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## Rejuvenate: North Church Street Corridor Plan

Robert J. Tate  
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Rejuvenate: North Church Street Corridor Plan  
**Burlington, NC**  
**A Professional Plan**



SPRING 2022  
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## Introduction

Commercial developments, especially along active corridors, are generally perceived as significant assets to local economies that contribute a generous sum to the local tax base. However, municipalities welcome this type of economic expansion and growth and many sacrifice placemaking during and after the development process. Placemaking is essential because it provides the opportunity for residents to feel connected to their community. Aging commercial strips thus become threats to communities, neighborhoods, and even a municipality. "Although it is possible to produce successful shopping centers clustered at crossroad sites with auto-oriented, low-density, single-use, superblock development, this pattern is unlikely to create a framework for lasting value (Tung & Sasaski, pg. 14)"<sup>1</sup>. As planners and professionals, we should envision the future of commercial strip developments into nodal centers of significance and purpose. Restructuring, reimagining, and reinventing these corridors will require an orchestrated strategy or corridor plan involving stakeholders and professionals.

Like many other commercial corridors, North Church Street in Burlington, NC, has become increasingly unattractive, lacking accessibility and connectivity to other neighborhoods in the city. Despite the current active use of commercial properties along the corridor, this area feels decades behind many areas to its west. These areas were too developed with cars in mind but had far greater accessibility and connectivity. In this proposal, three concepts will be used to identify the best possible solutions and outcomes for renewing challenged corridors. These are concepts of Commercial Revitalization, Equitable Development, and Smart Growth. Collectively these concepts acknowledge both existing commercial uses and future redevelopment while also suggesting tools and strategies that favor sustainable development.

## Plan Purpose

Historical trends have shaped the economic and developmental structure witnessed in Burlington today. Aging commercial properties along major corridors in the city were initially compiled in the 2015 *Destination Burlington* comprehensive plan to be overhauled by implementing a corridor revitalization initiative.

In this Plan, North Church Street is recommended to "receive immediate small business assistance... for lending and redevelopment purposes" (Destination Burlington, pg. 179)<sup>2</sup>. As described in *Destination Burlington*, this challenged corridor is unique compared to the other gateway corridors traveling into the CBD<sup>3</sup> due to the sheer quantity of commercial strip development and large public right of way. The auto-dominated strip underscores Burlington's aging commercial and industrial land use

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<sup>1</sup> Restructuring the Commercial Strip

<sup>2</sup> Destination Burlington

<sup>3</sup> CBD: A central business district, or a downtown, is the central location of commercial activity in a city or locality



difficulties<sup>4</sup>. This Plan will identify the catalytic site(s) along the corridor with the best potential for redevelopment, considering initial plans and best practices from a wide range of documented examples.

Redevelopment along the corridor will help improve the corridor's urban landscape concerning surrounding neighborhoods. This calls for collaboration between stakeholders and professionals to identify positive redevelopment solutions to increasingly aging commercial and underutilized vacant properties. The *Rejuvenate: North Church Street Corridor Plan* uses commercial revitalization and smart growth strategies to remediate auto-oriented development patterns. Collectively these concepts will work toward improving the future economic and urban landscape of the aging gateway corridor.

### Client Description

The *Rejuvenate: North Church Street Corridor Plan* has two co-clients representing the City of Burlington's Planning Department- Conrad Olmedo, Planning Manager, and Andy Lester, Long Range Planner. The Planning department "seeks to maximize the Burlington citizenry's health, safety, and economic well-being." With assistance from the planning department, the *Destination Burlington* Comprehensive Plan was created and identified challenged corridors, like North Church Street, for revitalization.

After reviewing several 'Challenged Corridors'<sup>5</sup> across the city, the client and I concluded that the North Church Street corridor was a favorable candidate for revitalization. The client has also expressed that this proposal should follow methods like the most recent gateway corridor revitalization plan along the Maple Avenue corridor in the south-central portion of the city. Consequently, this proposal will rely on the goals, recommendations, and ideas expressed in the *Renew: Maple Ave.* and *Destination Burlington* Plans.

### Outline of Proposal

This proposal will recommend revitalization and redevelopment strategies along the corridor, especially at sites identified as 'catalytic' in the *Destination Burlington* comprehensive plan. *This study area comprises two Alamance County, North Carolina, census tracts.* The existing conditions section will identify the study area's social, economic, and geographic background. Research questions follow the background information to address opportunities that create an appropriate *Rejuvenate: North Church Street Corridor Plan*. Next, a stakeholder survey will gauge community members' opinions and allow a voice in the planning process. Lastly, after synthesizing the collected data, a site design will be made for the catalytic sites along the corridor as a visualization method using both literary strategies and recommendations provided by stakeholder outreach. The

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<sup>4</sup> Destination Burlington

<sup>5</sup> Challenged Corridors are identified in *Destination Burlington* as those that project a "negative character of the City, either due to the type, character, or age of development along the corridor, the design of signage, the condition of the roadway, the lack of public realm amenities, or some combination thereof".



catalytic sites will set precedence for the revitalization of the North Church Street Corridor.

## Literature Review

### Commercial Revitalization

The literature on commercial revitalization suggests that reimagining the role of major arterial corridors is often overlooked because they are heavily traversed and are constantly moving people and goods through the city<sup>6</sup>. Big box retailers, national fast-food chains, and parking lots are some of the largest consumers of the urban landscape, leaving fewer options for reinventing the corridor. That said, while commercial corridors may no longer be addressing the needs of younger generations, they have the potential to become catalysts for introducing the mixing of commercial and residential uses (Haggerty, pg. 37)<sup>7</sup>.

Small cities with heterogeneous land use development patterns will need to be motivated to re-plan strip corridors to restore economic vitality and implement land use and mobility solutions to reduce reliance on the car and conserve energy and natural resources (Tung & Sasaski, pg.7)<sup>8</sup>. Mixing land uses and streetscape design strategies along major auto-oriented corridors can transform them from unsustainable singular use corridors to multimodal corridors that are economically viable. Incorporating walkable and pedestrian-friendly streetscapes along commercial corridors will create more sustainable communities. Across the nation, integrating commercial corridors with residential components has become the most promising ingredient for enhancing future value (Tung & Sasaski, pg. 21)<sup>9</sup>. Incorporating residential features into single-use commercial corridors provides more opportunities for the local economy that don't exist.

Increasing the quality of life in surrounding communities of the commercial corridor requires an increased investment to expand accessibility and new economic opportunities, making mixed-use development(s) that encourage greater accessibility a key component in providing a better transition into neighborhoods to reimagining the commercial corridor. Vacant and underutilized land can serve as an opportunity to meet housing needs while also establishing the tone for future redevelopment and land uses along this corridor. Also, incorporating housing components along the revitalization of commercial corridors is valuable for corridor property owners and creates connectivity with neighborhoods surrounding the corridor (Tung & Sasaski, pg.21)<sup>10</sup>.

### Equitable Development

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<sup>6</sup> Reviving Cleveland

<sup>7</sup> Round Rock

<sup>8</sup> Restructuring the commercial strips

<sup>9</sup> Restructuring the commercial strips

<sup>10</sup> Restructuring the commercial strips

Equity, although planners have always considered equitable development, its role in contemporary planning is much more significant than in the past. The effects of exclusionary zoning and other historically negligent planning practices like 'Redlining' and 'Urban Renewal' have shaped how planners incorporate the Participation of all residents through the local development process. First developed as early as 1969, Sherry R. Arnstein published the transformative *A Ladder of Citizen Participation* that "drew on her considerable experience with urban renewal and anti-poverty" that focuses on meaningful citizen participation (Connor, pg. 249)<sup>11</sup>. Public Participation and collaboration are far from a new concept in localities across the US. Participation involves critical stakeholders like local organizations, residents, and business owners.

Public policies and initiatives like the National Housing Act of 1934 were primary forces in subsidizing sprawled suburban development and segregating neighborhoods by refusing to insure mortgages in redlined areas or surrounding African American communities. "Public policy helped to produce this inequity, and public policy must help to alleviate it" (Blackwell, pg. 1277)<sup>12</sup>. An example of intentional policy implementation that creates conducive environments for Participation is definitive public and private partnerships within governance. Rooted in accessibility, equitable development tools work "to reverse patterns of segregation and disinvestment, prevent displacement, and promote revitalization" (Wittekind. 26).<sup>13</sup> This calls for other questions and initiatives, such as using community intervention to drive investment rather than relying on market forces.

Thoughtful planning requires utilizing zoning and long-range planning tools to make equitable (re)development possible. Along with these tools is the concept of a triple-lens visualization. This concept has evolved to understand the type of intervention required for commercial stabilization and the differences between traditional business assistance programs and real estate development (Wittekind. 34)<sup>14</sup>. Targeted business assistance programs have historically been used as a development tool to support existing and future businesses that help preserve neighborhoods' cultural, social, and economic fabric. There are several ways to target specific businesses like those by women, people of color, place-based, or all three. Ensuring that outside businesses are not abusing or removing opportunities from local businesses, assistance program(s) require a partnership with planners and stakeholders to determine appropriate and qualifying businesses. In addition, this concept focuses on building wealth in neighborhoods that lack investment, creating connections with stakeholders that build long-term support, and ensuring professionals engage stakeholders clearly and intentionally.

The lack of transportation and connectivity will continue to be barriers for low-income residents if not addressed appropriately. This stresses why

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<sup>11</sup> A Ladder of Citizen Participation

<sup>12</sup> Promoting Equitable Development

<sup>13</sup> Planning for racially equitable (re)development

<sup>14</sup> Planning for racially equitable (re)development

community involvement is vital. Although city and county governments have planning departments, they are often relegated rather than empowered to take on more of a leadership role in addressing pressing needs related to equity, economy, and the environment (Gross, pg.38)<sup>15</sup>. Regulating authorities or government agencies, like the Department of Housing and Urban Development (HUD), have historically prioritized economics, resulting in neglected communities. Ensuring the needs of communities are met, public participation should be used as is a crucial component, not only of previous plans like *Renew Maple Avenue Plan* but also the *Rejuvenate: North Church Street Corridor Plan*.

### Smart Growth Strategies

Smart Growth and its principles initially appeared and became popular in media during the mid-1990s in the State of Maryland. While principles of Smart Growth have existed before the 1990s, this led to the conception of legislation enacting the Neighborhood Conservation and Smart Growth Act. It limited sprawling patterns of low-density residential and arterial strip commercial development (Daniels, pg. 274)<sup>16</sup>. The principles of smart growth were intended to benefit all residents, and the design of communities is necessary for all age groups and walks of life. According to the Lincoln Institute of Land Policy, there are ten principles of Smart Growth. Below are three principles identified as leading principles for ensuring that equitable development and revitalization are reached:

1. Ensure an equitable and predictable process in land development decisions.
2. Promote stakeholder collaboration and community participation.
3. Revitalize existing urban and rural neighborhoods into safe and livable communities.

Implementing Smart Growth strategies like equitable development decisions and collaboration, livable and walkable communities, and revitalizing existing urban landscapes can reinvent corridors across Burlington. Improving the walkability of a corridor requires a walk that is as good as a drive. Jeff Speck explains four concepts must be present simultaneously: Balancing types of uses, reality and perception, space and orientation, and an interesting walk<sup>17</sup>. To create more pedestrian-friendly and walkable development patterns, planners now understand that the negative impacts of suburban and sprawl-like development patterns have increased awareness of environmental sustainability, equitable development, and the mixing of land uses (Sweeney & Hanlon, pg. 16)<sup>18</sup>. Also, infill development can be used to decrease the expansion of outward expansion, utilizing the existing infrastructure and vacant or underutilized land. Achieving goals and principles along this commercial corridor will better connect and blend the current, and future land uses throughout the corridor.

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<sup>15</sup> Community benefits agreements: Making development projects accountable

<sup>16</sup> Smart Growth: A New American Approach

<sup>17</sup> "The General Theory of Walkability." Performance by Jeff Speck

<sup>18</sup> From old suburb to post suburb

The geographic placement of Burlington within the central piedmont of North Carolina positions it to be an autonomous community that will continue to grow along with other 'Carolina Corridor' municipalities. Population growth, supplemented by future expanding economic opportunities, will begin to challenge existing neighborhoods; thus, strategies like the principles of Smart Growth will play a more integral role in the future planning of cities. Across the US, planning and growth management organizations have expressed the threats posed if the development and growth of cities don't become sustainable with their development patterns. For the North Church Street corridor, commercial revitalization of older properties should be reimaged to feature mixed land uses that favor local stakeholders, incorporate various transit modes, and shift to more sustainable and walkable development models.

### **Theoretical Framework**

Planning theory is instrumental in creating positively impactful development outcomes, serving as a beacon and guide to successfully carrying out complex planning decisions. Small cities around the United States are struggling to expand their existing economic structure, and public infrastructure is becoming more cost burden. Shifting towards place-based approaches to promote the revitalization of corridors should be implemented to foster sustainable and equitable (re)development (Kramer, pg. 1)<sup>19</sup>. Community engagement and public Participation are excellent approaches to empowering stakeholders and establishing collaborative governance.

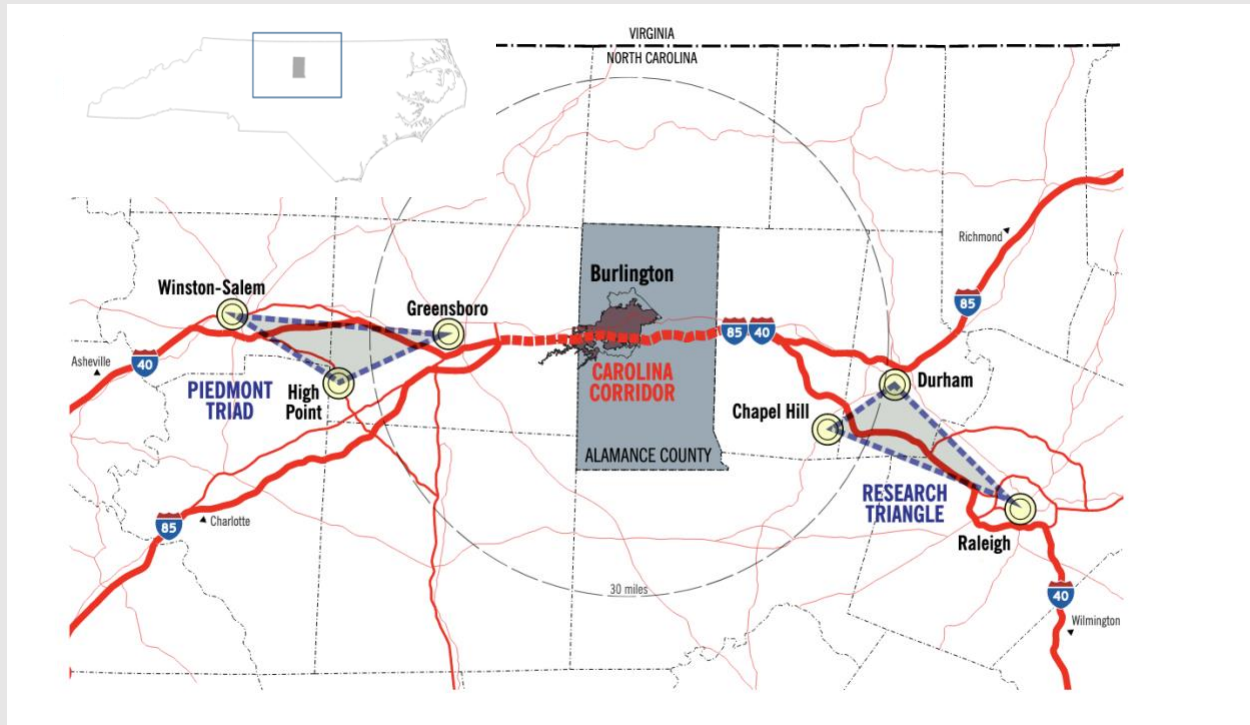
Participatory planning serves a role within this Plan that incorporates public opinion and perception into the planning process. Doing so empowers those stakeholders and establishes a renewed sense of community and value. This also serves to widen the lens of outside experts involved as facilitators rather than administrators. The combination of professionals and community stakeholders creates a stable and equitable foundation required to achieve the goals.

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<sup>19</sup> Framework for Creating a Smart Growth

## Existing Conditions

### Historical Context: City of Burlington



*Figure 1: Map of the City of Burlington in relation to North Carolina (Via Destination Burlington)*

In the heart of the 'Carolina Corridor' lies the City of Burlington, the largest municipality within Alamance County, North Carolina. This corridor represents two of the three largest urban economic centers throughout the state; the Piedmont Triad (Greensboro, High Point, Winston Salem) to the west and the Research Triangle (Raleigh, Durham, Chapel Hill) to the east. The City of Burlington finds itself situated nearly halfway between the two along the confluence of Interstates 85 and 40.

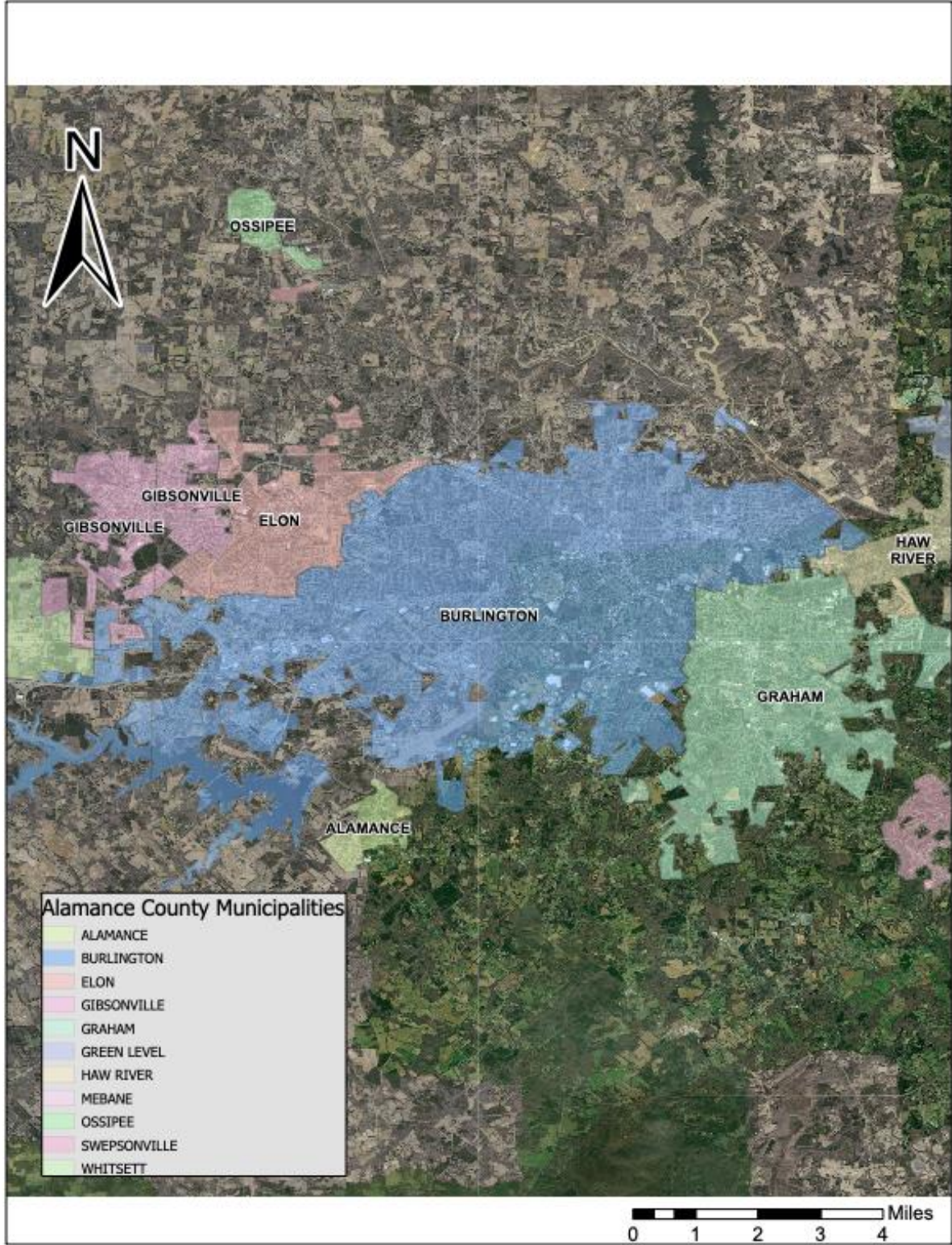
The city's location always plays a vital role in its history; Burlington is no different. In 1856 Burlington was established initially as a town named Company Shops, intended for a railroad repair and maintenance site. The North Carolina Railroad's newest facilities site would be officially incorporated ten years later in 1866. As the town progressed in the late 19th century, manufactured goods and other industries diversified the local economy. Luckily, with the support of a newly diversified economy, the town would not face incredible economic loss when the railroad moved in repair and maintenance shops to Virginia. Following the move, the town changed its name to Burlington.

