



CREEDMOOR | FORWARD

STRATEGIC 10-YEAR PLAN

"INVESTING TODAY FOR AN EXCEPTIONAL TOMORROW"



CREEDMOOR | FORWARD

Strategic Plan

September | 2016

City of Creedmoor, North Carolina

Prepared by: Renaissance Planning | Durham, North Carolina

TABLE OF CONTENTS

1

CONTEXT | Setting the Scene

A New Direction.....	2
Community Engagement.....	3
Location & Historical Context.....	5
City Profile.....	6
Development Potential Profile.....	9

2

STRATEGY | Building a Foundation

Hierarchy of City Needs.....	18
Strategic Position.....	21
Keys to Moving Creedmoor Forward.....	35

3

ACTION | Moving Forward

Goals & Actions.....	38
----------------------	----

4

IMPLEMENT | Catalytic Projects

Community Center.....	51
Lake Rogers.....	55
Ledge Creek Flats.....	57
Downtown Revitalization.....	61



CONTEXT | SETTING THE SCENE

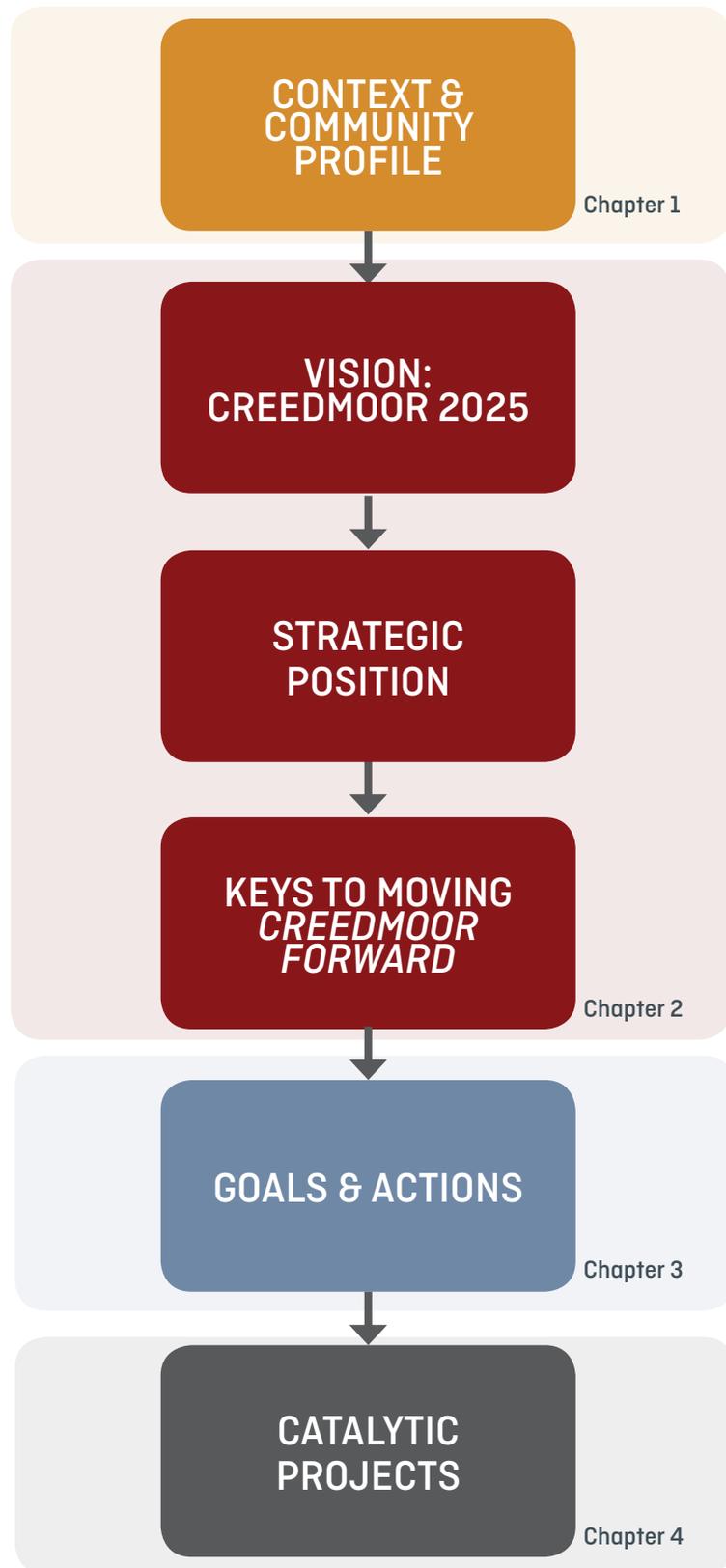
INTRODUCTION

In the spring of 2015, Creedmoor, North Carolina completed the sale of the city's water and wastewater distribution and collection assets to South Granville Water and Sewer Authority (SGWASA). The proceeds of this transaction allow a rare opportunity for the city to make influential capital investments today that will have a long-lasting impact into the future. This overarching concept of "investing today for an exceptional tomorrow," means that Creedmoor will identify resident needs, service and amenity gaps, the city's locational advantages, and other unique community assets in order to best allocate and leverage the funds resulting from the sale.

A NEW DIRECTION

To successfully invest the proceeds of the sale of the City's water and wastewater assets, it is first necessary to uncover and understand Creedmoor's desired outcomes, and to then plan a path forward to achieve these goals. The *Creedmoor | Forward Strategic Plan* (Strategic Plan) fills this need by serving as a roadmap to a brighter future for Creedmoor. The Strategic Plan examines the demographic and economic profile of Creedmoor, with a specific focus on the locational advantages and challenges generated by the City's proximity to major employment and activity centers in Raleigh, Durham, and Chapel Hill. Current and future regional housing, employment, and activity dynamics inform the recommendations contained within this plan. Also considered are the City's unique environmental conditions, including the Falls Lake Rules and their effect on development, and Creedmoor's existing patterns of development and building stock, such as the City's compact downtown area. Current land use and development

ROADMAP TO THE STRATEGIC PLAN



VISION | CREEDMOOR 2025

By leveraging the City's natural assets, and by creatively overcoming constraints to development, Creedmoor has experienced high-quality, beneficial growth, attracting new residents and creating a desirable destination for visitors. Thoughtful and strategic actions, projects, and policies have contributed to:

- A revitalized and vibrant downtown district full of restaurants, businesses, art, and people
- Greater choices and opportunities for residents, visitors, and business owners, including retail services, commercial space, and housing
- Improved public safety facilities
- Upgraded infrastructure and
- A diverse selection of recreation facilities and program offerings for residents of all ages.

By actively promoting the city's locational advantages, and by marketing the investments made in Creedmoor's future, the city has captured new residents, retained existing residents, and created a new "must visit" destination in the Research Triangle.



2015 Creedmoor Music Festival attendees vote on community priorities.

conditions and trends have been analyzed in order to generate recommendations for improvements.

In addition to this contextual research, the Strategic Plan is heavily influenced by the public feedback generated during a two-day community workshop and by capital improvement priorities identified by city staff and elected officials. The strategic vision and goals formulated as part of this plan have been developed directly as a result of resident and city priorities. Creedmoor's strategic vision is provided in the adjacent call-out box.

The strategic vision and associated goals were then used to generate potential capital improvement projects. Potential catalyst projects have been vetted for feasibility and for their ability to influence the trajectory of development within Creedmoor, aligning with the strategic vision and goals. The outcome of this process is a set of catalytic project recommendations for Creedmoor, including project scopes, budgets, schedules, and suggested action steps for implementation.

COMMUNITY ENGAGEMENT

Residents and stakeholders have been actively involved in the *Creedmoor | Forward* planning process. Community input was first solicited at the Creedmoor Music Festival in September 2015 when residents and visitors were given an opportunity to meet the *Creedmoor | Forward* project team and to vote on community priorities. Participants were given "dollars" to spend on different projects and strategic planning areas (identified through previous community input and survey results). Preferences were recorded using colored stickers representing varying dollar amounts. In total, participants placed just over 1,000 voting dots on the available projects and priority areas. Categories, with their respective percent of total "funding" included:

- Outdoor recreation (16.6%)
- Attracting new business and growth (14.6%)
- Public safety (14.2%)
- Downtown redevelopment/ investment (13.2%)
- Indoor recreation (12.9%)
- Infrastructure (11.5%)

- Beautification/ aesthetic improvements (8.8%)
- Improved transportation options (8.2%).

In October 2015, another opportunity for input was provided when the Creedmoor community was invited to join the project team, elected officials, and City staff for a *Creedmoor | Forward* workshop. The goal of the workshop was to give residents and stakeholders an opportunity to have their voices heard and to participate in further identifying priority projects and strategies that will position Creedmoor for a brighter future.

These community engagement activities helped to craft a community vision (see box, previous page) and six strategic goals for moving *Creedmoor | Forward* (see box, right).

Understanding the City's position, both spatially and culturally, is another critical element of developing effective strategies for moving *Creedmoor | Forward*. The following section provides a snapshot of Creedmoor's geographic location and historical context. Subsequent sections provide more detailed information exploring demographics, housing data, employment and economy, natural resources, land development potential and community assets. This city profile helps to round out the full picture of Creedmoor's current regional position and the City's capacity for growth.

STRATEGIC GOALS

- Infrastructure in Creedmoor is complete, up-to-date, safe, and enhances the appearance of the community.
- Creedmoor's downtown district is aesthetically appealing and home to a variety of amenities, businesses, and entertainment options.
- High-quality indoor recreation facilities and diverse recreation programming are available to residents and visitors of all ages.
- Ample options and amenities for outdoor recreation, such as athletic fields, walking trails, and parks are available to both residents and visitors.
- Creedmoor cultivates a reputation as a business-friendly community, attracting new businesses and retaining existing ones.
- Creedmoor enjoys mutually beneficial relationships with a variety of local, state, and federal agencies and other public and private partners, leveraging local efforts and initiatives, and driving positive change.

The goal of the workshop was to give residents and stakeholders an opportunity to have their voices heard and to participate in further identifying priority projects and strategies that will position Creedmoor for a brighter future.



Creedmoor | Forward community workshop attendees.

LOCATION & HISTORICAL CONTEXT

Creedmoor is located in southern Granville County, near the Wake County border- one of five incorporated municipalities in the County. It spans 10.5 square miles- 5.4 squares miles within the City’s corporate limits and 5.1 square miles within the extraterritorial planning jurisdiction (ETJ) area. Situated 20 miles north of Raleigh and 13 miles northeast of Durham, Creedmoor is close to major regional transportation routes, including Interstate 85, US Route 15, North Carolina State Road 50 (NC 50), and NC 56. The City is located between Ledge and Robertson Creeks, both tributaries to the Neuse River and, eventually, Falls Lake, the latter of which is the source of drinking water for the City of Raleigh. The City’s geography holds implications for both the City’s recreation potential and development potential, due to the existence of environmental regulations governing stormwater runoff and drinking water supplies.

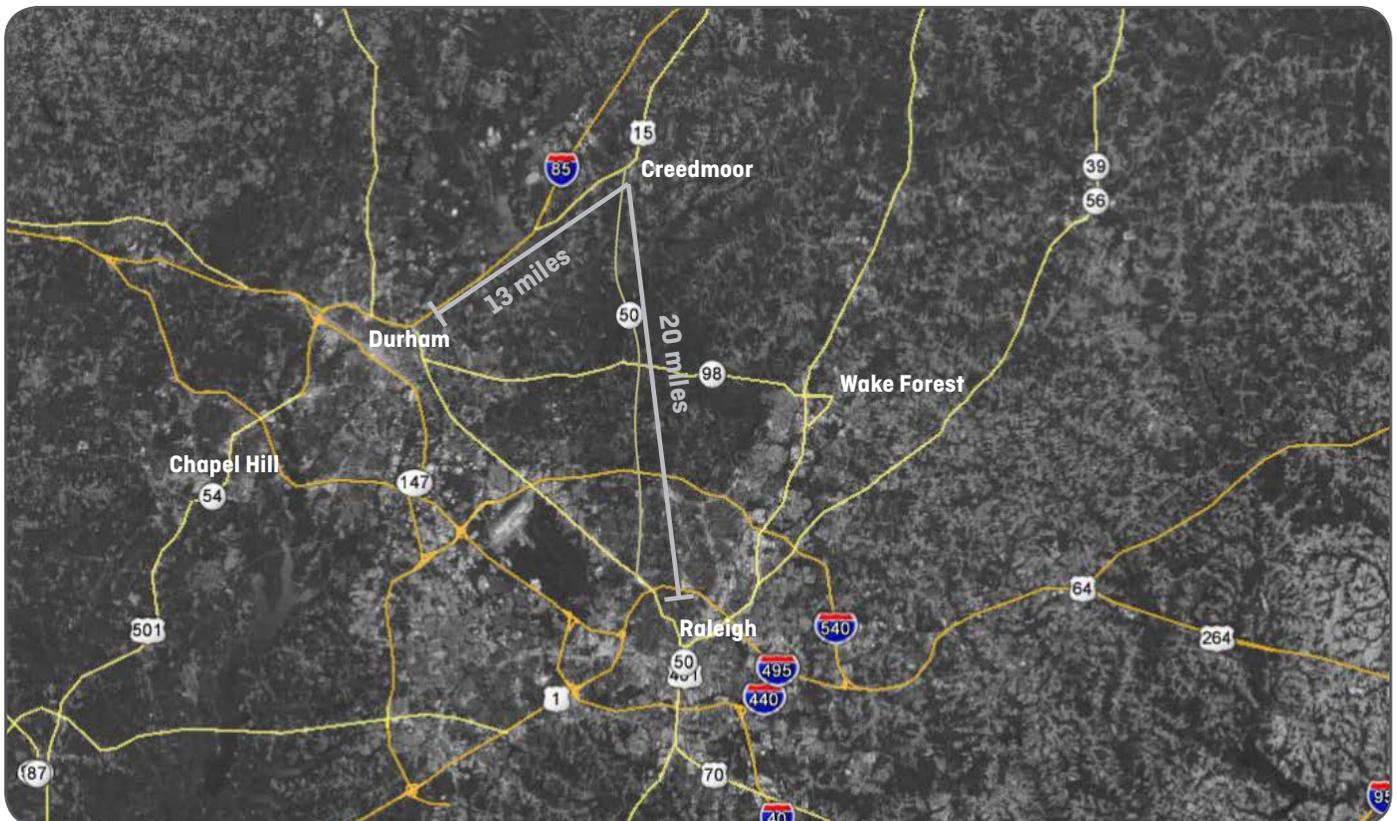
Like many cities in North Carolina, Creedmoor’s history is rooted in the intersection of agriculture and transportation. Creedmoor began as a producer of cotton and tobacco. The growth of railway infrastructure in the late 1800s further contributed to Creedmoor’s development as the City’s depot connected the Clarksville and Oxford Railroads with



the Raleigh and Gaston Railroads. The City was officially incorporated in 1905 and in the early 20th century the City’s cotton and tobacco production and exports peaked. In the 1920s and ‘30s, Creedmoor was known as the “retail mule trading center of the world.” The mule’s importance to the City’s growth and development is reflected in this animal’s prominent position on the official city seal (Figure 1.1).

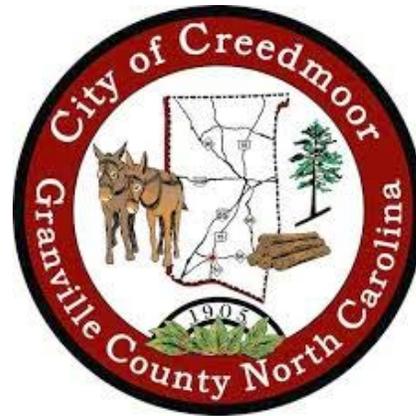
Following World War II, and the construction of the nearby

CREEDMOOR REGIONAL LOCATION



Research Triangle Park, substantial residential increases were experienced in many suburban communities in the larger Triangle region, but Creedmoor's population remains small. As a result, Creedmoor is one of the last semi-rural towns located within close proximity to the major employment and activity centers in the Triangle region. The City's specific strategic advantages will be discussed in greater detail in upcoming sections but, briefly, these trends have resulted in a situation in which Creedmoor enjoys many of the same regional benefits as do the other outer ring Triangle communities while still maintaining a relatively unique identity.

FIGURE 1.1: CITY SEAL OF CREEDMOOR



CITY PROFILE

Demographics & Housing

The most recent demographic and housing estimates for Creedmoor come from the 2014 American Community Survey (ACS). Figure 1.2 summarizes a selection of findings. The City's population now stands at 4,228, up from the 2010 Census estimate of 4,124. Creedmoor accounts for approximately 7% of Granville County's population of 57,955. The median age in Creedmoor is 32.8, well below both Granville County and the State of North Carolina, as a whole.

Median household income in the city is just below \$50,000, effectively the same as the county and slightly higher than the statewide average. However, Creedmoor owner-occupancy rates are well below the county's. This may reflect the City's younger population that hasn't yet taken the step to home ownership.

