildings should be located near the front of the property line, oriented towards the street, and include front porches and other private outdoor spaces.

Recess garages behind the front of buildings to avoid streetscapes dominated by garage doors.

Density of 3 to 6 DU/acre

Staff Recommendation

Based on *The Graham 2035 Comprehensive Plan* and the *City of Graham Development Ordinance*, staff recommends **approval** of the rezoning. The following supports this recommendation:

- Rezoning the property would be in consistence with Policy 3.3.2, 5.1.1, and Strategy 4.3.1 of *The Graham 2035 Comprehensive Plan*.



Application for REZONING or CONDITIONAL REZONING

P.O. Drawer 357
201 South Main Street
Graham, NC 27253
(336) 570-6705
Fax (336) 570-6703
www.cityofgraham.com

This application is for both general district rezonings and conditional rezonings. Applications are due on the 25th of each month. Applicants are encouraged to consult with the *City of Graham Development Ordinances* and the City Planner.

Site

Street Address: 2048 S MAIN ST

Tax Map#: 142973 GPIN: 8882397

Current Zoning District(s):

- R-7 R-9 R-12 R-15 R-18
- R-MF R-G C-R C-MXR
- B-1 B-2 B-3 C-B C-MXC
- O-1 C-O-1 I-1 I-2 C-I

Overlay District, if applicable:

- Historic S Main St/Hwy 87 E Harden St/Hwy 54

Current Use: VACANT

Total Site Acres: 5.57

Property Owner: VILLANE INC.

Mailing Address: PO BOX 138

City, State, Zip: GIBSONVILLE, NC 27249

Applicant

Property Owner Other _____

Application for Conditional Rezoning may only be initiated by the owner of a legal interest in all affected property, any person having an interest in the property by reason of written contract with owner, or an agent authorized in writing to act on the owner's behalf. If the applicant for Conditional Rezoning is other than the Property Owner, documentation in compliance with the preceding statement must be provided in order for this application to be complete.

Name: VILLANE INC

Mailing Address: 223 SHADY DR.

City, State, Zip: BURLINGTON NC 27215

Phone # 336 226 8404

Email: jsmith@villane.net

I have completed this application truthfully and to the best of my ability.

James Harold Smith Jr.
Signature of Applicant

dotloop verified
08/27/19 12:48 PM
EDT
AAKB-TJJZ-UGKB-KFH4

Date

Proposed Rezoning or Conditional Rezoning

Proposed Zoning District(s):

- R-7 R-9 R-12 R-15 R-18
- R-MF R-G C-R C-MXR
- B-1 B-2 B-3 C-B C-MXC
- O-1 C-O-1 I-1 I-2 C-I

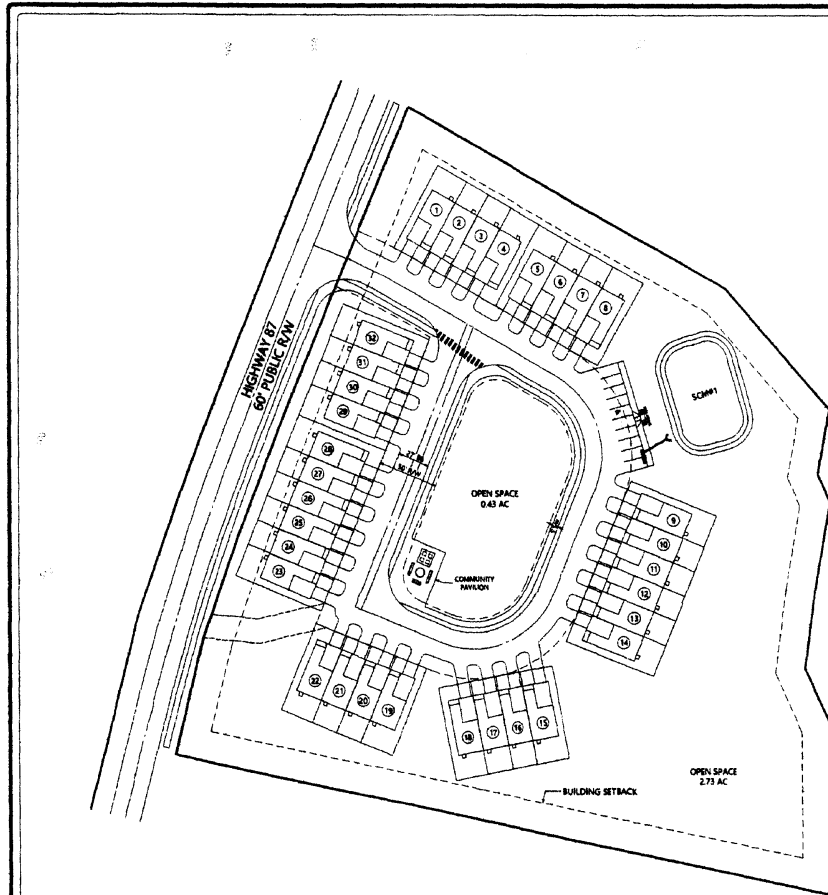
Describe the purpose of this rezoning request. *For Conditional Rezonings*, also specify the actual use(s) intended for the property (from Sec. 10.135 Table of Permitted Uses) along with other descriptive or pertinent information, such as number of dwelling units, type of multifamily development, square footage and number of buildings:

THIS CONDITIONAL REZONING PROPOSES THE USE OF THIS PARCEL FOR A 32 TOWNHOUSE SUBDIVISION.

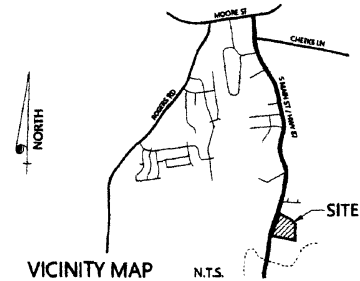
For Conditional Rezonings, this application must be accompanied by a Preliminary Site Plan and supporting information specifying the actual use(s) and any rules, regulations or conditions that, in addition to predetermined ordinance requirements, will govern the development and use of the property.

Site Plan Review Application **must be attached to this application for Conditional Rezonings**

Office Use Only. DEVID#



NOTE: Preliminary - NOT for construction
NOTE: Building footprints are for illustrative purposes only.



SITE DATA

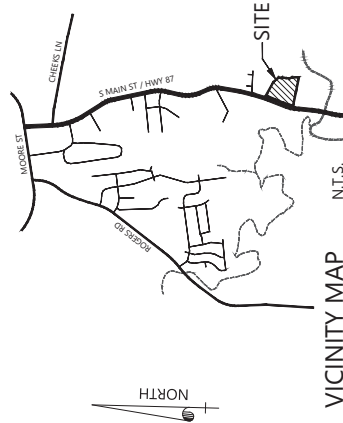
CONTACT	PENNY SEKADLO 9220 FAIRBANKS DR SUITE 220 RALEIGH, NC 27613 919-848-1461 pennyengineer@aol.com
DEVELOPER	GLENWOOD HOMES, LLC
CURRENT OWNER	VILLANE INC PO BOX 138 GIBSONVILLE, NC 27249
SITE ADDRESS	2048 S MAIN ST GRAHAM, NC 27253
PIN	8882397172
ZONING	C-R
TOTAL AREA	5.57 ACRES
DENSITY	32 TH / 5.57 AC = 5.7 UNITS/ACRE
OPEN SPACE	3.16 AC (57%)
MINIMUM LOT SIZE	20'W x 60'L

PENNY ENGINEERING DESIGN
CONSULTING ENGINEERS & LAND DESIGNERS
2020 FAIRBANKS DR., SUITE 220 RALEIGH, NC 27613
919-848-1461
PENNYENGINEER.COM

MIDDLEFIELD TOWNS
ALAMANCE CO NORTH CAROLINA
GRAHAM
PRELIMINARY SUBDIVISION PLAN

SCALE	DATE
1" = 40'	JBL
DATE	CHK'D BY
8/7/19	PLS

NO.	REV.	DATE	BY



VICINITY MAP N.T.S.

SITE DATA

CONTACT
 PENNY SEKADLO
 9220 FAIRBANKS DR SUITE 220
 RALEIGH, NC 27613
 919-848-1461
 pennyengineer@aol.com

DEVELOPER
 GLENWOOD HOMES, LLC

CURRENT OWNER
 VILLANE INC
 PO BOX 138
 GIBSONVILLE, NC 27249

SITE ADDRESS
 2048 S. MAIN ST.
 GRAHAM, NC 27253

PIN
 88882397172

ZONING
 C-R

TOTAL AREA
 5.57 ACRES

DENSITY
 32 TH / 5.57 AC = 5.7 UNITS/ACRE

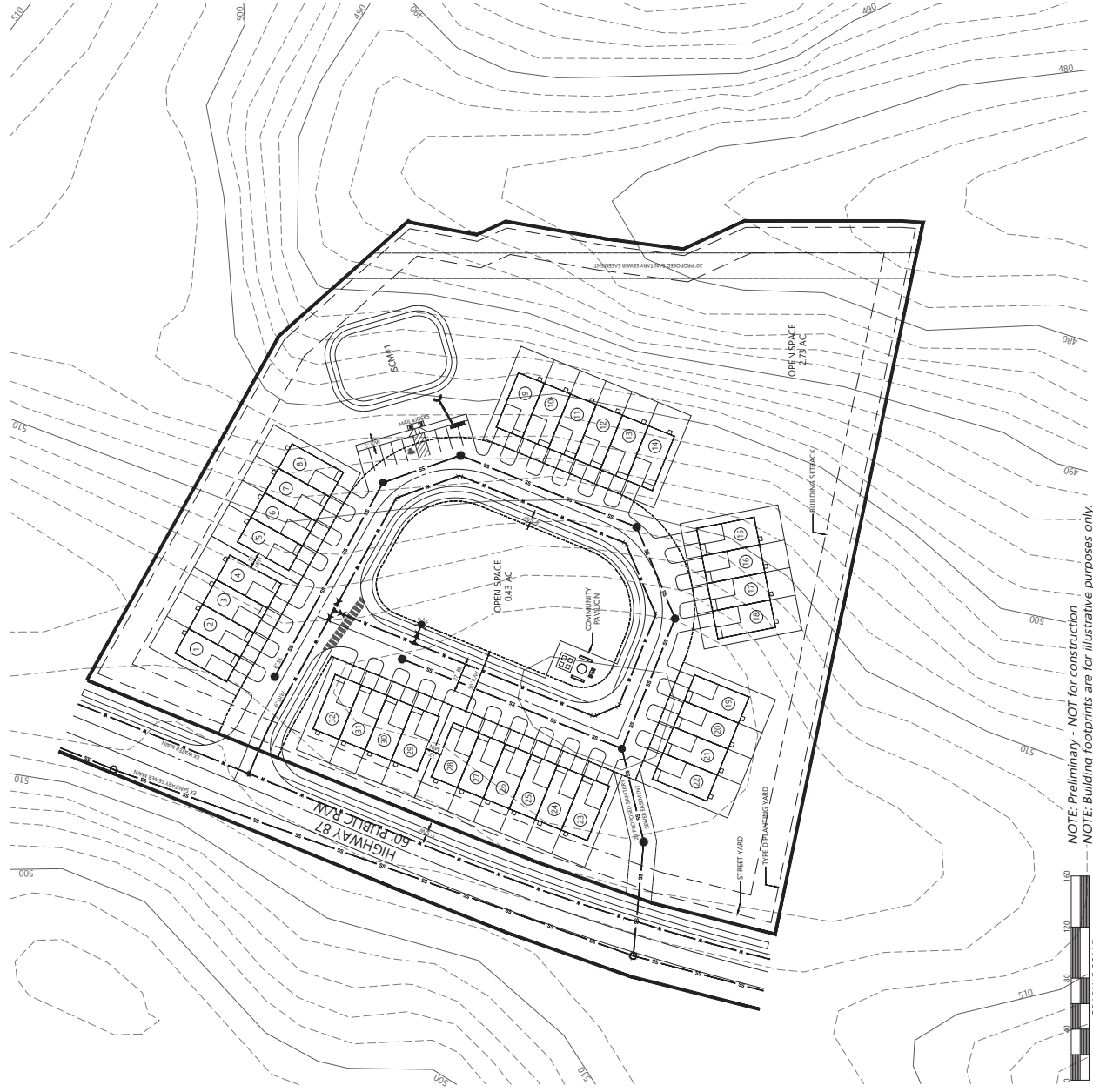
OPEN SPACE
 3.16 AC (57%)

MINIMUM LOT SIZE
 20'W x 60'L

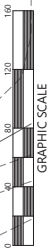
PARKING
 RECD : 2 SPACES PER UNIT = 64 SPACES
 PROV'D : 72 SPACES + 1 HANDICAP

LEGEND

- PROPERTY LINE
- RIGHT-OF-WAY
- SANITARY SEWER MAIN
- WATER MAIN
- STORM DRAINAGE
- PROPOSED MANHOLE
- EXISTING MANHOLE
- FIRE HYDRANT



NOTE: Preliminary - NOT for construction
 NOTE: Building footprints are for illustrative purposes only.





PLANNING BOARD Recommendation & Statement of Consistency

Per NCGS 160A-383, zoning regulations shall be made in accordance with an adopted comprehensive plan and any other officially adopted plan that is applicable. The Planning Board shall advise and comment on whether the proposed amendment is consistent with "The Graham 2035 Comprehensive Plan" and any other officially adopted plan that is applicable. The Planning Board shall provide a written recommendation to the City Council that addresses plan consistency and other matters as deemed appropriate by the Planning Board, but a comment by the Planning Board that a proposed amendment is inconsistent with "The Graham 2035 Comprehensive Plan" shall not preclude consideration or approval of the proposed amendment by the City Council.

S Main Townhomes (CR1901)
Type of Request
Conditional Rezoning
Meeting Dates
Planning Board on September 17, 2019
City Council on October 1, 2019

I move to **recommend APPROVAL** of the application as presented.

I move to **recommend APPROVAL with the following conditions:**

- [insert additional conditions]

I move to **recommend DENIAL.**

The application is **consistent** with *The Graham 2035 Comprehensive Plan*.

The application is **not fully consistent** with *The Graham 2035 Comprehensive Plan*.

The action is reasonable and in the public interest for the following reasons:

This report reflects the recommendation of the Planning Board, this the 17th day of September, 2019.

Attest:

Dean Ward, Planning Board Chairman

Debbie Jolly, Secretary



STAFF REPORT

Prepared by Nathan Page, Planning Director

S Main Windsor (RZ1905)

Type of Request: Rezoning

Meeting Dates

Planning Board on September 17, 2019

City Council on October 1, 2019

Contact Information

David Michaels

PO Box 9147

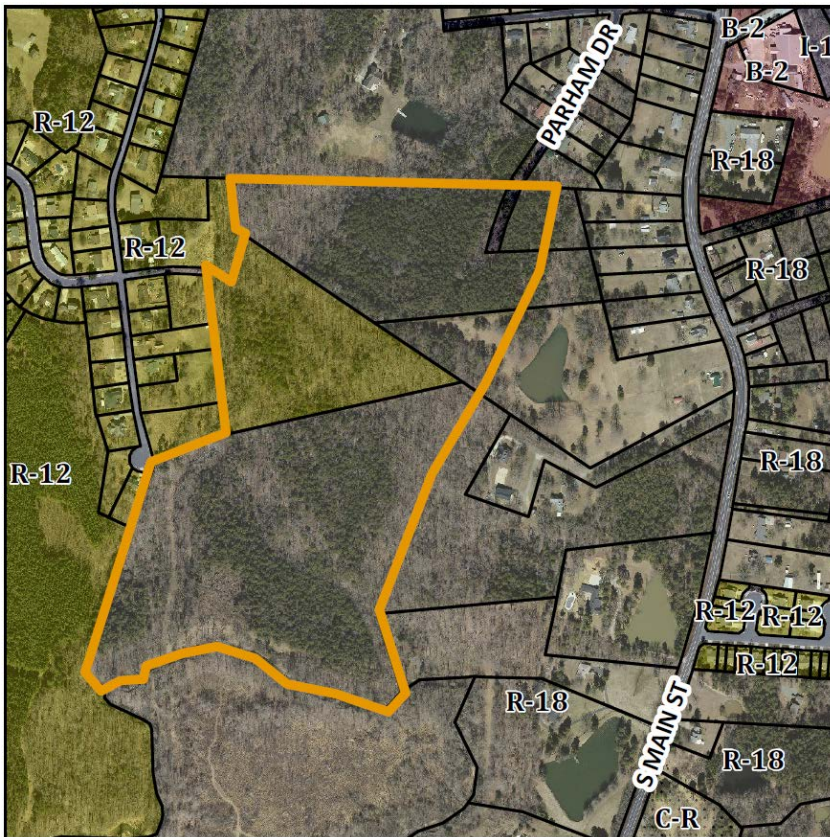
Greensboro NC, 27429

336-282-3535;

dmichaels@windsorinvestments.com

Summary

This is a request to rezone the subject property from R-18 and R-12 to R-9. The property is currently vacant, wooded, and under cultivation.