During the 1880s and late 19th century, several central North Carolina communities became collective leaders of the textile industry. In 1893, Burlington was incorporated as a city following its ascension into being the textile capital of the South.



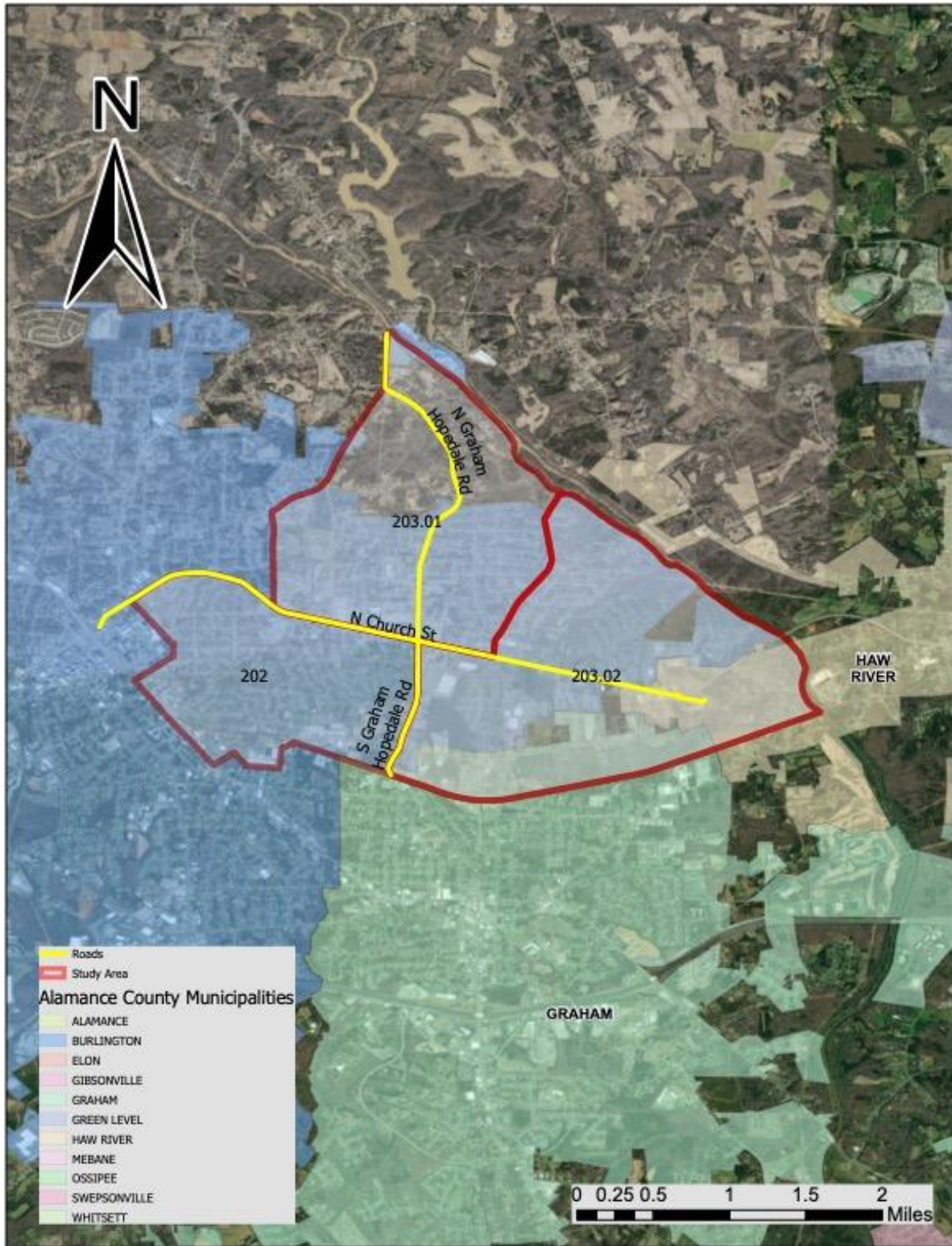
In the early 20th century, the city textile mill development influenced some of the largest population and commercial building growth. Thousands of professionals and skilled workers flocked to the city. By 1924 when the most significant textile venture was established in the city. Burlington Mills, now Burlington Industries, became the nation's largest weaver of rayon. At its height in 1971, Burlington Mills had over 130 plants in 92 countries, launching the city into the international realm. Also, World War II brought critical economic changes to Burlington. In 1942, the federal government purchased 22 acres in the city's eastern portion to construct test aircraft. As the war economy declined federal government utilized the property for government contract business bringing in electrical engineering and manufacturing giant Western Electric. This move brought employees from around the country. Throughout the early 1970s, residents of Burlington knew one industry would not be sufficient to keep the city vibrant. Unfortunately, a severe recession in the early 1980s struck the base of Burlington's economy. While the city continued to hold significant weight in the textile world, it found itself following a significant retail trend: outlet shopping. As newer shopping facilities blossomed across central North Carolina and even within Alamance County, older commercial and outlet shopping in Burlington waned.

In 1991 the Western Electric site closed operations and closed that chapter in Burlington's history. While the closure of Western Electric and the decline of textiles and manufacturing impacted the local economy the most, the emergence of a new industry in Burlington has kept downtown as the major employment center. The heart of downtown is reminiscent of Burlington's railroad history and future as a leader in biomedical testing. Today Laboratory Corporation of America (LabCorp), established in Burlington, has grown into the world's largest biomedical testing firm and largest regional employer.



Graphic 1: Municipalities in Alamance County

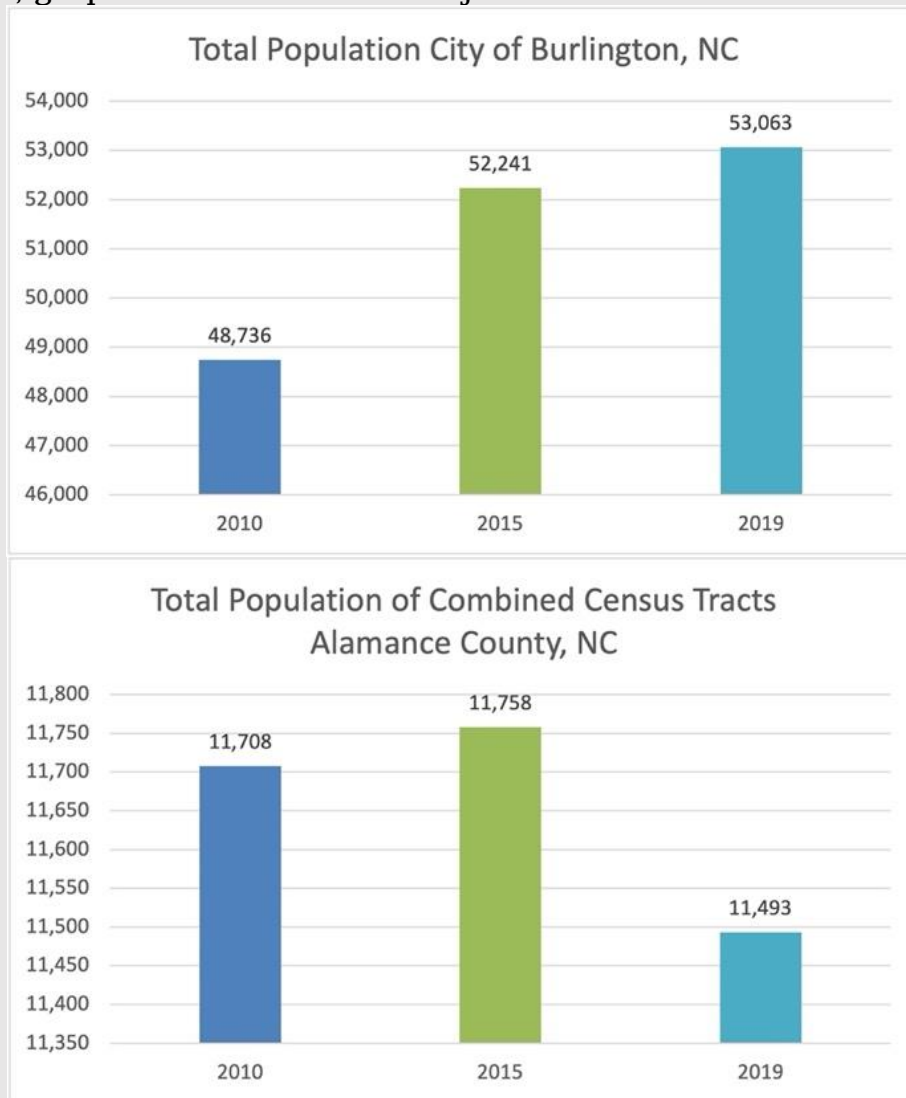




Graphic 2: Study Area comprised of Census Tracts 202, 203.01, & 203.02

## Population

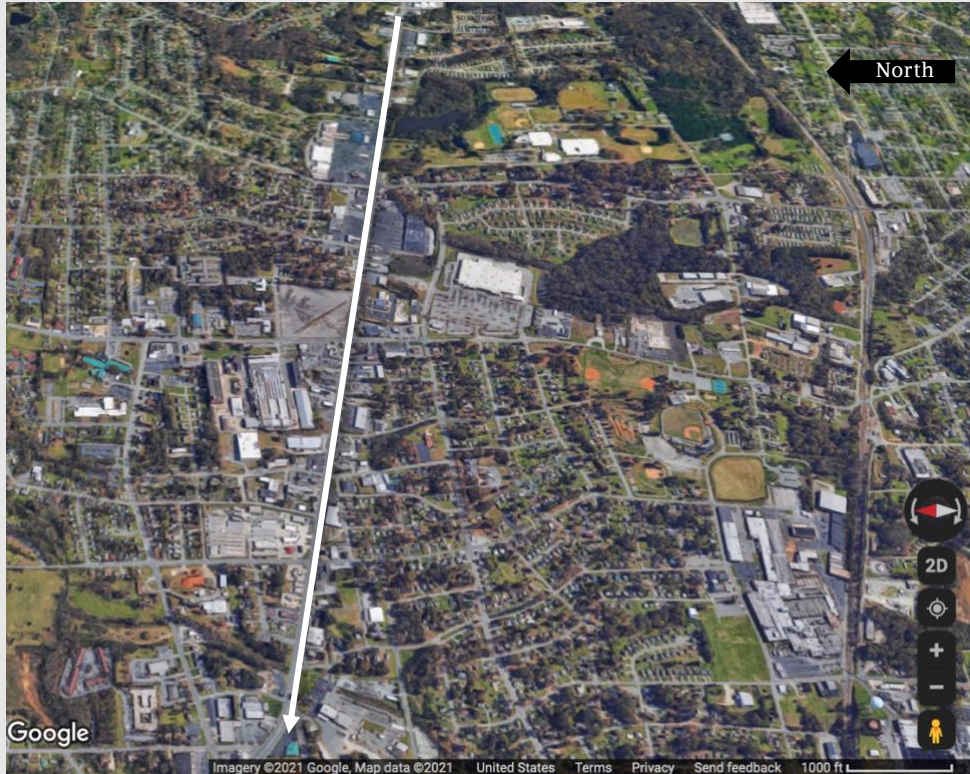
Burlington grows and becomes more diverse annually, like many central North Carolina communities. Since 2010, the city of Burlington has increased in population by more than 8%, from 48,736 to 53,063. Although this influx of new residents to the community is welcoming, many areas across the city have remained relatively the same. This can be said about areas along the North Church Street corridor. To understand the social and economic background, analyzing two US Census tracts will provide context to their social and economic characteristics compared to the entire city. The targeted Census tracts within the study area are Alamance County, North Carolina, 202 and 203. During the same 10-year timeframe, the combined tracts have slightly decreased by 1.8%, from 11,708 to 11,493. Throughout this report, graphics will label the conjoined census tracts as "Study Area."



**Chart 1 & 1A : Population (ACS 2010-2019 Total Population)**



### North Church Street Corridor



**Figure 2: Birds Eye View of North Church Street Corridor and surrounding area looking ESE (Google Maps, 2021)**

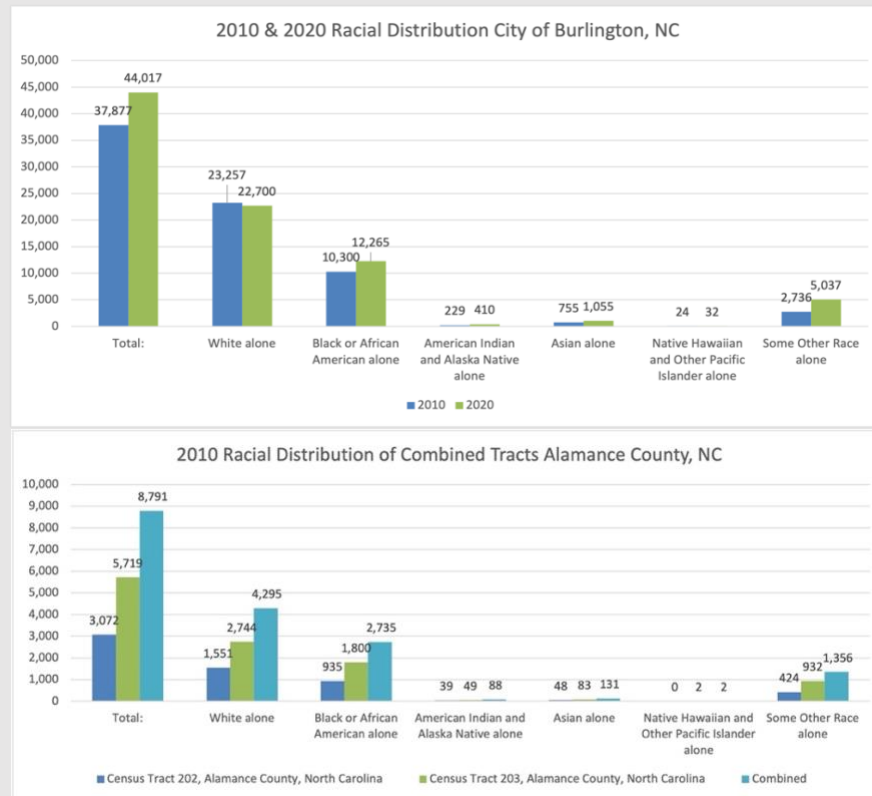


**Figure 3: Birds Eye View of North Church Street Corridor and surrounding area looking WNW (Google Maps 2021)**

## Demographic Analysis

### Racial Distribution:

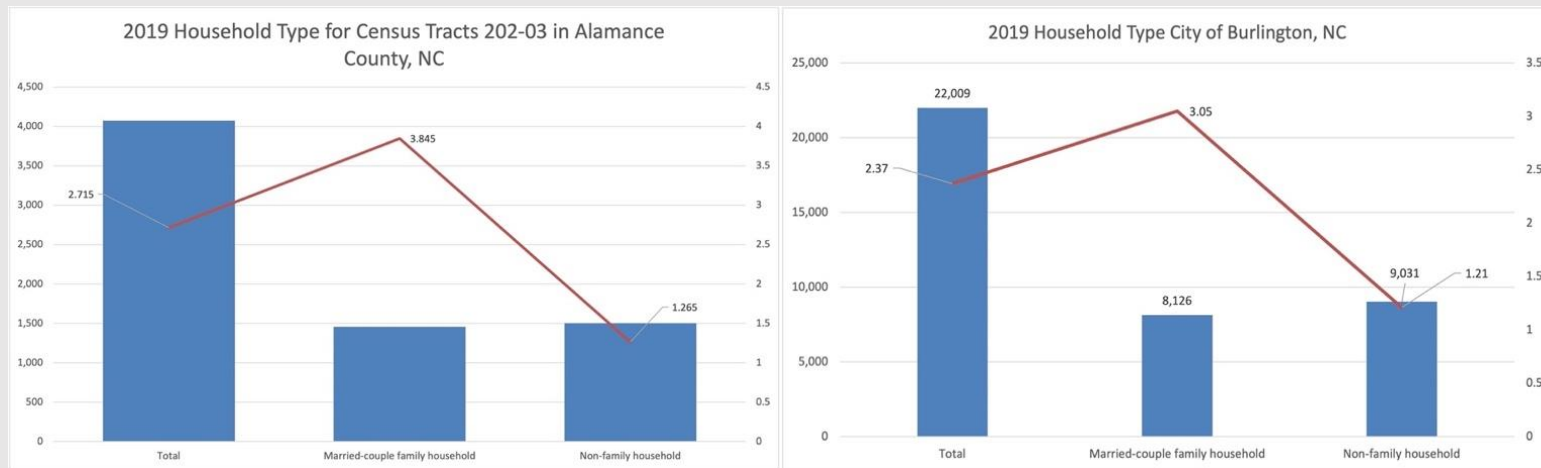
The distribution of residents across the typical American city varies, but they share similar patterns when examining racial and social status. In the City of Burlington, communities of color and lower incomes are more likely to be found in the northern or eastern areas and are less likely in western regions. As the chart below shows, the city has an even racial distribution; census tracts 204 in the north and 206 in the west are outliers. Overall, the city is becoming more racially diverse: Whereas in 2010, white residents made up nearly 62% of the population their percentage decreased to 52% in 2020.



**Chart 2 & 2A: Racial Distribution (ACS 2010 & 2020 Race)**

### Household Type:

Households across the city of Burlington have 2.37 people on average. The Combined Tracts household size is slightly larger with 2.72 people. The most significant inconsistency between city and study area household are the size of married-couple family households. The city has an average household size of 3.05 people, while the study area is more significant with an average married-couple family household size of 3.85 people. At the same time, there are likely to be larger households in the study area; the charts shown below share similar trends among households.