Creedmoor is slightly more diverse than both the county and state, with 59.5% of residents identifying as white, 33.6% identifying as black, and 2.8% of residents identifying as Hispanic (of any race). A "tapestry" analysis of Creedmoor identifies a few dominant residential typologies, including long-established families, young couples, and seniors looking for traditional country living.

A growth profile compiled for Creedmoor indicates

In the 1920s and '30s, Creedmoor became known as the "retail mule trading center of the world." The mule's importance to the City's growth and development is reflected in this animal's prominent position on the official city seal.

that there will be limited population and employment growth through 2020. The City is projected to get slightly older and slightly wealthier. Spending habits of residents remain consistent with peer communities, nationally, with slightly higher spending on entertainment, dining, retail, and home furnishings (Source: ESRI Business Analyst).

Employment & Economy

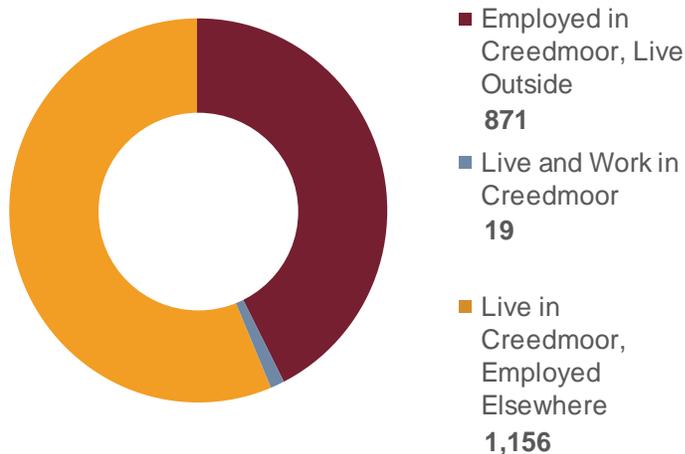
As mentioned, median household income in Creedmoor is on par with Granville County and is slightly above the state average. Poverty rates, however, are lower in Creedmoor (10.6%) than in the county (15.9%) or state (17.6%). One reason for this may be the high

FIGURE 1.2: SELECTED STATISTICS

	CREEDMOOR	GRANVILLE	NORTH CAROLINA
 POPULATION	4,228	57,955	9,750,405
 MEDIAN AGE	32.8	41.0	37.8
 MEDIAN HOUSEHOLD INCOME	\$49,058	\$49,655	\$46,693
 HOUSING TENURE	68.6% owner-occupied	74.6% owner-occupied	65.8% owner-occupied
 UNEMPLOYMENT RATE	not available	5.4%	6.3%
 HIGH SCHOOL -or- BACHELOR'S/ GRADUATE	91.6%	82.0%	85.4%
 POVERTY RATE	10.6%	15.8%	17.6%
 RACE			
White:	59.5%	61.6%	69.6%
Black:	33.6%	31.3%	21.5%
Hispanic:	2.8%	7.3%	8.7%
Asian:	0.0%	0.5%	2.4%

Source: 2014 American Community Survey 5-year estimates

FIGURE 1.3: EMPLOYMENT INFLOWS AND OUTFLOWS



educational attainment rates in the Creedmoor. Unemployment rates for the City are hard to quantify. The Bureau of Labor Statistics provides state and county annual averages, but does not do so for cities of Creedmoor’s size. Their estimates (of 5.4% and 6.3% for Granville County and North Carolina, respectively) serve as reasonable estimates for Creedmoor.

Creedmoor remains one of the last semi-rural towns located within close proximity to the major employment and activity centers in the Triangle Region.

The most common occupations of Creedmoor residents include: health care and social assistance (17%); public administration (15.2%); education services (12.1%); and manufacturing (11.7%) (2013, LEHD on the Map). Employment opportunities within the City include: health care and social assistance (26.3%); educational services (20.6%); and retail (16.9%) (2013, LEHD on the Map). Employment inflow and outflow data shows that very few individuals both live and work in Creedmoor (Figure 1.3).

A market profile conducted for the City of Creedmoor identifies a major gap in retail providers within the City, including clothing stores, home and garden retailers, restaurants, and general merchandise stores. Only auto-parts and limited-service restaurants bring in more money than City residents spend, highlighting an absence of a vibrant retail economy.



Lake Rogers Park recreation area, located in Creedmoor, provides space for outdoor activities including boat rentals, fishing, and a playground.

NATURAL & ENVIRONMENTAL RESOURCES

Creedmoor’s geographic location supports a number of unique natural resources. Ledge Creek and Robertson Creek bound the City on the west and east sides, respectively. Lake Rogers, a shallow water body owned and managed by the City of Creedmoor, is located adjacent to the City’s now-defunct, World War II-era water treatment plant, currently slated for demolition. Lake Rogers Park serves as a recreation area for the city with boat rentals available, opportunities for fishing, reservable picnic shelters, concessions, and a playground for children.

Creedmoor is also committed to expanding the City’s network of trails and greenways through the City’s many natural, wooded areas. Plans are already in place for connecting Creedmoor’s natural areas via greenways and pedestrian paths. Likewise, residents of Creedmoor appreciate the City’s natural resources and generally desire more opportunities and amenities to participate in outdoor recreation.

Some of the natural assets create unusual development challenges, however. Both Ledge and Robertson Creeks drain to Falls Lake, an impoundment of the Neuse River. This impacts the future growth and development of Creedmoor in both positive and negative ways. Creedmoor’s environmental-related development challenges will be discussed further in upcoming plan sections.

Creedmoor’s geographic location provides a number of unique natural resources including Ledge Creek, Robertson Creek, and Lake Rogers.



Playground equipment at Lake Rogers Park.

DEVELOPMENT POTENTIAL PROFILE

Land Availability & Attractiveness

Creedmoor’s development potential was assessed through a series of analyses of land capacity and relative development “attractiveness”. This led to the creation of 10-year growth scenarios that serve as a foundation for the strategic positioning analysis.

SUPPLY | LAND CAPACITY ANALYSIS

A number of factors were considered in order to determine Creedmoor’s capacity to accommodate new growth and development. The first step in this process was identifying current vacant parcels suitable for development. Factors contributing to a determination of “unsuitable” land include land with soils not suited to development, land located in a floodplain, and land within a 50-foot buffer of water bodies.

A minimum and maximum development potential for each suitable vacant parcel was calculated based on the existing zoning designation for each vacant, suitable parcel. Table 1.1 summarizes the results of the development capacity analysis.

DEMAND | DEVELOPMENT ATTRACTIVENESS ANALYSIS

To predict the ongoing and future development demand in Creedmoor between now and 2025, a development attractiveness assessment was conducted. This assessment helps to allocate Creedmoor’s anticipated share of the growth forecasted for Granville County by independent economic forecasting service Woods & Poole. Similar to the land capacity analysis just described, a number of weighted factors were considered to help arrive at a desirability score for each vacant and potentially redevelopable parcel within Creedmoor.

Seven weighted characteristics determined to influence development attractiveness in Granville County are organized within two categories: environmental factors and development factors (Figure 1.4). Environmental factors include soil conditions and Falls Rules management areas. Development factors include parcel size, job accessibility, past development trends, commercial redevelopment potential, and proximity to existing water and sewer infrastructure. The development attractiveness analysis included all vacant parcels in the City and county, with the addition of all parcels in Creedmoor zoned commercial and industrial, with the assumption that these parcels could potentially be redeveloped.

TABLE 1.1: DEVELOPMENT CAPACITY BY ZONING CLASSIFICATION

ZONING CLASSIFICATION	MINIMUM CAPACITY	MAXIMUM CAPACITY
SINGLE FAMILY RESIDENTIAL (SFR)	178 HOUSING UNITS	2,163 HOUSING UNITS
RESIDENTIAL/ MAIN STREET TRANSITIONAL (RMST)	120 HOUSING UNITS	1,027 HOUSING UNITS (SINGLE FAMILY) 2,115 HOUSING UNITS (MULTIFAMILY)
MAIN STREET (MS) RESIDENTIAL USES	33 HOUSING UNITS	169 HOUSING UNITS (ANY RESIDENTIAL)
MAIN STREET (MS) COMMERCIAL USES	118,048 FT ²	472,190 FT ²
INDUSTRIAL (IND): HIGHWAY COMMERCIAL USES OR CIVIC BUILDING USES	372,880 FT ²	745,761 FT ²
CIVIC (CIV) URBAN WORKPLACE USES	381,894 FT ²	1,527,577 FT ²
CIVIC (CIV) CIVIC BUILDING USES	381,894 FT	763,789 FT ²
NC 56 COMMERCIAL DISTRICT (C 56) CIVIC BUILDING USES OR HIGHWAY COMMERCIAL USES	818,288 FT ²	1,636,576 FT ²
US 15 COMMERCIAL DISTRICT (C 15) URBAN WORK-PLACE USES OR SHOP FRONT COMMERCIAL USES	261,456 FT ²	1,045,824 FT ²

ATTRACTIVENESS, GROWTH, AND CAPACITY

Parcels were scored on a scale of 0 to 1 for each factor, and a weighted sum was calculated using the seven attractiveness factors (Figure 1.5). The scores for the county and City were calculated, with Creedmoor expected to attract approximately 8% of future county growth. Using the high and low county growth forecasts produced by Woods & Poole, high and low Creedmoor development allocations were created. The findings suggest household growth of roughly 300-550 households and 700-800 jobs. Given the findings of the land availability analysis, there is ample land available to accommodate expected mid-term growth.

FIGURE 1.4: ATTRACTIVENESS FACTORS AND WEIGHTS

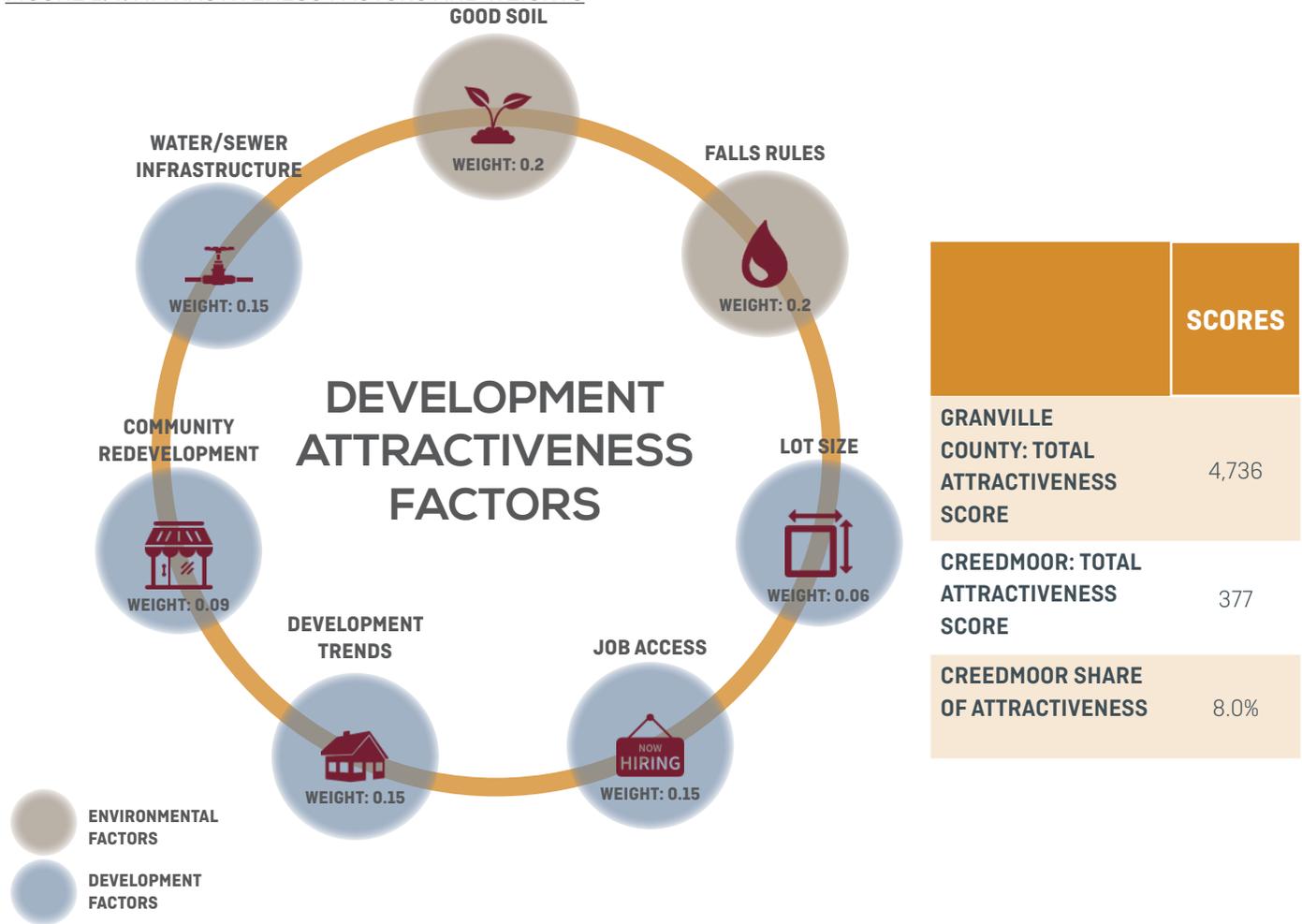
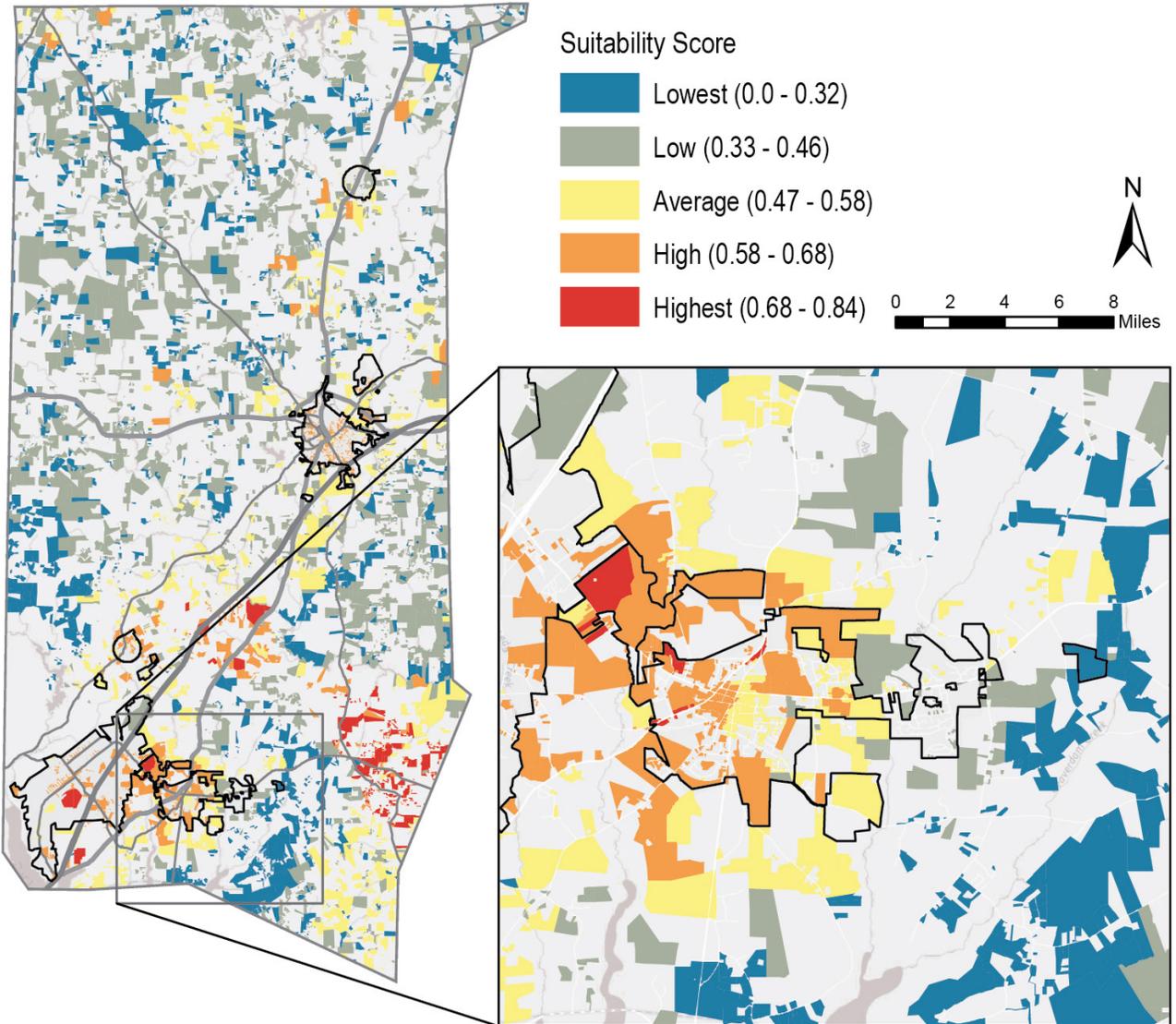