Location

Wildwood Lane and Parham Drive

GPIN

8883100157, and portions of
8883312515, 8883216464,
8883204297, 8883303914.

Current Zoning

Residential
(R-18, R-12)

Proposed Zoning

Residential (R-9)

Overlay District

none

Surrounding Zoning

R-18, R-12

Surrounding Land Uses

Single Family and Vacant

Size

Approximately 52 acres

Public Water & Sewer

Yes

Floodplain

Yes

Staff Recommendation

Approval

Conformity to the *Graham 2035 Comprehensive Plan (GCP)* and Other Adopted Plans

Applicable Policies;

- **3.2.1 Connectivity.** Promote interconnectivity within residential and commercial developments. *Like West Hill Reserve to the North, this property may connect to existing street stubs and result in additional interconnects.*
- **3.3.2 Focused Development.** In order to maintain Graham’s affordability and promote growth, the city will facilitate smart growth development by promoting infill development and focused, walkable, and mixed use built environments. *This development utilizes the land which is served by city water and sewer more efficiently than maintaining the existing R-18 zoning. Additionally, the Suburban Residential neighborhood type density recommendations are greater than that which is permitted by R-18 zoning.*

Applicable Strategies;

- **4.3.1 Land Use Patterns.** Promote development of efficient land use patterns to allow continued quality and efficiency of water systems. Discourage the extension of water service into areas that are not most suitable for development. *The site would connect to existing city infrastructure.*

Planning Type

Neighborhood

Development Type

Suburban Residential

For single family residential, townhouses, duplexes, accessory dwelling units, and small scale multi-family dwelling of twelve units or less.

Buildings should be located near the front of the property line, oriented towards the street, and include front porches and other private outdoor spaces.

Recess garages behind the front of buildings to avoid streetscapes dominated by garage doors.

Density of 3 to 6 DU/acre

Staff Recommendation

Based on *The Graham 2035 Comprehensive Plan* and the *City of Graham Development Ordinance*, staff recommends **approval** of the rezoning. The following supports this recommendation:

- Rezoning the property would be in consistence with Policy 3.2.1, 3.3.2, and Strategy 4.3.1 of *The Graham 2035 Comprehensive Plan*.



Application for REZONING or CONDITIONAL REZONING

RECEIVED

AUG 30 2019

PLANNING DEPT.

P.O. Drawer 357
201 South Main Street
Graham, NC 27253
(336) 570-6705
Fax (336) 570-6703
www.cityofgraham.com

This application is for both general district rezonings and conditional rezonings. Applications are due on the 25th of each month. Applicants are encouraged to consult with the *City of Graham Development Ordinances* and the City Planner.

Site

Street Address: Parham Dr.; Broadway Dr.; 1855 S Main St.; 1843 S Main St.

Tax Map#: See attached GPIN: See attached

Current Zoning District(s):

- R-7 R-9 R-12 R-15 R-18
 R-MF R-G C-R C-MXR
 B-1 B-2 B-3 C-B C-MXC
 O-I C-O-I I-1 I-2 C-I

Overlay District, if applicable:

- Historic S Main St/Hwy 87 E Harden St/Hwy 54

Current Use: Undeveloped/vacant

Total Site Acres: 52.17+/-

Property Owner: See attached

Mailing Address: See attached

City, State, Zip: See attached

Applicant

Property Owner Other Windsor Investments, LLC

Application for Conditional Rezoning may only be initiated by the owner of a legal interest in all affected property, any person having an interest in the property by reason of written contract with owner, or an agent authorized in writing to act on the owner's behalf. If the applicant for Conditional Rezoning is other than the Property Owner, documentation in compliance with the preceding statement must be provided in order for this application to be complete.

Name: David B. Michaels, Company Agent

Mailing Address: PO Box 9147

City, State, Zip: Greensboro, NC 27429

Phone # 336.282.3535

Email: dmichaels@windsorinvestments.com

I have completed this application truthfully and to the best of my ability.

Signature of Applicant [Signature] Date 8/29/2019

Proposed Rezoning or Conditional Rezoning

Proposed Zoning District(s):

- R-7 R-9 R-12 R-15 R-18
 R-MF R-G C-R C-MXR
 B-1 B-2 B-3 C-B C-MXC
 O-I C-O-I I-1 I-2 C-I

Describe the purpose of this rezoning request. *For Conditional Rezoning*s, also specify the actual use(s) intended for the property (from Sec. 10.135 Table of Permitted Uses) along with other descriptive or pertinent information, such as number of dwelling units, type of multifamily development, square footage and number of buildings:

Single family detached residential community

For Conditional Rezonings, this application must be accompanied by a Preliminary Site Plan and supporting information specifying the actual use(s) and any rules, regulations or conditions that, in addition to predetermined ordinance requirements, will govern the development and use of the property.

Site Plan Review Application **must be attached to this application for Conditional Rezoning**s

Office Use Only: DEVID# RZ1904

S. Main Windsor

Application for Rezoning

Street Address:

Parham Dr.; Broadway Dr.; 1855 S Main St.; 1843 S Main St.

Tax Map #:

6-16-35 (part)

6-16-34 (part)

6-14-6

6-14-4 (part)

6-16-29 (part)

GPIN:

8883312515 (part)

8883216464 (part)

8883100157

8883204297 (part)

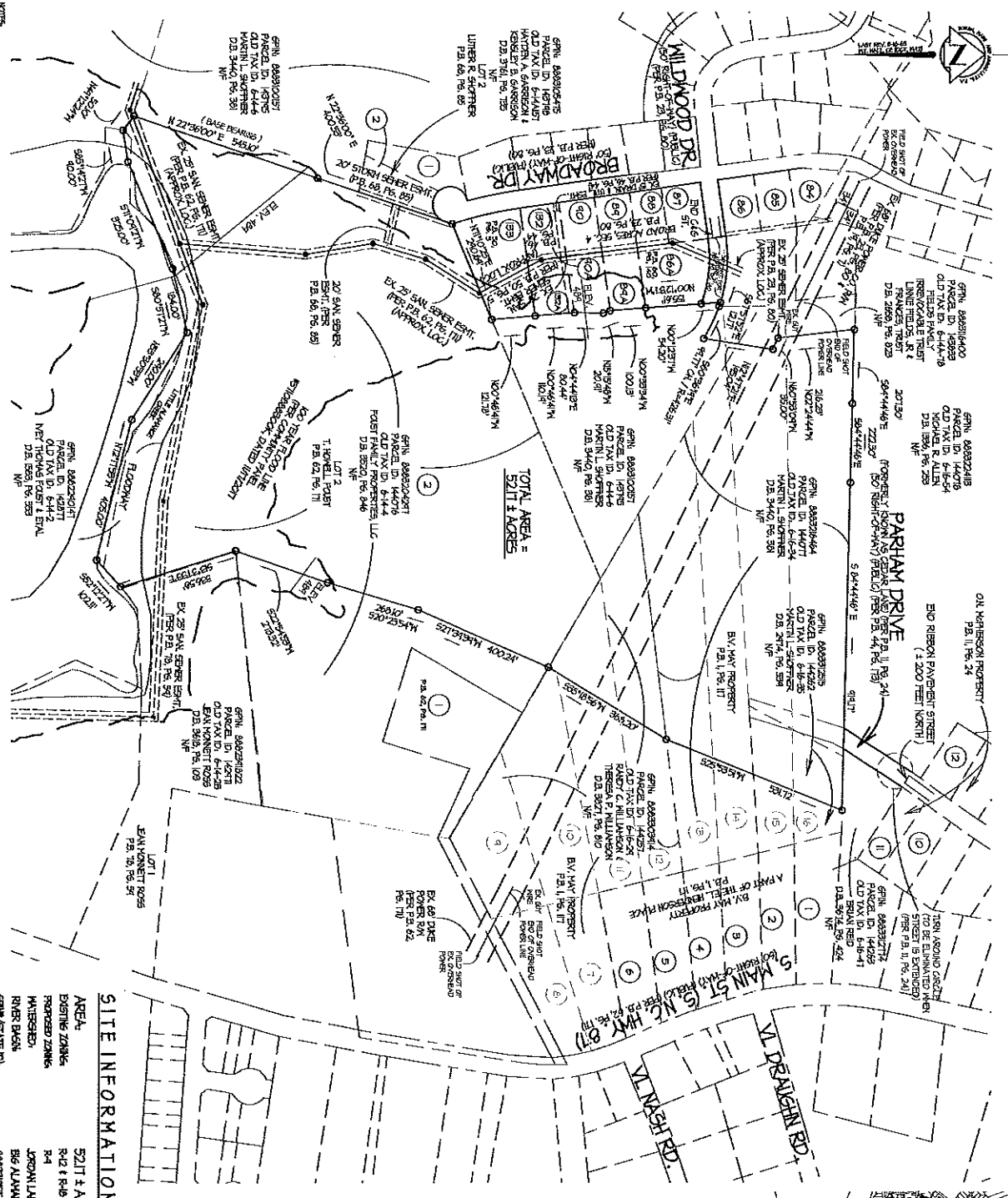
8883303914 (part)

Property Owners:

Martin & Shadra Shoffner – 1468 Trollingwood-Hawfields Rd., Mebane, NC 27302

Foust Family Properties, LLC – 906 Hanford Rd., Graham, NC 27253

Randy & Theresa Williamson – 1843 S. Main St., Graham, NC 27253

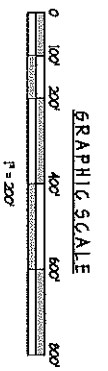


NOTES:

BOUNDARY INFORMATION TAKEN FROM DEEDS AND MAPS. PLANS AND HEIGHTS NOT FIELD SURVEY.

THIS EXHIBIT WAS PREPARED WITHOUT THE BENEFIT OF A TITLE SURVEY AND IS SUBJECT TO ANY PLATS AND EASEMENTS THAT MAY BE DISCOVERED BY A COMPLETE TITLE SEARCH.

PROPERTY LINES SHOWN ARE NOT A PART OF THIS EXHIBIT AND ARE TAKEN FROM RECORDED DEEDS, RECORDS, AND THE TAX MAP AS SHOWN BY THE STATE OF NORTH CAROLINA GENERAL SURVEYOR'S OFFICE. ANY DISCREPANCY BETWEEN THIS EXHIBIT AND THE STATE OF NORTH CAROLINA GENERAL SURVEYOR'S OFFICE SHALL BE CONSIDERED AS A DISCREPANCY BETWEEN THIS EXHIBIT AND THE STATE OF NORTH CAROLINA GENERAL SURVEYOR'S OFFICE.



SITE INFORMATION

AREA	5.11 ± ACRES
EXISTING ZONING	R-1 & R-1B
PROPOSED ZONING	R-1
WATERSEDS	LYNDEN LAKE
RIVER BASIN	BR ALAMANCE GREENWAY/ROCKCREEK PEAK RIVER
GRASS STATE ID	0000000000 (PARCEL) 0000000000 (PARCEL) 0000000000 (PARCEL) 0000000000 (PARCEL) 0000000000 (PARCEL)
PARCEL ID	0000000000 (PARCEL) 0000000000 (PARCEL) 0000000000 (PARCEL) 0000000000 (PARCEL) 0000000000 (PARCEL)
OLD TAX ID	6-16-55 (PARCEL) 6-16-54 (PARCEL) 6-14-4
DEED REFERENCE	DE 2474 PC 59-128 3440 PC 394
PLAT REFERENCES	DE 2822 PC 346 & DE 2821 PC 80 PC 175 41 & PC 175 17



REZONING EXHIBIT FOR SHOFFNER, WILLIAMSON & FOUST FAMILY PROPERTIES, LLC PARHAM DRIVE

GRAHAM, NORTH CAROLINA 27253
GRAHAM TOWNSHIP, ALAMANCE COUNTY

BWA
ENGINEERS
PLANNERS
SURVEYORS

Borum, Wade and Associates, P.A.
821 Empire Court, Suite 100, Graham, NC 27241-0711
P.O. Box 1188, Graham, NC 27241-0188
Phone: 336-538-1719
Web: www.bwainc.com
N.C. License # C-0881

PREPARED FOR: SHOFFNER, WILLIAMSON & FOSTER, LLC
1000 WOOD DR, GRAHAM, NC 27241-0711
1000 WOOD DR, GRAHAM, NC 27241-0711
1000 WOOD DR, GRAHAM, NC 27241-0711

DATE: AUGUST 21, 2018

SCALE: 1"=200'

FILE NO.: 18-0000000000-000000

PLAT SHEET NO.: 1

Rezoning Legal Description for
Shoffner, Williamson & Foust Family Properties, LLC
Parham Drive
Graham, North Carolina 27253

Beginning at a point in the recorded eastern margin of Broadway Drive as shown on a map entitled "Luther R. Shoffner" and recorded in Plat Book 68, Page 85 in the Office of the Register of Deeds of Alamance County, N.C., said point being the recorded northwestern property corner of Grantor (now or formerly) Foust Family Properties, LLC as described and recorded in Deed Book 3520, Page 846 and being Lot 2 as shown on a map entitled "T. Howell Foust" and recorded in said Plat Book 62, Page 71 in said Alamance County Registry), said point also being the recorded southwestern lot corner of Lot 133 as shown on a map entitled "Broad Acres, Section Seven" and recorded in Plat Book 50, Page 5 in said Alamance County Registry; thence, from said point of beginning, along Grantor's recorded northern property line, said southern lot line of said Lot 133, North 71°10'23" East 290.69 feet to a point, said point being the recorded southwestern property corner of (now or formerly) Martin L. Shoffner as described and recorded in Deed Book 3440, Page 381 in said Alamance County Registry and also being the recorded southeastern corner of said Lot 133; thence, along said Shoffners western property line and the recorded eastern line of Lots 133, 132A, 90A, 89A and 86A as shown on several maps entitled "Broad Acres, Plat Book 50, Page 5, Plat Book 46, Page 44, Plat Book 23, Page 80 & Plat Book 60, Page 40" in said Alamance County Registry the following seven (7) bearing and distances: 1) North 00°46'41" West 121.78 feet to a point; 2) North 00°46'41" West 110.19 feet to a point; 3) North 04°44'13" East 80.44 feet to a point; 4) North 15°15'48" West 20.91 feet to a point; 5) North 00°33'34" West 100.13 feet to a point; 6) North 00°12'37" West 155.61 feet to a point on the recorded southern margin of Wildwood Drive; 7) thence along the recorded eastern margin of Wildwood Drive North 00°12'37" West 54.20 feet to a point on the recorded northern margin of Wildwood Drive, said point being the recorded northwestern corner of said Martin L. Shoffner and also being a point on the recorded southern property line of (now or formerly) Fields Family Irrevocable Trust, Linnie Fields Jr. & Frances, Trust as described and recorded in Deed Book 2658, Page 823 in said Alamance County Registry; thence, along the recorded northern property line of said Shoffner and the recorded southern property line of said Field Family the following two (2) bearing and distances: 1) South 67°57'52" East 12.17 feet to a point; 2) with a curve to the right, having a radius of 426.31 feet and a chord bearing and distance of South 60°36'19" East 99.77 feet to a point; thence, along the recorded western property line of said Shoffner and recorded eastern property line of said Fields the following three (3) bearing and distances: 1) North 12°47'21" East 195.04 feet to a point; 1) North 60°53'09" West 35.00 feet to a point; 3) North 02°24'44" West 216.23 feet to a point, said point being the recorded northwestern property corner of said Shoffner, the recorded northeastern property corner of said Fields and point also being located on the recorded southern property line of (now or formerly) Michael R. Allen as described and recorded in Deed Book 1336, Page 253 in said Alamance County Registry; thence, along the recorded northern property line of said Shoffner and the recorded southern property line of said Allen the following three (3) bearing and distances: 1) South 84°44'46" East 207.30 feet to a point; 2) South 84°44'46" East 222.30 feet to a point; 3) South 84°44'46" East 919.17 feet to a point, said point being the recorded northeastern property corner of said Shoffner and a point on the recorded southern property line of (now or formerly) Brian Reid as described and recorded in Deed Book 3674, Page 424 in said Alamance County Registry and also being located on the recorded northern lot line of Lot 16 as shown on a