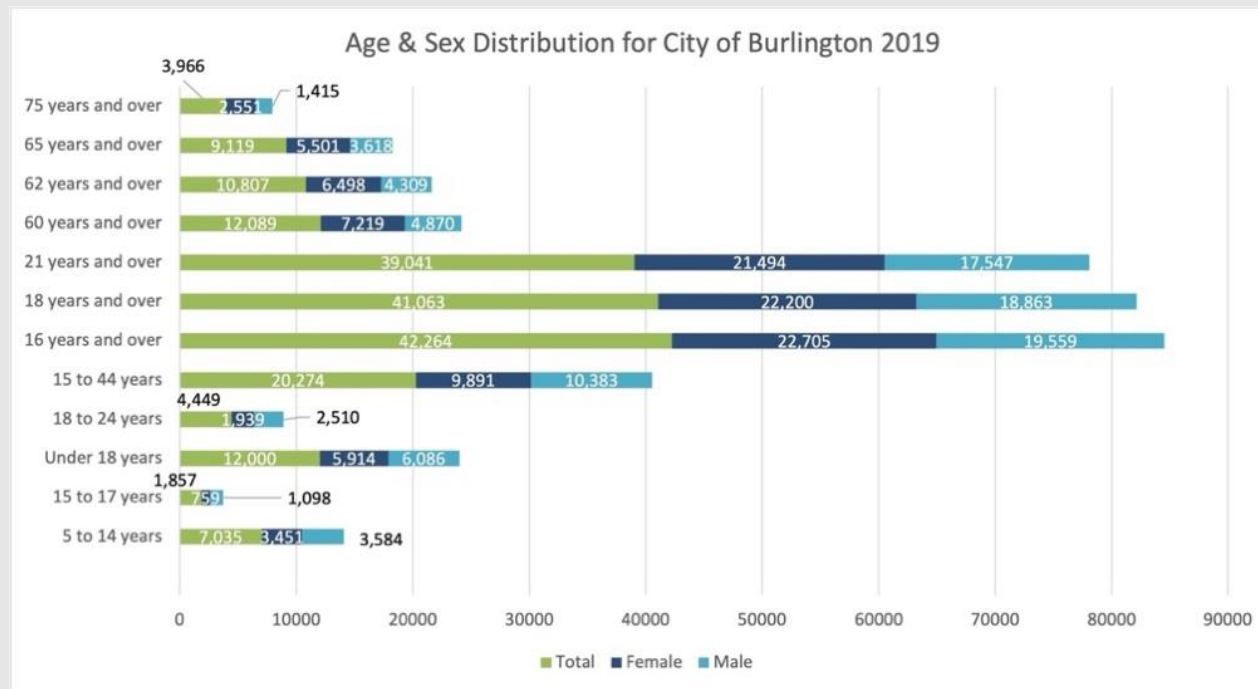


**Chart 3 & 3A: Household Type (ACS 2019 Households)**

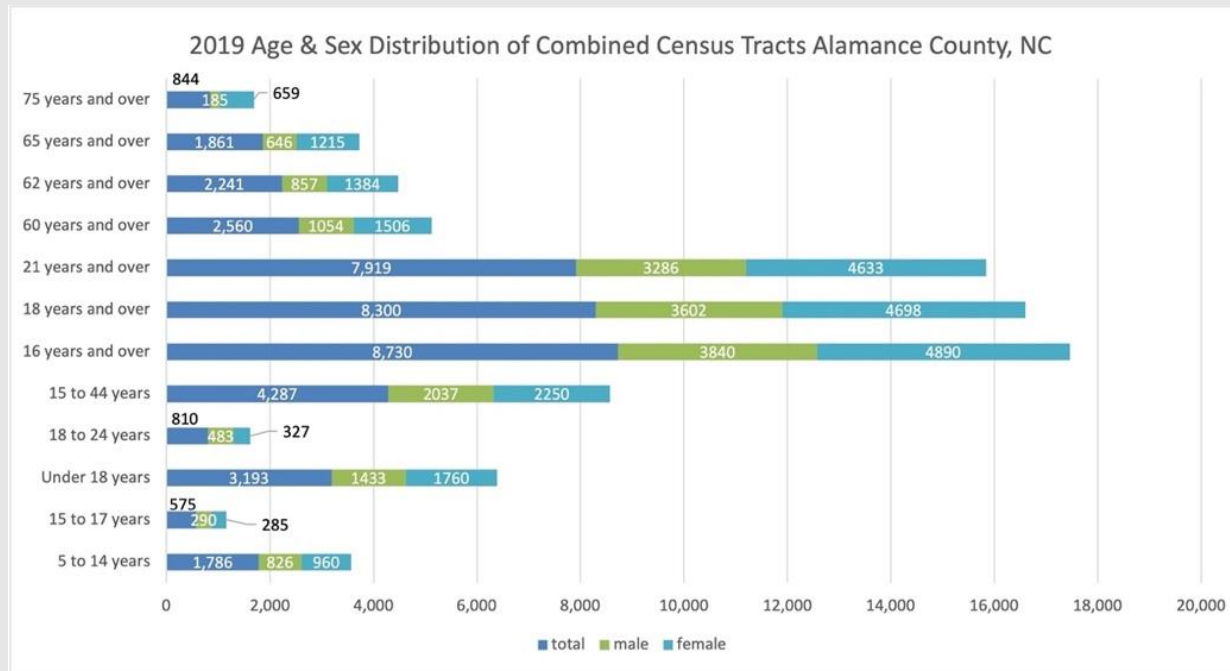


### Age & Sex Distribution:

Residents of Burlington have a median age of 38.9, whereas men are on average 36.2 years old and women, on average, are 41.7 years old. When comparing gender and age distribution in both the study area and the city, they are seemingly identical. In each of the 12 age and gender groups, the study area follows similar trends experienced across the city. When analyzing age, we begin to pick up on repeated occurrences spatially. Below, census tracts 204 and 206 repeatedly occur as outliers, with an average age of 51.7 and 30.5 years old, respectively.



**Chart 4 & 4A: Age and Sex Distribution (ACS 2019 Age and Sex)**



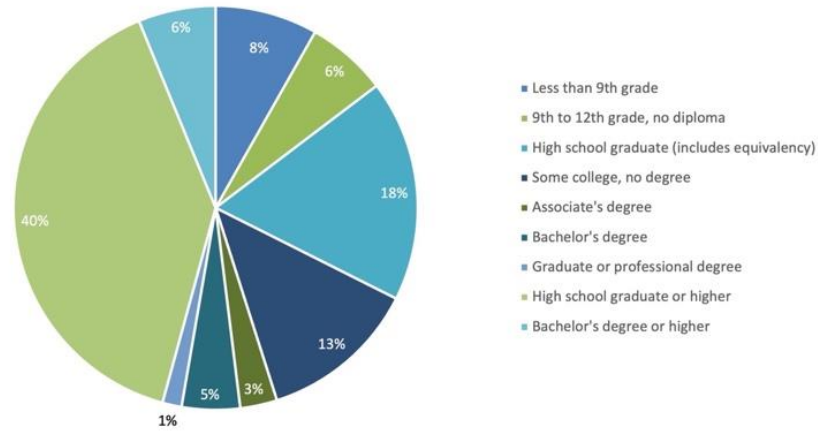
**Chart 4 & 4A: Age and Sex Distribution (ACS 2019 Age and Sex)**

### Education:

Educational attainment in Burlington has features similar trends compared to the study area. Some key differences are the percentage of residents with less than a 9th-grade education, a high school diploma or equivalency, and a bachelor's degree. The study area had a more significant percentage of residents fall into those categories in the first two education groups. In contrast, the city had more residents with a bachelor's degree or higher.



2019 Educational Attainment for Census Tracts 202-03  
in Alamance County, North Carolina (Age >25)



2019 Educational Attainment for City of Burlington,  
North Carolina (Age >25)

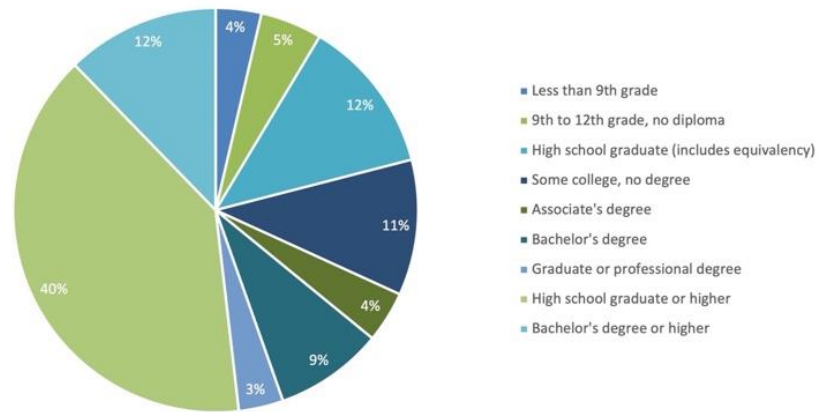
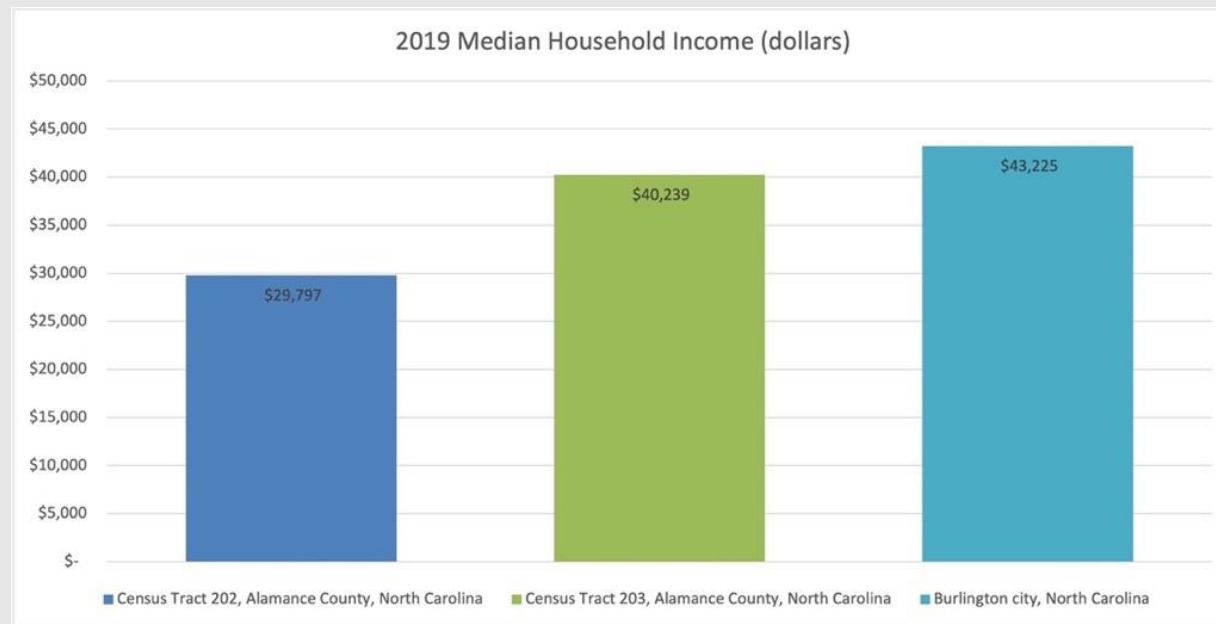


Chart 5 & 5A: Educational Attainment (ACS 2019 Educational Attainment)

### Income:

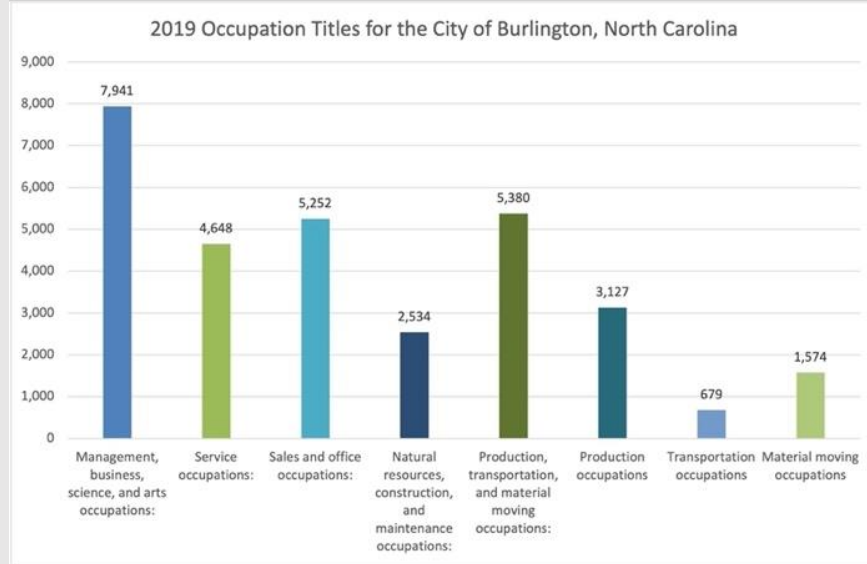
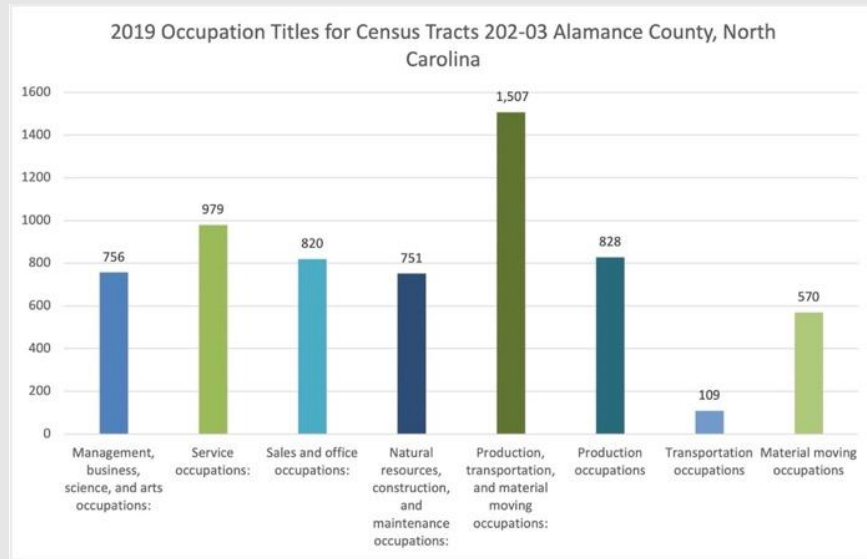
Once analyzing education, we begin to pick up on other social characteristics like household income. Education is not solely reliant on household income but has a strong relationship. Burlington's highest median household income is found in western areas in the graphic below. In contrast, the study area features some of the lowest median household incomes across the city. The median household income for the city is \$43,225, while the two census tracts in the study area are \$29,797 and \$40,239, respectively.



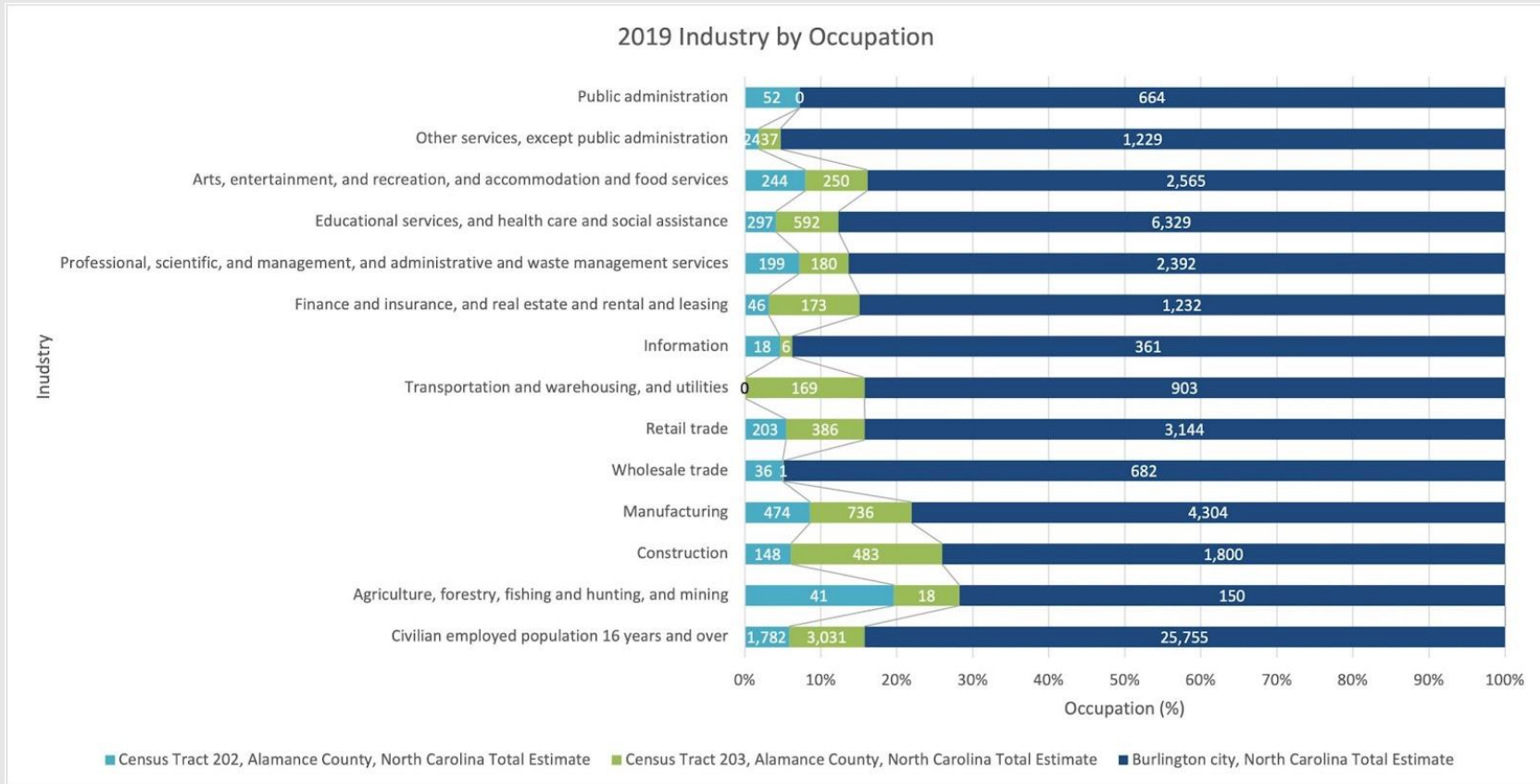
***Chart 6: Median Household Income (ACS 2019 Median Household Income)***

### Occupations and Economic Sectors:

Overall, the city of Burlington has a lower-than-average median household income compared to the North Carolina state average of \$54,602. The economic history of Burlington and the many other piedmont municipalities have been reliant on the production and manufacturing of goods. As of 2019, the most notable occupation titles are in management, business, science, and arts. Collectively the production occupation titles remain dominant across the city. This is significantly more common in the study area, where over 2,300 of the 6,300 working residents work in the production occupation titles. The three most significant industries in the city are educational services, health services, social services, manufacturing, and retail trade. Combined, these three industries are 53% of the total employed population. The study area's most prominent industries regarding total citywide occupation are agriculture, forestry, fishing and hunting, mining, construction, and manufacturing. Respectively employed civilians in the study area make up 28%, 25%, and 21% of the citywide population.



