



Butner Gateway

SMALL ■ AREA ■ PLAN

PREPARED FOR:
Town of Butner, NC

PREPARED BY:
Kimley»Horn

ADOPTED
12/03/2015



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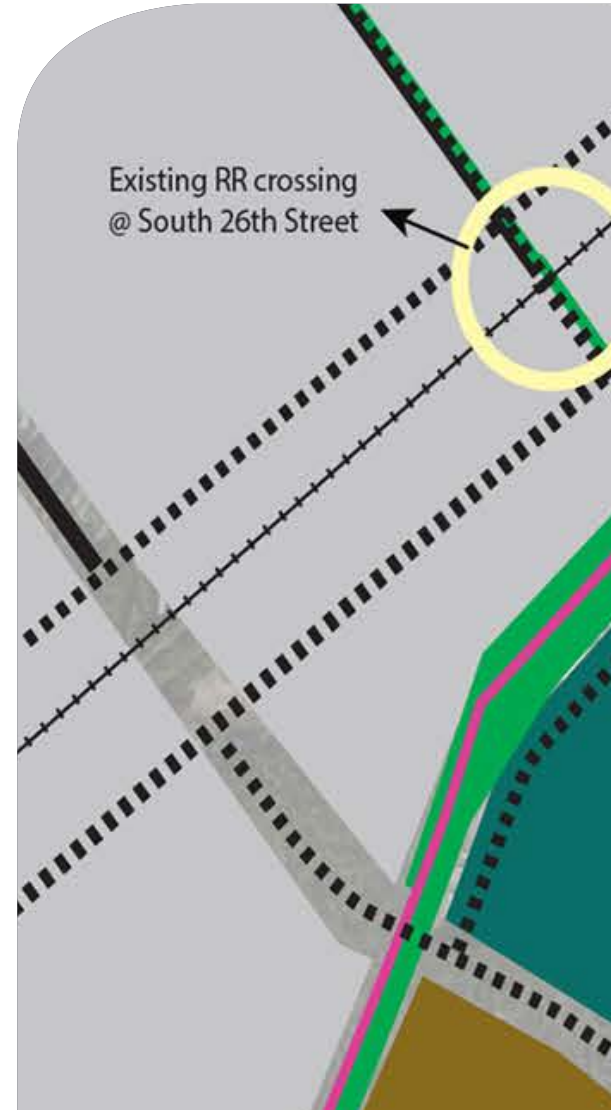
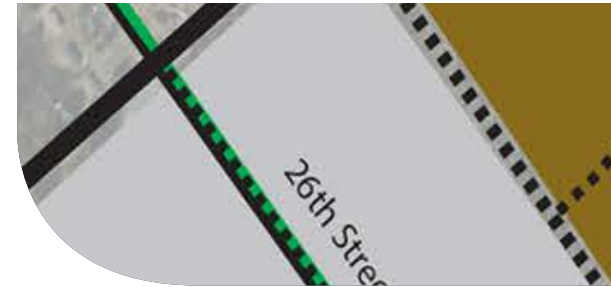
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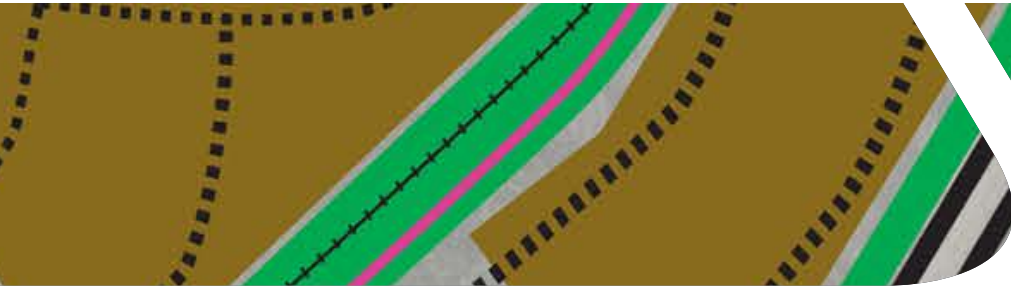
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Multi-purpose path
enhances access across
I-85 Linking Gateway
for uses on
the south side of I-85

Telecom Drive

Intermodal bridge crossing
linking gateway site

Vance-Granville
Community College
South Campus

PREFACE

Project Methodology

The Butner Gateway Plan was created in 2013 by the Town of Butner in collaboration with the Kerr-Tar Regional Council of Governments. The original Gateway Plan provided a vision for a multi-use development on approximately 850 acres of land between Interstate I-85 and East C Street and from Highway 56 to Gate Two Road. The plan included a high level assessment of market demand and some references to basic planning solutions for typical mixed-use development patterns.

The 2013 plan called for a mixed-use center along Gate Two Road with a combination of residential, office, and retail uses and new transportation connections to the north. Mixed-use nodes were also illustrated along Central Avenue and along Interstate 85 around the proposed 26th Street extension. Residential uses were recommended along the Interstate 85 corridor and west of the railroad north of 26th Street.

While the 2013 plan provided a broad vision for the future, the Town desired to advance and refine that vision and to study physical and site environmental constraints, overall market potential, and provide a more detailed plan infused with community input. The resulting Butner Gateway Small Area Plan (BGSAP) represents the next progression of a long term master plan including an implementation strategy to take the plan to market. The BGSAP was the

result of a collaborative planning process over a span of six months from December of 2014 to July of 2015. During this period, input was gathered from a variety of sources, including civic leaders, community organizations, local property and business owners, and community residents. From this input, an understanding of Butner's perceived strengths and weaknesses was determined, which allowed the team to develop a market-based plan for the future.

This planning process was divided into the following activities:

PHASE 1: PHYSICAL SITE ASSESSMENT

An assessment of the existing site was conducted by the planning team regarding its physical and environmental conditions. The assessment included a review of existing land uses, codes, destinations and barriers, site characteristics, and opportunities for change.

Existing Land Use

Existing land use patterns were documented to identify uses that were either compatible and supportive of a unified master plan or incompatible with the type or intensity of adjacent uses.

Existing Code Assessment

The Town's Land Development Ordinance (LDO), or Code, provides regulatory standards as it relates to land use/zoning, development standards (landscape and buffering, parking, signage,

etc.), and review and approval procedures. The consulting team performed an analysis of the Town's existing LDO with regard to overall Code consistency and standards, and to determine if the Code is supportive of the type of multi-use master plan envisioned for the site.

Destinations & Barriers

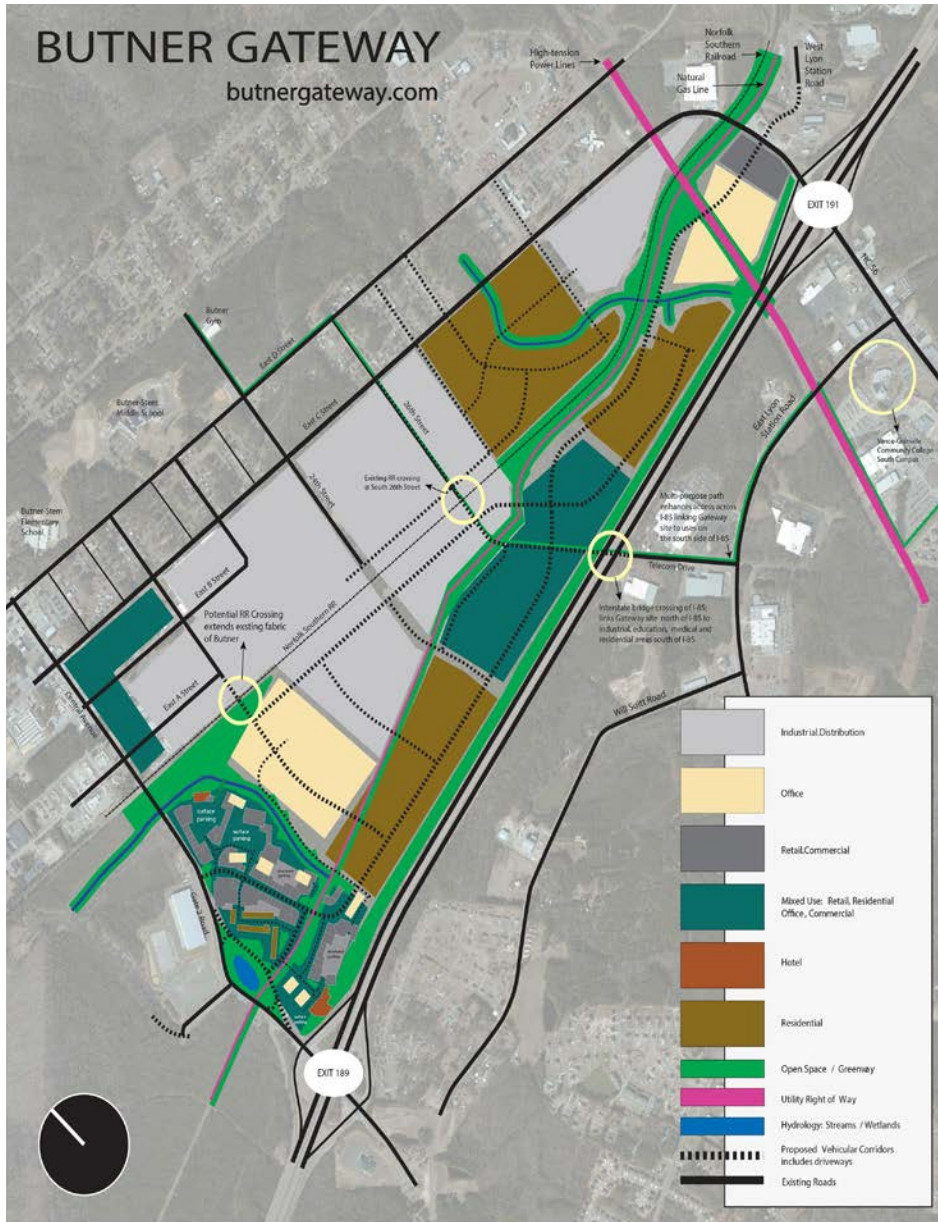
Destinations and barriers are important elements in planning and developing cohesive neighborhoods and districts. Destinations may include public amenities such as parks, entertainment venues, or local businesses with a special niche market appeal that draw local and regional patrons. Barriers can include features such as railroad tracks, environmental features, major highways, or blighted areas that prevent development or connectivity.

Opportunities for Change

The site assessment phase also looked at potential for change within the study area. Vacant, underutilized, or absentee owner properties are typically more likely to change over time given a reasonable level of market pressure while fully developed, well-performing businesses may offer barriers or long-term challenges to implementation of a new development pattern.

PHASE 2: MARKET ANALYSIS

A detailed market analysis, along with the information obtained from the stakeholder meetings and design charette, helped inform the



Original Butner Gateway Plan

design of the Small Area Plan concepts. This analysis (reference the Market Analysis section of the appendix) considers local and regional market forces and assesses the potential for development in the study area. Current and visionary trajectories for future demand were considered, with a focus on key investments that would help to increase the study area’s capture of regional development in the future.

The market analysis is a detailed assessment of real estate market trends, challenges and opportunities, and a custom program recommended for development. It compiled and analyzed economic data from a variety of sources covering employment, local demographics, and larger macro-level trends in the region. The market analysis informed the size and scale of the BGSAP concepts, as well as the most appropriate location for various development types. This process reconciles the full market potential of the BGSAP with regional or catalytic improvements needed to bolster success in the Town of Butner and Granville County. While market demand informed all of the concepts, the selection of the preferred design was ultimately driven by the public.

PHASE 3: MASTER PLANNING

The market analysis findings were used to inform development of the Small Area Plan concepts. Initially, three unique concepts were drafted and discussed among the design team and with the Town. Aspects from each concept were then used to create a preferred Small Area Plan.

The Butner Gateway Small Area Plan was then presented to the Town of Butner at an open community review forum on January 28th, 2015. Approximately 25 community members attended. The consultant team presented the Plan and solicited comments, questions or concerns from the public. Based on the input received at this meeting, the design team refined details of the Plan and its supporting exhibits to create the final Small Area Plan concept.

The consultant team also developed detailed concepts plans for two sub-areas to illustrate the potential for development in these key focus areas. These plans were informed by the results for the market analysis relative to potential demand for various land uses for the South Interchange Gateway along Gate Two Road and for the Central Gateway area west of the railroad. The enlarged plans illustrated street networks, development patterns and potential land uses in a conceptual build-out scenario. The detailed plans, while aspirational, provide a policy direction for the Town of Butner and a vision for the future of the community that can be implemented through capital improvements, regulatory requirements and incentives, and/or private investment.

PHASE 4: CODE DEVELOPMENT

Building on the community meetings and workshops, the proposed Gateway District Code provides a unified approach to development and



January 28th Public Meeting

redevelopment within the District. The Code is designed to guide future development within this highly visible portion of the Town to achieve a vibrant community with a functional mix of uses. The purpose of this Code is to provide the regulatory framework to achieve this vision for the Town while maintaining the flexibility for a mix of uses and application of development standards. The code is not intended to change the character of the community as a whole, but provide a planning and regulatory framework to support and enhance growth and development as it occurs within this priority area. The Gateway District Code is a legal document that regulates land development by establishing standards for building form with flexible parameters for building and land use. This code is adopted by ordinance and replaces the respective sections of the Town's current regulations where noted. Codes and standards not specifically identified within the Gateway District Code default to the current adopted Town Code. In the case of future conflicts, the more restrictive code provision shall apply.

Initial discussions with the Town served to focus on several desired elements for the approach to creating the Gateway District Code. These included each of the following parameters:

- Identify potential existing internal code conflicts
- Suggest process modifications to streamline

approvals, consistent with achieving community standards

- Suggest a more 'user-friendly' layout to aide in code understanding
- Examine the roles and responsibilities of review agencies, and staff officials in the overall development review and approval process
- Modernize terms and definitions

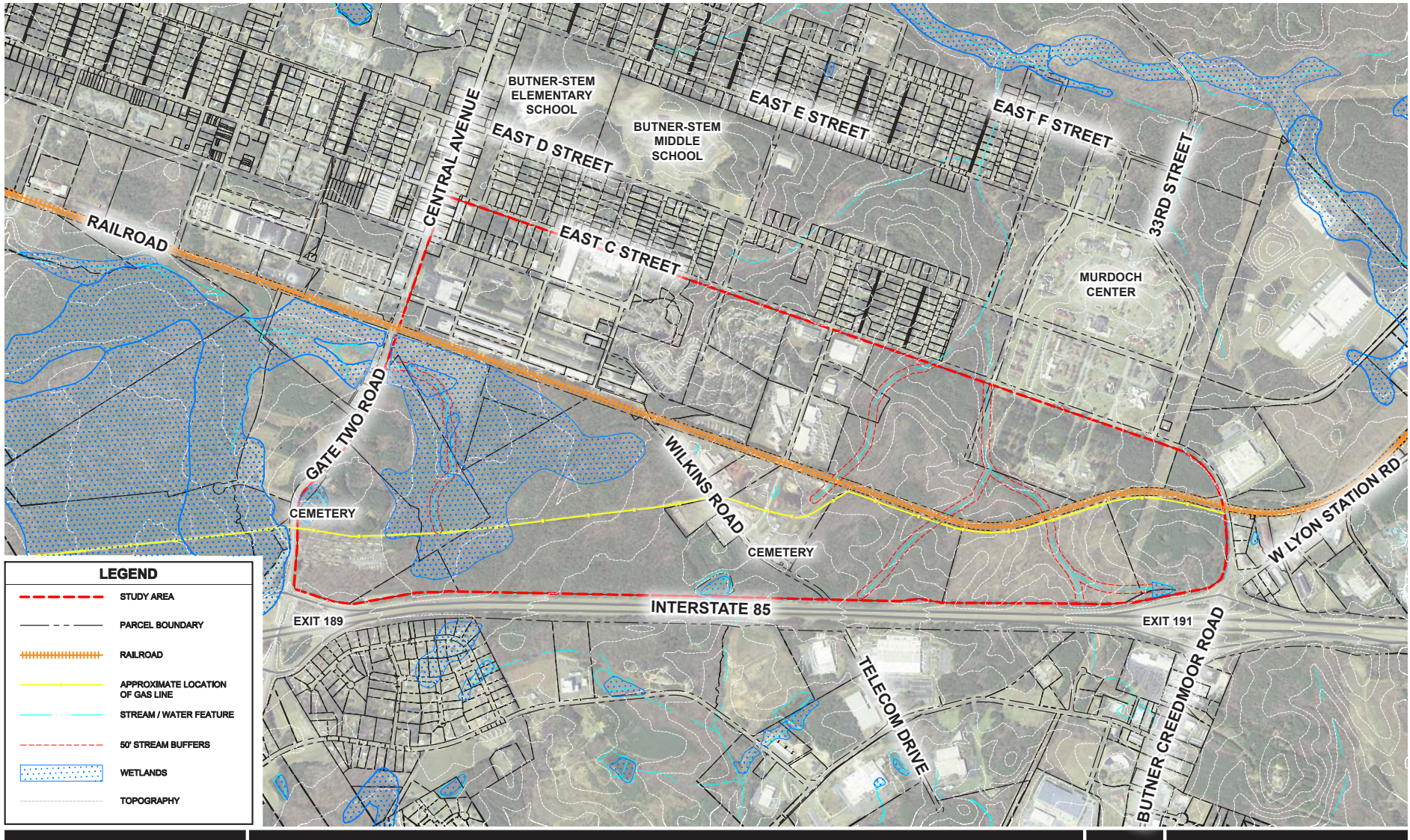
Development of a Code review format and commentary serves as the initial implementation step for identifying the interrelationship of the existing regulatory framework of the Town with the new policy guidance and directives for change identified as part of the overall Gateway Master Plan.

PHASE 5: IMPLEMENTATION PLAN

The final phase of the planning process focused on identifying the strategies, mechanisms, and priorities associated with implementing the BGSAP. The Consultant reviewed and refined this approach with the Town to craft a strategy that was feasible, market-based, and flexible depending upon shifts in the market and potential catalyst projects that could come into play.

THE ROLE OF PUBLIC ENGAGEMENT

All phases of the process relied on direct interaction between the design team and the citizens of Butner. This process included one-on-one meetings (both in person and by phone)



Study Area Existing Conditions Map

Butner, North Carolina



GRAPHIC SCALE IN FEET
0 250 500 1000

Kimley»Horn



Gate Two Road



Warehouse District



Central Avenue



West Lyon Station Road



PalletOne, Inc.



Railroad

conducted with key stakeholders, including land owners in or around the study area or individuals in leadership positions within the community. Attendance at the stakeholder meetings included highly engaged participants providing valuable input for the design team. Through public engagement, the design team was able to identify key issues of interests and concern, including the perceived strengths and challenges facing development of the Butner Gateway Small Area Plan.

A public design charette was held and included a brief review of the original Butner Gateway Plan and hands-on exercises to help clarify the community's vision for the Butner Gateway Small Area Plan. Approximately thirty community members participated in exercises including a visual preference survey, live / work location study, prioritization worksheet, and a conceptual design session inviting participants to graphically represent their ideas about planning on base maps of the study area (see appendix).

It was evident that support for the Butner Gateway Small Area Plan was high throughout the community and the overall vision was geared toward promoting and managing growth. The public also displayed a strong desire to provide a better quality of goods and services in the community as well as an improved quality in the built environment of Butner.

Study Area Context

HISTORIC CONTEXT

The Town of Butner, located in Granville County, North Carolina, was officially incorporated as a municipality on November 1, 2007 by Governor Mike Easley. Today, Butner is home to almost 8,000 residents and spans over 6.6 square miles. Butner is most known as being the former site of the United States Army's Camp Butner. Located on approximately 40,300 acres, Camp Butner was built during World War II and served many purposes during this time. It was most commonly used as a staging area and to hold Axis prisoners of war in the United States during the war. Roughly 30,000 soldiers visited the combat infantry facility to engage in training exercises before being deployed to the Western Front.

At the close of the war, the State of North Carolina retained about 13,000 acres and returned the remainder of the land to its former owners. The State used this land as sites for a mental hospital, correctional institution, state-owned farms, and a National Guard training facility, which is still in operation today. Camp Butner's military hospital was converted into a state-owned hospital once known as John Umstead Hospital and eventually Central Regional Hospital. In the years following the war, Butner was first managed by the State Board of Mental Health and then by the Department of Human Resources.

Butner will soon be the home for a new Veterans Life Center, a re-purposing of a WWII era hospital building, most recently used as a psychiatric hospital prior to the completion of Central Regional Hospital in Butner. It will be converted for use as a residence for homeless veterans, many of whom will be dealing with substance abuse and psychiatric problems. The project will be owned and operated by the Veterans Leadership Council.

STUDY AREA CHARACTERISTICS

The study area for the Butner Gateway Small Area Plan encompasses approximately 800 acres in the heart of Butner. It is bordered by NC Highway 56 on the north, Interstate 85 on the east, East C Street on the west, and Gate Two Road / Central Avenue on the south. The area is divided up into 80 parcels ranging in size from less than an acre to several hundred acres.

There are a wide variety of uses found throughout the study area, including small businesses, residential, and light industrial; though a majority of the study area is currently undeveloped. The undeveloped areas include undeveloped parcels, streams and suspected wetland areas found within the area.

A key feature of the study area is the railroad that runs from northeast to southwest, effectively bifurcating the study area. While the railroad is a key reason why the study area is appealing to industrial users, it can also be a challenge as it

limits connectivity across the study area to three existing crossings.

The study area holds an important geographic position within the Town as can be inferred from the "gateway" reference to this area. The gateway reference is physical, since a primary means of entering through town is along the north and south edges of the study area. The gateway reference is also aspirational in that this area, if developed properly, could be the visual image of Butner and clearly denote a physical entrance in to a clearly defined, well organized downtown district.