TABLE 1.2: CITY AND COUNTY GROWTH PROJECTIONS

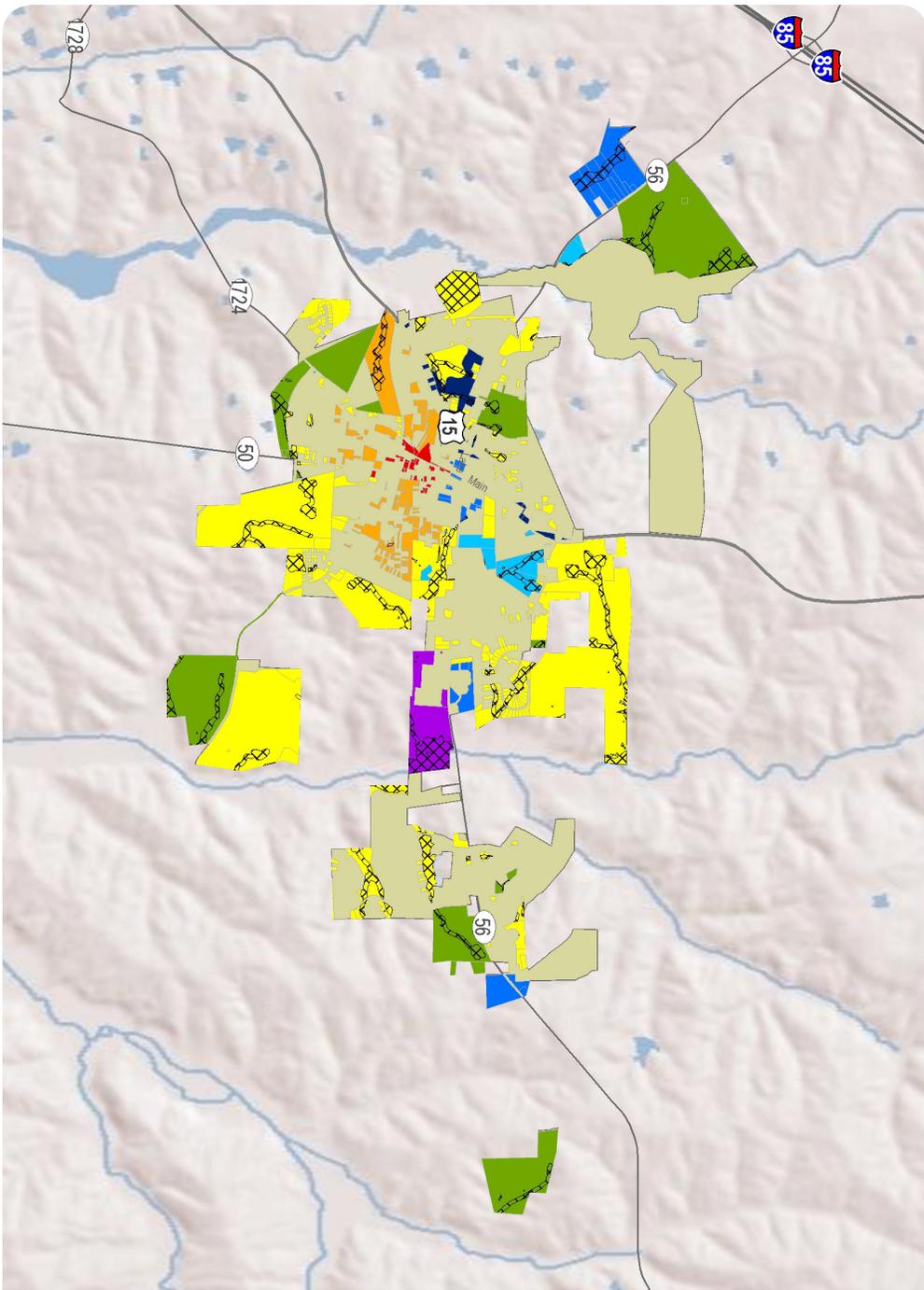
	LOW-GROWTH	HIGH-GROWTH
COUNTY HOUSEHOLD GROWTH	3,500	7,000
COUNTY EMPLOYMENT GROWTH	8,920	10,000
CREEDMOOR HOUSEHOLD GROWTH	279	557
CREEDMOOR EMPLOYMENT GROWTH	710	796

FIGURE 1.5: DEVELOPMENT SUITABILITY OF DEVELOPABLE PARCELS IN GRANVILLE COUNTY

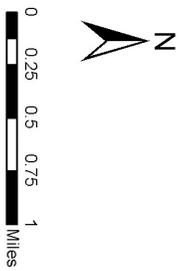
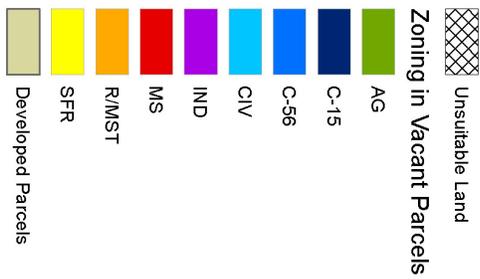


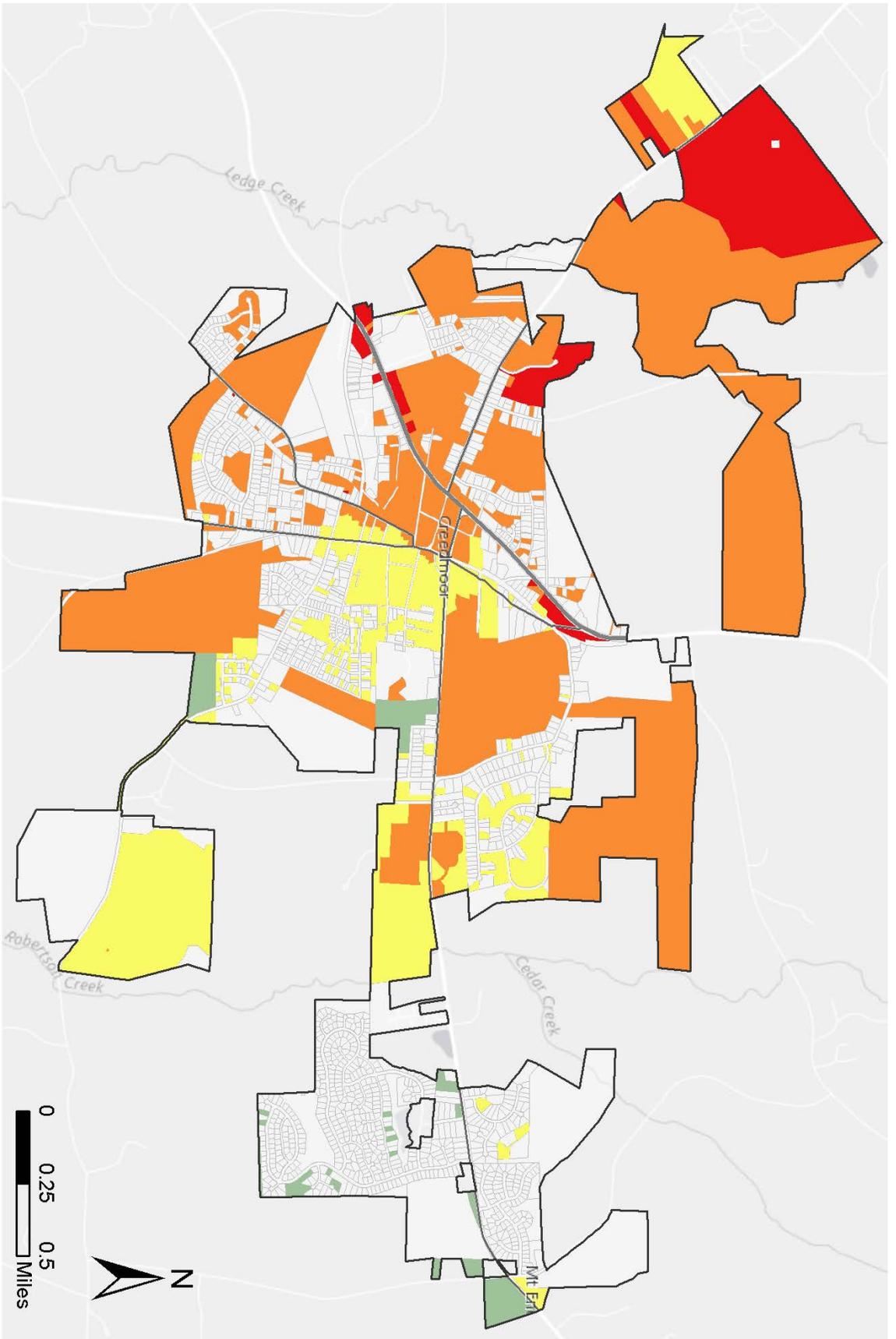
There is ample land available to accommodate expected mid-term growth.

These maps show the relative development suitability of vacant parcels of land in Granville County and Creedmoor (inset). Land that is more suitable for development will likely be more attractive to a developer. A parcel was ranked as more or less suitable based on soil type, whether the land was located in a floodplain, and proximity to riparian buffers.



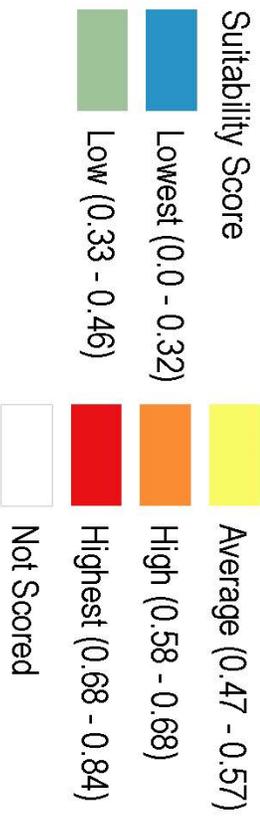
Zoning and Unsuitable Land in Creedmoor's Vacant Parcels





**Development Suitability of
Developable Parcels in Creedmoor**

NOTE: Parcels not scored are already developed and outside of downtown Creedmoor



COMMUNITY ASSETS

Recreation

The City of Creedmoor Parks and Recreation Department manages and maintains a number of in-city recreational facilities. In 2007, the city was designated as a Playful City USA by the nonprofit organization KaBOOM! and has maintained that designation ever since. Outdoor parks and facilities provided by Creedmoor include the B.C. Roberts Ballfield, Harris Park, Lake Rogers Park, and the city's newest recreational offering- The Gauntlet- a hiking and fitness trail developed for the city as an Eagle Scout project. Indoor recreation facilities include the city's gymnasium and community/ senior center.

A number of additional recreational opportunities are available in nearby cities but residents of Creedmoor consistently report that they desire more recreational facilities or opportunities in their own city. Residents would like to not have to travel to bring their children to events and activities and they would like to have more options for their own fitness, entertainment, and health-related needs. Many of the recreational facilities currently provided or maintained by the City, like the gymnasium located at the community center, are at capacity or nearing the end of their useful life.

Retail & Services

Creedmoor currently lacks the variety of retailers and service providers needed to attract new residents and visitors. Surveys and community feedback indicate that residents and others who have a vested interest in Creedmoor desire a greater number of retail and service providers, limiting the necessity of leaving the City to fulfill basic needs. Feedback also indicates that residents and visitors would like to see a more vibrant downtown district, which requires a diverse selection of businesses, entertainment options, and dining establishment that Creedmoor currently does not provide.

Education

Creedmoor is served by the Granville County Public

Many of the city recreational facilities are at capacity or nearing the end of their useful life.



The Creedmoor Gymnasium and Activity Center; this gym was part of the original South Granville High School, constructed in 1919, unfortunately there is only one basketball court and it is not regulation-sized.

Creedmoor currently lacks the variety of retailers and services needed to attract new residents and visitors.



Downtown Creedmoor currently has limited retailers, restaurants, and service providers.



South Granville High School serves Creedmoor residents.

School system. Schools attended by City residents include South Granville High School (which contains both the School of Health and Life Sciences and the School of Integrated Technology and Leadership), Creedmoor Elementary, GC Hawley Middle School, and Mount Energy Elementary School. Great Schools ratings for community schools range from 6/10 (Mount Energy Elementary) to 2/10 (Creedmoor Elementary). State test scores are generally near or lower than the state average for end-of-grade exams.

A number of higher education providers are located within the regional vicinity of Creedmoor including the South Campus of Vance-Granville Community College, Duke University, North Carolina Central University (both in Durham, NC), North Carolina State University, Shaw University (both in Raleigh, NC), and the University of North Carolina at Chapel Hill.

Health Care

Creedmoor's location near a number of major universities provides a number of world-class medical facilities within close proximity, offering opportunities for both jobs and high-quality health care for residents. Nearby are Duke Regional Hospital, Duke University Hospital, UNC Hospitals, Duke VA Hospital, WakeMed Hospitals, UNC REX Healthcare, Central Regional Hospital, John Umstead Hospital, and Granville Health System, located in nearby Oxford.

Arts & Culture

Creedmoor's close proximity to the major urban centers of Durham and Raleigh, along with the many educational institutions nearby, provide a proliferation of art, music, and cultural venues and offerings for residents. Creedmoor also has its own homegrown arts and cultural assets including the annual Creedmoor Music Festival—a free event celebrating its 25th anniversary in 2016. Creedmoor is also home to the Cedar Creek Gallery— a working artists' cooperative and retailer that is home to “the largest selection of fine crafts on the East Coast.” The Gallery began operations in 1968, growing since then to more than ten buildings in what was once a tobacco field. Cedar



The annual Creedmoor Music Festival is held in September and celebrates its 25th anniversary this year.

Creek is owned and operated by the artists who work there.

CREEDMOOR | FORWARD

The context provided in this introductory section helps set the stage for the following sections of this strategic plan. In Part 2: *Strategy | Building a Foundation* we will introduce and cultivate a deeper understanding of Creedmoor’s opportunities and challenges, particularly relative to other communities in the Triangle region. We will discuss the hierarchy of city needs (the critical components of high-functioning communities), present evidence to support Creedmoor’s recommended strategic position, and tie together Creedmoor’s vision and goals by discussing a number of “keys to moving Creedmoor forward.”

The third plan section, *Action | Moving Forward*, contains the strategic action plan for moving Creedmoor closer to its desired future based on strategic goals and actions. This plan component will introduce recommended actions and projects, focusing on the importance of building community capacity to advance strategic initiatives. The final plan section *Implement | Catalytic Projects* presents four key project recommendations for igniting the spark that will help move *Creedmoor | Forward*.

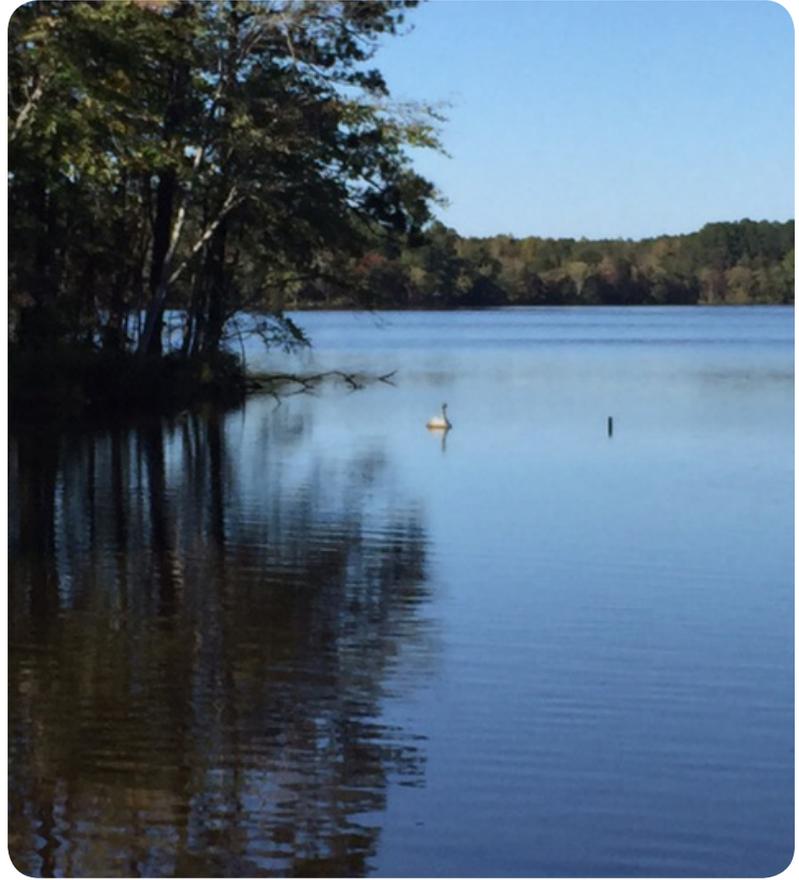




STRATEGY | BUILDING A FOUNDATION

INTRODUCTION

Having identified and investigated the context in which Creedmoor currently operates, it is now possible to develop the strategic actions that will drive the City's future growth. This chapter presents a multi-phase process, beginning with a discussion of the hierarchy of city needs- the organizing principle for strategically positioning Creedmoor. This discussion is followed by eleven evidence-based distinguishing factors that explain "what is" with respect to Creedmoor's relative position in the region. Each of these factors contribute to the current strengths and weaknesses that Creedmoor must work with, to move forward. Finally, to tie together the city's vision, goals, assets, and challenges, eight keys to moving *Creedmoor | Forward* are identified and described.