map entitled "B.V. May Property" and recorded in Plat Book 1, Page 117 in said Alamance County Registry; thence, with a new proposed property line for said Shoffner (recorded in Deed Book 3440, Page 381 and Deed Book 2974, Page 539) the following five (5) bearing and distances: 1) South 25°53'51" West 531.72 feet to a point, said point being located on the recorded northern property corner of (now or formerly) Randy C. Williamson & Theresa P. Williamson as described and recorded in Deed Book 3827, Page 810 and also located on the recorded southern property line of said Shoffner (Deed Book 3440, Page 381 in said Alamance County Registry; 2) South 35°18'56" West 388.20 feet to a point, said point being located on the southern property line of said Williamson and also being located on the recorded northern property line of said Foust Family Properties, LLC; 2) South 27°39'39" West 400.24 feet to a point; 4) South 20°23'54" West 268.10 feet to a point; 5) South 22°54'53" West 273.32 feet to a point, said point being the recorded northwestern property corner of (now or formerly) Jean Monnett Ross as described and recorded in Deed Book 3618, Page 103 and also known as the recorded northwestern lot corner of Lot 1 as shown on a map entitled "Jean Monnett Ross" and recorded in Plat Book 78, Page 59 in said Alamance County Registry; thence, along with the recorded eastern property line of said Foust Family Properties, LLC and the recorded western property line of said Ross South 13°37'33" East 336.58 feet to a point, said point being the recorded southwestern property corner of said Ross, one of the recorded southeastern property corners of said Foust Family Properties, LLC and also being one of the recorded northeastern property corner of (now or formerly) Ivey Thomas Foust & ETAL as described and recorded in Deed Book 1583, Page 353 in said Alamance County Registry; thence, along with the recorded southern property line of said Foust Family Properties, LLC and the recorded northern property line of said Ivey Thomas Foust & ETAL the following seven (7) bearing and distances as it meanders and bends along the Little Alamance Creek: 1) South 52°12'27" West 102.11 feet to a point; 2) North 72°17'33" West 405.00 feet to a point; 3) North 53°30'33" West 290.00 feet to a point; 4) South 80°57'27" West 184.00 feet to a point; 5) South 71°09'27" West 325.00 feet to a point; 6) South 85°14'27" West 90.00 feet to a point; 5) North 49°12'24" West 50.10 feet to a point, said point being the recorded southwestern property corner of said Foust Family Properties, LLC and one of the recorded southeastern property corners of (now or formerly) Martin L. Shoffner as described and recorded in Deed Book 3440, Page 381 in said Alamance County Registry; thence, along the recorded western property line of said Foust Family Properties, LLC and the recorded eastern property line of said Martin L. Shoffner the following two (2) bearing and distances: 1) North 22°36'00" East 545.10 feet to a point; 2) North 22°36'00" East 400.53 feet to the point of beginning, containing an area of 52.17 acres, more or less.



PLANNING BOARD Recommendation & Statement of Consistency

Per NCGS 160A-383, zoning regulations shall be made in accordance with an adopted comprehensive plan and any other officially adopted plan that is applicable. The Planning Board shall advise and comment on whether the proposed amendment is consistent with "The Graham 2035 Comprehensive Plan" and any other officially adopted plan that is applicable. The Planning Board shall provide a written recommendation to the City Council that addresses plan consistency and other matters as deemed appropriate by the Planning Board, but a comment by the Planning Board that a proposed amendment is inconsistent with "The Graham 2035 Comprehensive Plan" shall not preclude consideration or approval of the proposed amendment by the City Council.

S Main Windsor (RZ1904)
Type of Request
Rezoning
Meeting Dates
Planning Board on September 17, 2019
City Council on October 1, 2019

I move to **recommend APPROVAL** of the application as presented.

I move to **recommend DENIAL**.

The application is **consistent** with *The Graham 2035 Comprehensive Plan*.

The application is **not fully consistent** with *The Graham 2035 Comprehensive Plan*.

The action is reasonable and in the public interest for the following reasons:

This report reflects the recommendation of the Planning Board, this the 17th day of September, 2019.

Attest:

Dean Ward, Planning Board Chairman

Debbie Jolly, Secretary

The Graham 2035 Comprehensive Plan



A Time of Opportunity

ADOPTED September 1, 2015



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PART I: SETTING THE STAGE



Introduction

Background

The City of Graham is at a key point of change in its history. The economics and job base have changed, growth is occurring all around the City, the historic downtown area is poised for revitalization, and expectations are high.

Graham is a small community with rich history, a cultural center, and seat of Alamance County, North Carolina. The City is centered around the historic County Courthouse and hosts a high quality of life for residents, a diverse job market for workers and employers, quality educational opportunities for students, and exciting historic and cultural destinations for tourists and visitors. Incorporated in 1851, today Graham finds itself within a growing megalopolis that stretches from Raleigh to Atlanta.

Many forces are at play in the growth and dynamism of Graham, the Piedmont area, and the Southeastern United States. Graham's population is growing and diversifying, which results in new issues and priorities. Nearby agriculture and working lands have contributed to the character of the area. Meanwhile the community faces dynamic, complex, and interrelated political, environmental, and economic challenges. The City is poised to address these challenges by capitalizing on its many assets, protecting vital resources, and implementing strategic long-term investments.

The Comprehensive Plan

The Comprehensive Plan is the guiding policy document for Graham and provides the community an opportunity to outline how it will grow through visions, goals, and policies. The plan is implemented through action-oriented strategies that address issues including opportunities downtown and in key potential growth areas, local and regional transportation,

public facilities and services, the natural environment, Graham's historic character, housing and neighborhoods, and economic growth and development.

While Graham has several plans that address issues ranging from hazard mitigation to pedestrian network enhancement, one unified plan is necessary for ensuring orderly, efficient, and resourceful growth and development in the community in an integrated manner. This Comprehensive Plan weaves together many previous planning efforts and also addresses emerging trends and new ideas to encourage community involvement and build opportunity in Graham.

A key document that has provided policy guidance to the City over the past decade has been the City's Growth Management Plan. Adopted in 2000, this plan has served as Graham's comprehensive plan, helping the City grow and improve quality of life. Over time issues and context have changed. The 2000 Growth Management Plan needs to be updated for the following reasons:

- Many of the action items are accomplished;
- The population has changed;
- Local, regional, national, and global changes have resulted in new knowledge and thinking.

These accomplishments and changes justify the need for a new framework that builds from, reevaluates, and reprioritizes the Growth Management Plan's legacy goals and policies. This new 2035 Comprehensive Plan provides that framework.

The key message: This is a time of opportunity. Graham is in a process of substantial change. The combination of loss of a textile-related employment base, strategic geographic locational advantages in a fast-growing regional economy, shifting trends in demographic profiles, and possibilities of new energy and resources help set the stage for positive growth into the future.

Public Engagement

During preparation of this Comprehensive Plan, Graham residents and stakeholders provided feedback that help to identify several important overarching issues and opportunities. The key themes emerging from this public engagement included the following:

Grow Downtown

Downtown is critical to the City's success and should be the focus of new investments and development, including adaptive reuse projects, public art installments, building restorations, use diversification, infrastructure upgrades, small business development, and more.

Preserve and Promote Graham's History

The historic character of Graham is essential to the City's future and should be preserved in order to promote economic development. Historic preservation and using Graham's history as an asset will also help maintain and grow a sense of community identity.

Improve Schools

Graham's public schools, and the perception of the public schools, are key factors in the future life of the community and there are opportunities for improvements.

Increase Walkability

Many of Graham's residents want to be able to walk safely to parks, museums, stores, and restaurants and believe that the new plan should improve the accessibility of these assets to existing and future neighborhoods.

Expand Economic Opportunity

Attracting more high-wage jobs into Graham should be a high priority. Partnerships are needed to help stimulate job growth.

Increase Local and Regional Accessibility

Graham is unique because of its small town character, great parks, and access to regional opportunities. This is very important to residents and visitors and should be maintained and enhanced. One area needing attention is expansion of regional transit options.

Plan Framework

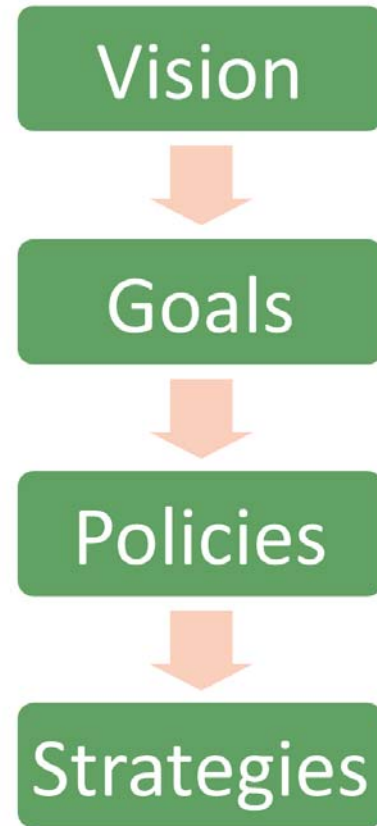
This plan is designed to be readable and accessible to the public, and provide pertinent information and guidance to decision-makers. A Community Profile, which documents current and historic conditions, is available as a separate dynamic document to be consistently updated as new data are provided from City, state, and national resources.



From visioning to decision-making, this plan establishes a hierarchy of information to guide the process. These components include vision statements, followed by goals that the City aims to achieve. Under each goal are policies and strategies that will be used by decision-makers to help prioritize projects and implement the plan. Together these components support and inform decision-making by linking broad ideas and priorities based upon existing conditions to recommended guidance and detailed actions.

Progress on implementing the recommendations of this plan should be monitored and regularly reported to the community. As new trends become apparent within the Community Profile or other documents that reveal significant change in the existing conditions, realigned priorities of the public, or new facts and information that justify the addition, subtraction, or amendment of the goals, policies, and strategies in this Plan, an update of the Plan should be prepared.

A review of Plan implementation and changed conditions should be conducted annually. The Steering Committee that provided leadership and guidance in preparation of this plan should be reconvened on an annual basis, to review progress, conditions, and to make a report to the City Council. A full update of the Plan should be scheduled for preparation five years after Plan adoption.



Our Vision

Following is a set of vision statements for Graham, expressing the aspirations of this community for a vibrant future. These visions are based on input from the Comprehensive Plan Steering Committee, Graham's public meetings, interviews with community stakeholders, and online comments provided by residents.

A Distinct Community Character

Graham will be a vibrant, exciting, and distinct place that serves as a source of pride for all who call this community their home. This strong community character attracts a high quality of life, new opportunities, and acts to retain young members and families within the area.

Connected City, Accessible Region

Graham will be a connected, accessible, and mobile City, where transportation to and from opportunities is not a barrier and where residents have convenient and accessible mobility options. From Graham, anyone has affordable access to opportunities throughout the Piedmont.

A Strong and Equitable Economy

With an environment that supports business development, entrepreneurialism, and labor training for a variety of industries and occupations, Graham will be a City with high quality employment opportunities for a diverse workforce. Local spending will help to sustain and grow local companies and foster economic development.

Exceptional Public Facilities and Services

Public facilities will meet and exceed the expectations of residents and visitors, and provide the community with opportunities to gather, get active, learn, and interact with nature. City services will address community needs now and into the future through long-term planning and exceptional customer service.

Diverse Housing, Complete Neighborhoods

Graham will be a desirable place to live because of its variety of high quality housing options, providing affordable choices to people of all backgrounds. Neighborhoods will be walkable, safe, and vibrant and will promote private investment and enhancement of existing and future properties.

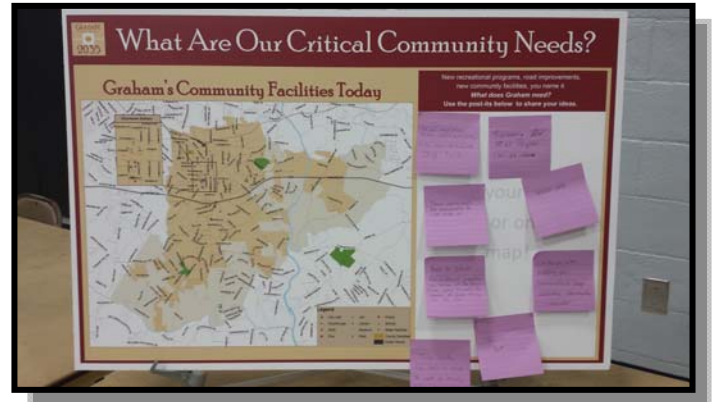
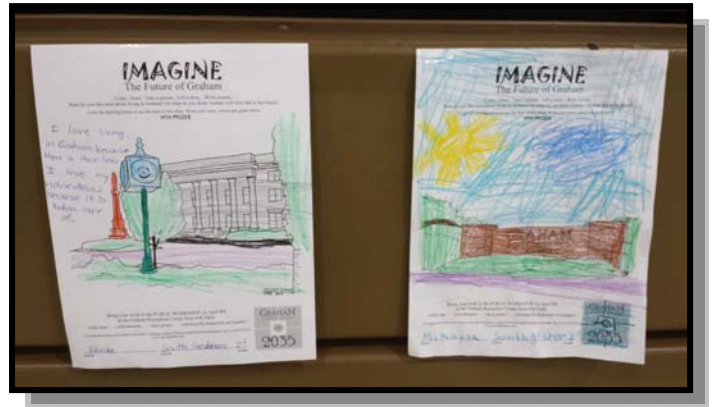
A Place to Live, Work and Play

Graham will be a family-oriented community with active neighborhoods, job opportunities, and abundant recreation amenities.

A Healthy Environment

New growth in Graham will occur sustainably, with minimal impact on the natural environment. Conservation efforts will maintain the health of the watershed, preserve habitat for native plants and animals, as well as reduce pollution through investments in renewable energy sources, clean transportation options, and resource conservation.

PART II: KEY ISSUES



Issue 1: Building upon our Community Character

Background

Like many small historic towns across North Carolina, Graham has a charming character that builds off of well-connected neighborhoods and an attractive urban fabric. This section focuses on the benefits of the City's existing character and how to preserve that character during future growth and expansion, as well as how to promote the City's historic treasures.

The following goals and strategies provide guidance for protecting the City's community appearance. A few of these policies are linked to policies introduced in other sections of this plan, and are important considerations in making adjustments to zoning and land use regulations, recruiting businesses and economic activity, and approaching redevelopment of aging and/or vacant properties.



Goal 1.1 Inviting Community Appearance

Graham will preserve and enhance its community character through attention to community appearance.

Strategy 1.1.1: Wayfinding and Gateways

Develop an upgraded “wayfinding” and signage system for installation along gateways and corridors. Designate gateways for entrances to the historic downtown area, and further develop plans for public improvements and landscaping in the gateway areas.

Strategy 1.1.2: Design Guidelines

Develop commercial and residential site design guidelines that enhance community character and appearance, to be used with special use permit and conditional rezoning applications.

Strategy 1.1.3: Tree Planting

Expand public and private tree planting initiatives in appropriate locations.