The 2.2 miles of frontage on Interstate 85 is a key contextual element that can benefit the site in terms of great visibility, a high volume of traffic that retail uses and certain types of businesses need, and for access to two interstate interchanges that is a rarity for one planned development to secure.

A number of nearby community facilities offer amenities to the study area including the Butner Athletic Park (BAP) opened in September 2013. The park includes 3 ball fields, a soccer/football field, a meeting room, concession stand, 2 playgrounds, and a walking trail. Roughly 20 baseball and softball tournaments were held in 2014 in addition to use by the local recreation league, charter schools, and travel ball teams. The Town often has more requests to use this facility on an annual basis than it can accommodate.

Another key facility is Gazebo Park. Along with the gazebo, custom designed by a Butner resident, this park features playground equipment for children ages two to twelve and wide expanses of lawn. Many events are held here, including fundraisers, birthday parties, weddings, and yard sales.

New development potential, including some recent real estate transactions and a number of inquiries with regard to potential new development, also establishes evidence of demand for certain types of uses within the area.

- Roadmark, a regional company providing pavement marking products and installation services, purchased a 10 acre parcel (087719505295) on C Street in 2013.
- NWI Butner Limited Partnership, the owner of the light industrial park, Falls Lake Commerce Center, is near completion of a third building under construction (087603341530) on the south side of Gate Two Road/ Central Avenue.
- UPS has begun construction for a freight terminal on a 10 acre parcel (087603229677) on the opposite corner of Business Park Drive and Gate Two Road/ Central Avenue.
- East of Interstate 85, Falls Lake Academy Charter School moved into their permanent building in 2014 and continues to expand to meet a strong demand for new elementary and middle school enrollment.
- Applewood subdivision has been trying to get property annexed into Butner for a

second phase of development.

- Mill Ridge had a PUD called Highland Trail planned on East Lyon Station Road for residential development approved by the county. It has since expired. The project would be split between Butner and the county with a commercial portion in Creedmoor.
- In 2011 the Granville Oaks apartments rezoned land for 408 new units. That project has not progressed.
- Recent inquiries include contacts to the Town regarding a truck stop, a tire fractionalization business, solar farm, junk yard, diesel engine repair, a craft distillery, and a grocery chain. Not all of these uses would be consistent with the Master Plan vision, which highlights the importance of having a good plan and regulatory structure in place to guide new development in and around the Butner Gateway.

It should be noted that the physical analyses and recommendations incorporated into the Small Area Plan are limited to the study area, while the market analysis encompasses a broader look at the Town of Butner and the surrounding area. Also, the physical analyses and recommendations are based on data largely obtained from the Granville County Geographic Information System (GIS) Department. This data is approximate in nature, meaning detailed surveys will be required as the Butner Gateway Small Area Plan moves forward with detailed planning, design, and engineering.



Butner-Stem Elementary School



Gate Two Road



Newton Instrument Company, Inc.



Pond at Gate Two Road



Highway 56 Commercial Corridor



Local Service Station



Local Storage Units



Butner-Stem Middle School



Typical Residence



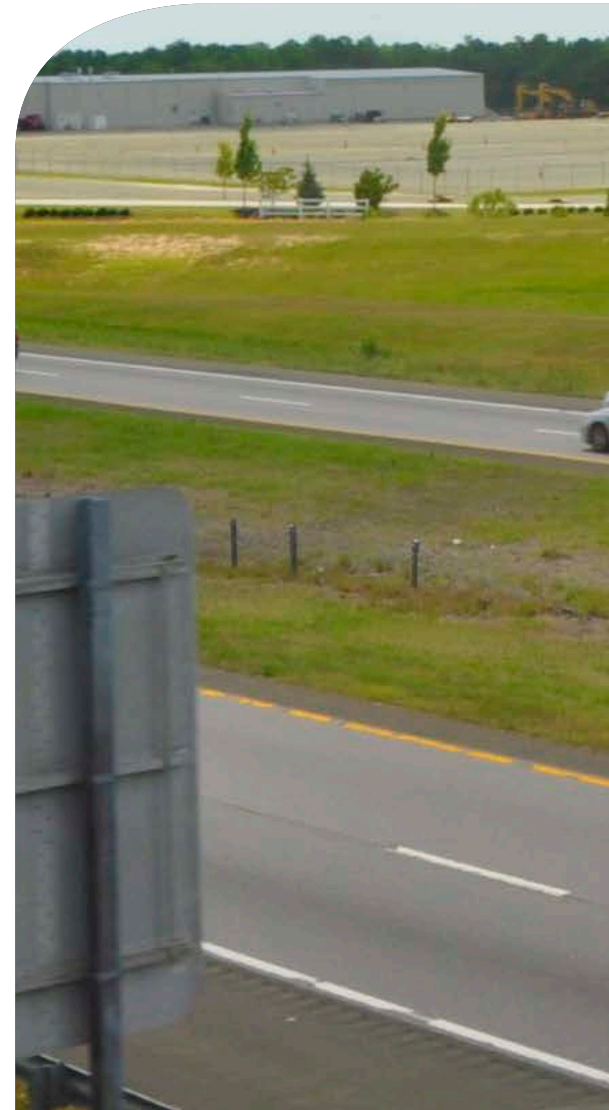
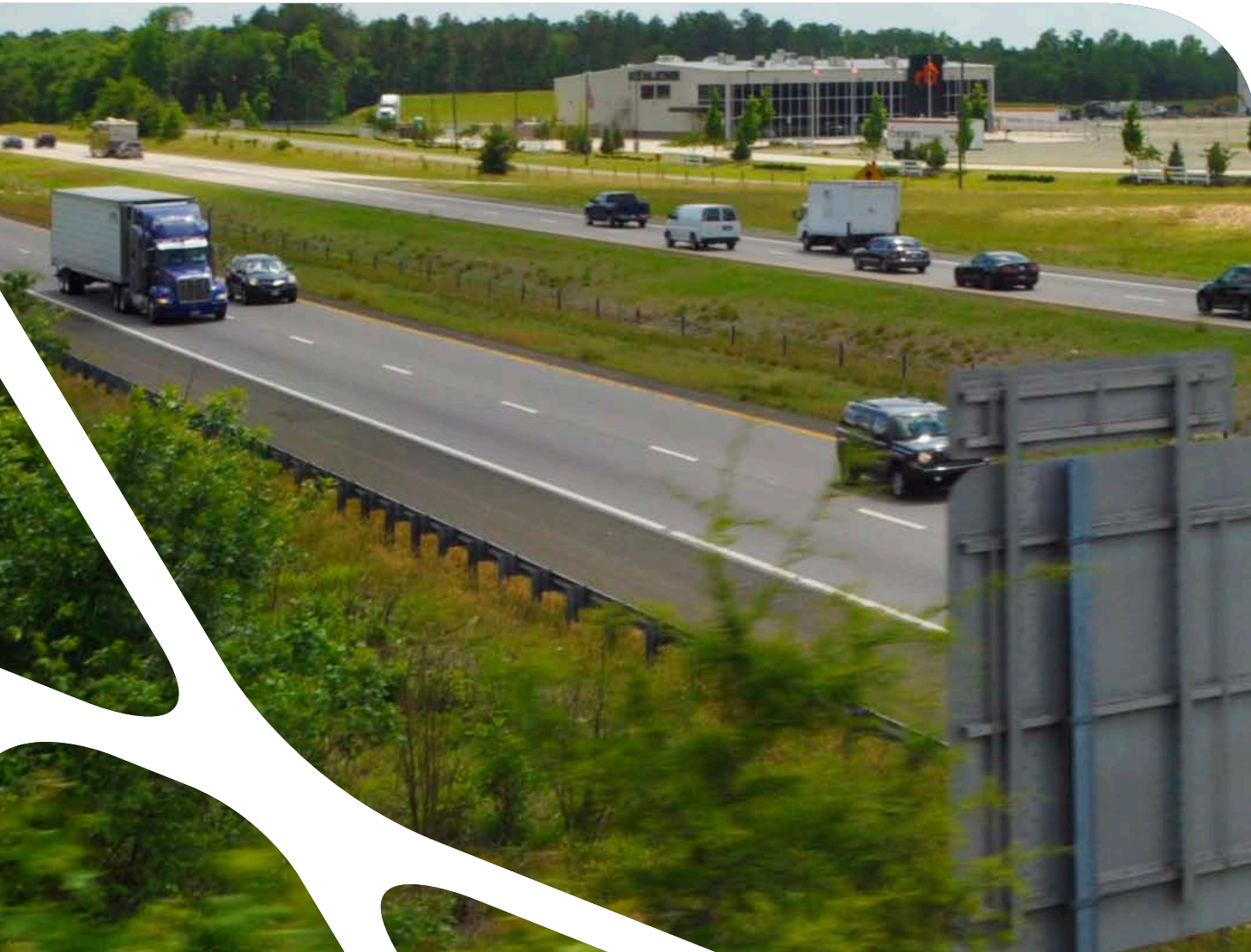
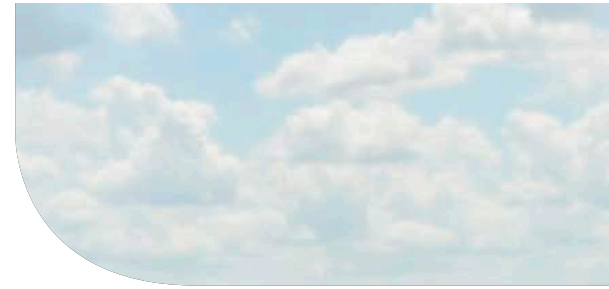
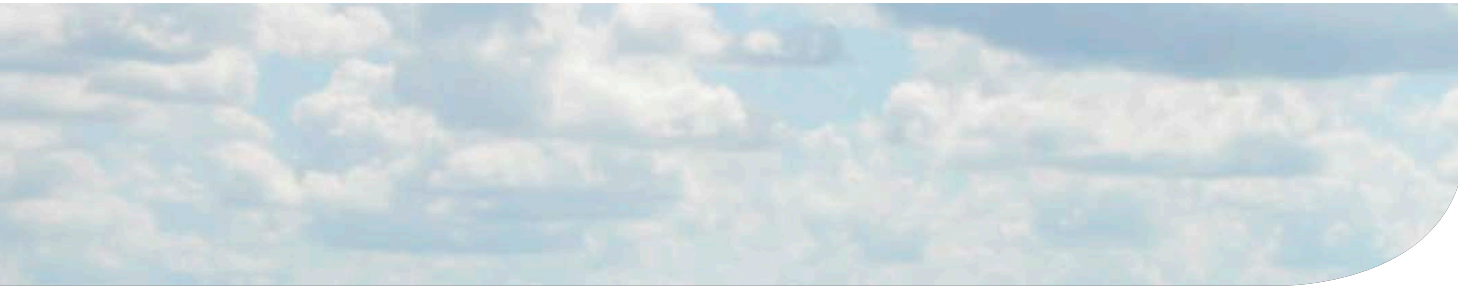
Colonial Trailer Park



The Murdoch Center



PalletOne, Inc.





SITE ASSESSMENT



Existing Land Use

The study area includes a mix of residential, commercial, industrial, and vacant properties. The overall site area is 859 acres. The amount of vacant area in the site is 522 acres. The majority of the area, east of the railroad, is undeveloped, except for a small portion central to the site off of 26th street that is utilized by the Pallet One Company. The area west of the railroad includes a mix of small lot single family, multi-family apartments, and mobile home residential developments. Several industrial users occupy sites west of the railroad as well as some State owned properties along the tracks. Adjacent to, but outside of the study area, are two County school sites along D Street.

Existing Zoning

The Town's Land Development Ordinance (LDO) provides the regulatory standards as it relates to land use/zoning, development standards (landscape and buffering, parking, signage, etc.), and review and approval procedures. Based on Town's Official Zoning Map dated June 2014, the Gateway area is comprised of five (5) Zoning Districts including Heavy Industrial (HI), Light Industrial (LI), Highway Business (HB), Multi-Family Residential (RMF), and Office & Institutional (OI). Each of these Zoning Districts has specific (allowable) uses and development standards. The consulting team performed an analysis of the Town's existing LDO with regard to not only

overall Code consistency and standards, but the Code's ability to accommodate the character of development envisioned in the Master Plan and necessary redevelopment efforts. A summary analysis of the LDO review is provided in the Draft Butner Gateway Zoning District section and includes recommendations and proposed amendments for the Town's consideration.

Physical Site Characteristics

The site has minimal topographic change across the property. The property east of the railroad is largely undeveloped and sparsely wooded. West of the railroad is mostly developed between the tracks and C Street. There are suspected wetlands areas along Gate Two Road east of the railroad and extending north into the property. Several small creek features are present east of the railroad and generally flow west. Remnants from a vacant mobile home park are located in the southeast corner of the site including old building pads and abandoned utilities.

The site also includes a utility easement for a major natural gas main running north-south on the east side of the railroad.

A majority of the water and sewer resources are located to the west of the railroad. While a 12" water main extends down Wilkins Road, service could also be pulled from the 16" main on Gate Two Road or the 12" main on East C Street. There is no sewer main running along Gate Two Road. There is a sewer main located on Wilkins Road

extending from just west of the railroad and a sewer main is also present on the north side of the site extending from West Lyon Station Road.

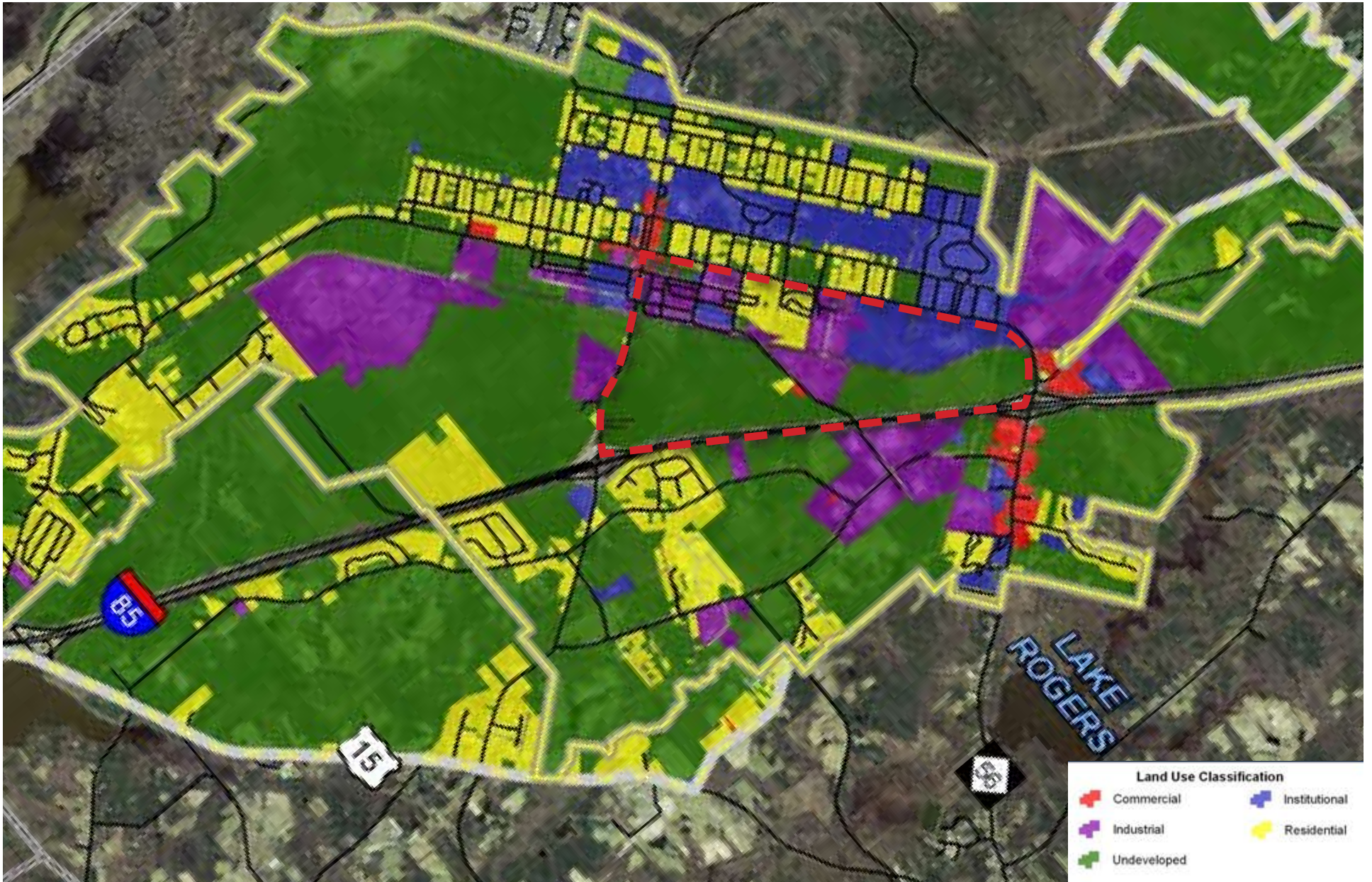
Destinations & Barriers

Destinations near the south end of the study area are dominated by the largest places of employment including businesses such as Newton Instruments and PalletOne. North end destinations are represented by some highway commercial businesses and hospitality uses on West Lyon Station Road. Another notable destination just northwest of the site is Central Regional Hospital. Located just off of Central Avenue, this destination only further adds to the congestion experienced on Gate Two Road.

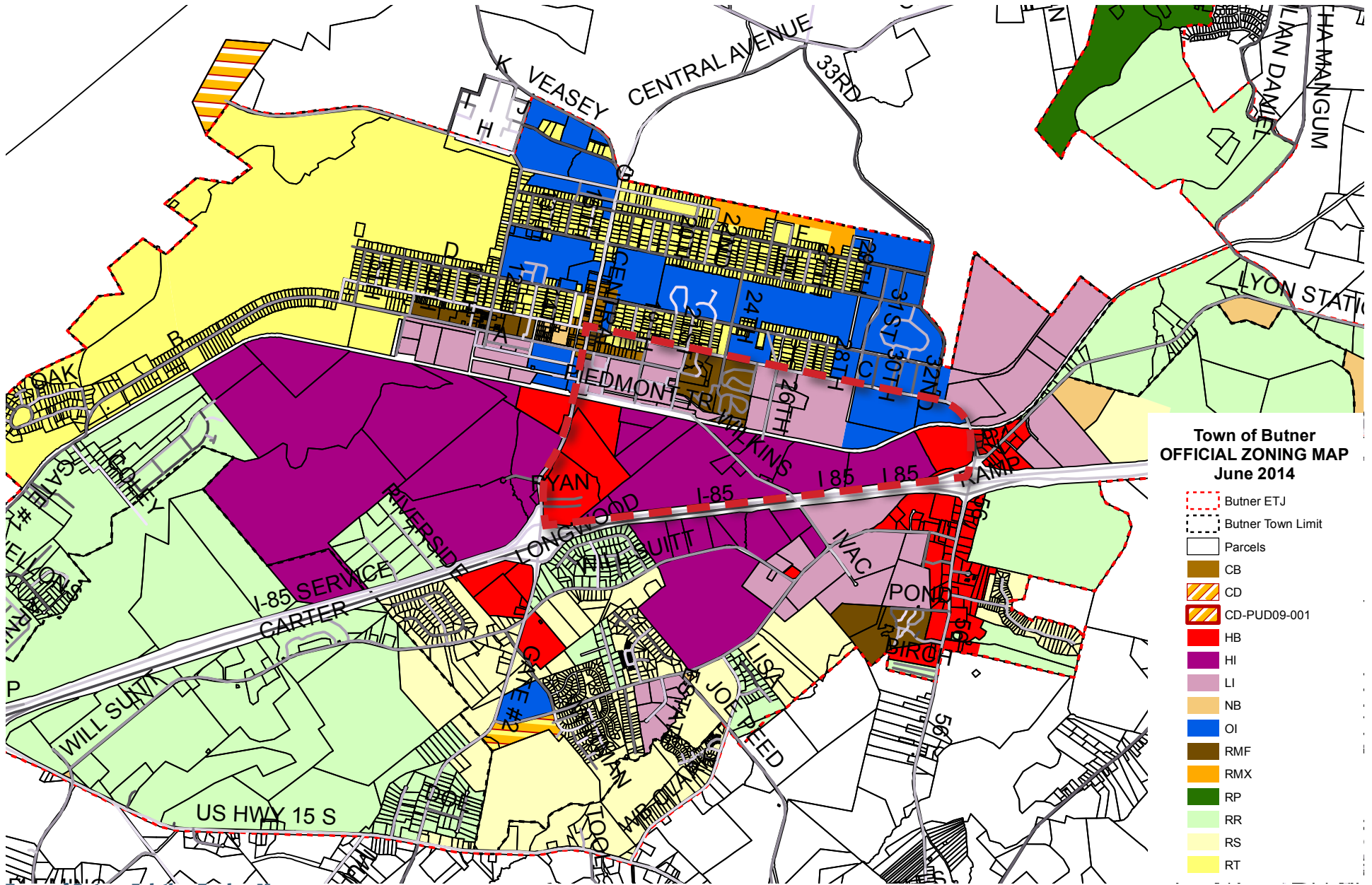
The railroad represents a significant barrier in its location through the middle of the study area. The active rail line hinders both vehicular and pedestrian connectivity east to west as well as a visual and psychological barrier. A 100 acre wetland area presents a barrier to new development on the south end of the study area.

Opportunities for Change

A master plan is a long range vision document. Implementation of that plan will occur in phases based upon many variables including control of land, market forces, and funding availability. One approach to implementation or to jumpstart a plan is to identify properties that offer the best path, or least resistance, to initiate change.



