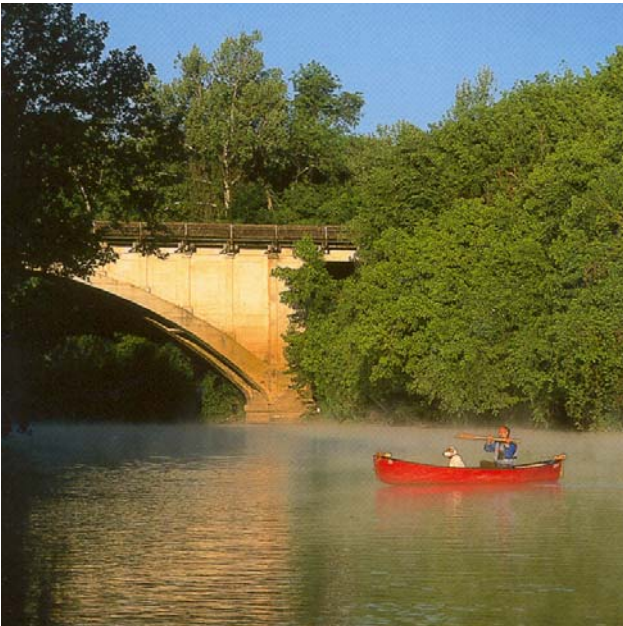




City of Eden

Land Development Plan

August 2007



City of Eden Land Development Plan

Adopted by the Eden City Council on August 21, 2007



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COMMUNITY OVERVIEW

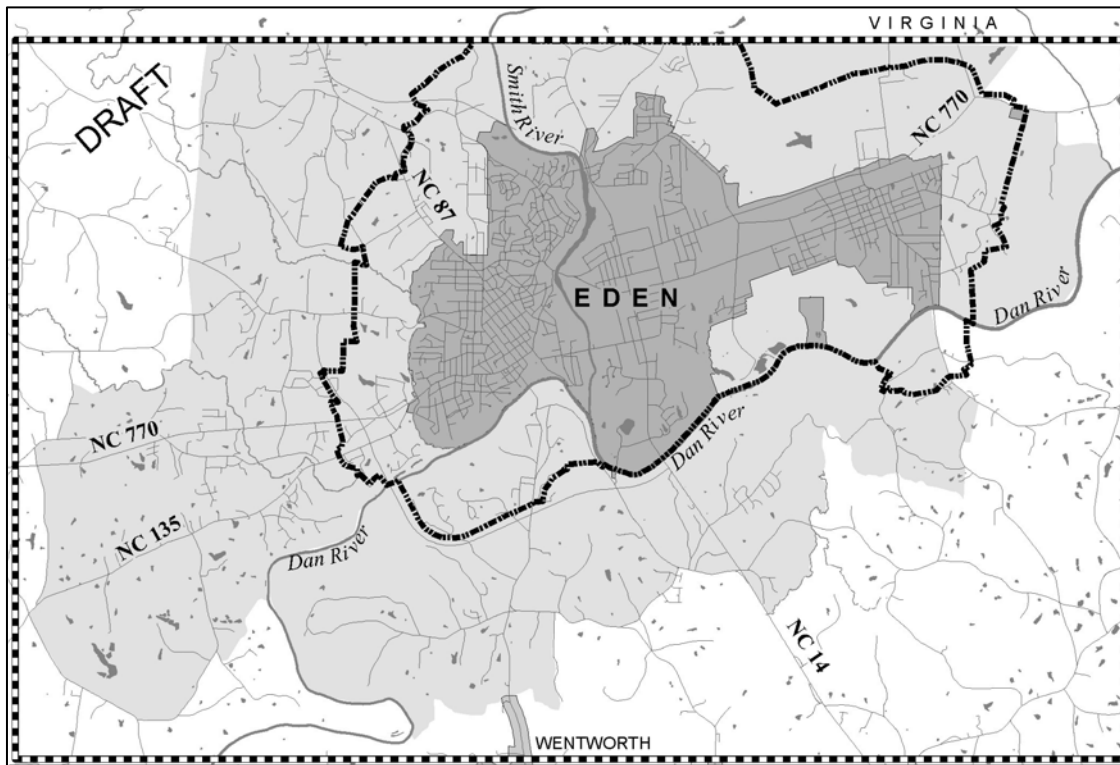
1.1 THE PLANNING AREA

The City of Eden is situated in the North Carolina Piedmont – part of the Piedmont Plateau that extends from New York to Alabama, where the terrain rises gradually from the coastal plain to the base of the Appalachian Mountains. Located in the north-central area of Rockingham County, Eden is adjacent to the North Carolina-Virginia border, about 10 miles from the City of Reidsville to the south and 25 miles from the City of Martinsville to the north. The planning area encompasses the current boundaries of the City and its surroundings – an area of approximately 38 square miles in size.

1.2 HISTORICAL CONTEXT

Native Americans inhabited this area for 12,000 years prior to European settlement. The Saura tribe inhabited a number of villages along the Dan River at the time when farmers began moving down from the Shenandoah Valley to establish small farms in the picturesque area along the Dan and Smith Rivers. In 1744 the area around Eden that was considered “backcountry” experienced its first population boom. These early settlers of the Dan River Valley were primarily Scotch-Irish (Butler, 1982).

Figure 1.1 – Planning Area



Eden has its roots in textiles and other industrial manufacturing. The Dan and Smith Rivers provided ample power supply to support early mills and manufacturing plants. The addition of railroads and river transportation developed in the 19th century helped to support a growing textile and industrial manufacturing focus in the area known today as Eden. The earliest documented mill located in Rockingham County was built in 1764 in the western section of present-day Eden and was called Matrimony Mill. The Petersburg (Virginia) to Salem road crossed over the Smith River at Island Ford and provided access to markets by horse and wagon.



William Barnett's Grist Mill built in 1813
Collection of Marjorie Tredway Walker, Eden c. 1883

The early economy, mostly of tobacco farming and grist mills was tied to northern markets in Virginia via the Dan River. The Dan River was not navigable to the ocean until 1826, when the first major navigation improvements were completed. River bateaus carried goods to markets down river from Leaksville before the railroad arrived later in the 19th century. In 1852, the first steamboat "Lily of the Dan" was operating between Leaksville and Madison and the Dan River Steam Company chartered a commercial towboat operation in 1855 (Butler, 1982).

In 1796 Leaksville was established on the Dan River by John Leak. Seventeen years later in 1813, Spray was established by James Barnett on the nearby Smith River. Leaksville developed as a commercial and warehousing center and Spray became the manufacturing center. The village of Draper would not be established until 1906, when a large textile manufacturing facility was constructed, catalyzing the settlement of Draper.

By 1890, Eden's population was at 2,695. The population doubled to 5,422 by 1900 and reached 13,811 by 1920. This high growth was led by an expanding manufacturing and industrial economy. Health and sanitation issues arising from the high growth of the area were addressed through the establishment of the Spray Civic Association, a creation of the Spray Water Power and Land Company in 1906. The association was tasked with addressing sanitation, crime control and setting up athletic programs, picnics and the town band. This was all provided for by the association through the area's major employer rather than the municipal government.

Organized religion made an entrance into modern day Eden when 4 churches formed congregations within a few years of each other. The following congregations were formed from 1837 until 1842: Methodist – 1837, Baptist – 1839, Episcopalian – 1842 and Presbyterian – 1842. It was not until the 1890s, over two decades following the Civil War, that any black congregations were formed. The Mt. Sinai Baptist and Methodist congregations were the first and both formed in 1890 (Eden Historic Preservation Commission, 1998).

In 1840, the Leaksville Textile Factory opened in Spray and grew to become the major employer and producer of textile goods in Rockingham County (Rodenbough, 1983). Owned by John Motley Morehead, the factory operated through the Civil War producing clothing for Confederate soldiers. The factory prospered following the war and was passed down to Morehead's heirs in 1866. Morehead's son, J. Turner Morehead proved an "apostle of industrial development" (Butler, 1982) and expanded the factory along with other mills for decades following the Civil War.



Old Nantucket Mill Spinning Department employees

Collection of Harold Francis, Eden c. 1908

After years of expansion, Major Morehead began a new company called the Spray Water Power and Land Company in 1889 in an effort to expand textile and real estate operations even further. B. Frank Mebane married into the Morehead family and was an officer in the Spray Water Power and Land Company from its inception. He was responsible for expanding the mill operations from 1890 until the 1910s and did so at an unprecedented rate. The company was stretched thin with creditors by 1911 and Marshall Fields from Chicago took over ownership of six large textile mills in 1912. Marshall Fields continued successful operation of the textile mills and was the leading employer of the area into the middle of the 20th century.



**Portrait of John Motley
Morehead**

*NC Division of Archives and
History*

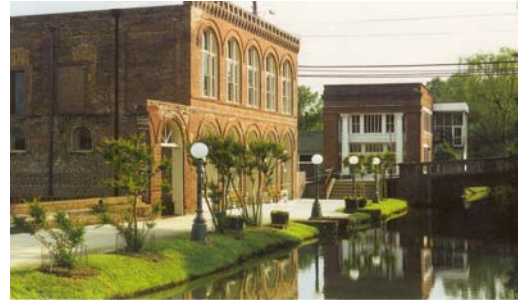
In 1859, the railroad was chartered to run through Leaksville from Danville, Virginia by the Dan River & Coalfields railroad. The line was not built until 1883. However, this important transportation infrastructure and connection to new markets fueled more growth in the Eden area. Reidsville was serviced by train in 1864 when a line was built from Danville to Greensboro via Reidsville. The 1883 line was a narrow gauge railroad, which would prove costly both in time delay and damage to shipped goods from the need to transfer goods from narrow gauge to standard-gauge railroad cars. In 1901, standard gauge tracks were laid parallel to the narrow gauge tracks to cut costs and reduce damage to freight for shipping. Tobacco warehousing and processing dominated new business development after the railroad arrived (Rodenbough, 1983).

The formal incorporation of Draper occurred in 1949, spurred by the need to address water and sewer needs. Spray formally incorporated in 1952 for similar reasons. It took 15 more years for the three towns of Leaksville, Spray and Draper to join and form the City of Eden, which was coined from William Byrd's "Land of Eden" describing the landscape of present day Eden in the early 1700s. The merger effort was led by the Chamber of Commerce and Jaycees. In 1967, the new City of Eden became Rockingham County's largest city.

1.3 PURPOSE OF THE PLAN

This plan represents the City of Eden's first future land development planning process since 1977. The primary purpose of this plan is to provide guidance for making strategic decisions about future growth and development in the community. The plan also serves as:

- A source of factual information
- A guide to local government decisions
- An opportunity for community involvement
- An outline for strategic actions



Spray Mercantile Buildings
City of Eden website

The plan is intended to serve as a guide to the property owners and developers who propose site improvements, the staff who review and comment on these proposals and the elected and appointed officials who consider these requests.

1.4 PLANNING PROCESS AND METHODOLOGY

A detailed analysis of existing conditions was conducted to ensure the plan responds adequately to the most relevant and current land development issues and trends facing the City. Computerized mapping and database technology known as geographic information systems (GIS), was used to map and analyze a wide variety of demographic, economic, environmental and urban service growth factors.

Extensive input from the City staff, community task forces and the public was used to identify core community values, and to build support for the plan. This framework of community values was applied to the detailed analysis of existing conditions and growth factors to draw conclusions and make recommendations about future development patterns. Recommended land use designations were developed to provide a strategic, proactive vision of where and how the City of Eden wishes to grow in the future.



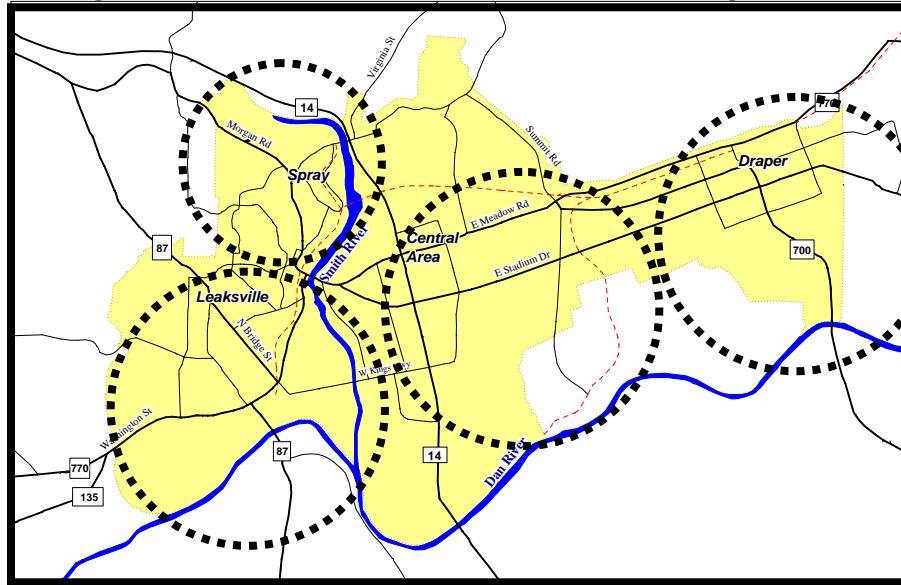


EXISTING CONDITIONS

2.1 DEMOGRAPHICS

The City of Eden was incorporated on September 12, 1967 when the towns of Leaksville, Spray, Draper and an area known as the "Central Area" joined together to form the largest town in Rockingham County at the time.

Figure 2.1 – Location of Eden's Towns of Origin – Leaksville, Spray & Draper



The following statistics highlight the demographic factors which impact growth and development, and may influence future land use priorities and recommendations.

Table 2.1 – City of Eden Demographic Overview

Demographic Feature	Eden	NC
Population, 2005	15,679	8,683,242
Land Area, 2004 (square miles)	15.0	48,711
Persons per Square Mile	1,045	178
Population Growth Rate (1990-2000)	+4.4%	+21.3%
Population Growth Rate (2000-2005)	- 1.4%	+7.9%
Percent Minority Residents (2000)	25.7%	29.8%
Median Age (2000)	39.2	35.3
Average Household Size (2000)	2.3	2.49
Homeownership Rate (2000)	64.3%	69.4%
Percentage of Adults with High School Diploma (2000)	67.9%	78.1%
Median Household Income (2000)	\$27,670	\$39,184
Poverty Rate (2000)	17.2%	12.3%
Total Retail Sales per capita (2004-2005)	\$13,978	\$17,687

Sources: US Census Bureau, Population Division; NC Office of State Budget and Management, State Demographer, 2004 estimates released in September 2005 and the US Census Bureau, 2000 Census of Population and Housing, SF1 and SF3 file, US Census Bureau, NC Department of Revenue, Sales & Use Tax Reports for Fiscal Year 2004-2005.

PEER COMMUNITIES

Comparing the characteristics of the City of Eden to peer communities in North Carolina and nearby Virginia provides the City with valuable insight into trends, patterns and issues that are unique to the community. Therefore, statistical information of four comparison communities has been included in this analysis. Selection of the comparison towns was based on population size, geographical attributes, and similar organizational structure or community makeup. In addition, benchmark data for Rockingham County and for the state of North Carolina as a whole are included where appropriate. Peer communities selected for this study include the following four towns of similar size:

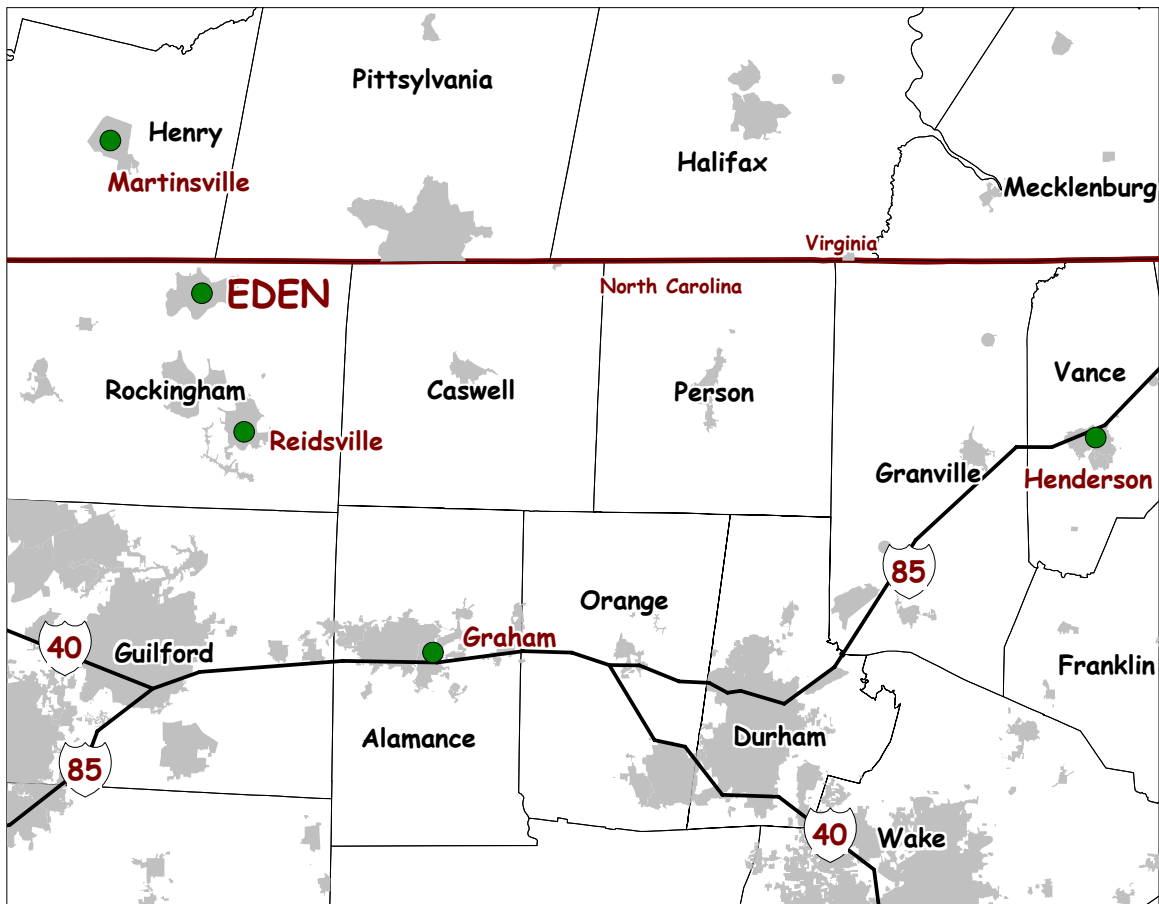
Reidsville – Located in southeast Rockingham County, NC.

Martinsville – Centrally located as the county seat of Henry County, Virginia.

Henderson – Centrally located as the county seat of Vance County, NC.

Graham – Centrally located as the county seat of Alamance County, NC.

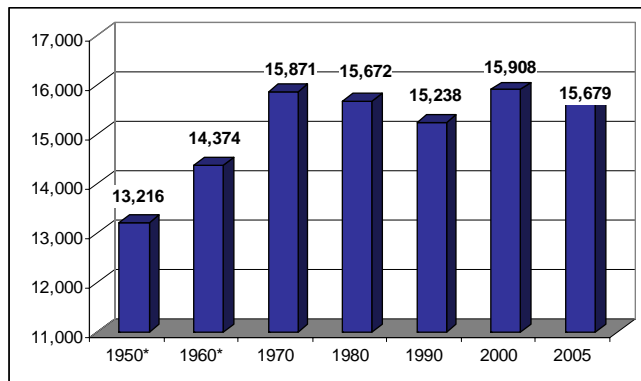
Figure 2.2 – Location of Eden's Peer (Comparison) Communities



POPULATION AND GROWTH

From the time Eden was incorporated through 1990, the City gradually lost population. The 1970 census showed a population in Eden of 15,871. By 1990, the City's population count was 15,238, a decline of 4.0%. During the 1990's Eden's population decline began to reverse and by 2000 the City's population count had increased to 15,908 – an increase of 4.4%. Eden's recent 2005 population estimates of 15,679 indicate slight declines over the last five years. However, the City currently has virtually the same population as it did in 1967 when it was first incorporated.

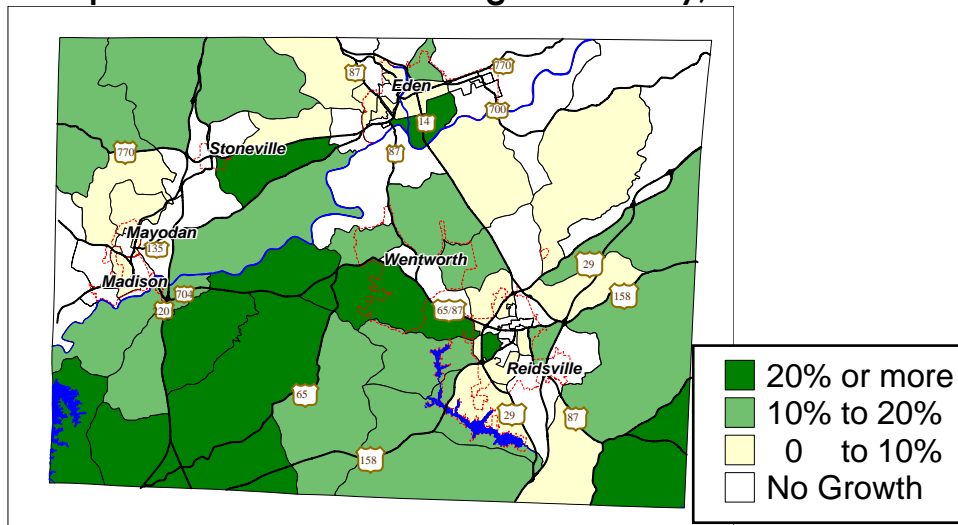
Table 2.2 – City of Eden Population Growth, 1950-2005



Data from 1950 and 1960 includes the census counts for the combined towns of Leaksville, Spray, and Draper, so it is not directly comparable to the data from 1970 on. Source: Decennial census of Population & Housing, 1950-2000. 2004 data from the NC Office of Budget & Management.

During the 1990s population growth in Rockingham County was highest in the southwestern corner of the county – the area in and around the Highway 220 corridor south of Madison. The southern portion of Eden along the NC14 corridor also experienced a relatively high rate of growth. However, Eden as a whole had the lowest *positive* growth rate in the county during the 1990s. Over this same decade Madison, Mayodan and Stoneville had *negative* growth rates.

Figure 2.3 – Population Growth in Rockingham County, 1990-2000



Source: 1990 & 2000 Census of Population & Housing, SF1 file, mapped by the PTCOG.

According to state estimates, four of the six municipalities in Rockingham County, including Eden, have experienced a slight population decrease since 2000.

Table 2.3 – County and Municipal Population Growth, 1990-2000-2005

Jurisdiction	Population			Growth Rate	
	1990	2000	2005	1990-2000	2000-2005
Rockingham County	86,064	91,928	92,614	6.8%	0.7%
Eden	15,238	15,908	15,679	4.4%	-1.44%
Madison	2,371	2,262	2,239	-4.6%	-1.02%
Mayodan	2,471	2,417	2,497	-2.2%	3.31%
Reidsville	12,183	14,485	14,778	18.9%	2.02%
Stoneville	1,109	1,002	988	-9.6%	-1.40%
Wentworth	1,989	2,779	2,777	39.7%	-0.07%

Source: US Census Bureau, NC Office of Budget & Management, 2000 & 2006.

LAND AREA AND POPULATION DENSITY

Eden has the largest land area among the comparison cities and the second lowest population density.

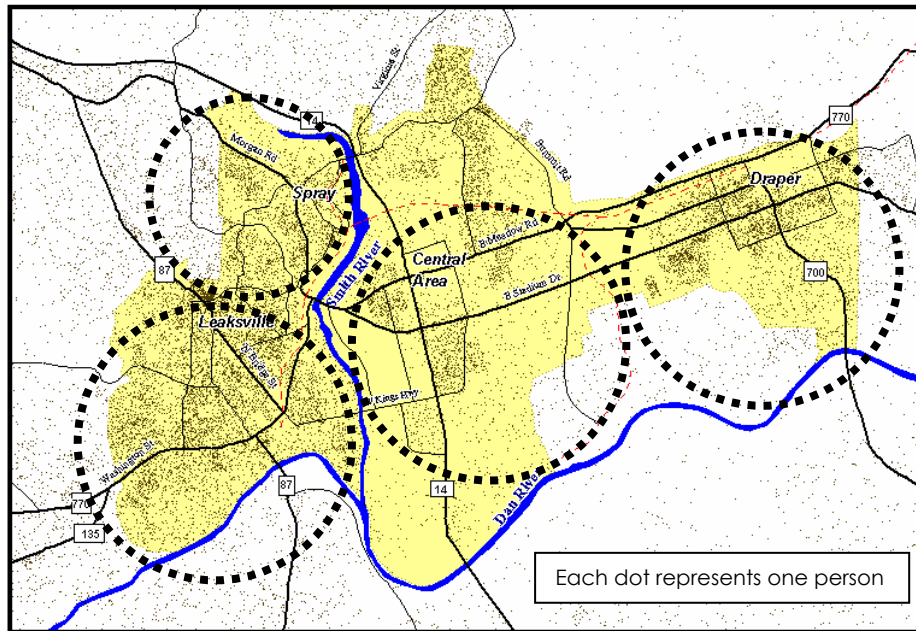
Table 2.4 – Land Area and Population Density Comparison

Comparison Cities	Population	Land Area (square miles)	Persons per square mile
Eden	15,679	15.0	1,045
Graham	13,952	8.7	1,604
Henderson	16,213	8.5	1,907
Martinsville	14,925	11.0	1,357
Reidsville	14,778	14.4	1,026

Source: US Census Bureau, 2005 estimates and the NC Demographer's Office. 2004 estimates were released in November of 2005.

Population density is highest in the Leaksville area of Eden, followed by the Draper area. However, these two areas are not currently experiencing population growth. The section of Eden that is growing is the Central Area. This area has the lowest densities and appears to provide some of the best opportunities for future "in-fill" development.

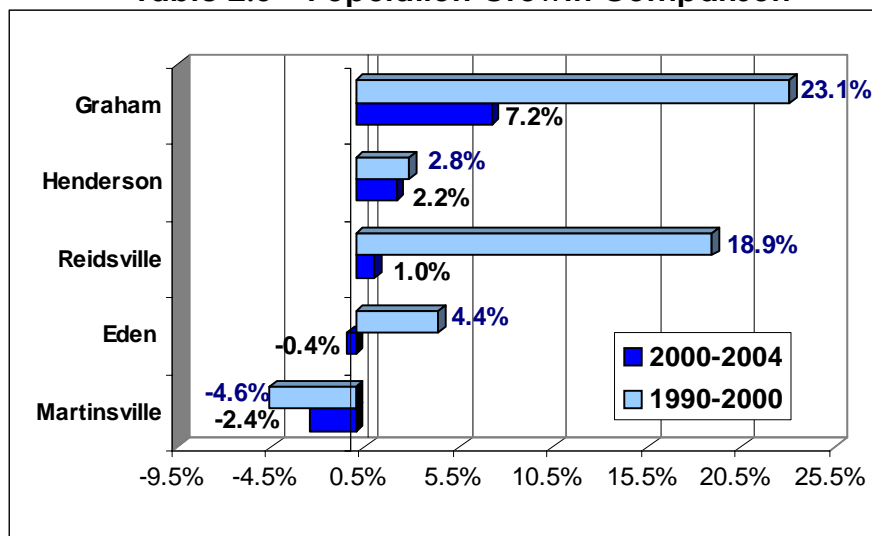
Figure 2.4 – Population Density for Eden & Surrounding Area, 2000



Source: 2000 Census

During the 1990's nearly 350 people were annexed into the city and Eden's growth was the third highest among the comparison areas. However, between 2000 and 2006 no annexation has occurred and Eden has the second lowest growth rate among the comparison areas.

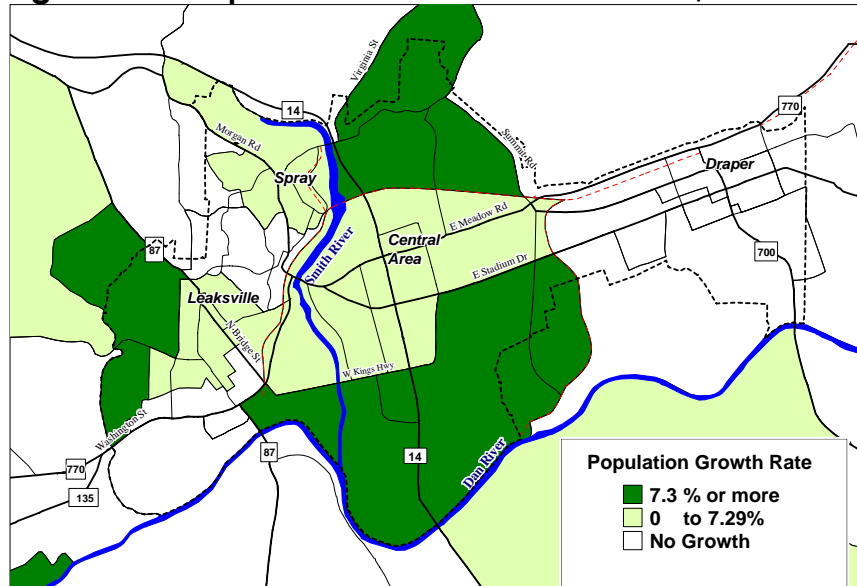
Table 2.5 – Population Growth Comparison



Source: US Census Bureau, decennial census, 1990 and 2000, population estimates, 2004 data released in 2005.

The southern portion of the City between the Dan River and Stadium Drive was Eden's fastest growing area during the 1990's. The northern part of the City was the second fastest growing area. The third fastest growth area was located on the western side of the City. The far eastern section of Eden including the Draper community along NC700 and NC770 had negative growth rates during the 1990's.

Figure 2.5 – Population Growth Areas in Eden, 1990-2000



Source: 1990 and 2000 Census of Population & Housing, SF1 and STF1 Files. Data mapped at a block group level by the PTCOG Regional Data Center.

RACE AND ETHNICITY

Eden's population is predominantly white and non-Hispanic. However, the proportion of minorities within the City is increasing substantially faster than the white, non-Hispanic population. In 1990, 19.5% of residents were minorities. By 2000, the proportion had grown to 25.7%. Between 1990 and 2000 the City had a decrease in the number of whites, while the Black or African American population grew by 24.4%. The Hispanic population, while still relatively small overall, had the largest percentage gain. The Hispanic population grew by 447% between 1990 and 2000 – almost half of the total growth that occurred in Eden.

Table 2.6 – Eden's Population By Race and Ethnicity – 2000

White	76.2%
Black or African American	22.5%
American Indian or Alaska Native	0.5%
Asian	0.4%
Native Hawaiian or Pacific Islander	0.1%
Some other race	1.2%
Hispanic origin (of any race)	2.3%

Source: 2000 Census

Table 2.7 – Eden’s Population Change By Race and Ethnicity – 1990-2000

Race or Ethnicity	# Change	% Change
White	(312)	-2.6%
Black	691	24.4%
All other races	291	312.9%
Hispanic origin (of any race)	304	447.1%
Total Growth	670	4.4%

Source: 1990 and 2000 Census of Population and Housing. Note that direct comparisons by race are applicable only for the Hispanic population. Because residents were allowed to choose multiple racial classifications in 2000, race is not directly comparable. However, given that less than 1% of Eden’s residents listed themselves as multi-racial, overall comparisons by race are still considered valid.

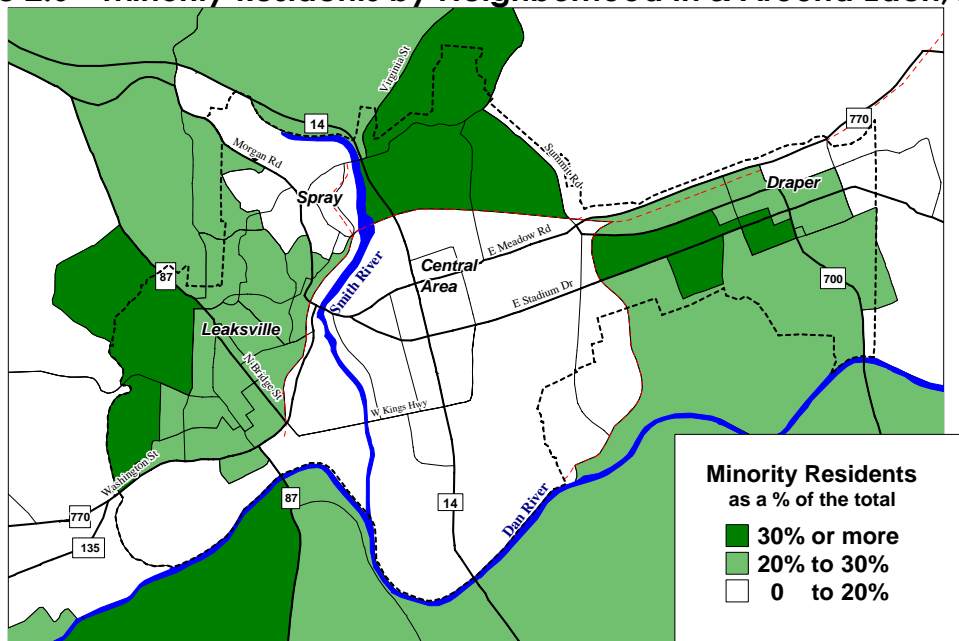
Among the comparison areas, Eden has the highest proportion of whites and the lowest proportion of minority residents.