Strategy 1.1.4: Underground Utilities

Encourage the placement of utility wires underground, especially in the downtown area.

Strategy 1.1.5: Discourage Strip Development

Discourage highway strip development along transportation arteries and proposed interstate interchanges by directing these commercial activities to proposed activity centers.

Goal 1.2 Historic Preservation

Graham will continue to value its history and culture and preserve elements of its historic character.

Strategy 1.2.1: Historic District

Consider designating the North Main Street National Historic District as a local historic district.

Strategy 1.2.2: Interstate Signage

Obtain a “State Historic Site” sign along the interstate to recognize the Courthouse Square and North Main Street Historic Districts.

Strategy 1.2.3: Tourism

Encourage tourism within the Town Center through promotional campaigns that highlight the Court House Square and North Main Street Historic Districts.

Goal 1.3 Key Development Areas

Graham will focus on key sections of the City to help achieve desired forms of development and redevelopment.

Strategy 1.3.1: Small Area Plans

Prepare Small Area Plans for Downtown and for development/redevelopment of the North Main Street historic area.

Strategy 1.3.2: Town Center and S. Main Street

Initiate a corridor improvement program for the Town Center and South Main Street that will place utilities underground, improve pedestrian crossings, and construct a landscaped median on South Main Street.

Strategy 1.3.3: Harden Street

Prepare a corridor plan to guide development and public investment in the East Harden/NC54 corridor. Extend the Highway 54 Overlay to W. Elm Street and W. Harden Street.

Strategy 1.3.4: Outdoor Space

Consider creating an outdoor space downtown for commercial gatherings.

Issue 2: Bringing Business to Graham

Background

Every successful City has a strong economic foundation with a broad number of choices in education and employment. Graham has many assets that make it an ideal place to live and work, with a high potential for economic growth and investment. This section outlines strategies for creating opportunities for small-business growth, workforce training, and attracting firms that can provide good jobs and grow the City's economy.

Graham's economic development principles outline some of the community's guiding values, which include the following:

Create vibrant centers, especially downtown

Graham should grow employment and a mix of uses around downtown and focus areas. Vibrant centers create spillover effects and foster small business development and innovation. Create the next generation of employment sanctuaries by facilitating development through public-private partnerships.

Improve access to living wage jobs

Good quality jobs for low educated workers are critical for the future of Graham. Household prosperity varies greatly by employment type. Graham's economic foundation was built on manufacturing, which has seen declines over the past several decades.

Maximize land use efficiency

Communities are often tempted to support inefficient development in the name of economic growth. This can end up leading to higher costs to the public in the long term.



Graham should plan for the efficient allocation and use of infrastructure over time, especially within employment and industrial areas.

Make education a strong point

An educated population and skilled workforce are critical for promoting economic development. Schools in Graham represent a huge asset for promoting the City and improving the area's quality of life. Alamance Community College should become a focal point within the City and region.

“Graham would benefit from aggressively seeking entrepreneurs and investors who would restore the city's historic, crumbling buildings and open businesses such as restaurants, galleries, antique shops, performing arts venues, and food stores. This would create local jobs, generate tax revenue and promote Graham as a premiere North Carolina city. Restoring and revitalizing the downtown area of Graham will attract new residents to the city and bring increased consumer spending.”

-Elaine M.

Attractive compact built form

It may be tempting to view any growth as an indicator of success and a healthy economy, however conventional development patterns – forms of development which tend to be

dispersed and disconnected – can pose future challenges to meet the fiscal, social, environmental, public health, and long term economic development needs of the community and puts at risk achievement of the goals in this plan. On the other hand, developing exciting places with bike paths, sidewalks, and other pedestrian-oriented elements is an important economic development technique. With its rich history and charming small-town character, Graham can be a destination within the state and a high quality living and working environment.

Growing Sustainably

Several cities and towns in the area have capitalized off of conservation of rivers and forests, not only by promoting and benefiting from tourism, but also through less tangible long-term economic benefits. Greening neighborhoods and commercial districts with street trees and parks have been proven through research to directly increase the value of property and support economic development.

Goal 2.1 A Resilient Economy

Graham will have a diverse and robust local economy fostered by economic development opportunities.

Policy 2.1.1: Diverse job market

A diversified job market that provides employment opportunities for persons with varying education levels and skill sets is needed and encouraged.

Policy 2.1.2: Prioritize and Market Education

Graham will increase accessibility to education through strategic and coordinated investments. The City will market itself as a leader in education and cutting-edge educational opportunities at all levels.

Policy 2.1.3: Economic resilience

Graham improves its economic resilience to economic, social, and environmental instability through a strong local economy and equitable opportunities for prosperity.

Policy 2.1.4: Competitive advantage

Graham works to strengthen its existing comparative economic advantages including a high quality and highly diverse workforce, local education and research institutions, and high quality of life.

Policy 2.1.5: Regional coordination

Graham will work to promote a positive economic environment by working to compete with, not against, other local municipalities for high-quality jobs and economic development opportunities.

Policy 2.1.6: Locally owned businesses

Facilitate the creation and growth of small locally-owned businesses and support programs that provide technical and financial assistance to promote sustainable operating practices.

Policy 2.1.7: Partnerships

Graham will continue to develop opportunities for public-private partnerships to coordinate investment strategies and nurture leadership in the community.

Policy 2.1.8: Tourism

Promote Graham as a tourist destination with a focus on Graham’s historic downtown, access to the Haw River and Haw River Trail (portion of the North Carolina Mountains-to-Sea Trail), art, museums, and parks.

Strategy 2.1.1: Business Incubation

Develop a business incubation program to encourage development of new business ventures.

Strategy 2.1.2: Collaborate with regional networks

Utilize resources available through UNC Chapel Hill and other state government authorities and non-profits to develop and evaluate economic development programs.

Strategy 2.1.3: Partner with business leaders

Work with local business leaders and school district officials to provide supplemental community investments in local schools and Alamance Community College.

Strategy 2.1.4: Planning capacity

Identify federal and state funding sources and the potential addition of planning staff to expand Graham’s long-term planning and economic development capacity. Explore options for a Graham-specific entity to focus solely on economic development within the city.

Strategy 2.1.5: Reduce barriers

Work with local businesses and economic development partners to identify and address unnecessary barriers to local business development.

Strategy 2.1.6: Business opportunity information

Provide a clearinghouse for information on locating a business in Graham and the available State and local resources available to small business, including funding, training, grants, and location assistance.

Goal 2.2 Affordable Community

Graham will continue to be an affordable place to live, work, and play for residents and workers of central North Carolina.

Policy 2.2.1: Focused development

In order to maintain Graham’s affordability and promote growth, the City will facilitate smart growth development by promoting infill

development and focused, walkable, and mixed use built environments.

Policy 2.2.2: Living wages

Promote the creation of living wage jobs, and promote living wages when considering economic development incentives and investments. Expand living wage opportunities for people without 4-year college degrees.

Strategy 2.2.1: Job Development

Provide support and assistance to the business recruitment efforts of the Alamance County Chamber of Commerce, seeking to attract a range of employment opportunities.

Goal 2.3 Prosperous Centers

Graham is home to several nodal employment centers that contain a variety of businesses, uses, and services.

Policy 2.3.1: Downtown

A vibrant downtown is critical for Graham’s economic success. Graham’s downtown is a priority when considering incentives, investments, regulations, and marketing. Encourage entertainment options to locate within Graham’s downtown.

Policy 2.3.1(a): Downtown Gathering Place

Consider constructing a downtown gathering place to allow for retail outdoor sales within the Central Business District.

Policy 2.3.2: Innovative spaces, spaces of innovation

Graham promotes the development of flex space, live-work units, and adaptive structures for office, retail, and light industry.

Policy 2.3.3: Retail centers

Because of market limitations on the amount retail space the City can viably support, Graham promotes retail within focused centers of activity

that will host a large variety of small retail spaces while generally discouraging sprawling isolated retail that does not promote a cohesive urban fabric.

Strategy 2.3.1: Facilitate focused development

Incentivize pedestrian-oriented nodal development consistent with this plan by incentivizing smart growth development. The City could choose to utilize some of the following methods:

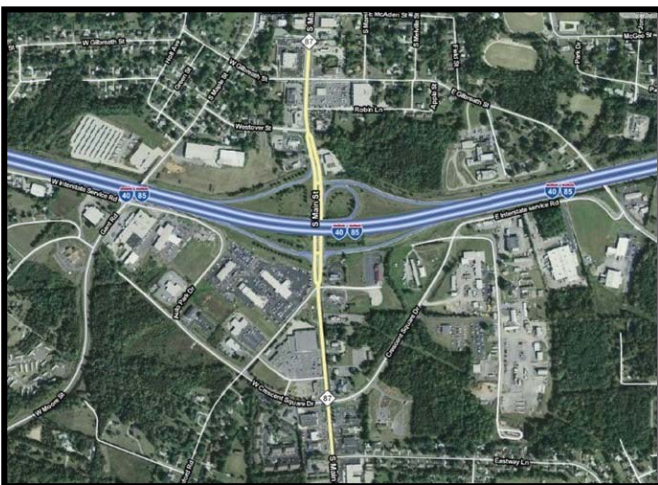
- Expedited permit review
- Deferred tax payments
- Covering some building expenses
- Low-interest loans
- Providing infrastructure
- Flexible and innovative regulations
- Small area plans

Strategy 2.3.2: Prepare Development Strategies for Interchange Areas

Prepare and implement strategies to promote business development around the City’s three interstate interchanges.

Strategy 2.3.3: Create Overlays at Exit 150

Due to the unique site characteristics on Jimmie Kerr Road just to the north and south of the interstate, Overlays which control road access to the north, and foster a walkable built environment to the south should be pursued.



Goal 2.4 Industry

Graham will foster industrial development with areas that include flex space developments, incubator districts for emerging local businesses, industrial headquarters offices, and dispersed neighborhood employment areas. These areas will promote opportunities for middle-wage jobs and upward mobility.

Policy 2.4.1: NC Commerce Park

Promote growth of Graham’s primary job creation opportunity, a joint planning area known as the North Carolina Commerce Park (NCCP), due to its location, regional accessibility, and highly developable status.

Strategy 2.4.1: NCCP Development

Develop a plan for the employment district in order to maximize economic growth within this area. Align plans and investments with efforts to recruit and grow strategic business opportunities in the NCCP.

Strategy 2.4.2: Promote Industrial Redevelopment

Encourage reinvestment and intensification at existing industrial sites. Encourage redevelopment of existing buildings and infrastructure for industrial growth.

Strategy 2.4.3: Freight Corridors

Encourage freight-oriented industrial development to locate where it can maximize access to major freight routes, including I-40/85 and state highways.

Strategy 2.4.4: Green Industry Growth

Encourage improvements to the cleanliness, safety, and ecological performance of industrial development and freight corridors by facilitating adoption of new technology and design, conserving trees on industrial properties, and use of renewable energy sources.

Strategy 2.4.5: Attract green industry

Work to attract environmentally responsible companies and foster growth in green industries in Graham.

Issue 3: Accessing Local and Regional Opportunities

Background

Good transportation is critical for a thriving City. That means having a system that supports the flow of industrial and commercial goods as well as builds context-sensitive networks within compact and vibrant built living environments. But a good system is expensive and cities need to develop efficient systems and find innovative funding solutions for slimmer budgets and increasing populations.

Following World War II, cities across the country designed transportation networks primarily to accommodate the automobile. Historic structures were torn down to make way for parking lots, cherished neighborhoods bulldozed for freeways, and new development and investment became directed toward low density automobile-oriented development on the urban periphery. Graham was not an exception, but the City's moderate growth and small town charm meant that it largely maintained its interconnected network of streets near the City center. While some recent development has created disconnected street patterns, this plan seeks to reverse that trend and promote the interconnectivity of streets within future development.

This section builds off of the City's existing Growth Management Plan to promote safe, efficient, interconnected, multimodal transportation systems that foster vibrant neighborhoods and economic development. Through goals, actions, and policies it discusses the existing transportation network in Graham and identifies opportunities for short-term and long-term improvements.



"I want Graham to be a 'walk-to' city, where people can access everything no matter where in the city limits they live, as opposed to a 'drive through' city where they bypass us and go to Mebane or Burlington."

-Christopher M.

"Having options for those who don't have a car or want to leave their car at home sometimes would be great."

-John P.

A Multi-Modal System

In Graham, a multimodal system means a transportation network designed for more than just cars and trucks, but also bicyclists, and pedestrians.

Streets

Streets not only conduct the flow of car and truck traffic but also serve as points of interest in the community. For example, a good neighborhood street can safely serve as a child's play area, and commercial streets with coffee shops and businesses can flourish into vibrant public spaces with outdoor tables and artwork.

Pedestrians

The overwhelming consensus of academic studies is that walkability improves property values, economic development, and personal health. Walkability improves with more than just infrastructure and is measured primarily by quantifying the 3 Ds: density, diversity, and design. That is, the density of interesting things within a given area, the diversity of places that you walk past, and the layout of the street network. This plan promotes walkability and seeks to improve the pedestrian realm in Graham.

Bicycling

Bicycling can serve as both a form of transportation and of leisure and exercise. This plan seeks to aggressively improve the viability of bicycling as a legitimate method of accessing opportunities and points of interest. Transportation and park facilities should be designed to safely accommodate bicyclists of all ages and riding abilities.

Transit

With the exception of a Burlington-funded route to Alamance Community College, Graham is not currently served by a fixed-route transit system. Availability of public transit within the City of Graham is a potential option in the future.

Commuting

Most people who live in Graham work elsewhere and most jobs in Graham belong to people living outside of the City. Accessibility to onramps for I-40/85 is important. Street connectivity is key because it increases the number of viable paths to and from onramps, home, and places of interest.

Parking

Though the plan promotes multiple modes of transportation, it does not ignore the fact that most people in Graham own vehicles and use

them to travel to work, the store, and recreational areas. Many businesses rely on sufficient parking capacity to attract customers. This plan accommodates parking yet acknowledges that it should not jeopardize pedestrian safety and accessibility.

Streets and Alleyways

Alleys are important because they enhance the frontage of businesses and homes by moving things like trash, recycling, parking, and utilities to the back of buildings. This improves the aesthetic quality of the neighborhood. They also remove curb cuts and driveways from the front of businesses, which reduces the risk of a collision with pedestrians and bicyclists on the sidewalk.



Goal 3.1 Context-Sensitive Transportation

The design of Graham’s streets will fit in with and enhance the adjacent land uses.

Policy 3.1.1: Context-Sensitive Infrastructure

New transportation Infrastructure should promote and correspond with the land use goals of the Graham 2035 Comprehensive Plan, including the Future Land Use Map.

Policy 3.1.2: Safe Access to Businesses and Homes

Limit direct highway access or the number of curb cuts to commercial activities by directing development to proposed regional and village centers and requiring internal connectivity between commercial uses, uniformity in design standards, and rear alley access where feasible.

Policy 3.1.3: Parking Behind Buildings

Encourage off-street parking to be located in the rear of new commercial buildings with accessed provided by alleys.

Policy 3.1.4: Shared Automobile Parking

To improve parking efficiency and limit the development cost of parking, promote shared parking arrangements.

Strategy 3.1.1: Parking Space Maximums

Include flexibility and incentives in zoning regulations to encourage approaches that avoid the overdevelopment of parking.

Goal 3.2 Dense and Interconnected Transportation Network

Graham’s road network will be highly connected with short walkable blocks and multiple pathways to any single destination in the City.

Policy 3.2.1: Connectivity

Promote interconnectivity within residential and commercial developments.

Policy 3.2.2: Road Network

An adopted Thoroughfare Plan Map should indicate the location of future roads throughout Graham and provide a coordinated, efficient, and dense street network.

Policy 3.2.3: Fewer Dead-end Streets

Discourage or prohibit the development of cul-de-sacs and dead-end streets in new projects.

Policy 3.2.4: Greenway system

Promote a greenway system that links together the City’s recreational resources and provides connections to commercial, employment, and residential areas. Greenways along stream buffers should be prioritized in order to protect the stream watershed.