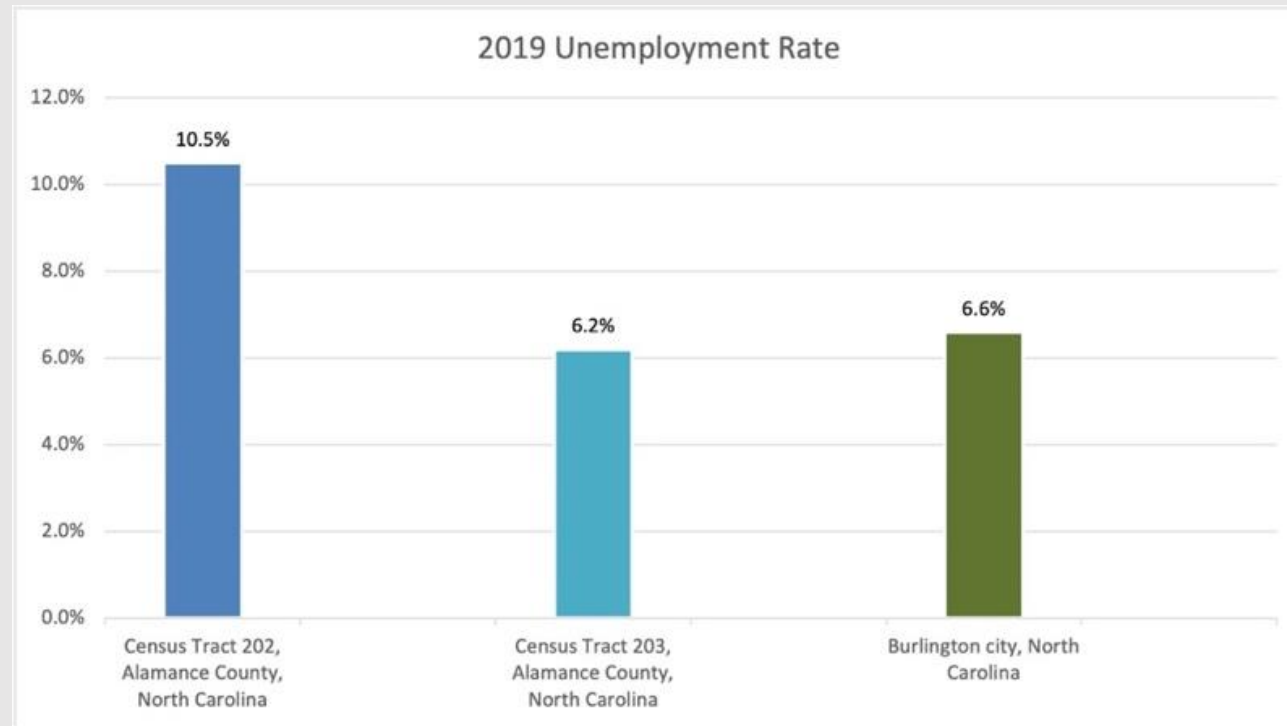
**Chart 7 & 7A: Occupation Titles (ACS 2019 Occupation)**



**Chart 8: Occupation by Industry in the City of Burlington (ACS 2019 Occupation)**

**Unemployment:**

The citywide average unemployment rate in 2019 was 6.6%. The southern portion of the study area had an unemployment rate of 10.5%, while the northern part was significantly lower than the city and tract 202 at 6.2%.

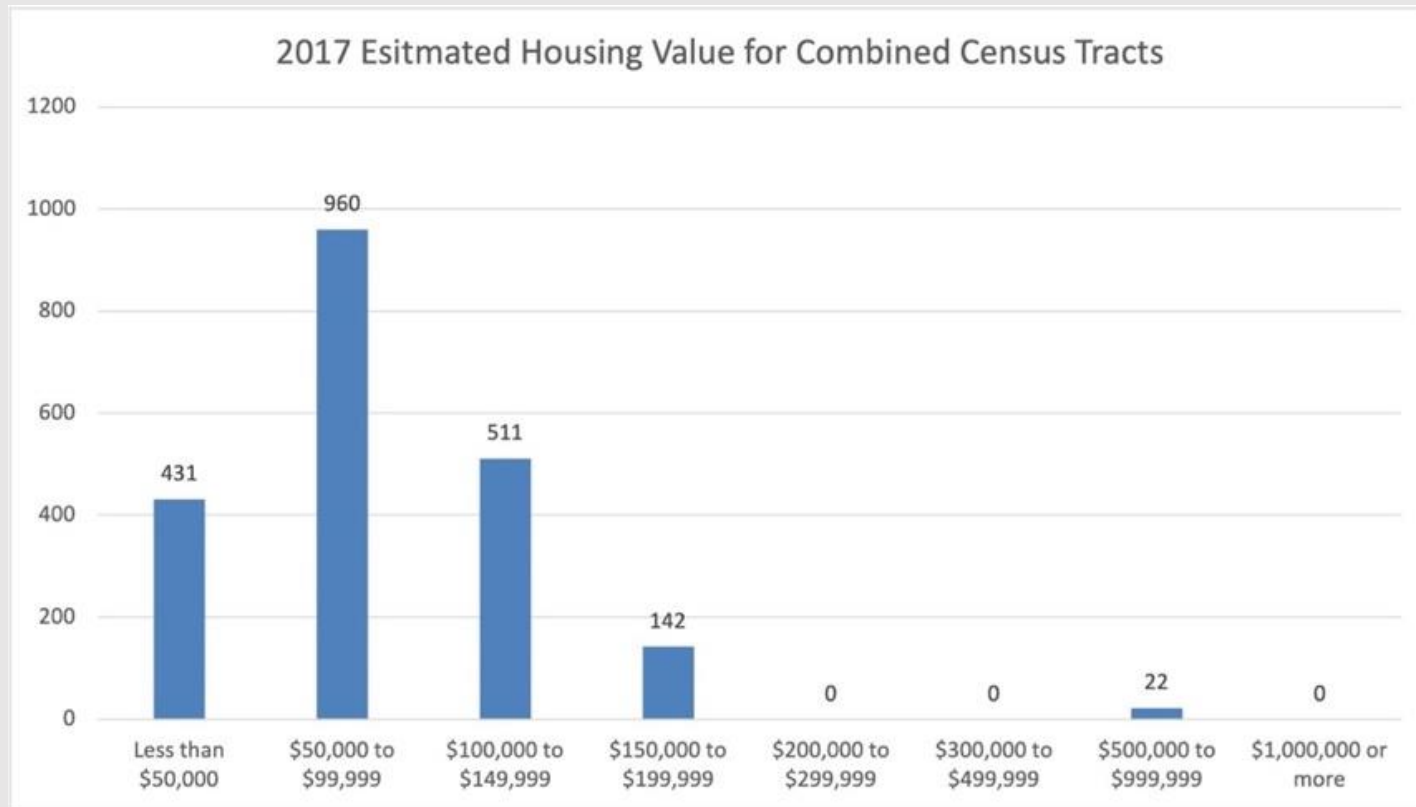


*Chart 9: Unemployment Rate (ACS 2019 Unemployment)*

## HOUSING ANALYSIS

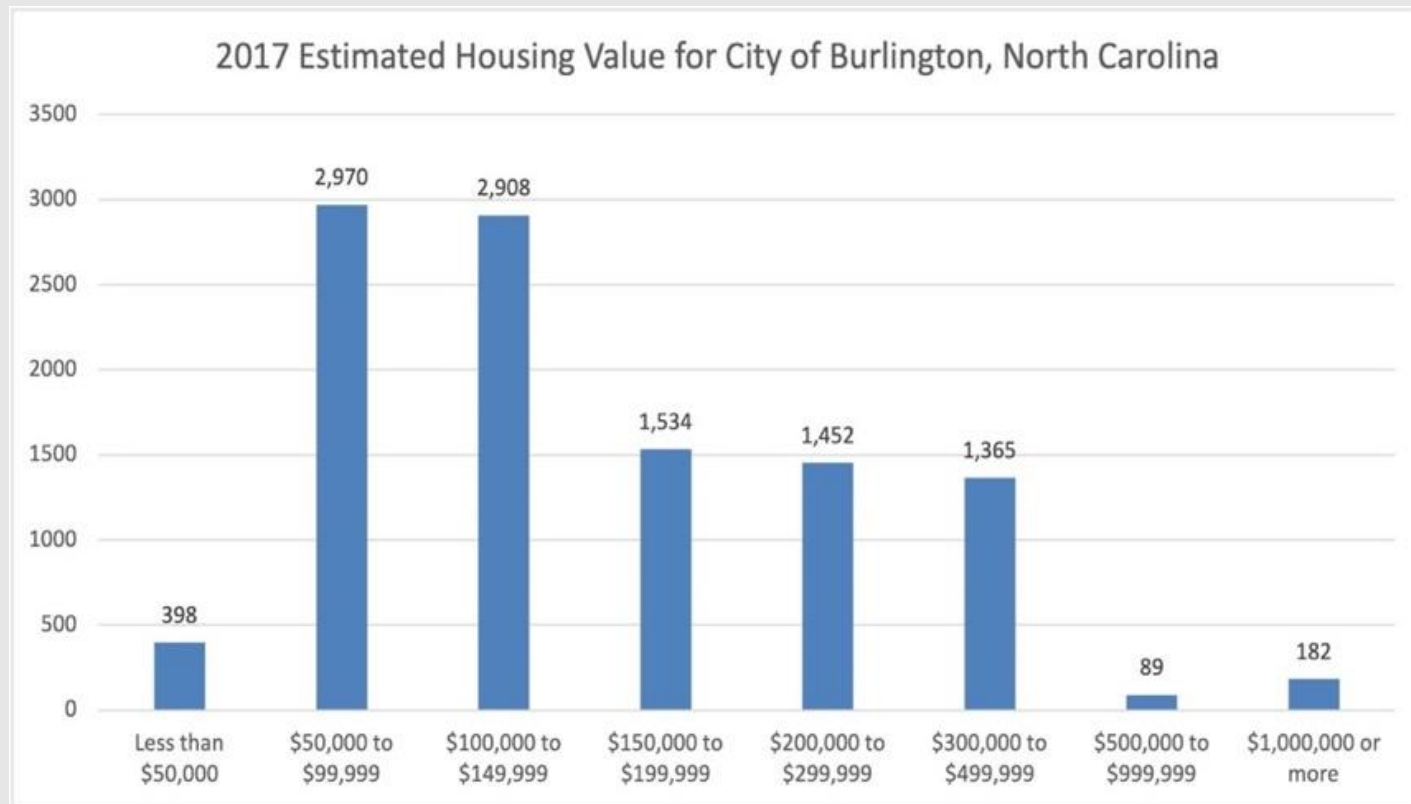
### Housing Value:

The financial characteristics like median income and housing value of the study area are below the city average. According to data collected in 2017, the estimated housing value across Burlington has the highest concentration of homes valued between \$50,000 and \$149,999. This is a similar trend in the study area, where the highest concentration of homes is valued between \$50,00 and \$99,999. Considerable differences between the study area and the city are homes valued at over \$150,000. Within the study area, there are 0 homes valued between \$200,000 and \$499,999, 22 homes valued between \$500,000 and \$999,999, and no homes valued at more than \$1 million.



*Chart 10 & 10A: Estimated Housing Value (ACS 2017 Housing Value)*



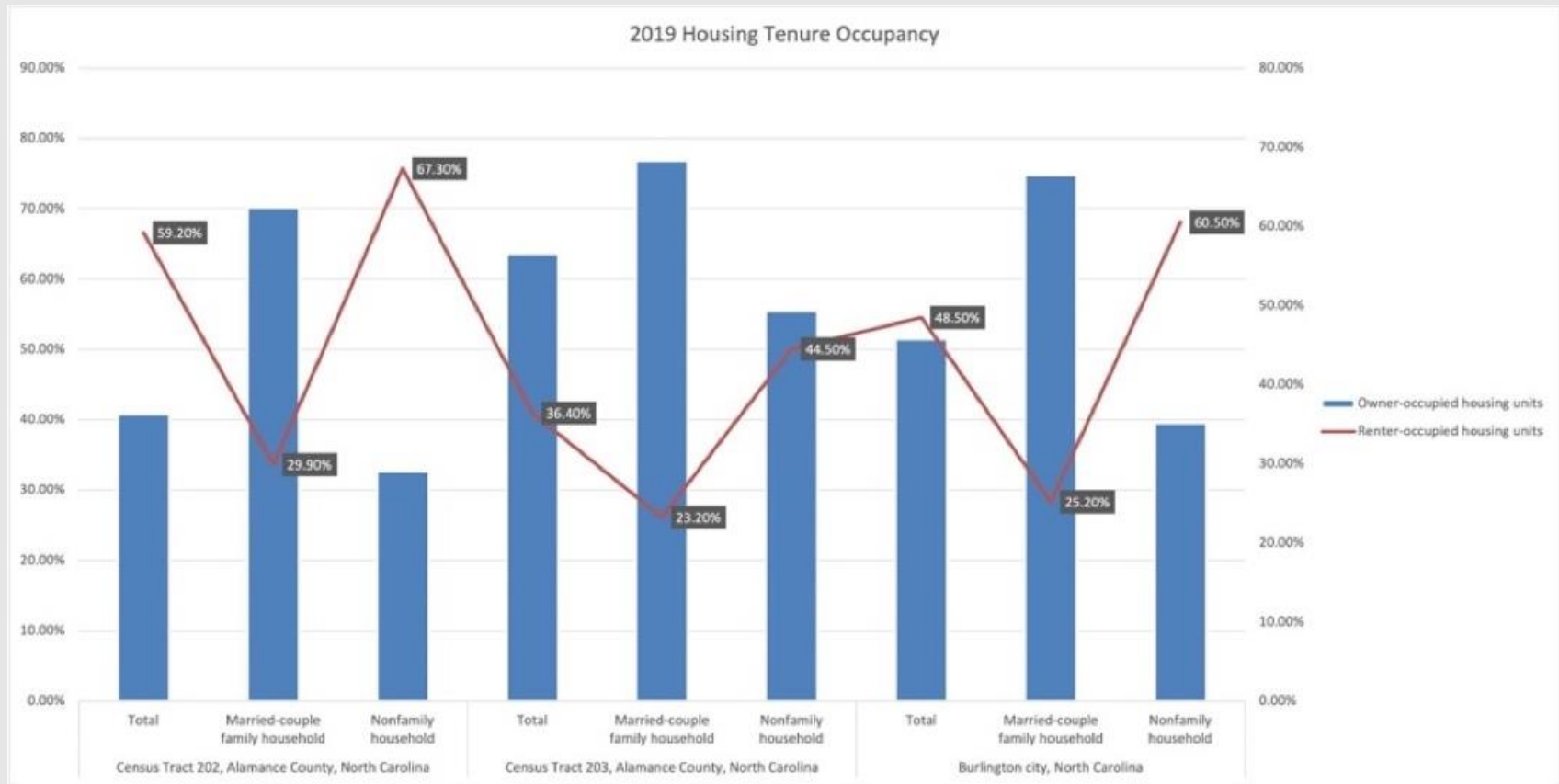


*Chart 10 & 10A: Estimated Housing Value (ACS 2017 Housing Value)*

### Housing Tenure:

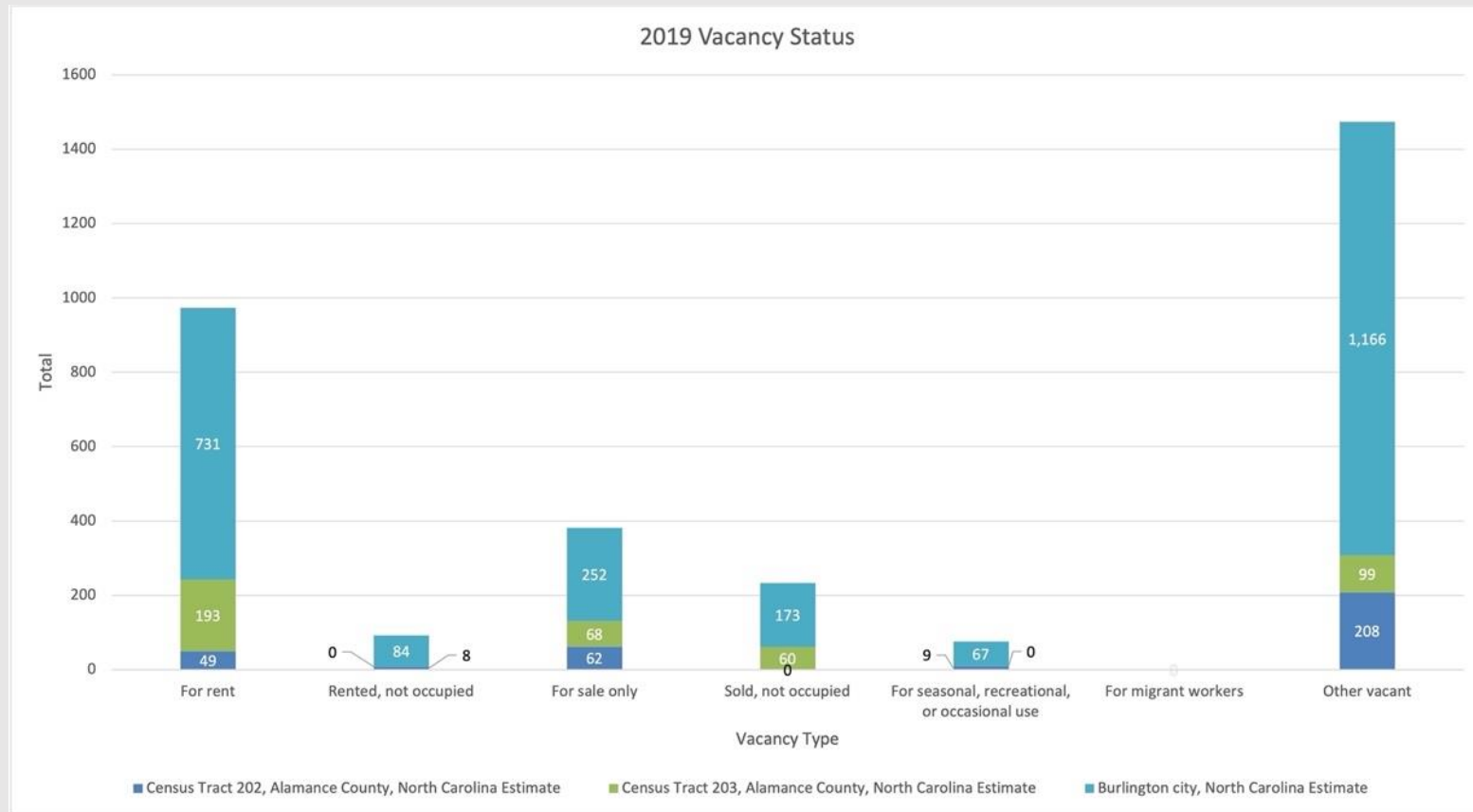
To better understand and analyze existing housing within the study area, the census tracts that belong to the study area were examined individually and compared to the city. Similarly, to median household income, census tract 202, on average, had fewer homeowners in both married-couple family households and non-family households than census tract 203. This census tract has a higher percentage of renter-occupied units in the southern portion of the study area than its northern neighbor and the citywide average.

Chart 11: Housing Tenure Occupancy (ACS 2019 Housing Occupancy)



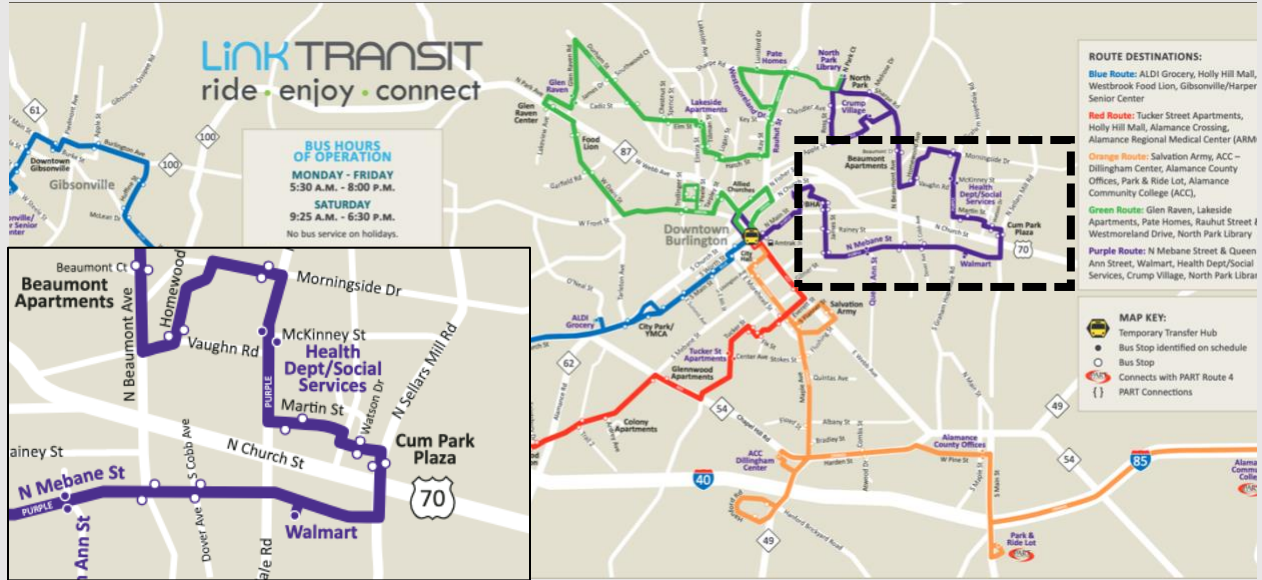
### Vacancy Status:

Despite lower-than-average median household income, home value, and homeownership, the study area has relatively low vacancies across the various vacancy types identified below. The "For sale only" vacancy type is the only exception; the city has 252 vacancies, and the study area contains over 50% of those vacancies. These "for sale" properties in the study area make up a considerable amount of the city's vacancies.