Table 2.8 – Proportion of Minority Residents Comparison, 2000

Municipality	White	Black	Other	Hispanic
Eden	74.3%	22.1%	1.3%	2.3%
Graham	66.5%	21.5%	1.9%	10.1%
Henderson	34.6%	58.9%	1.4%	5.1%
Reidsville	56.1%	39.4%	1.9%	2.6%
Martinsville	54.1%	42.2%	1.4%	2.3%

Source: 2000 Census of Population & Housing

Figure 2.6 – Minority Residents by Neighborhood In & Around Eden, 2000



Source: 2000 Census of Population & Housing, data mapped at the block group level. Minority is defined as all residents that are not non-Hispanic whites.

AGE

As of 2000, 14% of all Eden residents were in the 35-44 year old baby-boomer age range. The next highest proportions were ages 25-34 and 45-54. Children age 0-17 accounted for 23.1% of the population in Eden, while seniors age 65+ accounted for 19.1%. In 1990, children accounted for 22.1% while seniors accounted for 19.2% of Eden's total population. During the 1990s Eden's median age increased, though the proportion of elderly residents declined while the proportion of children increased.

Table 2.9 – Eden Age Group Distribution, 2000

Age	Number	Percentage
0 - 4	984	6.2%
5 - 9	1,030	6.5%
10-14	1,077	6.8%
15-19	933	5.9%
20-24	900	5.7%
25-34	2,128	13.4%
35-44	2,234	14.0%
45-54	2,111	13.3%
55-64	1,467	9.2%
65-74	1,496	9.4%
75-84	1,100	6.9%
85+	448	2.8%

Source: 2000 Census of Population & Housing.

Table 2.10 – Age Range Comparison -2000

	0 - 17	18 - 24	25 - 44	45 - 64	65+	Median Age
Eden	23.1%	7.8%	27.4%	22.5%	19.1%	39.2
Graham	24.0%	9.9%	31.8%	20.1%	14.1%	34.4
Henderson	27.4%	8.9%	26.8%	20.6%	16.4%	35.5
Reidsville	23.4%	6.8%	28.0%	23.0%	18.8%	39.5
Martinsville	22.6%	7.0%	26.7%	23.2%	20.6%	40.8

Source: 2000 Census of Population & Housing.

In 1990, the City's median age was 38.1. By 2000 the median age of Eden residents was 39.2, substantially higher than the state average of 35.3. However, the median age in Eden is similar to the comparison areas. From 1990 to 2000 Eden lost population in the age ranges 20-34 and 55-74. The biggest increases were seen in the age range 35-54 (the baby boomers) and in middle school age youth.

Table 2.11 – Population Change by Age Range in Eden, 1990-2000

Age	1990	2000	Change
0 - 4	978	984	6
5 - 9	936	1,030	94
10-14	896	1,077	181
15-19	932	933	1
20-24	986	900	-86
25-34	2,254	2,128	-126
35-44	2,038	2,234	196
45-54	1,597	2,111	514
55-64	1,699	1,467	-232
65-74	1,644	1,496	-148
75-84	966	1,100	134
85+	312	448	136

Source: 1990 and 2000 Census, SF1 files.

Demographic trends indicate the aging baby-boomer population (ages 45-64) will be the fastest growing age segment this decade. Growth in the school age population should level off, but the number of young adults (15-24) should rise. The biggest declines are expected in the age segments 25-44 and 65-74.

Table 2.12 – Projected 2010 Population by Age Range

Ages	2000 Census	Projected 2010	Projected Change
0 - 4	984	980	-4
5 - 9	1,030	1,000	-30
10-14	1,077	984	-93
15-19	933	965	32
20-24	900	1,007	107
25-34	2,128	1,833	-295
35-44	2,234	2,128	-106
45-54	2,111	2,234	123
55-64	1,467	1,970	503
65-74	1,496	1,317	-179
75-84	1,100	1,190	90
85+	448	570	122

Source: PTCOG data center projections based on projected growth rates of the Rockingham County population by age and on 2000 Census counts by age range.

HOUSEHOLDS

The 2000 Census counted 6,644 households in the City of Eden. The average household size was 2.34, almost unchanged from 1990 when it was 2.35. However, there were multiple changes in household types during the 1990s. The most noticeable change was the decrease in married couple families from 50% of all households in 1990 to 45% in 2000. The number of persons living alone continues to increase.

Table 2.13 – Number and Percentage of Eden Household Types, 1990 & 2000

Household Type	Number	% in 1990	% in 2000
All households	6,644		
Families	4,373	67.3%	65.8%
Married Couples with Children	1,139	19.6%	17.1%
Married Couples without Children	1,850	30.1%	27.8%
Single Parent Households	720	10.7%	10.8%
All Other Families	664	7.0%	10.0%
Non-Families	2,271	32.7%	34.2%
Persons Living Alone	2,057	30.2%	31.0%
All Other Non-Families	214	2.5%	3.2%

Source: 1990 & 2000 Census of Population & Housing.

Table 2.14 – Household Comparison, 2000

Jurisdiction	Number of Households	Average Household Size	Households with Children (Under 18)	Households with Older Adults (65+)	Median Household Income
Eden	6,644	2.3	32.4%	31.3%	\$27,670
Graham	5,241	2.4	33.7%	24.7%	\$35,706
Henderson	6,332	2.5	36.8%	29.8%	\$23,745
Martinsville	6,498	2.3	30.8%	32.9%	\$27,441
Reidsville	6,013	2.3	32.2%	31.3%	\$31,040

Source: 2000 Census.

HOUSING

Nearly eighty percent of the housing stock in Eden is single-family housing. The City's housing mix has not changed much since 1990 when 81% of the housing stock was detached single-family dwelling units. Eden has the highest proportion of single-family dwelling units and the lowest proportion of multi-family dwelling units among the comparison communities.

Table 2.15 – Housing Type Comparison, 2000

Jurisdiction	% Single Family	% Multi-Family	% Manufactured Homes
Eden	79.6%	17.1%	3.3%
Graham	61.5%	29.6%	8.9%
Henderson	73.7%	22.6%	3.7%
Martinsville	74.4%	25.4%	0.2%
Reidsville	78.8%	17.9%	3.3%
NC	67.4%	16.0%	16.6%

Source: 2000 Census.

About 90% of the City's 7,368 total housing units were occupied in 2000. Of the comparison areas, Eden had the highest percentage of owner-occupied dwelling units and the lowest median home values.

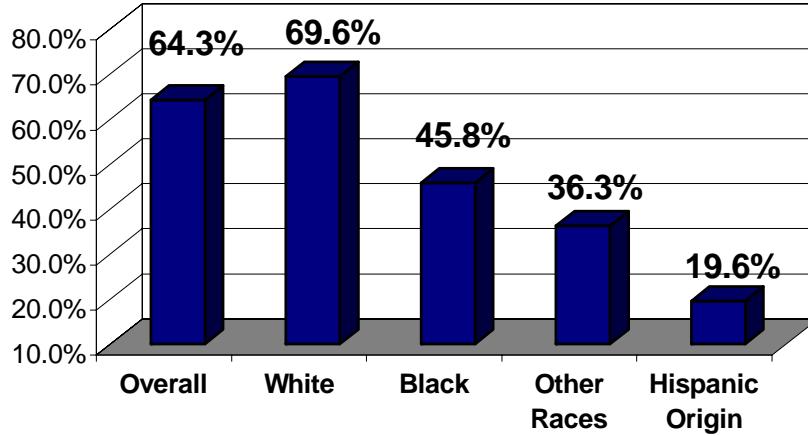
Table 2.16 – Housing Characteristics Comparison, 2000

Jurisdiction	Occupancy Rates	% Owner Occupied	Median Home Values	% Renter Occupied	Median Gross Rent
Eden	90.1%	63.8%	\$64,600	36.2%	\$451
Graham	91.7%	55.0%	\$92,200	45.0%	\$546
Henderson	92.5%	46.8%	\$73,300	53.2%	\$436
Martinsville	89.6%	60.2%	\$69,400	39.8%	\$401
Reidsville	92.5%	58.0%	\$79,500	42.0%	\$451
NC	88.9%	69.4%	\$95,800	30.6%	\$548

Source: 2000 Census

Homeownership rates in Eden are highest among whites – almost 70% own their homes. Conversely, the rate is lowest among Hispanics. Less than 20% of Hispanic origin residents own their own homes.

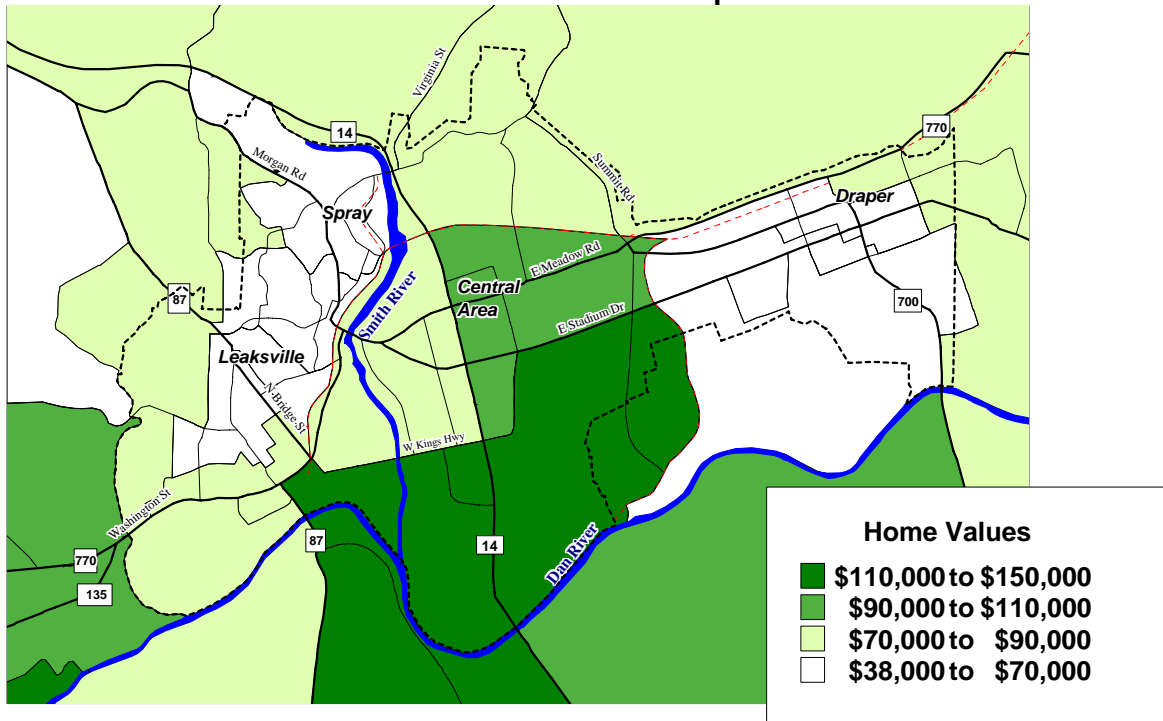
Figure 2.7 - Homeownership Rates in Eden by Race & Ethnic Origin - 2000



Source: 2000 Census.

Home values are the lowest in the older sections of the City surrounding downtown Leaksville, Spray, and Draper. The City's highest home values tend to be in the southern and central portions of Eden.

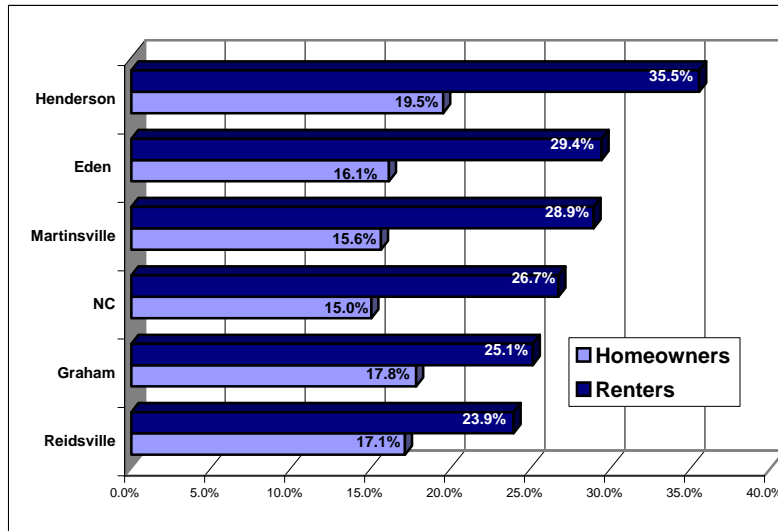
Figure 2.8 – Median Home Values of Owner-Occupied Units in Eden - 2000



Source: 2000 Census; data mapped at the block group level.

A higher proportion of Eden residents pay 35% or more of their monthly income for housing than in any of the comparison areas except Henderson. According to the 2000 Census, almost one of every three renters is paying 35% or more of their monthly income for housing. This compares with 16% of homeowners paying 35% or more of their income in housing costs.

Figure 2.9 - % of Population Paying ≥35% of Monthly Income for Housing, 2000



Source: 2000 Census.

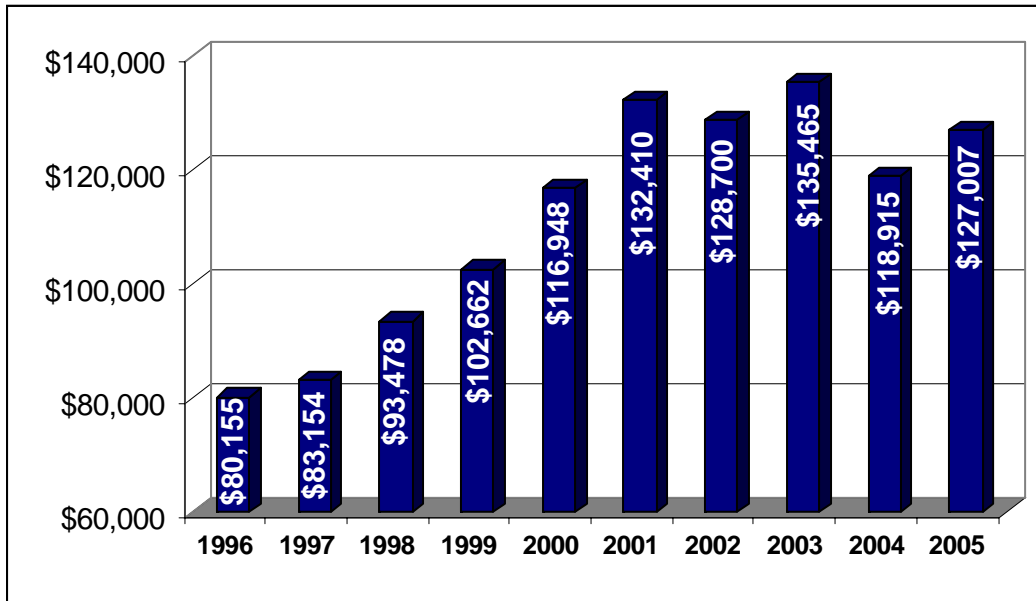
Approximately \$4.5 million dollars worth of new residential construction, on average, has been added to the housing base in Eden over the past 10 years. The average cost of new residential construction also continues to rise, jumping from just over \$80,000 in 1996 to \$127,000 in 2005. However, the average has stayed relatively stable over the past five years. Across NC, the average cost of new single-family construction has averaged \$142,671.

Table 2.17 – Annual Residential Investment – 1996 to 2004

Year	Annual Residential Investment
1996	\$ 3,847,451
1997	\$ 3,299,393
1998	\$ 6,662,059
1999	\$ 4,750,839
2000	\$ 5,496,565
2001	\$ 4,634,338
2002	\$ 4,375,788
2003	\$ 5,982,972
2004	\$ 4,043,096

Source: US Census Bureau, Construction & Building Permits Survey, issued annually.

Figure 2.10 - Average Cost of a new Single Family Unit in Eden, 1996-2005

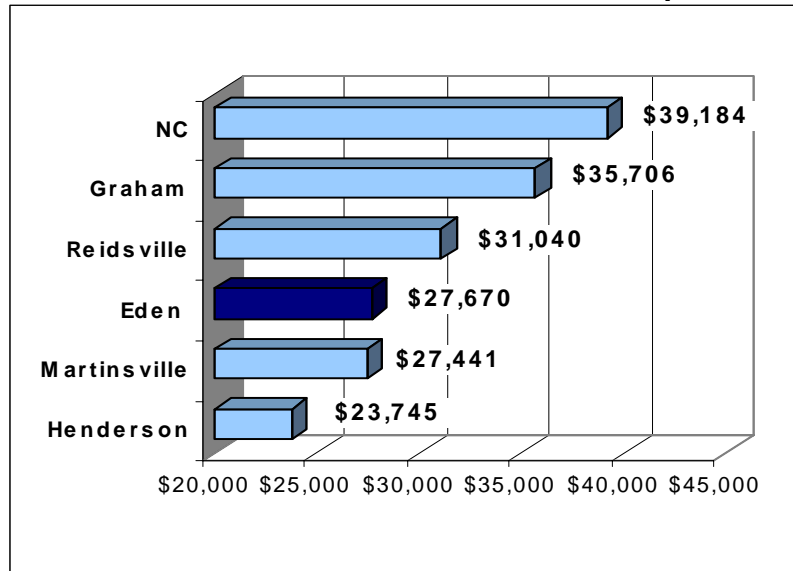


Source: US Census Bureau, Construction & Building Permits Survey, issued annually.

INCOME AND POVERTY

Eden's median household income is roughly 30% lower than the state average. All the comparison areas had lower overall incomes than the state. Of the comparison areas, both Martinsville and Henderson had lower median incomes than Eden.

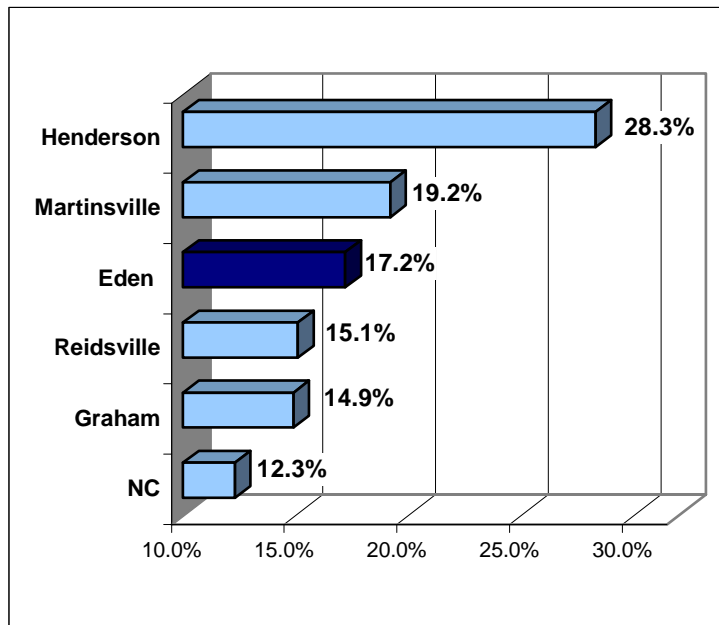
Figure 2.11 – Median Household Income Comparison, 2000



Source: 2000 Census of Population & Housing, SF3 File.

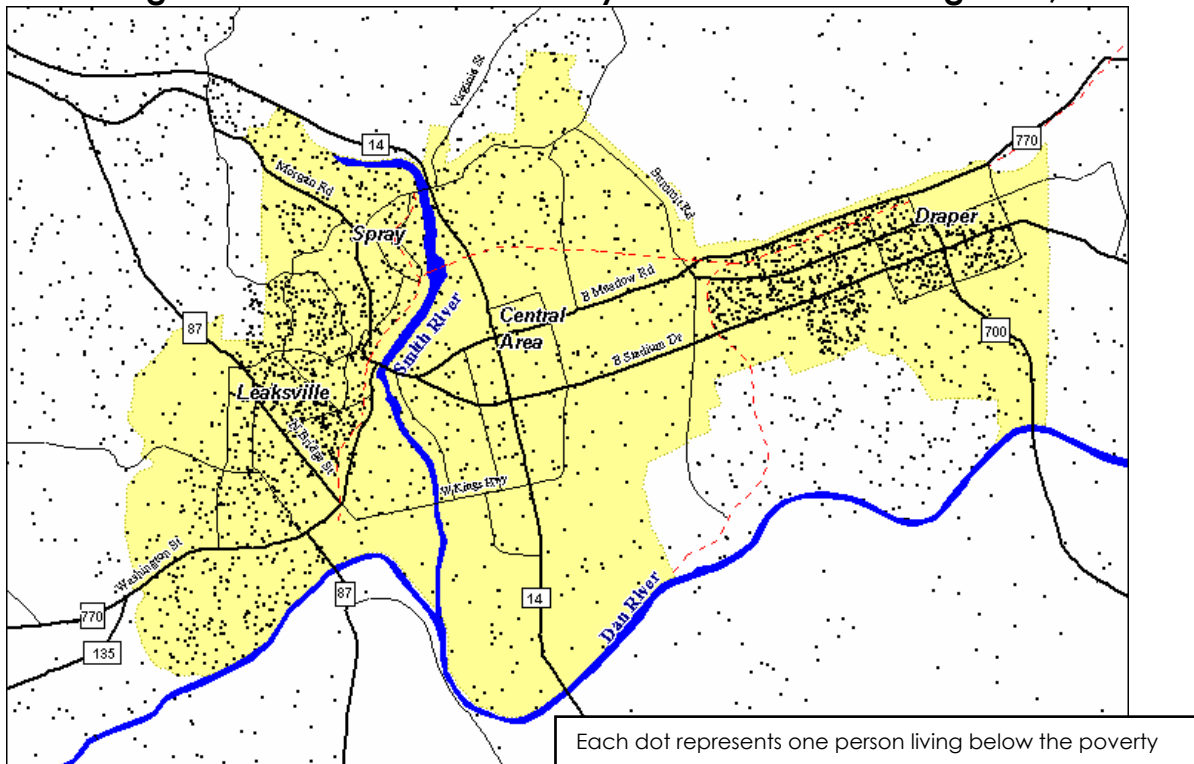
Henderson and Martinsville have higher rates of poverty than Eden. All the comparison areas have higher incidences of poverty than the state average.

Figure 2.12 – Poverty Rate Comparison, 2000



Source: 2000 Census.

Figure 2.13 – Location of Poverty in Eden & Surrounding Area, 2000



Source: 2000 Census of Population & Housing, SF3 data; mapped at the block group level.

Between 1990 and 2000, poverty rates among children and the elderly populations in Eden actually improved. The biggest jump in poverty was seen among the working age population – those ages 18-64. Though poverty rates are still high among single mothers, those rates dropped dramatically between 1990 and 2000.

Table 2.18 - Poverty Rates in Eden, 1990 & 2000

	1990	2000	Change in rate
Individuals	16.2%	17.2%	1.0
Children under 18	26.8%	22.6%	-4.2
Elderly age 65+	19.0%	16.6%	-2.4
Age 18-64	11.2%	13.1%	1.9
Families	12.8%	13.9%	1.1
Families with children	20.5%	21.7%	1.2
Families with preschool children	28.1%	29.2%	1.1
Female Head of Household, no husband present	35.9%	30.9%	-5.0
Female Head of Household, no husband, with children	49.8%	39.2%	-10.6
Female Head of Household, no husband, with preschool children	62.8%	52.9%	-9.9

Source: US Census Bureau, 1990 and 2000 Census of Population & Housing.

EDUCATIONAL ATTAINMENT

Eden's educational attainment rates are similar to those of Rockingham County, but slightly lower than rates among most of the other comparison areas. Eden has the second lowest proportion of high school graduates and the second lowest proportion of college graduates among the comparisons.

Table 2.19 – Educational Attainment Comparison, 2000

	No High School Education	High School Graduate	Some College	4-Year Degree or Higher
Eden	12.7%	67.9%	35.9%	11.1%
Graham	10.3%	72.3%	43.7%	16.7%
Henderson	14.0%	62.9%	35.7%	14.6%
Martinsville	13.1%	68.5%	39.2%	16.6%
Reidsville	9.5%	68.8%	38.9%	15.6%
Rockingham County	10.8%	68.9%	35.6%	10.8%
NC	7.8%	78.1%	49.8%	22.5%

Source: 2000 Census of Population & Housing, SF3 File.

LABOR FORCE & EARNINGS

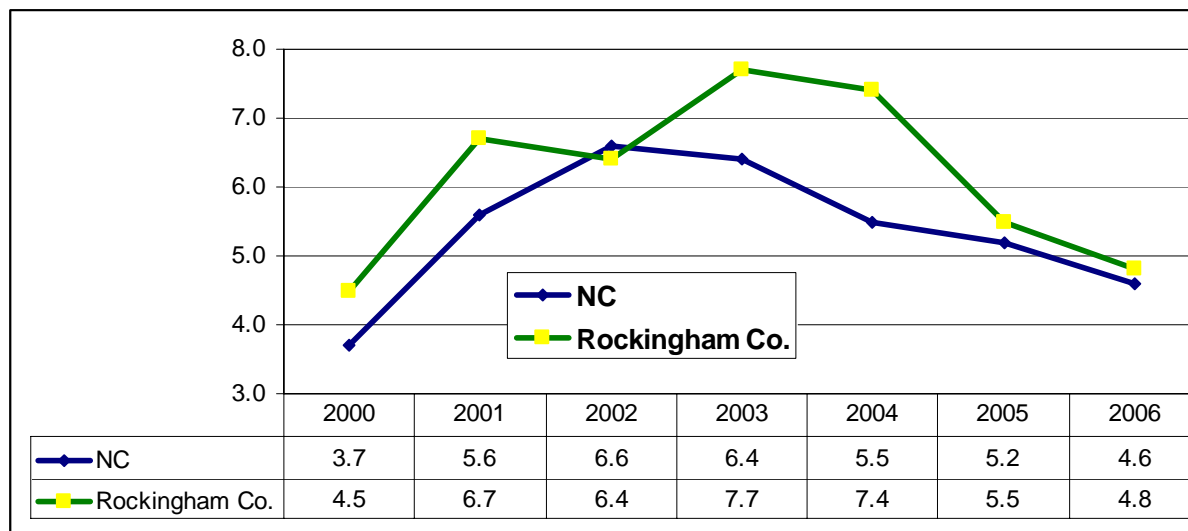
Of the comparison areas, Eden has the lowest proportion of its adult population in the workforce. This is primarily due to the demographic age groups that comprise the majority of its population. Even though the city's unemployment rate was high in 2000, it was actually the second lowest among the other municipalities studied. However, Eden's unemployment rate was still significantly higher than the county or the state average.

Table 2.20 Labor Force Comparison, 2000

Jurisdiction	Labor Force	% of adults in labor force	Unemployment Rate
Eden	6,781	53.5%	8.3%
Graham	6,963	69.7%	7.0%
Henderson	6,636	54.0%	8.6%
Martinsville	6,682	54.1%	8.7%
Reidsville	6,545	57.6%	9.5%
Rockingham County	45,044	61.8%	5.8%
NC	4,130,579	65.7%	5.3%

Source: 2000 Census of Population & Housing, SF3 File.

Figure 2.14 Unemployment Rate Comparison, 2000-2006



Source: Employment Security Commission of NC, Labor Market Information Division, 2006 data through June 30, 2006.

Of the comparison cities studied, only Reidsville shows higher median earnings among full-time workers than Eden. All areas, however, had lower median earnings than the state overall. On average, a worker in Eden earns about \$3,000 a year less than the average North Carolinian.

Table 2.21 – Median Earnings Comparison, 2000

	Overall	Male	Female
Eden	\$ 25,875	\$ 29,443	\$ 21,797
Graham	\$ 25,255	\$ 27,844	\$ 22,163
Henderson	\$ 22,962	\$ 26,804	\$ 19,910
Martinsville	\$ 25,666	\$ 28,530	\$ 21,367
Reidsville	\$ 26,098	\$ 30,745	\$ 21,991
Rockingham County	\$ 26,317	\$ 30,479	\$ 22,437
NC	\$ 29,007	\$ 32,132	\$ 24,978

Source: 2000 Census of Population & Housing, SF3 Files. Data shown for full-time, year-round workers.

PLACE OF WORK

Commuting data shows that Eden has a higher proportion of residents working in Rockingham County than similar cities. However, the average commute time for an Eden resident is higher than any of the comparison areas.

Table 2.22 – Commuting Comparison, 2000

	% Working in City of Residence	% Working in County of Residence	Average Commute Time (in minutes)
Eden	46.7%	77.2%	29.4
Graham	21.8%	74.5%	20.6
Henderson	56.6%	77.4%	20.2
Martinsville	43.9%	n/a	18.1
Reidsville	49.3%	65.9%	21.2
Rockingham County	40.5%	61.3%	26.1
NC	51.9%	73.6%	24.0

Source: 2000 Census of Population & Housing, SF3 File.

OCCUPATION

Almost one of every three Eden residents are employed in production or transportation occupations. This proportion is similar to the other comparison areas. However, Eden has the lowest proportion of workers employed in service occupations and one of the lowest proportions in management and professional occupations among the comparison areas.

Table 2.23 – Occupation of Residents Comparison, 2000

	Management/ Professional	Service	Sales/ Office	Construction/ Maintenance	Production/ Transportation
Eden	23.9%	12.5%	22.3%	11.8%	29.4%
Graham	26.6%	14.3%	25.7%	9.1%	24.3%
Henderson	24.5%	17.7%	26.2%	7.8%	23.1%
Martinsville	26.0%	13.9%	22.3%	6.9%	30.8%
Reidsville	26.9%	13.6%	20.6%	8.3%	30.2%
Rockingham County	22.3%	12.7%	22.4%	13.6%	28.5%
NC	31.2%	13.5%	24.8%	11.0%	18.7%

Source: 2000 Census of Population & Housing, SF3 file.

BUSINESS & RETAIL SALES

According to the latest economic census, the number of business establishments in Eden has declined by 25 in the past five years. The biggest declines have been seen in retail trade, with 30 fewer retail businesses now than five years ago. However, increases have been seen in accommodations and food service industries and in health care and social assistance industries.

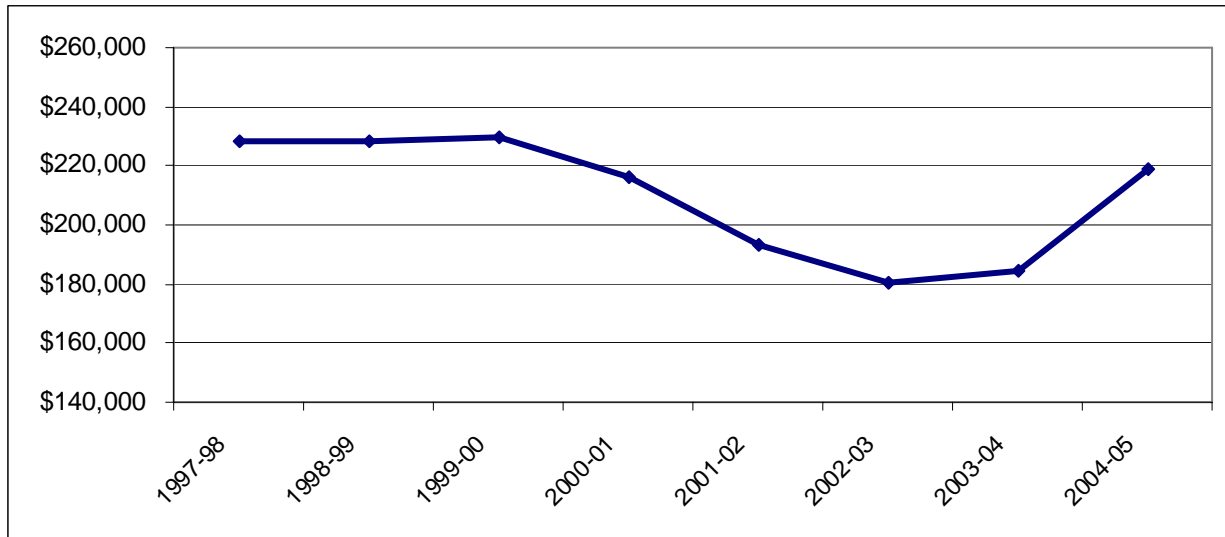
Table 2.24 – Number of Businesses in Eden, 1997 - 2002

Industry description	1997	2002
Manufacturing	22	21
Wholesale trade	14	12
Retail trade	146	116
Real estate & rental & leasing	31	20
Professional, scientific, & technical services	29	26
Administration & waste management	11	14
Health care & social assistance	49	65
Arts, entertainment, & recreation	5	6
Accommodation & food services	39	47
Other services (except public administration)	44	35
Total for Industries Surveyed	390	365

Source: US Census Bureau, Economic Census for 1997 and 2002.