Town of Butner Existing Land Use Map



Town of Butner Existing Zoning Map

These “low-hanging-fruit” opportunities often include vacant, underutilized, or absentee owner properties, that can be target sites for potential change. Fully developed, well-performing businesses, by contrast, may offer barriers or long-term challenges to implementation of a new development pattern.

The “Opportunities for Change Exhibit” illustrates some potential opportunity sites within the study area. It is important to note that simply including these specific properties does not implicate the owners as willing sellers or participants in change, but simply associates the property with characteristics that often result in good development or redevelopment opportunities given a reasonable level of market potential or pressure. Some of the key opportunity sites within the area include:

INSTITUTIONAL / STATE

- NC Dept. Health Human Services – 175.84 acres



The Murdoch Center

TOWN OWNED PROPERTY

- Town of Butner – 52.46+ acres undeveloped near the interchange with Gate 2 Road and Interstate 85

WAREHOUSE PROPERTIES

- Granville County Land II LLC warehouses

VACANT PROPERTY

- Newton Instruments – 1.93 acre parcel fronting on Central Avenue
- Newton Instruments – undeveloped portion of parcel 1.0 approx. acres on Central Ave
- Rogers – 8 acres (2 parcels) fronting C Street
- Town of Butner / Fogleman / Davies – approximately 100 acres within potential wetland areas
- Chan – 32 ac Hwy 56



Newton Instrument Company, Inc.



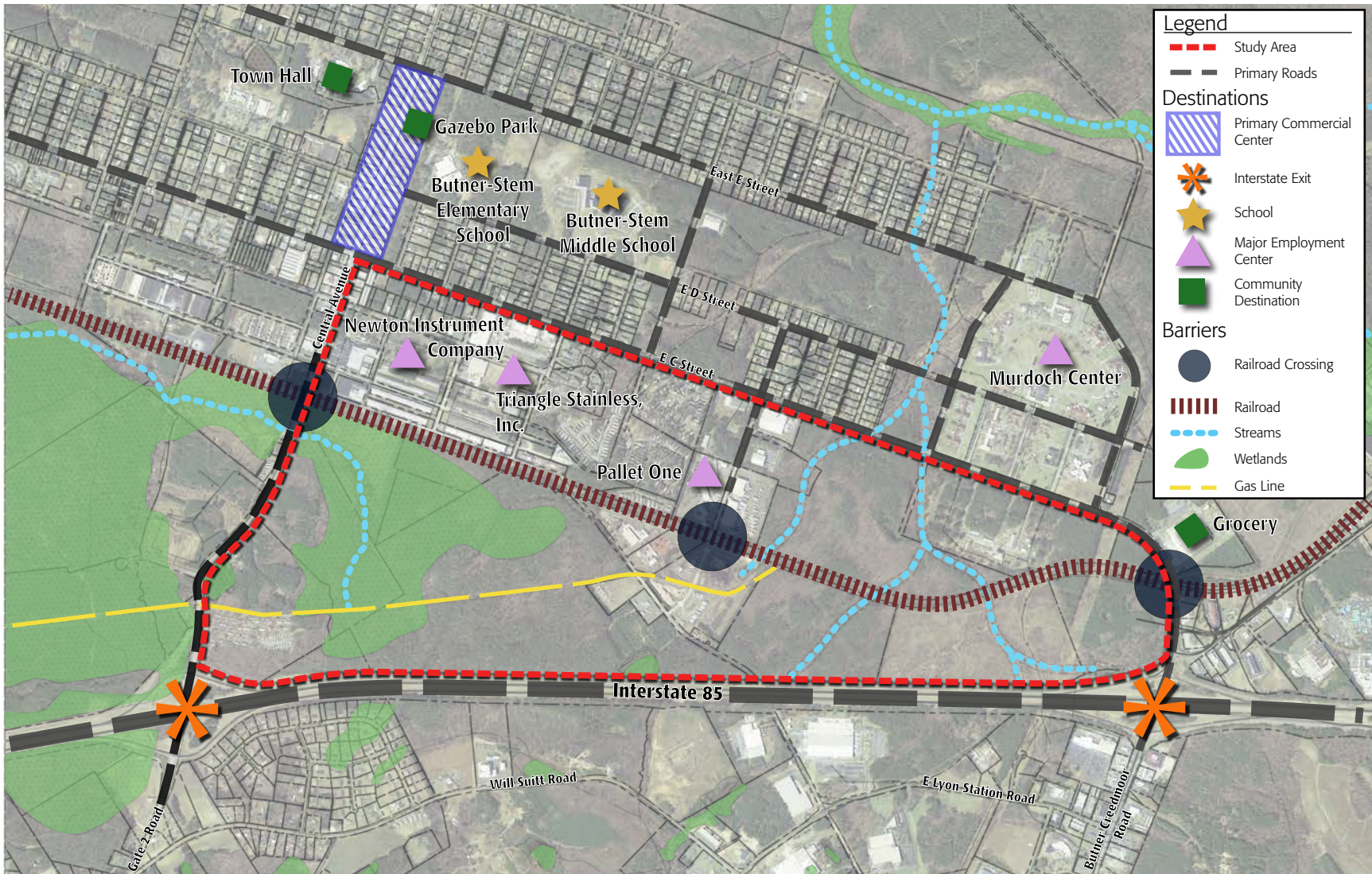
Warehouse District



Railroad



Warehouse District

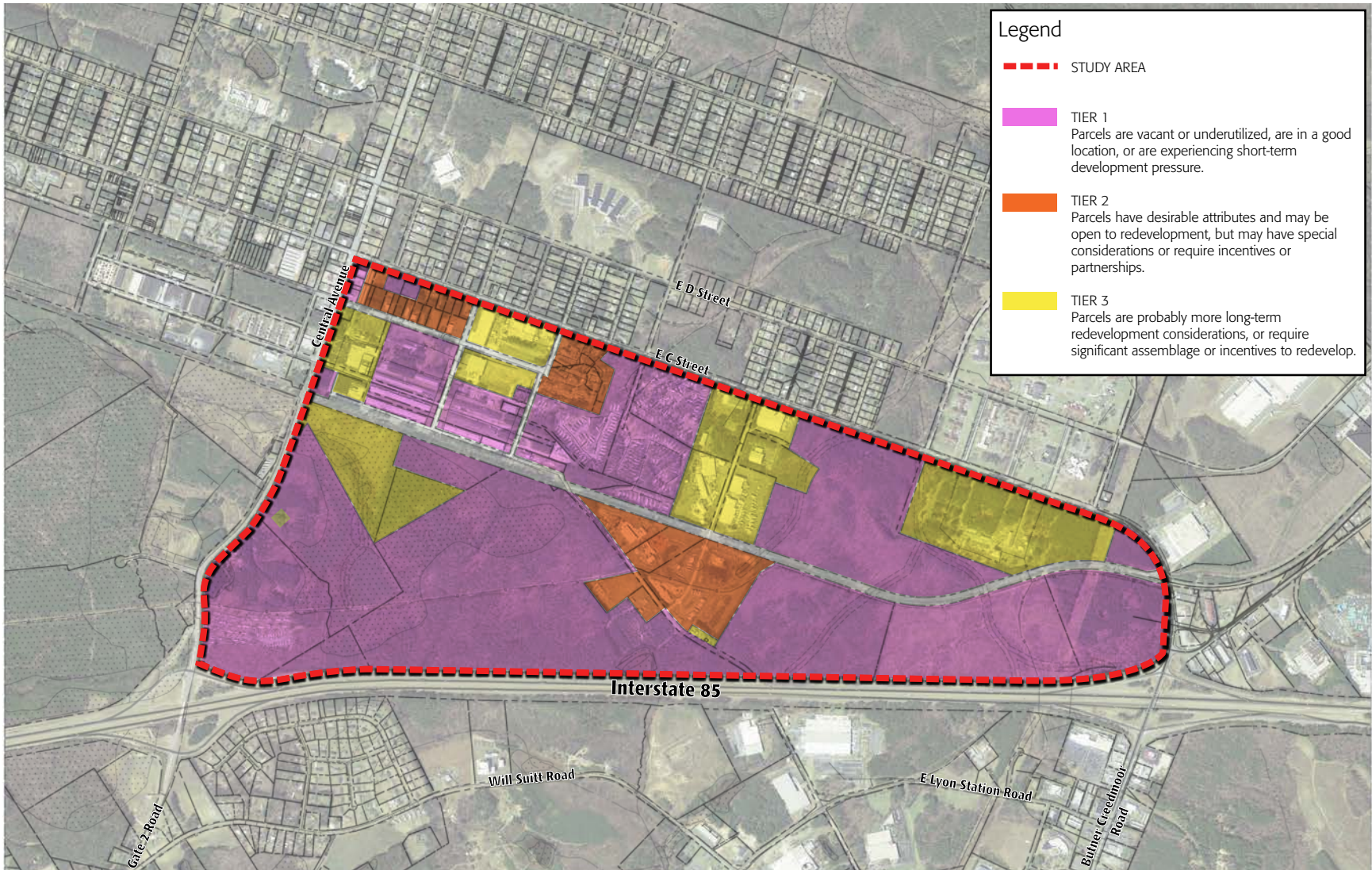


Destinations & Barriers Exhibit

Butner, North Carolina

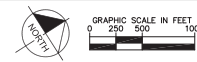


Kimley»Horn



Opportunities for Change Exhibit

Butner, North Carolina



Kimley»Horn





MARKET STUDY



Big Picture Trends & Demographics

The Town of Butner had over 7,600 residents in 2014, representing a 14.4% increase from 2000. Over the 14-year period between 2000 and 2014, the Town of Butner comprised only 0.2% of the total regional growth, which was largely concentrated in urbanized Durham, Orange, and Wake counties. The Town of Butner is aging faster than the surrounding region, with the median age increasing from 32.8 years to 38.8 years since 2000. This is largely driven by the notable decline in Millennial-age residents (aged 15 to 34) over the same time period.

The 360 new households added in the Town of Butner, equated to a 14.9% increase since 2000. With Baby Boomers aging in place in Butner, the average household size experienced a slight decrease in the last five years. Based on recent trends, it is likely that the household size in the Town will continue a downward trajectory in the future, impacting the demand of different residential product types. Median incomes in the Town have increased to \$43,820, but are still notably lower than \$56,240 for the larger Triangle region. Household growth and the associated

income levels are important indicators for future retail demand.

Residential Market Overview

Housing in the Town of Butner increased by nearly 550 units between 2000 and 2014, or 21.6%. The Town of Butner's 14-year increase made up 0.3% of the total regional growth. More than half of the housing inventory in Butner is comprised of single-family detached units, with another 25% representing mobile homes. Approximately 31% of the housing units in the Town of Butner were completed between 2000 and 2009, making it the most active decade of completions. Many of these new residential units are concentrated east of Interstate 85.

Consistent with national and regional trends following the 2007-2009 Great Recession, Butner's



Residential Market Precedent Image

share of renter-occupied units increased, along with vacant units. Nationally, the homeownership rate declined nearly 5.0% from the peak in 2006 to 2013. This reflects national trends of Millennials seeking flexibility and Baby Boomers simplifying and downsizing.

Owner-occupied housing units have a median value of over \$120,000 in the Town of Butner, lower than \$134,700 in Granville County and \$204,700 in the region. Over 80% of the total owner-occupied units in the Town of Butner are valued less than \$200,000. This provides consistency with messaging received in the public engagement process suggesting a limited stock of executive-level housing for professionals working in Butner. The median rental residential rate in the Town of Butner is nearly \$650 per month, higher than Granville County but lower than \$717 for the larger region. The highest share of contract rental



Retail Market Precedent Image

rates in the Town of Butner are for housing units leasing between \$750 and \$1,000 per month. The region has comparatively more higher-rent units due to concentrations of luxury product recently completed in or near the urban cores of Durham and Wake counties.

Retail Market Overview

Limited trend data for retail uses is available for Granville County or the Town of Bunter. The larger Triangle retail market, including Durham, Wake, and Orange counties, as well as northern Durham submarkets can be investigated as a proxy for how the Town of Butner is likely performing. Retail leasing in the region has outpaced new deliveries in every year since 2010, causing the vacancy rate to decline. Vacancy in the larger Triangle retail market peaked in 2009 at 8.2% before declining



Retail Market Precedent Image

to 6.6% at year-end 2013.

Northern Durham County provides a valuable benchmark of retail performance in Butner because of the connection along Interstate 85. The North Durham Submarket has a current vacancy rate of 7.3%, which is considered a healthy measure of available space. Generally, vacancy rates in the Town of Butner are estimated at 5% to 7%. There has been limited new retail product completed in Butner; older retail space is leasing for notably less than the regional average due to age and size configurations.

Office & Industrial Market Overview

Companies related to Public Administration make up four of the top ten major employers in Granville County. This is reflective of the presence of state and federal health facilities and correctional institutions in or near the Town of Butner. Manufacturing companies make up two of the ten largest employers in the County, including Revlon and Altec. Employment growth has been limited in Granville County over the last ten years, increasing by only 2.7%. Granville County reported over 20,250 jobs in 2013. Jobs in the Town of Butner comprise an estimated 25% of the



Office & Industrial Precedent Image

total County employment, with significant focus on the Manufacturing, Public Administration, and Health sectors.

More than 2,500 people commute into Butner for employment, while 2,400 leave for jobs in other areas. Only 188 people live and work in Butner showing limited overlap in labor force and job requirements. Of the Town of Butner residents that are commuting to other places for employment, Durham and Wake counties attract over 60% of the labor force.

The Town of Butner and Granville County currently has a very limited supply of multi-tenant office space. However, the completion of the East End Connector will further enhance accessibility between Research Triangle Park (RTP) and Granville County. Office vacancy in

the three-county Triangle market has declined from a peak in 2010 at 17.5% to 15% at year-end 2013. More recent market performance indicators demonstrate continued improvement. The North Durham Submarket had a reported 20% vacancy rate in 2014. Downtown Raleigh and Downtown Durham have two of the lowest vacancy rates in the market, indicating the resurgence in leasing in urban cores which typically offer pedestrian access to retail goods and services for employees.

While new retail and office development has been relatively limited in the Town of Butner, industrial warehouse space has been recently constructed at the Falls Lake Commerce Center, a master-planned business campus. Additionally, some major employers interviewed as part of the public engagement portion of the process indicate that there is need for expansion of their manufacturing



Hospitality Precedent Image

TYPE	UNITS	20 YEAR DEMAND	
		LOW	HIGH
Residential	Dwelling Units	2,530	2,530
Retail	Square Feet	300,000	350,000
Office	Square Feet	100,00	150,00
Industrial	Square Feet	250,00	300,00
Hospitality	Hotels	1	2

Market Study Analysis

space. Similar to retail and office, the larger three-county Triangle market has experienced a resurgence in industrial leasing resulting in a declining vacancy rate since the 2007-2009 Recession.

Demand Forecasts

Given the Gateway Area's prominent location on Interstate 85, between two interchanges, this area is likely to capture a large share of Butner's total forecasted demand. Residential and retail demand forecasts are based on projected new households, and office and industrial forecasts are based on potential future employment.

Two different residential growth scenarios were evaluated to forecast population, households, and housing units for the Town of Butner. Each scenario

uses data provided from the North Carolina Office of State Budget and Management (NCOSBM) for the seven-county Triangle region. The variation in the growth scenarios is based on the completion of the East End Connector in Durham County. The Connector is likely to impact the amount of growth Granville experiences, as more people will be attracted to the Town of Butner. Scenario 1, a more conservative forecast, estimated the addition of over 3,400 new residents over the next 20 years, a 45% increase. Scenario 2 equates to a population increase of over 5,600 in a 20-year period. The total estimated 2035 population of approximately 13,200 in Scenario 2 would be 20% higher than 11,000 in Scenario 1. Again, given the pending construction of the East End Connector, an increased capture rate for the Town of Butner is likely. Based on feedback from the Town and stakeholders, as well as market performance data,

this analysis utilized the second scenario as the basis for future demand in the Town of Butner.

An employment forecast for the Town of Butner was prepared based on Woods & Poole forecasts for Granville County. Woods & Poole provides third-party employment and economic forecasting at the county-level by industry sector. The Town of Butner is expected to increase to over 7,600 jobs, an increase of 1,969 over 20 years, or 34.4%. The forecast is based on projected employment growth in Granville County, adjusting the capture rates to consider the impact of the East End Connector. The completion of the Connector will allow for a more direct access between Granville County and RTP. The RTP area holds a large share of the region's office, warehouse, and flex space; the Connector will likely increase synergy with existing employment concentrations and Granville County equating to a higher capture for the Town of Butner.

The table on page 23 presents a summary of the 20-year forecasts for the Town of Butner by product type. It should be noted that given the BGSAP's prominent location along Interstate 85 with access to two interchanges, the study area will likely attract a strong majority of the demand forecasted for the Town of Butner.



Retail Market Precedent Image



Retail Market Precedent Image



Retail Market Precedent Image



Retail Market Precedent Image



Hospitality Precedent Image



Retail Market Precedent Image





DEVELOPMENT
CHALLENGES &
OPPORTUNITIES

Physical

CHALLENGES

- *Wetlands:* Environmental mapping sources indicate the potential for a large, contiguous wetland area in excess of 100 acres on the south end of the study area and east of the railroad. Development will not be permitted in this area. Field investigation will be required to determine the actual limits of regulated areas. However, the potential environmental impact area will limit future development along Gate Two Road and between vacant areas of the site and the railroad. Further field investigations are needed to accurately map the limits of regulated features.

- *Soils/Land Development Costs:* Soils throughout this part of Butner often exhibit characteristics that do not support conventional construction methods. These poor quality soils can be removed and replaced with good material, or excavated, dried, and modified on site to achieve suitable structural characteristics. The end result is an expectation for higher site development costs that could impact the financials on real estate pro forma or a developer's ability or willingness to purchase and develop.

- *Railroad Barrier:* The railroad that bisects the study area is a challenge to connectivity between uses, both vehicular and pedestrian. In addition, safety concerns become heightened when more traffic and more people are introduced to the



Goss Cemetery

area upon development and redevelopment of the adjacent properties. There are also railroad buffer requirements. Sixty-car trains serve the quarry during daytime, other shipments go into late evening and early morning. Noise from the train activity should be considered relative to residential uses.

Closing, relocating, and creation of split-grade crossings are potential options to address these issues but typically are cost prohibitive or met with a lack of support from the railroad operators.

- *Cemeteries:* There are two small family cemeteries located within the study area. One is situated near Wilkins Road and in proximity to the potential alignment of 26th Street extension into the study area and another near the pond adjacent to Gate Two Road. These sites will need to be accounted for in future planning and design efforts.

OPPORTUNITIES

- *Natural Area / Passive Open Space:* The potential large wetland area on the south end of the study area can be managed as a central amenity to the overall development. It could be a backdrop to residential or mixed-use development, support elevated walking trails, and be a soft transition between land uses. Some removal of understory vegetation could create a nice park-like environment and address potential public safety issues. In addition, this large natural area could be used as a form of nature education with trails and interpretive signage.

- *Re-Use of Excavated Soils:* The anticipated need to excavate unsuitable soils could generate material for landscape berms and mounding topography throughout the development. This material will dry out over time and could be used to create interest and contouring in an otherwise very flat landscape. Berms to mitigate noise from the interstate or the railroad could be created with the excess material.

Another advantage of the large land area and long development timeline is that poor soils could be excavated and spread across large areas to dry out over time and be conditioned for re-use as structural fill, thereby saving money by reducing imported material quantities.

- *Access / Transportation Network:* The position of this land adjacent to two interstate interchanges is one of the most important assets for the BGSAP.

This will provide for good, convenient access from both ends of the development and great visibility. The future 26th Street extension over Interstate 85 into the study area is another enhancement to overall connectivity to the community. Gate Two Road offers an opportunity, with some enhancements, to establish a strong visual corridor and a true gateway, not only for the BGSAP, but for the Town of Butner in general.

Land Use

CHALLENGES

- *Industrial Uses:* Existing industrial uses within the study area are tied closely to the railroad and the history of this area as the site of manufacturing and production. These uses may not be compatible with desired residential and commercial growth for the BGSAP. However, given that the land is privately controlled relocation of existing businesses, if an option that would be entertained at all, may be a long term proposition. As a mix of uses is introduced into the area, appropriate buffers to industrial uses will need to be established.
- *Residential Uses:* The development and redevelopment of the BGSAP must be supported by residential neighborhoods with a variety of housing types and a cross section of price-points to attract a mix of income levels and diversity. The existing housing stock within the study area includes mobile homes and some lower quality structures that could be a detriment to

attracting new development. Redevelopment of these residential areas should consider how to incorporate workforce housing options into plans to limit displacement of residents seeking to remain in this area.

OPPORTUNITIES

- *Streets & Infrastructure Pattern:* The existing development pattern of streets and lots west of the railroad actually follows a sound model for new development with a street grid network that promotes connectivity and walkability. Redevelopment of these areas to improve the quality of the housing could be accomplished using the existing infrastructure to create desirable neighborhoods within walking distance to new development in the BGSAP, street retail on Gate Two Road, and other downtown destinations. The addition of new streets within the existing grid network to reduce overall block size would improve walkability.
- *Proximity to Schools:* Walkability from residential areas to the local Elementary and Middle School complex is a great benefit for a viable mixed-use development. Access to the recreation facilities and potential meeting space is also a community enhancement.
- *Connectivity to Historic Downtown Area:* The ability to extend streetscape enhancements from the BGSAP into the traditional downtown is critically important. The potential exists to develop a welcoming, safe, and walkable pedestrian zone



Butner Stem Elementary School

from the railroad to Town Hall and Gazebo Park.