Lake Rogers is a valuable natural and recreational resource in Creedmoor.

HIERARCHY OF CITY NEEDS

Cities are like any complex system, in that the success of the whole depends on the proper function of many interrelated parts. But like any system, not all parts perform equal functions. Some parts are foundational- the basic requirements of functionality; other parts help a system evolve from a basic state of existence to high functionality. And, often, if one part is expected to be operating at its best, other system components need to be working at their highest capacity as well. A functional hierarchy exists, with the foundational parts at the bottom and the less foundational, but more aspirational, system components at higher levels.

The Hierarchy of City Needs is a way of summarizing this concept (Figure 2.1). The five-tiered hierarchy

Cities are like any complex system, in that the success of the system depends on the proper function of many interrelated parts.

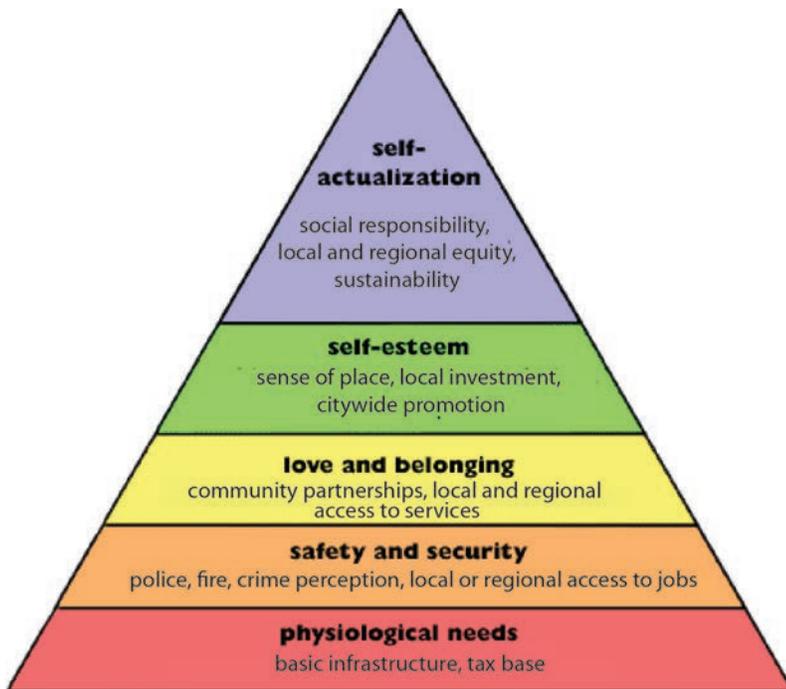


FIGURE 2.1: HIERARCHY OF CITY NEEDS

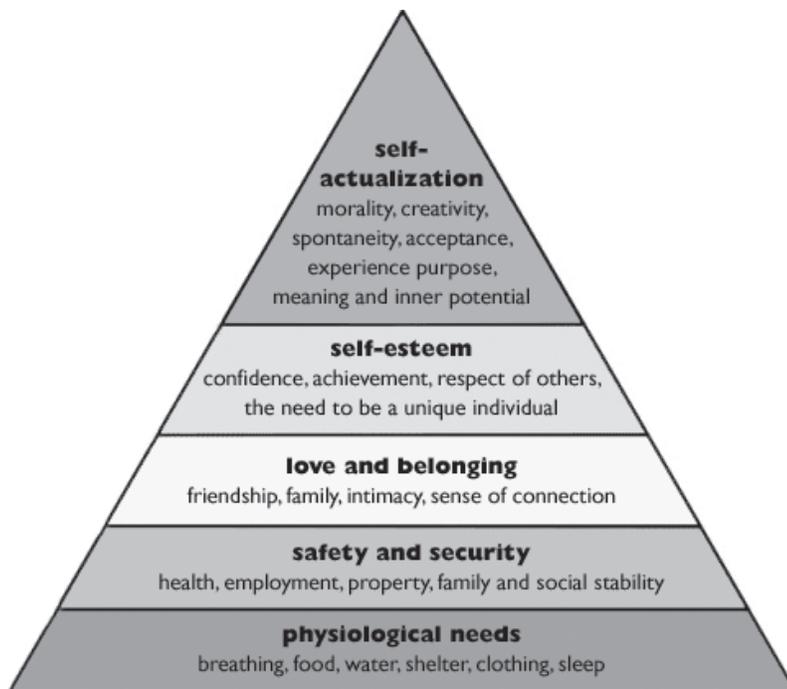


FIGURE 2.2: MASLOW'S HIERARCHY OF NEEDS

is modeled after psychologist Abraham Maslow's Hierarchy of Needs that lists the human needs leading to positive mental health (Figure 2.2).

Understanding the Hierarchy of City Needs is critical to community-based strategic positioning. All communities have wants and needs, but the best way to achieve desired outcomes is to make sure that the foundational components are functioning well so that the more aspirational components can be attained. For example, the desire for an attractive Main Street will be best achieved not by just investing in streetscaping, but by having an organizational structure in place that will fund, maintain, and promote the physical investment over the entirety of its useful life. In order for the organizational structure to function well, certain fundamental needs must be met. Continuing with the previous streetscaping investment example, this foundational support would be provided if the hypothetical Main Street was safe, had adequate infrastructure had a viable consumer base, and had a group of people dedicated to its care and promotion.

The five tiers of the Hierarchy of City Needs are summarized as follows:

PHYSIOLOGICAL NEEDS

Basic infrastructure (land, water, sewer, power, roads, a food source) and a tax base are the most fundamental city needs. This base layer comprises the bare necessities of a viable city: is there infrastructure in place for the daily function of its citizens? And is there a pool of money for maintaining that infrastructure?

SAFETY AND SECURITY

Police and fire services fit here, but so too does the *perception* of safety, which is just as often a matter of design as it is law enforcement. Additionally, either jobs or reliable access to jobs falls here, as financial security is a powerful driver of location decisions. Both the Safety & Security and Physiological Needs levels should be thought of as necessary but not sufficient conditions of any city that works – without this solid foundation, the rest of the work to address a city's needs will suffer.

LOVE AND BELONGING

This is the level where a sense of community and connectivity are critical. Connectivity in this context is partly about having access to local and regional services, but it is also about the social, community, and economic institutions that connect, nurture, and invest in a city’s residents. A city can reach its goals without a connected community, but it’s much more likely that it will fail.

SELF-ESTEEM

A city’s self-esteem is often reflected in its sense of place and in the level of investment in itself. Parks, schools, public landmarks, and private attractions are all examples of ways in which cities show themselves to the world, and present themselves to the larger world as places worth valuing. While these elements may not be critical for the day-to-day success of a community, they are vital for communities looking to grow, attract new revenue, and take on larger import in their region.

SELF-ACTUALIZATION

This is a stage where cities can successfully address some of the more elusive but still-crucial goals facing communities today: issues such as how to be socially responsible, environmentally sustainable, or universally equitable. These issues are so heavily dependent on the levels below them in the hierarchy that many times projects on topics like affordability or long-term sustainability end up focusing on strategies to address issues in other levels, like partnership building, local investment, or multimodal accessibility.

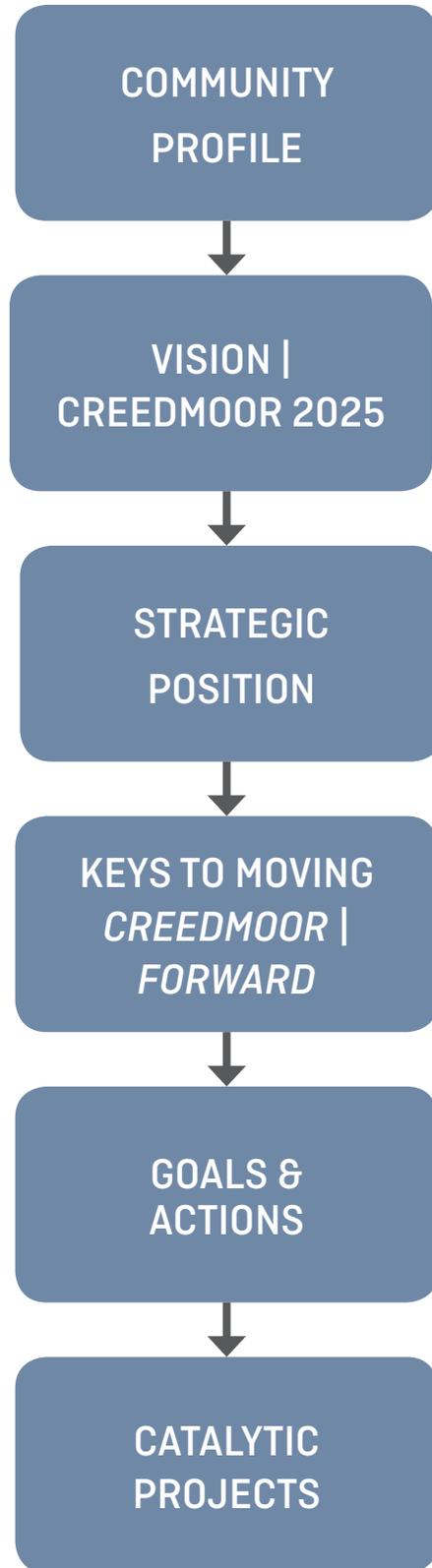


FIGURE 2.3: STRATEGIC POSITIONING ROADMAP

A city’s self-esteem is often reflected in its sense of place and in the level of investment in itself.

STRATEGIC POSITION

The guiding principles of the strategic positioning component of *Creedmoor | Forward* are eleven evidence based “distinguishing factors” that have been identified to characterize and summarize Creedmoor’s opportunities and challenges, relative to the City itself and to other communities in the Triangle Region (see box below). These factors help to explain “what is” with respect to Creedmoor’s position in the region, the state of the city’s economic assets and physical infrastructure, the city’s ability to leverage that position and those assets, and Creedmoor’s capacity to advance strategic initiatives. In upcoming pages, opportunities and threats are discussed and supporting evidence presented for each distinguishing factor.

DISTINGUISHING FACTORS

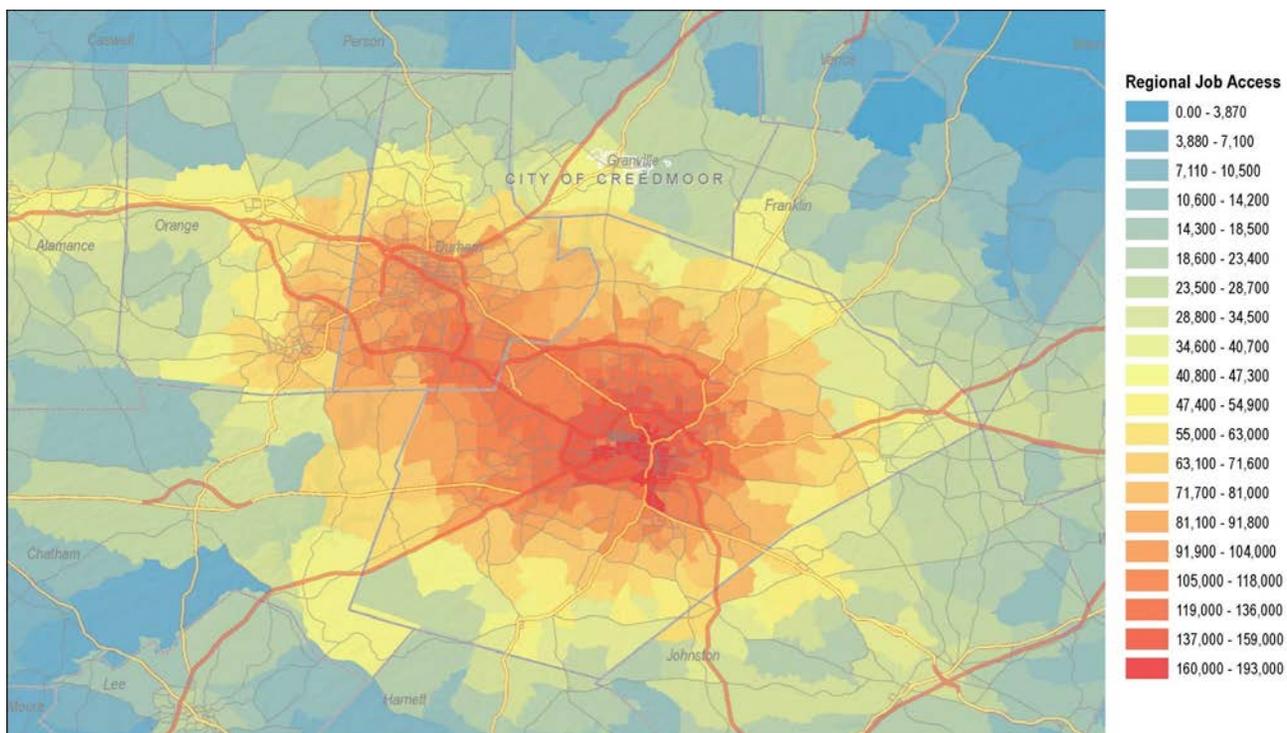
1. Creedmoor has good access to regional job centers, with a strong relationship to Durham’s and Butner’s employment opportunities.
2. Creedmoor is ahead of its regional peers in the pace of residential development and about average in median price, but lags in quality and variety of residential development.
3. Creedmoor has a lack of diverse retail and commercial establishments, forcing residents out-of-town to meet some basic needs.
4. Development opportunities in Creedmoor are often limited by environmental and/or regulatory constraints, but options for thoughtful growth exist.
5. Creedmoor’s “quality of place” advantage is currently under-leveraged.
6. The health of downtown will need to be improved to live up to Creedmoor’s potential as the lively center of South Granville County.
7. Public infrastructure, including streets and community facilities, are currently under-provided or in various states of disrepair.
8. Public safety facilities are currently at capacity, but levels of service allow for population growth without major operations expansions.
9. Improving the public’s perception of Creedmoor is critical and will involve building on positives, overcoming negatives, and addressing economically distressed areas.
10. There is limited economic development, community development, and project management capacity at the city staff level.
11. Creedmoor appears to lack community champions and non-governmental organizations that will take ownership of *Creedmoor | Forward* initiatives.

1. CREEDMOOR HAS GOOD ACCESS TO REGIONAL JOB CENTERS WITH A STRONG RELATIONSHIP TO DURHAM'S AND BUTNER'S EMPLOYMENT OPPORTUNITIES.

A fundamental need for all communities is access to a diverse and robust set of employment opportunities. By calculating the number of jobs within a 45 minute drive, and weighting closer jobs as worth more than jobs farther away, a picture of Creedmoor's regional job access relative to the larger Triangle region can be created, as seen in Figure 2.4. The map shows an inner red core of very high job access, with Creedmoor part of an outer band of yellow to blue that represents very good regional job access for a small city, with access on par with many larger cities on the periphery of Durham and Raleigh. Much of this access comes from reliable connections with Durham and Chapel Hill (Figure 2.5). Not surprisingly, the share of residents working in Durham has been trending upward in recent years (Figure 2.6).