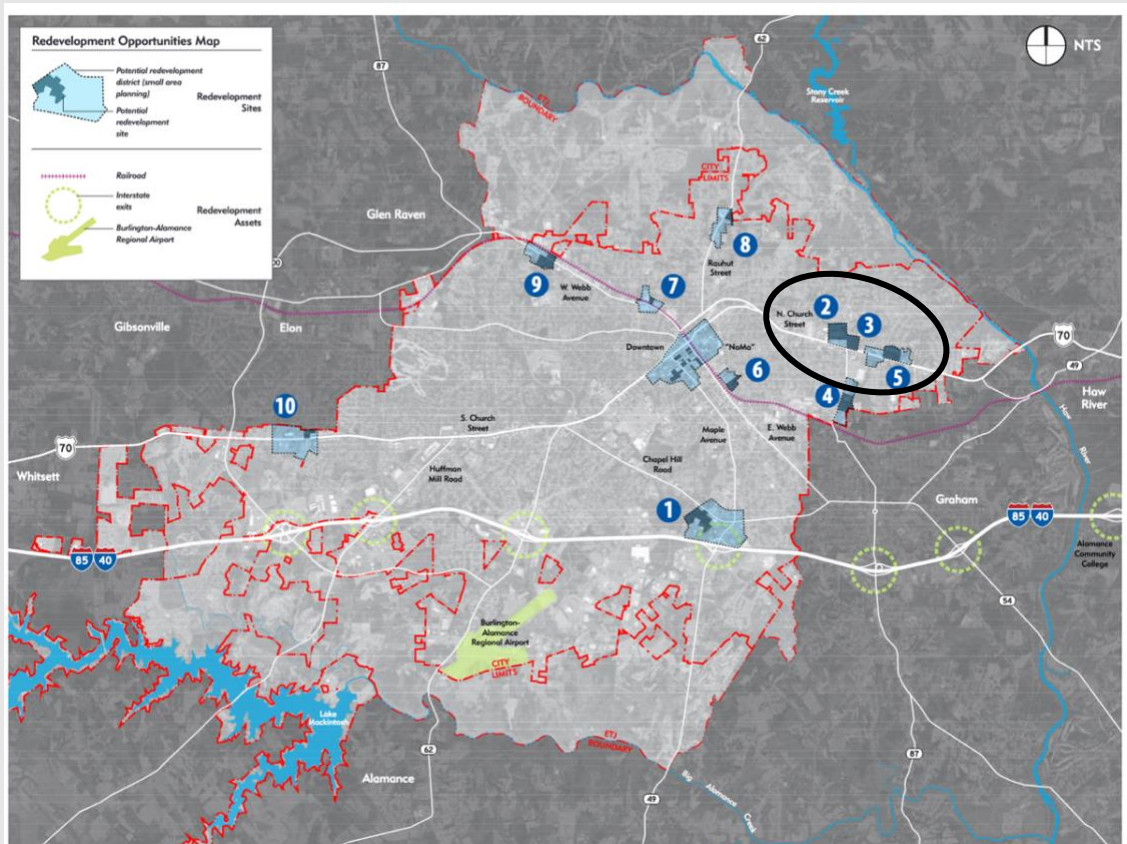
**Chart 12: Housing Vacancy Status (ACS 2019 Housing Vacancy Status)**

## Existing Public Transportation Infrastructure



Graphic 3: Alamance County Transportation Authority LinkTransit Public Transit Route (Via LinkTransit)

## Catalytic Sites



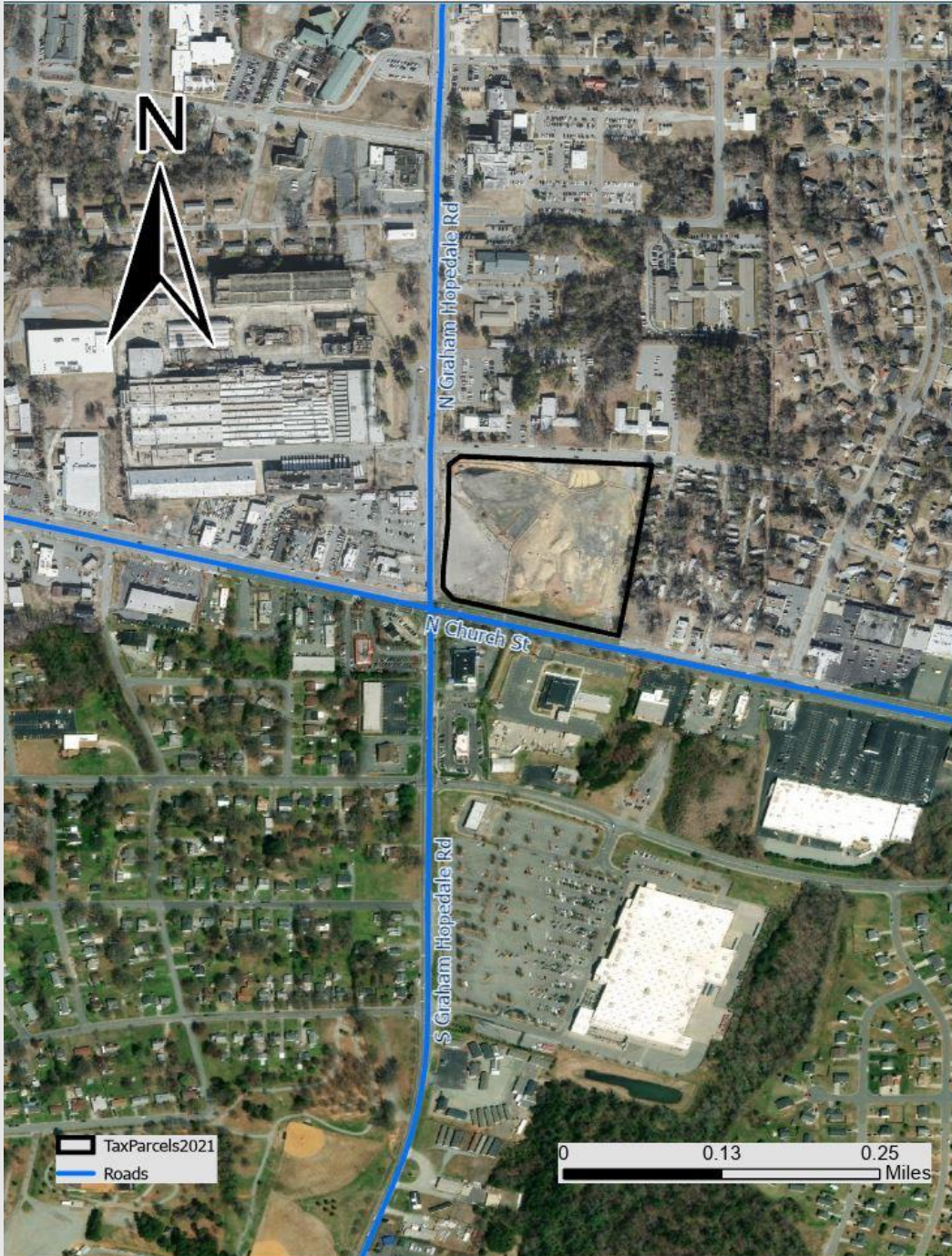
Graphic 4: Redevelopment Opportunities Map (Destination Burlington)

Figure 4 below demonstrates the city initiative to redevelop the North Church Street corridor, signifying it as a moderate priority. This corridor contains 3 out of the ten catalytic sites identified in *Destination Burlington*. In this planning proposal, 2 of the three sites along this corridor will be further analyzed and visualized. The first site is on the Northeast corner of Graham Hopedale Road and North Church Street, and the second is Cum Park Plaza. The third site will not be included in this Plan because of the extensive environmental clean-up and should be tackled separately. Its proximity to site #3 should be considered and help spur future redevelopment. Both future site (re) developments, at sites #3 and #5, should be used to stimulate the revitalization of North Church Street.

<b>Gateway Priority Matrix</b>	University Drive @ I-40	Huffman Mill Road @ I-40	Alamance Road @ I-40	Maple Avenue @ I-40	East Webb Avenue @ border	S. Graham Hopedale Road @ border	North Church Street @ border	N. Graham Hopedale Road @ border	Apple Street @ border	Rauhut Street @ Sharpe Road	Elmira Street @ Elm Street	West Webb Avenue @ border/Glen Raven Rd	Front Street @ Saddle Club Road	South Church Street @ Williamson Ave
<b>Gateway Type</b>	Identity	Oppt'y	Identity	District	Oppt'y	District	Oppt'y	Identity	Identity	District	Oppt'y	District	Identity	District
<b>Priority Level</b>	Low	High	Medium	High	Medium	High	Medium	Low	Low	Low	Medium	High	Medium	High
<b>Redevelopment Potential</b>	Devel- oping	Limited	Limited	Yes	Yes	Yes	Limited	Not advised	Not advised	Yes	Yes	Yes	Not advised	Yes

**Figure 4: Gateway Priority Matrix (Destination Burlington)**

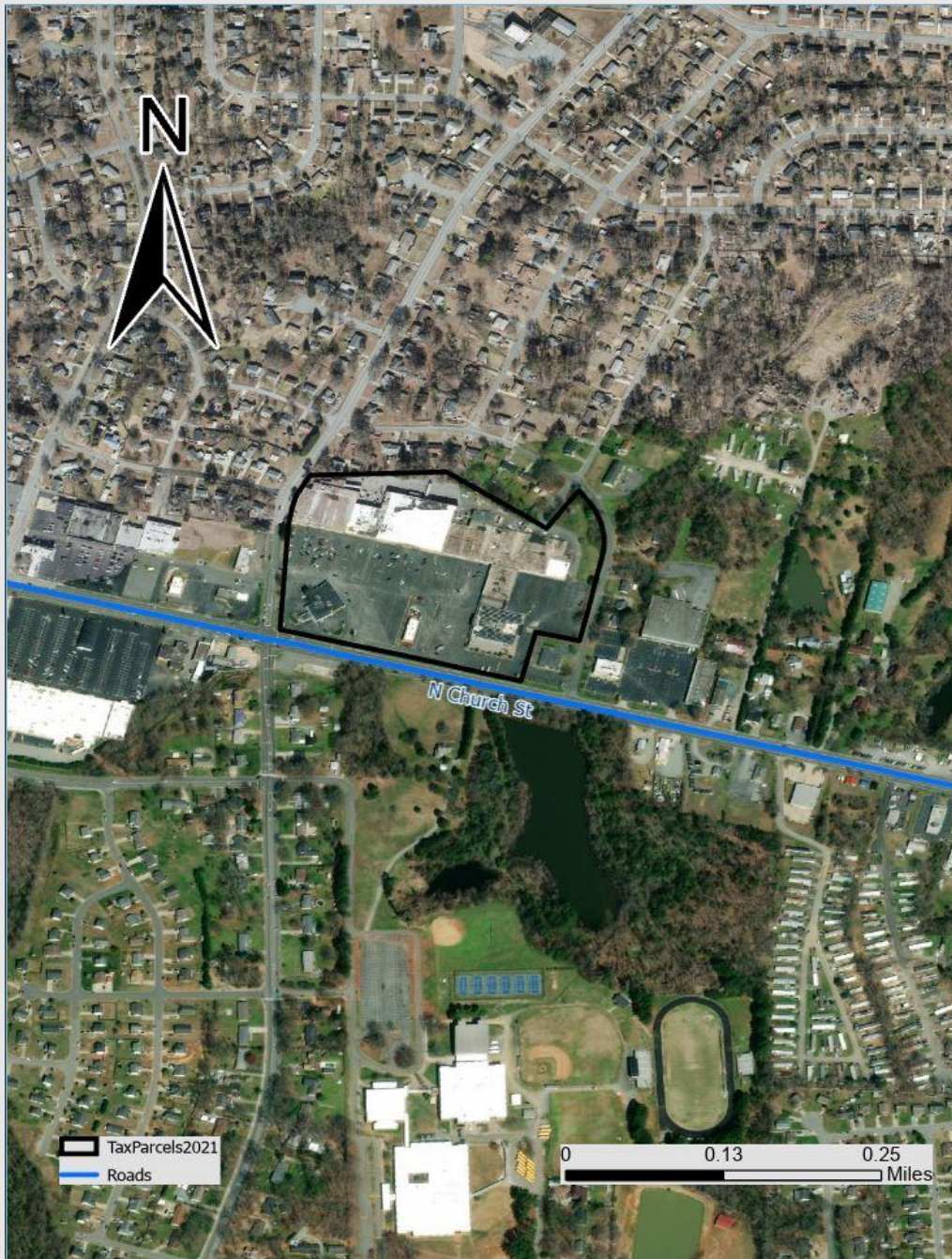




*Graphic 5: Site #3 on the Northeast corner of North Church Street and Graham-Hopedale Road (Google Maps, 2021)*

Site #3 is on the Northeast corner of North Church Street and Graham-Hopedale Road. This vacant parcel was once utilized in affiliation with the Western Electric site diagonally across Graham-Hopedale. This property is roughly 10 acres and has the potential to include mixed-land uses.





Graphic 6: Site #5 Cum Park Plaza (Google Maps, 2021)

Site #5 along North Church Street is Cum Park Plaza. This aging strip shopping center is favorable for reconfiguration or redevelopment. This site is roughly 17 acres, and the potential land uses are commercial and mixed-use. This site has more limitations than #3 regarding redevelopment and will require careful consideration of its future potential.



### Precedent Renew Maple Ave. Plan

The *Renew: Maple Ave. Plan* is the first corridor initiative that proposes streetscape improvements along Maple Avenue in Burlington, NC. The methods and recommendations provided in this Plan were used as an example to create the *Rejuvenate: North Church Street Corridor Plan*. Below are images that demonstrate how the corridor looked before and after the recommended improvements, shown using a 3D conceptual model.



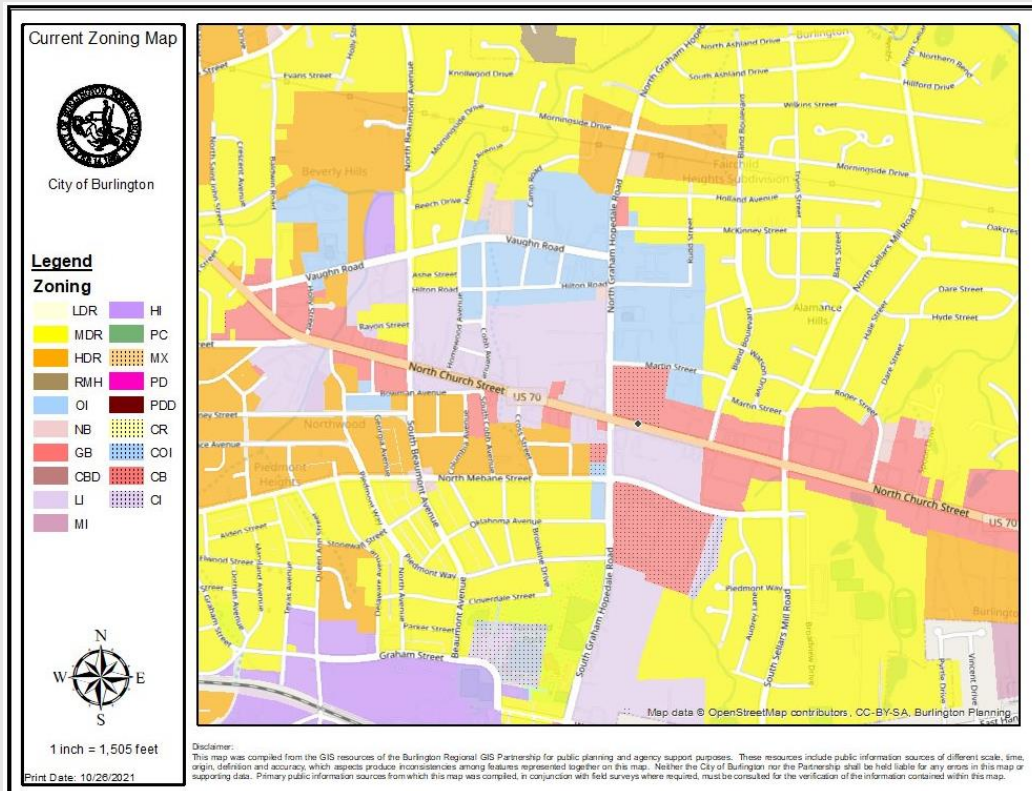
Image 1: Maple Ave. existing image (Via Renew: Maple Ave. Plan)



Image 2: Maple Ave. transformation rendered image (Via Renew: Maple Ave. Plan)

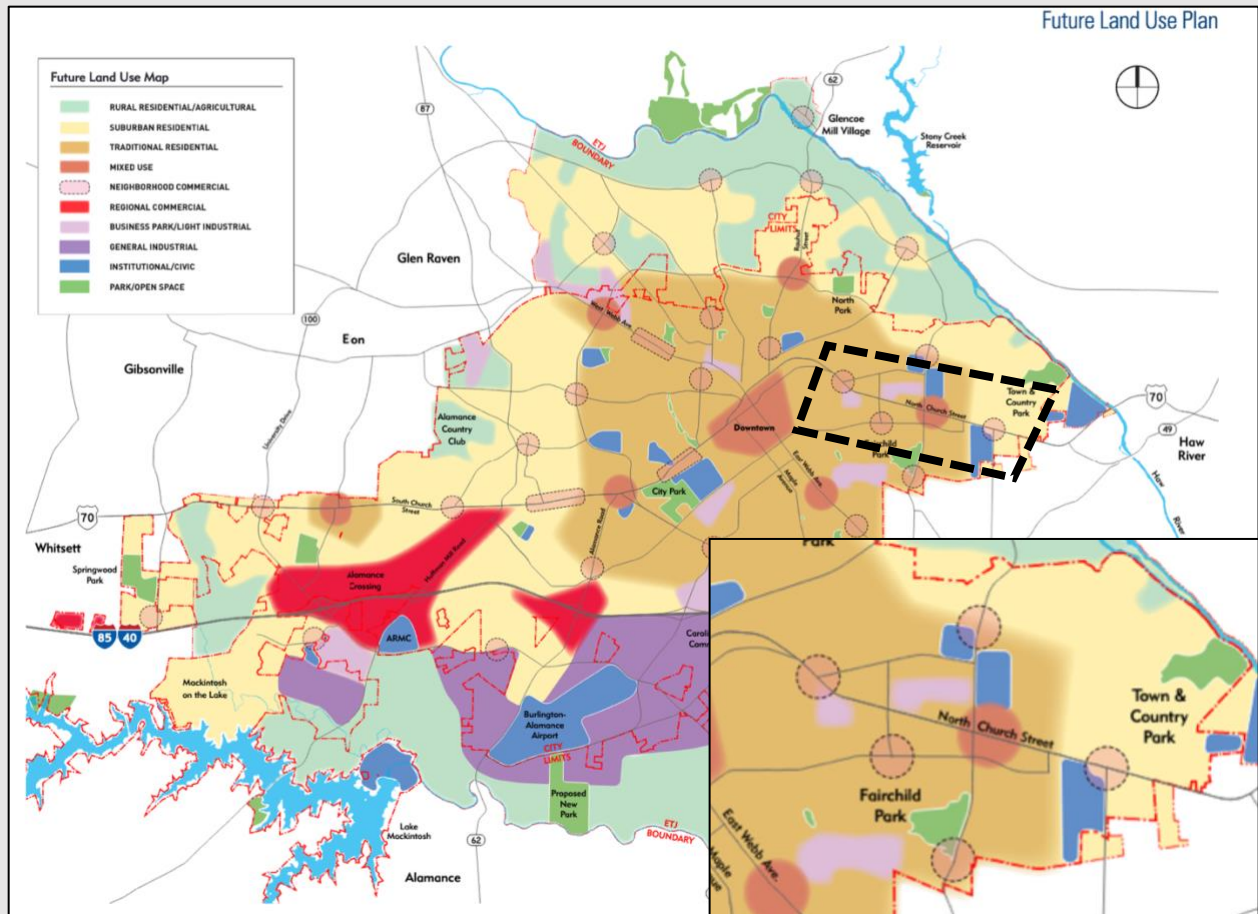


## Zoning Analysis



**Graphic 7: Current Zoning Map Along North Church Street in the City of Burlington**

Many parcels are zoned either as General Business (GB) in the Northwest or Southeast along the North Church Street corridor. At the same time, Light Industrial (LI) is centrally located along the corridor. According to the Unified Development Ordinance, GB is a district to serve retail, business, and services along the major arterial street, interstate interchanges, and on blocks surrounding the central business district. Typically, businesses are single buildings with few multi-tenant or multi-building development. In addition to commercial uses, wholesale sales, warehousing uses, and institutional services are allowed. Restrictions to this zoning district are residential uses. The LI district was established to accommodate agricultural and light manufacturing uses. Many uses include assembly, fabrication, processing, distribution, storage, and wholesales. Commercial activities serve primary businesses in the district, and their employees are allowed in this district. Surrounding these districts are Office Institutional (OI), Medium Density Residential (MDR), and High-Density Residential (HDR).