- *Industrial Use Relocation:* While relocation of existing businesses might benefit the overall redevelopment of the area, the Town would not want to risk losing those valuable businesses to other communities. Relocation to sites within the study area that help reinforce the land use patterns and buffer these uses from residential and commercial uses should be evaluated.
- *Undeveloped Parcels:* Approximately 521.7 acres of the total study area is undeveloped land. This offers many opportunities to accommodate new development and possibly for use as green infrastructure.

Regulatory

CHALLENGES

- *Falls Lake Watershed Rules:* While very complicated, the overarching impact to land planning with regard to the Falls Rules is the need

to allocate more land for stormwater facilities than is typically required in other watersheds around the state. Impervious development is not allowed in a mapped floodplain, which on this site includes the mapped wetland areas.

- *Current Code:* The Current Town LDO was adopted in 2008 and is regularly updated (latest revision August 2015). The LDO provides the broad based standards for development and redevelopment within the Town and its extraterritorial jurisdiction. The provisions of the existing LDO generally do not lend themselves to an effective redevelopment approach consistent with the Town's vision for a vibrant, mixed use area that can serve as an economic and employment center for the Town. The Code is a typical, traditional ordinance in that it provides for separation of uses and development standards specific to those uses; mixed use developments, vertically and or horizontally, are generally not addressed in the current provisions. In addition, portions of the Code are more suburban in nature and may not support effective, efficient development patterns envisioned for this site.

OPPORTUNITIES

- *Development of New Zoning District:* The development of a new code specific to the BGSAP will provide guidance to the development pattern and quality of development within this key gateway development. The new code should include provisions supporting a mix of uses, sharing of infrastructure and more traditional patterns of

development in a context sensitive setting.

New District standards should also provide for a revised development review process that will allow for the streamlining of projects that are consistent with the Code and the BGSAP.

- *Adopt Smart growth strategies for land use and development within the BGSAP:*

- Direct development towards existing infrastructure, adapt and reuse buildings, and engage in urban infill to meet development needs.
- Review and revise the Town's Code to support redevelopment efforts
 - Establish minimum levels of development to complement the Town's maximum levels to encourage increased areas of development and minimize low density and/or single use facilities.
 - In lieu of minimum development standards, provide development incentives to encourage additional density, intensity (non-residential), mix of uses (vertical and/or horizontal), provision of public spaces, activated streets and pedestrian zones, or similar standards.
 - Provide alternative design and development standards including road/right-of-way cross-sections supportive of walkable, urban development and redevelopment practices.
 - Zoning and development standards

that encourages well planned compact mixed-use development can encourage reuse and reduce impacts on Town resources.

- Work to provide valuable jobs/employment centers within the Town.

Infrastructure

CHALLENGES

- *Accessibility/Transportation Network:* Addressing the lack of existing roadway infrastructure and access into the study area east of the railroad will be critical to attracting development interest and establishing developable parcels. The cost of roadway infrastructure may be addressed through a combination of public and private funding and the approach is ultimately part of the overall development strategy. It is likely that a mix of both private and public funding will be required to attract development.

- *Utility Service:* Similar to roadway infrastructure, utility service to the site is a key component in the developer's program and financial proforma. Developers are accustomed to bring services to their sites from public main lines but the cost to design and construct mains can be a deterrent.

Community Branding

CHALLENGES

- *Brand Perception:* The Town's unique story and history cuts both ways. It is something of great

pride but also something of a barrier to attracting new residents and businesses that are seeking popular versions of community and live, work, and play environments. Perceptions of Butner as an institutional Town, not ideally suited for millennials or executive lifestyles can impact the ability to recruit and attract the diversity of economic and cultural population that helps to create vibrant communities.

- *Community Venues and Events:* Butner has a wonderful neighborhood park facility at the Gazebo Park, a modern ball field complex, and a fantastic Town Hall with public meeting space. The challenges relative to brand-reinforcing events includes the following:

- The need for a signature or signature events that speak to the core brand of the Town
- Convenient support services, shopping, parking, and food to attract and keep people in town associated with an event



Gazebo Park

- Variety of venues to support a variety of events from farmer’s markets and art festivals, to outdoor concerts and movies.
- *Schools:* School quality, and the perception of school quality, is critical to attract new business and families to locate in our communities. Businesses often cite the school issue as paramount in their ability to attract the best employees. This is a long-term issue that requires political will and cooperation at all levels of government and economic development to effect change. It is critical to let prospective buyers know that a quality education is available to compliment all of the other desirable characteristics in your community.

OPPORTUNITIES

- *Create a New Image for the Butner of the Future:* A look at the Town’s website gives a good indication of what the Town believes, or would like to promote, as the brand of Butner today. The primary images, and perhaps the underlying branding message, associated with each include:



Butner Town Hall

- The Gazebo Park (family oriented; recreation)
- Town Hall Building (quality of built environment; small Town)
- Lake Holt (rural; recreation; great for the outdoorsman)

Community branding is an intentional exercise. The development and promotion of a brand is a focused, organized, and coordinated effort to identify the core brand, to properly package that brand, and to effectively promote the brand locally, regionally, nationally, and even internationally. It has been said that “every project needs an ocean”. Finding the “ocean” in each community is critical to branding and may appear in the form of a park, a streetscape, an historic attraction, a recreation amenity, an arts district, or a destination retail experience. The Town should undertake an opportunity to embark on a branding effort, using community branding consultants, in conjunction with the development of the BGSAP. This is



Butner Town Hall

an opportunity to identify the best of Butner as well as detracting characteristics, and new or latent qualities that may be opportunities for brand development. Taking advantage of core community assets and enhancing those with new opportunities can result in a fresh perspective on your community image.

- *The East End Connector:* The completion of the East End Connector from Durham will greatly improve connectivity and traffic along Interstate 85 near Butner. From an economic development and branding perspective, proximity and reduced drive-time to major universities, healthcare, and employment destinations should become part of the message for why Butner is an attractive place to live, work, and play.

Market Factors

CHALLENGES

- *Moderate Growth Trends:* Population growth in the Town of Butner has been relatively stagnant since 2000, demonstrating only modest increases of 960 new residents and 530 new jobs in 14 years. Construction of new product types, including residential, retail, and office, have been limited since the Recession, largely due to lower sales/lease prices and low demand.

- *Loss of Millennials/Creative Class:* Demographic shifts since 2000 have demonstrated a sharp decline in the Millennial population cohort, generally aged 15 to 34. Nationally, the Millennial

cohort overtook the Baby Boomers as the largest generation. Many of these residents are likely leaving the Town of Butner to pursue higher education. Having a labor force rich in educated Millennials has become an important location consideration for many employers.

- *Median Household Income:* Household incomes in the Town of Butner are lower than Granville County and the larger region. Retailers strongly consider household growth, as well as their associated incomes, when selecting sites for future development. Encouraging a variety of housing price points could help attract executive-level decision makers at existing employers to reside in Butner versus commuting to Wake or Durham counties.

OPPORTUNITIES

- *Access to Interstate 85:* The Town of Butner has excellent accessibility to Interstate 85, with connection into downtown Durham and further to RTP. Interstate 85 also brings 32,000 vehicles per day along the site, creating demand for retail and hospitality uses from inflow traffic.

- *East End Connector:* Construction recently began on the East End Connector, a project that will ultimately increase the connectivity between Interstate 85 and Interstate 40. The four-mile, \$142 million project is expected to be completed in 2017, connecting the Durham Freeway with the US-70/NC-98 intersection. Ultimately, the East End Connector will increase access between the

Town of Butner, on Interstate 85, to jobs in RTP and Wake County.

- *Existing Major Employers:* A number of major employers are currently located in the Town of Butner, including both institutional and private ownership. Proximity to these employers could create opportunities for new jobs in the Town. Additionally, relocation of major employers needing room for expansion, especially those constrained by neighboring businesses, could generate additional demand for new product in the BGSAP area.

Property Control

CHALLENGES

- Control of property in order to minimize the number of landowners within an assemblage is a key factor toward attracting new, private sector development interest. While the Town controls some acreage within the BGSAP, a large portion of that land is potentially wetland area. Given that most of the study area is owned by multiple



Lake Holt

private and public entities, there are several possible approaches to setting the table for new development or redevelopment.

- The Town can seek to acquire control or ownership of key parcels in order to market those properties to the development community. This is a difficult scenario for most small Towns without the resources to land bank and market property for development.
- Attract a master developer to assemble land, working directly with property owners, toward implementing the vision or key portions of the vision.
- Land owners can take it upon themselves to market their land collectively, as a cooperative assemblage, understanding that each owner will likely realize a better return by going to market with a large tract instead of lots of individual properties.
- The Town can simply adopt the Plan and let private developers work independently to acquire land and develop within their own areas of expertise (i.e. residential; commercial; hospitality). The importance of a good code for the BGSAP is particularly critical in this scenario to encourage continuity and quality as individual properties develop independent of each other.

OPPORTUNITIES

▪ Town control of the land immediately adjacent to the Gate Two Road interchange represents control of a primary opportunity site within the study area.

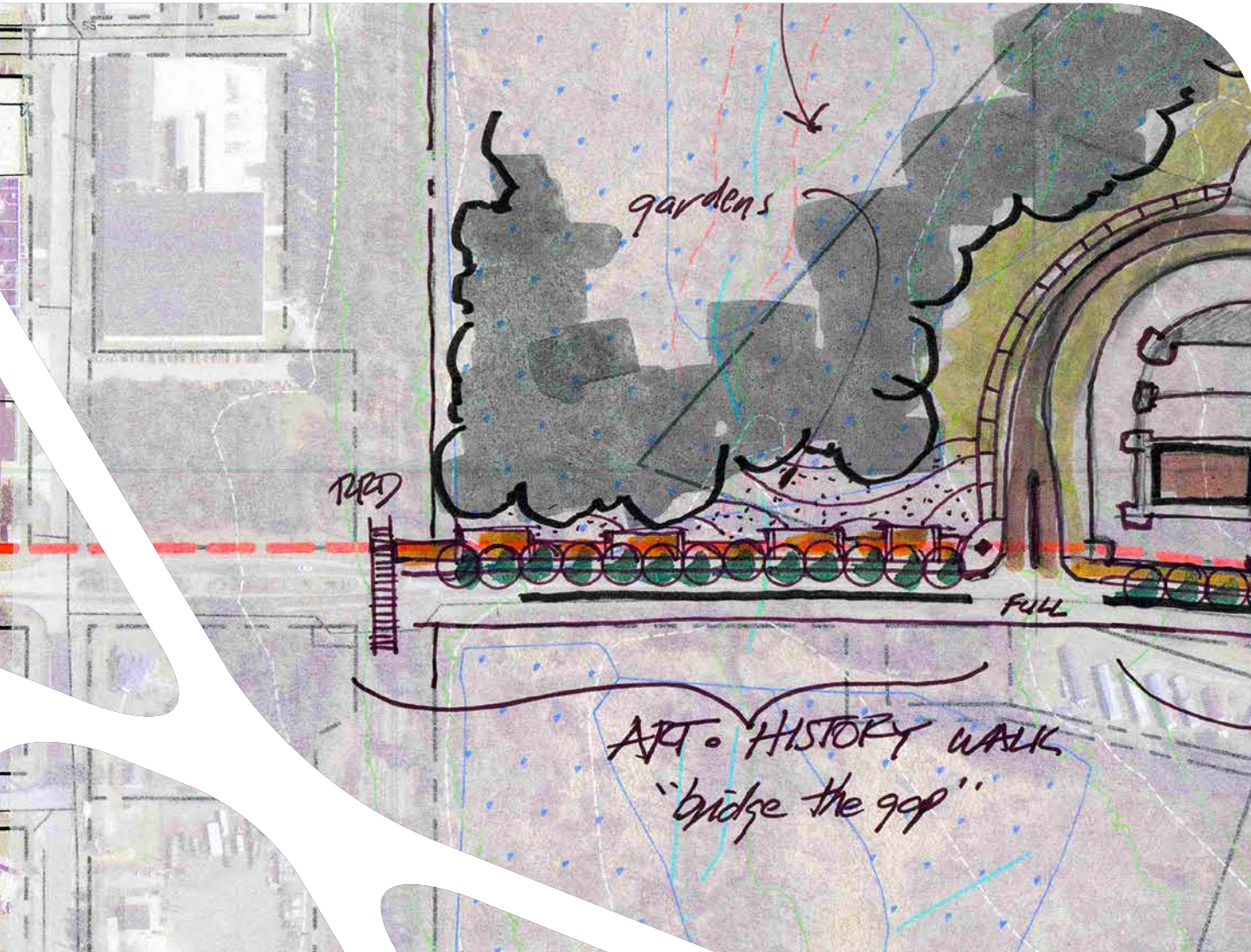
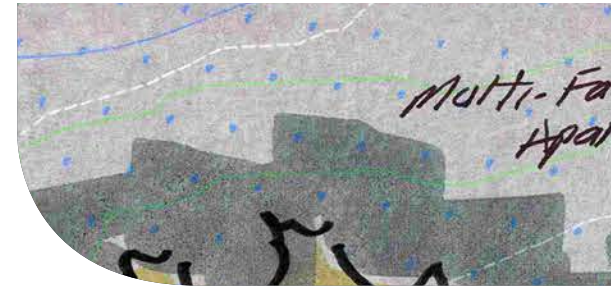
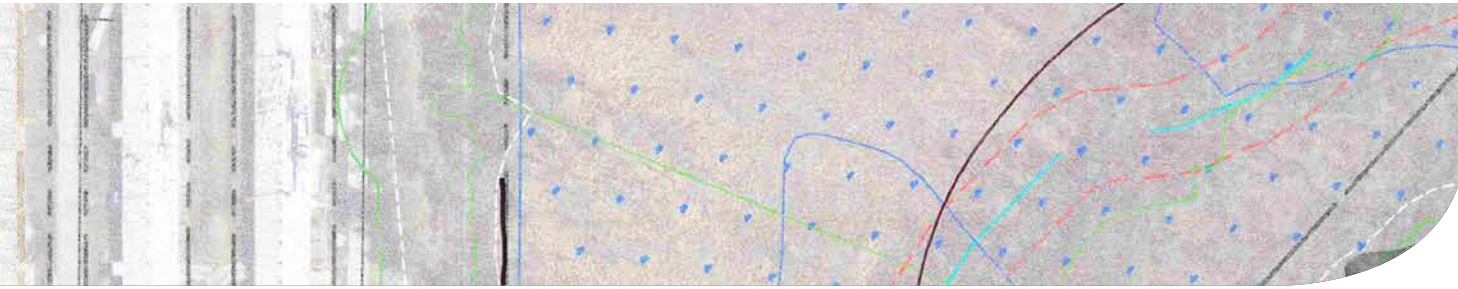


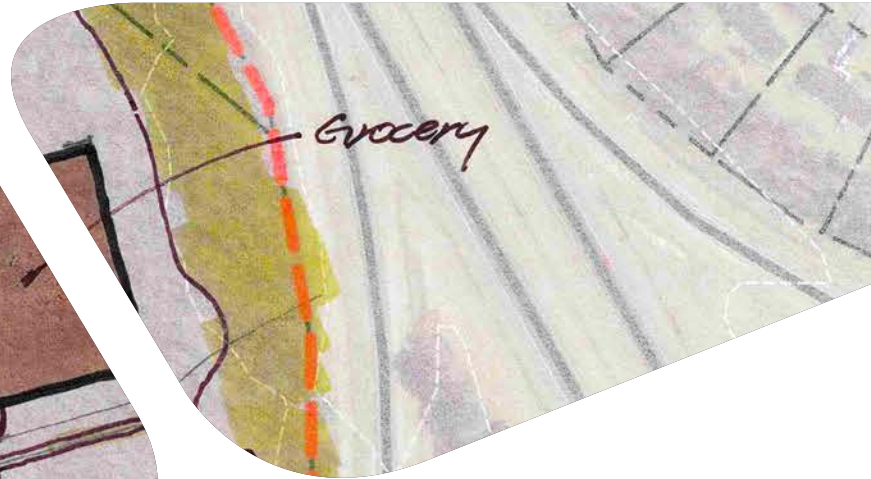
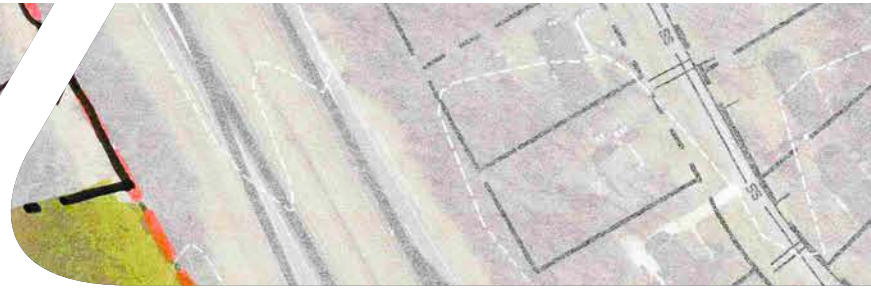
East End Connector

The identification of opportunity sites represents another good way to jumpstart the Plan. Vacant parcels, absentee owners, or underperforming businesses may offer opportunities to obtain key properties or help coordinate relocations to jumpstart redevelopment.

- Relocation of existing businesses into the BGSAP

from other parts of town or from one part of the study area to a more appropriate site within the study area should also be explored in order to better support the overall plan vision. The benefits of clustering like uses may induce existing businesses to locate together and participate in creating the physical form and streetscape environment desired.





MASTER PLAN

Stakeholder Input / Community Based Vision

Each public input event featured an opportunity for land owners with property located within the study area to interact with the consultant team and Town staff prior to a broader, open public meeting. Participants were given an overview of the study area and the project intent and engaged in a variety of exercises to obtain preferences, concerns, and ideas regarding what they considered to be a desirable development outcome for the property.

Following is a summary of the most relevant input obtained through the public engagement process.

OPPORTUNITIES

Participants were asked to describe the types of development and specific uses within the Plan that would appeal to them or would address a specific need:

- Multi-use/mixed-use center serving the local community and Granville County
- Special event facility for conferences, concerts, trade shows, etc.
- Attract “Clean” industrial and/or tech companies

- Local professional offices - financial, insurance, real estate, etc.
- YMCA / Wellness
- Potential for Urgent Care center tied to Granville Medical
- Public/community open space and event space
- Public Safety substation
- Larger retail boxes on the north end and commercial “village” on the south end
- *Key Objectives:*
 - Employment center / job creation
 - Grow tax base
 - Capture expendable income from area employees who return home elsewhere in the evenings
 - Create “a place for young people to come back to”
 - Catalyze and connect to Central Avenue as the Town’s historic “spine”
 - Link to regional greenways along Gate Two, Highway 56, north-south along rail line, and/or new connection from 26th Street over Interstate 85
 - Make connections to planned pedestrian routes along Central Avenue, C Street and 24th Street



January 28th Public Meeting



March 17th Public Meeting



March 17th Public Meeting

▪ Perceived gaps in goods and services – the most commonly identified gaps in goods and services included the following:

- Retail/restaurants for daytime employees and nighttime residents
 - Casual, sit down dining (Cracker Barrel, Lone Star, Ruby Tuesday, etc.)
 - Restaurants suitable for a reasonable business/client lunch
 - National Grocery store in the middle tier of quality to complement existing store brands in the market
 - Recruit/attract retailers that offer discounts to state and federal employees
- Hotel - full service hotel to host out of town visitors for local industry and Ritchie Brothers Auction events to capture travelers who currently lodge near the airport
- Professional services

▪ Residential

- Senior housing
- Corporate housing - short-term executive apartments
- Single-family housing- needs to

generally be affordable, but some room for “executive housing” to attract higher end professionals to work and live in Granville County

- Local realtors report most demand for a \$125-155k price point. Bankers report that most first time buyers in the area will qualify for \$150k mortgage; some expressed need for housing in the low 200’s

Butner Community Brand

Participants were asked to share their perceptions of Butner’s community brand in terms of images and characteristics most frequently associated with the Town.