More recent data from the NC Department of Revenue suggests that retail activity in Eden is on the rebound and improvements in sales have been seen since 2002. Retail sales activity in Eden peaked in the 1999 fiscal year, and then declined sharply through 2002-03. Data for the 2004-05 fiscal year shows robust growth in retail sales within Eden.

Figure 2.15 - Annual Retail Sales (000s) from 1997-2005



Source: NC Department of Revenue, Annual Sales & Use Tax Reports.

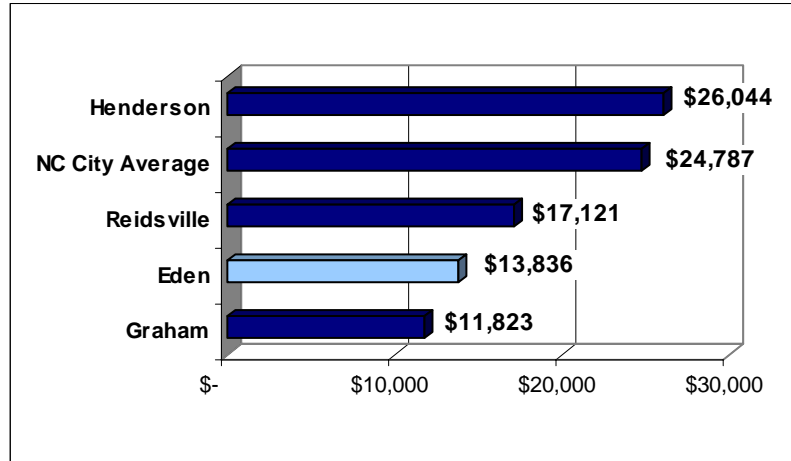
Table 2.25 - Eden's Proportion of the County's Total Retail Sales

Fiscal Year	Total Retail Sales in Eden	Total Retail Sales in Rockingham County	Eden's Proportion of County Retail Sales
2004-05	\$ 219,164,713	\$ 718,803,232	30.5%
2000-01	\$ 216,128,643	\$ 739,589,941	29.2%
1995-96	\$ 189,677,692	\$ 597,974,848	31.7%
1990-91	\$ 160,158,648	\$ 470,348,647	34.1%
1985-86	\$ 172,600,452	\$ 472,309,988	36.5%

Source: NC Department of Revenue, Annual Sales Tax Use Reports.

Of the comparison areas, only Graham had a lower retail sales level per capita than Eden. However, this is not surprising since Graham is directly adjacent to Burlington, a much larger city and much larger retail draw. Henderson's retail sales per capita were almost twice as high as Eden's, even though the median household income in Henderson is lower. This seems to suggest that many Eden residents still do much of their shopping outside the City.

Figure 2.16 - Annual Retail Sales per Capita Comparison, 2004-05

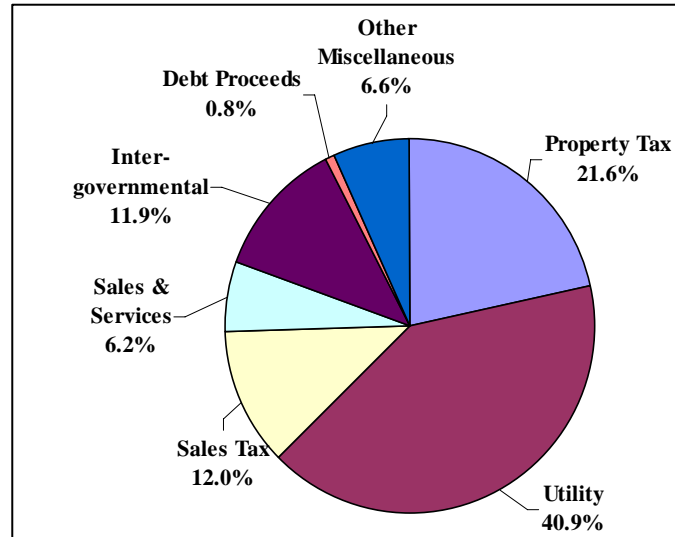


Source: NC Department of Revenue, Annual Sales & Use Tax Reports.

MUNICIPAL FINANCES

In the 2005 fiscal year, the municipal budget for the City of Eden was just under \$20,000,000. The City's budget has not shown any significant growth or decline in the past five years. In fact, revenues have increased by 3.2% in the past five years, while expenditures have increased by only .1%. Utilities account for the largest proportion (41%) of City revenues. Property taxes account for just over 21% of total City revenues. In 2000, utilities accounted for 36% of City revenues.

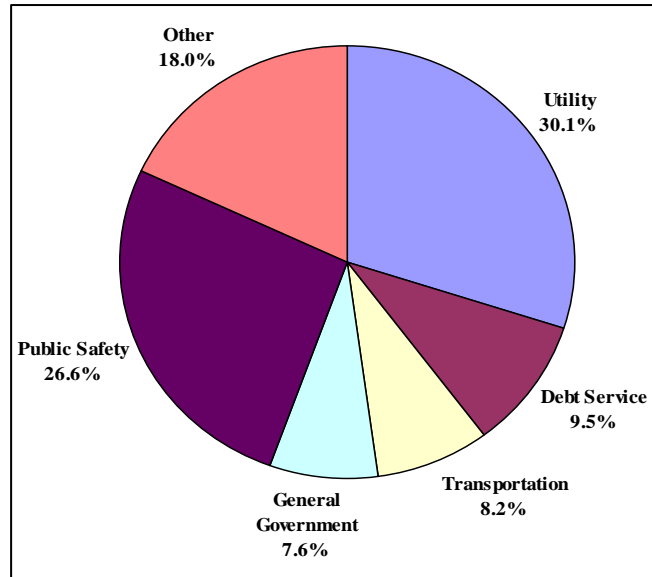
Figure 2.17 - Eden's Revenues by Source, 2005



Source: NC Department of State Treasurer, County and Municipal Finance Division, 2005.

Utilities also account for the largest proportion of expenditures for the City of Eden at 30%. Five years ago, utilities accounted for 26% of expenditures, transportation accounted for 7% of expenditures, and public safety was at 23%.

Figure 2.18 - Eden's Expenditures by Function, 2005



Source: NC Department of State Treasurer, County and Municipal Finance Division, 2005.

The City of Eden's total property values are second lowest among the comparison areas. The City's effective tax rate is the second highest among the comparison areas.

Table 2.26 – Property Values and Tax Rates Comparison, 2005

Municipalities	Total Appraised Value	Tax Rate	Effective Tax Rate*	Fund Balance
Eden	\$ 766,479,972.00	\$ 0.57	0.5546	\$6,488,242
Graham	\$ 828,615,973.00	\$ 0.48	0.4574	7,887,704
Henderson	\$ 736,775,684.00	\$ 0.64	0.4892	822,042
Reidsville	\$ 898,327,420.00	\$ 0.67	0.6518	6,147,260

Source: NC Department of State Treasurer, County and Municipal Finance Division, 2005
 *Rate accounts for sales assessment vs. tax value assessment

Table 2.27 - Per Capita Revenues and Expenditures Comparison, 2005

	Per Capita Revenues	Per Capita Expenditures
Eden	\$1,277	\$1,211
Graham	\$963	\$996
Henderson	\$1,603	\$1,647
Reidsville	\$1,359	\$1,283

Source: NC Department of State Treasurer, County and Municipal Finance Division, 2005

Table 2.28 - Average Parks & Recreation Expense Comparison, 2000-2005

	Eden	Reidsville	Graham	Henderson
Salaries	\$ 398,967	\$ 431,866	\$ 240,358	\$ 496,876
All other Direct	\$ 384,375	\$ 378,387	\$ 187,097	\$ 684,866
Construction	\$ 79,563	\$ 26,133	\$ 89,579	\$ 788,639
Land, Equipment & Existing Structures	\$ 138,166	\$ 55,847	\$ 64,393	\$ 29,185
Total	\$ 1,001,071	\$ 892,233	\$ 581,427	\$ 1,999,526

Source: NC Department of State Treasurer, County and Municipal Finance Division, 2005

CONSTRUCTION

The table below includes the total construction costs in a number of different categories. The information is based on permits filed with the City of Eden Planning and Inspections department. Residential and retail development has led in the value of construction from 2000-2006.

Table 2.29 – Public and Private Construction Totals in Eden 2000-2006

Type of Construction	Cost	# of Improvements
Single Family Dwellings	\$19,261,555	151
Retail sales	\$16,593,334	10
Churches and Improvements	\$7,565,781	10
Apartments	\$3,352,375	100
Single Family Attached Dwellings	\$2,603,544	27
Restaurants	\$1,819,049	4
Hospital imaging center	\$1,681,727	1
Car washes	\$462,096	2
Dog kennel	\$428,505	1
Fire station	\$246,758	1
Industrial	\$131,539	1
Columbarium	\$68,745	1
School Tennis Court Shelter	\$30,192	1
Office	\$17,000	1
Total	\$54,262,200	310

Source: City of Eden Planning and Inspections Department

2.2 ANALYSIS OF URBAN SERVICE GROWTH FACTORS

WATER SYSTEM

ANALYSIS

The City of Eden owns and operates a water treatment facility located along Bridge Street on the banks of the Dan River. Eden draws raw water from the Dan River and has a twenty-five million gallons per day (MGD) capacity. The Dan River originates in Virginia and flows through Kerr Reservoir where it meets the Roanoke River. The water supply is part of the Upper Dan River Watershed that covers an area of roughly 2,075 square miles around Eden. Eden is a key player in the provision of finished water to the northern and eastern sections of Rockingham County. Approximately 35% of all municipal/non-profit water customers outside Eden receive their water from the City of Eden's system. Nearly 84% of the daily system demand for water in the City of Eden is for industrial or commercial uses. The two largest users are Miller Brewing Co. and National Textiles, totaling nearly 58% of the daily system wide demand.

The City's plant, the Robert A. Harris Water Filtration Plant, is currently permitted to treat a maximum capacity of 20.6 MGD. The plant currently provides an annual average of about 11 MGD of potable water to serve residential, commercial, and industrial customers located mostly within the municipal limits of Eden. The City of Eden's distribution system contains 8 million gallons of clearwell storage, two 12-MGD pumps, one 9-MGD pump, and approximately 158 miles of transmission and distribution lines ranging in size from 1-inch to 30-inch. Eden's water system has a finished water storage capacity of 9.575 MGD between the clearwell storage (8 mg) and elevated storage capacity (1.57 mg in six facilities). The main distribution network runs through 7,993 feet of 30-inch and 11,557 feet of 24-inch ductile iron pipe. Eden has a total of 7,595 customers (6,945 residential and 650 non-residential).

In the City of Eden Comprehensive Water and Wastewater Master Plan, there was an evaluation of the number of gallons of water used compared with the number of gallons billed. On average the City under-billed 464 million gallons of water or 13% of the total gallons pumped in 2002. This problem can be attributed to leaky pipes, meter deficiencies or illegal connections. In addition to under-billed water use, the City of Eden charges its customers a significantly lower amount for water than other cities in North Carolina. In 2005 Draper Aden Associates completed the *3rd Annual North Carolina Water and Wastewater Rate Report*, a survey of municipal water and wastewater services and rates. In 2005, the residential water rate in Eden was \$12.51 for 5,000 gallons and the business/commercial/industrial water rate was \$1,703.75 for 1 million gallons of water use. Both of these values are significantly below the North Carolina state residential average of \$21.93 and median of \$21.23 and the business/commercial/industrial average of \$3,567 and median of \$3,142. Council approval is required to raise water rates.

According to the Master Plan, in 2013 the water treatment plant will reach 80% capacity. The 90% capacity benchmark will be reached in 2020. The report recommends that a new facility be planned for construction shortly after 2020. The report recommends having an alternative intake from the Dan River to accommodate

low water level situations. To improve service and cases of low water pressure, the Capital Improvement Program recommendations of the Master Plan makes the following capital improvement recommendations: installing variable frequency drives, upgrading the electrical distribution and control center and constructing a new building to house the new drives and existing pumps and motors.

CONCLUSIONS

With an excess water treatment capacity of around 9.6 MGD, the City of Eden's water system is likely to continue to provide excellent water service to existing customers, and accommodate a significant amount of new development over the next ten to twenty years. However, the high industrial use and low elevated storage capacity can become problematic when high service pumps are not working properly. Continued improvements and expansions to the system called for within the current Master Plan within and around the City of Eden will continue to be beneficial. Financing future improvements would be helped by increasing the water rates for both residential and business customers. Raising the rates will bring Eden more in line with other cities across North Carolina. Combined water and sewer improvements recommended through 2020 total an estimated \$93 million.

WASTEWATER SYSTEM

ANALYSIS

The City of Eden currently owns and operates two wastewater treatment plants: the Mebane Bridge Wastewater Treatment Plant and the Dry Creek Wastewater Treatment Plant. The Mebane Bridge WTP has a capacity of 13.5 MGD and the Dry Creek WTP has a capacity of 0.5 MGD. The annual average daily flow through the City's existing sewage treatment plants is approximately 7.76 MGD (7.56 – Mebane Bridge and 0.20 Dry Creek). The City of Eden has an excess wastewater capacity of approximately 6.2 MGD through the two plants. Eden's wastewater capacity accounts for over 50% of the total capacity of all municipal systems in the County. Eden's wastewater treatment system is currently operating at approximately 60% of its local capacity.

Draper Aden Associates completed a *North Carolina Water and Wastewater Rate Report* in which 67 cities responded to wastewater use in their City. In 2005, the residential wastewater rate in Eden was \$12.46 for 5,000 gallons and the business/commercial/industrial water rate was \$3,020.76 for 1 million gallons of water. Both of these values are significantly below the North Carolina state residential average of \$26.72 and median of \$25.90 and the business/commercial/industrial average of \$5,281 and a median of \$3,896. City council approval is required to raise wastewater treatment rates.

The recently released *City of Eden Water and Wastewater Master Plan* indicates that although there is excess wastewater capacity, the Mebane Bridge WTP will reach 80 percent capacity in 2007. The plan calls for entering a planning phase for a new treatment or expansion of existing facilities in 2007 or an expansion of existing facilities with construction to begin in 2015. It is also recommended that with the construction of a new wastewater treatment facility that the Dry Creek station be removed from

service. Combined water and sewer improvements recommended through 2020 total an estimated \$93 million.

CONCLUSIONS

The City of Eden currently has adequate sewage capacity for the foreseeable future; however, portions of the system require upgrading. As new land development occurs additional demand will be placed on both wastewater treatment plants. Therefore, it is recommended that the City identify potential future sewer service basins to help determine logical and cost-efficient ways to expand its sewer collection system over time and to coordinate the provision of sewer services with existing and future land development within each basin. The City may consider making strategic investments in new gravity sewer lines, to encourage land development in the most appropriate locations, and to reduce the need for costly pump stations and force mains, as new development occurs.

In addition, as the City acquires sewer easements for its future wastewater collection system expansions it can simultaneously acquire rights for future greenway and recreational trail system development, to provide safe and convenient pedestrian access among public uses, neighborhoods and businesses.

Financing future improvements would be helped by increasing the wastewater rates for both residential and business customers. Raising the rates will bring Eden more in line with other cities across North Carolina.

Figure 2.19 – Water System Map

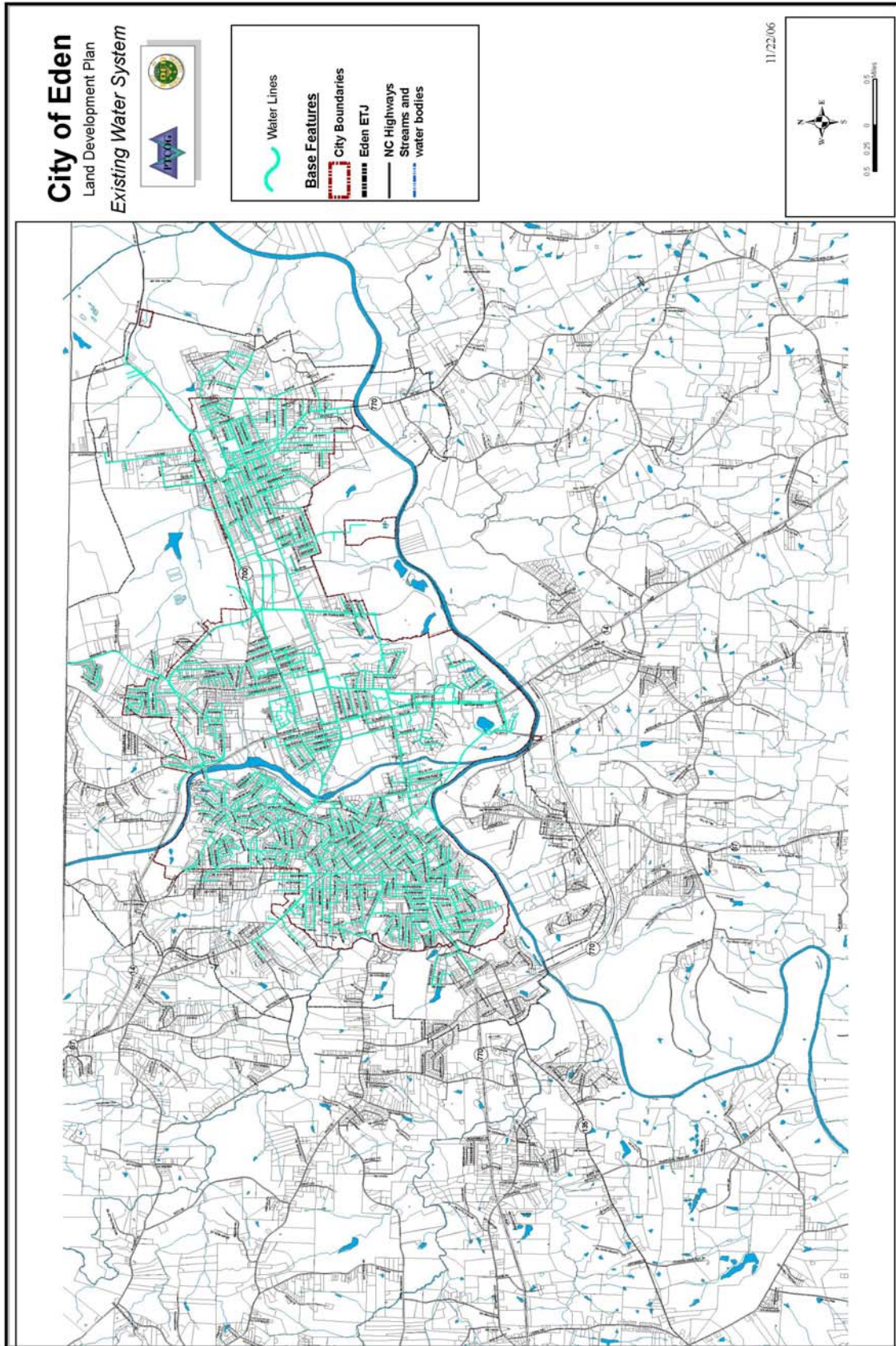
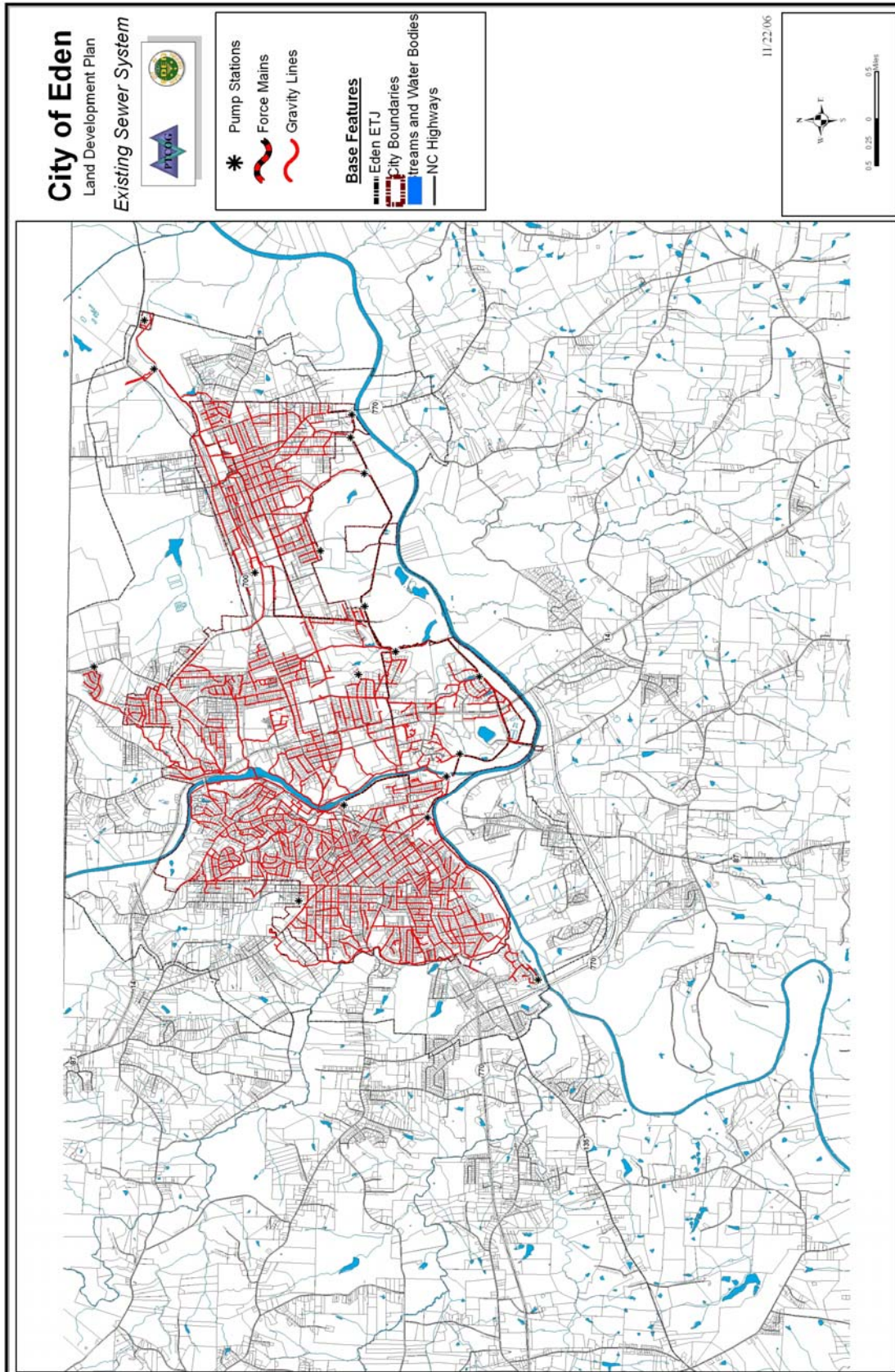


Figure 2.20 – Sewer System Improvements Map



TRANSPORTATION SYSTEM

ANALYSIS

Currently the North Carolina Department of Transportation (NCDOT) is completing a transportation plan for the City of Eden. The concurrent timing of the transportation planning process and land development plan process gives a unique opportunity to combine the findings of the two efforts. Future land use and transportation improvements can be developed with the interests of City residents. Please refer to the forthcoming NCDOT Transportation Plan for further information regarding improvements to the transportation system. Prior transportation planning efforts are included below for further background and information.

The City of Eden and Rockingham County have participated in the creation of transportation plans in the last decade. In 2002 a transportation plan for Rockingham County was developed, but it was not adopted. This was a joint effort between Rockingham County and NCDOT. The un-adopted transportation plan follows the basic outline of the previous transportation planning effort from 1997. In addition, the NCDOT completed a thoroughfare plan for the City of Eden in 1997; that was jointly adopted by the City of Eden and NCDOT.

The 1997 Eden Thoroughfare Plan identified road segments for improvements and additions necessary to satisfy anticipated transportation needs through the year 2020. Recommended roadways and improvements within Eden's jurisdiction are illustrated on the 1997 improvements map. Though this plan was adopted, many of the projects did not make it onto the transportation improvement program (TIP). The plan is included here because a number of roadway improvements called for in the plan will likely meet or exceed vehicle capacity before 2020.

The improvements called for in the 1997 Thoroughfare Plan include:

Widening

1. NC135 – Western planning area boundary to NC 770
2. NC 770 -
 - a. Hamilton Street to the NC 135/NC 770 split.
 - b. NC 770 (E. Meadow Road) City limits to Gant Road from 20' to 24'.
3. NC 87
 - a. Oakland Avenue, from Rhodes Road to Hamilton Street
 - b. Harris Street to Bethlehem Church Road (SR 2039)
4. NC 14 Meadow Road to the Virginia Stateline
5. W. Meadowview Road (NC 770)
6. E. Kings Highway / S. Pierce Street
7. E. Stadium Drive
8. S. Hamilton Street
9. Bridge Street

Other System Deficiencies

- 10. One-Way Pair
- 11. East – West Travel

Loop Facilities

- 12. Western Eden Outer Loop
- 13. Western Eden Inner Loop

Crosstown Facilities

- 14. East – West Connectors
 - A. Extend Harrington Highway (SR 1533) to Quesinberry Road (SR 1951)
 - B. North of Eden from Friendly Road (SR 1714) to NC 770
- 15. North – South Connectors
 - A. From Edgewood Road to the eastern Harrington Highway extension
 - B. North-south connector from Fieldcrest Road to NC 700

Other Recommendations

- 16. NC 87 Bypass

Intersection Improvements

- 17. Aiken Road (SR 1714)/ Virginia Street (SR 1716) Intersection
- 18. Aiken Road and Van Buren Road Intersection
- 19. Van Buren Road (NC 14) and Meadow Road Interchange

See the following page for a map of the 1996 thoroughfare plan proposed improvements.

Figure 2.21 – 1996 Eden Thoroughfare Plan Recommended Improvements Map

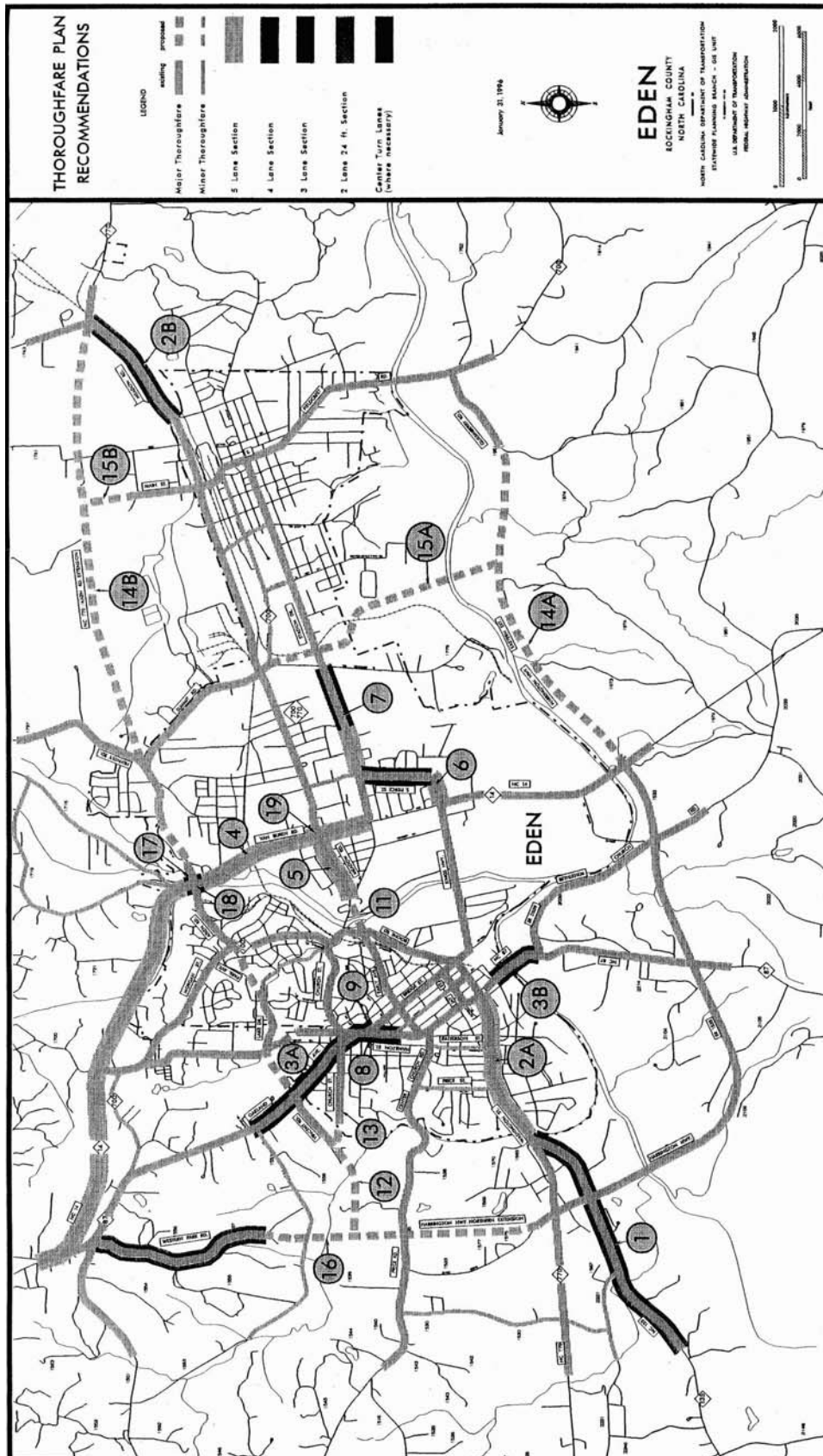
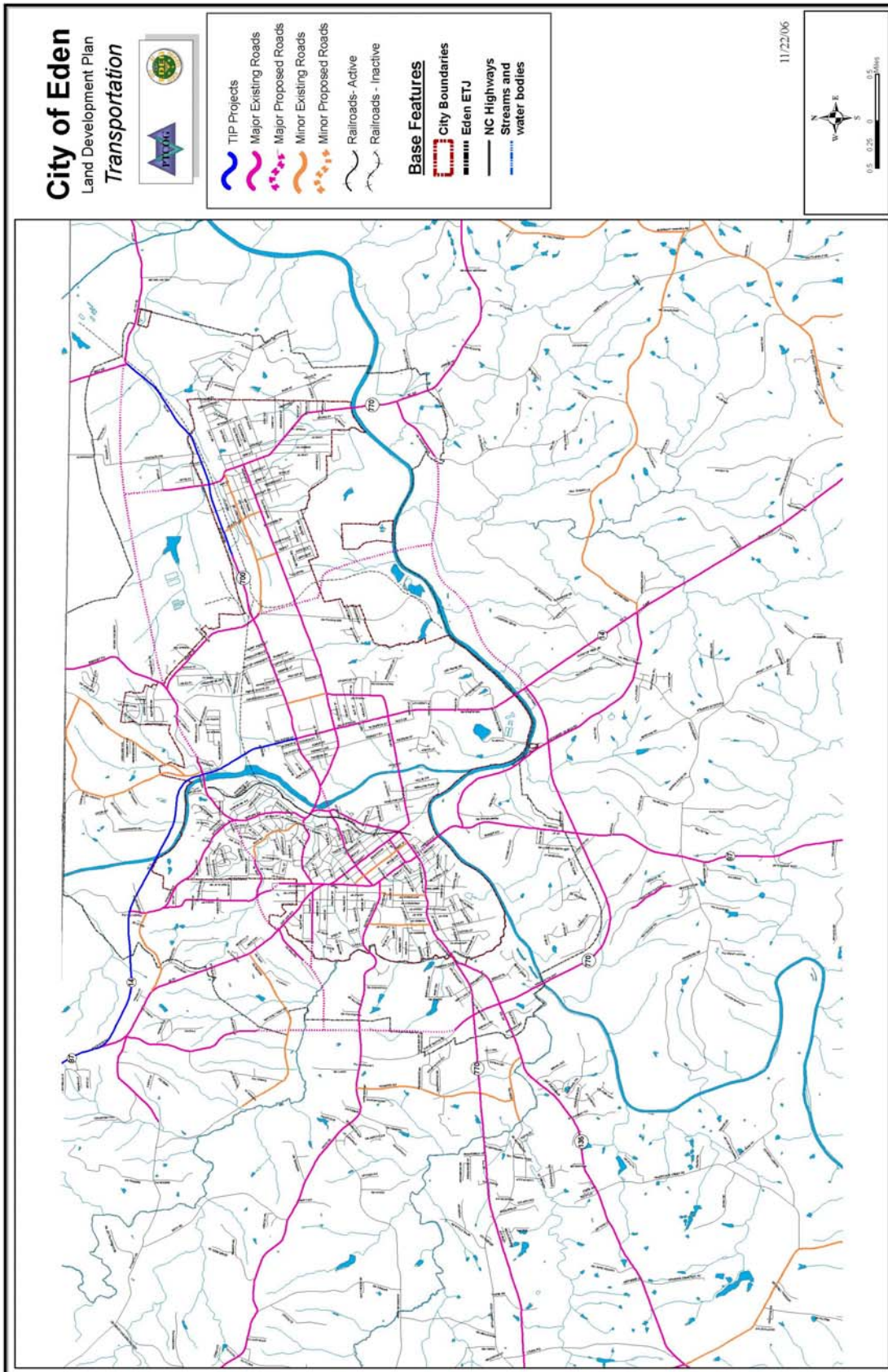


Figure 2.22 – Transportation System Improvements Map



TIP Review

The projects on the current 2006-2012 State Transportation Improvement Program within the City of Eden include:

- **R-4402**: Widen NC 14/87 from NC 700/770 to the Virginia state line. This project is currently unfunded. Note: *The Piedmont Triad RPO has recommended extending funding for this project into the 2007-2013 STIP.*
- **B – 3368**: Bridge replacement over the Dan River on NC – 87 is complete.
- **B – 3509**: Bridge replacement over the Smith River on NC 700/770 is in the process of acquiring right – of – way.