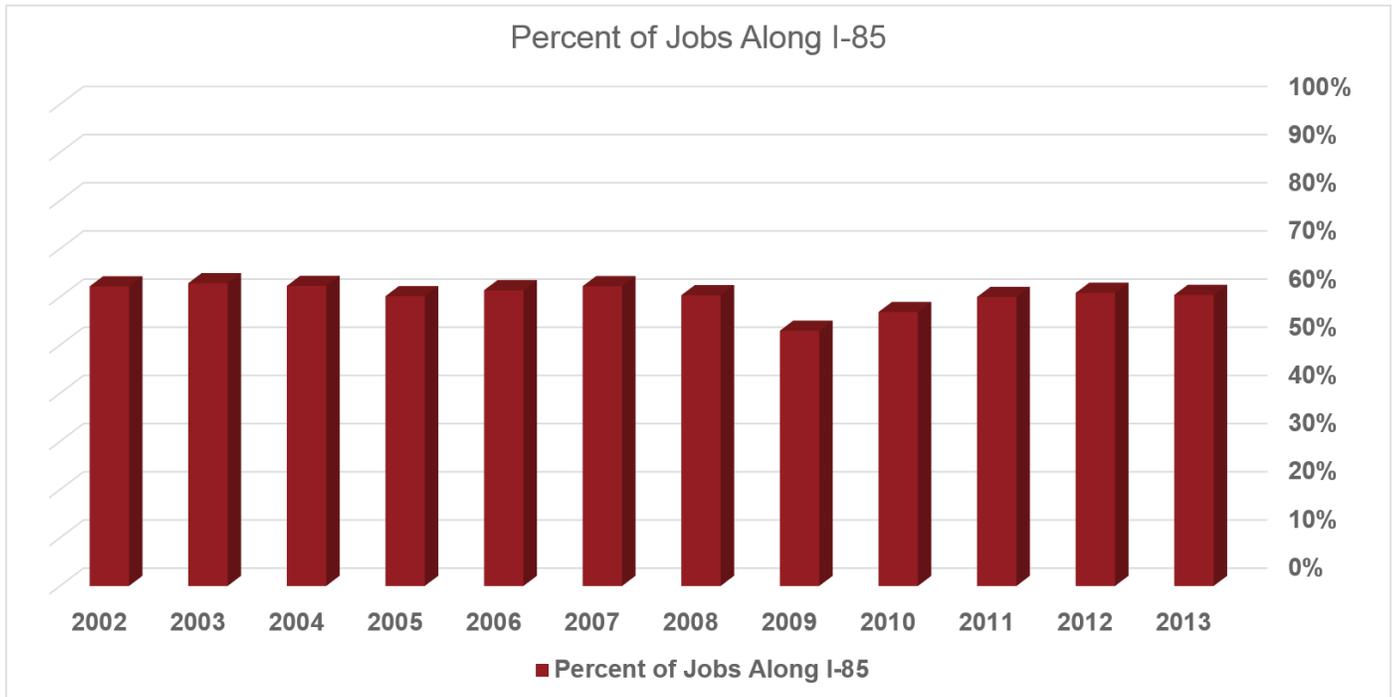
OPPORTUNITIES	THREATS
<ul style="list-style-type: none"> • Durham's economic resurgence benefits Creedmoor • I-85 has ample capacity • Durham's East End Connector project will improve Creedmoor's access to Research Triangle Park 	<ul style="list-style-type: none"> • Access to Raleigh will become more difficult over time, as NC-50 (within the vicinity of Falls Lake) will not be widened within the next 10 years and congestion levels points south will continue to grow

FIGURE 2.4: REGIONAL JOB ACCESS



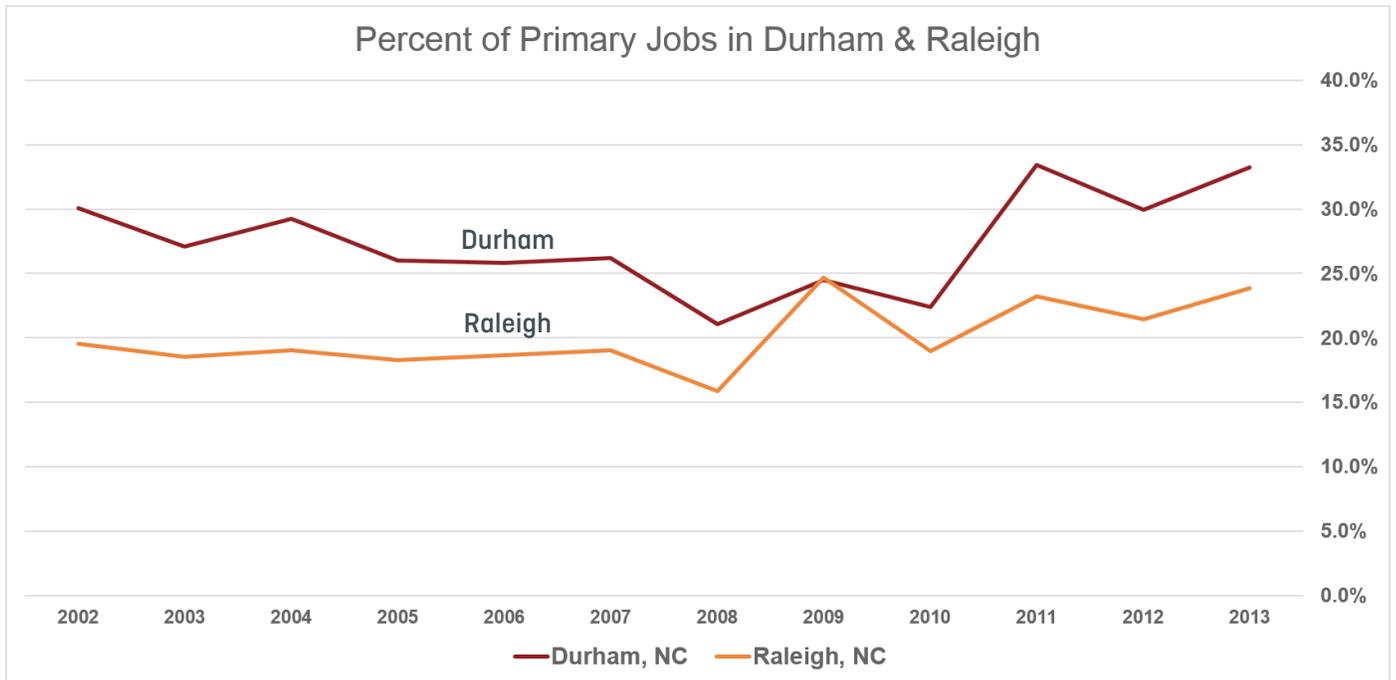
Map shows number of jobs reachable from each area of the region.

FIGURE 2.5: PERCENT OF JOBS LOCATED ALONG INTERSTATE 85



Percentage of jobs held by Creedmoor residents where I-85 is a part of their commute trip.

FIGURE 2.6: PERCENT OF PRIMARY JOBS, HELD BY CREEDMOOR RESIDENTS, LOCATED IN RALEIGH AND DURHAM

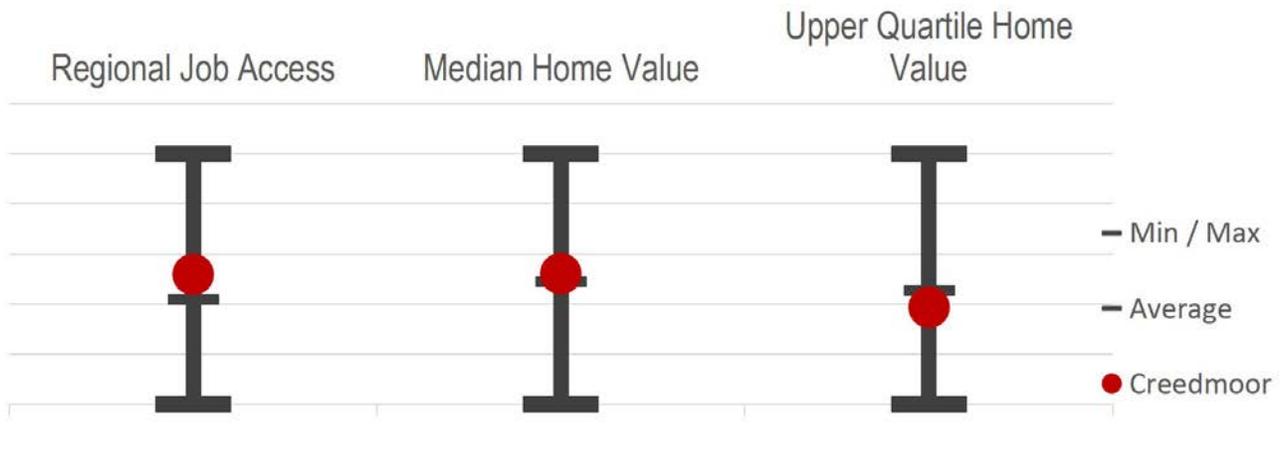


2. CREEDMOOR IS AHEAD OF ITS REGIONAL PEERS IN THE PACE OF RESIDENTIAL DEVELOPMENT AND ABOUT AVERAGE IN TERMS OF MEDIAN PRICE, BUT LAGS IN QUALITY AND VARIETY OF RESIDENTIAL DEVELOPMENT.

Residential growth is generally a good thing, but the details of that growth can provide insight. In Creedmoor, residential construction has been strong relative to regional peer communities, and is rising again after the recession. That new housing and population growth has occurred without creating high home values, which allows for continued affordability for Creedmoor families. However, higher-end housing is still limited and of a lower quality and price than is found in peer communities, suggesting either that Creedmoor is not providing the other goods, services and amenities desired by higher-end housing buyers or that Creedmoor may be undervalued in the residential marketplace.

OPPORTUNITIES	THREATS
<ul style="list-style-type: none"> Housing costs are reasonable- median housing values are about average compared to Creedmoor’s regional peers, while Creedmoor offers small job access advantages New housing demand is high- an average of 31 new homes have been built per year since 2000, well above average as compared to peer municipalities 	<ul style="list-style-type: none"> There is a lack of higher-end housing with upper quartile home values in Creedmoor lagging behind regional peers

FIGURE 2.7: JOB ACCESS AND HOME VALUE



3. CREEDMOOR HAS A LACK OF DIVERSE RETAIL AND COMMERCIAL ESTABLISHMENTS, FORCING RESIDENTS OUT OF TOWN TO MEET SOME BASIC NEEDS.

While Creedmoor's access to regional jobs is high, the access to day-to-day goods and services is comparatively low, creating a notable retail gap. An analysis of retail spending patterns shows that several retail services are missing in the city (and in Granville County as a whole) sending resident and visitor money out of town that could otherwise be captured within city limits.

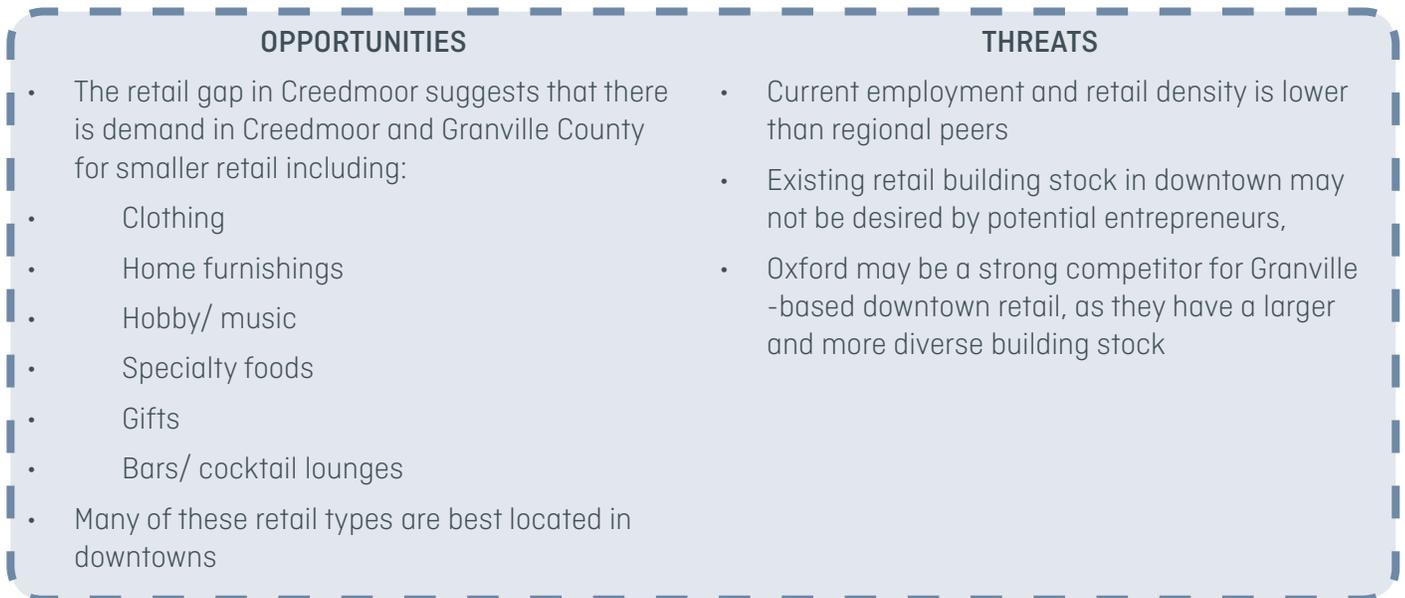


FIGURE 2.8: DENSITY OF ACTIVITIES FOR CREEDMOOR AND PEERS

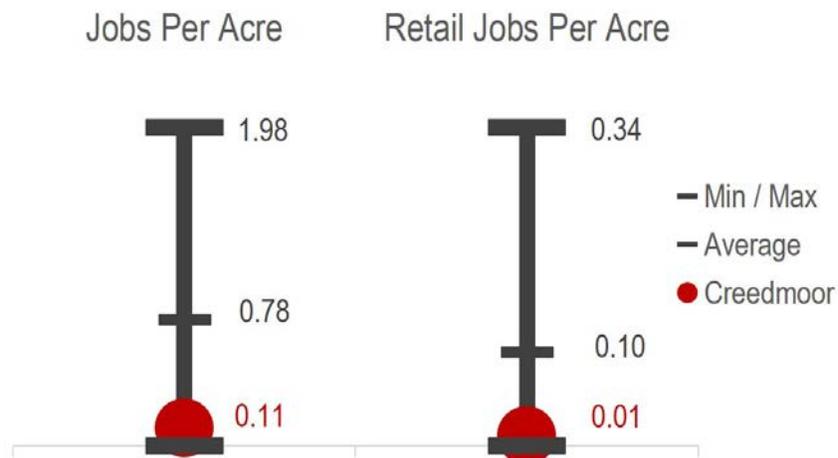


TABLE 2.9: RETAIL GAP ANALYSIS

SAMPLE OF RETAIL GAPS	RETAIL GAPS		
	CREEDMOOR	CREEDMOOR, BUTNER, AND OXFORD	AVERAGE ANNUAL SALES
Specialty Food	\$1,884,400	\$8,022,000	\$923,000
Clothing; Clothing Accessories	\$2,431,700	\$6,281,000	\$1,619,500
Sporting Goods; Hobby; Musical Instruments	\$996,500	\$3,268,300	\$1,782,600
Office Supplies; Stationery and Gift	\$315,600	\$1,222,800	\$1,025,700
Drinking Places	\$94,600	\$904,000	\$510,600
Furniture; Home Furnishings	\$1,024,900	\$1,774,200	\$1,772,700

This table shows the potential for spending in a number of retail categories. These positive numbers indicate that there is retail leakage to other places due to each respective community currently not meeting retail needs (meaning residents are leaving Creedmoor to spend their money). The third column of this table "Average Annual Sales" provides an example of what a typical retailer in each category could expect to earn in a year.

SOURCES: ESRI Business Analyst (Retail Gaps), US Census Bureau and Renaissance Planning (Average Annual Sales)

4. DEVELOPMENT OPPORTUNITIES IN CREEDMOOR ARE OFTEN LIMITED BY ENVIRONMENTAL AND/OR REGULATORY CONSTRAINTS, BUT OPTIONS FOR THOUGHTFUL GROWTH EXIST.

Development in Creedmoor can be difficult due to environmental conditions like soils that are poorly suited to urban development, or Falls Rules regulations that require costly mitigation efforts or prohibit development altogether. However, Creedmoor’s amenities outweigh these constraints, and enough quality land is available (both in currently undeveloped areas and in downtown) to absorb anticipated future growth demands.

OPPORTUNITIES	THREATS
<ul style="list-style-type: none"> Land capacity analysis suggests that land is available to meet development demand, even with the Falls Rules in place The Falls Rules do not apply to existing developed land, making downtown an appealing development option 	<ul style="list-style-type: none"> The Falls Rules are particularly limiting south of NC-56, where land values would likely be highest

TABLE 2.10: LAND DEVELOPMENT CAPACITY- SUPPLY VERSUS DEMAND

	MINIMUM	MAXIMUM
Projected Creedmoor Household Growth (to 2040)	279 household units (HU)	557 HU
Projected Creedmoor Employment Growth (to 2040)	710 jobs	796 jobs
Capacity: Residential Uses (Various)	331 HU (any)	3,359 HU (SFR) 2,284 HU (MFR)
Capacity: Commercial Uses (Various)	118,047.6 ft ²	1,636,575.9ft ²
Capacity: Industrial	372,880.4 ft ²	745,760.84 ft ²
Capacity: Civic	381,894.2 ft ²	763,788.68 ft ²

NOTES: “Supply” considers vacant and re-developable land, excluding land unsuitable for development; “demand” considers Creedmoor’s share of forecasted county growth based on the attractiveness factors discussed in Chapter 1.

5. CREEDMOOR'S "QUALITY OF PLACE" ADVANTAGE IS CURRENTLY UNDER-LEVERAGED.

Creedmoor has several countywide and even regional attractions, and is without any major detractors like traffic, pollution or crime. Natural amenities like Lake Rogers and nearby Falls Lake, cultural amenities like the Music Festival, and civic amenities like the Senior Center and a walkable downtown are all marketable assets, yet these quality of place advantages are not being capitalized upon to the fullest degree.