- Rural / small town feel / smaller, friendly environment
- Becoming a more diverse community
- Open space
- “Affordable,” but not “cheap”
- Military gateway - potential “Gateway Center” as the commercial gateway to Granville and region
- Historic ties to the site - used to be a racetrack,

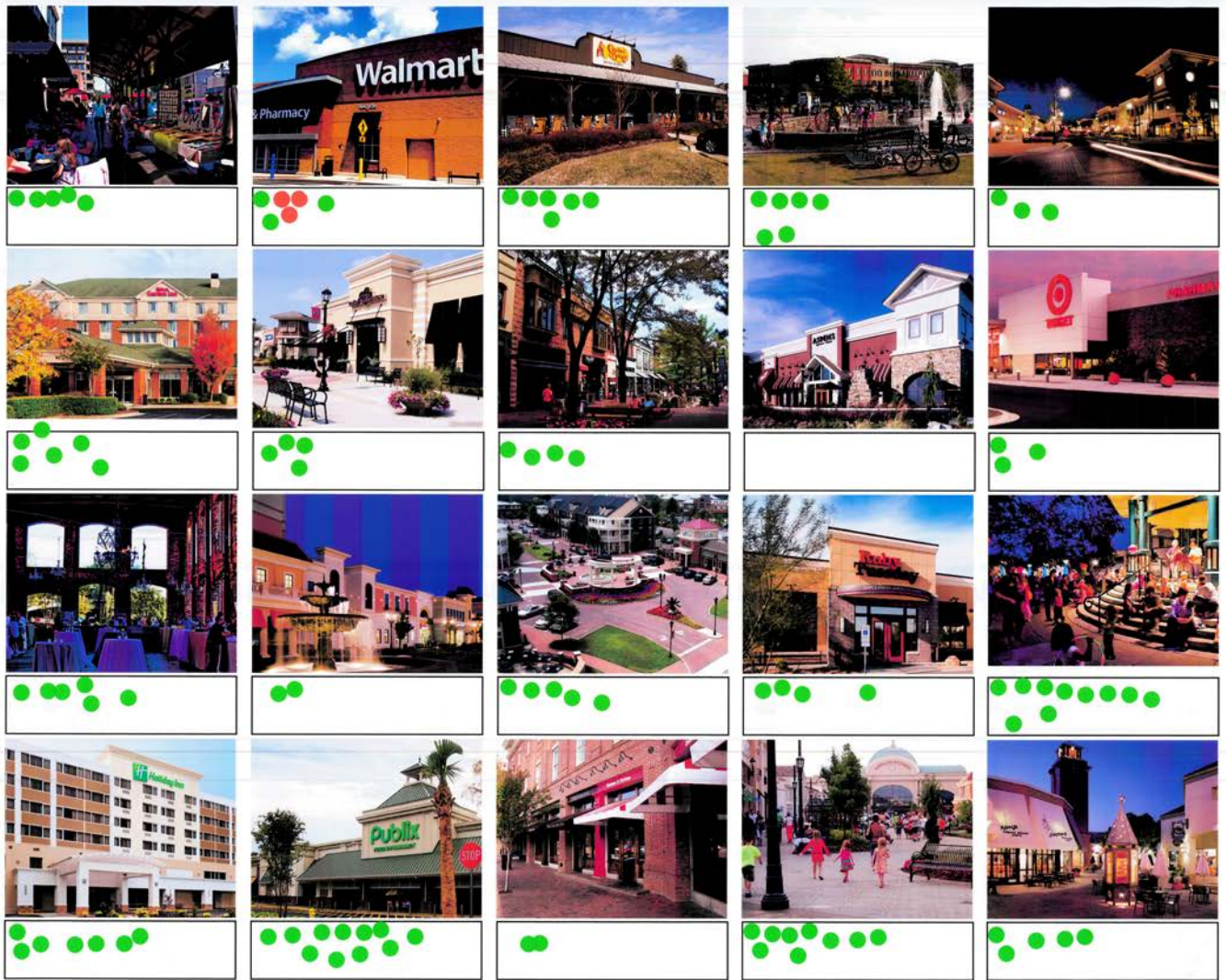


Visual Preference Survey Precedent Image ball fields, and a drive-in

- Town built on jobs, institutions, and family ties

Visual Preferences

Community participants at the January 28th, 2015 charette were asked to choose from a series of images those which best represented their vision for the future of downtown. The images selected included architectural styles and building materials that are fitting for historic downtown areas or more contemporary mixed-use centers. Many of the images supported a desire for a more walkable downtown environment and opportunities to create multistory buildings that could accommodate retail or office uses on the ground floor and residential or office uses above.



● PREFERRED ● NOT PREFERRED

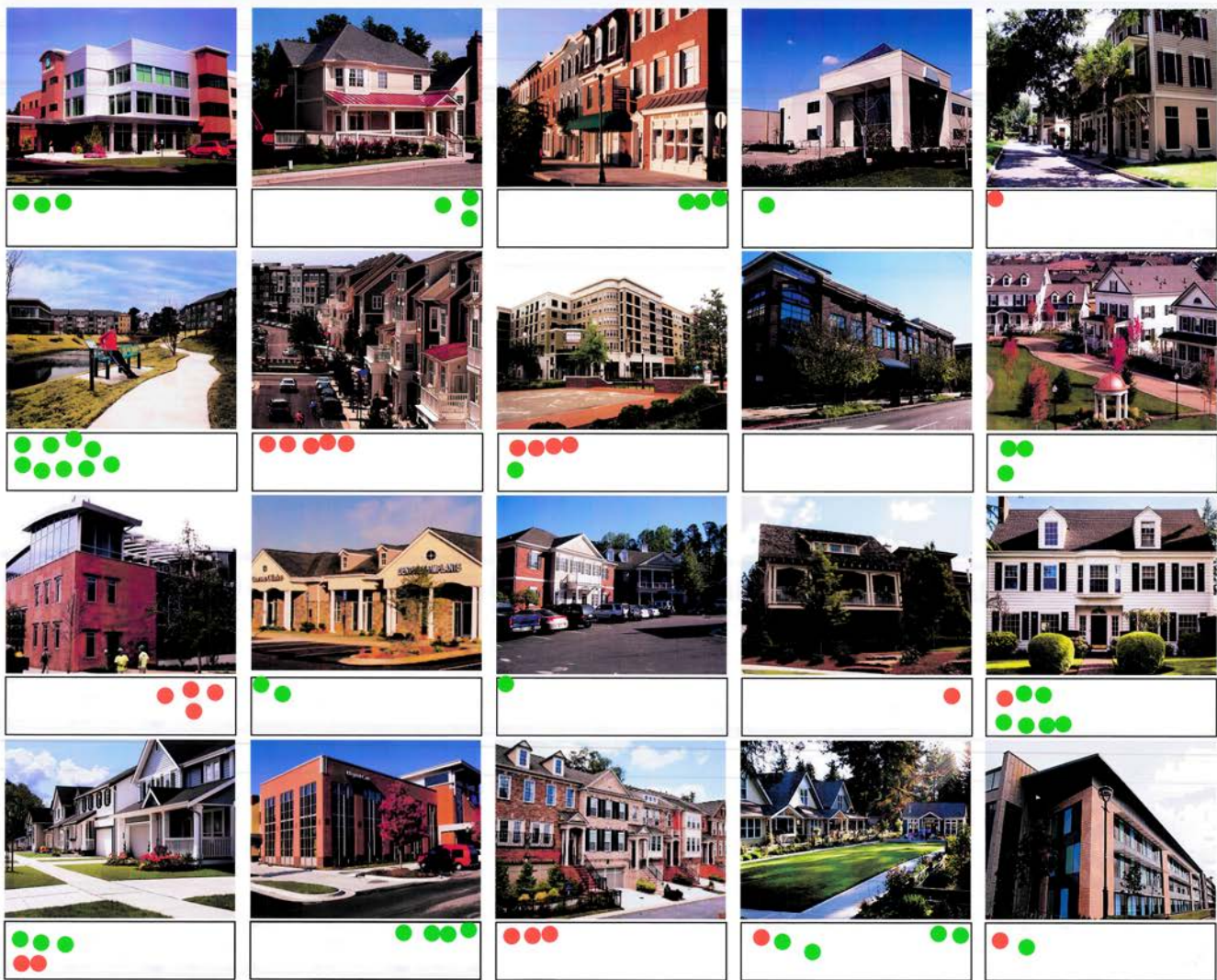


Visual Preference Survey - Retail and Hospitality

Butler, North Carolina

VISUAL PREFERENCE SURVEY
RETAIL AND HOSPITALITY

Kimley»Horn



● PREFERRED ● NOT PREFERRED

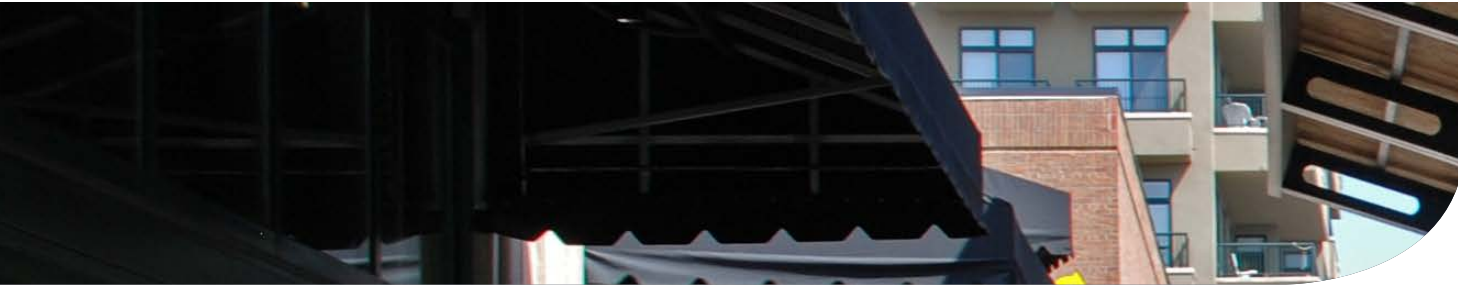


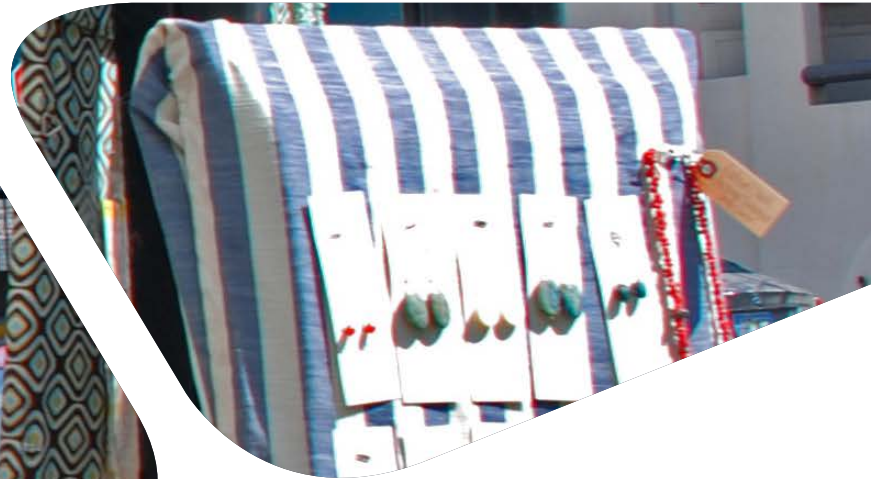
Visual Preference Survey - Office and Residential

Butner, North Carolina

VISUAL PREFERENCE SURVEY
OFFICE AND RESIDENTIAL

Kimley»Horn





MASTER PLAN FRAMEWORK



Key Elements

GATEWAY IMPROVEMENTS

The success of the BGSAP should be considered in tandem with the success of the traditional downtown corridor to the west along Central Avenue. The two areas are economically and intrinsically tied together and will feed on each other if strong visual, vehicular, pedestrian, and market connections are developed. The importance of a strong gateway image and infrastructure is critical to building community and a viable downtown area. A strong gateway corridor is the first visual clue that one is within the Downtown district and as such can orient visitors and create an expectation that services, entertainment, shopping, and dining can be found nearby.

The goal for the gateway corridor is to develop a contiguous, walkable area that is safe and attractive



March 17th Individual Stakeholder Meeting

to local businesses between the interchange with Interstate 85 and the Town Hall / Town park area.

A key factor in the success of street retail is to minimize gaps in the block facade in order to maintain visual continuity, street level activity, and overall interest. These factors are essential to motivate pedestrians to use and explore the corridor on foot over longer distances in lieu of leap-frogging the district in their automobiles. This in turn creates more interaction between pedestrians and businesses along the corridor, improves safety with more eyes-on-the-street, and generally creates a more vibrant environment for street retail and entertainment. The presence of the railroad and a large natural wetland area creates a challenge to maintaining development continuity and will need to be addressed in the way the sidewalks and landscaping are designed and detailed. The potential for a public art or history walk should be explored to enhance this otherwise inactive section and create interest to drive pedestrians across this development gap.

The key elements for gateway development include the following:

- Wide pedestrian zone and public realm
- Median plantings, street trees and landscaping



Gateway Example

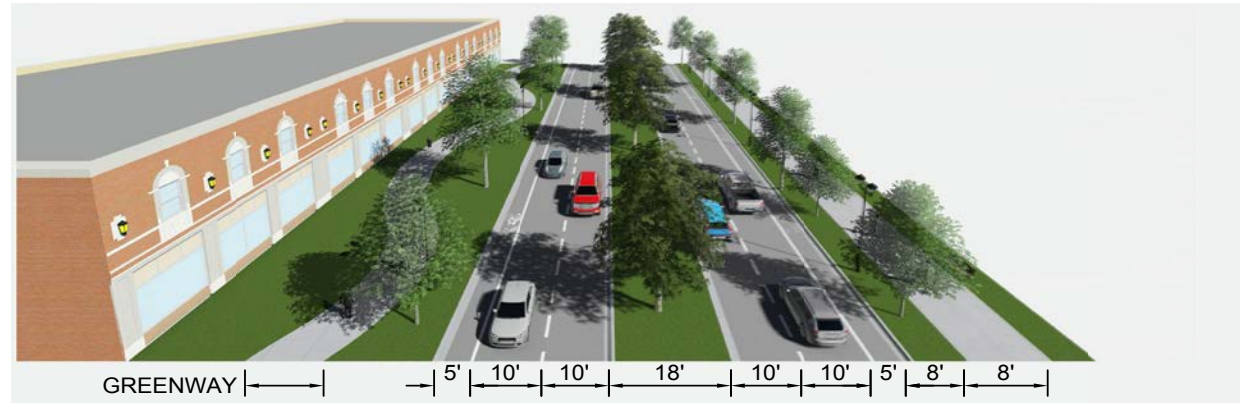
- Wayfinding and monumentation
- Safe railroad crossing
- Code framework to promote street retail, façade enhancements, and infill development
- A coordinated materials palette and street furnishings

ACCESS & TRANSPORTATION

The proper types and levels of access and the street network are critical to the success of the BGSAP. The transportation plan must ultimately provide access to each potential development parcel and respond to the various needs and drivers for a variety of land uses and end users. The layout and physical design of the street network must reflect the different transportation needs of industrial, retail, office, and residential end users and address the potential conflicts or synergies between them.

The key transportation elements of the BGSAP include the following:

- North Interchange Improvements – Preliminary concepts have been developed and vetted with property owners and NCDOT for improvements to access and circulation on NC 56 at the north end of the BGSAP. The realignment of West Lyon Station Road is a key part of this solution and will relocate the NC 56 / West Lyon Station Road intersection to the west. This will provide better spacing between West Lyon Station Road and the Interstate 85 interchange, and also facilitate good access into the BGSAP from the north.
- North-South Parkway – The primary spine road for the BGSAP is a proposed median divided parkway running the full length between NC 56 and Gate Two Road. This road will also intersect with the proposed extension of 26th Street in the center of the site. The parkway is likely to carry industrial traffic in addition to local retail, residential and office users, so the final design must address how best to accommodate the needs of those users and the technical design issues associated with large trucks as well as passenger vehicles.
- Railroad Crossings – There are two at-grade crossings within the BGSAP, including one on Gate Two Road and the existing internal crossing on



Proposed Gate Two Road Gateway Condition East of Railroad

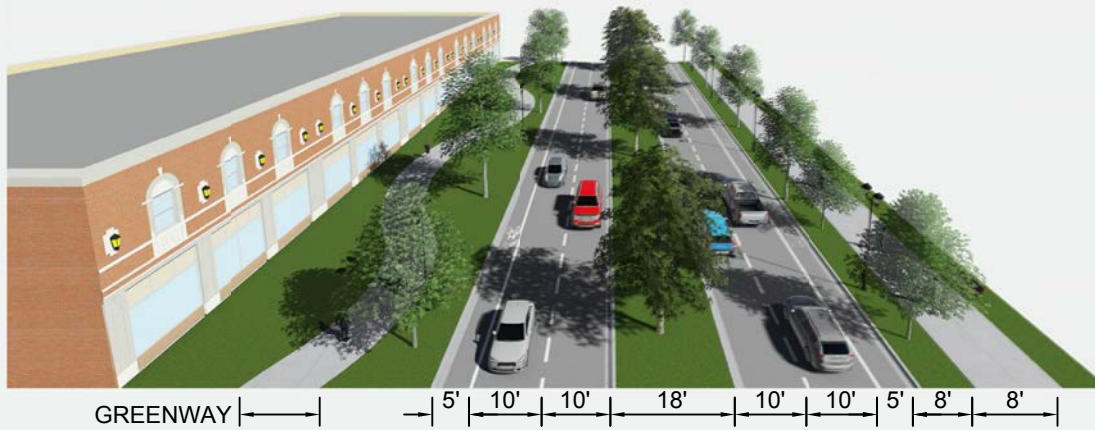
26th Street. The Plan incorporates both of these crossings and does not reflect any new or relocated crossings within the area due to the minimal expectations of success in obtaining the required permits from Norfolk Southern Railroad. With the introduction of new development and potential increase in vehicular and pedestrian crossing volumes, there will need to be upgrades to streets, sidewalks, and warning devices to ensure safe conditions at these locations. Upgrading existing crossings will require substantial coordination with Norfolk Southern, and may require removal or grade separation of one or more nearby crossings as a part of the upgrade project. A third railroad crossing exists on NC 56 between 33rd Street and West Lyon Station Road. This project does not contemplate any improvements or modifications to that crossing.

- 26th Street Extension – Connectivity from east to west across Interstate 85 will be improved with the construction of an overpass extending 26th Street across the interstate. This is now funded as project U-5829 on NCDOT's current State Transportation Improvement Program (STIP). The project is currently funded for construction in year 2022. This connection will also provide a good pedestrian route between east and west and to the light industrial development along East Lyon Station Road east of Interstate 85.
- Gate Two Road Corridor – It is critical to establish a strong visual and functional gateway corridor into Butner along Gate Two Road to serve not only the BGSAP but the traditional downtown area. From a functional traffic perspective, this road is envisioned to become a four lane divided street, with "complete street" characteristics including



Type A Street Section - Gateway Arterial West

Generally intended to be developed within the Central Avenue Mixed-Use sub-district extending west of the railroad to West C Street.



Type B Street Section - Gateway Arterial East

Generally intended to be developed within the South Interchange Gateway sub-district including Gate 2 Road, extending from I-85 west to the railroad.



Type C Street Section - Parkway

Generally intended to be developed within the Central Gateway District East and North Interchange Gateway sub-districts extending from East C Street (east of the railroad) south to and transition with the Local Commercial Collector.



Type D Street Section - Local Commercial Collector

Generally intended to be developed within the South Interchange Gateway sub-district extending from the Gateway Arterial East/Gate 2 Road north to the transition with the Parkway

bike lanes, wide sidewalks, and on-street parking west of the railroad. The wide planted median and street trees on the sides should be utilized to create a strong visual corridor that announces the downtown area. Signage and monumentation should be developed to establish a character for the downtown and wide sidewalks, part of the Town's greenway system, should connect the east and west sides across the railroad.

- Central Avenue Mixed-Use District – A tighter network of streets resulting in smaller block sizes in this District will benefit connectivity, walkability, safety, and community character. The existing street pattern will readily accommodate the addition of intermediate streets to achieve a typical block of 300-500 feet, a good range to encourage walking and neighborhood interaction.

OPEN SPACE, GREENWAYS

Open space and greenways provide not only recreation opportunities but important linkages between land uses. The BGSAP should provide for a variety of open spaces and an extensive greenway system tying into the local and regional greenway plans.

The presence of a large, one hundred acre wetland area will result in a significant natural amenity central to the BGSAP. The type of improvements



Greenway

within this area will be limited but it can provide for a system of elevated walking trails and animal habitat viewing, as well as interpretive stations for nature education.

In addition to this large natural area amenity, smaller, more urban open spaces should be incorporated within development areas. One-quarter acre to one acre spaces within mixed-use areas are important gathering spaces and event spaces to enliven the community fabric. These spaces should be walkable from residential and daytime employment areas. If possible, a central event space that can accommodate regular, programmed community events is an important element for creating a vibrant mixed-use center. These areas become community gathering spaces and can be key to the success of local businesses, complimenting Gazebo Park near Town Hall. Convenient and adequate parking and restroom



Elevated Walkway

facilities are critical to the success of these spaces.

Gate Two Road is also a Town designated greenway route. Wide sidewalks along the road and bike lanes within the road will accommodate mobility through the gateway corridor. A north-south greenway system can be supported along utility easements and stream buffers to form a good network between the different land use areas. On the west side of the tracks linear green spaces can connect the redeveloping areas to the school sites.

STORMWATER MANAGEMENT & ENVIRONMENTAL

The BGSAP provides conceptual locations for stormwater management to address Town and State requirements. The Falls Lake rules can have significant impact on development programs relative to other watersheds in North



Constructed Wetland

Carolina. For planning purposes, the master plan allocates roughly 16% of developed land area for stormwater management measures (SWM).

No impervious areas are permitted in a mapped floodplain, which are generally found within the wetland areas in the study area. In addition, nutrient, or water quality, requirements must be met in part with engineered controls (SWM's). All new development must evaluate plans relative to nutrient loading, and then reduce those loadings by 50% through the engineered control systems. Most typical SWM's end up removing less than 50% nutrients, thus multiple SWMs in series or site plans with a higher percentage of undeveloped area may be required.

The Plan illustrates possible locations for Stormwater facilities based upon natural drainage areas and basins within the Plan. A shared, or

regional, approach to stormwater management can be beneficial but requires cooperation among land owners. This approach can reduce the overall number of facilities and the overall maintenance costs associated with them. Management and funding mechanisms are necessary to construct and maintain these regional facilities and to allocate these costs to individual developments within the study area.

Land Use Plan - Districts

NORTH INTERCHANGE GATEWAY

The northern gateway along NC 56 is well suited for highway commercial uses situated to attract convenience retail and restaurants typically associated with high volume thoroughfare and interstate interchanges as well as a mix of neighborhood commercial uses. This area could possibly attract a big box retailer or professional offices. The key to this district is to have the new code in place to control the type and quality of development that occurs as the market drives users to this location.

▪ Mid-size and Big Box Opportunities - The available acreage and improved access with realigned West Lyon Station Road would physically accommodate larger regional distribution or discount retailers as well. Market demand is the limiting factor toward

attracting these end users.