The attached Transportation System Improvements Map - Figure 2.19 highlights these projects and also identifies the hierarchy of roads within Eden's transportation planning area. Not listed on the TIP, but being advocated for by the Piedmont Triad RPO are improvements to NC 770. The improvement recommended includes the widening of NC 770 to a multilane facility within Eden city limits from Gant Road to Miller Brewing Company.

Sidewalk System

The older urban core of Eden has an interconnected sidewalk system, but the newer development outside of the 3 core villages has a disconnected sidewalk and trail system. The villages of Draper, Spray and Leaksville and a short segment in the Central Area have sidewalks, mainly in commercial areas. There are very few sidewalks in residential areas to connect with points of destination. The Eden Zoning Ordinance does not have any sidewalk design guidelines. The street ordinance (Article III § 13-113) on subdivision streets does not require sidewalks on new development.

Transit System

There is no public transportation system serving the City of Eden. Nearly 12% of households in Eden do not own a vehicle (Census: 2000). The Rockingham County Council on Aging runs a van service for aging and disabled individuals, but does not have any fixed routes. Service requires calling 4-days ahead of time and mainly serves the elderly and disabled.

TRANSPORTATION SYSTEM – CONCLUSIONS

With increased access to transportation facilities, comes increased pressure for land development. Road access needs to be carefully managed to preserve the function of major thoroughfares throughout Eden's jurisdiction, and to preserve the community's character and quality of life as growth occurs. A comprehensive access management policy would be a useful tool for managing access along major thoroughfares.

Proposed roadway corridors recommended in the forthcoming NCDOT Transportation Plan should be protected from encroachment by new land development. Right-of-way dedication and reservation for future thoroughfares would facilitate the construction of the City's future street network.

In the fall of 2006, the City of Eden hosted a two-day visioning meeting where a substantial number of participants indicated their enthusiastic support for a future public transit shuttle service. Participants particularly stressed the importance of providing this service between the historic downtown areas and the NC 14 shopping corridor.

The City of Eden has applied for a pedestrian transportation planning grant from the NCDOT Division of Bicycle and Pedestrian Program. If awarded this grant, planning for sidewalks, pedestrian safety and suggested ordinance changes would begin as early as the fall of 2007.

Additionally, sidewalk design guidelines should be included in the Zoning Ordinance. There are a number of documents that can be consulted for schematics and diagrams of desirable sidewalk construction and placement with or without curb and gutter. The following documents should be consulted in designing policies and construction guidelines for sidewalks:

Guide for the Planning, Design and Operation of Pedestrian Facilities, American Association of State Highway and Transportation Officials (2004)

A Policy on Geometric Design of Highways and Streets, 1994 (The Green Book), American Association of State Highway and Transportation Officials (AASHTO)

Design and Safety of Pedestrian Facilities, A Recommended Practice, 1998. Institute of Transportation Engineers, 525 School Street, S.W, Suite 410, Washington, DC 20024-2729, Phone: (202) 554-8050.

The NCDOT Transportation Plan is scheduled to be completed by the early part of 2008. Recommendations for improvements to roadways, sidewalks and public transportation will be included with this plan. These recommendations will be considered for future Transportation Improvement Program projects.

PARKS AND RECREATION SYSTEM

ANALYSIS

Existing Resources: The City of Eden owns and operates a number of facilities for active recreation including a swimming pool, multiple tennis courts, eight recreational ball fields, two gymnasiums and other park facilities with various additional amenities.

Table 2.30 Eden Parks and Recreation Facilities

Name of Facility	Amenities
Blue Creek Park at Peter Hill Park	Outdoor basketball courts, lighted softball field, picnic shelter and playground
Bridge Street Park	Four tennis courts, soccer field, playground, horseshoe and basketball courts, shuffleboard, running track, picnic shelter, gymnasium and community center
DeHart Ball Park	Lighted softball field and playground
Freedom Park	Walking track, three ball fields, nature trails, picnic shelter, skate park (Nov. '06), amphitheater (Nov. '06), volleyball court, horseshoe courts, multipurpose field and playground
Mill Avenue Ball Park	Lighted softball field, playground, two lighted tennis courts and gymnasium

Freedom Park is the newest and largest of the City of Eden parks. There is a non-profit Friends of Freedom Park, which acts as a steward of the park presently and into the future. Freedom Park is expanding facilities and is currently in Phase 3 of a 4 phase site development. The 4th phase will consist of developing an aquatics center on a 13-acre parcel across from the existing park with swimming pool and outdoor water park and playground. The Parks and Recreation Department is seeking grant monies to pay for the construction of the aquatics center. The City of Eden Recreation Department also coordinates a number of athletic programs, including baseball, basketball, football, soccer, softball and volleyball. There is a cost to participate in each program, which pays for coordination, field use and other overhead costs. These athletic programs and the variety of facilities for public use create an environment for



Freedom Park Entrance
(City of Eden website)

healthy living and active recreation. The Recreation Department is also working on a facilities repair plan to budget improvements to Eden's aging recreation facilities. The plan will focus on meeting current demands on the park system, while setting aside funding for future development and upkeep.

Future Parks, Recreation, and Open Space Needs: In the future the City of Eden may desire to complete a Parks and Recreation Master Plan. Such a plan would assess current and potential park and recreation needs and interests, and provide strategies for developing a parks and recreation system to meet the needs of existing and future residents, while maximizing revenue and capital cost recovery.

CONCLUSION

A goal of the Land Development Plan is to build upon important existing parks found within Eden and help to ensure these cherished amenities and the programs at each location are preserved for future generations. The location of new parks and the upkeep of existing parks can have an effect on future land use. Identifying the location of existing and planned recreational areas can be valuable in guiding the location of future development.

GREENWAY MASTER PLAN

ANALYSIS

The City of Eden recently completed a greenway master plan, which will focus on connecting City of Eden neighborhoods with the Dan and Smith Rivers. In addition, other greenway routes will be explored and considered during the planning process. This master planning process is a continuing effort and the outcomes from the process will ideally be combined with outcomes and goals from this land development planning effort.

Greenways serve an important transportation need and can act as a unifying element to link neighborhoods, schools, parks and other land uses together. Greenways can be especially valuable, because they are usually created as independent transportation elements that provide an alternative to the automobile and can help reduce traffic congestion and air pollution. When following streams, greenways provide environmental buffers and help reduce pollution caused by surface runoff.

Possible greenway corridors exist in many different parts of the City. There are a number of proposed greenway trails that can create access to the rivers, parks, historic districts and also connect neighborhoods.

CONCLUSION

Currently there are no completed greenways in Eden, but the City has acquired right of way for the first leg of Greenway along the Smith River and applied for funding to build a portion of this trail. Eden is seeking matching funds from the North Carolina Parks and Recreation Trust Fund. Building a greenway system serves both a recreational and transportation need in Eden. Greenways are a place to passively recreate or actively transport. The greenway system can serve as a means of non-motorized transport from one destination to another via bicycle, walking, in-line skating or other. As the system grows throughout the City of Eden, the connections to destinations from neighborhoods will increase, providing a safe, reliable place to recreate and transport for health, air quality, reducing congestion and access to the beautiful river system.

2.3 ANALYSIS OF ENVIRONMENTAL FACTORS

NATURAL AND HUMAN ENVIRONMENTAL FEATURES

ANALYSIS

The City of Eden and its surrounding planning area includes a wide range of unique natural and human environmental features. These features range from historic sites to areas of high quality farmland. The attached map provides a geographic illustration of the natural & human environmental features described in more detail below (see *Natural & Human Environmental Features Map*).

Natural Heritage Areas

An inventory of significant natural areas was conducted in Rockingham County by the North Carolina Natural Heritage Program. Natural Heritage Areas are sites which support natural assemblages of fauna and flora which are significant to the county, region or state. The City of Eden study area contains several Natural Heritage Areas within its borders.

Wide Mouth Creek Conglomerate Exposures: has conglomerate rock exposures that are the best examples of this type of exposure in the Pine Hall Formation of the Dan River Triassic Basin. There is also a small population of the rare cliff stonecrop. Small examples of Piedmont Alluvial Forest, Dry Oak-Hickory Forest, and Mesic Mixed Hardwood Forest natural communities occur at the site. This site is privately owned.

Bear Slide Bluff: has an unusually rich herbaceous species diversity that includes the rare Virginia spiderwort. Natural communities include Basic Mesic Forest, Piedmont Alluvial Forest, and Dry Oak-Hickory Forest. The site is also of geologic interest because it provides an unusually good exposure of Triassic sediments. The site is owned by Rockingham Community College and is a Registered Heritage Area.

Rocky Branch Conglomerate Exposures: has good to high quality Basic Mesic Forest and Mesic Mixed Hardwood Forest natural communities. The rare cliff stonecrop occurs here. The site is also of geologic interest, as it contains conglomerate boulders, petrified wood, and an exposed diabase dike. It is privately owned and part of the site is a Registered Heritage Area.

Fitzgerald Woodland: has a notable cluster of rare plant species. The site has a narrow strip of woods that is bordered by clearings for a railway, a highway, and a utility line. The Federal Species of Concern Carolina birdfoot-trefoil and the rare southeastern bold goldenrod are found at this site. A large population of the rare American barberry occurs here, as well as the Watch List species shingle oak, which is part of the forest canopy. The site is privately owned.

Leaksville Loam Forests: is found in the Dan River Triassic Basin Area. This site is named for the Leaksville loam soil series, which is rare in North Carolina. The flat, poorly drained area contains fair quality Upland Depression Swamp Forest and Basic Oak-Hickory natural communities. The swamp forest has a particularly notable abundance of the uncommon swamp white oak. This site is privately owned.

Roundhouse Road Forest: is a flat land site on calcareous Triassic sediments. The site contains a fairly good example of an Upland Depression Swamp natural community, dominated by willow oak and the rare swamp white oak. A good-quality Basic Oak-Hickory Forest community is also present. This site is privately owned.

Dan River Aquatic Habitat: harbors three rare fish species: the Riverweed Darter, Bigeye Jumprock, and Roanoke Hog Sucker. This site is within public waters.

Natural Heritage Elements

Natural Heritage Elements represent the occurrence of a rare plant or animal species confirmed at the time of the Natural Heritage Inventory to be located within the County. The vicinity around Eden contained numerous natural heritage elements at the time of the inventory including:

- Roanoke Hog Sucker
- Cliff Stonecrop
- American Barberry
- Smooth Coneflower
- Carolina Birdfoot-trefoil
- Southeastern Bold Goldenrod
- Bigeye Jumprock
- Green Floater
- Glade Wild Quinine
- Virginia Spiderwort
- Riverweed Darter
- Goldenseal

Historic Sites

Comprehensive surveys have been conducted in Eden, Reidsville, and Madison with grant assistance and staff supervision by the State Historic Preservation Office. A less formal examination of historic properties in the remainder of Rockingham County was conducted in 1997-98. During the course of these surveys, more than 150 prehistoric and historic archaeological sites have been identified throughout the County. The inventory includes public buildings, private residences and outbuildings.

The City of Eden study area contains numerous historic sites, many of which have been placed on the National Register of Historic Places (NRHP). Additionally, the City of Eden has a historic preservation commission, the Eden Preservation Society, that is responsible for preserving the historic sites with the City. The following is a list of properties that are located within Eden's study area that have been placed on the NRHP list.

- Boone Road Historic District – 8/31/1987
- Bullard-Ray House – 6/11/1982
- Cascade Plantation (Willow Oaks Farm) – 10/14/1975
- Central Leaksville Historic District – 12/9/1986
- Dempsey-Reynolds-Taylor House – 12/2/1982
- First Baptist Church – 3/9/1989
- Dr. Franklin King House – 9/19/1985
- Leaksville Commercial Historic District – 10/23/1987

-
- Leaksville-Spray Institute – 3/9/1989 (demolished)
 - Lower Sauratown Plantation and Village – 10/11/1984
 - Mount Sinai Baptist Church – 6/23/1987
 - Dan River Navigation System: Three Ledges Shoal Sluice – 3/19/1984
 - Saint Luke's Episcopal Church – 3/17/1989
 - Spray Industrial Historic District – 12/9/1986

In addition to the above list of the NRHP properties, the Natural and Human Environmental Features map below shows other local historic points of interest, including:

- Governor Morehead Park – Church Street
- Rhode Island Mill – 540 Riverside Drive
- Community Pump – 1000 Knott Street
- Little Red Schoolhouse – 300 Reservoir Street
- Sunshine School – Hairston Street
- Lakeside School – 719 Kendall Street
- Burton Grove School – 724 McConnell Street
- Draper Elementary School -1719 E. Stadium Drive
- Douglass Elementary School – 1130 Center Church Road
- Leakesville Male Academy – 521 Henry Street
- Island Ford – the location of the first bridge crossing on the Smith River
- Bateau Loading Dock - the only know surviving bateau loading dock in the country in the Dan River
- Mebane's Bridge – An historic bridge built in 1924 over the Dan River
- Leaksville Toll Bridge – Not still standing, but this bridge was an historic toll bridge across the Dan River, just west of today's Mebane's Bridge

Wetlands

The US Fish and Wildlife Service maintains the National Wetlands Inventory used to identify wetlands located within the study area. Small areas of wetlands can be found in and around Eden, typically these are limited to areas adjacent to streams or other bodies of water.

High Quality Farmlands

According to the North Carolina Agricultural Extension Service, high quality farmland in Rockingham County generally consists of cecil and applan soils, with a slope of less than 8 percent. An important characteristic of these high quality farmland soils is that they are well-draining soils. The City of Eden and surrounding planning area contains many pockets of high-quality farmland based on these criteria.

Impaired Rivers and Streams

Section 303(d) of the Clean Water Act requires states to identify rivers and streams which do not meet water quality standards or that have become impaired. No rivers or streams within the City of Eden's planning area are included on the North Carolina's 303(d) list of impaired streams. However, several waterways within Rockingham County are listed on the State's 303(d) list.

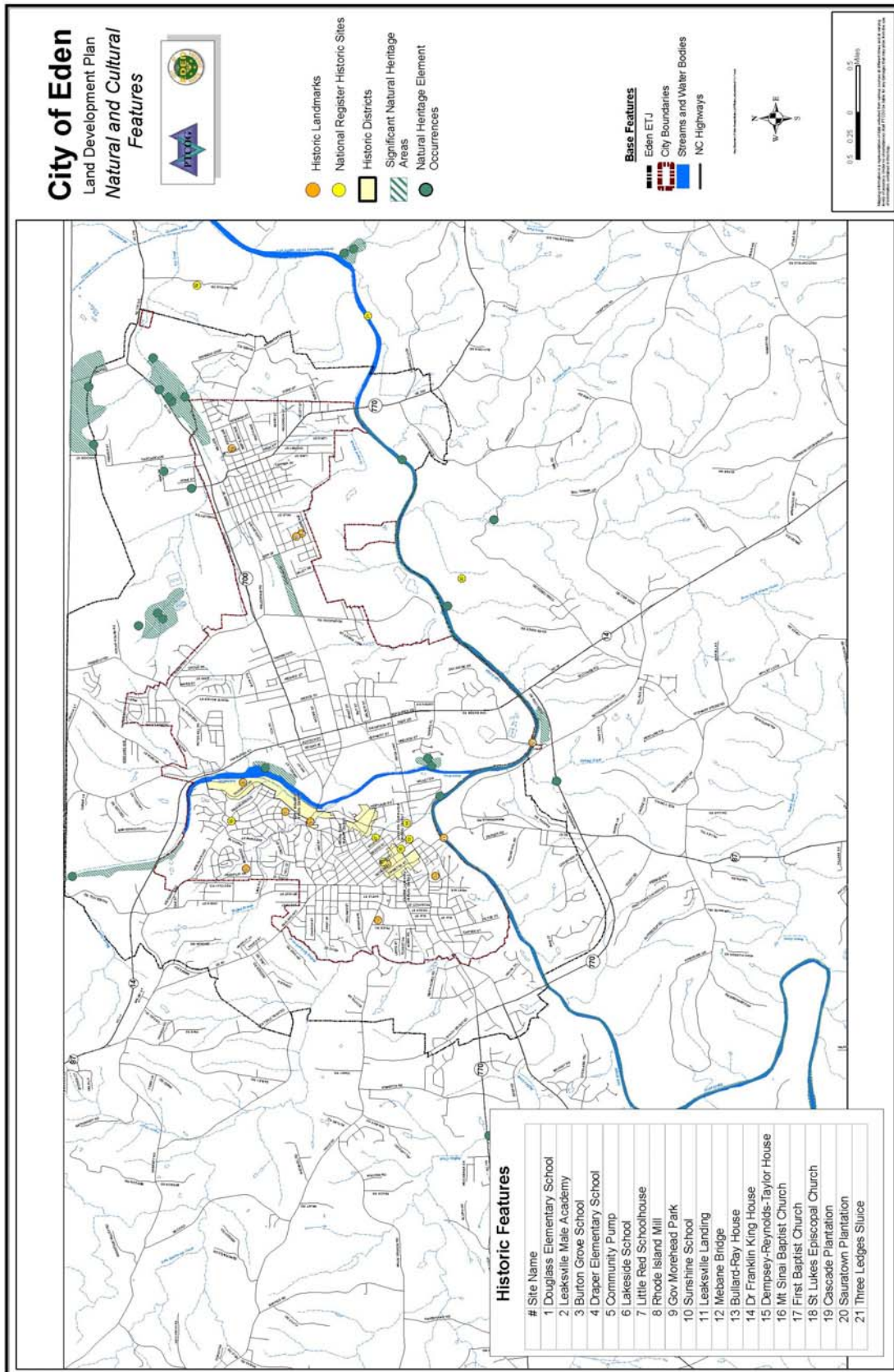
Table 2.31 Impaired Rivers and Streams in Planning Area

AU NUMBER	STREAM NAME
16-6-(3)	Troublesome Creek
16-7a	Little Troublesome Creek
16-7b	Little Troublesome Creek
22-(31.5)	Dan River
22-27-10	Arm of Belews Lake (immediately southeast of the lake)
22-40-(1)	Smith River
22-40-(2.5)	Smith River
22-40-(3)	Smith River

CONCLUSION

A goal of the Land Use Plan is to build upon important existing features found within Eden and make certain these cherished features are preserved for future generations. The location and distribution of these features can have a substantial influence on recommended future land uses. For example, improving the water quality of the Smith and Dan Rivers may allow for the growth and development of tourism in and around Eden. Additionally, the preservation of historic properties in the City of Eden, with such a rich industrial and cultural heritage, is a key component to future economic development and tourism development efforts. Identifying the location of high quality natural areas, cultural properties and farmland can be valuable in guiding the location of future development to avoid impacts to these areas.

Figure 2.24 – Natural and Human Environmental Features Map



LAND DEVELOPMENT SUITABILITY

ANALYSIS

Three key environmental growth factors were mapped and analyzed to identify physical limitations and regulatory constraints affecting future land development as shown on the *Development Limitations Map*. Results of this analysis were used to determine the potential suitability of vacant land for urban uses, and to formulate strategies for future growth.

Topographic Slope Limitations

The degree of slope throughout the planning area was calculated using topographic contour data provided by Rockingham County, and supplemented by USGS topographic contour data for portions of the study area. This data was used to generate a topographic *Elevation Profile Map* with a contour interval of 20 feet. Potential future land uses vary in their sensitivity to steep topographic conditions. Structures such as houses and small commercial and institutional buildings may have more topographic flexibility because their small footprints require less grading than large industrial buildings, shopping centers, and schools with their adjoining parking lots.

Another consideration is the land value of developable sites. For high-value sites such as those designated for industrial or commercial use, the costs of grading typically represent a smaller share of total development costs than on lower value sites. Thus, a developer proposing a project on a commercial site may view it as economically feasible even if steep topography calls for excessive grading. As a middle ground estimate for most land uses, a 20% slope (20 feet of fall per 100 horizontal feet) was used as the threshold for "severe" slope limitations. Steeply sloping topography is generally concentrated along multiple stream banks and tributaries. The Smith and Dan River run through Eden, causing severe slopes within the city limits. Small tributaries to the Smith and Dan River cause a number of steep slopes between the old village centers of Leaksville, Spray and Draper. The contiguous steep slopes along the Dan and Smith Rivers and tributaries are shown on the following elevation profile and land development plan map. These areas indicate where intensive urban development is inappropriate.

Soil Limitations Analysis

Some soil conditions can make potential land development more difficult or expensive. In the Piedmont region, dominant soil limitations include hydric (wetland) conditions, rock content, or high shrink-swell potential due to high clay content and moisture fluctuations. Digital soils maps and attribute data from the Rockingham County Soil Survey (*Soil Conservation Service*) were used to identify areas containing one or more of these soil limitation conditions.

Because the mapping units for soils are only indicative of prevailing soil types in those areas, the actual distribution of hydric, rocky, or shrink-swell soils may differ somewhat from what is shown. Even where such conditions occur, there would likely be a way to undertake urban-type development, although with greater difficulty or expense. Another possible limiting factor due to soils is poor percolation, as it may make for difficulty in siting successful septic systems. This would apply only to non-urban growth

without access to Eden's public sewer services. Soil survey data indicates that large portions of the City's Planning area outside of the sewer service area are rated as having slow percolation. Thus, poor percolation soils could be a significant growth factor in Eden's potential growth areas if public sewer services are not available.

Floodplain

Development suitability is also affected by the location of the floodway and 100-year flood zone. The floodway is the stream channel and the corridor immediately adjacent to it. The 100-year flood zone or "floodplain" includes the floodway and additional land to an elevation established by Federal Emergency Management Agency (FEMA) flood studies called the floodway fringe. There are significant floodplain areas within the planning area, focused primarily along the Dan and Smith River's and its main tributaries.

CONCLUSIONS

About 9 percent of the land within Eden's City limits (653 acres) is vacant or excess. Some 3 percent of the land (285 acres) within Eden's ETJ is vacant or under-utilized. Some portion of this vacant and excess land suffers from potential constraints such as severe soil and slope limitations or 100-year flood zones (see attached *Development Limitations Map*). However, with careful land use planning and a well thought out plan for city services many of the issues identified on the *Development Limitations Map* can be overcome. Therefore, the City appears to have an adequate supply of suitable land for future development.

Figure 2.25 – Elevation Profile Map

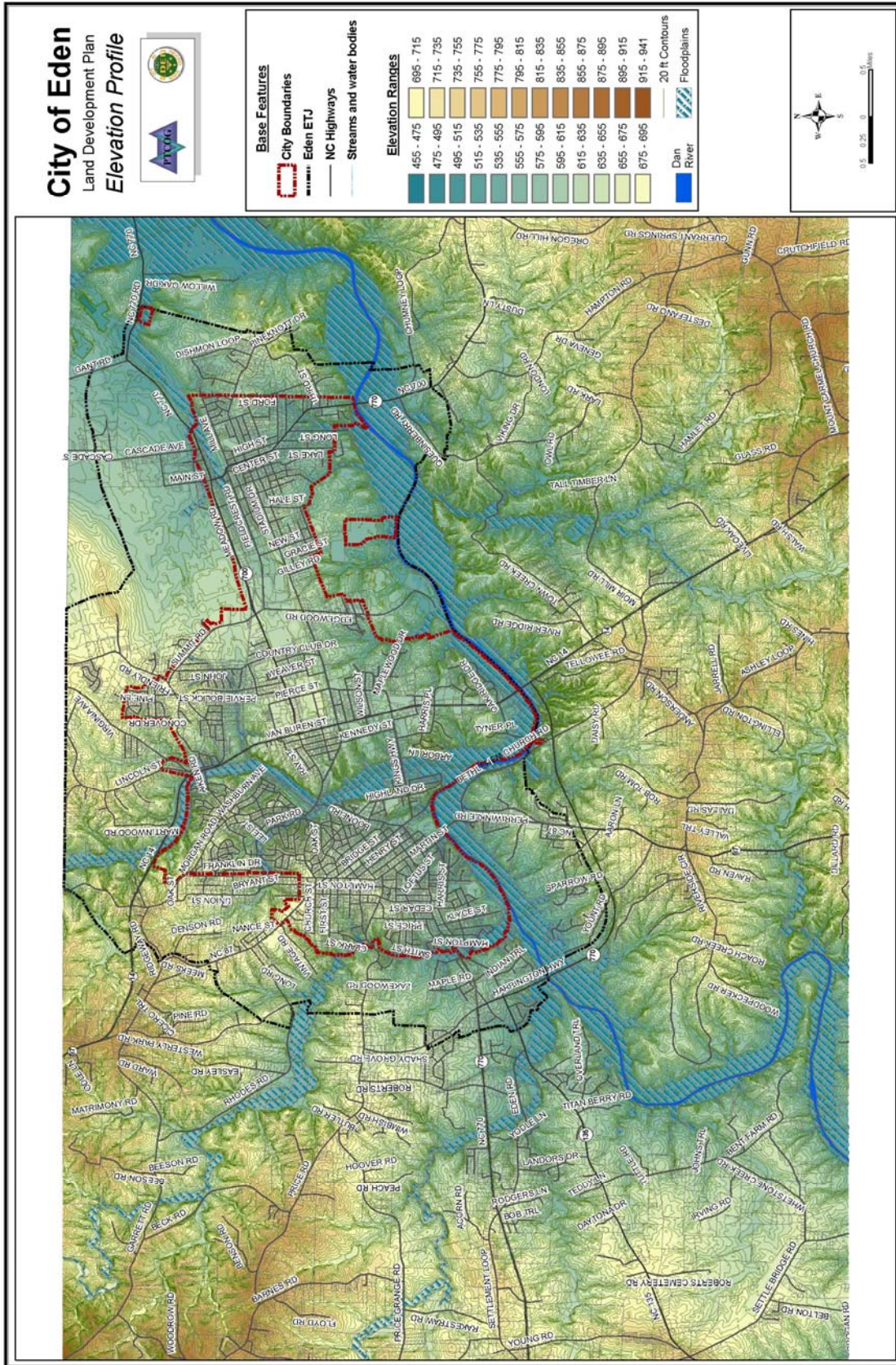
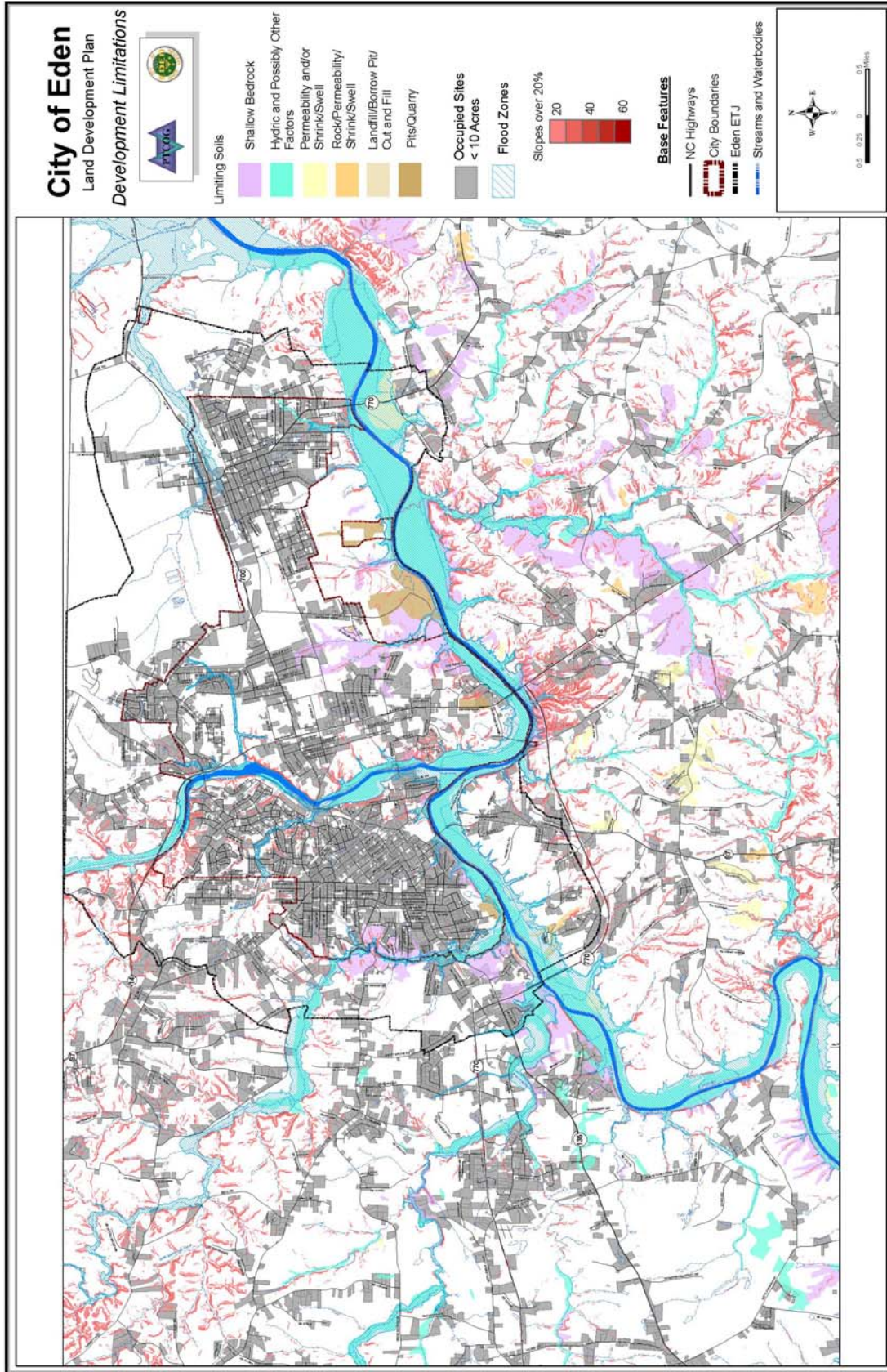


Figure 2.26 – Development Limitations Analysis Map



EXISTING LAND USE

HISTORICAL LAND USE REFERENCE MAP

A map from the *1977 Eden Land Development Plan* is provided below as reference information – and shows current land use patterns in 1977. This historic land use map from thirty years ago utilizes fewer land use categories than this current planning effort.

CURRENT LAND USE ANALYSIS

Current land uses were mapped and analyzed to identify existing land development patterns and vacant or underutilized land within the City's jurisdiction and its future growth area. The *Existing Land Use Map* was developed using data from the County tax assessor records obtained in Spring of 2006 and refined using field survey data collected in the Fall of 2006 by City staff.

The entire planning area is approximately 30 square miles in size. Planning recommendations from this study focus primarily on the area within the existing city limits (about 13.5 square miles). Analysis maps for this study also include future growth areas outside the City limits.