OPPORTUNITIES

- Creedmoor has several countywide or even regional attractions
- Local amenities are a primary contributor to land values

THREATS

- Oxford has a more robust, walkable downtown than Creedmoor



Lake Rogers Park in Creedmoor.



Creedmoor's downtown commercial district.



2015 Creedmoor Music Festival.



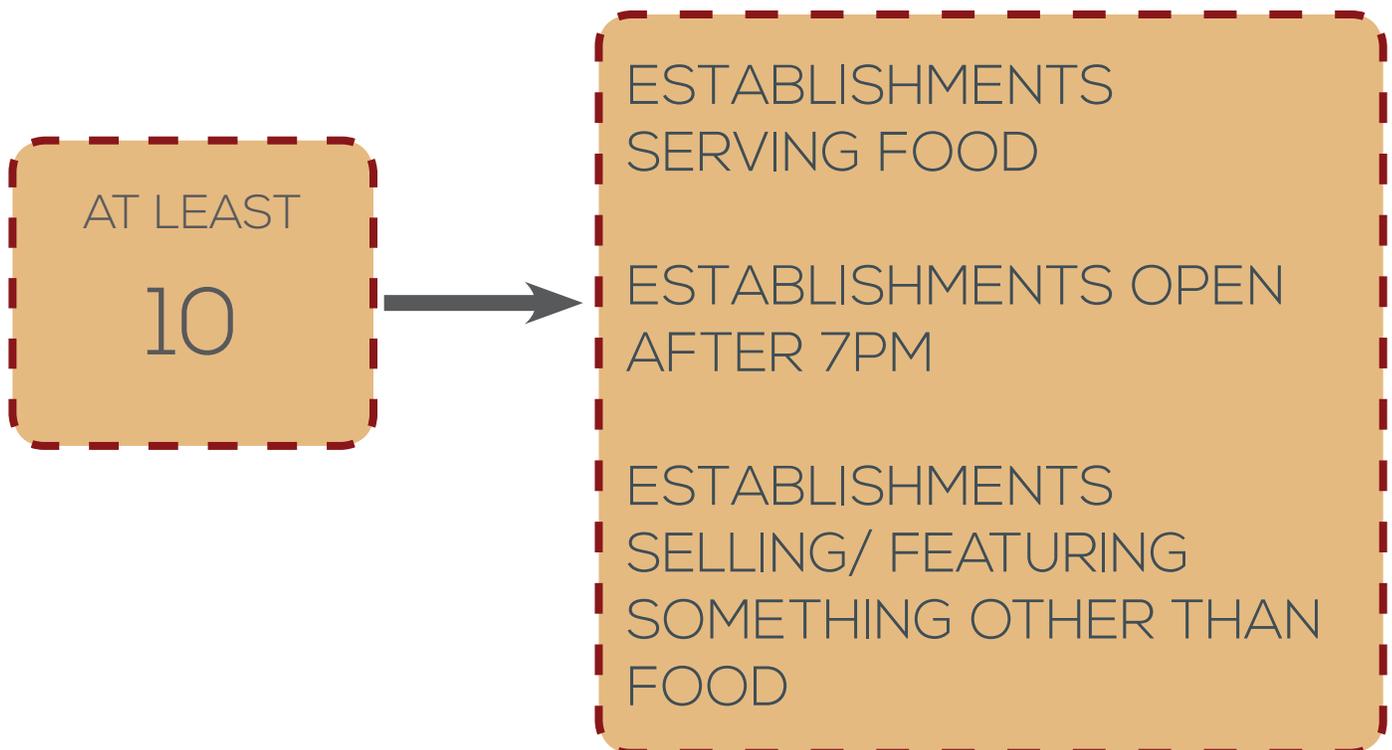
The South Granville Senior Center is located in Creedmoor

6. THE HEALTH OF DOWNTOWN WILL NEED TO BE IMPROVED TO LIVE UP TO CREEDMOOR'S POTENTIAL AS THE LIVELY CENTER OF SOUTH GRANVILLE COUNTY.

Downtowns are becoming more important (and valuable), both regionally and nationally, for healthy city economies. One of the best measures of good downtowns is the concept of 'vibrancy', which suggests that high functioning downtowns need to be active at different times of day and feature an assortment of opportunities. Figure 2.11 summarizes a key rule of thumb for vibrant downtowns, a threshold that downtown Creedmoor is currently well below. Downtown has the potential to be a vibrant place, but would need public and private sector intervention to turn that potential into a reality.



FIGURE 2.11: RULES OF THUMB FOR VIBRANT DOWNTOWNS



7. PUBLIC INFRASTRUCTURE, INCLUDING STREETS AND COMMUNITY FACILITIES, ARE CURRENTLY UNDER-PROVIDED OR IN VARIOUS STATES OF DISREPAIR.

Public amenities are a hallmark of high-quality communities, and are often a basic requirement for private investment. The current quality of public infrastructure in Creedmoor is often low. Much of this relates to the quality of the streets, which is the result of unstable soils that are poorly suited to intensive development. However, other public amenities like the gym and community center or the downtown sidewalks and side alleys are also not in states of good repair, or are in need of facelifts.

OPPORTUNITIES

- Funding for infrastructure is often easier to come by than other types of funding
- Visible public investment often kick starts private investment
- The best return on public investment is on projects like public infrastructure where the private sector is not a competitor

THREATS

- Public investment paid for by private subsidy (e.g. dedicated tax revenues, municipal service districts, etc.) can inhibit private investment
- Money for operations is not as easy to come by, and likely requires a long-term, dedicated public funding source to prevent future disrepair



LEFT: Creedmoor Gym and Community Center, RIGHT: Many Creedmoor streets are in disrepair and lack multimodal facilities.

8. PUBLIC SAFETY FACILITIES ARE CURRENTLY AT CAPACITY, BUT LEVELS OF SERVICE ALLOW FOR FUTURE POPULATION GROWTH WITHOUT MAJOR OPERATION EXPANSIONS.

Creedmoor has done an excellent job of funding public safety, currently supporting a police force of 14 officers, and a volunteer fire department staff of approximately 30 people. This level of personnel and equipment has strained building capacities, and any additional residential or commercial growth will require additional staff. But based on accepted levels of public safety service and national averages for personnel per resident, Creedmoor may not need to expand police and fire personnel as rapidly in the near future.

OPPORTUNITIES	THREATS
<ul style="list-style-type: none"> The city can absorb some new residents and businesses without needing to immediately purchase new equipment or hire personnel 	<ul style="list-style-type: none"> Per FBI Uniform Crime Reports, South Atlantic police forces are on average larger per resident than Creedmoor Waiting to expand facilities until new personnel is needed may frustrate current personnel If the city substantially grows, it may limit the options for re-siting public safety facilities

TABLE 2.12: FIRE AND POLICE LEVEL OF SERVICE (LOS VS. CREEDMOOR)

	POLICE 	FIRE 
PERSONNEL: LOS	9 - 15	7
PERSONNEL: CREEDMOOR	14 [officers]	Approx. 30
VEHICLES: LOS	3	1
VEHICLES: CREEDMOOR	13 [2015]	6
FACILITIES: LOS	865.2 ft ²	1,081.5 ft ²

NOTES: Creedmoor Population [2013] 4,326; POLICE PERSONNEL LOS: 2.0 per 1,000 residents; FIRE PERSONNEL LOS: 1.65 per 1,000 residents; POLICE VEHICLES LOS: 0.6 per 1,000 residents; FIRE VEHICLES LOS: 0.2 per 1,000 residents; POLICE FACILITIES LOS: 200 ft² per 1,000 residents; FIRE FACILITIES LOS: 250 ft² per 1,000 residents

LOS standards from Canter, Atkinson, & Leistritz, *Impacts of Growth: Public Service Impacts*

FBI Uniform Crime Reports; Average 3.5 POLICE PERSONNEL per 1,000 residents, cities below 10,000 <https://www.fbi.gov/about-us/cjis/ucr/crime-in-the-u.s/2010/crime-in-the-u.s.-2010/tables/10tbl71.xls>

9. IMPROVING THE PUBLIC’S PERCEPTION OF CREEDMOOR IS CRITICAL AND WILL INVOLVE BUILDING ON POSITIVES, OVERCOMING NEGATIVES, AND ADDRESSING ECONOMICALLY DISTRESSED AREAS.

Creedmoor is a wonderful city, with much to offer today and the possibility for even more to offer in the future. To match the realities of Creedmoor with its perception, work is needed in promoting and strengthening its positives (like good job and recreational access) while fixing negatives (like infrastructure and economically distressed areas).

OPPORTUNITIES

- Downtown has a strong core with a good existing street grid
- Schools are in good physical condition
- The old railroad depot is a potential catalytic revitalization project

THREATS

- Downtown does not have a coherent character and is lacking the retail and activities to draw in visitors and residents
- Schools are perceived as low-performing
- The old railroad depot is currently underused and in a state of disrepair



LEFT: The old Seaboard Railway depot in Creedmoor.

BELOW: Creedmoor’s downtown commercial district.



10. THERE IS LIMITED ECONOMIC DEVELOPMENT, COMMUNITY DEVELOPMENT, AND PROJECT MANAGEMENT CAPACITY AT THE CITY STAFF LEVEL.

Some of the work needed to address identified issues will need to be done by dedicated public economic development personnel. As of now, there limited capacity for this work among city staff. However, there are many instances of cities this size having dedicated development staff - some examples are listed in Figure 2.13 below.

OPPORTUNITIES	THREATS
<ul style="list-style-type: none"> • A city staff position could likely handle many of the needed tasks, including market studies, marketing/ promotion, entrepreneur identification, and more • Public sector business improvement organizations have access to different support resources than do private sector organizations 	<ul style="list-style-type: none"> • A new position would require an available revenue stream

TABLE 2.13: SMALL CITIES WITH ECONOMIC AND COMMUNITY DEVELOPMENT CAPACITY

NC Small Cities with a Chamber of Commerce	NC Small Cities with Business Improvement Districts
<ul style="list-style-type: none"> • Ayden (Population 4,900) • Ahoskie (5,000) • Farmville (4,600) • Maggie Valley (1,500) • Murfreesboro (2,800) • North Wilkesboro (4,100) • Roxboro (8,400) • Zebulon (4,500) 	<ul style="list-style-type: none"> • Albemarle (Population 16,000) • Brevard (7,600) • Chimney Rock (200) • Kings Mountain (10,600) • Maxton (2,400) • Rutherfordton (4,200) • St. Paul's (2,000) • Whiteville (5,600)

11. CREEDMOOR APPEARS TO LACK COMMUNITY CHAMPIONS AND NON-GOVERNMENTAL ORGANIZATIONS THAT WILL TAKE OWNERSHIP OF *CREEDMOOR FORWARD* INITIATIVES.

Public sector staff play an important role in development, but the private sector must play an even larger one to achieve high levels of success. Private sector leadership is a fundamental part of all high-quality communities, and must be sought out when lacking. The city will need private sector champions to spearhead the initiatives identified in this plan.

OPPORTUNITIES

- Community champions serve as the day-to-day backbone of community upkeep and re-investment
- Smaller cities require only a few of these champions
- The state has resources to help small cities develop CDCs, foster community economic development leaders, and raise necessary funds

THREATS

- Community champions must be committed- Creedmoor appears to lack this type of self-motivated involvement from the general public

THE KEYS TO MOVING *CREEDMOOR* | FORWARD

The eleven distinguishing factors identified for Creedmoor revealed eight “Keys to Moving Creedmoor Forward.” These keys represent the overarching themes tying together the city’s vision for the future, the goals identified to help arrive at that future, and the actions that will be presented in the plan’s final sections.



MAINTAIN CREEDMOOR’S POSITION AS THE “SMALL TOWN HEART” OF SOUTH GRANVILLE COUNTY



INCREASE THE CITY’S POPULATION AND GENERATE OUTSIDE INTEREST IN THE COMMUNITY BY IMPROVING THE PUBLIC’S PERCEPTION OF CREEDMOOR AS A GREAT PLACE TO LIVE, WORK, AND PLAY



PROVIDE NEEDED BUSINESSES AND RECREATIONAL SERVICES



MAKE INVESTMENTS WITHIN A FRAMEWORK OF ATTRACTING OUTSIDERS INTO THE CITY



BUILD CREEDMOOR’S CAPACITY TO PROACTIVELY CONDUCT BOTH COMMUNITY AND ECONOMIC DEVELOPMENT ACTIVITIES



LEVERAGE LOCAL EFFORTS AND INITIATIVES BY BUILDING PARTNERSHIPS WITH OUTSIDE ORGANIZATIONS AND GOVERNMENT AGENCIES



PROMOTE AND SUPPORT A LEVEL OF QUALITY IN NEW DEVELOPMENT THAT FITS WITH CREEDMOOR’S POSITION AND POTENTIAL IN THE REGION



CLEARLY ARTICULATE THE COMMUNITY’S VISION TO OUTSIDE INTERESTS, GIVEN THE OPPORTUNITIES AND LIMITATIONS THAT EXIST



ACTION | MOVING FORWARD

3

MOVING CREEDMOOR | FORWARD

This section contains the action plan for moving Creedmoor towards the city’s desired future. These actions are based on the distinguishing factors that set Creedmoor apart from its peers, and they attempt to capitalize on strengths and assets and overcome existing and future challenges to achieving positive growth. The strategic actions recommended for Creedmoor are organized within the six goal areas. These goals support the Keys to Moving Creedmoor Forward and help to fulfill the basic needs of cities described within the Hierarchy of City Needs. Actions are further categorized by priority: 1) ongoing or in progress; 2) immediate next steps (one-year time frame); 3) long term aspirations (beyond a one-year time horizon). The final plan chapter describes a selection of these actions- defined as catalytic projects- in greater detail.

GOALS

1. Infrastructure in Creedmoor is complete, up-to-date, safe, and enhances the appearance of the community.
2. Creedmoor’s downtown district is aesthetically appealing and home to a variety of amenities, businesses, and entertainment options.
3. High-quality indoor recreation facilities and diverse recreation programming are available to residents and visitors of all ages.
4. Ample options and amenities for outdoor recreation, such as athletic fields, walking trails, and parks are available to both residents and visitors.
5. Creedmoor cultivates a reputation as a business-friendly community, attracting new businesses and retaining existing ones.
6. Creedmoor enjoys mutually beneficial relationships with a variety of local, state, and federal agencies and other public and private partners, leveraging local efforts and initiatives, and driving positive change.

ACTION PHASING



ONGOING/ IN PROGRESS



**IMMEDIATE NEXT STEPS
(WITHIN 1 YEAR)**



**LONG TERM ASPIRATIONS
(LONGER THAN 1 YEAR)**

GOAL 1: INFRASTRUCTURE IN CREEDMOOR IS COMPLETE, UP-TO-DATE, SAFE AND ENHANCES THE APPEARANCE OF THE COMMUNITY

STRATEGY: IMPROVE AND MAINTAIN STREETS TO SERVE ALL USERS AND TO FUNCTION SAFELY AND EFFICIENTLY

-  Identified \$1.624 million in funding to repair/ repave streets under the Citywide Street Restoration Project
-  After initial phase of street repair, plan for another \$1 million to be allocated to street repair within the next five years
-  Complete right-of-way acquisition and other pre-construction activities for active sidewalk and trails projects
-  Complete the Chief Street Alley project
-  Install improved street lighting along NC-56 and US-15 in conjunction with sidewalks and trails projects.
-  Initiate a sidewalk gap fill project including inventory and priority list
-  Plan for, design and implement Complete Street conversions for Masonic Road, Sanderford Road, and Lyon Street between Elm Street and Main Street
-  Prepare and implement a pedestrian crosswalk improvement strategy for signalized and unsignalized Main Street intersections from Church Street to NC 56
-  Prepare and implement a pedestrian crosswalk improvement strategy for areas of the city outside of downtown
-  Construct a downtown off-street parking lot that can be expandable to a deck over time

BENEFITS



Street lighting projects complement ongoing sidewalk and trail investments, and will induce greater use of these facilities. **Winder, Georgia downtown lighting and streetscape improvements**

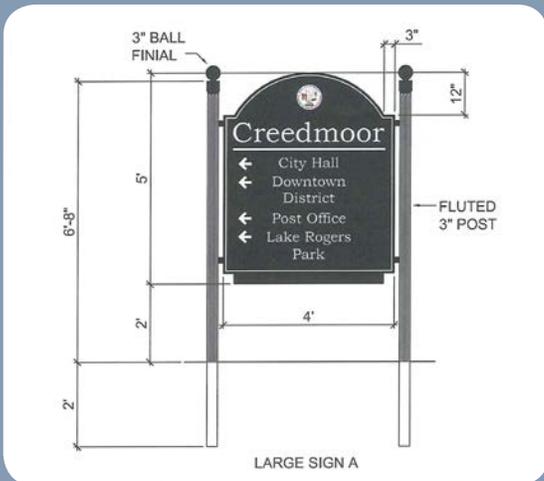


Infrastructure improvements often have sizeable co-benefits, maximizing the investments made, including improved aesthetics, reduced stormwater runoff, and enhanced safety. **Statesville downtown transformation.**

BENEFITS



Wayfinding and gateway signage contribute to the development of a sense of place, allowing Creedmoor to define and promote a desired small-town character. **Wayfinding signage in Asheboro.**



Concept for Creedmoor wayfinding signage. This signage would help visitors find points of interest and enhance the community's character.