▪ Improved Access and Parkway – improvements to West Lyon Station Road and along NC 56 will help create a new, signalized intersection to serve as the northern entrance into the BGSAP. The proposed north-south parkway would run the length of the development and include an intersection with the future extension of 26th Street.

SOUTH INTERCHANGE GATEWAY

The South Interchange Gateway area encompasses the Town of Butner property along Gate Two Road from the interstate to the railroad. The overall concept for this area is for a mix of uses including highway commercial and hospitality with some professional offices fronting on the road. The goal is to begin a development pattern of a strong streetscape and gateway corridor into the



Stone Creek Village, Cary, NC

Town including monumentation to announce the gateway entrance.

- Neighborhood Commercial Node – Traditional highway oriented retail and lodging to serve drive-by traffic and local residents as part of a mixed-use center. This commercial node could be targeted for hospitality, convenience and fuel, casual or destination restaurants, and grocery. Road frontage parcels might support professional offices and service providers.
- Hospitality – The commercial node closest to the interchange would be a logical location for a full service hotel with the potential of a small conference facility which takes advantage of the site's good access, visibility, and proximity to

Ritchie Brothers Auctioneers, a potential business generator for hospitality.

- Mixed-Use – The south gateway area concept illustrates development of a mix of uses east of the railroad. The concept is not envisioned as a town center but rather complementary uses to redevelopment of the west side of the tracks along the gateway corridor. Multi-family residential, perhaps age-targeted, adjacent to the large natural area would provide housing within walking distance to the highway commercial node and professional services.
- Gateway Corridor – The redevelopment and enhancement of Gate Two Road is essential to the success of the BGSAP as well as the traditional

downtown area to the west. The intent is to create a contiguous ribbon of a landscaped, complete street with wide sidewalks, bike lanes, street trees, wayfinding, lighting, on-street parking, and street furnishings as the connective tissue for downtown between Gazebo Park and Interstate 85. Gateway monumentation would announce the arrival into the downtown district and visual clues of signage, special pavement treatments, and landscape reinforce that fact along the corridor.

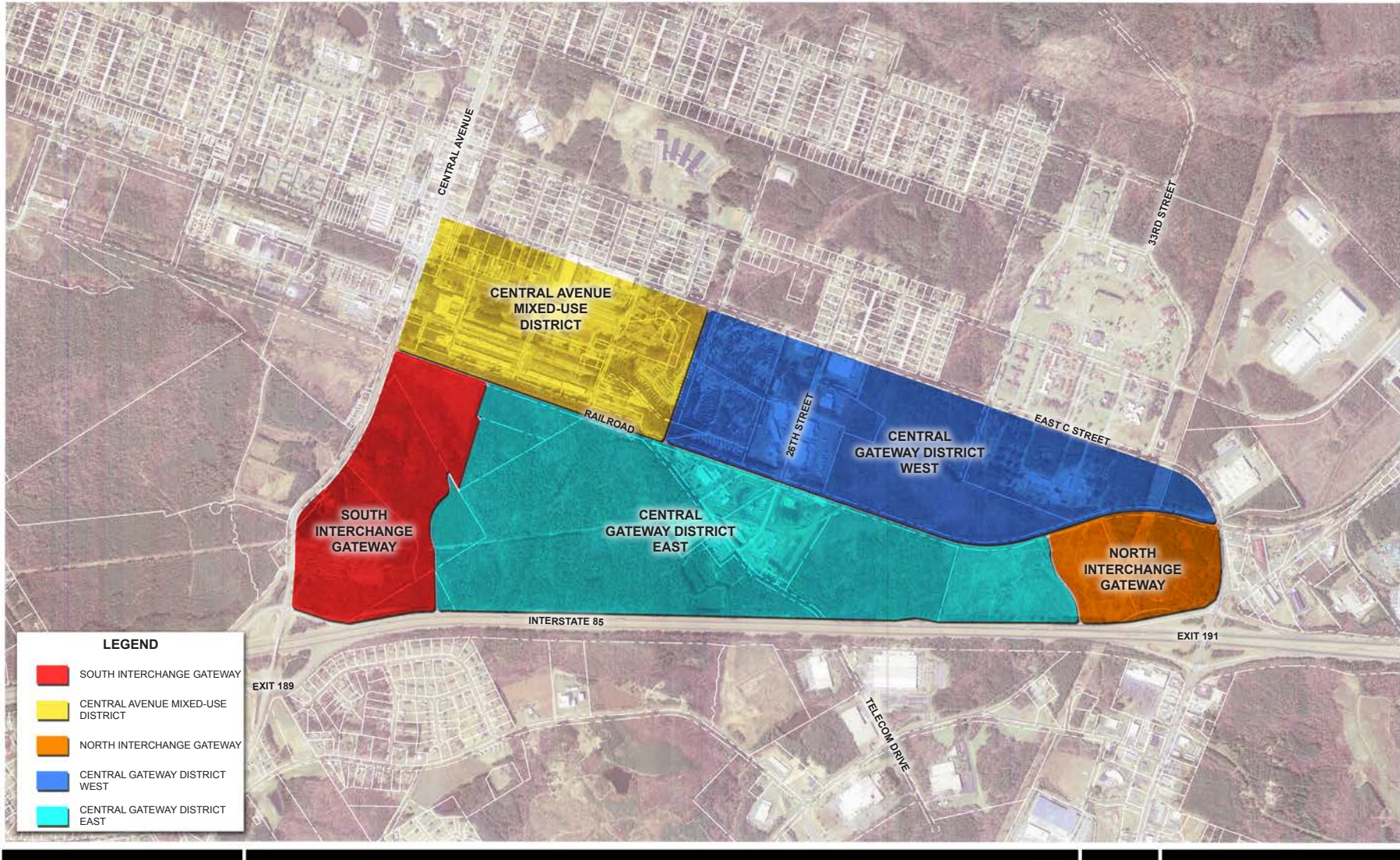
- Natural Areas – The large wetland natural area is



Art Walk Plan

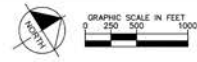


Roanoke, VA Art Walk



Butner Gateway Districts

Butner, North Carolina



Kimley»Horn



Art Walk Perspective - Gate Two Road / Central Avenue Corridor

an opportunity to anchor the BGSAP with a large passive recreation area serving as a backdrop to new development. Potential trails can connect to greenways and residential product could overlook the area. An existing pond adjacent to Gate Two Road could be enlarged and enhanced to be a nice amenity feature at the Gateway entrance.

- Bridging the Gap – It is very important to create interest and activity along the section of gateway frontage that will not support development including the wetland area and the railroad right of way. Pedestrians typically will not venture extended distances between destinations that lack activity, are perceived as being unsafe, or mask what lies ahead. Creativity will need to be employed in order to bridge the gap between the

commercial mixed-use node at the Interstate 85 interchange and the Central Avenue Mixed-Use District. One approach is to have the sidewalk environment in this zone take on the form of an art walk, or historical journey with interpretive signs or public art stations. The sidewalk itself could be art and encourage pedestrians to continue to explore downtown beyond each side of the tracks. This section must be well lighted and feel safe at all times. The railroad crossing must be state-of-the-art as well with appropriate warning systems and stable surface treatments for good accessibility.

OPPORTUNITY SITE A (CENTRAL GATEWAY)

- Academic / Healthcare Concept – The premise behind this concept is to take advantage of

proximity to the significant state institutions in Butner organized around mental health or correctional facilities. This concept would rely on attracting a partner, or multiple partners, with our state universities, community colleges, or teaching hospitals to locate a center of excellence related to one of these areas of employment.

In addition to Central Regional Hospital, Murdoch Center, the state penitentiary, the federal penitentiary, the Whitaker School, and the alcohol rehab facility, there is also a Veteran's Life Center that has received a large CDBG grant as a facility for homeless veterans. There would be a natural synergy between these existing and planned facilities and a future academic / research facility focused on mental health issues. This center could become a place of employment, an academic village, and a conference facility, all of which would generate the need for support services such as hospitality, dining, recreation, and entertainment.

- Residential Concept - With good proximity to the commercial / mixed-use node, the areas around the natural open space might be well-suited for an age-targeted development looking for good walkability for recreation, shopping, and dining options. With potential for senior, mid-range, and a small degree of executive housing, the site could accommodate a mix of both detached and attached housing products with room for

administrative offices, a clubhouse, and outdoor amenities as well as connectivity to the greenway system.

INSTITUTIONAL / INDUSTRIAL / OFFICE PARK (CENTRAL GATEWAY)

The Central Gateway is positioned as an opportunity site for office and industrial sites and is well suited for a planned office, light industrial, healthcare, or an academic campus. This area has strong visibility from Interstate 85, good access north and south, and future access over Interstate 85 via the proposed 26th Street extension. The site could be subdivided into large parcels or recombined for one large campus with cooperation from property owners.

The Central Gateway area south of 26th Street / Telecom Drive would focus on office and institutional uses while the area north of 26th Street / Telecom Drive would promote office and industrial uses to buffer the more intense industrial uses from proposed residential areas.

CENTRAL AVENUE MIXED-USE DISTRICT

The existing infrastructure west of the railroad and north of Central Avenue offers many opportunities to create a downtown development pattern that compliments development around the South Gateway interchange and strengthens

the gateway corridor westward along the historic downtown district. While the undeveloped land east of the railroad offers fewer constraints to new development, the area west of the railroad offers existing infrastructure and is not disconnected by the railroad to destinations west along Central Avenue. Redevelopment of this area could help drive the redevelopment of Central Avenue westward toward creation of a more vibrant and cohesive downtown district. Development of the town center concept west of the railroad is a long-term play to be a catalyst for downtown redevelopment with a good mix of uses, including housing, with access and walkability to shopping, entertainment, and services.

- Redevelopment opportunities – Redevelopment of commercial and office uses in this district should focus on infill development to create better density and continuity of active, street front facades and an inviting pedestrian public realm as possible. Infill on vacant or underutilized lots can help revitalize existing, underperforming businesses even in the absence of relocation or replacement activity. Relocation of certain businesses within the downtown may be beneficial to achieve the right synergies between businesses. A combination of re-use of existing structures and new construction will be necessary to create density and the desired

architectural character. Development of a local business culture is also a key to build community brand and local support. Early identification of strong local brands that might anchor this district is important.

The Newton Instrument Company is a key tenant in this area with an important, highly visible position within the district. They could be a key piece of revitalization and should be engaged in the conversation toward achieving the long term vision. Potential scenarios to be considered might include maintaining office functions in their current location while relocating more production and shipping functions to the industrial zones within the BGSAP. An alternative would be to fully relocate all operations to the industrial park area within BGSAP to make room for street retail or office uses fronting Central Avenue toward building the desired urban form for the district.



Main Street Retail - Buford, GA



Farmers' Market, Vancouver, B.C.

The warehouse buildings adjacent to the railroad may offer a unique redevelopment opportunity to house an arts, entertainment, or farmer's market venue. This could also be envisioned as an artists' row with studios and exhibit space or perhaps be home to a cluster of craft beer or distillery businesses. The layout of existing warehouse structures would be very efficient to develop pedestrian paths and parking as well as small outdoor event venues.

- **Streetscape and Connectivity** – The importance of streetscape, façade character, building massing, and active pedestrian zones toward creation of vibrant communities cannot be overemphasized. The current development pattern west of the railroad is sporadic with buildings located far from the street, large distances between businesses and lacking a pedestrian friendly streetscape.

The opportunity, given these conditions, is development of a pattern toward a walkable streetscape with landscaping and lighting and a street commercial façade close to the street with on-street parking. This pattern would ideally be continued west to the Town Hall and Gazebo Park area to form a continuous “Main Street” environment that would ultimately help define Butner's character and brand. The Central Avenue corridor is not blessed with significant architectural character or historic structures for preservation or reuse. However, this challenge is also an opportunity to create a character through new construction that is perhaps more forward looking and contemporary taking cues from the quality and character of the Town Hall facilities.

- **Street Retail and Restaurants** – Retail success in small towns is dramatically tied to a critical mass of complimentary uses, good parking, and visibility. A successful downtown is most often built around local retail and restaurants, not regional or national brands. One approach is to identify existing successful, local businesses that might cluster along the corridor to help create the desired urban form and benefit from building a critical mass of foot traffic and regular customers in a more convenient, walkable environment.

Food is a key component of vibrant downtowns and the recipe for success is a combination of quantity, variety, and local flavor. Most small towns have one or two local restaurants famous for that “one thing.” These are the businesses that can anchor downtowns as local destinations and, in the best case scenario, draw customers from outside of the area. Finding local talent and creating a local dining scene can be very effective in helping to develop a desirable downtown district.

- **Arts and Entertainment** – The key to downtown success is not any one thing. It is the combination of several things. The tipping point might be described as that moment when people are willing, or compelled, to simply go downtown without a specific agenda knowing that there are multiple destinations and activities to make the trip worthwhile. Shopping. Dinner or lunch. Movie. Concert in the park. Drinks in the pub. It is a commitment of time that will be rewarded by virtue of a critical mass of services and activities that cannot be found locally elsewhere in any one place. The entertainment component of this equation is important and can be found in movie theatres, outdoor spaces, or performing arts venues.

If location, location, location is the realtors' mantra, then programming, programming, programming may be the downtown advocate's rule. Having outdoor gathering spaces, plazas, and meeting halls is great but programming those spaces is the key to success. Programming must be constant, high quality, and well supported by public infrastructure and marketing. The importance of aggressive marketing and programming of downtown events cannot be overstated. It is not about event size as much as it is about quality and frequency. Getting the public accustomed to coming downtown on a regular basis to be with other people is the key. Of course, this implies that you also develop the spaces, venues, wayfinding and parking to accommodate those crowds and provide an overall positive experience. That means the venue must be supported by good restrooms, parking, and traffic control. During warm weather months, many successful towns



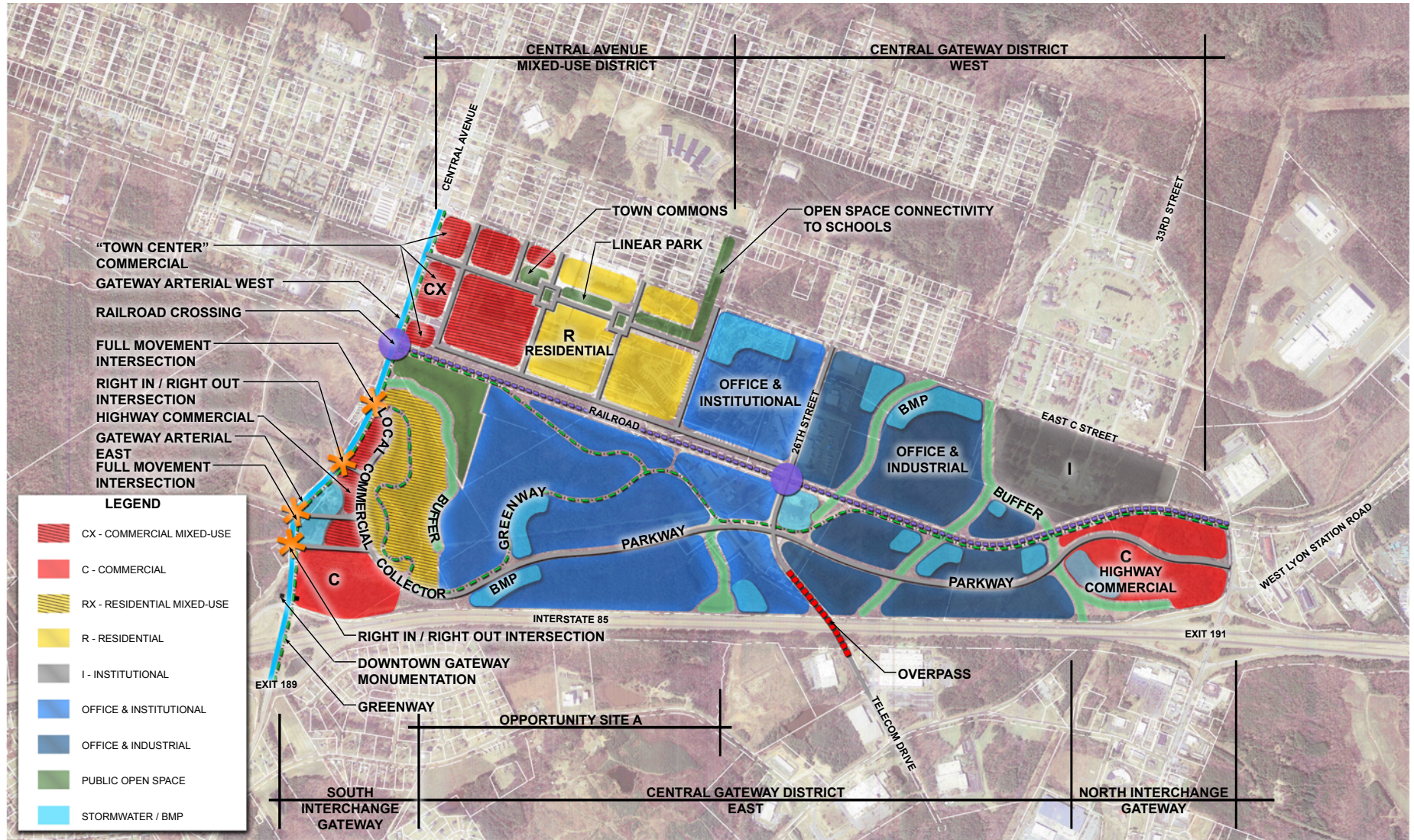
Ontario Town Square, Ontario, CA

have programmed events virtually every weekend plus one or two nights a week. People know they can go downtown and always find something to do. The key is to start small, but execute well and maintain quality in the way you provide entertainment and support services to grow incrementally. Some good examples of this in North Carolina are the Festival for the Eno in north Durham and Merlefest in Wilkesboro, two events that have defined those communities and become regional and even national attractions. Even the small town of Aurora, North Carolina with a population of about 600 people, has built a brand from its most identifiable source of commerce, the local phosphate mine. The mine spoils are well known for the fossils they offer up and the local Aurora Fossil Museum has become a regional destination for fossil hunters and history enthusiasts. To build on the popularity of the museum, in 1993 the Town created an annual festival organized around that theme which now draws a regional crowd in excess of 10,000 attendees annually.

It is important to note that with intense programming comes the need for staff to identify, create, and coordinate the creative process and logistics for all of these events. This is typically a salaried staff position with resources to

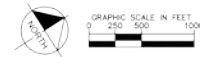
collaborate with Economic Development staff, law enforcement, and local business leaders to develop an effective year-round program calendar.

- Downtown Housing Revitalization – A strong residential component is vital to vibrant centers. The BGSAP area west of the railroad includes a significant quantity of residential product today, but the type of product and location of that product are not ideal for creating community and supporting the mixed-use model. The BGSAP envisions a combination of housing product from small single family to high density multi-family, within walking distance to shops and services along Central Avenue. The introduction of housing south of 20th Street would bring homes closer to the Central Avenue corridor and encourage interaction between residents and commercial uses. Small lots, cluster housing, and garden apartments are envisioned for this area based upon current housing demand. In Butner, the amortization of mobile home parks on C Street is set for 2028. The replacement, over time, of mobile home product would help enhance the community fabric. Housing should accommodate a range of income levels and family sizes, provide for small neighborhood recreation areas, and strong pedestrian connectivity to Central Avenue and schools.