The following Table shows the acreage and share totals for each major land use category within the existing city limits and the City's future growth area and for the two areas combined. Acreage and percentage numbers are based on land area within parcels, and do not include land area within road and railroad rights-of-way.

Acreage totals are calculated as sums of any parcel either entirely or mostly within the planning area. In cases of single-family uses (houses or mobile homes) on tracts greater than 10 acres, the acreage totals are calculated at 10 acres for each parcel, based on the assumption that any land area over this total can be considered under-utilized, excess land, and essentially vacant. The actual amount of excess land in each individual case may be more or less. The estimated acres for some of the other land use categories also take excess land into account. The amount considered excess is calculated on a parcel-by-parcel basis.

Table 2.32 – Acreage and Share Totals, By Existing Land Use Category

LAND USE CATEGORY	CITY ACRES	CITY %	ETJ ACRES	ETJ %	TOTAL ACRES	TOTAL %
Agriculture Vacant	420	6%	1,840	17%	2,260	12%
Agriculture/ Forest	26	0%	61	1%	87	0%
Agriculture Residential	210	3%	2,537	23%	2,747	15%
Apartments	159	2%	13	<1%	172	1%
Duplex / Triplex / Quadplex	34	<1%	8	<1%	42	<1%
Single Family (< 5 acres)	2,733	36%	1,398	14%	4,131	24%
Single Family (> 5 acres)	290	4%	583	6%	869	5%
Manufactured Home Park	13	<1%	62	1%	75	<1%
Manufactured Home (<5 acres)	48	1%	273	2%	321	2%
Manufactured Home (>5 acres)	10	<1%	267	2%	277	1%
Industrial	541	7%	1,721	17%	2,262	13%
Infrastructure (Utilities)	173	2%	16	<1%	189	1%
Office	63	1%	1	<1%	64	<1%
Institutional	659	9%	188	2%	847	5%
Commercial	513	7%	122	1%	635	4%
Mixed	<1	<1%	<1	<1%	<1	<1%
Open Space/ Recreational	358	5%	21	<1%	379	2%
Unknown	7	<1%	9	<1%	16	<1%
Vacant	1,278	17%	1,002	10%	2,280	13%

*NOTE: Percentages and acreage may not add up correctly due to rounding errors

The following section provides a more detailed description of the approximate amounts and general patterns of existing residential and non-residential land uses throughout the planning area.

Agricultural Land Uses

About 9 percent of the land within the City limits (656 acres) is categorized as being used for agricultural and forestry purposes. This figure includes parcels with residential buildings and vacant land. The agricultural productivity of these acres varies considerably throughout the City. Approximately 41 percent of the land within the City's extra-territorial zoning jurisdiction (ETJ) (4,438 acres) is used for agriculture.

Residential Land Uses

- Single-Family Residential Uses – About 40 percent of the land within the City limits (3,023 acres) is occupied by site-built, single-family homes. Lot sizes are variable, and range from as small as about one-sixth of an acre (7,000 square feet) to nearly 10 acres in size. Approximately 20 percent of the land within the City's ETJ (1,981 acres) is used for single-family homes. Many of the land parcels used for residential purposes within the City's ETJ are relatively large (3 to 10 acres). There are also numerous large tracts of vacant and under-utilized land (parcels greater than 10 acres with only one house) throughout both the City limits and ETJ.
- Multi-Family Residential Uses - The multi-family residential uses within the City limits include apartments, duplexes, triplexes, quad-plexes and townhomes. Approximately 2 percent (193 acres) of the land within the City limits is used for multi-family residential uses. Less than 1 percent of the land within Eden's ETJ is used for multi-family residential uses (21 acres).
- Manufactured Homes - For purposes of this planning analysis, manufactured home parks are defined as having two or more units in a unified grouping. Less than 1 percent of the City (13 acres) is comprised of mobile home parks. In the ETJ number 1 percent (62 acres) of the land is a manufactured home park. There are 58 manufactured homes on individual lots within the City limits. There are 540 manufactured homes on individual lots in the ETJ.

Non-Residential Land Uses

The main types of buildings and facilities included in each major non-residential land use category are listed below. The current, main function of each parcel was the primary factor used in determining an existing land use designation, regardless of ownership or the original purpose of the building(s), if different from the current use.

- **Commercial** - retail stores, restaurants, convenience stores, bank branches, hotels and motels, automobile dealers, automobile service facilities, auto salvage yards, mini-storage facilities.
- **Offices** – professional offices, including those offering insurance and real estate services, governmental offices (including town hall), offices for civic and non-profit organizations, and medical office buildings.
- **Institutional** – schools, churches, hospitals, day care centers, meeting facilities for civic or non-profit organizations (i.e. fraternal lodges), police and fire stations, nursing homes, and cemeteries.
- **Industrial** – manufacturing and assembly facilities, truck terminals, warehouses, and lumber yards.

Commercial – Approximately 7% of the land within the City limits is being used for commercial purposes (513 acres). Most commercial uses within the City limits are located along the NC14 Highway Corridor, within Eden's three historic downtown areas, and along a few other minor thoroughfares scattered around the City. The commercial uses within the City's ETJ are widely scattered and consists primarily of stand alone convenience stores, gas stations and small, locally-owned restaurants on approximately 122 acres. Approximately 1 percent of the City's ETJ is utilized for commercial land uses.

Office – Approximately 1 percent of the land within the City limits is being used for office purposes (63 acres). Most offices are located in the older village centers or scattered along the busier thoroughfares through Eden. There is only 1 acre in the ETJ that is used for offices.

Institutional – This category includes a broad range of uses. Therefore, the existing land use map includes specific labeling for some of the major institutional facilities (e.g. schools, hospitals). Approximately 9 percent of the land within City limits (659 acres) is being used for institutional uses and 2 percent (188 acres) of institutional uses within the City's ETJ.

Industrial – Approximately 7 percent of the land within City limits (541 acres) is used for industrial purposes, and another 17 percent (1,721 acres) is in industrial use in the ETJ. The majority of industrial property located within the City limits of Eden is clustered along the Smith and Dan River corridors and in the Draper community along the NC Highway 700 corridor.

Recreational and Open Space – There are several existing recreational and open space uses in and around Eden totaling about 5 percent (358 acres) within City limits, including a golf course and several parks. The ETJ contains less than 1 percent of recreational and open space land use (21 acres).

Infrastructure – Approximately 2 percent (173 acres) of land within the City limits and less than 1 percent (16 acres) in the City's ETJ are used for infrastructure (utilities and communication facilities).

Vacant / Minimal Use – Land classified as vacant is comprised of undeveloped parcels or excess land on under-developed tracts (i.e. parcels greater than 10 acres with only one dwelling – excluding agricultural land with residential). Parcels used solely for parking are classified according to the type of facility served by the parking. About 17 percent of the land within City limits (1,278 acres) is vacant or excess. Some 10 percent of the land (1,002 acres) within Eden's ETJ is vacant or under-utilized.

CONCLUSIONS

There is close to 17% percent (1278 acres) of vacant or under-utilized land in the City limits of Eden, which provides opportunities for infill development and efficient use of existing transportation and sewer/water infrastructure. In addition, approximately 27 percent (5,000+ acres) of land within the City Limits and ETJ are categorized as agriculture with residential, vacant agricultural or forested uses. Therefore, there is an adequate amount of vacant or minimally used land within City limits and ETJ to accommodate future growth. This finding generally supports the City's desire to encourage new land development to occur within the existing City limits and ETJ to most efficiently use existing and future infrastructure investments.

Figure 2.27 - 1976 Eden Land Development Plan – Existing Land Use Map

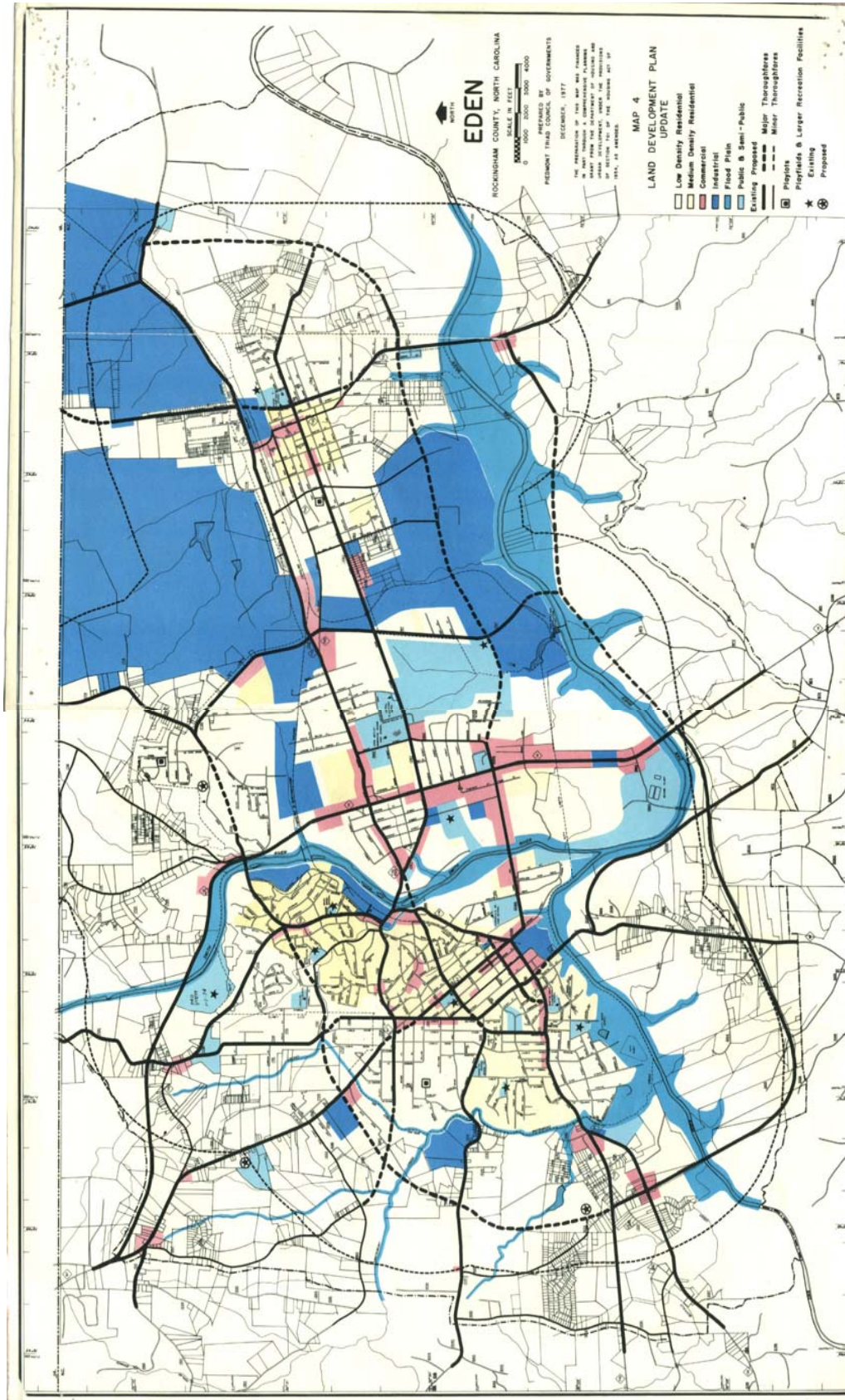
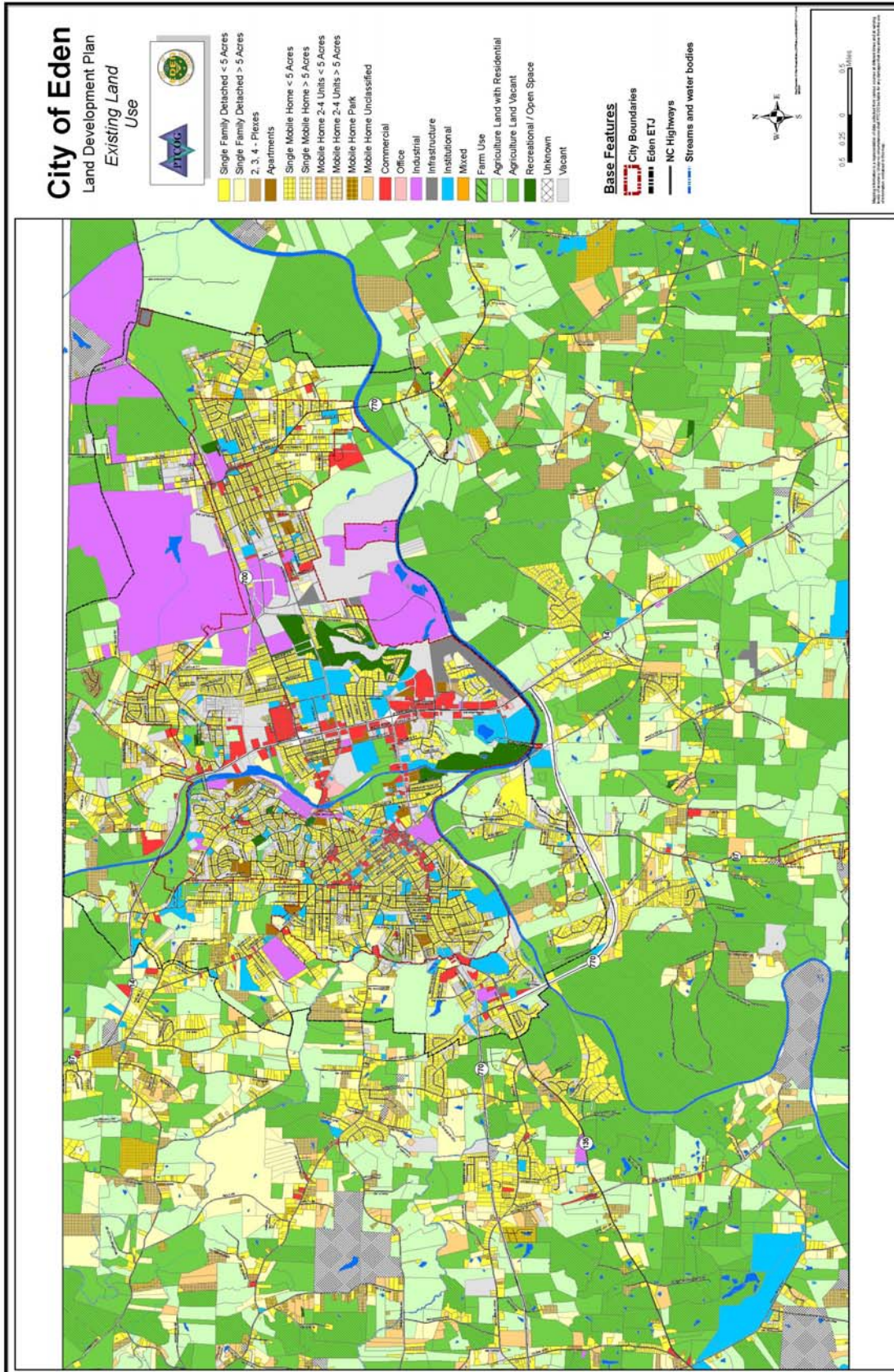


Figure 2.28 – Existing Land Use Map



2.4 ANALYSIS OF REGULATORY FACTORS

EXISTING LAND DEVELOPMENT REGULATIONS

BACKGROUND

The City of Eden uses two main tools to regulate land development within its jurisdiction, a zoning ordinance and subdivision regulations. The zoning ordinance is a legal and administrative tool to insure land uses within the community are properly situated in relation to one another, and that adequate space is provided for each type of land development. It allows the control of development density so that property can be provided with adequate public services such as streets, schools, recreation, utilities, and fire and police protection. Zoning can also help to direct new growth into appropriate areas for cost-efficient development. Zoning also protects existing property by requiring that new land development provide adequate light, air and privacy for persons already living and working within the community.

If a property is currently zoned for its intended use, then necessary permits are obtained through application and the payment of fees. If a land development proposal does not coincide with a parcel's current zoning designation, rezoning approval from the City Council is required. This process may take several months, depending on the magnitude or complexity of a proposal, or the level of controversy generated by a proposed project. Zoning is the most commonly used legal device for implementing a community's Land Development Plan. It plays a role in stabilizing and preserving property values through predictability of land use, but usually lacks specific design guidelines to ensure overall positive development. Zoning allows for the division of a jurisdiction into districts, and for the establishment of specific regulations, requirements, or conditions to be applied within each district, to address the following types of issues:

- The height or bulk of buildings and other structures.
- The minimum lot size, yard setbacks, maximum ratio of building floor area to land area, and minimum requirements for onsite open space and recreation area.
- The maximum number or density of dwelling units.
- The extension of water and sewer services.
- The desired use of buildings and land for various purposes.

Eden's zoning jurisdiction presently corresponds with the existing City limits and the extra-territorial jurisdiction (ETJ) outside of the City limits.

Eden presently operates under a general use district type of zoning ordinance, commonly referred to as a conventional zoning ordinance. Conventional ordinances were first established in the early 20th century to divide land into districts (or zones) for the purpose of separating uses. The rationale for this separation of uses was to protect public health and safety by providing minimum distances between noxious uses (e.g. polluting smokestacks, coal-burning factories, offensive odors of slaughter houses) and high-density residential areas. Over time, jurisdictions established specific zoning districts (residential, commercial, industrial, etc.) and a list of permitted uses within each district.

The basic authority to protect public health and safety has evolved from increasing the distance between polluting factories and houses, to dividing housing types by size and cost, and separating residential areas from daily shopping and services. As zoning categories became more exclusive, fewer provisions were made for walking and bicycling to “other use” districts and eventually the car became the only viable mechanism to cross zoning district boundaries regardless of the actual distance.

By design, a conventional ordinance is limiting in two ways. First, it works on the basis of separation, not on compatibility, which undermines the function of a traditional neighborhood and often leads to sprawl. Secondly, a conventional ordinance applies blanket regulations to all parcels within a district, often ignoring the individual natural characteristics of each parcel, and thereby reducing the opportunities for creative site design solutions. After nearly a century of developing and operating under conventional zoning schemes, communities around the country are beginning to realize their displeasure with new land development and is often a direct result of their own zoning regulations.

Alternatives to Conventional Zoning Ordinances

Conventional zoning regulations are only indirectly concerned with achieving aesthetic ends. However, because many communities have realized the effect and potential that these regulations have in shaping their landscapes and townscapes, there is a trend toward acceptance of aesthetic control as a proper function of zoning ordinances, based on interpretation of statutory intent to protect the public's general health and welfare.

Most conventional zoning ordinances do not regulate the design of streets, the installation of utilities, or the reservation or dedication of parks, street rights-of-way, or school sites. However, communities around the country, including several in North Carolina (e.g. Davidson County, Cornelius, Huntersville, Mocksville, Elon, Lexington and Franklinville) have adopted development ordinances based on new urbanism and smart growth principles. Design-based ordinances combine zoning and subdivision rules to encourage pedestrian-friendly, traditional neighborhood land use patterns. Proposed developments are then reviewed holistically to evaluate how the existing site features, proposed land use, infrastructure, and site design will function together. Greater emphasis is placed on design guidelines to achieve a vibrant mixture of compatible uses and housing types, rather than the conventional approach of strictly separating uses and housing types.

ANALYSIS

Existing Zoning Districts in Eden

The following table summarizes the number of parcels and the acreage for each zoning district. In addition, zoning districts are split into the City Limits and the ETJ.

Table 2.33 Zoning Acreage and Percentage of Total Land

Zoning District	City Zoning			Combined City & ETJ Zoning			ETJ Zoning		
	# of Parcels	Acreage	%	# of Parcels	Acreage	%	# of Parcels	Acreage	%
BC	189	56.74	0.76%	189	56.74	0.32%	0	0.00	0.00%
BG	353	296.07	3.96%	373	363.25	2.08%	20	67.18	0.90%
BH1	120	200.36	2.68%	120	200.36	1.15%	0	0.00	0.00%
BH2	66	87.64	1.17%	122	152.57	0.87%	56	64.94	0.87%
BN	6	3.03	0.04%	11	11.02	0.06%	5	7.99	0.11%
BSC	19	93.50	1.25%	19	93.50	0.53%	0	0.00	0.00%
I1	191	439.94	5.89%	199	610.15	3.31%	8	170.21	2.28%
I2	37	312.24	4.18%	78	2928.24	16.75%	41	2616.00	35.00%
IP	12	94.47	1.26%	13	94.54	0.54%	1	0.07	0.00%
MH	2	3.52	0.05%	5	9.26	0.05%	3	5.74	0.08%
MIXED	20	223.03	2.98%	25	277.19	1.58%	5	54.16	0.72%
OI	190	631.57	8.45%	193	702.35	4.02%	3	70.78	0.95%
PUD-R	133	98.83	1.32%	133	98.83	0.35%	0	0.00	0.00%
R12	2304	1604.52	21.47%	2447	2098.80	11.99%	143	494.28	6.61%
R12MH	3	2.40	0.03%	3	2.40	0.01%	0	0.00	0.00%
R12S	358	182.65	2.44%	407	460.12	2.31%	49	277.46	3.71%
R20	1617	1953.50	26.14%	3034	5698.63	32.60%	1417	3745.13	50.11%
R20MH			0.00%	22	56.88	0.33%	22	56.88	0.00%
R4	232	119.26	1.60%	663	642.57	3.68%	431	523.31	7.00%
R6	2664	1007.16	13.48%	2664	1007.16	5.75%	0	0.00	0.00%
R6S	46	19.25	0.26%	46	19.25	0.11%	0	0.00	0.00%
RA ¹	1	2.36	0.03%	117	540.00	3.09%	116	537.64	7.19%
RS	3	42.10	0.56%	154	1348.47	7.71%	151	1306.37	17.48%

¹The RA designation is a Rockingham County Residential district.

The following is a description of Eden's current general use zoning districts. The portion in italics is an excerpt from the Zoning Ordinance, followed by non-italicized comments on how the district has been applied and its impact on land use patterns in Eden. The attached *Existing Zoning Map* provides a geographic display of where zoning districts are currently applied throughout the City's zoning jurisdiction.

R-S - Residential Suburban District: *This district is established to provide reasonable safeguards for areas characterized by suburban residential and agricultural uses. The intent of this district is: (1) to encourage the continued use of land for low density residential and agricultural purposes; (2) to retain the open characteristics of land areas on the fringe of the city; (3) to provide a transitional zone between higher density residential districts of the city and low density residential and agricultural districts of the county.*

- The R-S Residential Suburban District is located primarily in the ETJ of Eden. The R-S district encompasses a large area along the Dan River and NC 700. There are a number of parcels in the northern ETJ. A few of larger parcels exist in the western part of the ETJ.
- There are a total of 151 R-S parcels comprising 1441 acres located within the ETJ. There are only three parcels within the City limits that are classified as R-S and comprise 42 acres. The R-S zoning comprises 7.7% of the planning area parcel acreage (City and ETJ).

R-20 - Residential District: *The R-20 Residential District is established as a district in which the principle use of land is for single family residences. The regulations of this district are intended to protect existing residential areas with minimum lot sizes of 20,000 sq. ft. and to encourage, in selected portions of the incorporated area, the subdivision of undeveloped property into lots with a minimum of 20,000 sq. ft – especially with the ETJ.*

- The R-20 Residential District is located primarily in the ETJ of the City. There are groups of parcels in the northern, northwestern, western, southwestern and eastern sections of the ETJ. Within the City limits the R-20 is located in the southwest near Leaksville village, in the Central Area and also in the eastern section near Draper village.
- There are 1,617 R-20 parcels comprising 1953.5 acres in the Eden city limits and there are 1,417 R-20 parcels comprising 3,745.1 acres in the ETJ. The R-20 zoning comprises 32.6% of the planning area parcel acreage.

R-12 - Residential District: *Established as a district in which the principal use of land is single-family residences. The regulations of this district are intended to discourage any use which because of its character, would substantially interfere with the development of single-family residences in the district and which would be detrimental to the quiet residential nature of the areas included in the district. The minimum single-family residential lot size is 12,000 square feet.*

- The RA-12 Residential District is currently applied primarily within the City limits of Eden. The district makes up a significant portion of Draper outside of the denser core of the village. The R-12 is also applied to the ETJ north of Draper and is located in between a significant amount of Industrial Zoning. The designation is applied to the very northern section of the Central Area northwest of Friendly Street. R-12 is applied northwest of Spray and west and southwest of Leaksville.
- There are a total of 2304 R-12 parcels comprising 1604.5 acres within the Eden city limits and 143 parcels comprising 494.3 acres in the ETJ. The R-12 zoning comprises 12% of the planning area parcel acreage.

R-12S - Residential District: *Established as a district in which the principal use of land is for single family residences. The primary purpose of the regulations in this district is to permit a more dense development of the land while retaining the integrity of the neighborhood as a tranquil residential area.*

- The R-12S Residential District is currently applied to sections adjacent to R-12 Residential Zoning. The majority of R-12S Zoning is applied in the northern section of the Central Area within the city limits, but there are a number of parcels north of the Central Area in the ETJ with R-12S applied. There is a small pocket of R-12S zoning south of Leaksville. There is also a small section of R-12S east of village of Draper.
- There are a total of 358 R-12S parcels comprising 182.7 acres in the Eden city limits and 49 R-12S parcels comprising 277.5 acres in the ETJ. The R-12S zoning comprises 2.3% of the planning area parcel acreage.

R-6 - Residential District: *Established as a district in which the principal use of land is for single-family, two-family, and multi-family residences. The regulations of this district are designed primarily for the developed residential area where dwellings already exist on small lots creating relatively high density neighborhoods. The regulations are intended to discourage any use which because of its character would interfere with the residential nature of this district.*

- The R-6 Residential District is currently applied only to parcels inside the Eden city limits. The majority of the R-6 designation is in the older sections of Eden in Draper, Leaksville and Draper. As the above R-6 description indicates, designation is primarily for already developed residential areas with smaller lots.
- There are a total of 2,664 R-6 parcels comprising 1,007.2 acres in the Eden city limits and none in the ETJ. The R-6 zoning comprises 5.75% of the planning area parcel acreage.

R-6S - Residential: *Established as a district in which the principal use of land is for single family residences. The primary purpose of the regulations in this district is to permit a more dense development of the land while retaining the integrity of the neighborhood as a tranquil residential area.*

- The R-6S Residential District is currently applied only to parcels inside the Eden city limits. There is one contiguous group designated R-6S in an area north of Spray, inside the city limits and on the Smith River.
- There are a total of 46 R-6S parcels comprising 19.3 acres inside the Eden city limits and none in the ETJ. The R-12S zoning comprises 0.11% of the planning area parcel acreage.

R-4 - Residential and Manufactured Homes District: *Established as a district to serve the needs of the public for dwelling units including manufactured homes while maintaining a standard of land use to uphold the purpose and integrity of this Ordinance. The construction of manufactured homes and dwellings are regulated by different codes, therefore, the manufactured homes are permitted as conditional uses to maintain a standard for the health, safety and well-being of all citizens.*

- The R-4 Residential District is currently applied to parcels all over Eden and the ETJ. There are three pockets of R-4 in the Spray area, one along the Smith River, another in the northwest section of Spray and another single parcel along Smith River tributary just west of a City Park and the center of Spray. A number of parcels are

located in a contiguous section in the northern part of the Central Area. There are a few pockets of R-4 designation in Draper, which is located south of the Draper village center. There are a number of R-4 designations in the ETJ. They are located east of Draper, a large number are north of the Central Area and there are also a few west of Leaksville.

- There are a total of 232 R-4 parcels comprising 119.3 acres inside the Eden city limits and 431 R-4 parcels comprising 523.3 acres in the ETJ. The R-4 zoning comprises 3.7% of the planning area parcel acreage.

M-H - Manufactured Homes District: *Established as a district to provide a place for manufactured home parks. No manufactured home shall be permitted in the corporate limits of the City of Eden unless they are located in the Manufactured Homes District or authorized as a permitted use in another zoning district.*

- The M-H District is currently applied to one parcel inside Eden city limits and 4 parcels in the ETJ. One of the parcels in the ETJ is adjacent to the City line, just northwest of Leaksville. The one parcel inside Eden is located on the western bank of the Smith River. The other three parcels are located west of Leaksville in the ETJ.
- There are a total of 2 M-H parcels comprising 3.5 acres inside or contiguous to Eden's city limits and there are 3 M-H parcels comprising 5.7 acres in the ETJ. The M-H zoning comprises 0.05% of the planning area parcel acreage.

O&I - Office and Institutional District: *Established primarily for office and institutional uses which have only limited contact with the general public and which have no offensive noises, odors, smoke, fumes, and other objectionable conditions. As residences are permitted in this district and as this district is usually adjacent to residential districts, provisions are made for yards, off-street parking and off-street loading areas.*

- The O&I zoning district is utilized for a number of parcels all across Eden. These parcels are primarily located contiguous to or within the Eden city limits. There are nearly a dozen parcels in the Draper area ranging in size from 0.2 acres to 8 acres in size. There are several large parcels zoned O & I in the Central Area, ranging in size from less than one acre to over 40 acres in size. These parcels are primarily located along Stadium Drive, Meadow Road and Van Buren (NC 14). In the Leaksville area, there are over a dozen O & I parcels clustered into seven different locations. In the Spray area, less than a dozen parcels are classified O & I, and these are scattered into four different clusters. There are a couple O & I parcels outside the city limits northwest of Spray and one O & I parcel southwest of Leaksville.
- There are a total of 190 O & I parcels comprising 631.6 acres in the Eden city limits and 3 O & I parcels totaling 70.8 acres in the ETJ. The O & I zoning comprises 4% of the planning area parcel acreage.

B-C - Business; Central District: *Established as a district to permit a concentrated development of retail establishments.*

- The B-C zoning district is utilized for a number of parcels in the center of old Leaksville, Spray and Draper. These parcels are clustered and less than 0.2 acres.
- There are 189 B-C parcels comprising nearly 56.7 acres in the Eden city limits and no parcels in the ETJ. The B-C zoning comprises 0.32% of the planning area parcel acreage.

B-G - General Business District: *Primarily established on the fringe of the central business district and along major radial highways leading out of the city. The principal use of land is for dispensing retail goods and services to the community and to provide space for wholesaling and warehousing activities. Because these commercial areas are subject to public view and are important to the economy of the area, they shall have ample parking, controlled traffic movement, and suitable landscaping.*

- The B-G zoning district is utilized for a number of parcels all across the City of Eden and the ETJ. As the description indicates, this designation is reserved for radial highways leading out of Eden. There are significant clusters on Bridge, Oakland, Hamilton and Washington Streets in the Leaksville area. In the Central Area, the B-G designation is clustered along Stadium Drive and Meadow Road near the Smith River as well as along northern and southern sections of Van Buren Street (NC 14). In the Draper area, the B-G district is clustered along 770 near the village center. There are twenty B-G parcels located in the ETJ, primarily north or west of Spray and southwest of Leaksville.
- There are 353 B-G parcels comprising 296.1 acres in the Eden city limits and 20 B-G parcels totaling nearly 67.2 acres in the ETJ. The B-G zoning comprises 2.1% of the planning area parcel acreage.

B-N - Business Neighborhood District: *Established as a district in which the principal use of land is for commercial and service uses to service the surrounding residential districts. This district is for concentrated business developments on sites less than four (4) acres.*

- The B-N zoning district is utilized for a limited number of properties in the City of Eden and the ETJ. There are a handful of properties south and west of Draper village.
- There are 6 B-N parcels comprising 3 acres in the Eden city limits and 5 B-N parcels comprising 8 acres in the ETJ. The B-N zoning comprises 0.06% of the planning area parcels.

B-H#1 - Highway Business District: *Established solely for the developing business area along NC14 and the intersecting streets in the general vicinity of Morehead Memorial Hospital. These districts are designed to serve the special needs of the traveling public and the local citizens. The district provisions are designed to encourage low density development on large lots in the strategically urbanizing areas. It is very important that the district(s) be developed in accordance with high standards.*

- The B-H#1 zoning district is utilized only within the Eden city limits. As indicated in the description above, this designation is utilized primarily for businesses along NC 14 or Van Buren Road. The BH#1 parcels are located primarily north of Harris Road and south of Meadow Road along NC 14. There are a handful of parcels further north on NC 14 between Mabel and Aiken Road. Another cluster of BH#1 parcels are located along Kings Highway between NC 14 and Highland Avenue.
- There are 120 B-H#1 parcels comprising 200.4 acres in the Eden city limits and none in the ETJ. The B-H#1 zoning comprises 1.15% of the planning area parcel acreage.