**Graphic 8: Future Land Use Map of the City of Burlington and along North Church Street (Destination Burlington)**

The future land use along the North Church Street corridor identifies similar land uses that currently exist. The recommended changes to land use are mixed-use around Site #3: Northeast Vacant Parcel or the intersection of North Church Street and Graham-Hopedale Road. Lastly, closer to Site #5: Cum Park Plaza is a new neighborhood commercial district. This Future Land Use Map supports improvements and (re)development efforts proposed in this proposal.

### Summary of Existing Conditions

According to the redevelopment opportunities map, the catalytic sites proposed along North Church Street are consistent with the future land use map and are favorable for (re)development. Although the economic characteristics of the study area are slightly less than the city average, this corridor has remained functioning and active. Vehicular travel along the thoroughfare is the dominant form of transportation and, in its current capacity, lacks other modes of transit directly along the corridor. When analyzing social characteristics within the study area, common themes arise with its relationship to the economic aspects. Acknowledging lower accessibility and connectivity to other parts of the city and fewer

employment options is important because those implications can negatively impact the financial and economic characteristics of the study area. As identified in the future land use map, creating nodes along this corridor will resolve the limitations along North Church Street and the study area.

## Methodology

This Plan's guiding principles and methods are steered by community outreach. Precedent plans will also influence how this Plan is cultivated by providing the opportunity for public involvement and consideration. The public survey intends to determine community concerns and determine if they reflect the vision established by city leaders. Recommendations will be imagined with stakeholder responses heavily considered while ensuring they're compatible with city initiatives and plans. Research questions and discussions were first created to present challenges that the recommendations will pursue full and accomplish.

## Research Questions & Discussions

The following research questions below will challenge the literature and pose ideas to help organize community engagement for this Plan. Also, the goals and recommendations identified in *Destination Burlington* for the North Church Street corridor helped focus the discussion response. This section intends to establish equitable reasoning and purpose for rejuvenating the corridor.

### **1. How do we reimagine commercial corridors and ensure equitable provisions are made to include community stakeholders?**

Many residents may begin to have concerns with concepts and terms like redevelopment and growth. It is essential that planners and professionals alike take the concerns of local stakeholders seriously; to empower the community and capture their trust. As outlined in the literature portion of this Plan, commercial corridors developed in the latter 20<sup>th</sup> century were traditionally designed with significant strip developments and large public R-O-W for easy vehicular travel. Increasing the variability, vitality, and accessibility of these dated corridors will not only transform them but could provide the opportunity for community stakeholders to capitalize. The importance of public-private partnerships would significantly contribute to and help mitigate external threats that could damage social and economic equity. Lastly, identifying non-monetary mechanisms to transform neighborhoods should be considered because it could open the door for a much broader group of stakeholders and concerned parties. Providing platforms and spaces for stakeholders to voice their concerns will play an essential role in cultivating trust throughout the planning process. This will include surveys, interviews, focus groups, and other opportunities to discuss their vision for the corridor with concerned stakeholders.

### **2. What makes a 'Challenged Corridor' attractive, and how do you implement a definitive sense of community?**

Incorporating historical components into the local character of a community can establish missing linkages between local history and the sense of community in the public realm. This is representative in other portions of the city; for example, downtown Burlington has multiple tributes and landmarks that symbolize the history of the railroad industry. The challenge with North Church Street Corridor is its length and varying land uses from east to west. For this Plan, careful consideration was given to the central portion of the corridor that consists of industrial and commercial properties facing the street. Including industrial and railroad thematic public art, cohesive building façade and designs, and wayfinding could contribute to the beautification of the corridor and signify community.

Housing can also help alleviate the dominant feeling of commercial uses along this corridor. Housing and affordability are essential components when planning for future growth. The concept of mixing land uses also includes housing components that can be used as a tool to transition from commercial to low-density residential uses. Still, the mixing of housing that supports affordability, accessibility, and diversity shall be achieved simultaneously. Incorporating housing components into the (re)development of commercial properties can contribute new traffic to businesses and provide better access to amenities and services to residents.

Lastly, a Complete Streets approach in reimaging the corridor will shift North Church Street from an auto-centric thoroughfare to a welcoming urban commercial corridor. This approach includes many objectives to improve the pedestrian experience and safety and beautify the corridor.

### **3. How is accessibility and connectivity increased despite limited modes of transportation offered along the corridor?**

While the North Church Street Corridor is aging, it still functions with its original intent to move vehicular travel. There most significant barrier to accessibility and connectivity was the lack of public transportation. Although there now is a route servicing the corridor area (*Graphic 3: Alamance County Transportation Authority LinkTransit Public Transit Route*), the existing development patterns and pedestrian infrastructure are not supporting this service to its full potential. Reimagining this corridor by encouraging mixed-use (re)developments should be done by orienting development around multimodal transit access to uplift and increase communal accessibility. Increasing pedestrian, bicycle, and public infrastructure in this corridor and mixing land uses from a singular land use format will promote many benefits while also reducing the reliance on automobiles along the corridor.



## Stakeholder Outreach

When discussing the empowerment of stakeholders and incorporating public Participation in the planning process, the most common form of outreach has been surveyed. Surveys should be used to empower stakeholders and deliver the most achievable outcome. Engagement through this method allows stakeholders to provide meaningful input on concerns and recommendations and become educated on the planning process. The main focal point of the survey discusses equitable redevelopment, streetscape improvements, and potential opportunities to revitalize the North Church Street corridor. The goals of this survey are to make the 'challenged corridor' vibrant economically and aesthetically while remaining socially and culturally relevant.

The online formatted survey was distributed to community stakeholders via flyers and on-the-ground recruitment. Initially, the intent was to have the City of Burlington Planning Department assist with distributing surveys by utilizing connections within the Chamber of Commerce and other private organizations affiliated with the city. These agencies were not able or willing to help to result in a grassroots effort to collect data. The survey includes an open-ended rating scale and ranking questions to identify better the corridor's perception, potential, and strength. The public survey opened on February 1st, 2022, and concluded 28 days later. Processing the survey data will contribute to the *Rejuvenate: North Church Street Corridor Plan*; a site design of both site(s) and corridor. The opinion and observations of survey respondents will be heavily considered in combination with the literature researched.

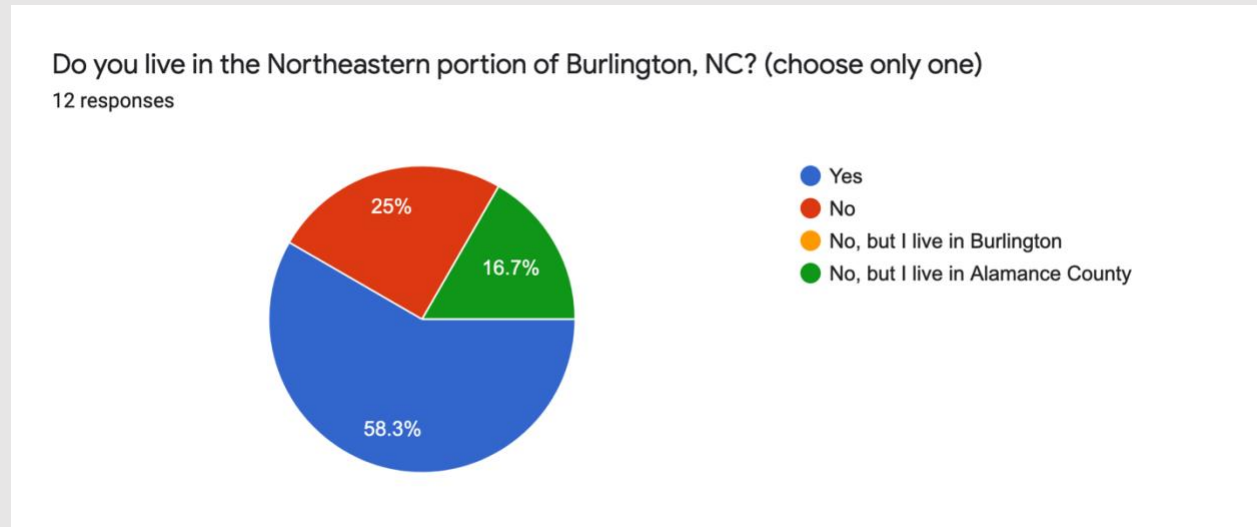
The most significant impediment to this Plan was the relaxed Participation of community stakeholders. Although the amount of engagement this Plan called for was not met, the collected data still holds value and identifies how to proceed. With great ambition, this Plan will attract stakeholders like the Chamber of Commerce and other local organizations to view this as a framework to uplift the corridor.

Lastly, it is essential to acknowledge that some stakeholders will not be able to participate or receive notice of the survey due to limitations like age, internet access, and social barriers (language and disabilities). Data collection and synthesis will commence once the survey is closed to determine the most frequent responses, highlight concerns raised, common attitudes towards the planning process/decisions, and commonalities among respondents and the goals identified in *Destination Burlington*.

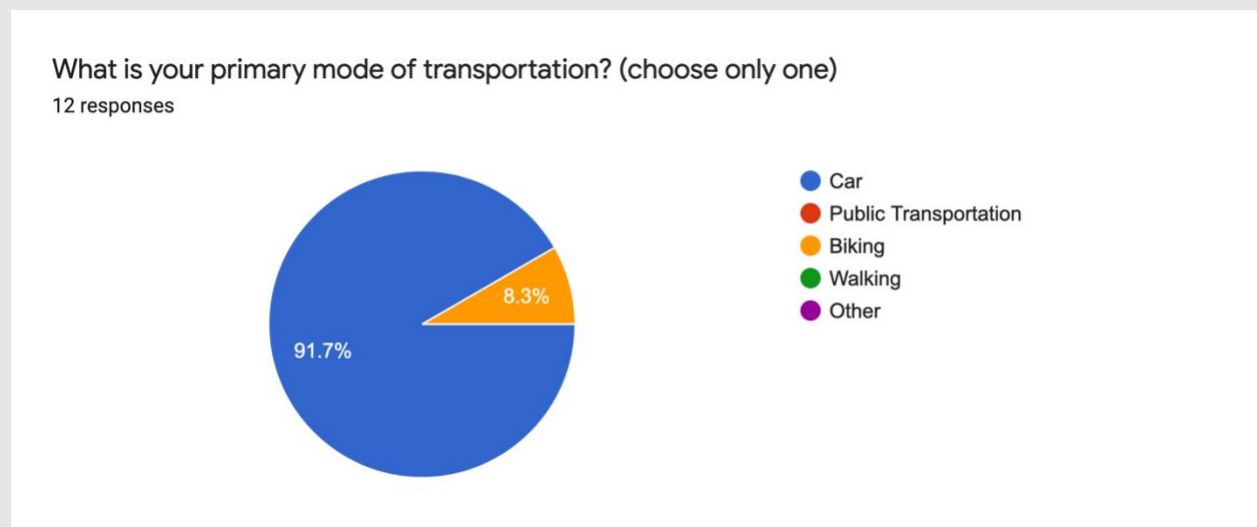


## Survey Instruments: Public Survey

The following findings are based on the North Church Street Public Survey results. This survey was available for over one month, receiving responses from 12 residents across the central Piedmont of North Carolina. \*The complete list of survey questions can be found in the Appendix



Nearly 60% of survey respondents are residents currently living within the Study Area of Northeast Burlington. Over 16% of respondents live in another community in Alamance County, likely in the neighboring communities shown in **Graphic 1: Municipalities in Alamance County**. At the same time, a quarter (25%) of respondents expressed that they lived outside of the county but within the region.

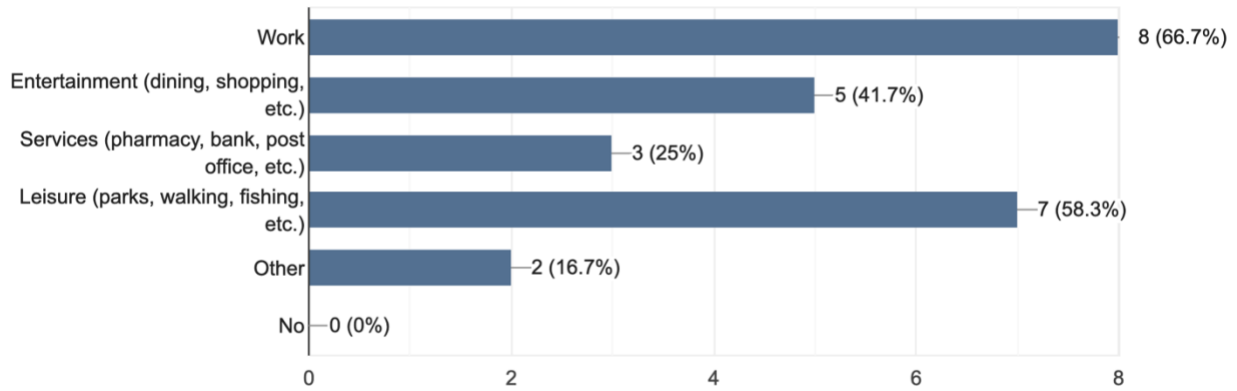


Respondents of this survey represent the vast majority (91.7%) of people whose primary mode of transportation was a car or personal vehicle. While the remaining 8% of respondents bike as their primary mode of

transportation. There were no indications from respondents that Public Transportation, Walking, or other forms of transit were their primary modes.

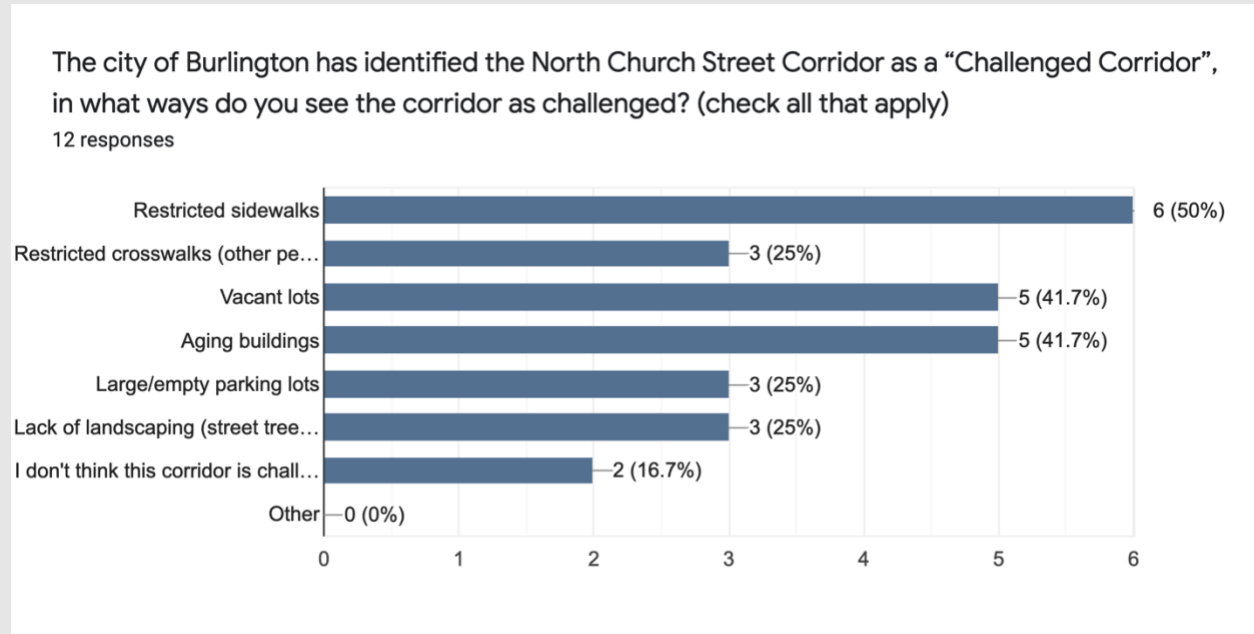
Do you use North Church Street to commute? If so, for what reasons? (check all that apply)

12 responses

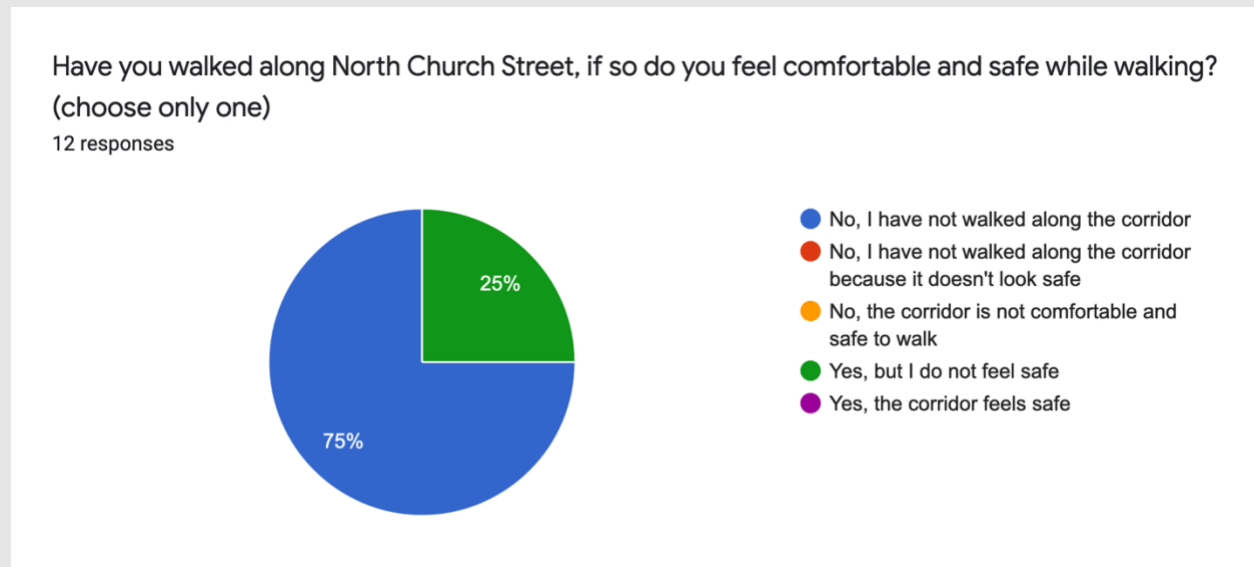


North Church Street is and was established to be a heavily traversed US HWY and commercial corridor. The North Church corridor is used multiple times a day to commute to work, services, Entertainment, and leisure destinations. Respondents were asked to indicate their reason(s) for traversing the corridor. Commuting to and from work received the most significant response with a 66% response rate. Following closely behind was traversing the corridor for a leisure destination at 58%, Entertainment at 41%, and Services like pharmacies and banks at 25%.