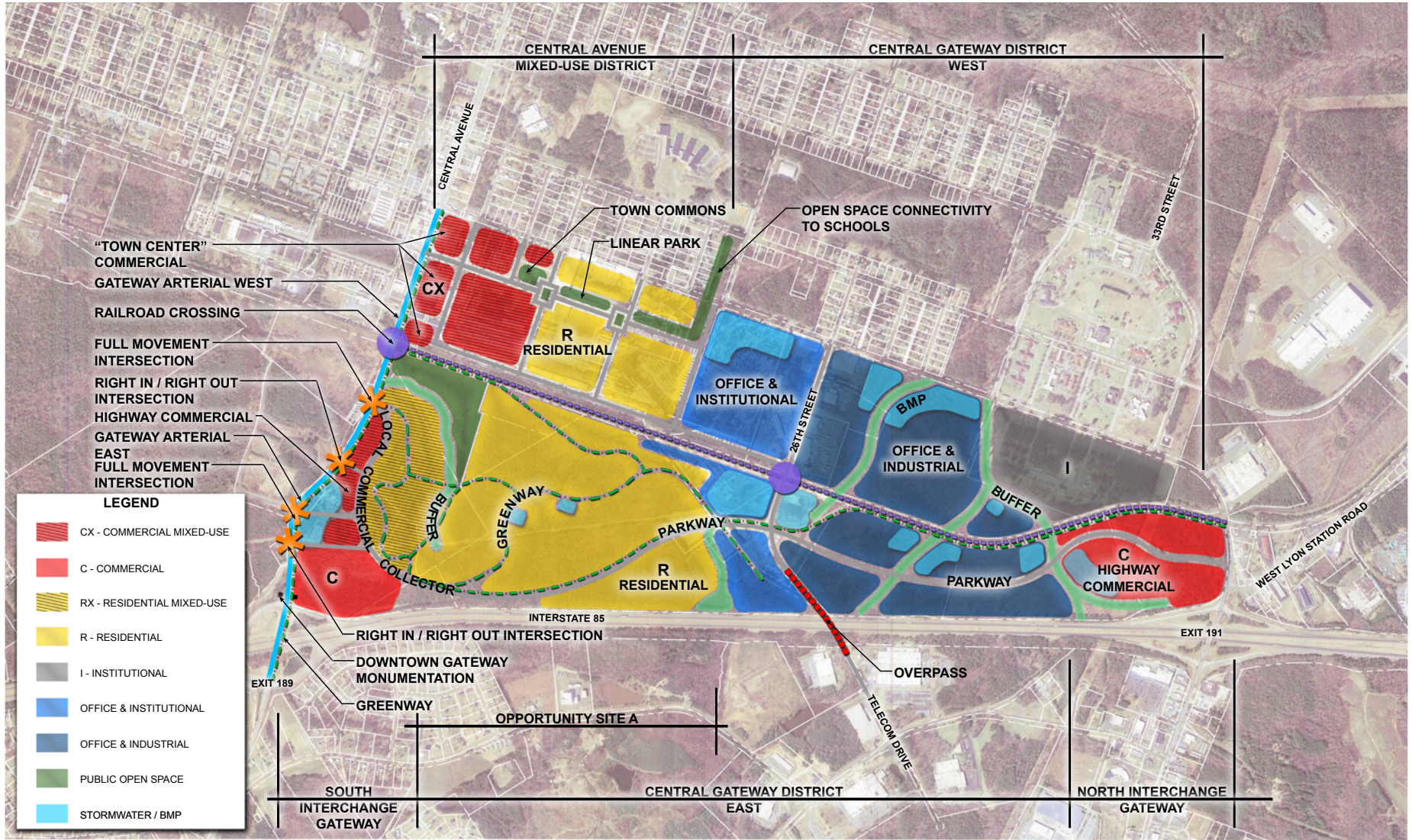


Conceptual Land Use Plan - Office / Industrial / Institutional Core Concept

Butner, North Carolina



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Conceptual Land Use Plan - Residential Core Concept

Butner, North Carolina

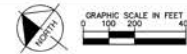


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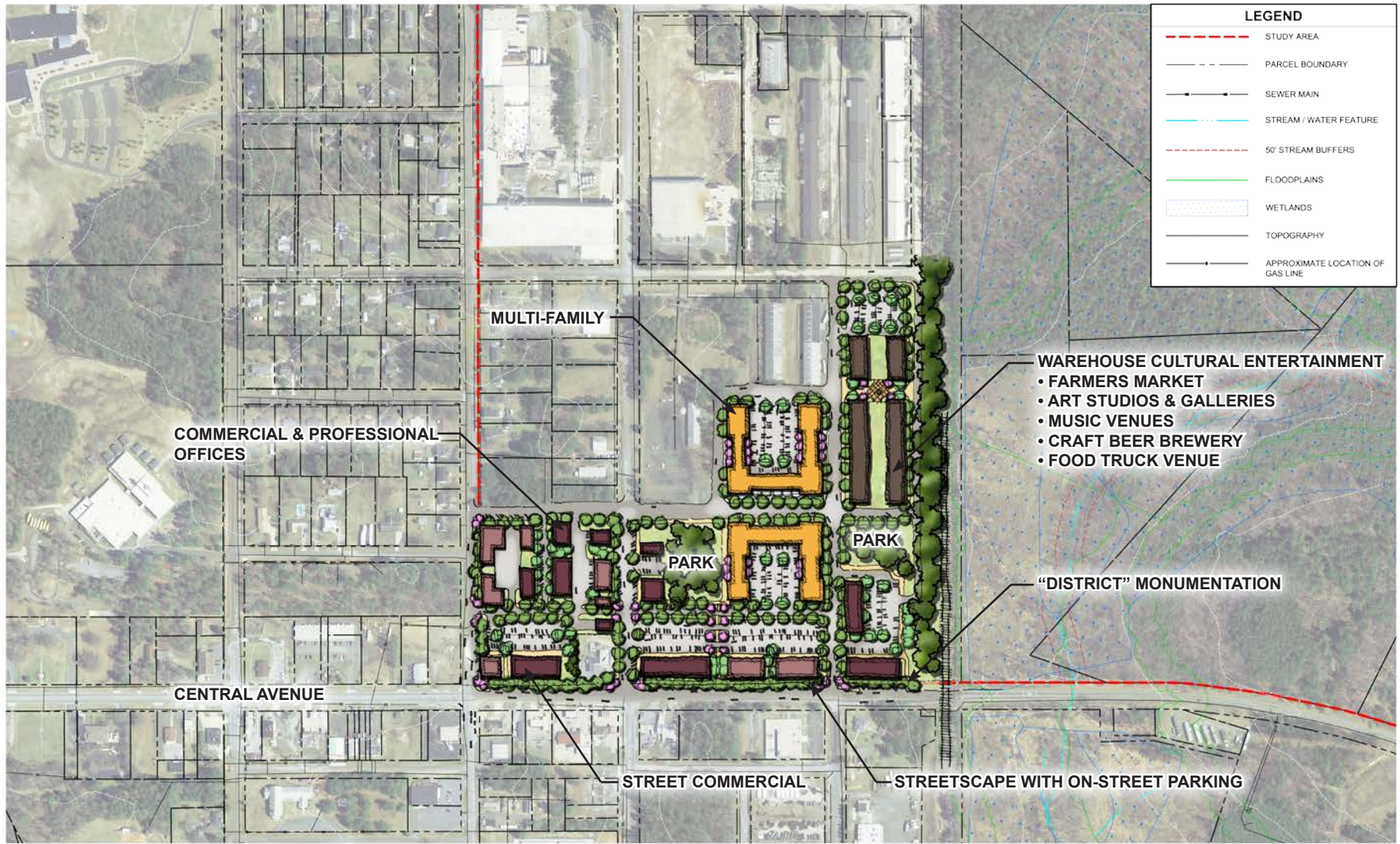


South Interchange Gateway Concept

Butner, North Carolina

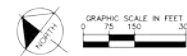


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Central Avenue Mixed Use District Concept

Butner, North Carolina



Kimley»Horn





DRAFT
BUTNER GATEWAY
ZONING DISTRICT



Draft Butner Gateway Zoning District

The Town's LDO includes the zoning districts and development, design, and improvement standards which contribute to the appearance or character of the community. Improvements within the BGSAP, whether through streetscape, urban design, bulk development standards or a combination thereof, can help implement the community's Vision for the area as a mixed use, multi-modal center of economic activity. The Town recognizes the need for long-term viability of economic development and sustainable development practices. Providing an impression of economic stability and a sense of place, which the private investor looks for and which adds to the livability of the area, may be accomplished, in part, by the adoption and enforcement of design standards.

Zoning districts establish the permitted, conditional, and accessory uses of an area. Within each zoning



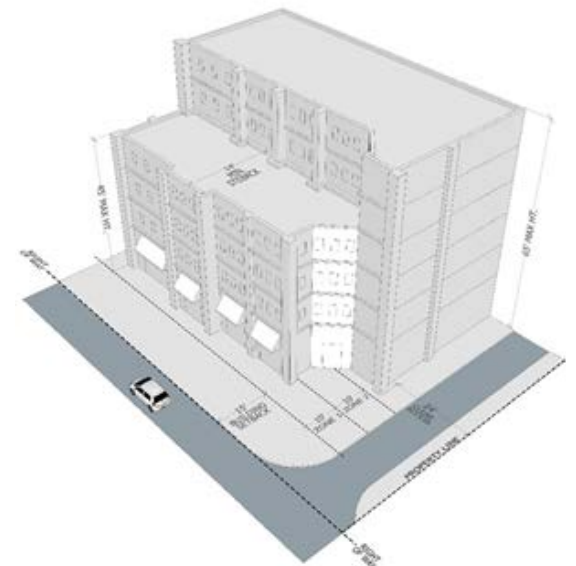
Residential Market Precedent Image

district is a set of development standards (bulk development standards) prescribing the type of use along with building setbacks/build-to line, lot coverage, impervious surface coverage, building height, and parking requirements. The Code considers primarily how buildings relate to each other and to the street with land use as a secondary consideration. This framework will also guide the development and redevelopment efforts to establish the BGSAP as a unique and memorable place that reflects the successful blending of context sensitive land use standards. Existing buildings and uses within the BGSAP which do not conform to the provisions of this Plan and the implementing Code shall be allowed to continue. The nonconforming structures and uses within the BGSAP shall be regulated by the Town's code regarding non-conformities until such time as they redevelop. The Roadway

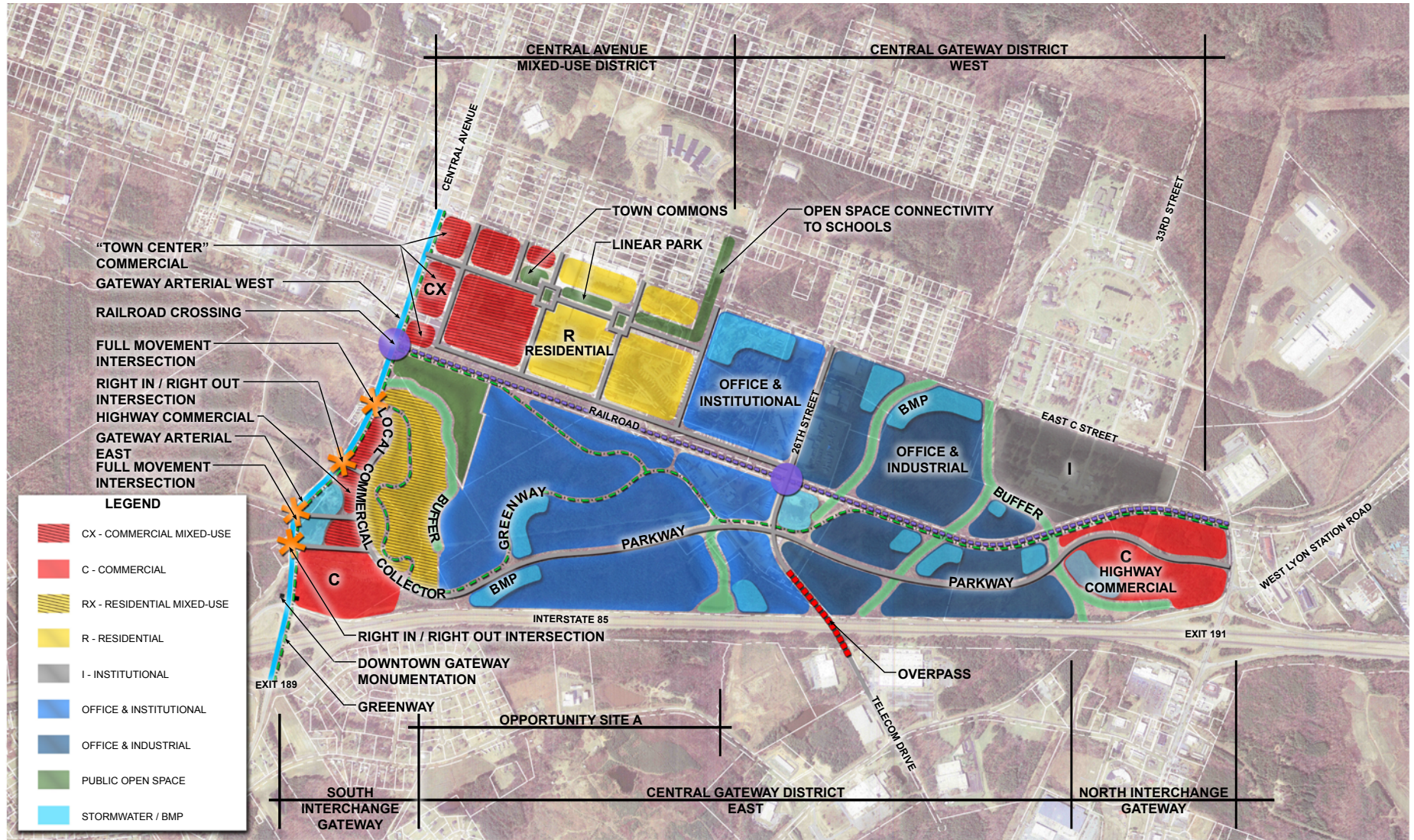


Residential Market Precedent Image

network, especially within the Central Avenue Mixed Use District and Central Gateway District West, are designed as a component of the public realm, where automobiles are convenient to use but do not dominate the urban landscape, to facilitate positive community spirit and emphasize neighborhood safety and security. The BGSAP includes five (5) Town zoning districts which include a variety of district-specific uses. These districts are primarily designed to promote a connected pattern development with emphasis on pedestrian features, urban design standards, a connected street network, and an overall walkable extension of the traditional downtown. While



Building Height Stepback Example

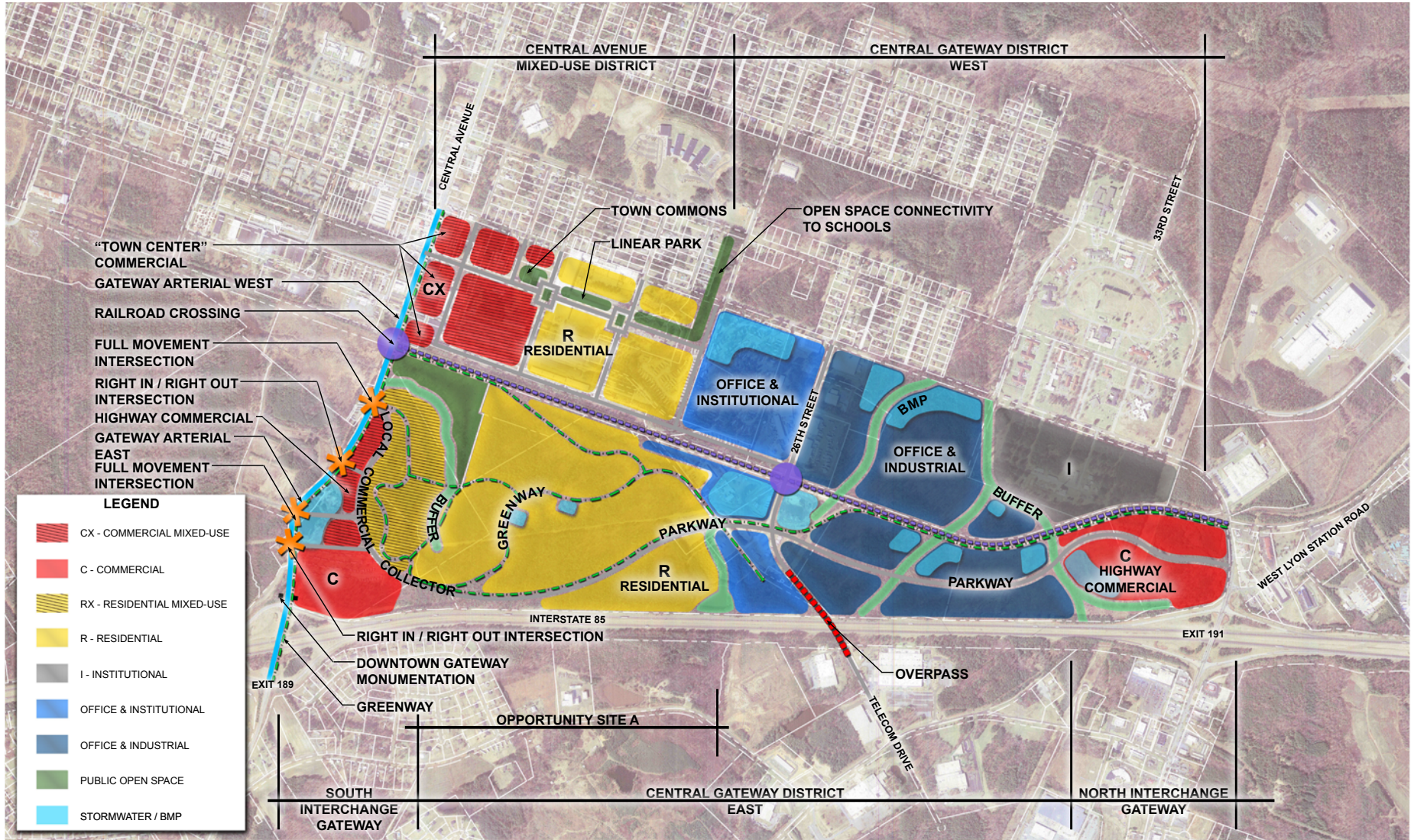


Land Use Plan - Office / Industrial / Institutional Core Concept

Butner, North Carolina



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Land Use Plan - Residential Core Concept

Butner, North Carolina

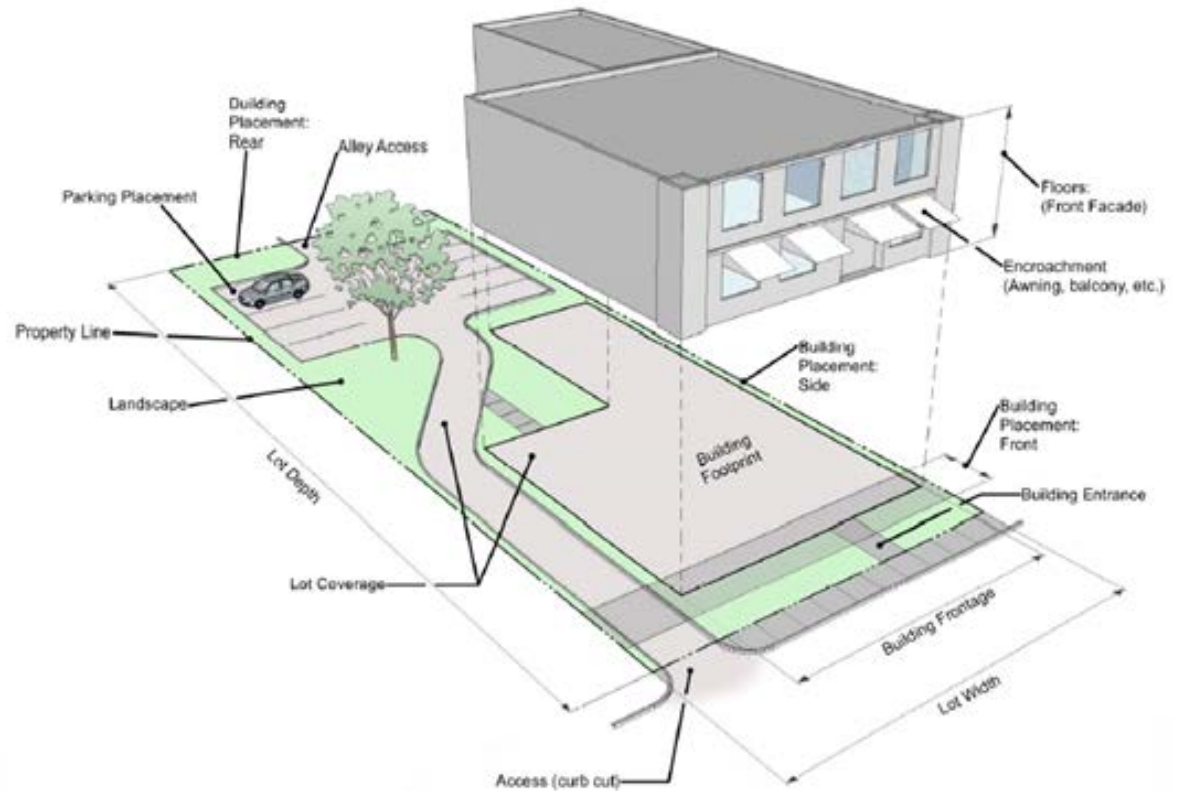


GRAPHIC SCALE IN FEET
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Kimley»Horn

much of the Town has been developed in a grid-style network providing increased connectivity within and between areas, the focus has been more of a suburban nature and not necessarily an inward focus on the neighborhoods.

The proposed Code is designed to be user-friendly and provide a step by step process consistent with the Town's standards. The Code provides a mixture of context-sensitive urban, and where appropriate, suburban form that can accommodate a very diverse range of uses, including light industrial, business (both retail and non-retail commercial), office, residential and context sensitive open spaces. Large scale, typically suburban oriented commercial developments including but not limited to Big-Box retail are proposed; however, these uses are generally considered to be in closer proximity to the interchange properties included within the "Highway Commercial" sub-district. In addition, those areas generally located west of the bi-secting railroad excluding the "Town Center" Commercial area located between Central Avenue and N. 18th Street (extended) may utilize all or portions of this Code as an optional approach to development versus mandatory application of the standards.



Typical Code Terms





IMPLEMENTATION STRATEGIES



Implementation Strategies

The Action Plan for the Butner Gateway Small Area Plan outlines key projects and initiatives over the next 5-20 years to advance the Plan vision. Action plans are organized around short term (the next 3-5 years), mid-term (5-10 years), and long-term (10-20 years) planning horizons to help guide the Town's economic development and marketing / branding efforts. The narrative description for each phase includes a summary of the anticipated development program, economic development or market strategies to be undertaken, actions related to property control or acquisition, and necessary infrastructure improvements.

Phase One Action Plan (3 - 5 Years)

REGULATORY

1. **Adopt new Gateway zoning district standards.** To provide the regulatory framework for future development and redevelopment to meet the goals of the Plan, update the zoning code through adoption of a new gateway zoning district. Particular attention should be paid to minimizing setbacks, allowing mixed-use building forms, reducing parking minimums, and design standards that promote a development form and quality in keeping with the desired Gateway Plan character. To enhance development quality in the area, the Town should strongly consider regulations related to building materials and parking lot and roadway landscaping in the gateway area.

ENVIRONMENTAL

1. **Delineate and survey wetlands and stream buffers; obtain jurisdictional determinations; outline permitting options.** This action item is necessary to determine the regulated limits of land that may be encumbered by state or federal regulations and may be effectively unavailable for development. Site investigation, surveying, and permitting through the appropriate agencies will be required to obtain final mapping of regulated areas. This information will help define the size and configuration of net developable area within the study area and be important for prospective developers to evaluate the potential for new development projects.