B-H#2 - Highway Business District: *Established primarily for selected business areas along the major thoroughfares in Eden. As the businesses in this district have inadequate front and side yards, this district was created primarily for such uses so that they could be classified as conforming uses.*

- The B-H#2 zoning district is utilized for parcels on NC 14 south of Harris Road, and on Stadium and Meadow Road at its intersection with NC 14. In addition, there are few parcels along Stadium Drive in Draper, where the B-H#2 designation is used. Outside the City limits, but inside the ETJ the BH#2 designation is used for parcels along NC 87 north and south of the City limits, along NC 135 and 770 and also off of Price Road west of Leaksville.
- There are 66 parcels comprising 87.6 acres in the Eden city limits and 56 parcels making up 64.9 acres in the ETJ. The B-H#1 zoning comprises 0.87% of the planning area parcel acreage.

B-SC - Business Shopping Center: *Established as a district in which the principal use of land is to provide for the retailing of goods and services in designed shopping areas, where the nature of the development occurring is limited by standards designed to protect the abutting residential areas.*

- The B-SC zoning district is utilized for a few parcel along Meadow Road east of its intersection with NC 14 and along Kings highway at its intersection with NC 14.
- There are 19 parcels comprising 93.5 acres in the Eden city limits and none in the ETJ. The B-SC zoning comprises 0.53% of the planning area parcel acreage.

I-1 - Industrial District: *Established as a district in which the principal use of land is for industries which can be operated in a clean and quiet manner.*

- The I-1 zoning district is utilized for parcels along the Smith River in Spay, along the Dan River south of Leaksville and a number of properties north of Meadow Road and east of NC 14 north of the Central Area. In addition there are some properties west of NC 14 on Stadium Drive that are zone I-1. Fieldcrest Road and Mill Street north of the village of Draper also have a few properties zone I-1.
- There are 191 parcels comprising 439.9 acres in the Eden city limits and 8 parcels totaling 170.2 acres in the ETJ. The I-1 zoning comprises 3.31% of the planning area parcel acreage.

IP-1 - Industrial Park District: *Defined as an area within the boundaries of an industrial park or an area of light industrial development, but situated where residential development, or prospective development, is in close proximity on one or more sides of the district. This district is usually located along railroad spurs or major thoroughfares, but where certain operations could adversely affect nearby properties. The purpose of this district is to permit the normal operations of almost all industries, excepting those that would be detrimental to adjoining properties.*

- The IP-1 zoning district is utilized for a few parcels between Meadow Road and Stadium Drive east of Edgewood Street.
- There are 12 parcels comprising 94.5 acres in the Eden city limits and a 0.1 acre parcel in the ETJ. The IP-1 zoning comprises 0.54% of the planning area parcel acreage.

I-2 - Industrial District: *Established as a district in which the principal use of land is for industries that by their nature may create some nuisance and which are not properly associated with nor compatible with uses in other zoning districts.*

- The I-2 zoning district is utilized for a number of properties in the southern portion of the Central Area along NC-14. Along the Dan River south of Leaksville, a few parcels are zoned I-2. There are also a number of I-2 parcels north and south of the Draper area. The intensity of use in the I-2 Industrial district is designed to be higher than the I-1 Industrial district and a number of the properties lie outside the Eden city limits and on large parcels, some consisting of 100, 200 or 300+ acres. Operations by Duke Power and Miller Brewing Company are zoned I-2, for example.
- There are 37 parcels comprising 312.2 acres within city limits and 41 parcels comprising 2616 acres in the ETJ. I-2 zoning comprises 16.75% of the planning area.

PUD-R - Residential District: *Established as an area of land under unified control to be developed as a single entity for residential purposes in a variety of housing types. The purpose of the district is to provide for: (1) flexibility in design to take greatest advantage of natural land, water, trees, and historical features; (2) accumulation of large areas of open space for recreation and preservation of natural amenities; (3) greater freedom for the developer to submit plans that embody a creative approach to land use and utilizing innovative techniques to enhance the aesthetic quality of the development; (4) efficient use of land which may result in smaller street and utility and maintenance costs; and (5) simplification of the procedures for obtaining approval of proposed development through timely review of proposed land use, site plan, public needs and other relevant factors.*

- The PUD-R zoning district is utilized for a large development near NC – 14 and the Dan River. There is also a smaller development along Edgewood and Meadowgreen Village Road. In addition a development along Hillside west of Leaksville is also in the PUD – R district.
- There are 133 parcels comprising 98.8 acres in the Eden city limits and none in the ETJ. The PUD-R zoning comprises 0.35% of the planning area parcel acreage.

I-RO - Industrial Reuse Overlay District: *The purpose of this district is to provide an incentive to reuse structurally sound older buildings, located in Business-General districts, for which their commercial use may no longer be economically viable. This district allows for existing building(s) to be developed for light industrial uses that are environmentally and aesthetically compatible with the surrounding area.*

- The I-RO zoning district is currently utilized on two parcels within the City of Eden – one parcel on Washington Street and one parcel on Boulevard.

M-H - Manufactured Home Overlay District: *Established to provide greater flexibility and increase alternatives for the siting of manufactured dwelling units. It is the intent of this district to ensure that such dwelling units are located so as to conform to the greatest extent possible with the character of the existing housing stock in the surrounding area.*

- The M-H overlay district is used for a development along NC-87 northwest of the village of Spray in the ETJ. There are three R-12 parcels inside Eden that have the MH overlay and these are located in the northern part of the Central Area.
- There are 3 parcels comprising 2.4 acres in the Eden city limits and none in the ETJ. The R-12MH zoning comprises 0.01% of the planning area parcel acreage.

O-A - Outdoor Advertising Overlay District: *Established to provide for the erection and regulation of signs classified as outdoor advertising as per the City of Eden Zoning Ordinance.*

- The O-A zoning district is not currently utilized for any of the parcels within the City of Eden or the ETJ.

WS-IV-CA - (Critical Area) Watershed District: *Established to protect water quality in the Dan and Smith River watersheds, these regulations are applicable to all lands within the designated watershed area. Only new development activities that require an erosion/sedimentation control plan under State law or approved local program are required to meet the provisions of this ordinance when located in the WS-IV watershed. In order to address a moderate to high land use intensity pattern, single-family residential uses are allowed at a maximum of two (2) dwelling units per acre. All other residential and non-residential development shall be allowed twenty-four percent (24%) built upon area.*

- The WS-IV-CA Watershed district is designated for two pie-shaped areas inside the Eden city limits. The pie-shaped wedge area north of Meadow Road on the Smith River. The other location is along the Dan River east and west of Hamilton Street. Please refer to the map for more detail.

WS-IV-PA - (Protected Area) Watershed District: *Established to protect water quality in the Dan and Smith River watersheds, these regulations are applicable to all lands within the designated watershed area. Only new development activities that require an erosion/sedimentation control plan under State law or approved local program are required to meet the provisions of this ordinance when located in the WS-IV watershed. In order to address a moderate to high land use intensity pattern, single-family residential uses are allowed at a maximum of two (2) dwelling units per acre. All other residential and non-residential development shall be allowed twenty-four percent (24%) built upon area. A maximum of three (3) dwelling units per acre of thirty-six percent (36%) built-upon area is allowed for projects without a curb and gutter street system. A maximum of 10% of the watershed area may be developed in residential or non-residential uses with a built-upon area of up to 70% on a project by project basis. Permission for such higher-intensity projects is granted by the City Council.*

- The WS-IV Protected Area Watershed district encompasses a larger part of the planning area. This district is overlaid on top of the WS-IV-CA small pie-wedge shape, but extends further out. The WS-IV-PA district on the Smith River is roughly bound by Meadow Road (NC 700) to the east and by Victor Street, Morgan and Ridgeway to the west. The WS-IV-PA district on the Dan River is roughly bound by NC-87 and extends westward from this highway corridor. Please refer to the map for more detail.

Watershed Cluster Development: *Watershed District regulations also allow for minimum lots size requirements to be waived when single-family residential uses are clustered, as long as an equal number of lots are developed and the remainder of the site remains as open space in a vegetated or natural state. All other uses are restricted to a maximum of 24% built-upon area when public sewer is available. When land development exceeds the low-density option through approval of a cluster development, a minimum 100-foot buffer is required.*

Subdivision Ordinance

Subdivision regulations are locally adopted laws that govern the process of converting raw land into individual building sites. Regulation is accomplished through subdivision plat approval procedures, under which a land owner or developer is not permitted to make improvements or to divide and sell lots until a proposed subdivision plat has been approved. Approval is based on compliance of the proposal with development standards set forth in the subdivision regulations. Attempts to record an unapproved plat with the local registry of deeds, or to sell lots by reference to such a plat, are subject to various civil and criminal penalties. Subdivision regulations serve a wide range of purposes.

The stated purposes of the City of Eden Subdivision Regulations are to:

- Coordinate proposed development with existing development and with officially adopted plans for the future development of the City;
- Insure the provision of adequate facilities for transportation, water, sewerage, and other public facilities to subdivisions;
- Insure proper legal description, documentation, and recording of subdivided land; and
- Create conditions essential to public health, safety, and general welfare.

To a health official, for example, they are a means of insuring that a new residential development has a safe water supply and an adequate sewage disposal system. To a tax official, subdivision regulations help to secure adequate records of land titles. To school or park officials, they are a way to preserve or secure school sites and recreation areas needed to serve the people moving into new neighborhoods. To realtors and homebuyers, they are an assurance that home sites are located on suitable, properly oriented, well-drained lots, and are provided with the services and facilities necessary to maintain and enhance property values.

Flood Damage Prevention Ordinance

The City of Eden utilizes a flood damage prevention ordinance to provide extra protection for public health, safety, and general welfare in flood prone areas beyond those provided through the underlying zoning.

In all areas of special flood hazards (where base flood elevation data is provided) Eden's ordinance requires the lowest floor elevation of any new residential, commercial or industrial structure (or substantially improved existing structure) to be a minimum of one foot above the base flood elevation or freeboard.

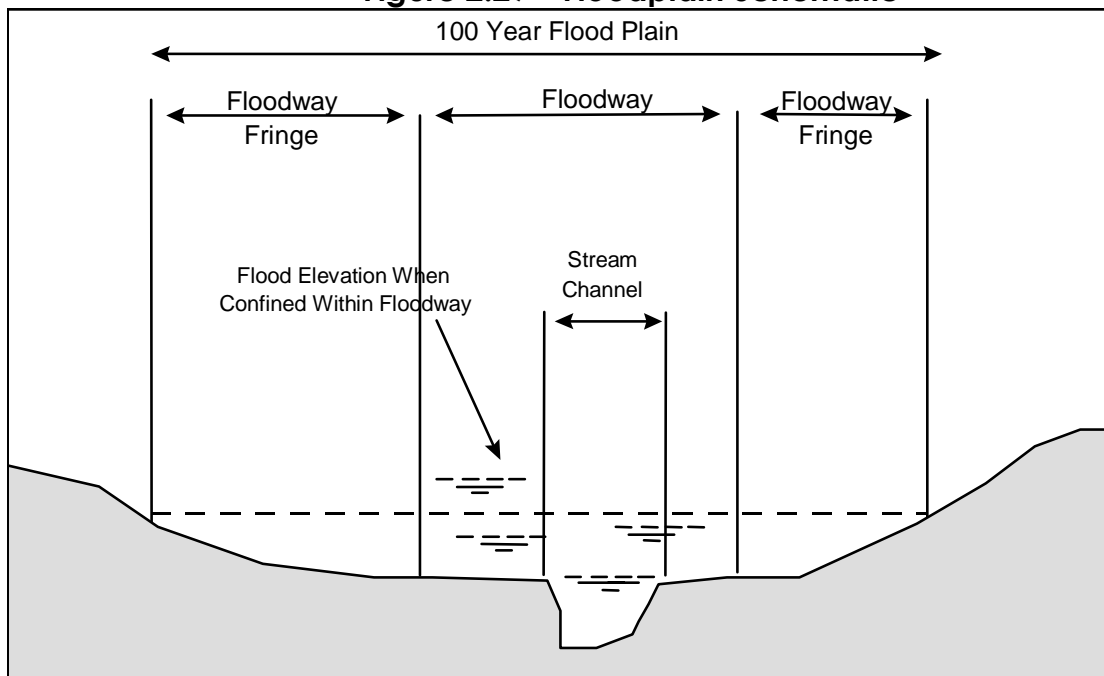
In areas where base flood elevation data is not available, the City requires: no encroachments, including fill, new construction, substantial improvements or new development is permitted within a distance of the stream bank equal to five (5) times the width of the stream at the top of bank or twenty (20) feet each side from the top of bank, whichever is greater, unless certification with supporting technical data by a registered professional engineer is provided demonstrating that such encroachments

shall not result in any increase in flood levels during the occurrence of the base flood discharge.

Any development that occurs within the floodplain must be designed to be flood-proofed and anchored, meeting rigorous structural strength. Structures need to be anchored and be in accordance with Article 5, Section B (2) of the flood damage prevention ordinance. Any permits issued in the floodplain will require a zoning variance and certification of a qualified engineer for structural integrity.

The City of Eden participates in the National Flood Insurance Program (NFIP) to promote sound development practices within areas vulnerable to potential 10, 50, 100, and 500-year flood events as administered by Rockingham County Emergency Management.

Figure 2.29 – Floodplain Schematic



A flood event refers to the probability that a flood will occur in any given period. Each of these events has a 10, 2, 1, and .02 percent chance of being equaled or exceeded during any year respectively. For example, the likelihood of a 10-year flood event occurring every year is 10%. This does not mean that every 10 years a flood of this magnitude will occur; the actual probability is much higher.

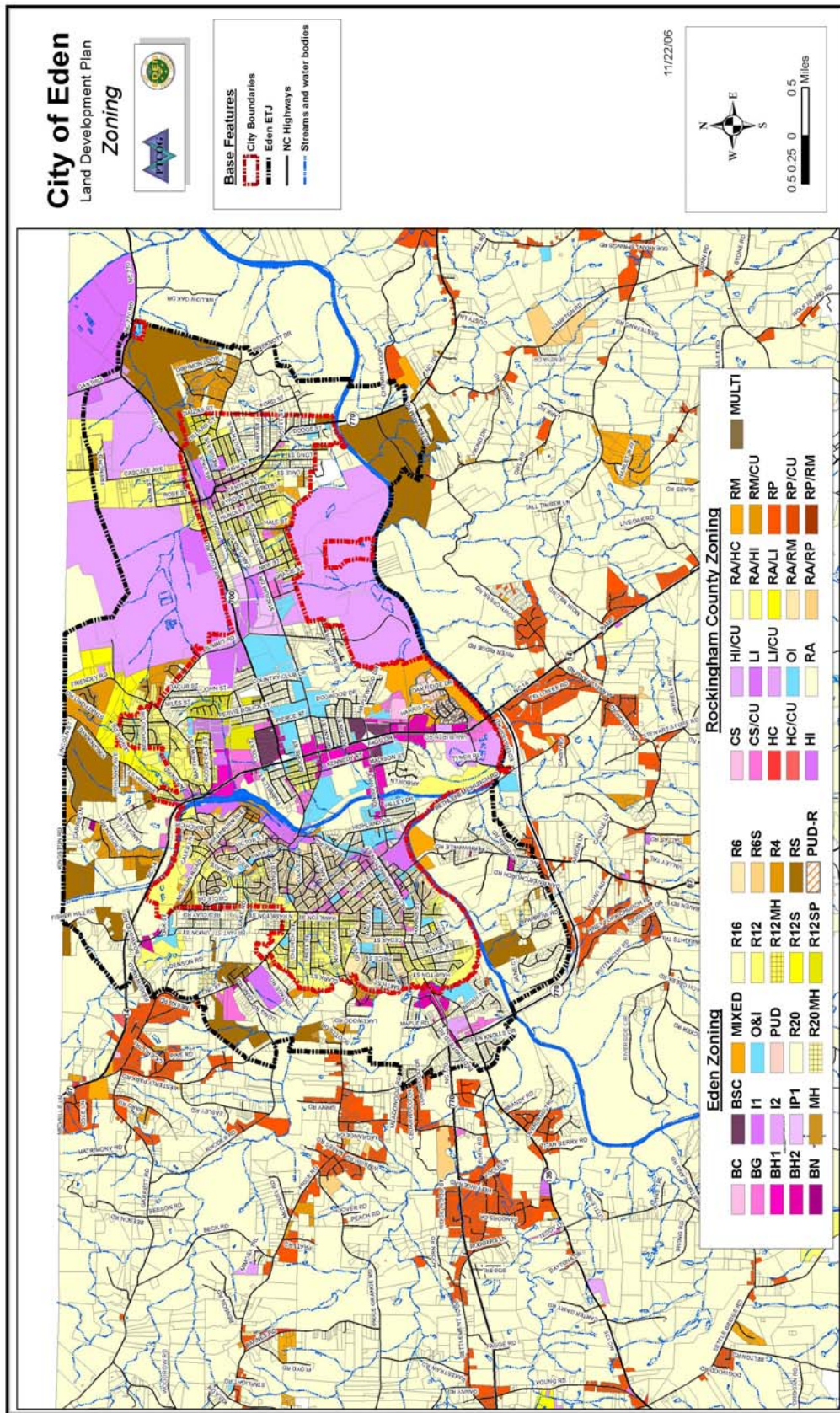
The 100-year floodplain area is divided into the floodway and a floodway fringe. The floodway is the channel of a stream plus any adjacent floodplain that must be kept free of encroachment so that a 100-year flood can be carried without substantial increase in flood heights. The area between the floodway and the 100-year floodplain boundaries is called the floodway fringe.

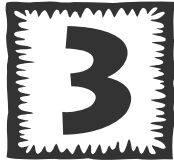
CONCLUSIONS

The City of Eden has adopted and amended zoning and subdivision regulations over the years to improve the quality of development in the community. As an outgrowth of this land development planning process, the City will continue to refine its ordinances to reflect community values and encourage quality development as the City grows. Some of the key issues the City may wish to address as an outgrowth of this Land Development Plan include:

- Streamline existing land development ordinances to make them more user-friendly and flexible.
- Provide both carrots and sticks in the land development ordinances to encourage the desired type and location of development.
- Expand the types of uses allowed within Planned Unit Developments (PUDs) and provide incentives to encourage more PUDs to be developed.
- Address the design, appearance, function and compatibility of new land development.
- Allow for new types of development and greater creativity in meeting community needs.
- Simplify zoning districts and combine similar districts when appropriate.
- Establish a more robust site analysis process to identify key environmental features, opportunities, and constraints.
- Provide for more open space, parks, greenways, trails and sidewalks to be integrated into the existing community and new land development projects as the City grows.
- Provide for a network of inter-connected streets and greater flexibility in street design.
- Provide for an historic preservation district and adaptive reuse opportunities.
- Provide mixed-use and traditional neighborhood development options.

Figure 2.30 – Existing Zoning Map





COMMUNITY VALUES

3.1 PUBLIC INVOLVEMENT

ADVISORY COMMITTEE

Public involvement is the cornerstone of a successful future land development planning process. The City of Eden formed a twenty-one-member Land Development Plan Advisory Committee to provide in-depth insight and guidance to the plan. Committee members include several City Council members, Planning & Zoning Board members, City staff and interested citizens. The Committee began meeting monthly in September, 2005. With facilitation and technical assistance from PTCOG staff, the Committee reviewed a variety of factual information about the City's demographics, urban services and environmental features. The Committee used this information to temper and refine its vision for the future growth of Eden, and drafted a set of goals and policies to help achieve this vision. Committee members also participated in a variety of workshops to refine key issues, analyze existing conditions, and establish recommended plan implementation strategies.

COMMUNITY MEETINGS

On October 19 and 20, 2006 over one-hundred community leaders participated in a two-day Visioning Meeting sponsored by *Advocates for Eden*. Participants attended sessions to learn about and discuss a wide range of topics, including: Community Sustainability; Downtown Redevelopment and Revitalization; Greenways; Water and Sewer; Transportation; and Land Development Planning. A total of nearly 50 participants attended the Land Development Planning sessions. Attendees were asked to identify issues and concerns related to future development within the City and to prioritize these issues and concerns. Results from this brain-storming exercise were posted, and participants were asked to identify their top priority issues. These results were tallied as the prioritized list of themes shown below. A more complete summary of the results of the October 2006 Visioning Meeting is provided in the Appendix.

Table 3.1 – 'Top Ten' Themes, Eden Visioning Meeting, October 2006

TOP TEN THEMES – EDEN LAND DEVELOPMENT PLAN VISIONING SESSION		
Rank	Votes	Issues
1	24	Historic Preservation, Restoration and Reuse
2	20	Downtown Redevelopment and Revitalization
3	17	Parks, Recreation and Greenway System Development
4	17	Community Appearance
5	16	River Corridor Protection, Access and Use
6	15	Community Unity
7	15	Economic Diversity
8	14	Growth Management
9	14	Pedestrian Friendliness
10	14	Economic Development

Citizen input from the October 2006 Visioning Meeting was used to identify and clarify key issues, to develop and refine the Committee's mission, vision, and goals, and as a guide in formulating other elements of the City's land development plan. To assess how well the draft plan reflects the values of fellow citizens, the Committee hosted a second and final citywide meeting in late-June of 2007. This meeting gave citizens from throughout the community an opportunity to review and comment on the recommendations of the plan and the future land use map. After the draft plan was presented, the 23 attendees were given an opportunity to discuss their likes and dislikes, and to express their general level of support for the draft plan. Most comments were generally positive. A complete summary of the results from their discussion is provided in the Appendix. Finally, a public hearing process was used to present the Land Development Plan to the City Council for their recommendations and final adoption.

CORE VALUES

The values of the community and a shared vision for its future provide the foundation for making future land use recommendations. Committee members combined citizen input from the first Community Visioning Meeting with results from their own workshops, to identify core community values. These core values represent the key issues addressed in the plan and provide the goals, guiding themes and desirable future characteristics outlined in the Vision for Eden in the year 2020.

Land Use & Growth Management:

Residential Development

- Good variety and balance of housing types

Economic Development

- New jobs for our citizens & growth of our City's tax base
- Community character & feel and avoid over-building as we grow

Commercial Development (Downtown)

- New commercial uses within mixed-use activity centers
- Variety of shops, restaurants & entertainment within existing downtown areas
- Higher-density residential uses in & adjacent to activity centers & downtowns

Planning Coordination

- Land development is coordinated with & complements surrounding areas

Quality of Life:

Community Character

- Our character & feel has been valued and preserved as we grow
- Citizens are included in the land development decision-making process

Community Appearance

- New land development honors our heritage & improves our appearance

Open Space

- Public parks, open space and neighborhood green space are provided as we grow

Natural, Cultural & Historic Resources

- All new development includes parks, open space and greenways
- Historic and cultural resources are preserved & given creative new uses

Community Services & Facilities:

Water & Sewer

- Adequate water services are provided throughout the City
- The City's wastewater collection system is maintained, expanded & efficiently used
- The City's wastewater treatment plant is at or near completion

Transportation

- A network of interconnected streets reduces congestion & improves safety
- Pedestrian-friendly, mixed-use activity centers include a network of sidewalks
- A network of greenways is created in conservation corridors along streams
- Access is managed along collector roads to maintain function & appearance
- Regional transit stations and park & ride lots are available in strategic locations

Parks & Recreation

- A parks network interfaces with schools & preserves natural & cultural assets

Public Buildings and Facilities

- High-quality public buildings are graciously sited in convenient locations

Public Financing

- The provision of public services is balanced with our ability to pay for them

MISSION

The values of community members and a shared vision for our City's future provide the foundation for making future land use recommendations. Committee members combined citizen input from the *City of Eden Community Visioning Meeting* in October 2006 with results from their own monthly workshops, to identify core community values. These community values represent the key issues addressed in the plan and provide the goals, guiding themes and desirable future characteristics outlined in the following mission and vision statements. The Mission Statement outlines the desired outcome of the planning process. The Vision Statement provides a descriptive "verbal picture" of the kind of community Committee members would like Eden to become as the City grows over the next fifteen to twenty years.

Mission for the Land Development Planning Process

Adopt a plan to help guide land development decisions that will build on our City's heritage, diversify our local economy, fit our community's small-town character, preserve our cherished natural, cultural, and historic resources, enhance our quality of life, and be consistent with our ability to provide adequate public services and infrastructure.

A VISION FOR THE CITY OF EDEN IN THE YEAR 2025

Eden has experienced a moderately high rate of growth over the past 20 years. Our City's commitment to well-planned, quality land development has enabled us to manage this growth wisely, striking a balance between the good of the community and private property rights. Since the adoption of our plan in 2007, new land development in and around Eden has been built to fit our community's character and heritage, and helped to attract a diversity of jobs and tax base. New growth has been carefully designed to preserve our cherished natural, cultural, and historic resources, and to coincide with our ability to provide adequate public services and infrastructure. The right quantity, location, and quality of new land development has enhanced our environment and transformed Eden into a "quality of life Mecca" for the region.

Recognized as a model for other historic small towns, Eden has one of the best and most utilized greenway trail systems in the nation. The City's award-winning pedestrian and electric transit systems provide a strong sense of unity throughout the community - linking each of Eden's four unique downtown areas with surrounding neighborhoods, parks and key activity centers. The careful reclamation and creative reuse of historic buildings throughout our City has provided a wide range of new opportunities for people of all ages and income levels to live, work, shop and be entertained. Once a struggling mill town, our community is showing every sign of living up to its namesake - the Garden of Eden.

Known for its beautiful rivers and rich history, Eden has proudly preserved and built on its unique natural and cultural heritage over the past two decades to become a key tourism destination. Our vibrant, lively downtown areas and safe, high-quality neighborhoods have also enticed many of our young people and visitors to stay and make Eden their home.

Eden's Land Development Plan has helped our City become a more livable and walkable community. New neighborhoods located most closely to downtown areas and designated activity centers have a more compact development pattern, and include a wider mix of housing types to accommodate the growing diversity of our community's residents and to maximize the efficient use of public services. Each new neighborhood includes green space and supports the City's growing network of greenway trails in conservation corridors along streams and rivers. Both new and old neighborhoods throughout Eden are linked to one another, and to other parts of the City through a network of roads, bike paths, sidewalks, and greenways. Excellent public infrastructure and services are provided at a reasonable cost. Residents enjoy access to a variety of public parks, greenways and open spaces, a more pedestrian-friendly environment with greater access to a variety of convenient businesses, services and jobs, and a deep sense of pride in their community. As our City has grown, a stronger sense of community has been built - Eden has become an even better place to live, work, play and visit.

4

LAND USE RECOMMENDATIONS

4.1 LAND DEVELOPMENT GOALS AND POLICIES

To help Eden achieve its vision for the future, goals and policies were established to express the overall strategic direction for the City's growth over the next fifteen years. Created to highlight the major consensus points reached during the planning process, these goals and policies represent community ideals concerning how the City should grow and develop. In conjunction with the *Growth Strategy Map* and the *Proposed Land Use Map*, these goals and policies help articulate the City's vision for future growth, and provide a broad policy context for future land development decisions. The goals represent what the City would like to accomplish. The policies serve as officially adopted positions of the City of Eden, and provide guidance for evaluating and making decisions concerning future land development proposals.

GROWTH MANAGEMENT

GOALS:

Make smart growth decisions by carefully managing growth to:

- A. Strategically locate new land development in the most appropriate places
- B. Maintain and enhance Eden's community character and heritage
- C. Use infrastructure investments as efficiently as possible
- D. Attract new jobs and a more diverse tax base
- E. Protect natural, cultural & historic resources and open space as we grow.

POLICIES:

- 1.1 Revitalize Eden's three downtown central business districts to serve as multi-use community activity centers with safe, attractive and pedestrian-friendly public gathering areas, a compatible mixture of commercial and residential uses, and a critical mass of unique retail, office, art, entertainment and restaurant offerings to support a wide range of daytime and evening activities.
- 1.2 Manage land use, traffic patterns and community appearance issues along our City's major roads, especially along Kings Highway and NC14, to maintain road safety and function, to accommodate pedestrians and to create welcoming, uncluttered and aesthetically pleasing entranceways into our community.
- 1.3 Encourage the development of mixed-use, pedestrian-friendly new activity centers in appropriate locations to serve as lively, welcoming community destinations, and to discourage further sprawl and strip development.
- 1.4 Encourage commercial and office uses within existing downtown areas and designated new activity centers, designed to fit Eden's scale & character and to provide a wider variety of retail, business and office uses in attractive, convenient and pedestrian-friendly locations, to reduce traffic and build a strong sense of community.
- 1.5 Encourage industrial uses in appropriate locations with adequate land and infrastructure, to provide our community with diverse, convenient, well-paying jobs, to increase our City's tax base, and to protect the value of surrounding properties and neighborhoods and the quality of our air and water resources.

-
- 1.6 Encourage institutional & civic uses (e.g. schools, community centers, parks) in appropriate, convenient and prominent locations, to provide key services that add value and pride and serve as community focal points. The City will continue to lead by example by practicing good land stewardship, by creatively reusing existing buildings (e.g. City Hall) and by investing in new public buildings and spaces that pay close attention to quality of life design details (e.g. architecture, landscape architecture, streetscape, public art, sidewalks, greenway access).
 - 1.7 Continue to value, preserve and enhance existing residential uses & neighborhoods by encouraging the renovation of existing homes, the replacement of dilapidated structures and the development of new infill residences that fit the scale and character and add value to existing neighborhoods throughout our community.
 - 1.8 Encourage new residential uses and neighborhoods that add to our community's livability and character, by including neighborhood parks, and by providing a walkable, mixed-use, pedestrian-friendly environment that is well-connected to the rest of the community - especially downtown areas and designated new activity centers - via sidewalks, bike lanes, greenways and trails.
 - 1.9 Encourage opportunities for adequate, affordable, attractive, quality housing to be provided for all residents through the renovation of existing older homes and buildings and the development of a mixture of new housing types to match a wide range of lifestyles and income levels.
 - 1.10 Encourage open space, parks & squares to be a part of every new neighborhood, for these amenities to be well-connected by greenways, sidewalks, and bike lanes, and to be added to existing neighborhoods whenever appropriate and feasible.
 - 1.11 Encourage the protection, preservation and enhancement of riparian corridors in both new land development projects and the redevelopment of existing uses, to maximize public access and open space along rivers and streams to improve and maintain water quality and wildlife habitat and to provide recreation and tourism benefits for citizens and visitors.
 - 1.12 Encourage a wider mix of uses and housing types within new neighborhoods [e.g. Cluster Developments, Planned Unit Developments (PUD), Traditional Neighborhood Developments (TND)] and within central business districts to help revitalize downtown areas, reduce development costs, improve walkability, reduce traffic, increase convenience, provide a greater sense of community, protect environmentally sensitive areas, and provide more parks and open space close to where people live and work.
 - 1.13 Encourage everyone in our community to use these policies as guidelines for making smart growth decisions, to locate new land development in the most appropriate places, to use existing and future building and infrastructure investments efficiently, to discourage costly sub-urban sprawl, to maintain and enhance our community assets, to transform Eden into a "quality of life hub" by making it an even better place to live, work and play – as we grow.

PLANNING COORDINATION

GOALS:

Coordinate land development planning and decision-making with surrounding jurisdictions, so that future land development in Eden fits well into its regional context, and maintains and enhances the quality of life for citizens in and around its jurisdiction.

POLICIES:

- 2.1 Coordinate Eden's land development planning efforts with surrounding jurisdictions (e.g. Rockingham County) to help make growth management guidelines and policies as compatible and mutually supportive as possible.
- 2.2 Identify transition areas (i.e. future growth areas) around the City's existing boundaries, to help manage the function and appearance of future development and to better prepare for the public service and facility needs of future development in areas that may eventually become part of the City's municipal limits and/or extra-territorial zoning jurisdiction.
- 2.3 Identify conservation areas in and around the City's existing boundaries to help manage, preserve and enhance key natural, cultural and historic resources for the benefit & enjoyment of existing & future generations throughout the County.
- 2.4 Build cooperative partnerships with local institutions, agencies and businesses to expand community amenities and services, to create jobs, to maintain a strong tax base & to encourage new development that fits our community character.
- 2.5 Work cooperatively with the Rockingham County Partnership for Economic and Tourism Development to make sure Eden is adequately showcased and represented in economic development, marketing, and recruiting efforts – as a great place to live, work and play, and to help insure the City's success in recruiting appropriate new development, jobs, investment and tax base.
- 2.6 Coordinate with Rockingham County and surrounding Counties (e.g. Henry County, VA) to plan and build greenway and paddling trails and to identify and improve bicycle routes.

COMMUNITY APPEARANCE

GOALS:

Carefully preserve & enhance Eden's character and appearance as we grow.