The city's Comprehensive Plan Destination Burlington identifies several corridors as 'challenged,' including North Church Street. Challenged Corridors are "those that the public has identified as projecting a negative character of the city" (*Destination Burlington*, pg.28).



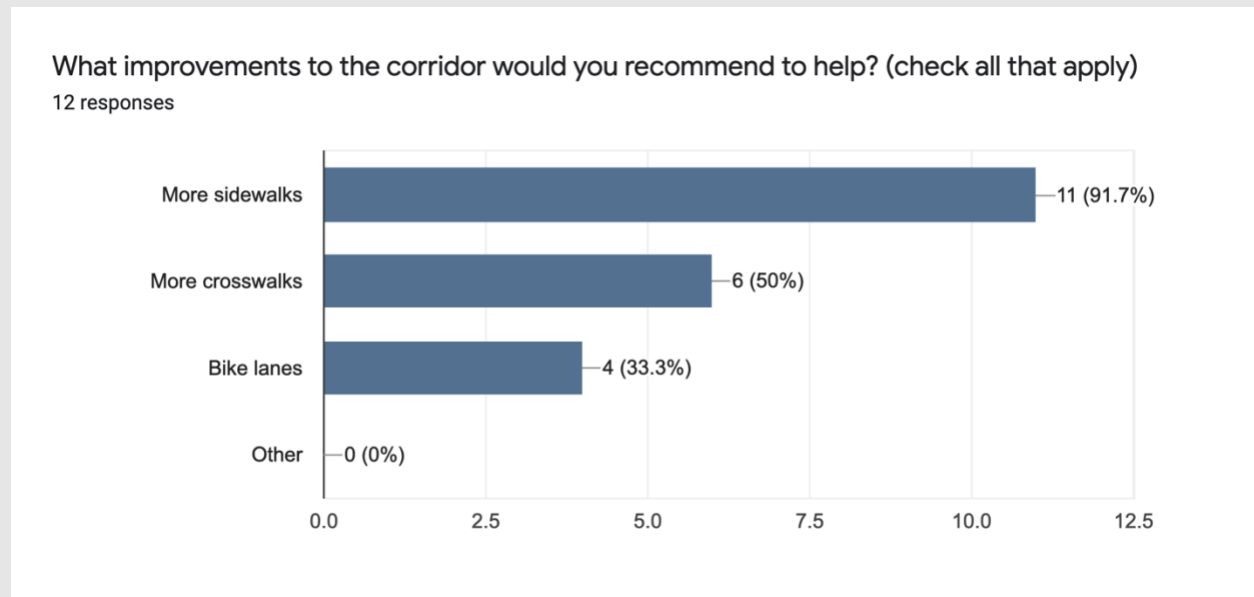
Half of the respondents (50%) identified restricted sidewalk access as the most significant challenge, followed by Vacant lots and Aging buildings, with a 41% response rate. There were three challenges with equal response rates of 25%: Restricted crosswalks, Large/Empty parking lots, and a Lack of landscaping. Lastly, few respondents (16%) don't believe the corridor is 'Challenged'.



Respondents were asked to provide any experience with walking along the corridor. The majority of the respondents (75%) have not walked along the

corridor. The remaining quarter of respondents (25%) have walked along North Church Street but have determined conditions unsafe for pedestrian travel.

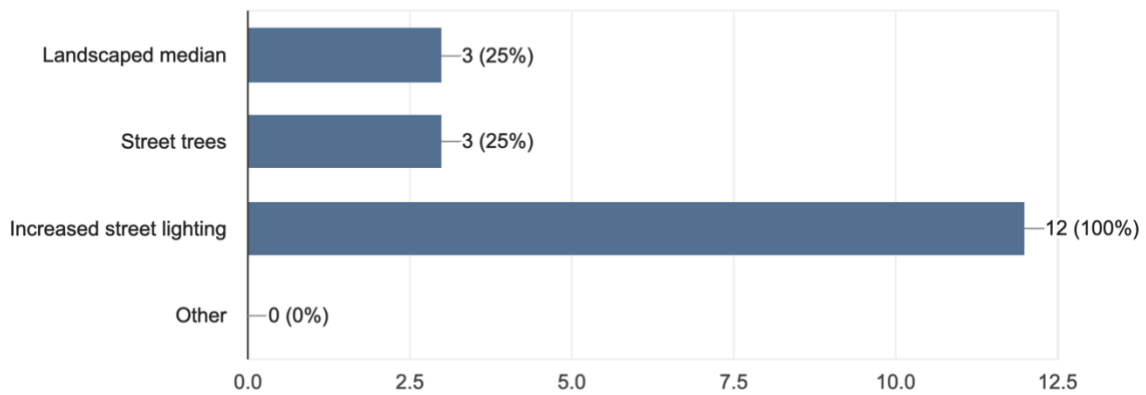
The next series of survey questions deal with recommendations for improvements. Respondents are tasked with determining which improvements they would be more supportive of along the street of the North Church corridor.



All but one respondent (91%) identified that increasing the sidewalks along the corridor should be the most significant improvement priority. Increasing and improving crosswalks had a moderate response rate of 50%. Adding bike lanes along and surrounding the corridor received a lower response rate of 33% but demonstrated demand for alternative transit modes. Lastly, there were no other recommendations provided by respondents outlying the strong desire to improve existing infrastructure.

### What would you like to see on the street/sidewalk? (check all that apply)

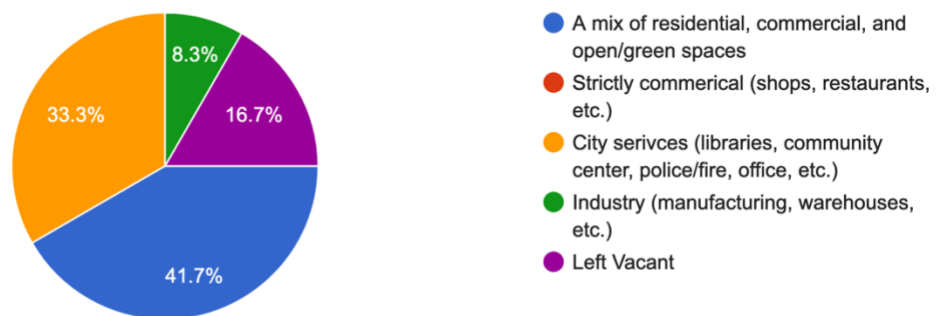
12 responses



Subsequent respondents were tasked with identifying which improvements they would like to see along the public right-of-way. All 12 respondents (100%) agreed that increased street lighting would receive the highest priority for streetscaping improvements. Followed by lighting improvements, street trees, and landscaping, the median received a 25% response rate. Respondents did not include any additional areas of progress with the streetscape of North Church Street.

### What type of development would you like to see on the vacant lot on the corner of North Church Street and Graham-Hopedale Road? (choose only one)

12 responses

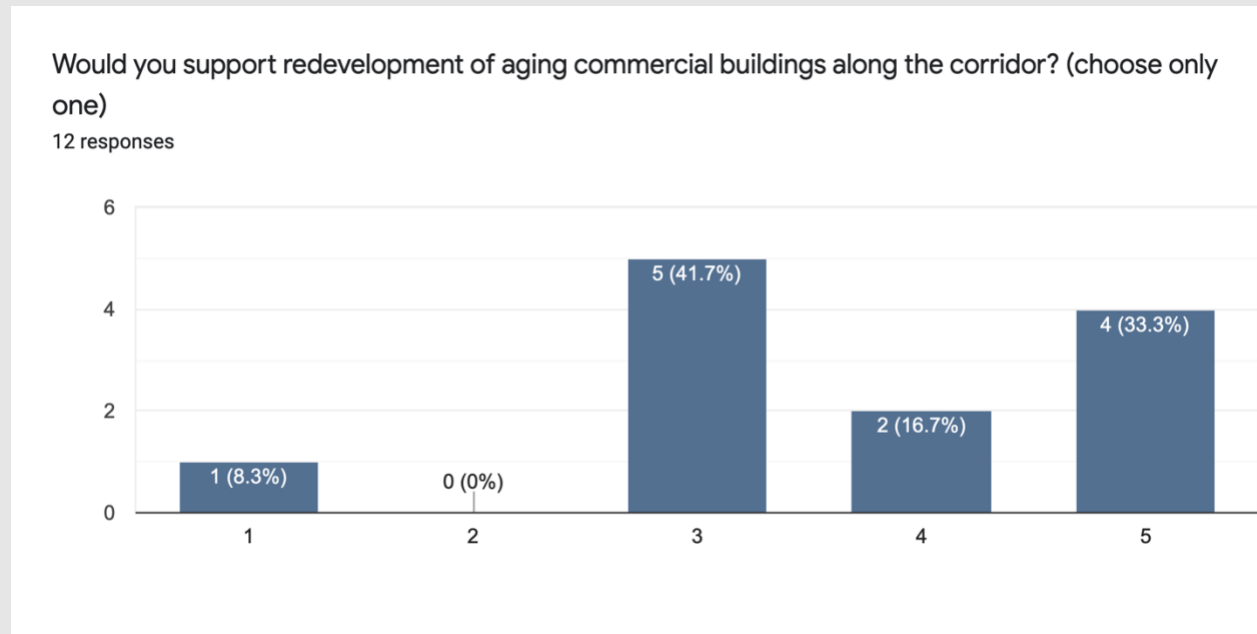


The over 12 acres site located at the corner of North Church Street and Graham-Hopedale Road is a vacant parcel that has been identified in Destination Burlington with the most significant opportunity for development. Respondents were tasked with expressing the type of development they would like to see at this location. Nearly 42% of respondents would like to see a mixed-use type of development incorporating



residential and commercial spaces, including open/green space. Around 33% of respondents would like to see more city services and offices integrated with this site, and 16% expressed no interest in developing this property and believed it should be left vacant. Lastly, one respondent (8%) would like this property to be set with its current zoning intent as industry and industrial uses.

The city of Burlington is no stranger to redevelopment initiatives or projects; whether they're commercial corridors or commercial properties in other portions of the city, revitalization has recently been welcomed.

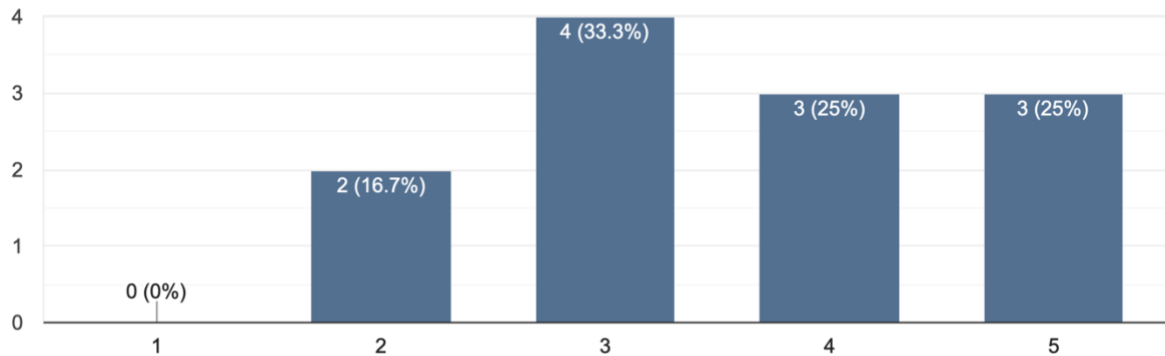


Respondents were asked about supporting the redevelopment of older-aged commercial properties along North Church Street. The chart above is ranked 1 to 5, where 1 is strong opposition, and 5 is strong support. The average response broadly shows support for redevelopment. It's important to note that almost half of the respondents (41%) expressed neither support nor opposition to redevelopment and one respondent (8%) expressed strong opposition. The support for redevelopment is slightly strong, with 33% of respondents choosing that option and 16% general support.

According to the Future Land Use Map, **Graphic 8: Future Land Use Map**, there is a neighborhood center and mixed-use land use designations along the North Church Street Corridor. Increasing building heights and denser development patterns are essential in making a neighborhood center viable because it increases accessibility for residents to services and can foster increased economic activity.

Would you support any building(s) taller than two stories but no more than five stories along North Church Street? (choose only one)

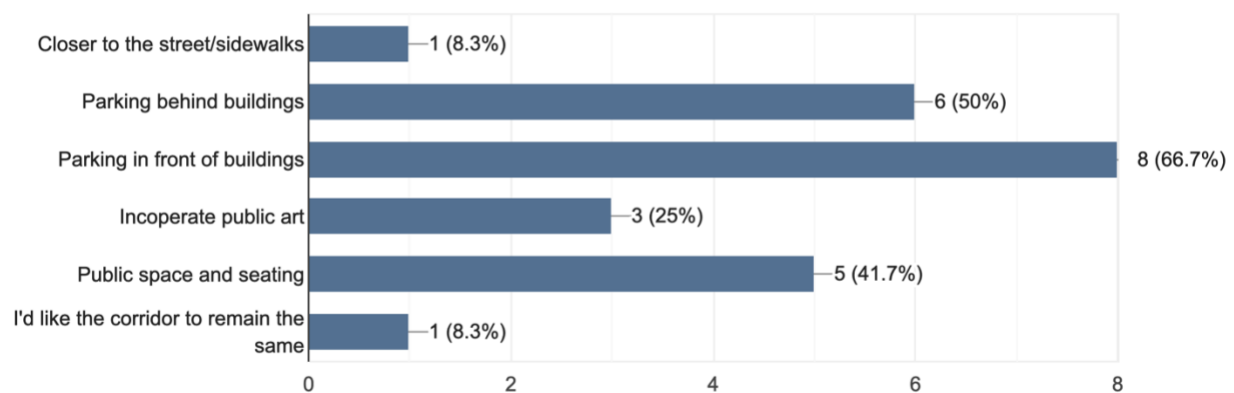
12 responses



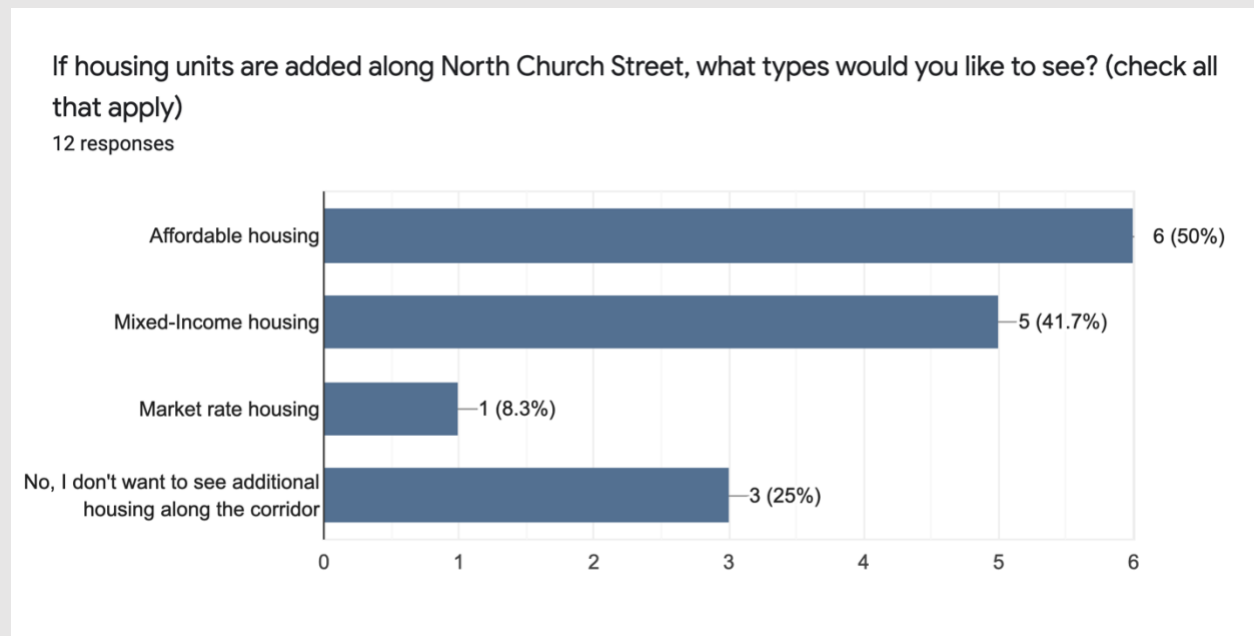
Respondents, on average, showed general support for building heights two stories or more but no more than five stories. Half of the respondents (50%) expressed support of some nature to increasing building heights, with 25% of them explicitly showing strong support. However, there is general support for increasing building heights, nearly 17% of respondents opposed allowing buildings with more than two stories, and no respondents expressed strong opposition. A third of respondents (33%) felt no way about increased building heights. Collectively there is a general consensus among respondents to build taller.

If the buildings along North Church Street were redeveloped, how would you like them to look? (check all that apply)

12 responses



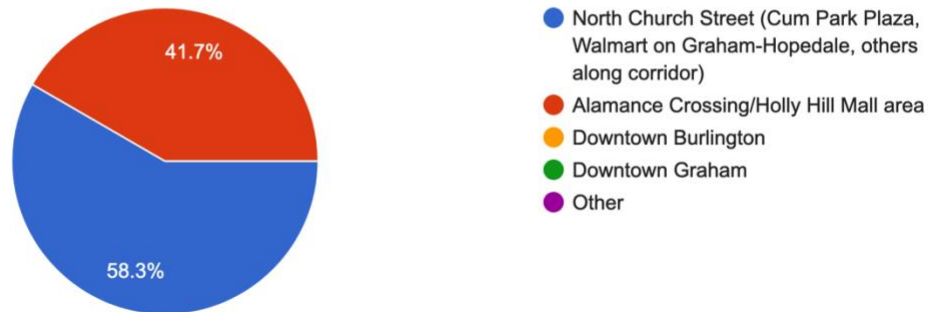
Respondents were next tasked with selecting how buildings and properties look along the corridor. There was a nearly 70% response rate that expressed parking should be located in front of buildings, while a 50% response rate for parking in the rear of buildings. Interestingly enough, 33% of respondents recorded wanting parking in both front or back of a building. Additionally, there was a 41% response rate from respondents wanting more public space but no specificity of what kind and seating areas. Including public art to development projects had a response rate of 25%. Lastly, there was an 8% response rate of those wanting to see buildings closer to the street, while another 8% felt there's no need for any redevelopment.



There has been a national increase in housing costs in recent years, with nearly every urban area experiencing housing constraints and access to adequate housing. Respondents were tasked with identifying the type of housing if proposed along the corridor. 75% of respondents agreed that housing should be included along North Church Street. There was a 50% response rate for housing units dedicated to affordable housing. Also, a 41% response rate to offer mixed-income housing options and an 8% rate to allow market-rate housing. Interestingly, there was a 25% response rate by those opposing adding additional housing units along with North Church.