Strategy 3.2.1: Improve Connectivity

Encourage maximum block lengths and minimum right-of-way connectivity ratios.

“There are still long stretches of roads with no sidewalk and little or no shoulder, which makes it difficult to combine errands with exercise.”
-Jeff T.

Strategy 3.2.2: Dense Future Road Network

Coordinate with NCDOT and BGMPO to develop and implement a City Street Plan and Thoroughfare Plan to have minor roads built by developers and maintain a dense interconnected road network.

Strategy 3.2.3: InterCity Bikeway System

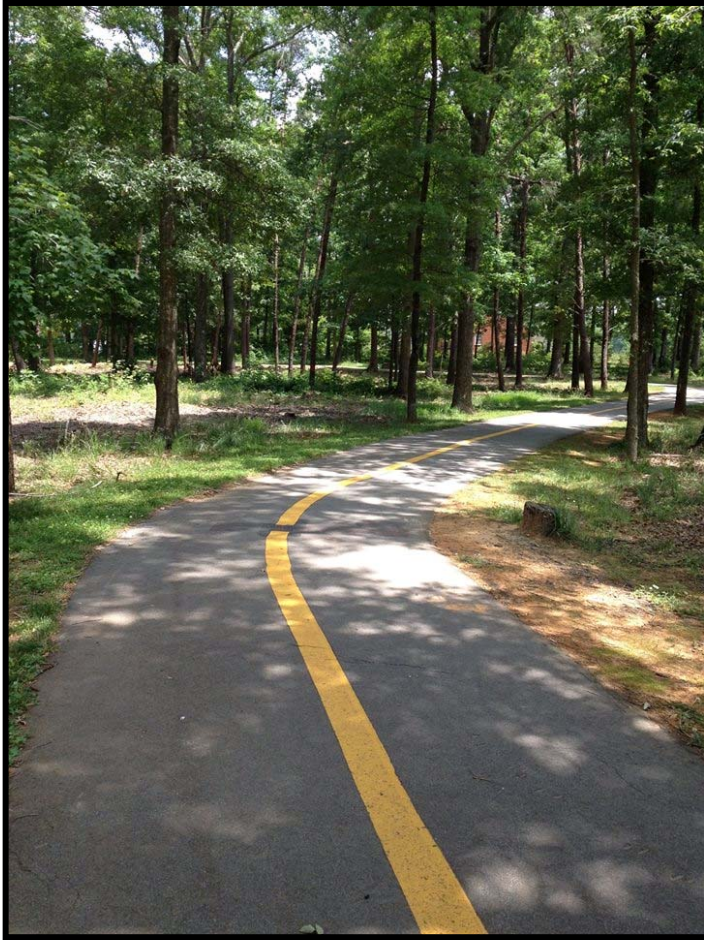
Partner with Burlington, Mebane, other local communities, and the MPO to develop an intercity bikeway system, preferably including off-street bike paths and greenways.

Strategy 3.2.4: Haw River Trail

Coordinate with NCDOT, Alamance County Recreation and Parks Department, and other entities to build and maintain the Haw River Trail.

Strategy 3.2.5: Future Transit Options

Consider coordinating within the region to implement a transit system for citizens to access the governmental offices located in downtown Graham, and increase accessibility to Alamance Community College.



“For us the biggest obstacle to a healthier lifestyle is a lack of safe bike lanes. As we look to grow Graham, bike lanes would be a wonderful blessing.”
-Keith D.

Goal 3.3 Multimodal Street Design

Graham will have efficient, safe, and accessible streets that accommodate many travelers and protect Graham’s community character.

Policy 3.3.1: Complete Streets

New roads and road improvements should be designed as complete streets that are designed to provide access to all users including pedestrians, bicyclists, and automobiles. Ideally, on all non-industrial and non-rural streets, 50% of the right-of-way should serve bicyclists and pedestrians while the other 50% should serve automobile traffic.

Policy 3.3.2: Limit Street Width

Reduce roadway lane widths in order to slow down vehicular traffic in areas where bicycle and pedestrian traffic is encouraged.

Policy 3.3.3: Implement Road Diets

Reduce the number of vehicular lanes in order to paint separated bicycle lanes and allow for on-street parallel parking in areas where bicycle and pedestrian traffic is encouraged.

Policy 3.3.4: More Sidewalks

Increase sidewalks on future and existing roads.

Policy 3.3.5: Increase Safety

Provide for pedestrian and bicycle safety at all street crossings, including cross-walks, bulbouts, signage, and tight curb return radii.

Strategy 3.3.1: Sidewalks and Street Trees

Amend subdivision and zoning regulations to promote and provide incentives for all new development to include sidewalks and street trees, especially where part of the adopted Pedestrian Plan.

Strategy 3.3.2: Increase Bicycle Parking

Amend zoning regulations to encourage the installation of bicycle parking for all new development.

Strategy 3.3.3: Amend Street Cross-Sections

Amend street cross-sections with the intent of increasing the right-of-way width serving pedestrians, bicyclists, and low-impact stormwater infrastructure.

Issue 4: Enhancing our Public Facilities and Services

Background

Future growth will affect emergency and public services and public facilities for current and future residents. The City of Graham is highly regarded for the quality of its parks and public services. While Graham’s continued growth necessitates planning for new infrastructure, it is the primary priority of this plan to maintain existing infrastructure in good repair and to maximize the utilization of investments already made. This plan aims to maintain adequate levels of service, reduce energy and maintenance costs, protect water resources, and reduce solid waste.

“Graham has responsive local government and public services staffs. I've never had an issue that the department I contacted didn't help me resolve. This has not been the case in larger towns I've lived in.”
-Jeff T.



“Graham will be much more appealing to families/businesses if our school system is improved and has a reputation for excellence. Once a good school system is in place and employment opportunities offering higher wages become available, all other components of Graham's growth will likely enjoy success as well.”
-John P.



Education is a primary concern of people living in Graham and it is a critically important topic because of education’s strong correlation with quality of life and economic development. The City is served by several public schools within the Alamance-Burlington School System, including four elementary schools, two middle schools, three high schools, and a combined middle/high school. Additionally, Alamance Community College is located in Graham. Although the City does not control school budgets or policies, this plan will suggest collaborative actions that can be taken to improve education. There are multiple

opportunities for Graham’s residents, business leaders, and stakeholders to become more involved in enhancing the conditions and operations of public schools within the City.

Goal 4.1 Schools

The community will see continued improvement in the facilities and curricula offered for the education of Graham’s student populations.

Strategy 4.1.1: Increase Community Involvement in Public Schools

Initiate a local effort to increase community involvement in Graham’s public schools, through parent outreach, increased resources for after-school programs, mentoring, and support for teachers and facilities.

Strategy 4.1.2: Establish Communications and Coordination Mechanisms with the Alamance-Burlington School System

Work with the elected and administrative leadership of the County School System to identify additional opportunities for information-sharing and collaboration in support of facilities and student/family needs.

Goal 4.2 Parks

Graham will continue to develop and operate high quality recreation facilities.

Graham is home to several parks including Bill Cooke, Marshall Street, Greenway, Oakley Street, and South Graham Parks. Additionally, Graham offers recreational opportunities at the Graham Recreation Center, the Maple Street Center, Graham Civic Center, Haw River Access and other locations throughout the City. This plan aims to promote the continued high quality service provided by the City and County’s Recreation and Parks departments.

Strategy 4.2.1: Greenways

Continue to develop a greenway system that links together the City’s recreational resources.

Strategy 4.2.2: Continue efforts to develop Graham’s new Community Park.

Continue efforts to develop the future City of Graham Recreation Complex.



Goal 4.3 Water/Wastewater Systems

Graham will continue to coordinate with the City of Mebane to operate efficient and quality water distribution and treatment systems.

The City of Graham operates a combined enterprise fund for Water and Sewer and is co-owner of the Graham-Mebane Water Treatment Plant with the City of Mebane. The plant is located on Graham-Mebane Lake in the northeastern part of Alamance County. The lake provides 2.8 billion gallons of storage and the water treatment plant has a treatment capacity of 12 million gallons per day and treated water storage capacity of six million gallons. In addition to serving Graham and Mebane, the Towns of Green Level and Swepsonville are also served by this plant. The City’s water currently meets federal and state water quality requirements and is projected to meet demand over the

lifetime of this plan. In addition to these large fixed investments, the City's utility systems need continual investment to keep pace with growing demand, replace aging facilities, and keep systems in a state of good repair.

"We have such wonderful parks both city and county around here, and that's what we need to keep open and beautiful."
-Hope M.

Policy 4.3.1: Land Use Patterns

Promote development of efficient land use patterns to allow continued quality and efficiency of water systems. Discourage the extension of water service into areas that are not most suitable for development.

Strategy 4.3.2: Conserve Water Resources

Through education outreach, infrastructure, and service pricing, promote the conservation of water resources for long term security.

Strategy 4.3.3: Increase Use of Reclaimed Water

Promote the use of reclaimed water by incentivizing rainwater collection and other forms of reclaiming water.

Strategy 4.3.4: Water Efficient Construction

Incorporate water saving and water efficient construction incentives into appropriate development regulations.

Strategy 4.3.5: Adjust Land Use Regulations

Amend zoning regulations to create a new Rural zone, and work with Alamance County to expand Graham's Extraterritorial Jurisdiction to align with expected development patterns.

Issue 5: Expanding our Housing Options

Background

Local and nationwide demographic changes are resulting in new housing needs and preferences. This section outlines strategies for protecting home values, promoting home investments, and maintaining diverse high quality residential neighborhoods.

This section also includes strategies for healthy and active living environments.

Equity

Shelter is a basic human need, yet not everyone in Graham has safe and healthy living environments. Race, income, immigration status, limited English proficiency, sexual orientation, and disability can limit choices. Working to provide a fair and equitable housing market is essential for expanding choice and opportunity for everyone in Graham, and creating a strong and inclusive community.

Housing + Transportation

The low cost of high quality homes is one thing that makes Graham an attractive place to live. The average household in Graham spends less

than thirty percent of their income on housing. But, while housing is affordable, current transportation patterns are costing those living, working, and studying in Graham. An average household owns 2 vehicles, drives 27,000 miles annually, and spends more on transportation than on housing. The idea of affordability should be reexamined and location needs to become an important consideration in the development of new housing.

Goal 5.1: Housing Options

Regardless of family size, income level, or other factors, people in Graham have access to housing choices that accommodate their needs and desires.

Policy 5.1.1: Housing variety

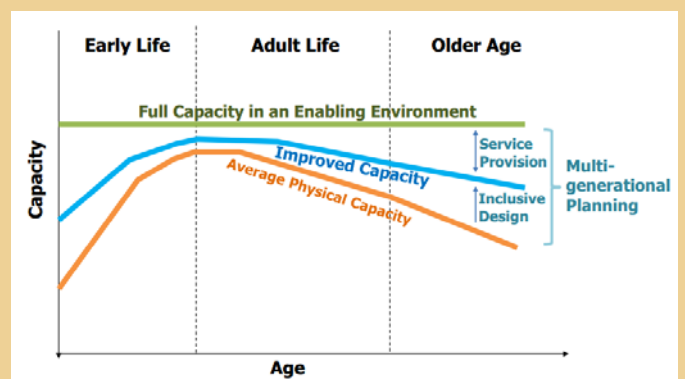
Encourage a mix of housing types within Graham to increase choice. These can include single family dwelling units, multifamily dwelling units, small units, pre-fabricated homes, co-housing, and clustered housing.

Policy 5.1.2: Variety of ownership opportunities

Encourage a variety of homeownership opportunities and choices by supporting the development of condominiums, cooperatives, and land trusts.

Graham: A Multigenerational City

Multigenerational planning is a comprehensive approach to community and economic development that enables people of all ages and abilities to lead active and fulfilling lives. By developing diverse communities we create neighborhoods where young people can afford to live, families can comfortably raise children, and growing elderly populations may remain rooted in the communities that they care about.



Source: Planning Across Generations Project

Goal 5.2: Housing Equity

All persons who live and work in Graham, regardless of income, age, or ability, have the opportunity to rent or purchase safe, decent, accessible, and affordable housing in complete neighborhoods.

Policy 5.2.1: Diverse Neighborhoods

Encourage a mix of housing types within Graham, including detached, duplex, multifamily, townhomes, and live-work units.

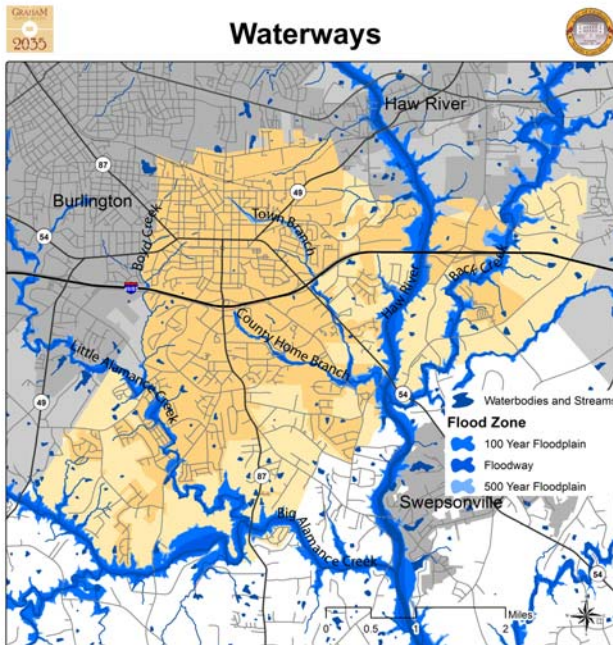
Policy 5.2.2: Multigenerational Housing

Promote buildings and neighborhood designs that serve multiple age groups simultaneously and meet the needs of young people, families, older adults, and people with disabilities, especially in focus areas and in close proximity to services.

Issue 6: Conserving our Natural Environment

Background

Conservation of the environment plays a major role in fostering long-term economic growth, as well as providing better air and water quality and recreational opportunities. This section provides strategies for decreasing Graham's development impact on the natural environment.



Decision makers across the state and around the country are increasingly recognizing the environmental impacts of growth and development. Such awareness has burgeoned due to longstanding environmental neglect: urban sprawl, loss of agricultural and rural lands, habitat loss and fragmentation, and increased pollution of our air and water. This plan recognizes that environmental protection and long term economic development go hand in hand.

Watershed Health

Everyone lives in a watershed, yet many of us take for granted the streams that go by our backyards and wind under bridges and through underground culverts. Graham lies within the Cape Fear River Basin. Several freshwater streams run through the City's corporate limits including:

- Haw River
- Town Branch
- County Home Branch
- Big Alamance Creek
- Back Creek (Little Creek)
- Little Alamance Creek
- Bowden Branch (Boyd Creek)

Decreasing polluted runoff into these streams is critically important because of the high social, environmental, and economic value of these waters, which are used for fishing, kayaking, canoeing, trails, greenbelts, parks, aesthetics, riparian vegetation, wildlife habitat, and drinking water. Several scientific studies have found that by protecting streams, communities benefit from increased tax bases, recreation-oriented businesses, tourism, state and federal government expenditures, and corporate

relocations. Additionally, protecting streams can reduce costs for services such as roads, sewers, and flood control.

Low Impact Development

Low impact development (LID) is an approach to urban development, redevelopment, and retrofits that works with nature to manage stormwater as close to its source as possible. LID employs principles such as preserving and recreating natural landscape features and minimizing impervious surface area. In practice, LID facilities include bioretention areas, rain gardens, green roofs, rain barrels, and swales. Implementing LID can benefit communities by reducing the impact of built-up areas and promoting the natural movement of water within the watershed.

Goal 6.1: Improve Stream Health

Streams within Graham’s planning area will be clean and healthy, with heavily vegetated and connected riparian buffers that make Graham more attractive and are home to many species of plants and animals. This goal seeks to reduce non-point source pollution and minimize soil erosion and sedimentation.

Strategy 6.1.1: Water Quality BMPs

Use non-structural best management practices (BMPs) to improve water quality, such as public education program and monitoring and control of illicit discharges.