POLICIES:

- 3.1 Create a strong sense of place and community pride as each new piece of the "land development puzzle" fits into our City's overall vision for the future – adding value and maintaining and enhancing our community appearance and quality of life as we grow.
- 3.2 Carefully consider the appearance and design of new buildings and site development, to insure a good fit, and to maintain and improve the appearance of our community.
- 3.3 Beautify existing streetscapes, and establish design guidelines to encourage creation of human-scale spaces along new and existing streetscapes.
- 3.4 Protect and improve the appearance and function of entrance road corridors, through the use of corridor studies, design guidelines, development standards, landscaping & beautification efforts, and overlay district regulations.

QUALITY OF LIFE

GOALS:

Carefully preserve Eden's natural, cultural and historic resources as we grow.

POLICIES:

- 4.1 Preserve, protect, and restore the natural resources of our community (e.g. rivers & streams, wetlands, woodlands, wildlife habitats) for the benefit & enjoyment of all.
- 4.2 Preserve, restore and enhance the cultural and historic resources of our community (e.g. family farms, historic sites & buildings, parks) for the benefit, edification and enjoyment of existing and future generations.
- 4.3 Preserve, restore and revitalize Eden's downtown areas to create vibrant, attractive & pedestrian-friendly commercial destinations for both City residents and visitors. Selectively recruit new businesses that fit the scale and character of the community and that add to the value and quality of life of our community (e.g. restaurants, cafes, shops, services, art studios, galleries). Encourage a variety of housing options within downtown areas.
- 4.4 Provide a variety of open space, park & recreation system opportunities throughout our community – including small neighborhood parks and playgrounds; large active-recreational parks for soccer and softball; passive picnic, walking, and biking areas; and an extensive system of trails and greenways linking these recreation elements together with schools, community centers, downtowns, and shopping areas.
- 4.5 Maintain & improve air quality by selectively recruiting environmentally-friendly industry, establishing tree preservation and planting requirements for new development, and by reducing vehicle trips by establishing a local shuttle system, encouraging mixed-use, pedestrian-friendly land development, providing more sidewalks, bike lanes & greenways, and requiring interconnected street patterns.
- 4.6 Maintain & improve water quality by selectively recruiting environmentally-friendly industry, carefully managing and restoring stream-banks, establishing minimum riparian buffer requirements along streams and rivers, encouraging cluster development to provide open space and avoid disturbance in riparian buffer areas, adopting low-impact design guidelines, implementing phase II storm water regulations, and by coordinating growth management efforts with County and regional water quality and storm water management efforts.
- 4.7 Protect our community from excessive noise, light, and vibration by placing potentially noxious uses in the most appropriate places, and by strengthening and enforcing development regulations including requirements for adequate buffers and set-backs.

PUBLIC SERVICES AND FACILITIES

GOALS:

Provide adequate public services and facilities as we grow, consistent with our ability to pay for them.

POLICIES:

- 5.1 Develop, maintain and enhance a dynamic citywide park, recreation and greenway trail system as an integral part of our community, and provide a variety of active and passive recreation opportunities. Connect neighborhoods to parks, schools, and other community-oriented uses through a network of greenway trails, bike lanes, and sidewalks. Partner with the County School Board to meet common educational and recreational goals whenever possible.
- 5.2 Provide and maintain public access along rivers and creeks in both new land development and in the redevelopment of existing uses, to maximize open space within riparian corridors, to improve and maintain water quality and wildlife habitat, to provide recreation and tourism benefits for citizens and visitors, and to protect and enhance public safety and community appearance.
- 5.3 Develop, maintain and enhance water services (quantity, quality and pressure) to keep pace with growth and to encourage new development in the most appropriate places.
- 5.4 Develop, maintain and enhance sewer services to accommodate existing uses and to support new land development in the most appropriate places.
- 5.5 Design and develop appropriate Phase 2 storm water management measures to maintain the safety and function of City roadways during rainstorms, and to protect and maintain the water quality of City creeks and rivers from storm water runoff.
- 5.6 Partner with the Rockingham County School Board to provide schools that are carefully planned, designed, located and operated to provide our community with the most benefit and that serve multiple purposes (e.g. community center, park, theater, meeting facility, community library, etc.)
- 5.7 Maintain and enhance the City's transportation system to accommodate existing uses and to keep pace and support new land development in the most appropriate places, to decrease congestion, to increase mobility for people and goods, and to provide a network of interconnected streets, sidewalks, greenways and bike lanes. Establish a public shuttle service to connect each of the City's primary central business districts and downtown areas.
- 5.8 Carefully manage access along major thoroughfares and road entranceways, to protect and enhance public safety, road function, community appearance and walkability.
- 5.9 Build, maintain and enhance public buildings and facilities in prominent or central locations to conveniently serve the whole community.
- 5.10 Maintain and enhance solid waste disposal services within City limits.

4.2 COMMUNITY BUILDING PRINCIPALS

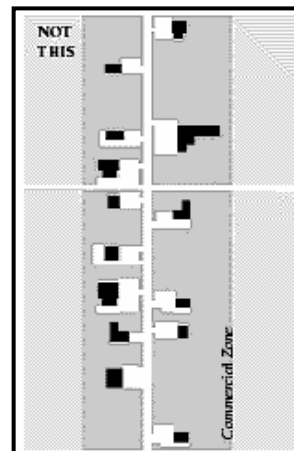
Over the past 50 years most land development in the U.S. has utilized a conventional pattern of stand-alone, single-use residential subdivisions and commercial strip development along major thoroughfares. However, this plan provides the City an opportunity to establish a new vision for Eden's growth that maintains the City's livability and enhances its sense of community. Four community building principles are presented below, comparing the conventional development approach with recommended land development patterns necessary to achieve the City's vision. These principles were used in drafting the Future Land Use Map, and are recommended for consideration in making future land development decisions.

PRINCIPLE #1 – Move from “Strip Development” toward “Activity Centers”

Strip Development: Most recent commercial and office development in Eden and surrounding jurisdictions has been in linear strips along major thoroughfares. Characteristics of strip development include:

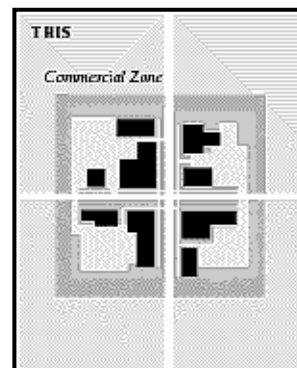
- Automobile oriented
- Dangerous for pedestrians
- Large parking lots
- Large front yard setbacks
- Single uses
- Numerous curb cuts
- Little connection between uses
- Visual clutter
- Diminished function of thoroughfares

Diagrams courtesy of [Access Management: A Guide For Roadway Corridors](#), Humstone & Campoli



Activity Center: The Activity Center concept is based on applying the attributes of a traditional downtown to a new site that is smaller in scale. Characteristics of an Activity Center include:

- Pedestrian *and* automobile friendly
- On-street parking allowed
- Off-street parking in smaller lots
- Buildings placed closer to the road
- Mixture of uses
- Few curb cuts & limited access roads
- Interconnection between uses & shared parking
- Signs and buildings at a more human scale
- Proper function of thoroughfares

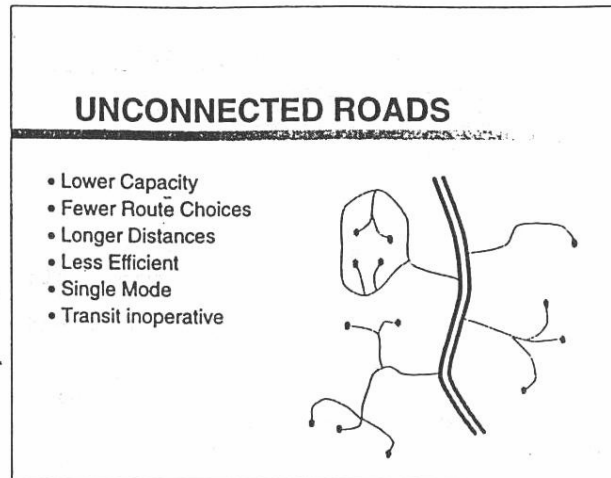


This Future Land Use Map identifies the approximate location of proposed Activity Centers, to provide an alternative to commercial strip development, and encourage the creation of more community focal points.

PRINCIPLE #2 – Move from “Unconnected Roads” toward a “Road Network”

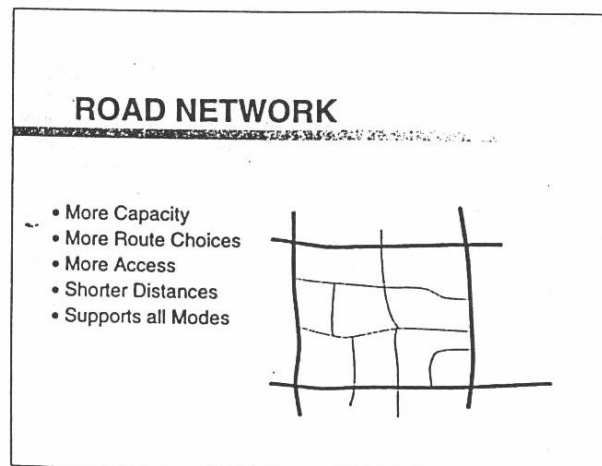
Unconnected Roads: The current proliferation of residential cul-de-sac subdivisions has resulted in a transportation system that severely limits the number of alternative travel routes. In addition to residential subdivisions, current commercial development patterns often provide little, if any connectivity among uses. The characteristics of Unconnected Roads include:

Disconnection from other uses
Required use of thoroughfare
Congestion of major roads
Fewer route choices
Longer driving distances
Less efficiency
Single transportation mode



Road Network: A transportation system based on the development of a Road Network will lessen traffic congestion on many of Eden’s major thoroughfares. Increasing the number of route choices will help to disperse traffic throughout the community, and result in the following characteristics:

Increased road capacity
More route choices
Greater access and mobility
Shorter distances
Support for alternative transportation modes

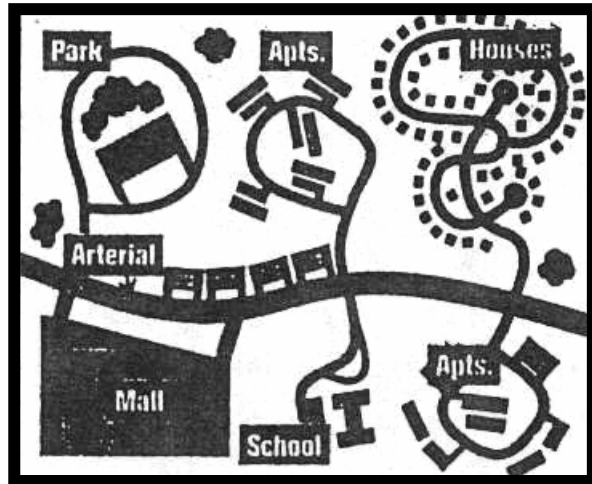


Diagrams courtesy of the [Mocksville Policy Guide](#).

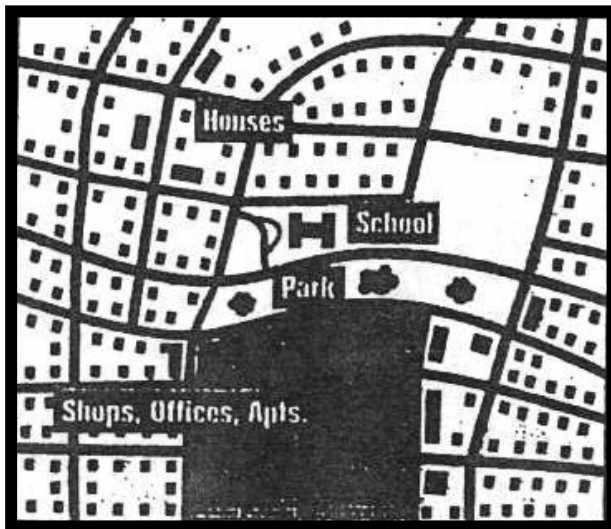
The Eden Land Development Plan incorporates the objective of building a road network whenever possible, to provide a viable alternative to the current pattern of unconnected roads. Use of this principle in residential subdivisions, commercial centers, and employment and industrial centers will provide a greater set of transportation choices and will help to reduce traffic congestion throughout the community.

PRINCIPLE #3 – Move from “Separation of Uses” toward “Mixed Use Development”

Separation of Uses: Standard zoning ordinances typically require most uses to be strictly segregated from one another. This requirement has often resulted in the loss of lively neighborhoods characterized by corner stores and second-story apartments above small neighborhood shops and restaurants. Some noxious uses need to be somewhat isolated, or at least buffered, to minimize their negative impacts on the quality of life and property values of neighborhood residents. For example, construction of a massive, five-story apartment complex, or the development of heavy industrial uses in the middle of a low-density residential neighborhood is clearly inappropriate. On the other hand, a small, two-story townhouse project or a corner cafe, can be carefully designed to fit in and complement existing architectural styles, adding variety, interest, and value to its surrounding neighborhood. The current practice of separating uses has resulted in the creation of numerous “pods” of single-use developments. The diagram above highlights the current practice, showing how all traffic from each individual single-use “pod” development must use the main road to go anywhere.



Mixed Use: The notion of providing an appropriate mix of uses originates long before zoning regulations were institutionalized to require the separation of uses. Prior to zoning regulations, traditional neighborhoods developed during the first half of this century in towns throughout America, typically provided a broad mix of compatible uses, including shops, services, small workplaces, parks, churches, schools, as well as a variety of housing types. Some of the more historic parts of Eden provide excellent examples of single-family, multi-family, commercial, civic, and even some industrial uses fitting

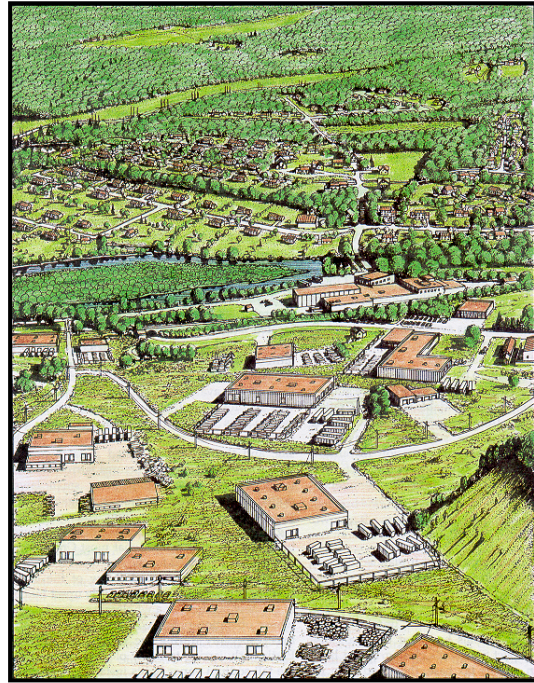


together well and complementing one another within the same neighborhood. Mixed use development provides for a wider variety of housing opportunities and reduces traffic congestion by providing a greater variety of transportation options. It allows residents, especially the very old and very young, to walk or bike to the store, to school, to church, to the park, or to work. The diagram (see inset) highlights how the practice of mixing compatible uses provides for greater variety, mobility and convenience.

Diagrams courtesy of the [Mocksville Policy Guide](#).

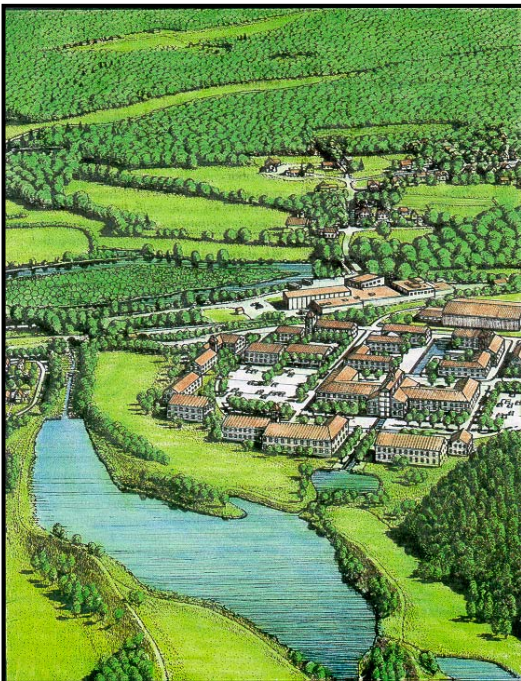
PRINCIPLE #4 – Move from “Conventional Development” to “Cluster Development”

Conventional Development: Conventional development seeks to maximize the number of residential lots or the amount of retail space possible on any given piece of land. This method of development pays little attention to environmental factors, neighborhood design, or open space. The goal of such development is to spread as many houses or businesses on the site as allowed under current development regulations. As a result, land unsuitable for most urban uses, due to environmental constraints, is often developed as a residential backyard, or graded for use as a parking lot. Conventional development often places a greater burden on a jurisdiction's resources, because it does not provide any recreational space for its residents and results in overcrowding of parks and other recreational facilities. Conventional development often has little connection to the natural features of the landscape on which it is built, is aesthetically unpleasing, and results in increased runoff into creeks and streams or onto adjacent properties.



Illustrations courtesy of [Rural By Design](#), Randall Arendt

Cluster Development: The primary purpose of cluster development is to encourage a portion of open space to be set aside within each development, as part of the development review and approval process. Designated open space areas within each new development is preserved in perpetuity, for the use and enjoyment of residents as a recreation amenity, and to provide permanent protection of the community's most significant historic, cultural, or environmental resources. Developers that choose to use cluster develop principles are allowed to build the same number of units as allowed under conventional development practices. However, cluster development can significantly reduce development costs of providing roads, water, and sewer services, by allowing the clustering of uses on smaller lots. By encouraging cluster development, the City can increase the recreational opportunities for its residents, decrease the amount of infrastructure that needs to be maintained, and increase the attractiveness of the overall community.



4.3 GROWTH MANAGEMENT STRATEGY

The descriptions below indicate where within the City's planning area each of the strategic growth categories are likely to be designated, and the recommended level of support and encouragement the City is likely to offer appropriate land development proposals within each category.

STRATEGIC GROWTH AREAS

Primary Growth Areas – Areas located within existing City limits and with access to existing City infrastructure and urban services – especially sewer service. Suitable land development within Primary Growth Areas will be given the highest level of encouragement and incentives for short-range development over the next 5 years.

Economic Development Area – Areas with access to existing City infrastructure and urban services, and located within or partially within existing City limits. Suitable development sites in this designated economic development area should be given the highest level of encouragement and incentives for short-range development over the next 5 years.

Adjacent Developed Area – Areas with a high level of existing urban development located outside of, but adjacent to existing city limits. These areas should receive careful consideration for annexation and full provision of urban services over the next 5 to 10 years.

Secondary Growth Areas – Areas with access or potential access to City infrastructure and urban services, and located within the City's existing extra-territorial zoning jurisdiction (ETJ), or potential ETJ expansion area. Suitable development sites within Secondary Growth Areas should be given a moderate level of encouragement and incentives for mid- to long-range development over the next 5 to 10 years.

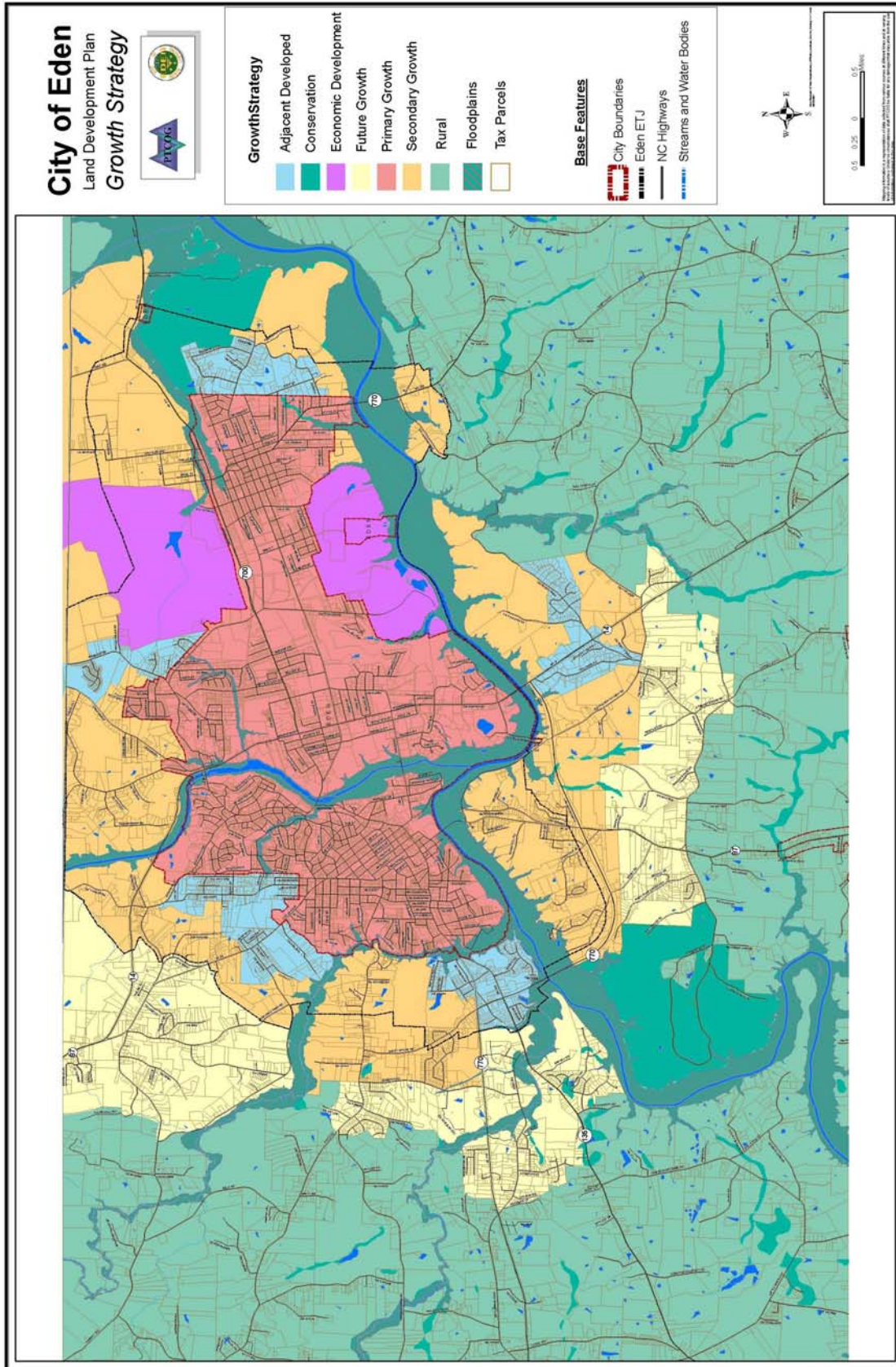
Future Growth Areas – Areas with moderately low potential for the provision of sewer and other urban services in the next 10 years, and located outside of the City's existing ETJ area. Suitable development sites within Future Growth Areas should be given a low level of encouragement for land development over the next 10 to 15 years.

Rural Areas – Areas with a low level of existing urban development, with low potential for expansion of sewer services, and/or with low access to an existing or potential future thoroughfare, and located in a rural setting outside of existing city limits and/or within a water supply watershed. Most areas within Rural Areas should be given a high level of encouragement and incentives to remain in a natural state, or to be maintained in very low-density, rural uses over the next 20 years. Open space cluster development should be strongly encouraged or required within Rural Areas.

Conservation Corridors – Areas located throughout the planning area, primarily along streams and rivers, and within areas containing floodplains, steep slopes and/or severe soil limitations. These areas will receive a very high level of encouragement and incentives to remain in (or to be restored to) a natural state and/or to be maintained in very low-intensity open space, recreation or greenway uses in perpetuity. Property owners are encouraged to locate new land development outside of Conservation Corridors when ever feasible.

The *Growth Strategy Map* on the following page provides a graphic representation of strategic growth area designations within the Eden's planning area.

Figure 4.1 – Growth Strategy Map



4.4 FUTURE LAND USE CATEGORIES

The following land use categories were adopted by the Land Development Plan Advisory Committee for use in identifying the desired future location, scale and mixture of uses within the City's planning area. The brief descriptions below provide a general sense of the type and intensity of land uses desired within the areas shown on the *Future Land Use Map*. More detailed descriptions and illustrations follow, to further define the character and intent of each designation. In addition, *Appendix 4* outlines preliminary correlating zoning districts for each land use category.

FUTURE LAND USE CATEGORIES
NEIGHBORHOOD CENTER – Small- to medium-scale, mixed-use, pedestrian-oriented activity centers in strategic locations to provide a variety of low-intensity commercial and office uses to serve nearby neighborhoods, residences and farms.
TOWN CENTER – Medium- to large-scale mixed-use, pedestrian-oriented activity centers located in each of Eden's historic downtown areas and in other strategic locations to accommodate a variety of existing and appropriate new commercial, institutional, office uses to serve surrounding neighborhoods.
COMMERCIAL CENTER: A large-scale, mixed-use activity center located along the NC14 highway corridor to accommodate existing commercial, institutional, office and residential uses that serve the entire community and the surrounding region.
EMPLOYMENT CENTER – Areas accommodating a wide variety of existing and new heavy- and light-industrial, commercial, office and service uses including public works facilities, in which most employees work on-site throughout the day.
TRADITIONAL NEIGHBORHOOD: Areas containing medium- to high-density residential uses, and accommodating some existing non-residential uses and a mix of new commercial, office & institutional uses within designated Neighborhood or Town Center. This designation also indicates appropriate locations for new mixed-use Traditional Neighborhood Development (TND) containing complementary residential, commercial and civic uses and public amenities, within easy walking distance.
SUBURBAN RESIDENTIAL – Areas containing low- to medium-density single-family residential uses (two dwelling units per acre) in neighborhoods with City water and sewer services.
RURAL RESIDENTIAL – Transition areas supporting agricultural uses as found in rural areas, but also accommodating existing and new low-density residential uses (one dwelling unit per acre or more) and minor subdivisions with no public sewer services.
RURAL – Area containing primarily agricultural uses, some small-scale commercial uses and limited low-density residential uses (one dwelling unit per two acres or more) on individual lots or in small-scale open space (cluster) neighborhoods with no public sewer services.
PARKS, GREENWAYS AND OPEN SPACE – Areas set aside to incorporate parks, greenways and open space into the fabric of the City as it grows for use as active or passive recreation, and to preserve key natural and cultural resources.
CONSERVATION CORRIDOR OVERLAY – Areas located throughout the planning area, primarily along streams and rivers within the 100-year flood plain, and in areas with steep slopes and/or severe soil limitations, to be preserved as natural areas, open space and linear greenway parks.
HISTORIC OVERLAY – Existing historic districts needing protection or enhancement.

FUTURE LAND USE CATEGORIES: DETAILED DESCRIPTIONS & ILLUSTRATIONS

NEIGHBORHOOD CENTER – A small- to medium-scale, pedestrian-oriented, mixed-use activity center located at key intersections to provide a variety of low-intensity uses and services to nearby residential neighborhoods, businesses and farms.

- Serves as a public focal point for one or two neighborhoods.
- Provides a mix of commercial, office, institutional, residential, and open space uses with complementary building types and public spaces at a neighborhood scale.
- Development should be designed to complement surrounding neighborhoods, while offering a few convenient shops and offices serving nearby residents.
- Ideally encompass one or two quadrants along main roads or key intersections.
- Offer local residents an opportunity to shop for daily items & work close to home.
- Designed to include one, or preferably two-story structures that are close to the street, built at the pedestrian scale, and provided with auto and pedestrian connections to surrounding neighborhoods.

TOWN CENTER – A medium- to large-scale, mixed-use activity center located in each of Eden's multiple historic downtown areas.

- Serves as the center of community life for several surrounding neighborhoods and allows for a wide variety of medium- to medium-high intensity commercial, office, institutional and residential uses.
- Contains a significant number of historic resources worthy of community protection and enhancement.
- The preservation and adaptive use of historic properties is strongly encouraged.
- Appropriate infill development is encouraged when adding value and preserving the historic integrity and unique character of each downtown area.
- All uses should be compatible in scale and design with a pedestrian-friendly 'village' concept in which residents and visitors can easily walk or drive to parks, schools, churches, restaurants, shops, offices and homes.
- Design standards for revitalization and especially for *new* development efforts within each Town Center will encourage a pedestrian-oriented mix of predominantly two- and three-story buildings located close to the street and containing an attractive mix of first-story storefronts, and second- and third-story office and residential uses.
- Ample sidewalks and street trees, and a blend of on-street and side or rear parking lots, coupled with complementary building types and public landmarks and spaces will help to create a unique and vibrant atmosphere setting each Town Center apart from other districts as the historic cores of community life in Eden.

COMMERCIAL CENTER: A large-scale, mixed-use activity center located along the NC14 highway corridor, to accommodate a wide range of *existing* automobile-oriented commercial, institutional, office and residential uses to serve the entire community and the surrounding region. The NC14 Commercial Corridor is intended to meet the short-term shopping and service needs of visitors by accommodating existing commercial, office, and retail uses, and new non-residential development outside of designated Activity Centers.

Most existing non-residential uses along this corridor are accessible only by car. This type of "strip development" is characterized by numerous curb cuts and signs, and large amounts of parking in front of stores. Two key goals of this designation include:

1. Minimize the expansion of commercial strip development by encouraging new retail uses to locate within mixed-use Activity Centers or Employment Centers.
2. Mitigate the negative effects of linear strip development:
 - Reduce the number of curb cuts and requiring shared access when possible
 - Move parking to the rear or sides of structures
 - Add sidewalks, street trees, and planted medians
 - Require more interconnectivity among uses
 - Carefully design uses to maintain and enhance the function of NC14 and the aesthetic quality of the entire community.
 - Accommodate some new "big box" retail uses, but require such development to include a greater mix of uses designed at a more pedestrian-friendly scale.
 - Discourage large, continuous blank walls and parking lots in favor of multiple storefronts incorporating local architectural styles in a "Main Street" setting.
 - Provide generous sidewalks, cross-walks, on-street parking, and connectivity to adjacent land uses for both pedestrian and automobile traffic.



Photos courtesy of Peter Lagerway and the Penn State University BLUPRINTS CD

EMPLOYMENT CENTER – An area accommodating a wide variety of existing and new heavy- and light-industrial, commercial, office and service uses in which most employees work on-site throughout the day. The intent of this designation is to accommodate large-scale existing employment and light-industrial uses, and to provide for new office and/or business parks, research campuses, and a variety of industrial, commercial, institutional, and open space uses.

- Generally located along major thoroughfares, railroad corridors and intersections.
- Provide easy access to employees in a well-designed, campus-like setting.
- Amenities for workers may include convenient pedestrian access to shops, restaurants, daycare centers and other services, walking trails, picnic areas, and open space.
- Special attention is placed on site, landscape, and building design, by incorporating natural features, protecting environmentally sensitive areas, providing interconnectivity among uses, and providing adequate transitional uses, buffers, and screening to mitigate significant impacts on surrounding uses.

TRADITIONAL NEIGHBORHOOD: Medium- to high-density single- & multi-family residential uses, with some existing non-residential uses accommodated, and a mix of new commercial, office & institutional uses within activity centers to provide services and employment to surrounding neighborhoods. Traditional Neighborhoods accommodate existing residential areas, encourage appropriate in-fill development and indicate appropriate locations for *new* mixed-use Traditional Neighborhood Development (TND). TNDs contain complementary residential, commercial and civic uses in a pedestrian-friendly environment with convenient access to surrounding neighborhoods, parks, schools and walking trails. Areas located closest to activity centers should accommodate a mixture of higher density single- and multi-family residential uses within walking distance of commercial areas and major thoroughfares. Traditional neighborhood design elements include smaller lots, building placement close to the street, narrower streets, alleys, interconnectivity among neighborhoods, abundant sidewalks and street trees, neighborhood parks to service the needs of local residents, and a mixture of uses and housing types.



Conventional Large-Lot Subdivision: Wide streets, large building set-backs, no sidewalks or street trees.



Traditional Neighborhood Design: Narrow streets, smaller building lots & set-backs, and abundant sidewalks & street trees.

SUBURBAN RESIDENTIAL - Accommodates existing suburban subdivisions and some new low- to medium-density, single-family residential neighborhoods in areas that already have or that are likely to be provided with water and sewer services over the next several years. New suburban neighborhoods are encouraged to provide walking trails, sidewalks, and paved streets connecting existing and future adjacent neighborhoods.

RURAL - Areas that primarily include active and passive agricultural uses, some small-scale commercial uses supporting and complementing agriculture, and a limited amount of low-density residential uses on individual lots fronting existing roadways, or within small-scale open space (cluster) neighborhoods allowing for smaller lots in exchange for preservation of open space. For example, if existing regulations allow a conventional development to subdivide a ten-acre tract into 10 one-acre lots, new rural neighborhoods might allow those same ten homes to be placed on half-acre lots. The remaining 5 acres would be permanently preserved as open space. Development costs for roads and other amenities would be decreased, while new residents and the community as a whole would benefit from additional open space preservation.