### Where do you travel to do most of your shopping and dining? (choose only one)

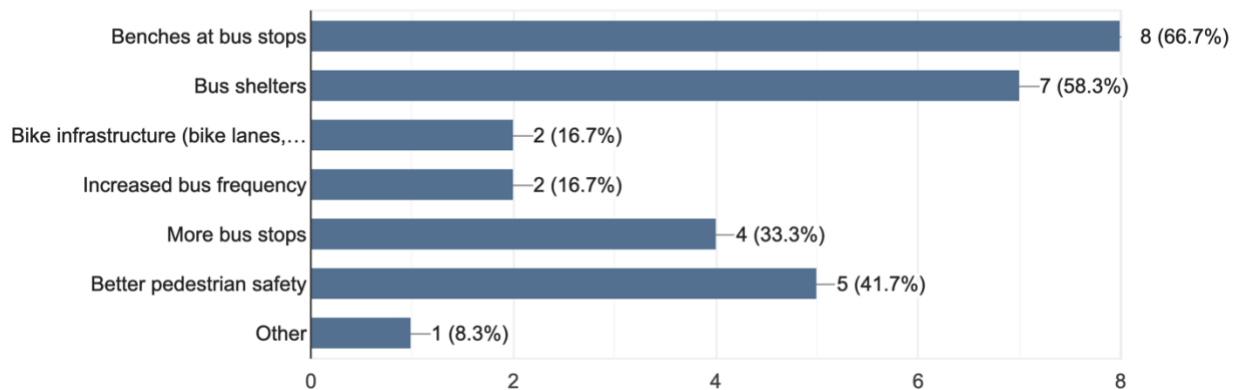
12 responses



Respondents were fairly split on their primary location of dining and shopping. Over half (58%) visit retail and dining options in North Church Street Corridor shopping centers. Where 42% of respondents travel to western areas of the city at locations like Alamance Crossing and the Holly Hill Mall area. No respondents selected Downtown Burlington or Graham as their primary dining or shopping destination.

### How would you like to see public transportation improved in the area? (check all that apply)

12 responses



Currently, a public transportation line serves North Church Street at large but offers little service directly on the corridor. Some bus stops are in areas that are less likely to be noticed by riders, while others may not visibly look like a bus stop. Respondents were asked about public transit and what improvements they would like to see within the corridor and transit line. A nearly 70% response rate identified benches or seating should be placed at a bus stop. Also, a nearly 60% response rate to see bus shelters at stops. More than half of the respondents would like both shelters and seating at bus stops. There was a 33% response rate for more bus stops. Lastly, both options

to increase bus frequency and add bicycle infrastructure were supported with a 17% response rate.

### Visualizer using precedent plans

The final supplemental piece of the *Rejuvenate: North Church Street Corridor Plan* is a visual component using the precedent development plans to demonstrate redeveloped sites within commercial corridors. Providing examples for a site design of the catalytic sites will aid the initiative in rejuvenating the corridor and establishing a standard for redeveloping properties abutting North Church Street. Using specific examples for catalytic sites and the corridors' streetscape can be reimagined by looking to other thriving communities.

#### **Site #3 Vacant Property**

The image/rendering shown below is the Seaholm redevelopment project in Austin, TX, that has converted a dormant power plant into a mix of office space, high-rise condos, retail and restaurants, and an accessible plaza. Although the scale of this redevelopment project is not compatible with the city of Burlington, lar applications of mixing land use but achieving denser development can be applied to vacant site #3. The Vacant lot, or site #3, is positioned and has the potential to become an incredible mix-use project that features residential, commercial, and green spaces.

#### **Site #5 Cum Park Plaza**

The commercial strip development known as Cum Park Plaza along the eastern end of North Church Street was the first development of this nature for Alamance County. Initially developed in 1963, this commercial development was the premier shopping center for the Burlington community for nearly two decades. Originally developed as a shopping center, similar to Cum Park Plaza, but was quickly redeveloped in the late 1980s to become a mixed-use commercial and residential community. The shopping center has become underutilized, and storefronts are left several vacant. To better utilize the space along this semi-urban commercial corridor, redevelopment of this property could economically and aesthetically benefit the surrounding community. The redevelopment of this site can best look to the redevelopment of the Mashpee Commons in the Cape Cod region of Massachusetts. The idea behind the redevelopment project blends businesses and living spaces with a town center nucleus.



### Seaholm Redevelopment Project: Austin, Texas



Source: Seaholm Power LLC

### Mashpee Commons Redevelopment Community: Mashpee, Massachusetts



Source: Mashpee Commons

## Recommendations

Under the City of Burlington Comprehensive Plan, *Destination Burlington*, this Plan will suggest several recommendations to establish a vision and goals for the North Church Street Corridor. Below are recommendations provided in *Destination Burlington* that offer this Plan's guidance.

- North Church Street, Maple Avenue, and East Webb Avenue are priority corridors that "would benefit from some level of aesthetic and functional improvement"<sup>20</sup>.
- The entire length of North Church Street in the city is relatively long, making this corridor a great candidate for subdividing into a few segments with similar characteristics.<sup>21</sup>
- North Church Street should be an Opportunity Gateway: A gateway that would "add additional enhancements within the public right-of-way, including streetscape redesign, transit stops, and pedestrian safety improvements. When appropriate development guidelines and roadway reconfiguration should be pursued"<sup>22</sup>.
- "Due to its size, the city may need to intervene modestly... there may need to be some reconfiguration of the real estate to attract shoppers to improve retail performance of the businesses."<sup>23</sup>
- Catalytic sites are described in *Destination Burlington* as; optimum parcels in a favorable location and could spur the future transformation of a community.

### Vision:

To provide sustainable and equitable development strategies that rejuvenate and empower stakeholders surrounding North Church Street.

### Recommendation 1:

Increase the comfort in using other modes than vehicular travel along the corridor. Ensure the right-of-way and overall pedestrian safety

**Goal 1:** Enhance pedestrian safety along North Church Street to establish a walkable corridor

**Objective 1.1:** Enforce and create Streetscape improvements along the corridor

**Action 1:** Install crosswalks at all intersections of North Church Street

**Action 2:** Install trees, shrubs, and grasses to create landscaped medians and sidewalks

**Objective 1.2:** Encourage better connectivity through pedestrian infrastructure

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<sup>20</sup> Destination Burlington

<sup>21</sup> Destination Burlington

<sup>22</sup> Destination Burlington

<sup>23</sup> Destination Burlington

**Action 1:** Infill missing portions of the existing sidewalk infrastructure throughout the corridor

**Action 2:** Contracting out the installation of wayfinding and other signage

**Objective 1.3:** Decrease underutilized parking and lands

**Action 1:** Update Zoning Ordinance to address large surface parking along corridor by implementing a parking maximum

**Action 2:** Promote developers to support other forms of transportation by installing facilities for micro-mobility devices

### **Recommendation 2:**

Kickstart the rejuvenation of the North Church Street corridor by developing and making improvements to potentially viable parcels

**Goal 2:** Transform sites to spur future redevelopment along North Church Street

**Objective 2.1:** Encourage the transformation of catalytic sites proposed in *Destination Burlington*

**Action 1:** Create a Site Design for catalytic sites

**Action 2:** Publicize and promote these sites to seek interest in developing these lands and spur discussion that rejuvenates the corridor

**Objective 2.2:** Identify and encourage compatible land use development patterns

**Action 1:** Increase education about Smart Growth development strategies and awareness of walkability

**Action 2:** Establish an Incentives Policy/Program to provide support to stakeholders willing to take advantage of transformation efforts

**Action 3:** Work alongside applicants wanting to (re)develop along the corridor by addressing the goals of this corridor and its untapped potential

### **Recommendation 3:**

Redevelop this corridor with the intent to foster sustainable development patterns and tools

**Goal 3:** Promote sustainable development

**Objective 3.1:** Utilize catalytic sites as node(s) to foster denser and development patterns

**Action 1:** Adopt a corridor overlay district to encourage mixed-use development fronting North Church Street

**Action 2:** Encourage taller structures at intersections along the corridor

**Objective 3.2:** Encourage the use of green infrastructure tools at newly developed and redeveloped sites

**Action 1:** Implement rain gardens and other GI mitigation tools that will decrease impervious surfaces

**Action 2:** Incentivize or reward applicants who incorporate green infrastructure and exceed landscaping requirements

**Objective 3.3:** Educate developers, planners, and city officials on a more rigorous community engagement process

**Action 1:** Establish a new position within the Community Development Department; that will focus on increasing horizontally driven social capital

**Action 2:** Strengthen community partnerships to ensure continuing social and cultural equity

#### **Recommendation 4:**

Beautify the corridor by adding landmark signage, public art, and façade and building improvements. These improvements are recommended and should be implemented with incentives, especially facing corridors.

**Goal 4:** Implement design standards that embrace and enhance community character

**Objective 4.1:** Work closely with consultants to develop and implement façade standards

**Action 1:** Require projects to follow the standards expressed in the new overlay district

**Action 2:** Expand city grant programs to incentivize the improvement and beautification of property along North Church Street

**Objective 4.2:** Capture the historical and cultural identity of the surrounding communities by consulting with architects and artists

**Action 1:** Invest in prominent gateway signage

**Action 2:** Capture the local history and character with public art made by local artists

**Action 3:** Suggest design standards unique to the corridor

#### **Recommendation 5:**

Social and civic capital should be increased citywide to uplift previously disenfranchised and legacy stakeholders.

**Goal 5:** Develop a Northeast Burlington Corporation program

**Objective 5.1:** Establish collaboration with the Community Development department

**Action 1:** Initially target existing small minority and veteran operated businesses

**Action 2:** Provide assistance and incentives to qualified small businesses

**Objective 5.2:** Strive for more Public-Private Partnerships

**Action 1:** Establish a task force or committee within the new corporation

**Action 2:** Establish an equitable development scorecard

### **Implementation Table Definition**

**AC** Alamance County Government

**BGMPO** Burlington Graham Metro. Planning Org.

**CAAC** Community Appearance Advisory Commission

**CDC** proposed Community Development Corporation

**CoC** Chamber of Commerce, Visitors Bureau

**EPA** Environment Protection Agency

**LB&E** Local business & employers

**Parks** Burlington Parks Dept.

**P&ZC** Planning & Zoning Commission

**PCD** Planning & Community Development Dept., GIS

**PW&E** Public Works & Engineering Depts

**Sust** Sustainability Department



## Implementation Table

		Short-term	Medium-term	Long-term	Responsibility
<b>[Goal 1]</b> Enhance pedestrian safety along North Church Street to establish a walkable corridor	<b>Objective 1.1:</b> Enforce and create Streetscape improvements along the corridor				
	<b>Action 1:</b> Install crosswalks at all intersections of North Church Street	S			PW&E, NCDOT, AC, PCD
	<b>Action 2:</b> Install trees, shrubs, and grasses to create landscaped medians and sidewalks	S	M		PW&E, NCDOT, CAAC, PCD,
	<b>Objective 1.2:</b> Encourage better connectivity through pedestrian infrastructure				
	<b>Action 1:</b> Infill missing portions of the existing sidewalk infrastructure throughout the corridor	S	M		PW&E, NCDOT, AC, PCD
	<b>Action 2:</b> Contracting out the installation of wayfinding and other signage		M		PCD, PW&E, CoC, LB&E, CAAC
	<b>Objective 1.3:</b> Decrease underutilized parking and lands				

	<b>Action 1:</b> Update Zoning Ordinance to address large surface parking along corridor by implementing a parking maximum	S	M	L	PCD, LB&E, P&ZC
	<b>Action 2:</b> Promote developers to support other forms of transportation by installing facilities for micro-mobility devices	S	M		PCD, LB&E, P&ZC
Goal 2  Transform sites to spur future redevelopment along North Church Street	<b>Objective 2.1:</b> Encourage the transformation of catalytic sites proposed in <i>Destination Burlington</i>				
	<b>Action 1:</b> Create a Site Design for catalytic sites	S	M		PCD, LB&E
	<b>Action 2:</b> Publicize and promote these sites to seek interest in developing these lands and spur discussion that rejuvenates the corridor	S			PCD, AC, BGMPO
	<b>Objective 2.2:</b> Identify and encourage compatible land use development patterns				
	<b>Action 1:</b> Increase education about Smart Growth development strategies and awareness of walkability	S	M	L	BGMPO, PCD, Sust

	<b>Action 2:</b> Establish an Incentives Policy/Program to provide support to stakeholders willing to take advantage of transformation efforts		M		PCD, AC, LB&E, CoC
	<b>Action 3:</b> Work alongside applicants wanting to (re)develop along the corridor by addressing the goals of this corridor and its untapped potential	S	M	L	PCD, BGMPO
	<b>Objective 3.1:</b> Utilize catalytic sites as node(s) to foster denser and development patterns				
	<b>Action 1:</b> Adopt a corridor overlay district to encourage mixed-use development fronting North Church Street		M		PCD, P&ZC
	<b>Action 2:</b> Encourage taller structures at intersections along the corridor		M	L	PCD, P&ZC
	<b>Objective 3.2:</b> Encourage the use of green infrastructure tools at newly developed and redeveloped sites				

<b>[Goal 3]</b> Promote sustainable development	<b>Action 1:</b> Implement rain gardens and other GI mitigation tools that will decrease impervious surfaces	S	M		PCD
	<b>Action 2:</b> Incentivize or reward applicants who incorporate green infrastructure and exceed landscaping requirements	S	M		PCD, P&ZC, LB&E, CAAC
	<b>Objective 3.3:</b> Educate developers, planners, and the city on a more rigorous community engagement process				
	<b>Action 1:</b> Establish a new position within the Community Development Department; that will focus on increasing horizontally driven social capital	S	M		PCD
	<b>Action 2:</b> Strengthen community partnerships to ensure continuing social and cultural equity	S	M	L	PCD, LB&E
	<b>Objective 4.1:</b> Work closely with consultants to develop and implement façade standards				

<b>[Goal 4]</b> Implement design standards that embrace and enhance community character	<b>Action 1:</b> Require projects to follow the standards expressed in the new overlay district		M	L	PCD, LB&E, CAAC
	<b>Action 2:</b> Expand city grant programs to incentivize the improvement and beautification of property along North Church Street	S	M		PCD, LB&E, CAAC
	<b>Objective 4.2:</b> Capture the historical and cultural identity of the surrounding communities by consulting with architects and artists				
	<b>Action 1:</b> Invest in prominent gateway signage	S			PCD, PW&E, CoC, parks, CAAC, BGMPO
	<b>Action 2:</b> Capture the local history and character with public art made by local artists	S	M		PCD, Public Art Committee, Parks CAAC
	<b>Action 3:</b> Suggest design standards unique to the corridor	S	M		PCD, CAAC, P&ZC
	<b>Objective 5.1:</b> Establish collaboration with the Community Development department				



<b>[Goal 5]</b> Develop a Northeast Burlington Corporation program	<b>Action 1:</b> Initially target existing small minority and veteran operated businesses	S	M		PCD, CDC, CoC
	<b>Action 2:</b> Provide assistance and incentives to qualified small businesses	S	M		CDC, LB&E
	<b>Objective 5.2:</b> Strive for more Public-Private Partnerships				
	<b>Action 1:</b> Establish a task force or committee within the new corporation	S	M		CDC, PCD, LB&E, BGMPO
	<b>Action 2:</b> Establish an equitable development scorecard		M		CDC, LB&E, PCD

## Appendix

### Current Corridor Images



**Image 3: Site #5 Cum Park Plaza**



**Image 4: Northwest end of North Church Street Corridor Study Area looking west**



**Image 5: Site #3 on the Northeastern Corner of North Church Street and Graham-Hopedale Road looking east**



**Image 6: Welcome to the City of Burlington sign on the eastern fringe of North Church Street Corridor Study Area looking west**





**Image 7: LinkTransit bus stop at the rear of Site #3**



**Image 8: Cum Park Plaza Parking lot**



**Image 9: Intersection of Sellars Mills Road & North Church Street**



**Image 10: Cum Park Plaza @ the public R-O-W along North Church Street**





**Image 11: Intersection of Fairview/McKinney and North Church Street**



**Image 12: Looking north into Site #3 along North Church Street**



**Image 13: Pedestrian crossing at Main Street and North Church Street looking east**

## Public Survey

1. **Do you live in the Northeastern portion of Burlington, NC?** (*Choose only one*)
  - a. Yes
  - b. No
2. **What is your primary mode of transportation?** (*Choose only one*)
  - a. Car
  - b. Public transit
  - c. Biking
  - d. Walking
  - e. Other
3. **Do you use North Church Street to commute? If so, for what reasons?** (*Check all that apply*)
  - a. No
  - b. Work
  - c. Entertainment
  - d. Services
  - e. Leisure
  - f. Other
4. **The city of Burlington has identified the North Church Street Corridor as a "Challenged Corridor", in what ways do you see the corridor as challenged?** (*Check all that apply*)
  - a. Restricted sidewalks
  - b. Aging buildings
  - c. Vacant lots
  - d. Large and empty parking lots
  - e. Restricted crosswalks
  - f. Limited landscaping (street trees, shrubs, etc.)
  - g. I don't think this corridor is challenged
  - h. Other
5. **Have you walked along North Church Street if so, do you feel safe while walking?** (*Choose only one*)
  - a. No, I have not walked the corridor
  - b. No, I have not walked this corridor because it doesn't look safe
  - c. Yes, but I do not feel safe
  - d. Yes, I do feel safe
6. **What improvements to the corridor would you recommend helping?** (*Check all that apply*)
  - a. More sidewalks
  - b. More crosswalks
  - c. Bike lanes
  - d. Other
7. **What would you like to see on the street/sidewalk?** (*Check all that apply*)
  - a. Landscaped median
  - b. Street trees

- c. Increased street lighting
  - d. Other
8. **Would you support redevelopment of aging commercial buildings along the corridor?** (*Choose only one*)
- a. Strongly oppose
  - b. Oppose
  - c. Neutral
  - d. Support
  - e. Strongly support
9. **What type of development would you like to see on the vacant lot on the corner of North Church Street and Graham-Hopedale Road?** (*Check all that apply*)
- a. A mix of residential, commercial, and green spaces
  - b. Left vacant
  - c. Strictly commercial (shops, restaurants, etc.)
  - d. City services (library, community center, police/fire, etc.)
  - e. Industry (manufacturing, warehouses, etc.)
10. **Would you support any building(s) taller than two stories but no more than five stories along North Church Street?** (*Choose only one*)
- a. Strongly oppose
  - b. Oppose
  - c. Neutral
  - d. Support
  - e. Strongly support
11. **If the buildings along North Church Street were redeveloped, how would you like them to look?** (*Check all that apply*)
- a. Closer to the street/sidewalks
  - b. Parking behind buildings
  - c. Parking in front of buildings
  - d. Incorporate public art
  - e. Public space and seating
  - f. I don't want any redevelopment along the corridor
12. **If new housing is added along North Church Street, what types would you like to see?** (*Check all that apply*)
- a. Affordable housing
  - b. Mixed-income housing
  - c. Market rate housing
  - d. I don't want any housing on North Church Street
13. **Where do you travel to do most of your shopping and dining?** (*Choose only two*)
- a. North Church Street (Cum Park Plaza, Walmart on Graham-Hopedale, others along corridor)
  - b. Alamance Crossing/Holly Hill Mall area
  - c. Downtown Graham
  - d. Downtown Burlington
  - e. Other



14. **How would you like to see public transportation improved in the area?** (*Check all that apply*)
- a. Benches at bus stops
  - b. Bus Shelters
  - c. Bike infrastructure (bike lanes, bike sharing programs, etc.)
  - d. Increased bus frequency
  - e. More Bus stops
  - f. Better pedestrian safety
15. **In what ways should the (re)development of structures along North Church Street be equitable?** (*Check all that apply*)
- a. Business Assistance Programs (public and private partnerships)
  - b. Public Participation throughout the planning processes (provide platforms to voice opinions and concerns)
  - c. Increased accessibility along the corridor (Public transit, pedestrian safety, etc.)
  - d. It shouldn't be
  - e. Other

**Any other suggestions or comments regarding future growth and redevelopment along North Church Street?**



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