Strategy 6.1.2: Low Impact Development

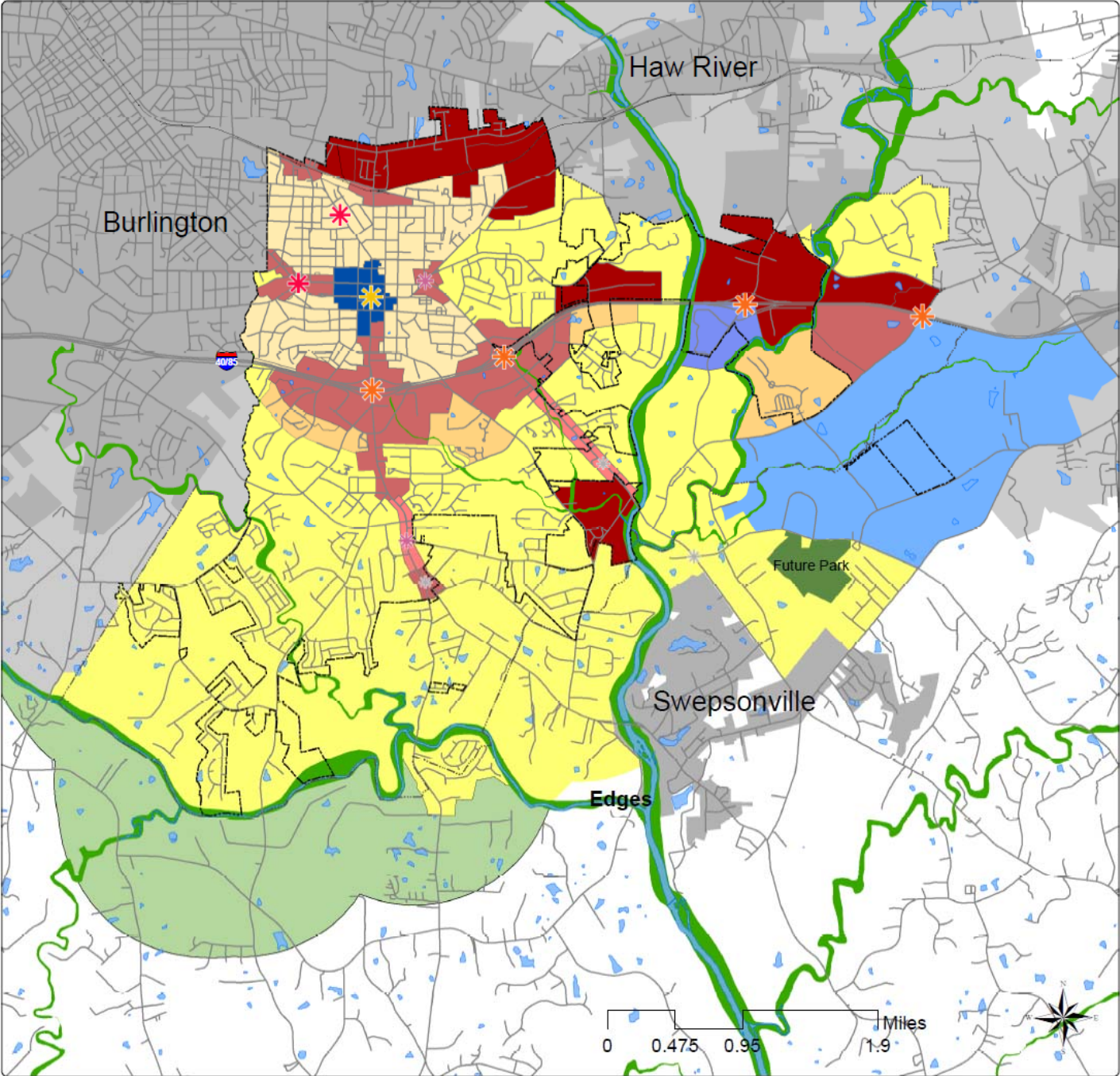
Promote the use of Low Impact Development (LID) techniques to mitigate the impacts of stormwater runoff. Such techniques should include the use of green roofs, rain gardens, cisterns, and rain barrels, as well as reducing impermeable surfaces and restricting unnecessary grading and clearing of natural vegetation.

Strategy 6.1.3: Wastewater Reuse

Explore the reuse of treated wastewater at Graham’s wastewater treatment plant to further reduce the nitrogen and phosphorous load to the Haw River and reduce non-potable water consumption where feasible.



PART III: LAND USE



Existing Land Use Patterns

BACKGROUND

The Future Land Use Map provides direction for land use changes in Graham over time. Future land use designations provide information on where and how to grow in an efficient, sustainable, and orderly manner. Physical form is a critical component of future growth and this section addresses development patterns in Graham. The Future Land Use Map follows several growth principles, and will guide the City's land use decisions. These guiding principles are:

Develop a compact, mixed-use, and focused pattern of growth

Graham will focus compact development in well-defined areas in order to increase the viability of regional transit, preserve open space, rural areas, and environmentally

sensitive lands, efficiently provide public services and infrastructure, and promote infill development and redevelopment. Compact growth areas include a number of communitywide activity destinations, including downtown and future mixed-use activity centers that will serve as focal points and centers of activity.

Increase travel choice among residents and visitors

Present day land use and transportation patterns primarily accommodate a single mode of travel: the automobile. The City's new growth pattern will facilitate travel for automobiles, pedestrians, and bicyclists. Transportation infrastructure will use context-sensitive solutions and will be organized around and woven into a compact pattern of small blocks with interconnected streets and paths.

Provide an interconnected system of open lands

Maintaining open space provides recreational opportunities, conserves natural habitats, and



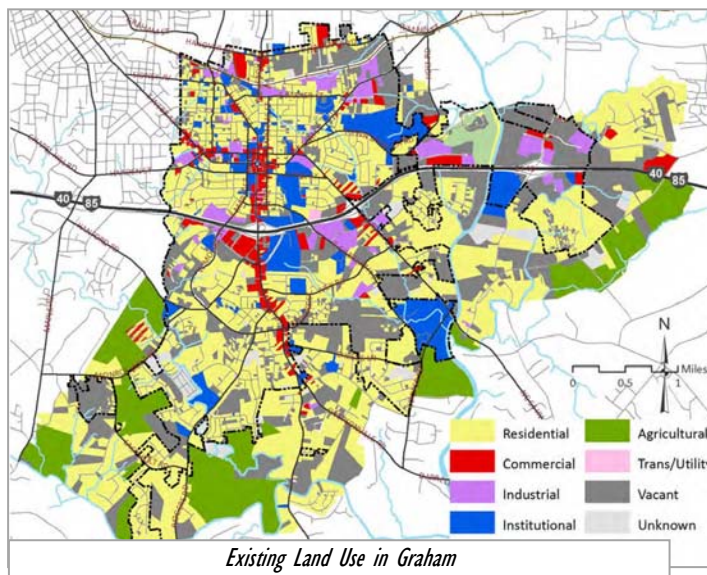
reduces the harmful impacts of urban runoff into waterways. The objectives are to provide Graham residents with access to open space and promote the City as a destination for outdoor recreation by maintaining and expanding its network of trails, greenways, bikeways, parks, and open space.

Reduce greenhouse gas and pollutant emissions

Land use and transportation patterns have direct effects on greenhouse gas emissions and air and water pollutants. By focusing development in a compact, pedestrian-oriented, and mixed-use manner this plan aims to reduce energy use, expenditures, and daily automobile trips while maintaining a high quality of life for people who live and work in Graham.

Existing Land Use Patterns

The existing land use map shows general land uses within the City of Graham and its ETJ. Over the years this land use pattern developed as a result of market forces and previous land use policies and zoning regulations. Comparing the prior future land use plan to existing land uses shows that development has generally remained consistent with previous spatial policies.



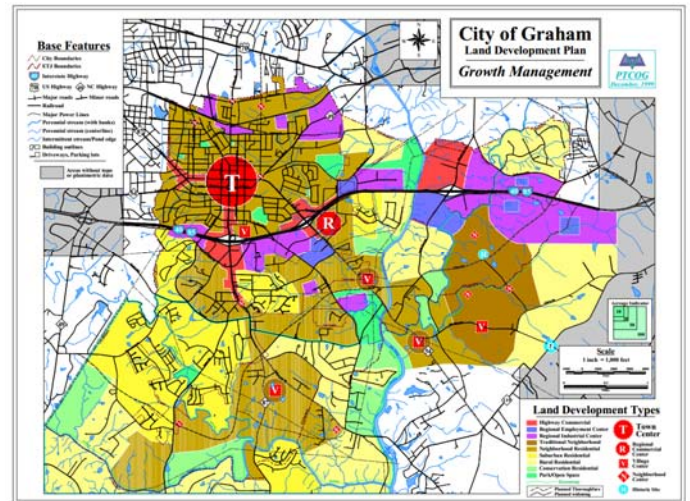
The Future Land Use Map, which guides long term policy and land use decisions, is distinct from the zoning map, which amounts to direct regulation of land use, density, and dimensions within the boundaries of the City and its ETJ. The Future Land Use Map is one of the community’s tools to wisely shape the City’s future over time.

Future Land Use

BACKGROUND

The Future Land Use Map provides direction for land use changes in Graham over time. Future land use designations provide information

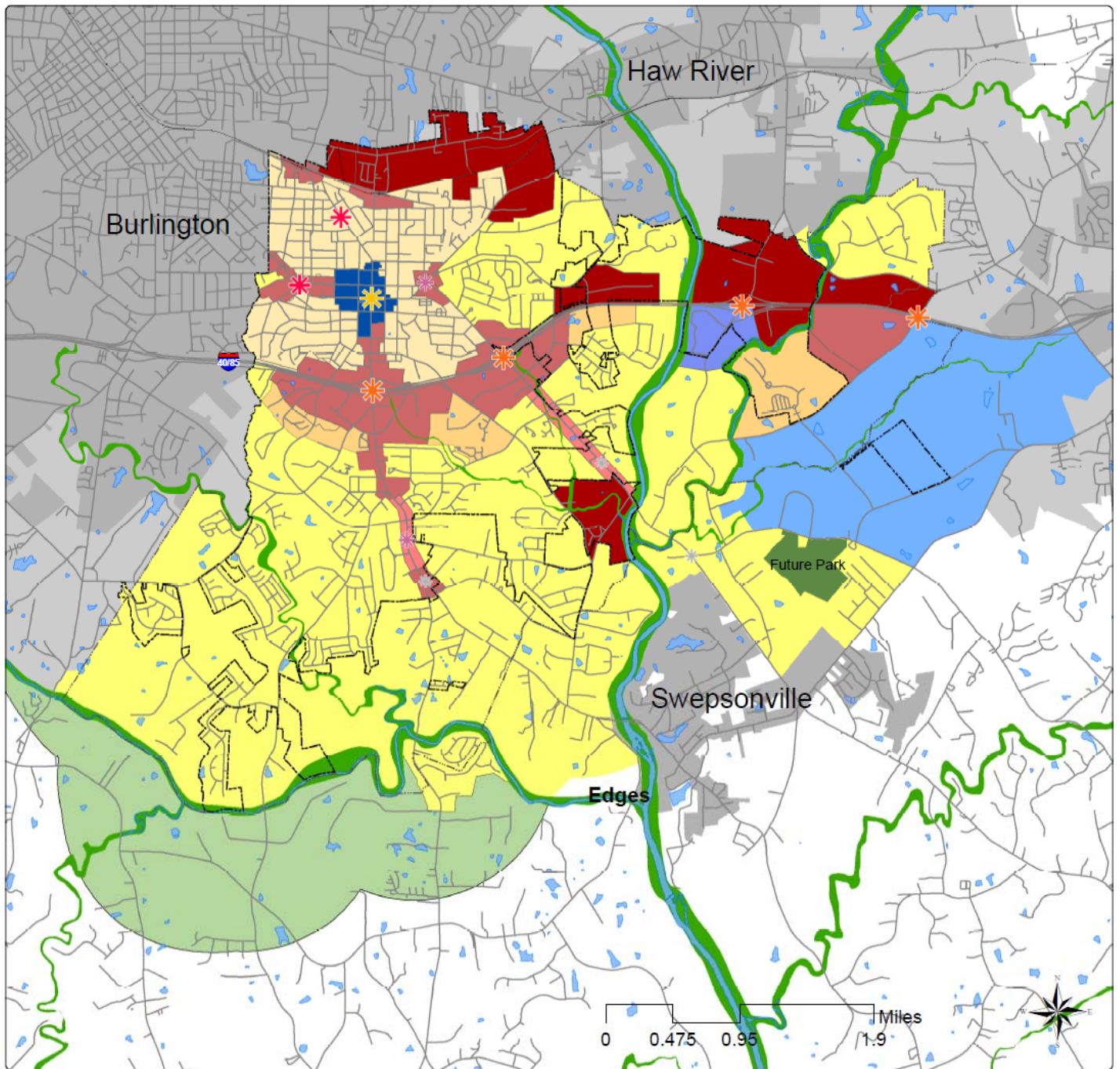
Graham’s previous future land use plan was adopted by the City in 2000 with Graham’s Growth Management Plan and included nine land use categories. The new Future Land Use Map aims to expand upon the previous plan by re-envisioning the built environment and developing around focused centers.



Graham’s previous Future Land Use Map

On the next page, Graham’s Future Land Use Plan is displayed, followed by descriptions of the various land use categories and selected illustrations.

Future Land Use Map



Boundaries

- Graham City Limits
- Graham ETJ
- Planning Area
- Bike/Ped Corridors

Floodway

Parks & Open Space

Districts

- Downtown District
- Mixed Use Commercial
- Education District
- Employment District
- Industrial

Centers

- Downtown Regional Node
- Interchange Regional Node
- Community Activity Center
- Neighborhood Activity Center
- Potential Activity Center

Neighborhoods

- Mixed Use Residential
- Downtown Residential
- Suburban Residential

Corridors

- Commercial Corridor
- Rural Residential

Future Land Use Categories

The Future Land Use Map presented here represents a spatial arrangement that reflects the values of the community. While the map represents a two-dimensional development plan to promote orderly development, land use categories provide the third dimension to growth. Land use categories outline the type of encouraged development and provide a guide for zoning changes. This Future Land Use Map was constructed through consideration of six land use concepts:

- Neighborhoods
- Districts
- Edges
- Boundaries
- Corridors
- Centers

Each of these components serves a critical function in cities like Graham. Where appropriate, components contain goals and policies that maintain consistency between the future land use categories in order to promote orderly development and a vibrant, unique, and diverse community.

Zoning

The section below addresses the application of the Future Land Use Map for zoning requests and other zoning changes. North Carolina municipal zoning enabling legislation requires that zoning be “in accordance with the comprehensive plan.” State zoning statutes also require that Planning Board review of zoning amendments include written comments on the consistency of the proposed amendment with the comprehensive plan and any other relevant plans (such as a small area plan, corridor plan, or transportation plan) that have been adopted by the local government’s City council. The council is also required to adopt a statement on plan consistency before adopting or rejecting any zoning amendment. While these written

comments are required, they do not limit the council’s discretionary power to adopt or not adopt zoning amendments.

Applying Future Land Use Map

The Future Land Use Map establishes the desired development pattern for the City of Graham and serves as a blueprint for future growth. The Future Land Use Map of this plan will be the primary guide for future land use and transportation decisions. The Future Land Use Map of this plan will also serve as a primary guide for future zoning decisions, along with policies and strategies from this section.

Neighborhoods

The term *neighborhood* refers to the idea of a compact, walkable, diverse, and connected community. As the building blocks of City urban fabric, neighborhoods should be organized around small scale activity centers that provide civic and commercial functions within a five to ten minute walk for residents to meet their daily needs.

In this plan neighborhoods include mixed-use residential, downtown residential, and suburban residential future land use categories. Goals and policies listed for neighborhoods apply to all of these categories. Specific policy guidance is also provided for each category.

Connecting Neighborhoods

Neighborhoods should be well connected internally and externally for bicyclists, pedestrians, and commuters.