A Typical Existing Rural Landscape



Conventional Large-Lot Subdivision

Cluster (Open Space) Development

Plans & Illustrations courtesy of BLUPRINTS – Penn State University. Both examples have the same number of housing units, but very different visual effects on the landscape and the amount of farmland preserved.

PARKS, SQUARES, GREENWAYS, AND OPENSOURCE:

Parks: Areas designated for passive or active recreational activities. New parks should generally be located in close proximity to residential areas. Smaller parks may be part of a new neighborhood while larger city-wide parks should be strategically placed to serve the entire community or to preserve specific natural areas. The design of parks should include multiple access points and transportation options.

Squares: Generally placed in a central location within a neighborhood or designated activity center, to serve as a community gathering place and focal point. Squares may be large or small, formal or informal in character, based on their surroundings and intended uses. They may include a civic landmark such as an amphitheater, gazebo or clock tower, and may provide passive or active recreation opportunities.



Photos courtesy of PTCOG and TND Homes.com

Greenways: Areas designated to provide public access along waterways and scenic corridors of the City. Greenway corridors provide recreational opportunities, promote preservation of natural resources, and serve as a water quality buffer to reduce urban runoff into rivers and streams. Some portions of the designated greenway system may utilize the City's streets and sidewalks and utility easements, to provide connections among neighborhoods, activity centers, parks, schools, and natural areas.



Photos courtesy of Southern Village and PTCOG

Open Space: Areas containing significant environmental, geologic, historic, cultural, or scenic resources to be designated for permanent protection from further development. The intent of designating open space areas is to preserve important community resource areas in their natural or existing state as much as possible, while allowing for recreational opportunities when appropriate.



Photos courtesy of PTCOG

CONSERVATION CORRIDOR OVERLAY: Areas designated for the preservation of stream and creek corridors in a natural state. Most land uses, other than low-intensity open space uses, should be encouraged to locate outside of these riparian buffer zones and floodplain areas.



Photos courtesy of PTCOG.

HISTORIC OVERLAY: Designated historic areas and resources needing protection or enhancement.

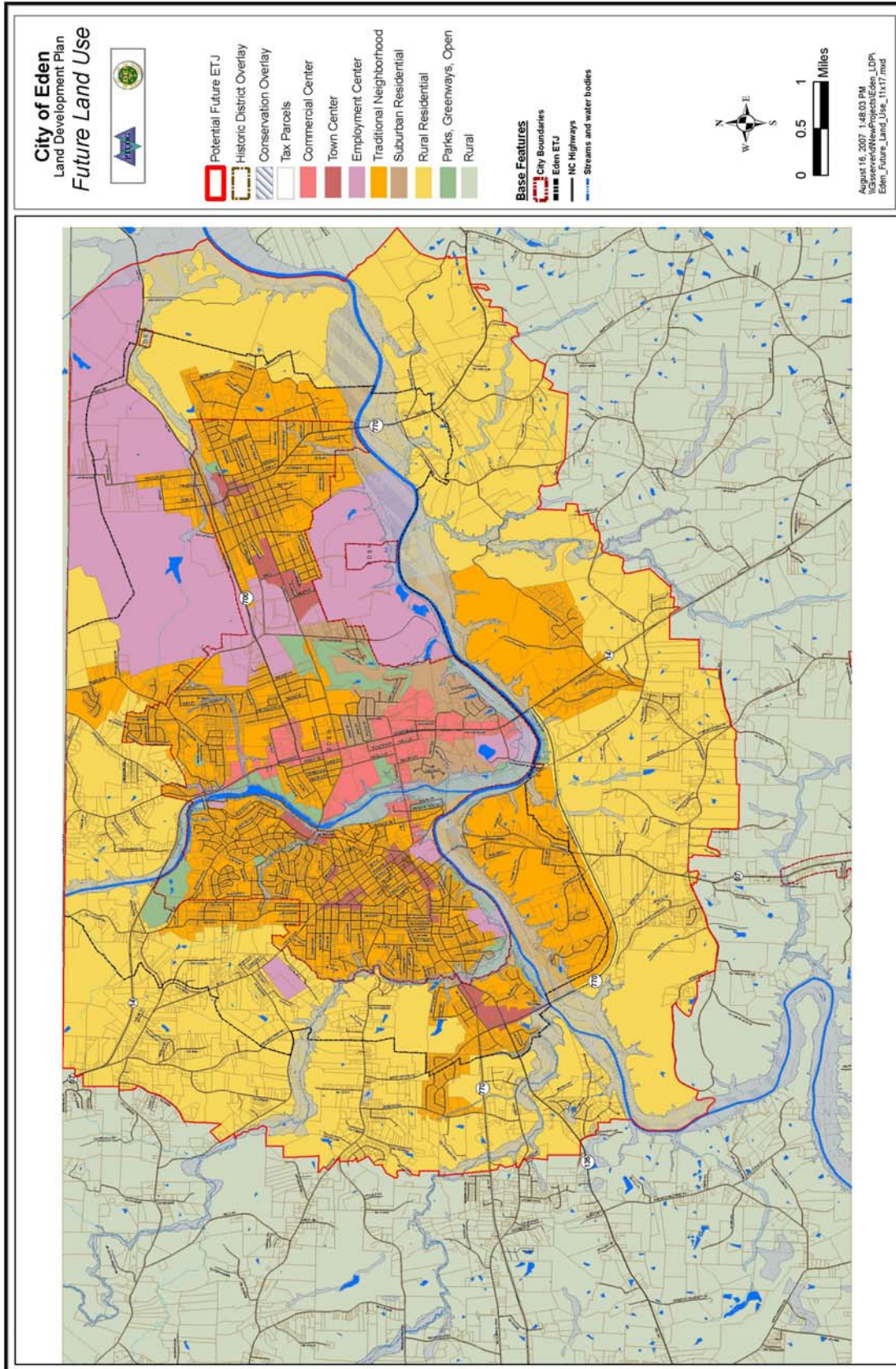
COMMUNITY-BUILDING GOALS - The land development planning process provides Eden an opportunity to determine the kind of community it wants to become over the next fifteen to twenty years. Growth can be encouraged and promoted in the most appropriate places. Our City can grow with a strong sense of community, as individual subdivisions become more inter-connected, open space and greenways become an integral part of each new subdivision, and well-designed, mixed-use neighborhoods are developed around each of our downtown areas and other designated Neighborhood Centers. To accomplish this vision, the following guidelines were used to apply future land use categories to the proposed land use map:

1. Encourage mixed-use development in each Town Center, and designated Neighborhood Centers, to:
 - discourage the proliferation of haphazard, commercial strip development
 - accommodate existing commercial uses as necessary
 - create pedestrian-friendly, community focal points in each neighborhood
2. Designate Neighborhood Centers at appropriate locations to serve as community focal points and encourage development of small- to medium-scale commercial, office, and institutional uses that are convenient to and compatible with surrounding residential neighborhoods.
3. Designate a Commercial Corridor along the NC14 corridor to:
 - accommodate existing commercial, office, institutional and residential uses
 - limit new commercial uses outside of Activity Centers and Employment Centers
 - encourage the development of new, and redesign of existing commercial uses to be more visually pleasing and pedestrian-friendly.
4. Designate Employment Centers at appropriate locations along major roads and at key intersections with access to urban services & infrastructure, to:
 - accommodate existing non-residential uses as necessary
 - limit new non-residential uses outside of designated activity centers
 - diversify the local economy, add tax base, and provide jobs
 - encourage development of industrial uses, office parks, research facilities and corporate headquarters in visually pleasing and pedestrian-friendly settings.
5. Maintain, preserve and enhance existing Traditional Neighborhood around each Town Center and Neighborhood Center, and encourage new Traditional Neighborhood Development in appropriate areas.
6. Designate Suburban Residential uses in areas currently receiving or likely to receive water or sewer services over the next several years, to accommodate existing and some new low- to medium-density single-family residential uses.
7. Designate Rural Residential transition areas to preserve and support agricultural uses while accommodating existing and new low-density (1 DU/acre) residential uses.
8. Designate Rural areas to preserve agricultural uses and some new very-low-density residential uses (1 DU / 2 acres).
9. Designate potential Park sites in convenient locations or sensitive areas, to serve recreational needs and to preserve natural, cultural, or historic resources.
10. Designate Conservation Corridors along appropriate streams & utility easements, and encourage dedication of Open Space and Greenway easements as part of the land development process.
11. Designate Historic Districts to protect or enhance the Town's historic resources.

4.5 FUTURE LAND USE RECOMMENDATIONS

The *Future Land Use Map* below provides specific land use recommendations to assist the community in making decisions about future land development proposals. This map serves as a guide for the location, scale and mixture of uses encouraged by the City and may also serve as the foundation for future zoning district changes. See the appendix for a more detailed description of the purpose and intent of each land use category, including appropriate land uses and recommended zoning districts and residential densities within each category.

Figure 4.2 – Future Land Use Map







IMPLEMENTATION

5.1 USING THE PLAN

GENERAL IMPLEMENTATION

A new land use plan raises awareness in the community about its development potential, which often results in an increase in development interest and activities. A new plan can also be the catalyst for creating new public programs and initiatives.

Successful implementation of a land use plan requires cooperative action on the part of elected officials, property owners and the development community. The primary implementers of this plan will be the elected officials of Eden who will be responsible for interpreting and acting on the recommendations of the plan when considering development proposals and infrastructure investments, revising policies and ordinances and establishing new programs and initiatives.

THE FUTURE LAND USE MAP

The *Future Land Use Map* provides a graphic representation of the recommended arrangement of specific land uses. The map should be used to guide the general location, scale, type, pattern and relationship of development proposals. The boundaries between recommended future land use categories should be considered areas of transition, where good judgment and common sense guide interpretation based on the characteristics of the specific development proposal. As conditions change over time, individual land development decisions may differ from the land use vision represented on the map. Deviations from the recommendations should have a clear basis, and may trigger an update of the plan or map.

RECOMMENDATIONS

The vision, goals, policies and principles outlined in Chapter Four provide a conceptual framework for considering individual land development decisions. These concepts should be referenced to help analyze the potential impacts of individual development decisions.

5.2 MONITORING THE PLAN

The horizon year for this plan is 2020. As growth and development occur within the City over the next 15 years, it may be necessary to make periodic revisions to keep the plan up-to-date. Major changes in infrastructure, roads and development patterns may trigger an update of the plan. A periodic review of the document by staff, Planning Board members and the City Council will insure that the document remains a valuable reference and guide for growth in the community.

5.3 ACTION RECOMMENDATIONS

Recommended actions resulting from this land development planning process include:

POLICIES:

- Expand the City's extra-territorial zoning jurisdiction to one to two miles, as permitted by state statutes – to better control land development in areas that may be annexed into the City limits in the future.
- Combine, simplify & reduce the number of zoning districts to about ten.
- Create & enforce community appearance ordinances – especially along major thoroughfares (e.g. NC14) to improve and maintain appearance, function and safety along major roads.
- Provide incentives for industries to provide employment and activity centers.
- Create & enforce storm water management ordinances (e.g. mandatory stream buffers).
- Establish open space, greenway & riparian buffer dedication requirements for all new land development, to help preserve open space, park land and greenways as the City grows.

PROGRAMS:

- Create an active, well-funded sidewalk improvement and expansion program – especially to improve pedestrian connectivity within residential and low-income areas, within downtown areas and to better connect residential, commercial, employment and recreational uses.
- Establish an active, well-funded downtown / main street revitalization program.
- Establish an active, well-funded greenway trail-building program.
- Establish an active, well-funded water and sewer improvements program.
- Seek NCDOT funding for street and sidewalk improvements.

PROJECTS:

- Develop an NC14 Corridor Master Plan to address safety, function and appearance issues and undertake a few pilot project improvements to build community interest and support.
- Beautify downtown areas (sidewalks, street trees, decorative lighting, etc.)
- Install traffic signals where necessary.
- Develop river access sites.
- Develop a Pedestrian Master Plan to identify and set priorities for pedestrian improvements and implement several top-priority pedestrian pilot projects.
- Develop small pocket parks in strategic locations (e.g. downtown areas).
- Develop pedestrian-friendly commerce centers.



APPENDIX

A1 EDEN VISIONING MEETING – OCTOBER 19 & 20, 2006

TOP TEN THEMES – EDEN LAND DEVELOPMENT PLAN VISIONING SESSIONS		
Rank	Votes	Issues
1	24	<u>HISTORIC</u> : Preserve & restore historic mills & commercial areas w/ consistent design elements / Preserve & capitalize on our unique historic assets / Redevelop our old mills for a variety of uses and peoples / Use mill buildings as a vital part of the City (e.g. offices, museum, housing) / - Preserve historic structures and uses throughout town / Preserve historic homes and mills / Preserve our heritage
2	20	<u>DOWNTOWN</u> : Redevelop our downtown areas / Develop entertainment in downtowns (e.g. restaurants, cafes on sidewalks) / Focus on 3 principles for revitalization: business, entertainment, transportation / Expand main street programs / Establish strict development controls in downtown areas
3	17	<u>PARKS, RECREATION & GREENWAYS</u> : Develop parks and recreation and greenways system / Add more green space (especially in our downtowns) & preserve existing green spaces / Provide family opportunities & benefits / Create more 'pocket parks' in downtown areas / Utilize natural resources for tourism, recreation, camping and horse riding
4	17	<u>COMMUNITY APPEARANCE</u> : Reduce tree cutting and loss of green space and clear cutting / Build and spread the vision for our city / Get rid of overhead utilities or billboards / Require curb & gutter on new roads / Make design improvements along NC Highway 14 / Establish guidelines for new construction
5	16	<u>RIVER CORRIDORS</u> : Develop our river corridors for parks, access & recreational purposes / Develop access, branding and use of our rivers / Encourage appropriate development along rivers (e.g. restaurants)
6	15	<u>COMMUNITY UNITY</u> : Foster greater community unity while valuing each individual unique place / Improve political unity or cooperation in Eden / Try to include everyone when gathering data for visioning / Seek more public involvement in city land development decisions
7	15	<u>ECONOMIC DIVERSITY</u> : Diversify Eden's local economy / Hold festivals that bring visitors / Hold multiple sports tournaments / Encourage more young people to stay in or move to Eden / Foster a progressive attitude toward change / Establish and promote artist cooperatives for both the young and old
8	14	<u>GROWTH MANAGEMENT</u> : Avoid urban sprawl and uncontrolled road corridor growth / Focus on revitalization / Be friendly to growth but grow slowly & carefully / Plan for future growth while realizing we are four communities / Improve land development project review and enforcement of ordinances / Be more picky – Don't take the first development proposal that comes along / Encourage mixed use development / Take care of what's inside our City before annexing areas outside City limits / Use growth management strategies - grow 'in' not 'out' / Establish guidelines for new construction
9	14	<u>PEDESTRIAN FRIENDLINESS</u> : Develop pedestrian & bike access (e.g. greenways, bike lanes and sidewalks) / Add and enhance sidewalks in downtown & neighborhood / Sidewalk construction and connectivity (e.g. pierce street) / Establish walking and driving tours of historic areas / Improve pedestrian friendliness
10	14	<u>ECONOMIC DEVELOPMENT</u> : Renew economic development efforts to help existing industries & to bring new jobs / Encourage more industry and seek new opportunities for jobs & tax base / Give business incentives to bring in high quality businesses / Renew efforts for economic development / jobs / tax base macro scale

CONTINUE TO ... (LIKES)	
Votes	Issues
13	Develop our river corridors for parks, access & recreational purposes
10	Develop parks and recreation and greenways system
7	Develop entertainment in downtowns (e.g. restaurants, cafes on sidewalks)
7	Develop pedestrian & bike access (e.g. greenways, bike lanes and sidewalks)
5	Renew economic development efforts to help existing industries & to bring new jobs
4	Encourage more industry and seek new opportunities for jobs & tax base
4	Preserve & capitalize on our unique historic assets
4	Redevelop our downtown areas
3	Accommodate the needs & interests of the aging population (e.g. baby boomers)
3	Preserve historic homes and mills
2	Add more green space (especially in our downtowns) & preserve existing green spaces
2	Add and enhance sidewalks in downtown & neighborhood
2	Plan for future growth while realizing we are four communities
2	Develop access, branding and use of our rivers
2	Give business incentives to bring in high quality businesses
2	Build & spread the vision for our city
2	Be friendly to growth but grow slowly & carefully
2	Preserve our heritage
1	Care for the homeless
1	Preserve historic structures and uses throughout town
1	Sidewalk construction and connectivity (e.g. pierce street)
1	Provide family opportunities & benefits (e.g. parks/recreation and greenways)
1	Seek community input
1	Use growth management strategies - grow 'in' not 'out'
1	Establish guidelines for new construction
1	Expand main street programs
1	Foster a progressive attitude toward change
1	Develop as a bedroom community
1	Upgrade and repair our water and sewer systems
1	Improve our quality of life
1	Hold festivals that bring visitors
0	Build art & cultural resources & activities
0	Create more 'pocket parks' in downtown areas
0	Tie into history of Charlie Poole through a national museum
0	Improve community safety (police/fire/EMS)
0	Develop greenways
0	Preserve and enhance our old time (1950s) feel
90	

STOP... (DISLIKES)	
Votes	Issues
8	Poor community appearance- especially along entranceways (e.g. junk cars)
8	Cutting trees, loss of green space / clear cutting
4	Speeding along NC Highway 14 and make design improvements
4	Lack of unity or cooperation
3	Poor community appearance (e.g. sign clutter and trash)
3	Use of the same people to gather data for visioning (include everyone)
2	Urban sprawl and uncontrolled corridor growth
2	Poor review and enforcement of ordinances
1	Decline of target areas (need to revitalize & equalize opportunities throughout the City)
1	Annexation of outside areas before taking care of what's inside our City
1	Lack of curb/gutter on new roads
1	Taking the first development proposal that comes along (we need to be more picky)

1	Sprawl (we need to stress revitalization)
1	Lack of mixed use development
1	Lack of strict development controls in downtown areas
1	Lack of pedestrian friendliness
1	Lack of good east/west and north/south roads
0	Pollution in rivers, (provide information & action)
0	Overhead utilities
0	Cookie-cutter entrance signs & banners (need to redesign to avoid clutter)
0	Lack of unity between communities
0	Lack of preserving and embracing history
43	

Start to... (DREAMS)	
VOTES	ISSUES
9	Preserve & restore historic mills & commercial areas with consistent design elements
9	Establish and promote artist cooperatives for both the young and old
7	Focus on 3 principles for revitalization: business, entertainment, transportation
5	Foster greater community unity while valuing each individual unique place
5	Establish public transportation – with both local and regional connections
4	Utilize natural resources for tourism, recreation, camping and horse riding
3	Redevelop our old mills for a variety of uses and peoples
3	Create a uniform way-finding sign system
3	Seek more public involvement in city land development decisions
3	Establish walking and driving tours of historic areas
2	Build a lake
2	Renew efforts for economic development / jobs / tax base macro scale
2	Use mill buildings as a vital part of the City (e.g. offices, museum, housing)
2	Stop talking and start doing
2	Seek highway improvement to Danville (I-74?)
2	Encourage more young people to stay in or move to Eden
2	Hold multiple sports tournaments
2	Diversify our local economy
1	Get rid of overhead utilities or billboards
1	Build a new theater complex
1	Encourage appropriate development along rivers (e.g. restaurants)
1	Turning challenges into opportunities
1	Build an outer loop (including Harrington Highway)
0	Annexation plans for growth
0	Realize the potential of the boulevard area-cooperative development
0	Responsible river-oriented development
0	Community Beautification
0	Be alive to see all these ideas become a reality
72	

NOTE: [89 + 43 + 72 = 205] / 5 votes per participant = 41 participants

Issues by Category

Votes	Downtown / Economic Development
9	Preserve & restore historic mills & commercial areas with consistent design elements
7	Develop entertainment in downtowns (e.g. restaurants, cafes on sidewalks)
7	Focus on 3 principles for revitalization: business, entertainment, transportation
5	Foster greater community unity while valuing each individual unique place
5	Renew economic development efforts to help existing industries & to bring new jobs
4	Encourage more industry and seek new opportunities for jobs & tax base
4	Preserve & capitalize on our unique historic assets
4	Redevelop our downtown areas
3	Redevelop our old mills for a variety of uses and peoples
2	Give business incentives to bring in high quality businesses
2	Build & spread the vision for our city
2	Be friendly to growth but grow slowly & carefully
2	Renew efforts for economic development / jobs / tax base macro scale
2	Use mill buildings as a vital part of the City (e.g. offices, museum, housing)
2	Diversify Eden's local economy
2	Encourage more young people to stay in or move to Eden
1	Expand main street programs
1	Foster a progressive attitude toward change
1	Hold festivals that bring visitors
1	Address decline of target areas (need to revitalize & equalize opportunities throughout the City)
1	Establish strict development controls in downtown areas
0	Tie into history of Charlie Poole through a national museum
0	Preserve and enhance our old time (1950s) feel – especially in downtown areas
0	Realize the potential of the boulevard area & foster cooperative development
0	Encourage responsible river-oriented development
68	

Votes	Public Facilities and Services
13	Develop parks and recreation and greenways system / Add more green space (especially in our downtowns) & preserve existing green spaces / Provide family opportunities & benefits / Create more 'pocket parks' in downtown areas
10	Develop pedestrian & bike access (e.g. greenways, bike lanes and sidewalks) / Add and enhance sidewalks in downtown & neighborhood / Sidewalk construction and connectivity (e.g. pierce street)
5	Establish public transportation – with both local and regional connections
4	Utilize natural resources for tourism, recreation, camping and horse riding
3	Create a uniform way-finding sign system
3	Establish walking and driving tours of historic areas
2	Seek highway improvement to Danville (I-74?)
2	Hold multiple sports tournaments
2	Build a lake
1	Get rid of overhead utilities or billboards
1	Build a new theater complex
1	Provide good east/west and north/south roads
1	Upgrade and repair our water and sewer systems
1	Build an outer loop (including Harrington Highway)
1	Require curb & gutter on new roads
1	Improve pedestrian friendliness
0	Bury overhead utility line when feasible
0	Avoid cookie-cutter entrance signs & banners (and redesign to avoid clutter)
0	Improve community safety (police/fire/EMS)
0	Build art & cultural resources & activities
38	

Votes	Historic / Cultural / Natural Resource Preservation & Enhancement
9	Establish and promote artist cooperatives for both the young and old
8	Reduce tree cutting and loss of green space / clear cutting
3	Preserve historic homes and mills
2	Plan for future growth while realizing we are four communities
2	Preserve our heritage
1	Preserve historic structures and uses throughout town
0	Tie into history of Charlie Poole through a national museum
0	Preserve and enhance our old time (1950s) feel
0	Seek to preserve and embrace our City's history
25	

Votes	Public Health, Safety, Welfare & Involvement
4	Reduce speeding along NC Highway 14
4	Improve political unity or cooperation in Eden
3	Try to include everyone when gathering data for visioning
3	Seek more public involvement in city land development decisions
3	Accommodate the needs & interests of the aging population (e.g. baby boomers)
1	Care for the homeless
1	Provide family opportunities & benefits (e.g. parks/recreation and greenways)
1	Seek community input
1	Foster a progressive attitude toward change
1	Improve our quality of life
0	Provide information & actions to avoid pollution in rivers
22	

Votes	Community Appearance
11	Improve community appearance - especially on entranceways (junk cars, sign clutter and trash)
4	Make design improvements along NC Highway 14
3	Poor community appearance (e.g.)
1	Establish guidelines for new construction
1	Improve our quality of life
0	Preserve and enhance our old time (1950s) feel
0	Pursue community beautification
20	

Votes	Land Use & Growth Management
3	Avoid urban sprawl and uncontrolled road corridor growth / Focus on revitalization
2	Improve land development project review and enforcement of ordinances
2	Plan for future growth while realizing we are four communities
2	Stop talking and start doing
2	Build & spread the vision for our city
1	Be more picky – Don't take the first development proposal that comes along
1	Encourage mixed use development
1	Take care of what's inside our City before annexing areas outside City limits
1	Use growth management strategies - grow 'in' not 'out'
1	Establish guidelines for new construction
1	Foster a progressive attitude toward change
1	Develop as a bedroom community
1	Turn challenges into opportunities
0	Develop annexation plans for future growth
0	Be alive to see all these ideas become a reality
19	

A2 EDEN COMMUNITY MEETING – JUNE 2007

Following a presentation of the Draft Land Development Plan the 23 citizens at the June 26, 2007 community meeting participated in a discussion of their likes and dislikes, and their general support for the draft plan. Their answers to the following questions are summarized below.

What did you see or hear that interested you? ...excited you? ...surprised you?

- *It's good to have a plan and to implement it.*
- *The City needs to review the plan on a regular basis to keep it up-to-date.*
- *There is a good start for guiding future land development*

What is most significant about the draft plan?

- *Long-range planning and cooperation among local governments is the key to good growth.*
- *The plan is very comprehensive and provides a good overview.*
- *The objective (factual) data presented in the plan is very helpful.*
- *The City has not up-dated it's long-range growth plan since the 1970s – it's good that we are doing it now.*
- *Our tax base and population has to grow to keep up with our costs – lack of annexation has negatively impacted our City.*
- *We should be working with all the other municipalities in the County.*

What do you like best about the draft plan?

- *The plan is very concise for containing so much information.*
- *The plan presents some good ideas about lessening sub-urban sprawl.*
- *I liked the plan's emphasis on interconnected neighborhoods & communities.*
- *I like the plan's focus on open space, greenways and trails.*
- *The plan strikes a good balance between supporting economic development and preserving our natural, cultural and historic resources.*
- *The plan's emphasis on redevelopment of existing urban areas and in-fill development rather than sub-urban sprawl is very important.*

What would you change?

- *Questions about the City's need to expand its extra-territorial jurisdiction (ETJ).*
- *I don't like the idea of being taxed by the City without receiving City services.*

Do you support the draft plan? ... Why?

- *Yes – This plan is a good start.*
- *Yes – From what I've seen tonight.*
- *Yes – The City and the County need to work together to implement the plan.*
- *Yes – Public transit needs to be studied.*

A3 - DETAILED FUTURE LAND USE CATEGORIES

Land Use Category	Description	Intent	Appropriate Uses	Appropriate Zoning / Residential Density
<p>Neighborhood Center</p> <hr/> <p>Town Center</p>	<p>Small-scale, pedestrian-oriented, mixed-use activity center in strategic locations to serve nearby farms, residences and neighborhoods.</p> <hr/> <p>Medium- to large-scale mixed-use, pedestrian-oriented activity center located in each of Eden's historic downtown areas and in other strategic locations to serve surrounding neighborhoods, the community and visitors.</p>	<p>Create pedestrian-friendly, community focal points containing a mixture of uses, with ample sidewalks, street trees, on-street parking, public amenities & open space. Seek growth while maintaining and enhancing quality of life, and building a greater sense of community in Eden.</p>	<ul style="list-style-type: none"> • Commercial • Office • Institutional • Entertainment • SF & MF Residential • Open Space 	<p><u>R-4</u> (10.9 D.U. per Acre) <u>R-6</u> (7.25 D.U. per Acre) <u>R-12</u> (3.25 D.U. per Acre) <u>RM – Mixed Residential</u> <u>MF-R – Multi-Family Residential</u> <u>O&I – Office & Institutional</u> <u>CS – Community Shopping</u> <u>NC – Neighborhood Shopping</u></p> <p>NOTE: Locate highest intensity uses around downtown core &/or town square.</p>
Commercial Center	<p>A large-scale, mixed-use activity center along the NC14 corridor to accommodate existing commercial, institutional, office and residential uses that serve the entire community and the surrounding region. Both existing and new uses should be carefully designed to maintain & enhance the function & aesthetic quality of the corridor and the entire community.</p>	<p>Minimize expansion of existing commercial strip development, by encouraging new retail uses to locate in mixed-use centers. Add sidewalks, street trees, and planted medians, move parking to the rear or sides of structures, reduce curb cuts, encourage connectivity among uses. Accommodate "big box" retail uses, but require greater attention to pedestrian-friendly and low impact design.</p>	<ul style="list-style-type: none"> • Commercial • Office • Institutional • Entertainment • SF & MF Residential • Open Space 	<p><u>R-4</u> (10.9 D.U. per Acre) <u>R-6</u> (7.25 D.U. per Acre) <u>R-12</u> (3.25 D.U. per Acre) <u>RM – Mixed Residential</u> <u>MF-R – Multi-Family Residential</u> <u>O&I – Office & Institutional</u> <u>CS – Community Shopping</u> <u>NC – Neighborhood Shopping</u></p>
Employment Center	<p>Areas accommodating a wide variety of existing and new heavy- and light-industrial, commercial, office and public works facilities, in which most employees work on-site throughout the day.</p>	<p>Increase job opportunities and tax base by accommodating existing and new industrial, office and public works uses with some commercial, service & open space uses.</p>	<ul style="list-style-type: none"> • Industrial • Commercial • Office • Institutional, • Open Space 	<p><u>M-1 – Heavy Manufacturing</u> <u>M-2 – Light Manufacturing</u> <u>O&I – Office & Institutional</u> <u>CS – Community Shopping</u></p>

Land Use Category	Description	Intent	Appropriate Uses	Appropriate Zoning / Residential Density
Traditional Neighborhood	Areas containing medium- to high-density residential uses, and accommodating some existing non-residential uses and a mix of new commercial, office & institutional uses within a designated Neighborhood or Town Center. Appropriate locations for new mixed-use Traditional Neighborhood Development (TND) containing complementary residential, commercial and civic uses and public amenities, within easy walking distance.	Accommodate existing mixed-use neighborhoods and appropriate new infill development, and to encourage new traditional neighborhood development in areas with existing water and sewer services, and in new development areas where water & sewer services may be extended if and when an appropriate mix and density of uses is provided.	<ul style="list-style-type: none"> • SF & MF Residential • Parks & Open Space • Commercial • Office • Institutional • Entertainment 	<u>R-4</u> (10.9 D.U. per Acre) <u>R-6</u> (7.25 D.U. per Acre) <u>R-12</u> (3.60 D.U. per Acre) <u>R-20</u> (2.2- D.U. per Acres) <u>RM – Mixed Residential</u> <u>MF-R – Multi-Family Residential</u> <u>O&I – Office & Institutional</u> <u>CS – Community Shopping</u> <u>NC – Neighborhood Shopping</u>
Suburban Residential	Areas containing low- to medium-density single-family residential uses (two dwelling units per acre) in neighborhoods with City water and sewer services	Accommodate existing low- to medium density neighborhoods	<ul style="list-style-type: none"> • SF Residential 	<u>R-20</u> 1 D.U. per 20,000 square feet <u>R-S</u> (Residential Suburban?)
Rural Residential	Transition areas with agricultural uses and existing and new low-density residential uses (one dwelling unit per acre or more) and minor subdivisions with no public sewer services.	Accommodate transition areas with a mixture of existing agricultural uses and low-density residential uses located outside City limits with no public sewer.	<ul style="list-style-type: none"> • Agriculture • Low-density SF Res. 	<u>RR – Rural Residential</u> 1 D.U. per Acre
Rural	Areas of primarily agricultural uses, some small-scale commercial uses and limited low-density residential uses (one dwelling unit per two acres or more) on individual lots or in cluster neighborhoods with no public sewer services.	Preserve farm uses and rural character, and accommodate very low-density residential uses and low-intensity commercial uses complementing or supporting agriculture.	<ul style="list-style-type: none"> • Agriculture • Cluster Development • Very Low-Density S.F. Minor Subdivisions 	<u>RA – Rural Agriculture</u> 1 D.U. per 2 Acres

Land Use Category	Description	Intent	Appropriate Uses	Appropriate Zoning / Residential Density
Parks, Greenways & Open Space	Parks greenways, and open space for active or passive recreation, and resource preservation.	Incorporate parks, greenways and open space into the entire community fabric as the Town grows.	Parks Greenways Open Space	<u>Conservation Overlay</u> <u>Floodplain Overlay</u>
Conservation Overlay	Riparian buffer areas along streams & creeks containing multiple environmental constraints, including the 100-year floodplain, steep slopes, and hydric soils.	Encourage the preservation of stream & creek corridors in a natural state by requiring a high level of scrutiny and detailed site analysis in environmental constraint areas, and minimum buffers & setbacks in the 100-year floodplain.	Natural Areas Open Space Linear Parks & Greenways	<u>Conservation Overlay</u> 0 D.U. per acre
Historic Overlay	Designated historic districts needing protection or enhancement.	Protect and enhance designated historic districts.		HISTORIC OVERLAY