STRATEGY: DESIGN/ INSTALL NEW WAYFINDING AND GATEWAY SIGNAGE AND LANDMARK IMPROVEMENTS THAT CAPTURE AND ENHANCE CREEDMOOR'S SMALL-TOWN CHARACTER

- ✓ Work with NCDOT in conjunction with the intersection improvements at Lake Road/US 15/NC 56 to ensure sidewalk connectivity and to identify other opportunities to integrate the project with ongoing efforts and aesthetically enhance the project
- ! Identify funding and secure approvals for enhancements to Lake Road/US 15/NC 56 intersection project
- ! Create, design for, and implement gateway feature on Lake Road at the new NC 56 intersection
- ! Install new street lighting in conjunction with planned sidewalks and trails projects
- 🕒 Identify new and or improved gateway features for Creedmoor and downtown at select locations such as NC 56 and Main Street, Main Street south, NC 15 south
- 🕒 Revisit existing wayfinding plan, negotiate with NCDOT to gain approvals for project, and install system of signs that direct visitors to key attractions, including downtown, Lake Rogers Park, the gym, and Falls Lake
- 🕒 Construct a green space and iconic landmark feature

GOAL 2: CREEDMOOR'S DOWNTOWN DISTRICT AND ADJOINING NEIGHBORHOODS ARE AESTHETICALLY APPEALING AND HOME TO A VARIETY OF PUBLIC AMENITIES, BUSINESSES, AND ENTERTAINMENT OPTIONS

STRATEGY: INCREASE THE CITY'S CAPACITY TO ATTRACT AND RETAIN BUSINESSES AND OTHER USES IN DOWNTOWN

- ⓘ Identify potential downtown development incentives
- 🕒 Develop office-oriented business incubator space in the downtown area
- ⓘ Investigate the potential for other beneficial uses in downtown that might require some public support or incubation including a cyber café, non-profit health center, arts incubator gallery, temporary senior center space, general-purpose meeting room, non-traditional housing units, non-profit incubator/office space, etc.
- 🕒 Revisit downtown urban design plan and create an up-to-date version based on recent developments
- 🕒 Design and implement a public plaza space within downtown that can host a variety of activities and uses
- ✅ Budget for and hire a part-time code enforcement officer
- ⓘ Transition to a proactive approach to code enforcement in downtown and surrounding residential neighborhoods, with a special focus on yards, building exteriors, signs, and refuse
- 🕒 Relocate Creedmoor's Community Development Office to a different space, ideally co-located with city-supported incubator space or the future community center development
- ⓘ Explore the need for a senior housing facility in the community

BENEFITS



Improved appearance and amenities in downtown will entice more people to spend time in this area, contributing to the critical mass needed to increase business presence, etc.
Downtown visitors in Barbourville, Kentucky.



A more successful farmers market will help attract area residents to Creedmoor. **Downtown Williamson, West Virginia has an urban community farm, farmers market, mobile market and farm to table restaurant.**

BENEFITS



Beneficial uses can be brought to downtown with some public support or incubation. **The Palace arts incubator and gallery in Middlesboro, Kentucky.**



Public art in downtown builds community character and draws people into the main commercial district. **Source: visitchapelhill.com**

STRATEGY: DEVELOP AND IMPLEMENT A DOWNTOWN BEAUTIFICATION INITIATIVE

- ⌚ Create a streetscape plan for Main Street from NC 56 to Church Street that addresses parking, sidewalks, lighting, utilities relocation, and signage
- ⌚ Develop strategy for and estimate cost of burial or relocation of electric and communications utilities on Main Street
- ⌚ Work with NCDOT to design and initiate sidewalk improvement project for Main Street to provide decorative sidewalks on both sides of the street and clear ADA-accessible paths and crossings
- ⌚ Document locations for tree plantings on public and private property and install trees in conjunction with a community group
- ⌚ Identify five or more locations for public art installations in the downtown area with a focus on murals and sculpture

STRATEGY: MAINTAIN POLICIES AND REGULATIONS THAT PROMOTE AND FACILITATE REVITALIZATION AND APPROPRIATE INFILL REDEVELOPMENT IN DOWNTOWN CREEDMOOR

- ⌚ Amend sign regulations to promote a more unified aesthetic
- ⌚ Allow upper story accessory residential uses by right for commercial properties on Main Street
- ⌚ Require side street vehicle access only for Main Street corner properties or properties served by alleys
- ⌚ Allow for zero lot line development
- ⌚ Allow for three to five story buildings on Main Street
- ⌚ Incentivize a mix of residential development types (owner-occupied, rental, townhome, apartment) in downtown
- ⌚ Incentivize infill development on Main Street for vacant lots or following the demolition of existing structures

- Initiate a façade grant program for existing buildings, such as a tiered reimbursement program where grant funding increases proportionally to the amount invested by the building's owner and supported by federal or state grant funding

STRATEGY: SUPPORT AND PROMOTE AN EXPANDED CREEDMOOR FARMERS MARKET, THAT TAKES FULL ADVANTAGE OF GRANVILLE COUNTY'S AGRICULTURE AND LOCAL FARMERS

- Establish a city-supported Farmers Market board and attract new vendors to the market; Purchase, relocate, and renovate historic rail depot at Seaboard Street and Elm Street to serve as a year-round, all weather Farmers Market pavilion; Consider incorporating the farmers market into the proposed community center facility

BENEFITS



Before and after of a building benefitting from a city-sponsored facade grant program. Wilmington Street, Raleigh. **Source:** www.raleighnc.gov



The historic rail depot structure could potentially be relocated and repurposed as a year-round, all weather farmers market pavilion.



The renovated Jupiter, Florida historic rail depot offers a glimpse at the possibilities for the Seaboard Station. **Source:** www.wpbmagazine.com

BENEFITS



Current community center is functionally outdated, as well as space and program limited. Additional indoor recreation space is needed as well as programming for non-seniors.



In the longer term, the community center can provide amenities to attract visitors and provide benefits to residents. **Splash park in Marysville, Washington.**



Community center site should have outdoor public space that serves passive and active uses. **Marriage proposal in Curtis Hixon Park in Tampa, Florida.**

GOAL 3. CREEDMOOR HAS HIGH-QUALITY INDOOR RECREATION FACILITIES AND DIVERSE RECREATION PROGRAMMING IS AVAILABLE TO RESIDENTS AND VISITORS OF ALL AGES

STRATEGY: DESIGN AND CONSTRUCT A MULTIUSE COMMUNITY CENTER WITH INDOOR ATHLETIC/RECREATION AMENITIES, PUBLIC MEETING/GATHERING SPACE, AND A SENIOR CENTER INCLUDING KITCHEN FACILITIES

- ⚠ Assess the viability of the existing gym and senior center site for a new community center
- ⚠ Conduct geotechnical work to test the areas of the site for construction
- ⚠ Solicit for and hire a design team to assist with implementation under a general services contract
- ⚠ Finalize building program requirements and create a concept plan for the site
- ⚠ Complete financial plan for community center based on revised cost estimates and financing strategy
- 🕒 Contact and inventory potential tenants, service providers, and programmatic elements of the community center
- 🕒 Find temporary location for the existing senior center in a church or other existing building in Creedmoor
- 🕒 Develop diverse indoor recreation programming commensurate to the size and space available in the new community center
- 🕒 Hire necessary staff to develop and administer expanded recreation programs
- 🕒 Design and implement an outdoor public space at community center for active and passive use, including a potential splash park

GOAL 4. CREEDMOOR HAS AMPLE OPTIONS AND AMENITIES FOR OUTDOOR RECREATION SUCH AS ATHLETIC FIELDS, WALKING TRAILS, AND PARKS, AVAILABLE TO BOTH RESIDENTS AND VISITORS

STRATEGY: DEFINE AND IMPLEMENT THE NEXT PHASE OF IMPROVEMENTS AT LAKE ROGERS PARK

- ✓ Finalize decision to develop walking trails along the perimeter of Lake Rogers, to the west of Lake Rogers Park
- ✓ Remove old water works infrastructure at the site
- ! Clear and grade area above dam so that it can be used productively
- 🕒 Build a recreational water feature below the dam that serves as a “water wall”

STRATEGY: DETERMINE THE BEST USE FOR LEDGE CREEK FLATS

- ✓ Review alternatives for site, including recommendation to turn the open space back to a forested area
- 🕒 Improve the current access drive to allow for vehicle turn arounds and small parking area
- 🕒 Explore partnerships for the design and implementation of site’s chosen development alternative

STRATEGY: EVALUATE AND DESIGN GREENWAY AND HIKING TRAILS ALONG THE ROBERTSON CREEK CORRIDOR

- 🕒 Identify opportunities for trail development on protected property along the Robertson Creek riparian corridor
- 🕒 Design and implement a greenway plan for the Robertson Creek corridor
- ! Market or otherwise educate community members and area residents about the availability of Creedmoor’s trail facilities

BENEFITS



Lake Rogers Park will continue to be the primary focus of outdoor recreation investment.



Ledge Creek Flats is an opportunity restore the old lagoon site to a natural area.



The Gauntlet is Creedmoor’s newest outdoor recreation offering. The site would benefit from trail connections and marketing.

BENEFITS



Designated economic and community development staff will increase the City's capacity to implement projects and grow the local economy. **Talking about downtown revitalization in Tuskegee, Alabama with city staff, federal partners, university representatives and consultants.**



New businesses locating in the City help create a "buzz," giving energy to the community. **Incubator kitchen in Youngstown, Ohio supports chef entrepreneurs, farmers, local suppliers, and community café.**

GOAL 5. CREEDMOOR MAINTAINS A REPUTATION AS A BUSINESS-FRIENDLY COMMUNITY, ATTRACTING NEW BUSINESSES, RETAINING EXISTING ONES, EXPANDING TAX BASE AND CREATING JOBS

STRATEGY: DEFINE CREEDMOOR'S IDENTITY AND DEVELOP A MARKETING STRATEGY FOR THE CITY

- ⚠️ Research the needs of visitors to Falls Lake (campers, fishers, etc.) to take advantage of market gaps and determine whether these needs can be provided by existing or new businesses located in Creedmoor
- 🕒 Conduct a "perception survey" in Creedmoor administered to ten visitors who have never been to Creedmoor, to better understand the outsider's perspective of the city
- 🕒 Based on the survey results and Creedmoor's desired community character, develop and implement a marketing campaign, highlighting the city's planning and investments, and building the city's reputation as a "must visit" destination in the Triangle

STRATEGY: BUILD NEW COMMUNITY CAPACITY FOR ECONOMIC AND COMMUNITY DEVELOPMENT WORK

- ⚠️ Create and/or designate city staff position(s) for economic development and community development
- ⚠️ Develop incentives for infill and other redevelopment projects that increase retail and office space
- ✅ Work with local business leaders to understand the needs of the community's businesses and to help ensure that supportive services and employment needs are being filled
- ⚠️ If the needs of local businesses are not being met, convene a working group or committee empowered to make recommendations on how needs can best be met

-  Support/advise a viable community business association to attract new businesses and support existing businesses
-  Form an organizing committee to seed a community non-profit or non-profit that can work on the physical, economic, and social needs of Creedmoor
-  Get professional assistance to identify best practices, case studies, and models for starting, growing, and maintaining organizations and collaborative networks of community development entities

BUILDING CAPACITY

THE WEALTHWORKS APPROACH¹

- Connect community assets to meet market demand
- Expand the definition of “capital” beyond just monetary value: Individual, intellectual, social, cultural, natural, built, political, and financial
- Construct “value chains”- a network of people, businesses, organizations, and agencies addressing a market opportunity to meet demand for specific products or services- advancing self-interest while building rooted local and regional wealth.

SMALL TOWNS, BIG IDEAS²

- Community development IS economic development
- Must be proactive and future-oriented; embrace change and assume risk
- Successful strategies are guided by a local vision
- Broadly defined assets and opportunities that leverage a community’s competitive advantage
- Innovative governance, partnerships, and organizations exist
- Identify, measure and celebrate short-term successes
- Use a comprehensive package of strategies and tools rather than a piecemeal approach

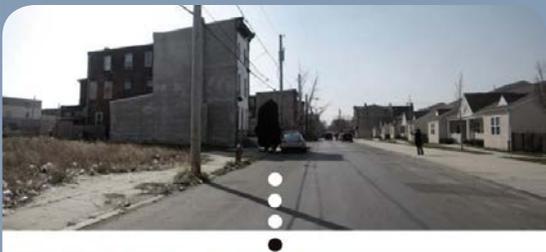
¹ www.wealthworks.org

² <http://www.schoolofgovernment.unc.edu/programs/cednc/stbi/>

BENEFITS



Partnerships with outside agencies can result in successful community projects and infrastructure investments. **Downtown Pikeville, Tennessee streetscape completed through a partnership with Tennessee DOT, the Appalachian Regional Commission and USDA Rural Development.**



Before and after following a smart growth redevelopment project in Pennsylvania. **Source: www.smartgrowthamerica.org**

GOAL 6. CREEDMOOR ENJOYS MUTUALLY BENEFICIAL RELATIONSHIPS WITH A VARIETY OF LOCAL, STATE, AND FEDERAL AGENCIES AND OTHER PUBLIC AND PRIVATE PARTNERS, LEVERAGING LOCAL EFFORTS AND INITIATIVES, AND DRIVING POSITIVE CHANGE

STRATEGY: BUILD AND DEEPEN RELATIONSHIPS WITH FEDERAL AND OTHER AGENCIES

-  Meet with USDA community and economic development and rural development representatives to identify grant and loan programs that can be used on community projects
-  Explore development model and financing options with USDA, HUD, North Carolina Housing Finance Agency (NCHFA) and housing developers for affordable senior housing
-  Research available programs, policies and funding sources with EPA relative to water quality, smart growth, and brownfields redevelopment

STRATEGY: ADDRESS REGIONAL TRANSPORTATION NEEDS

-  Work with government agencies to leverage Creedmoor's access to major employment and activity centers through improved transit and transportation infrastructure
-  Work with county and state agencies and/or local organizations to plan for and promote transit and ridesharing options
-  Create a carpool/ vanpool network of contacts
-  Provide a location to safely park vehicles overnight
-  Provide a daily park-n-ride location



IMPLEMENT | CATALYTIC PROJECTS

4

PROJECT Community Center



DESCRIPTION: This project includes building a new community center on the site of the current gymnasium and senior center facility in downtown Creedmoor.

PROJECT ELEMENTS: A multi-generational, multipurpose center for programs and events; indoor recreation facilities with expanded gymnasium and exercise space. Two alternatives for the center are described below: one includes a pool and one does not.

STRATEGIC GOAL ADDRESSED: Creedmoor has high-quality indoor recreation facilities and diverse recreation programming is available to residents and visitors of all ages.

EXISTING CONDITIONS & ISSUES

The City completed renovations at the South Granville Senior Center, located at the community center, in 2016 to include renovated restrooms and lobby space. The current center has outdated kitchen facilities and a general purpose meeting room/dining room that is undersized. There are currently 109 seniors on the center's "check in" list, including Creedmoor residents and others from around south Granville County.

The old high school gymnasium was built in 1909 and is functionally obsolete in terms of interior horizontal and vertical clearance. It is also undersized in that there is only one court in the facility. The city has pick-up games on weeknights that are well-attended, stressing the building's capacity. The rental schedule is maxed out for the facility. While there is some sentimental attachment to the building because it was part of the old high school complex, it is not compatible to match current needs.



Only one or two teams currently use the ballfields on any regular basis. There is no organized little league in the community, which would be the only type of viable use given the size of the fields.

Only one or two teams currently use the ballfields on any regular basis. There is no organized little league in the community, which would be the only type of viable use given the size of the fields. The spectator areas are also out of date.

The site has adequate area for parking considering there is parking at the center and an overflow lot. The parking area is unpaved grass.

NEXT STEPS: PRIORITIES & DECISION POINTS

The work on the community center concept yielded the two alternatives, presented here. There are several steps that need to be taken to turn this project into a reality. The planning, funding, programming, design, and construction will take several years to accomplish.

The first primary steps needed are to determine the feasibility of building new structures on the site and finalizing a decision on a working concept for the project. The city will also establish a budget for the project based on the working concept. As long as the lower half of the site, where the ballfields are, is deemed developable, this site should be able to serve the city's needs into the future. Once the working concept is finalized and site feasibility is conducted, the city will prepare a concept plan for the development of the site showing building footprints and site development features.