COMMUNITY BRANDING

1. **Develop promotional and branding messages and materials to compliment the Gateway Plan and to support taking the Plan to market.** Community branding is an essential part of attracting development including new, expanding, or relocating businesses, national or regional retailers, and new residents to your community. While some communities have inherent brand power by virtue of natural features (Jackson Hole, Wyoming), history (Williamsburg, Virginia), or prominent business brands (Hershey, Pennsylvania), others have to be more intentional about developing and marketing their brands to drive customers, residents, and business to them. The overarching goal is to identify those

characteristics of your community, and ultimately, that ONE thing that best reflects the soul of your community as a basis for building your brand.

2. **Identify local community brands of significance.** Main street economies are local and often thrive on the backs of boutique, local businesses that function as local landmarks and destinations with the ability to draw customers from outside of the community.

- *Big Idea:* Identify and approach locally recognized brands to evaluate clustering in the gateway area. Cedar Creek Gallery, for example, has a regional brand and could anchor a new arts district.

ECONOMIC DEVELOPMENT

1. **Develop commercial and industrial site development marketing packages.** Develop collateral materials to provide prospective developers the information they need to evaluate property and business opportunities within the Gateway Small Area Plan. Marketing materials summarizing the plan and illustrating the Town's vision for the future will also be helpful to pursue commercial anchors, potential retail/commercial tenants and homeowners.

2. **Create a catalyst project.**

- *Catalyst Project Search Team* - bring together a core group of people committed to Butner's growth and sustainability to identify potential targets and outline strategies to approach targets for new catalyst projects



Gateway Monumentation Example

within the BGSAP. The team should include a cross section from the public and private sector, including local business owners, elected officials, real estate professionals, and local and county economic development.

▪ *Evaluate Potential Catalyst Project Opportunities and Partners*

- Universities / Granville Community College (potential for academic center of excellence in mental health and/or Corrections Facility management and healthcare)
- Healthcare Systems (potential for mental health care facilities, teaching facilities, urgent care, medical office buildings)
- Senior Living Developers (retirement

community, assisted living, CCR)

▪ *Big Ideas*

▪ Dorothea Dix Funds: Initiate dialogue with North Carolina State government regarding their mandate to use the proceeds from sale of Dorothea Dix property in Raleigh toward Mental Health programs or facilities to jumpstart a research center of excellence in Butner. Given the historical ties between institutions, it makes sense that the Dorothea Dix funds should go to this area for a research center. The Mayor of Butner, himself a former mental health professional, and other local leaders from local institutions, could make a compelling argument to the State that this would be a great asset to the community and a most appropriate use of these funds.

▪ Recruiting Incentives:

- Develop an incentive package to entice an institution or corporation to locate in the Gateway area and in return, require human capital investment from them to train local labor force the skills to place in higher paying jobs and reduce local unemployment rates (reference Mueller in Austin, Texas)
- Mission Investment Funds: Contact investment funds that have successfully invested in the redevelopment of communities in line with their philanthropic missions. Some



Short Pump Town Center

examples can be found at:

- Impact4change.com
- [The Reinvestment Fund \(trfund.com\)](http://TheReinvestmentFund.com)

CENTRAL AVENUE GATEWAY INFRASTRUCTURE

1. **Establish a plan for funding and implementing roads and utilities to serve north and south interchange commercial.**

Mechanisms to pay for infrastructure to attract and serve new development can vary but development of a plan is important as potential developers evaluate projects. Improvements could be publicly funded or privately funded in conjunction with new development plans. Key phase one infrastructure elements include:

- Highway 56 / West Lyon Station Road Improvements
- Gate Two Road / Central Avenue widening, landscaping, and railroad crossing

2. Develop Gateway Monumentation and Gateway Streetscape Standards – Gate 2 Road / Central Avenue.

Develop design standards to be implemented as public infrastructure projects or by developers in conjunction with new projects within the study area. Standards should include streetscape elements, including tree plantings, wide sidewalks, street furnishings, lighting, and wayfinding and gateway monumentation.

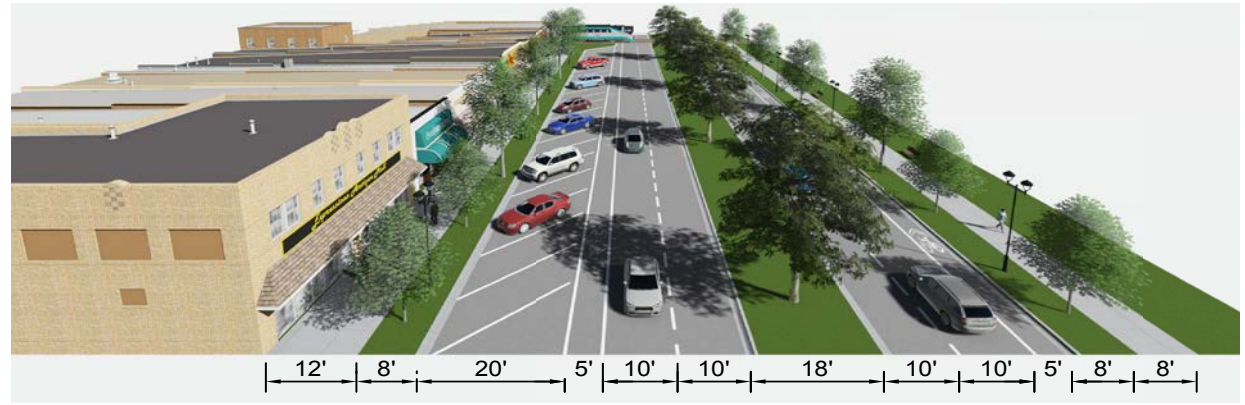
3. Implement Interim Central Avenue Gateway Improvements.

It is important to establish an attractive visual identity, or curb appeal, to the Gateway prior to new development. A combination of signage and landscaping can begin to set the tone for future development in advance of much larger capital expenditures to implement full streetscape standards.

- Landscape street frontage to clean up vegetation, and introduce annual color
- Add monument signage to announce gateway into downtown
- Expand and landscape existing pond as a gateway amenity; consider simple aerating fountain and lighting for added effect

NORTH INTERCHANGE INFRASTRUCTURE IMPROVEMENTS

1. Implement West Lyon Station Road improvements. These improvements, including the new intersection, are critical to the North Interchange Gateway success to improve access to the site.



Proposed Gate Two Road Gateway Condition West of Railroad

2. The first phase of implementation is focused upon identifying a significant retail anchor and supporting highway commercial businesses, marketing the concept to build support and momentum, and implementing a series of key infrastructure improvements.

ECONOMIC DEVELOPMENT / MARKET STRATEGIES

1. Take the Plan to Market. Take the Plan to commercial real estate brokers and hospitality groups, including making the Plan available at professional meetings, such as the ICSC regional and national events.

PROPERTY CONTROL STRATEGY

One of the most important steps the Town can take to reduce the time frame between plan and implementation is to gain control over key properties. Key properties will become more easily redeveloped if they are owned by the Town or if the Town holds an option or first right of

refusal to purchase at the appropriate time. An alternative is to partner with a master developer to assemble properties, whether owned by the town or privately held. Primary targets would include parcels fronting Central Avenue that might develop and begin to establish the desired development form or opportunity sites that might be ready to turn over or have passive absentee ownership.

Some possible targets for control might include the following:

- Newton Instruments – 1.93 acre parcel fronting on Central Avenue
- Newton Instruments – undeveloped portion of parcel 1.0 approx. acres on Central Avenue

Phase 1 Action Plan Priority Summary

1. Adopt new Gateway zoning district standards
2. Delineate and survey wetlands and stream

- buffers, obtain jurisdictional determinations, outline permitting options
- 3. Develop branding messages and materials
- 4. Develop commercial and industrial site development marketing packages
- 5. Create a Catalyst Project search team
- 6. Establish approach for funding and implementing roads and utilities to serve north and south interchange commercial
- 7. Develop Gateway Monumentation and Gateway Streetscape standards
- 8. Implement Interim Central Avenue Gateway Improvements
- 9. Implement West Lyon Station Road improvements
- 10. Take the Plan to market
- 11. Get control of key property

Phase Two Action Plan (5 - 10 Years)

ECONOMIC DEVELOPMENT STRATEGIES

Once community and commercial anchors have been secured, aggressive recruitment of unique restaurants, retailers, and office tenants for the BGSAP will be necessary. For the area to succeed over the long term, emphasis should be given to attracting and retaining unique businesses that are attractions in and of themselves and that can thrive in a walkable town center environment.

- 1. Continue to market to local and regional brands and destination retailers and

- restaurants that fit the overall BGSAP brand
- 2. Participate in North Carolina Main Street Downtown Associate program to get support for downtown enhancements

INFRASTRUCTURE IMPROVEMENTS

Continue development of major streets and streetscape improvements as development comes on line.

- 1. Complete North-South Parkway as central industrial / office or catalyst sites develop
- 2. Expand water and sewer services to serve new development
- 3. Green Infrastructure – complete greenways and wetland natural area amenities
- 4. Complete Central Avenue streetscape program

PROPERTY CONTROL STRATEGY

- 1. Look for strategic infill parcels that might become available or are identified as opportunity sites with focus on parcels between historic downtown and the gateway development.

Phase Two Priority Summary

- 1. Market to local and regional brands and destination retailers and restaurants
- 2. Participate in North Carolina Main Street Downtown Associate program
- 3. Complete North-South Parkway
- 4. Expand water and sewer services
- 5. Complete greenways and wetland natural area amenities

- 6. Complete Central Avenue streetscape

Phase Three Action Plan (10 - 20 Years)

Focus on continued development through full build-out of the BGSAP and expansion of the development pattern west along the Central Avenue corridor.

ECONOMIC DEVELOPMENT STRATEGIES

- 1. Continue aggressive marketing campaign taking advantage of development in place during the first 10 year window.

PROPERTY CONTROL STRATEGY

- 1. Look for strategic infill parcels that might become available or are identified as opportunity sites.

INFRASTRUCTURE IMPROVEMENTS

- 1. Complete streetscape improvements and expand west along Central Avenue beyond the BGSAP where possible to spur redevelopment complimentary to the BGSAP.

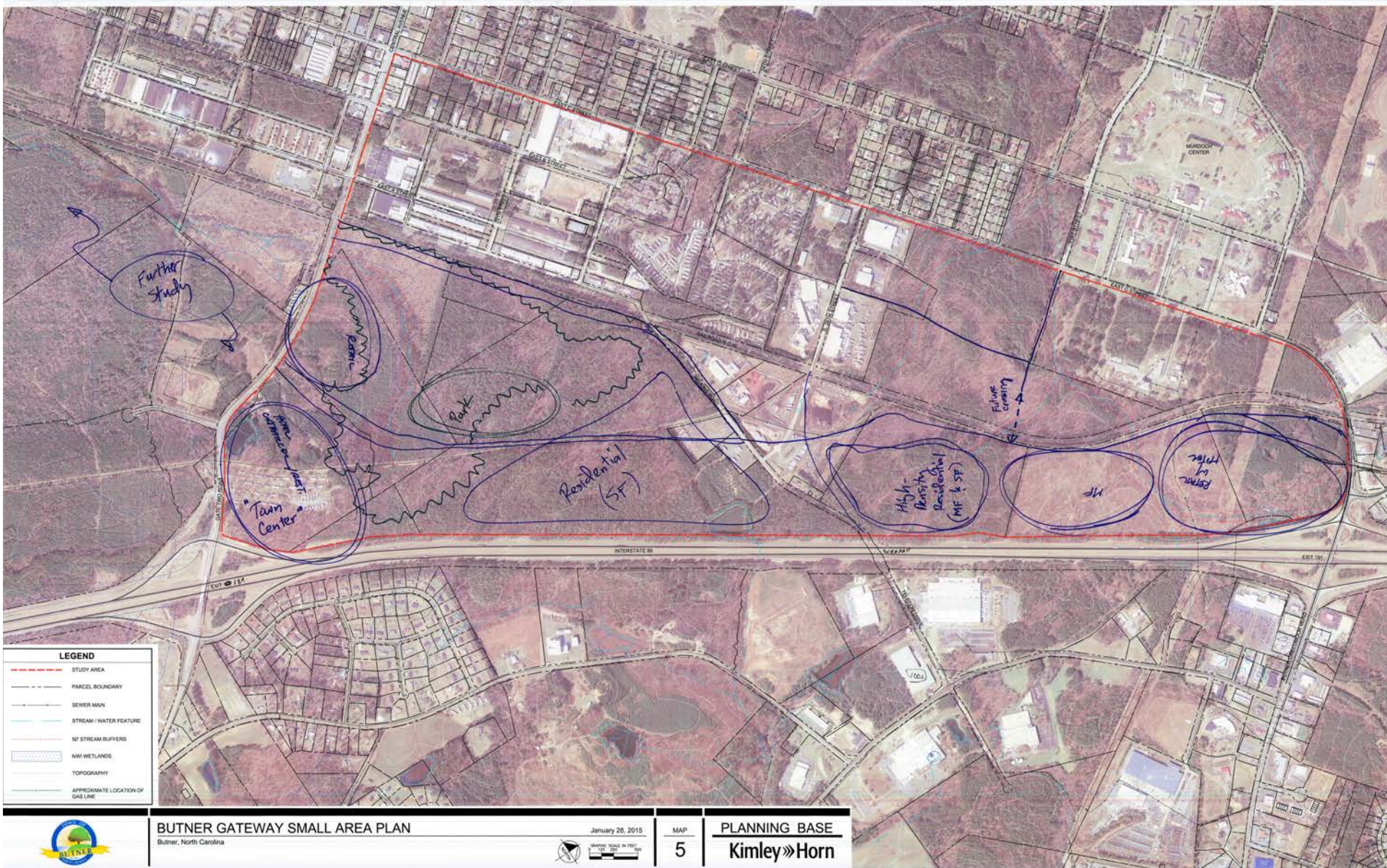
Notes: Priorities reflect Planning Team recommendations and general discussion with Town Council. Project budgets have not yet been developed or committed by the Town. Bond funding could include a Town Infrastructure Bond or alternative funding mechanisms including Tax Increment Financing.

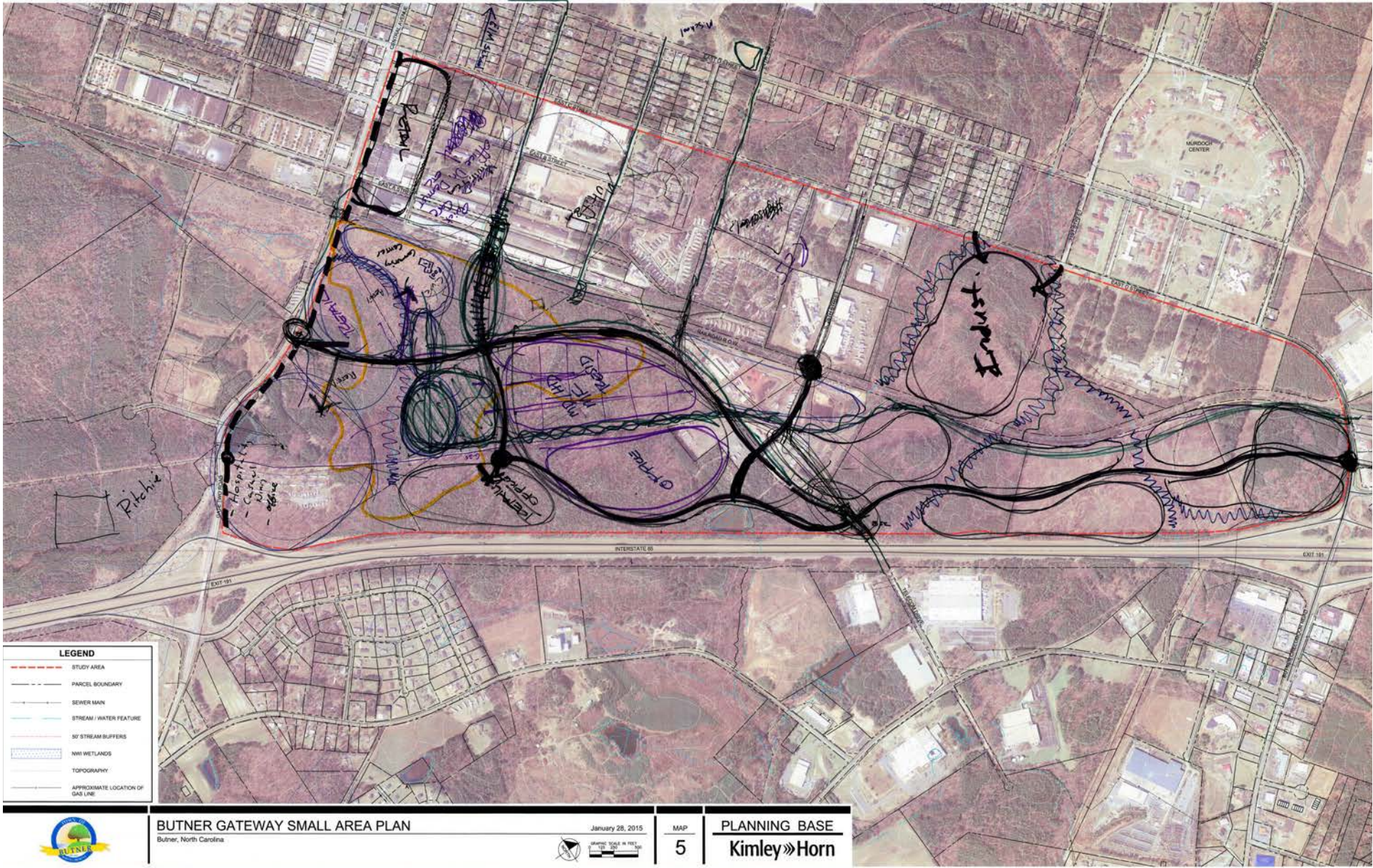




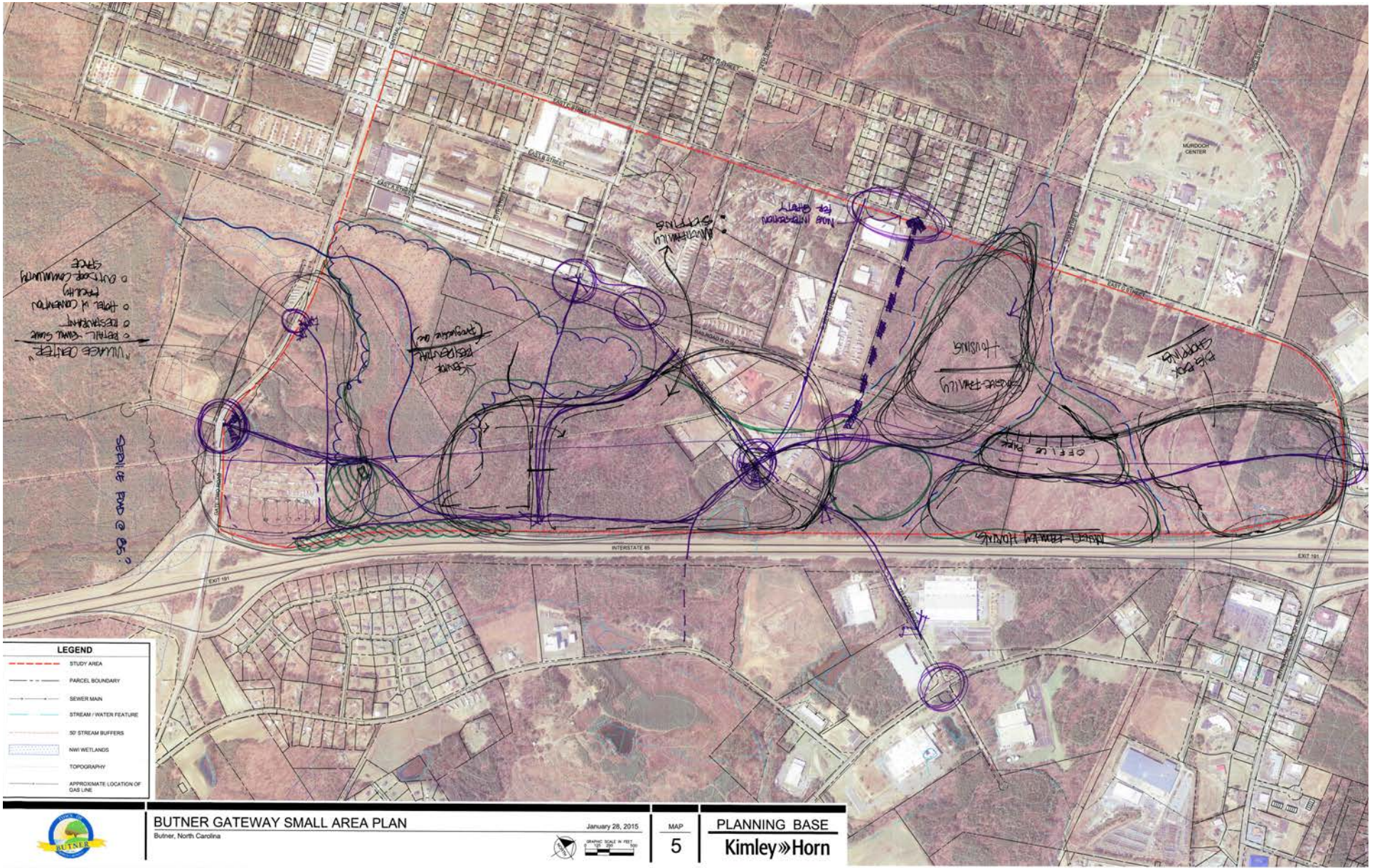
APPENDIX







January 28th Public Meeting Concept B



BUTNER GATEWAY SMALL AREA PLAN
Butner, North Carolina

January 28, 2015
GRAPHIC SCALE IN FEET
0 100 200

MAP
5

PLANNING BASE
Kimley»Horn

January 28th Public Meeting Concept C