Small blocks and high connectivity ratios should be established and maintained both within and between neighborhoods. In redevelopment and all new neighborhood development:

- Prohibit dead ends and cul-de-sacs unless barriers or topography preclude a throughway
- Encourage blocks shorter than 600 feet from intersection to intersection and encourage frequent pedestrian connections
- Provide off-street pedestrian and bicycle routes
- Encourage sidewalks on both sides of all new neighborhood streets with street trees planted between the sidewalk and curb

Neighborhood streets should be designed to slow down traffic by decreasing street pavement widths, providing short blocks, encouraging on-street parking, planting street trees, and constructing bulb-outs and tight curb return radii of between 5 and 15 feet at intersections.

Making Places

New neighborhoods enhance the quality of life of and expand choices for the residents who live there and represent the vibrancy and diversity of Graham.

The public realm should be enhanced within all new neighborhood development and redevelopment utilizing the following techniques:

- Locate buildings near the front of the property line, orient them toward the street, and include front porches and other private outdoor spaces
- Consider view corridors of natural features and landmarks and encourage streets to terminate on a visually interesting feature
- Recess garages behind the front of buildings to avoid streetscapes dominated by garage doors

- Incorporate alleys into new neighborhoods to decrease the need for driveways and to provide for accessory buildings, utilities, and services, and parking off of neighborhood streets

Greening our Neighborhoods

Homes ideally should be located no more than a half mile from parks and ideally one quarter mile or less. The following techniques should be considered in new development:

- Locate parks in the center of new neighborhoods and establish them as a central activity point
- Encourage building frontages to face toward neighborhood parks in order to enhance safety and creation of an outdoor room
- Encourage neighborhood pocket parks of ¼ acre

Mixed Use Residential

Mixed Use residential areas in Graham ideally are located between mixed use commercial areas and single family housing neighborhoods. They should include a variety of uses, but are primarily compact residential neighborhoods.

Principal uses: detached single family housing on small lots less than 6,000 square feet in area, group homes, and live-work units

Secondary uses: multifamily housing, duplexes, townhomes, neighborhood commercial, non-retail uses such as day care, parks, schools, small civic facilities, offices and flex space, studios, bed-and-breakfasts; secondary uses are most appropriate when located at or near street intersections.

Desired Pattern

Mixed use residential neighborhoods should include diverse housing options. Housing should be built at a human scale, with buildings that reflect Graham’s historic architecture and which create a comfortable space along the street.

Transportation

Automobile parking should be located on the street, and behind homes with ingress and egress via rear alleys. All new street development should include wide sidewalks on both sides with street trees placed at 30-40 foot intervals. Where possible, blocks should be broken up to create street lengths of less than 600 feet between intersections. Textured crosswalks and other traffic-calming facilities should be used to increase the safety and visibility of pedestrians and bicyclists.

Principal Uses: Predominantly detached single-family homes; new neighborhoods may include duplexes

Supporting Uses: Places of worship, daycares, park facilities, schools, civic spaces; designated neighborhood centers may include neighborhood-oriented commercial, small professional offices, live-work units, and home occupations provided they do not generate excessive traffic and parking

Desired Pattern

Many of Graham’s downtown residential neighborhoods include sidewalks, tree coverage, small and medium-sized lots, a variety of housing choices, human-scale buildings oriented toward the public realm, attractive architectural features, and porches and stoops that facilitate social interaction and provide eyes on the street. This pattern should be maintained and continued with policies that promote home rehabilitation and context-sensitive infill development.

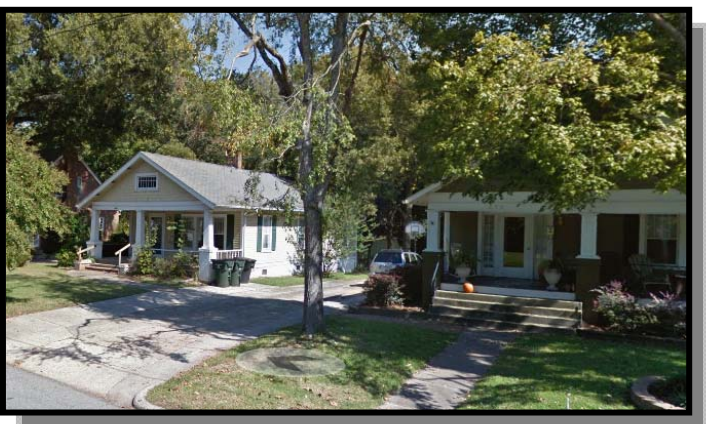
Transportation

It is desirable that automobile parking be located on the street, and in garages set back from the front of the home. Where public right-of-way widths permit, street reconstruction projects should include sidewalks on both sides of the street. Street trees should be planted at 30-40 foot intervals between the curb and the sidewalk. Textured crosswalks and other traffic-calming facilities will increase the safety of pedestrians and bicyclists.

Appropriate Form	2-5 story building heights
Appropriate Dimensional Standards	0-15 foot front build-to line; No minimum side yard setbacks; 16 foot minimum lot width and 50 foot maximum lot width

Downtown Residential

Downtown residential areas are located in and around the City’s historic downtown area. These neighborhoods are compact, connected, and diverse.



Appropriate Density	3-6 dwelling units per acre
Appropriate Dimensional Standards	New homes should consider adjacent lot sizes and building orientations

Suburban Residential

The suburban residential land use area is an important category in this plan because it makes up more area within Graham's planning area than any other future land use category. Conventional residential practices tend to result in disconnected, homogenous, automobile-oriented developments. This plan changes the paradigm by promoting diverse, walkable, and connected neighborhoods. Suburban residential neighborhoods are primarily settings for existing and future single family detached housing, but may also contain additional housing typologies and low-impact supporting uses in neighborhood activity centers. Affordable detached homes within attractive walkable neighborhoods will continue to make Graham an attractive place to live for people who work in Graham and surrounding communities.

Principal Uses: Predominantly detached single-family homes; new neighborhoods may include a range of duplexes, townhomes, and small scale multi-family dwellings of twelve units or less

Supporting Uses: Places of worship, day cares, park facilities, schools, civic spaces, and consideration of accessory dwelling units, provided they are designed to maintain the single-family character of neighborhoods. Designated neighborhood centers may include neighborhood-oriented commercial, small professional offices, live-work units, and home occupations provided they do not generate excessive traffic and parking

Desired Pattern

Recent residential developments in Graham have resulted in disconnected, low density, automobile-oriented patterns. Many new neighborhoods lack pedestrian connectivity. Many new homes are built with garages in the front of the house and wide impermeable driveways. While the automobile will continue to be the primary mode of transportation for

people living in this area, neighborhoods should include pedestrian-friendly design, with a diverse array of housing built around neighborhood centers. In new neighborhoods, it would be desirable for garages to be set back from the front of the home, or accessed via a rear alley.

Transportation

It is desirable that automobile parking be located on the street, and behind homes with ingress and egress via rear alleys, and that street rights-of-way include sidewalks on both sides with street trees placed at 30-40 foot intervals within grass swales. Where possible, blocks should be broken up to create street lengths of less than 600 feet between intersections.

It is desirable that new neighborhoods connect to future and existing neighborhoods. Neighborhood streets should function as yield streets to calm traffic and decrease impermeable surface. Where determined to be unnecessary and where swales are present, curb and gutter should be discouraged to decrease development and maintenance costs and facilitate stormwater runoff.

Appropriate Density	3-6 dwelling units per acre
Appropriate Dimensional Standards	New neighborhoods should consider a variety of lot sizes with consistent setbacks along the same street

Districts

Districts include multiple buildings with a diversity of uses arranged in a form conducive to the primary function of the district. They may have centralized ownership or a regulating masterplan or small area plan, and serve a unique function within the City and region.

In this plan districts include the downtown district, mixed-use commercial districts, the education district, the employment district, and industrial districts. In some cases, such as downtown and some of the industrial districts, future land uses are already well defined by current land uses. In other cases, like the employment district, the district characteristics may not currently be present and planning and market forces will play a major role in shaping the area over the coming decades. Achieving efficient, orderly, and attractive development within some districts will be more easily achieved through the development and implementation of small area regulating plans.

Circulation and Access

Districts will be designed to accommodate all modes of travel including bicycling, walking, and driving.

It is encouraged that new streets and street redevelopment should be designed to accommodate bicyclists, pedestrians, and automobiles, unless within industrial areas where heavy freight is expected; and that pedestrian access be enhanced through the following practices:

- Incorporate street trees into sidewalk design
- Include street furniture, pedestrian scale lighting, and bulb-outs at pedestrian crossings
- Apply road diets that allows additional space for separated bicycle lanes

It is desirable that, with the exception of industrial areas, districts be connected to residential neighborhoods via arterial roads, local streets, and bicycle and pedestrian greenways. Superblocks with perimeters in excess of 2,400 feet should be avoided. Where adjacent neighborhoods worry about cut-through traffic, consider one-way streets as a temporary solution.

It is desirable that parking be provided as parallel or diagonal on-street parking, and that off-street parking be shared and located behind buildings or beside buildings with planting buffers. It is encouraged that the amount of surface parking be minimized to the extent possible.

Concentrated mix of uses

Districts feature a mix of uses and an attractive and inviting public realm that emphasizes the district's unique identity.

Uses in districts, with the exception of industrial districts, should be organized to promote multimodal transportation access and viability and support future transit stops

Buildings in districts, with the exception of industrial districts, should contribute to a cohesive urban fabric that promotes walking and biking viability through the following practices:

- Orient buildings toward plazas, parks, and streets
- Minimize building setbacks from public streets
- Encourage parking in the rear of commercial and residential buildings

The design of large retail buildings shall be consistent with Graham's historic architecture. Large retail buildings should incorporate low impact development design, provide pedestrian and bicycle access, and hide parking with street trees and other landscaping.

Downtown District

A vibrant downtown is critical for the success of any City. The urban fabric of downtown Graham exhibits many of the characteristics of successful places: Buildings located up to the

front of the lot, wide sidewalks, on-street parking, awnings, transparent doors and windows, vertical mixed-use buildings, terminated vistas, and small blocks all make downtown a vibrant and charming pedestrian-friendly environment. This design was no accident; it was and continues to be the most efficient way of building a City for people moving around on foot and using public transportation.

The downtown district should foster vibrant activity day and night by including diversity in land use, including offices, homes, restaurants, entertainment venues, high quality public gathering spaces, and cultural opportunities. In this way, downtown Graham will be the focal point of the community.

Desired Pattern

New buildings in downtown should be located no further than 10 feet from the front lot line and should include transparent windows on at least 50% of the first floor facade. Multiple stories and a mix of uses are desirable. The building design should also consider the existing historic architecture throughout downtown.

Transportation

Downtown streets should be built as places, not just transportation corridors, and should primarily accommodate pedestrians and bicyclists. Automobile parking should be located on the street, creating a barrier between moving traffic and the sidewalk, and behind or below buildings. Bicycle racks should be located throughout downtown. In all new street redevelopment projects, street trees should be placed at 20-30 foot intervals.

Mixed Use Commercial

Mixed use commercial areas include commercial and office developments primarily located at major intersections. These areas

provide a mix of retail, commercial, office, multifamily residential and institutional uses. Buildings are multiple stories, with architectural details, surface textures, and modulation of light and shade, and should be built at a human scale.

Currently, several large commercial buildings exist within the mixed use commercial future land use category. According to the National Trust for Historic Preservation, "Big-box stores impose hidden costs that don't appear on the price tags of the products they sell: traffic congestion; loss of trees, open space and farmland; displaced small businesses; substitution of jobs that support families with low-paying jobs that don't; air and water pollution; dying downtowns with vacant buildings; abandoned shopping centers; and a degraded sense of community." In some cases, the development of large retail buildings can cost communities in opportunity costs, and long-term costs associated with additional road maintenance and service provision. Graham will consider the full impacts from large retail development proposals and recommend sustainable alternatives.

Desired Pattern

Mixed use commercial land use areas currently include many strip and other low density commercial developments. These should be redeveloped over time into pedestrian-oriented nodal centers of activity. New buildings in mixed use commercial areas should be located no further than 15 feet from the front lot line and should include transparent windows on at least 50% of the first floor facade. Multiple stories and a mix of uses are desirable.

Appropriate Form	3-5 story building heights
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Transportation

Automobile parking should be located on the street, creating a barrier between moving traffic and the sidewalk, and behind buildings. Bicycle racks should be located in front of all new buildings and all new street redevelopment should include 8-15 foot wide sidewalks with street trees placed at 30 foot intervals. Where possible, blocks should be broken up to create street lengths of less than 600 feet between intersections. Alleys are also highly encouraged in order to reduce curb cuts and remove utilities and trash from the front of buildings.

Appropriate Form	2-5 story buildings
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Education District

The education district currently includes the campus of Alamance Community College. This area represents a significant opportunity to partner with private sector companies to train workers for local jobs located in Graham and the NCCP. Most students commute to ACC via automobile and therefore surface parking lots currently make up a large percentage of the campus’s ground cover.

This district is located adjacent to the Haw River, providing the site with a major visual and environmental asset and necessitating implementation of low impact development. The City should work with Alamance Community College and other stakeholders to develop a small area plan consistent with the goals and policies of this plan.

Desired Pattern

Over time, the education district should be planned to include compact development patterns. Such development should consist of mixed use buildings that include housing for students, staff, and instructors, commercial uses for daily needs, flex space, and other space for light industry and employment. Parking structures should be placed on the periphery

of the campus and behind buildings to allow for centralized green spaces. Buildings within this district should be threaded into a walkable urban fabric.

Transportation

Automobile parking should be located on the street, behind buildings, and in parking garages. Bicycle racks should be located in front of all new buildings. Off-street bicycle and pedestrian and facilities should connect the campus to surrounding neighborhoods, as well as connect to the Haw River Trail and other greenways throughout the City.

Appropriate Form	2-6 story buildings
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Employment District

The employment district is a joint land use area between Mebane, Graham, and Alamance County. It currently contains several uses, including farms, single family homes, natural groundcover, and warehousing.

Desired Pattern

The employment district should be studied and planned in order to accommodate a range of employers and provide office space, industrial space, commercial space, institutional space, and residential housing. This should be planned to limit environmental impacts, preserve open space and open corridors, and develop high-quality and adaptable buildings for a variety of companies.

Transportation

The employment district should support the viability of safe walking and bicycling as a serious form of transportation, while also ensuring the most efficient transportation network possible for freight trucks and other heavy vehicles that require regional access.

Appropriate Density	6 dwelling units per acre; 0.5 Commercial/Industrial FAR
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Industrial

Industrial districts contain large one and two story buildings with easy access to the major roads like state highways and Interstate 40/85 for heavy freight vehicles. Some of these uses may be considered noxious and therefore adequate buffers must exist between industrial uses and other land uses, as well as natural areas. Graham’s wastewater treatment plant is also located in an industrial area.

Desired Pattern

Industrial districts should have limited setbacks between the front of the property line and between adjacent industrial uses in order to use land and infrastructure efficiently. These uses should be heavily buffered from residential neighborhoods, parks and open space, and streams. Such areas should follow orderly development patterns and seek to maintain minimal adverse environmental impacts.

Transportation

Transportation infrastructure in this district should primarily accommodate heavy freight vehicles by providing wide lanes with shoulders. Freight routes should avoid pedestrian-oriented neighborhoods. Intersections along freight routes should maintain appropriate curb radii to accommodate large vehicles.

Appropriate Density	0.3-0.5 Commercial/Industrial FAR
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Corridors

Corridors serve as connections between important places and along highly trafficked roads. But in this plan corridors do not simply plan for street maintenance. Instead corridors represent a network of travel routes, increase choices for people to move throughout the City, reducing automobile dependency, providing a link to parks and open space, and overall enhancing travel within Graham.

In this plan, corridors include designated commercial corridors as a future land use category and paths designating enhanced bicycle and pedestrian routes.

Commercial Corridor

Two commercial corridors within Graham include spans along NC-54 and NC-87 where single family residential uses are being replaced with automobile-oriented commercial uses. The commercial corridor land use exists in order to acknowledge this slow and incremental yet persistent land use transition, and address the challenges posed by this growth pattern.