ALTERNATIVES

Alternatives 1 and 2 have the same elements except Alternative 1 includes a pool and slightly larger locker rooms. The basic elements of the community center are a significant expansion over what currently exists. There is a main hall that can accommodate fairly large events and meetings along with a lounge and multipurpose rooms. A facility of this size allows for separate programming for all ages and different groups to occur at the same time. The gymnasium is sized to have two



A visitor to the South Granville Senior Center. The senior center is a great asset to Creedmoor but currently operates at maximum capacity.

regulation basketball courts. The fitness room is sized for exercise and weightlifting equipment, while the exercise room would be a studio for classes of various kinds.

Base operational costs for the community center were estimated at \$200,000 per year without a pool, and \$250,000 per year with a pool. That range of estimates is the minimum needed to keep the lights on. The cost does not include programming, capital reserves, outdoor maintenance, or equipment purchases. Construction and site development costs are presented in the following tables. The building costs are based on costs per square foot of facility. The site development costs are estimates based on projects of a similar size. These costs will need to be refined as a specific site plan is developed, but are appropriate for planning purposes.

COMMUNITY CENTER PROGRAMMING OPTIONS AND SPACE ALLOCATION
ALTERNATIVE 1, INCLUDES POOL

ELEMENT	SQUARE FEET
<i>Basic Elements</i>	
Entry Lobby	600
Office/ Lobby Reception	100
Bathrooms	400
Main Hall	2,500
Reading Room/ Lounge	1,000
Kitchen/ Pantry	750
Multi-purpose Room 1	600
Multi-purpose Room 2	600
Office Space	800
Storage	400
Mechanical	400
Halls	1,000
Sub-Total	9,150
<i>Active Recreation</i>	
Gymnasium (2 court)	12,000
Pool	5,500
Fitness Room	3,500
Exercise Room	1,200
Locker Rooms	2,500
Sub-Total	24,700
GRAND TOTAL	33,850 FT²
<i>Building Costs</i>	
Community Center	\$1,784,250
Gym and Fitness Center	\$3,006,000
Pool and Locker Rooms	\$1,680,000
Soft Costs (10%)	\$647,025
Sub-Total	\$7,117,275
<i>Site Development Cost Estimates</i>	
Site work and soils	\$2,000,000
Utilities	\$1,000,000
Parking	\$1,500,000
Landscape and other	\$500,000
Sub-Total	\$5,000,000

COMMUNITY CENTER PROGRAMMING OPTIONS AND SPACE ALLOCATION
ALTERNATIVE 2, NO POOL

ELEMENT	SQUARE FEET
<i>Basic Elements</i>	
Entry Lobby	600
Office/ Lobby Reception	100
Bathrooms	400
Main Hall	2,500
Reading Room/ Lounge	1,000
Kitchen/ Pantry	750
Multi-purpose Room 1	600
Multi-purpose Room 2	600
Office Space	800
Storage	400
Mechanical	400
Halls	1,000
Sub-Total	9,150
<i>Active Recreation</i>	
Gymnasium (2 court)	12,000
Fitness Room	3,500
Exercise Room	1,200
Locker Rooms	1,200
Sub-Total	17,900
GRAND TOTAL	27,050 FT²
<i>Building Costs</i>	
Community Center	\$1,784,250
Gym and Fitness Center	\$3,258,00
Soft Costs (10%)	\$504,225
Sub-Total	\$5,546,475
<i>Site Development Cost Estimates</i>	
Site work and soils	\$2,000,000
Utilities	\$1,000,000
Parking	\$1,500,000
Landscape and other	\$500,000
Sub-Total	\$5,000,000

PROJECT Lake Rogers

LAKE ROGERS



DESCRIPTION: This project includes several ongoing efforts, planned initiatives and long term visions to enhance and expand the existing Lake Rogers Park facilities.

PROJECT ELEMENTS: Removal of water treatment plant; sidewalk and trail project and concept plan for potential development along NC 56/Lake Road; public space with an amphitheater, and a lakeside trail to the west of the park; additional recreational amenities

STRATEGIC GOAL ADDRESSED: Creedmoor has ample options and amenities for outdoor recreation such as athletic fields, walking trails, and parks available to both residents and visitors.

EXISTING CONDITIONS & ISSUES

Lake Rogers Park is the most iconic, most visible and most used public space in Creedmoor. The fact that the city has this asset, and has made past efforts to create and maintain it in its current form, has a positive impact on the perception of the community and its commitment to creating quality places. In order for that perception to remain true, the city needs to continue to make value-added investments in this asset.

The existing water works structures detract from the value of the site. The plan of development and lakeside improvements on the west side of the lake would constitute a catalytic change in the area and have an impact on the city's overall attractiveness and positive reputation. However, these improvements are complicated by the need for property acquisition and/or easements, depending on which trail



Lake Rogers Park is the most iconic, most visible, and most used public space in Creedmoor.

alternative is advanced. The viability of alternatives and their relative costs are still in a state of flux and uncertainty.

Despite these challenges, Creedmoor should continue with the implementation of this concept. Moving forward needs to be attempted with the understanding that it will take some concerted effort to get the job done and that project implementation should wait until after the waterworks project is complete. The concept of a loop trail around the lake to the east also has complications relative to the need for property acquisition and cost, but is a worthy endeavor to pursue long term.

NEXT STEPS: PRIORITIES & DECISION POINTS

The city is working to address the removal of the water works structures as soon as possible. This project is an opportunity to open up that area to public use. There are several options for how to do that. The most ambitious, but most impactful, of these is to build a water feature on that part of the site. Since there is no swimming allowed in the lake, there is currently no way to directly engage with the water other than to boat, fish or simply take in the view. A water feature would be an opportunity to create another point of attraction at the park. This could be done with a cascading water wall and receiving pool on the back side of the dam. This would be pleasing to the ears in addition to the other senses. This could be done with water from the lake, designed to limit the need for maintenance and fed by gravity.

The other option for generating active water use at the site would be a splash park. This idea was discussed during the development of the strategic plan. This alternative would need to be done with treated water, run with circulation pumps and would demand a much higher requirement for maintenance.



The dam and bridge crossing at Lake Rogers offer opportunities for trail connections and other park amenities.



The Creedmoor Waterworks was constructed under the oversight of the Federal Works Agency in 1939 during the presidency of Franklin Roosevelt.

PROJECT Ledge Creek Flats

LEDGE CREEK FLATS



DESCRIPTION: This project includes several alternatives for reclaiming the decommissioned waste water lagoon for another purpose.

PROJECT ELEMENTS: Potential uses: conservation and demonstration site for forestry/remediation; stabilizing and maintaining site for future use; creating low-amenity, multi-use fields; or constructing a high-end, regionally-oriented recreational and sports complex.

STRATEGIC GOAL ADDRESSED: Creedmoor has ample options and amenities for outdoor recreation such as athletic fields, walking trails, and parks available to both residents and visitors.

EXISTING CONDITIONS & ISSUES

The site includes a substantial, publically-owned property that is largely wooded. The area of the old lagoon is still cleared and the lagoon has been filled. The cleared area is approximately 10 acres or 900 feet by 500 feet. The lagoon was closed in 1976, but fill has been added to cap the site in addition to monitoring and remediation steps that have been recently completed.

The site clearly still has wet areas remaining after the fill project and it is unclear that the surface of the fill is dry enough, and the soils structurally stable enough, for putting the field into a maintained open space for active or passive use. The current access to the site is off of Helen Street, which connects to a gated, unimproved drive that connects to the open area.



The Ledge Creek Flats site still has wet areas that remain after the fill project.

NEXT STEPS: PRIORITIES & DECISION POINTS

The immediate issue with the site is that a future use for the cleared area needs to be determined now. If not, the cleared area will go back to nature within a decade and money will have to be put into it to bring it back to its current condition.

ALTERNATIVES

Of the four alternatives considered, the intentional conservation area is the one that is recommended (Alternative 1). The city has the opportunity to partner with an institution, such as North Carolina State University, and/or public agencies including USDA Natural Resources Conservation Service, Granville Soil and Water Conservation District, NC Forest Service, and NC Wildlife Resources Commission to plan, design and implement a conservation forest on the site. The forest could be designed to remediate the vestiges of the old lagoon site and re-establish the site as part of a stable natural system. Trees and other landscape species can be selected specifically to perform these functions. The costs of this type of project have not been calculated, but there would likely be interest from others in seeing such a project come about. Seeking grant funding or other outside funds would be an option for this scenario.

The second option, if future active recreation development is anticipated, would be to stabilize the site by doing additional grading, soil stabilization and seeding (Alternative 2). This option would require regular and ongoing maintenance and mowing to keep the site stable. Costs include the basic elements for the cleared area and improving the access road off Helen Street with gravel and a small parking lot.

The third option shows the cost of creating a general purpose open field with adequate parking in a gravel lot (Alternative 3). There are also costs associated with purchasing right-of-way and building a new gravel access road to the site from NC 56. This option is shown as



Creedmoor has the opportunity to plan, design, and implement a conservation forest on the old lagoon site.

it is assumed a new access point would be needed for this type of use in addition to the drive from Helen Street.

The fourth option builds on, and is inclusive of the third option. The site is big enough to accommodate a high end, multi-field recreation complex similar to the Butner Athletic Park (Alternative 4). The costs include stabilizing the site (Phase I) and the improvements that would be needed to build the athletic fields and other amenities (Phase II). The costs of constructing the new roadway are also included.

ALTERNATIVE 1: CONSERVATION

In terms of cost for the conservation alternative, a good rule of thumb for restorative planting is to assume canopy tree plantings at 15' to 20' on center. Given the size of the clear area on the site, this is about 2,000 trees at 15' on center. Using an estimate of \$50 per planted tree, the cost would be \$100,000. Depending on the nature of the project, understory trees and plants would be needed as well. A successful project can be designed to fall within the \$150,000 to \$250,000 range. In lieu of reestablishing forest, the city should also consider non-forest options like cover cropping, growing useful plants or some other intentional/experimental installation. These types of solutions would likely be less expensive up front. They are, however, almost exclusively temporary and would require greater amounts of periodic management.

ALTERNATIVE 2: STABILIZE SITE FOR FUTURE USE

ELEMENT	COST
<i>Basic Elements</i>	
Grade	\$67,500
Seed	\$18,000
Irrigation	-
Fencing	\$1,500
Parking	\$26,250
Soft Costs	\$33,975
Basic Elements: Sub-Total	\$147,225
<i>Road</i>	
Clearing	\$5,390
Grading and drainage	24,148
Gravel	\$4,620
Other	\$50,000
Soft Costs	\$33,663
Property Acquisition/ROW	-
Road Sub-Total	\$117,821
GRAND TOTAL	\$265,046

ALTERNATIVE 3: LIGHTLY DEVELOPED, LOW INVESTMENT; COMMUNITY ORIENTED RECREATION USES PREFERRED

ELEMENT	COST
<i>Basic Elements</i>	
Grade and till-in sand	\$159,375
Sod	\$89,250
Irrigation	\$35,000
Fencing	\$7,500
Parking	\$56,000
Soft Costs	\$104,138
Basic Elements: Sub-Total	\$451,263
<i>Road</i>	
Clearing	\$33,000
Grading and drainage	\$321,970
Gravel	\$22,000
Other	\$125,000
Soft Costs	\$200,788
Property Acquisition/ROW	\$200,000
Road Sub-Total	\$902,758
GRAND TOTAL	\$1,354,021

ALTERNATIVE 4: HIGH END, HIGH INVESTMENT; REGIONALLY ORIENTED RECREATION USES PREFERRED

ELEMENT	COST
<i>Athletic Fields Phase I</i>	
Grade and fill-in sand	\$159,375
Sod	\$89,250
Irrigation	\$35,000
Fencing	\$7,500
Parking	\$56,000
Soft Costs	\$104,138
Phase I: Sub-Total	\$451,263
<i>Athletic Fields Phase II</i>	
Water and wastewater	\$75,000
Restrooms	\$75,000
Field House	\$125,000
Lighting	\$25,000
Seating	\$10,000
Play Equipment	\$35,000
Sports Equipment	\$35,000
Fencing	\$6,000
Soft Costs	\$170,400
Phase II: Sub-Total	\$596,400
<i>Road</i>	
Clearing	\$33,000
Grading and drainage	\$321,970
Gravel	\$22,000
Other	\$125,000
Soft Costs	\$200,788
Property Acquisition/ROW	\$200,000
Road Sub-Total	\$902,758
GRAND TOTAL	\$1,950,421

PROJECT Downtown Revitalization

DOWNTOWN



DESCRIPTION: The stewardship and success of downtown is vitally important to the community as a whole. A complete retail mix, a well maintained area, and community facilities help create a sense of pride and solidify the reputation of Creedmoor as a quality community.

PROJECT ELEMENTS: There are a number of strategies needed to continue the revitalization of downtown falling into categories of transportation infrastructure, community facilities, and policy.

STRATEGIC GOAL ADDRESSED: Creedmoor's downtown district and adjoining neighborhoods are aesthetically appealing and home to a variety of public amenities, businesses, and entertainment options

EXISTING CONDITIONS & ISSUES

Creedmoor's downtown is already a unique, differentiating attribute from other south Granville County communities. Improving it will give the city leverage in attracting new investment, commercial development, more visitors and quality housing development throughout the community. The city has already begun to make changes to design standards, building standards, parking requirements, and landscape regulations in an effort to improve the aesthetics of downtown.

The downtown currently functions relatively well and is the most important asset of the community. People come to downtown from Creedmoor and other surrounding areas to shop and use the services that already exist. Many people in the area value the downtown because of its small town character. However, the quality, mix, number of uses, and



Downtown Creedmoor has the right layout for a great commercial district but requires some work to make it a vibrant city center.

the appearance and condition of the physical environment is not on par with many of the similarly-sized or slightly larger towns around the region and the state. Given the fact that Creedmoor and Granville County are poised for continued growth, the vision for downtown and the approach to its development should be ambitious. Creedmoor should be comparing its current downtown to places like Pittsboro, Zebulon, North Wilkesboro, Maggie Valley, and Rocky Mount (Virginia). For the future potential of downtown, Creedmoor should be looking to places like Hillsborough, Fuquay-Varina, Statesville, Kinston and other cities in the 10,000 to 12,000 population range for inspiration.

The downtown area should eventually have ten places that serve food, ten places that are open after 7:00 PM, and ten places that sell something other than food. In terms of the quality of these establishments, they should eventually be able to stand up to the most successful small town places in the state. However, it is currently the case that there is not a large enough population in Creedmoor, plus the visitation economy, to bring those about in the short run. As the market for new uses downtown emerges, the city should be seeking opportunities to build public facilities, make infrastructure improvements, and identify beneficial uses in downtown that will meet short term community needs, prepare for change and catalyze private investment. There are many activities, current and planned, that will have an impact on downtown. The following are some of the primary issues and opportunities that have yet to be commenced downtown or that will need addressing in the near future.

TRANSPORTATION INFRASTRUCTURE

Main Street has a unique character that can be reinforced with streetscape improvements. The city will create a streetscape concept plan that addresses use of the right-of-way and width of facilities, utilities, lighting and landscape. The streetscape transformation will not be able to be completed overnight.



New Dollar General under construction in downtown Creedmoor

However, specifically defining what is desired and feasible can be used as opportunities arise during road work, utility work, public projects, and private development projects.

COMMUNITY FACILITIES

The city is likely moving forward with an initiative to build a multi-purpose, multi-generational community center on the site of the current senior center and gymnasium. The focus of the center will include indoor recreation and flexible space for programs, meetings, and meals. This is a multi-year project that will require refining a program for the center, fundraising and design and construction.

During the development of *Creedmoor | Forward*, the city investigated the need for new public safety facilities. The result of the assessment indicated that the Police Department and the volunteer Fire Department exceeded industry standards in terms of level of service. While generally at capacity, the facilities they use were not determined to need expansion in the short run. However, because of condition, need for modernization, or improvement of facilities for specific elements of their operations, the spaces they occupy may need to be improved or replaced in the next ten years. The city will likely need to revisit this topic in the next five years to determine a long term solution for the provision of facilities. While the city is not responsible for providing facilities for the Fire Department, it is in their best interest to continue to provide them support in maintaining a successful volunteer operation.

POLICIES

Maintaining downtown as a walkable destination is of primary importance. The historic buildings on Main Street and side streets help create this environment. However, it is important to ensure future development reinforces, rather than detracts from this situation. In order for that to happen, specific policies for downtown are needed to regulate the siting, orientation, and signage of buildings and parking required for new development. *Creedmoor | Forward* includes a recommendation for the city to craft and adopt policies that address these issues. The Dollar General project downtown is an example of the current policies at work. Future development needs to have that level of quality at a minimum

and may not be as successful for downtown given the policies that currently exist.





▶ ▶ ▶ ▶ ▶ ▶ ▶
CREEDMOOR | FORWARD
STRATEGIC 10-YEAR PLAN
Investing today for an exceptional tomorrow

September | 2016

City of Creedmoor, North Carolina

Prepared by: Renaissance Planning | Durham, North Carolina