Desired Pattern

Ideally, most future development will be focused in strategically located clusters identified within this plan. Where commercial growth occurs along the identified NC 54 and NC 87 corridors, pedestrian, bicycle, and vehicular safety should be promoted through high quality planned development.

Transportation

These corridors currently comprise extremely long blocks and very few intersections, which result in low connectivity and can be detrimental to adjacent neighborhoods. While limited access roads may be beneficial for high-speed mobility in rural areas, this plan acknowledges that as Graham continues to grow and expand along these corridors, new intersections should be developed. Intersections should be spaced at no more than 1000 feet and preferably less than 800 feet in order to improve access to future development and increase connectivity along these corridors. Additional rights-of-way and pedestrian easements should be obtained through property acquisition and landowner dedication at the development and redevelopment stage.

Driveway curb cuts at each commercial business and residential home increase the likelihood of collisions. To reduce this risk, and improve the aesthetic quality and accessibility of commercial businesses, rear alley access, divided slip lanes, and mid-block shared parking should be provided along the commercial corridor.

Appropriate Density	6 dwelling units per acre; 0.5 Commercial/Industrial FAR
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Edges

Edges serve a critical function as boundaries of the built environment. Edges protect the bucolic nature of rural areas and forests as well as provide buffers between the built environment and waterways. In this plan, edges include the rural residential future land use category and stream floodway.

Rural Residential

The rural residential area includes low density housing, farms, and undeveloped natural areas including streams and mixed oak-pine forests, in areas not served by City water and sewer services

Desired Pattern

For the planning horizon of this plan, rural residential areas should maintain their existing rural and low-density residential character. In order to do this the City will avoid extending water and wastewater lines to properties located within this future land use area for the near and medium-term future.

Transportation

Roads in rural residential areas should limit their impact on the environment by limiting encroachment into sensitive environmental areas and reducing impermeable surface area. Acquisition of land and easements

should be considered for trails, especially along streams, and for protection of riparian buffers.

Encouraged Zoning Districts	Adopt a new rural zoning district
Appropriate Density	2 Acres per dwelling unit

Floodways

The designated floodway areas on the Future Land Use Map include trees and natural cover that buffer streams from the built environment, provide space for trails and recreation, support habitats, and reduce flood hazards. This area should contain no development.

Boundaries

Boundaries on the Future Land Use Map show the existing border of the City of Graham, the City’s extra-territorial jurisdiction boundary, and the planning area.

Orderly Growth

Graham will use its influence to maintain the existing character of rural areas on the City’s southern periphery, as well as to slow outward growth and direct inward growth.

The City’s influence should be extended to the future planning area boundary identified by the Future Land Use Map. Land that falls within Graham’s expanded Extraterritorial Jurisdiction to the City’s south should be within a rural zoning category.

Centers

Regional nodes and activity centers are mixed use districts of commercial, entertainment, civic, and residential concentrations that center on a focal point, typically at a crossroads of major corridors. These regional nodes vary in geographic area, building sizes and scales, and service area, but all maintain walkable and multimodal characteristics with activity on the street and sidewalk and in public spaces like parks, squares, and plazas.

Because they are such important places within the City, centers should also be aesthetically pleasing and care should be taken to provide attractive signage, plant trees along the edge of streets, use high quality building materials, and hide utilities and electrical wires in rear alleys or underground.

Downtown Regional Node

The downtown regional node serves as Graham's primary center of commercial and civic activity and serves populations beyond the extent of the planning area.

Interchange Regional Node

Interchange regional nodes, like the downtown regional node, serves a market within and beyond the extent of Graham's planning area.

Community Activity Center

Community activity centers generally serve, not just the surrounding residential areas, but also populations living within the Graham and neighborhoods within a three to five mile radius. These centers should be pedestrian-oriented in character and may include a vertical mix of uses including neighborhood-oriented commercial such as small grocery stores, dry cleaners, coffee shops, small restaurants, small professional offices and live-work units.

Buildings should be located along the sidewalk, face the street, reflect the architecture of the surrounding neighborhood, and range in height from one to three stories. Off-street parking should be shared and located behind buildings or beside buildings with planting buffers.

Neighborhood Activity Center

Neighborhood activity centers are located within residential areas and serve the neighborhood, especially homes within a ¼ mile to 1 mile radius. These centers should be pedestrian-oriented in character and may include a vertical mix of uses including neighborhood-oriented commercial such as small grocery stores, dry cleaners, coffee shops, small restaurants, small professional offices and live-work units.

Buildings should be located along the sidewalk, face the street, reflect the architecture of the surrounding neighborhood, and range in height from one to three stories. Off-street parking should be shared and located behind buildings.

Potential Activity Center

The plan designates potential activity centers, which are major intersections that do not currently contain significant commercial activity but that may change in character over the coming years.

PART IV: IMPLEMENTATION



Action Plan

Introduction

The policies and initiatives identified in the plan will be made real only through concerted, consistent, and highly focused attention to implementation. City administration, present and future City Councils, and other governmental entities will actively and continuously use the Comprehensive Plan as a key reference for all decisions and actions.

A strategic plan of action is needed to achieve the goals discussed in this plan. The Action Plan provided here summarizes the strategies discussed in previous sections, and designates priorities for implementation.

Priorities outlined in the following Action Plan include the following:

- **Near-Term Priority** initiatives should be initiated upon adoption of the Plan and should be well underway within two years of Plan adoption.
- **Mid-Term Priority** initiatives should be considered for implementation as soon as resources and opportunities become available.
- **Long-Term Priority** initiatives should be kept on the list of desirable outcomes, and considered as opportunities emerge and/or following success in implementing near and mid-term priority items.

The full listing of strategies included in this Plan follows, along with priority designations.

Following is a summary of the actions recommended in this Graham 2035 Comprehensive Plan, with designations of priorities for implementation.

Strategy	Priority
<p>Strategy 1.1.5: Discourage Strip Development Discourage highway strip development along transportation arteries and proposed interstate interchanges by directing these commercial activities to proposed activity centers.</p>	Near-Term
<p>Strategy 1.2.1: Historic District Consider designating the North Main Street National Historic District as a local historic district.</p>	Near-Term
<p>Strategy 1.3.1: Small Area Plans Prepare Small Area Plans for Downtown and for development/redevelopment of the North Main Street historic area.</p>	Near-Term
<p>Strategy 1.3.3: Harden Street Prepare a corridor plan to guide development and public investment in the East Harden/NC54 corridor. Extend the Highway 54 Overlay to W. Elm Street and W. Harden Street.</p>	Near-Term
<p>Strategy 2.1.5: Reduce Barriers Work with local businesses and economic development partners to identify and address unnecessary barriers to local business development.</p>	Near-Term
<p>Strategy 2.2.1: Job Development Provide support and assistance to the business recruitment efforts of the Alamance County Chamber of Commerce, seeking to attract a range of employment opportunities.</p>	Near-Term
<p>Policy 2.3.1(a): Downtown Gathering Place Consider constructing a downtown gathering place to allow for retail outdoor sales within the Central Business District.</p>	Near-Term

Strategy	Priority
<p>Strategy 2.3.2: Prepare Development Strategies for Interchange Areas Prepare and implement strategies to promote business development around the City's three interstate interchanges.</p>	Near-Term
<p>Strategy 2.4.1: NC Commerce Park Develop a plan for the employment district in order to maximize economic growth within this area. Align plans and investments with efforts to recruit and grow strategic business opportunities in the NCCP.</p>	Near-Term
<p>Strategy 2.4.2: Promote Industrial Redevelopment Encourage reinvestment and intensification at existing industrial sites. Encourage redevelopment of existing buildings and infrastructure for industrial growth.</p>	Near-Term
<p>Strategy 3.1.1: Parking Space Standards Adjust parking space regulations to encourage parking strategies that avoid the overdevelopment of parking.</p>	Near-Term
<p>Strategy 3.3.1: Sidewalks and Street Trees Amend subdivision and zoning regulations to encourage all new development to include street trees, especially where part of the adopted Pedestrian Plan.</p>	Near-Term
<p>Strategy 4.1.1: Increase Community Involvement in Schools Initiate a local effort to increase community involvement in Graham's public schools, through parent outreach, increased resources for after-school programs, mentoring, and support for teachers and facilities.</p>	Near-Term
<p>Strategy 4.1.2: Establish Communications and Coordination Mechanisms with the Alamance-Burlington School System. Work with the elected and administrative leadership of the County School System to identify additional opportunities for information-sharing and collaboration in support of facilities and student/family needs.</p>	Near-Term

Strategy	Priority
<p>Strategy 4.3.5: Adjust Land Use Regulations Amend zoning regulations to create a new Rural zone, and work with Alamance County to expand Graham’s Extraterritorial Jurisdiction to align with expected development patterns.</p>	Near-Term
<p>Strategy 1.1.2: Design Guidelines Develop commercial and residential site design guidelines that enhance community character and appearance, to be used with special use permit and conditional rezoning applications.</p>	Mid-Term
<p>Strategy 2.1.1: Business Incubation Develop a business incubation program to encourage development of new business ventures.</p>	Mid-Term
<p>Strategy 2.3.1: Facilitate focused development Incentivize pedestrian-oriented nodal development consistent with this plan by incentivizing smart growth development. The City could choose to utilize some of the following methods:</p> <ul style="list-style-type: none"> • Expedited permit review • Deferred tax payments • Covering some building expenses • Low-interest loans • Providing infrastructure • Flexible and innovative regulations • Small area plans 	Mid-Term
<p>2.3.3 : Create Overlays at Exit 150 Due to the unique site characterists on Jimmie Kerr Road just to the north and south of the interstate, Overlays which control road access to the north, and foster a walkable built environment to the south should be pursued.</p>	Mid-Term
<p>Strategy 2.4.3: Freight Corridors Encourage freight-oriented industrial development to locate where it can maximize access to major freight routes, including I-40/85 and state highways.</p>	Mid-Term

Strategy	Priority
<p>Strategy 4.2.1: Greenways Continue to develop a greenway system that links together the City's recreational resources.</p>	Mid-Term
<p>Strategy 4.2.3: Continue to develop Graham's new City Park. Continue efforts to develop the future City of Graham Recreation Complex.</p>	Mid-Term
<p>Strategy 4.3.1: Land Use Patterns Promote development of efficient land use patterns to allow continued quality and efficiency of water systems. Discourage the extension of water service into areas that are not most suitable for development.</p>	Mid-Term
<p>Strategy 4.3.2: Conserve Water Resources Through education, outreach, infrastructure, and service pricing, promote the conservation of water resources for long term security.</p>	Mid-Term
<p>Strategy 4.3.3: Increase Use of Reclaimed Water Promote the use of reclaimed water by incentivizing rainwater collection and other forms of reclaiming water.</p>	Mid-Term
<p>Strategy 4.3.4: Water Efficient Construction Incorporate water saving and water efficient construction incentives into appropriate development regulations.</p>	Mid-Term
<p>Strategy 5.2.2: Stock of affordable housing Preserve and increase the stock of long term and permanent affordable housing to meet the needs of the community that are not met by private market conditions. Coordinate planning efforts with housing developers and non-profits organizations.</p>	Mid-Term
<p>Strategy 6.1.1: Water Quality BMPs Use non-structural best management practices (BMPs) to improve water quality, such as public education program and monitoring and control of illicit discharges.</p>	Mid-Term

Strategy	Priority
<p>Strategy 1.1.1: Wayfinding and Gateways Develop an upgraded “wayfinding” and signage system for installation along gateways and corridors. Designate gateways for entrances to the historic downtown area, and further develop plans for public improvements and landscaping in the gateway areas.</p>	Long-Term
<p>Strategy 1.1.3: Tree Planting Develop Expand public and private tree planting initiatives in appropriate locations.</p>	Long-Term
<p>Strategy 1.1.4: Underground Utilities Encourage the Placement of utility wires underground, especially in the downtown area.</p>	Long-Term
<p>Strategy 2.1.2: Collaborate with regional networks Utilize resources available through UNC Chapel Hill and other state government authorities and non-profits to develop and evaluate economic development programs.</p>	Long-Term
<p>Strategy 2.1.6: Business opportunity information Provide a clearinghouse for information on locating a business in Graham and the available State and local resources available to small business, including funding, training, grants, and location assistance.</p>	Long-Term
<p>Strategy 2.4.4: Green Industry Growth Encourage improvements to the cleanliness, safety, and ecological performance of industrial development and freight corridors by facilitating adoption of new technology and design, conserving trees on industrial properties, and use of renewable energy sources.</p>	Long-Term
<p>Strategy 2.4.5: Attract Green Industry Work to attract environmentally responsible companies and foster growth in green industries in Graham.</p>	Long-Term
<p>Strategy 3.2.3: InterCity Bikeway System Partner with Burlington, Mebane, and the MPO to develop an intercity bikeway system, preferably including off-street bike paths and greenways.</p>	Long-Term

Strategy	Priority
<p>Strategy 3.2.5: Future Transit Options Consider coordinating within the region to implement a transit system for citizens to access the governmental offices located in downtown Graham, and increase accessibility to Alamance Community College.</p>	<p>Long-Term</p>
<p>Strategy 3.3.2: Increase Bicycle Parking Amend zoning regulations to encourage and provide incentives for installation of bicycle parking for new development.</p>	<p>Long-Term</p>
<p>Strategy 3.4.1: Accommodating Street Design Design to accommodate pedestrians by providing wide sidewalks, shade, bicycle parking, and safe access to and from the stop.</p>	<p>Long-Term</p>
<p>Strategy 4.4.1: Study Need for New Facility Initiate a study of the need and potential location for a new fire station in Graham, based on the City's Future Land Use Plan.</p>	<p>Long-Term</p>
<p>Strategy 5.2.1: Physically-accessible housing Ensure pedestrian-oriented housing designs with access to nearby services.</p>	<p>Long-Term</p>
<p>Strategy 6.1.2: Low Impact Development Promote the use of Low Impact Development (LID) techniques to mitigate the impacts of stormwater runoff. Such techniques should include the use of green roofs, rain gardens, cisterns, and rain barrels, as well as reducing impermeable surfaces and restricting unnecessary grading and clearing of natural vegetation.</p>	<p>Long-Term</p>
<p>Strategy 6.1.3: Wastewater Reuse Encourage reuse of treated wastewater at Graham's wastewater treatment plant to further reduce the nitrogen and phosphorous load to the Haw River and reduce non-potable water consumption where feasible.</p>	<p>Long-Term</p>

Plan Amendments

Sept 5, 2017	<ul style="list-style-type: none"> • Southern Loop Removed • 1.3.4: Outdoor Community added
Oct 17, 2017	Strategy 1.3.3 amended, Strategy 2.3.3 added, Policy 2.3.1(a) added.

GLOSSARY OF PLAN TERMS

Below is a list of urban planning terms that are used within the Plan, their respective definitions, and relevant links to websites.

LEED (Leadership in Energy and Environmental Excellence)

Developed by the U.S. Green Building Council (USGBC) in 1998, LEED provides a suite of development standards for environmentally sustainable construction. LEED is also a certification that development professionals can acquire that identifies their environmentally sustainable construction expertise.

<http://www.usgbc.org>

Low Impact Development (LID)

Low impact development is a term that has come to describe best management practices for stormwater runoff management through on-site design, such as a rain garden. This contrasts with traditional stormwater techniques that divert water off a development site and into a traditional stormwater system.

Mixed-Use Development

A building or development that incorporates two or more different uses such as, but not limited to, residential, office, retail, public, or entertainment. Vertical mixed-use developments incorporate a mix of uses within the same building, typically with different uses on different floors. Horizontal mixed-use developments incorporate a mix of different uses within different buildings in a common development.

Pedestrian-Friendly / Pedestrian-Oriented Development / Walkable Development

Pedestrian-friendly developments are designed with an emphasis primarily on the sidewalk and on pedestrian access to the site and building, rather than auto access and parking areas.

Sustainability / Sustainable Development

Sustainability describes the concept of a community meeting the needs of the present population while ensuring that future generations have the same or better opportunities. The sustainability concept traditionally incorporates economic, social, and environmental themes and can be used as a way of guiding development policy within a community.

