



ACKNOWLEDGEMENTS

Envision Elon 2040 was created over a period of eight months and involved many individuals and organizations, including those listed below. The town is especially grateful to the Advisory Committee members, who devoted a significant amount of time and effort to the process. Their insights and thoughtful input helped shape Envision Elon 2040 into a plan that is tailored to address the anticipated opportunities and needs of the Town of Elon community.

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ABOUT THIS PLAN

In the face of regional growth, the Town of Elon recognized the need for efficient use of available land, tax revenue generation that supports municipal infrastructure, and a high quality of life for the residents. To inform critical decisions pertaining to future growth and development, the town leaders chose to engage in a comprehensive land use planning process to establish a comprehensive plan that defines a community-supported direction and identifies specific strategies to achieve desired results. The primary objective of the planning process was to help establish a workable, creative and dynamic plan that addresses transportation, future growth strategy, and future land use for the Town of Elon. Other objectives included fostering environmental practices for a more sustainable and economically viable community.

This plan replaces the Land Development Plan adopted in 2002. Since then, the U.S. has emerged from the Great Recession. This plan acknowledges more current circumstances, namely the residential development that has occurred with the economic

recovery and Elon University's expansion in accordance with its strategic growth plan (2016 Campus Master Plan).

The resulting plan, Envision Elon 2040, anticipates growth-related issues and opportunities over the next 20 years and, guided by a set of community-supported goals, reflects the community's expectations and desires, and defines a direction for future growth and development in and around the Town of Elon. It is a policy document to guide decisions of town staff, appointed and elected officials, developers, and others involved in local development-related activities and conservation efforts. The plan is also intended to facilitate collaboration and coordination between the town and potential partners. The goals expressed in the plan can help the town identify opportunities for collaborating with neighboring jurisdictions, area agencies, and the private sector. Strategies outlined in the plan can inform efforts to align regulations and public investments, leverage available resources, and effectively manage change to achieve shared goals. The plan should be updated every five years.

THE PLANNING AREA

The Planning Area encompasses 11.5 square miles. It is comprised of the area within the town's municipal limits as well as its extraterritorial jurisdiction (ETJ), where the town has planning and zoning authority. The land that lies north of the ETJ is an unincorporated area of Alamance County that is relatively undeveloped and is occupied by several parcels in agricultural use. It is also the location of a 72-acre parcel owned by the town, which motivated the town to include this land in the Planning Area delineated for this study (see Figure 1, Planning Area Map).

At right: Present-day view of the town-owned 72-acre parcel that marks the northern boundary of the Planning Area. The lands to the north are characterized by sparse development and agricultural and forestry uses.



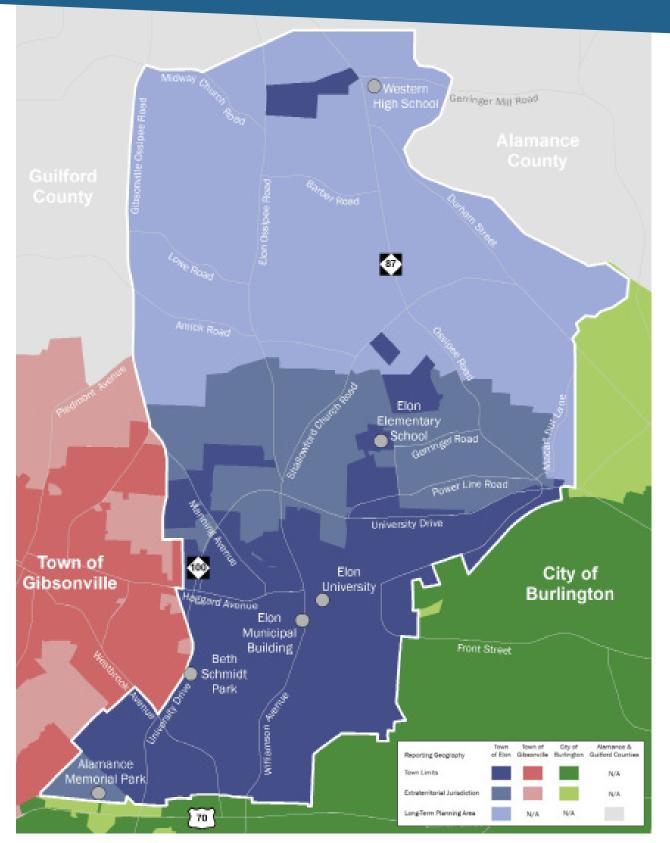


Figure 1. Planning Area Map

THE PLANNING PROCESS

Envision Elon 2040 is the product of an eightmonth process that involved three primary steps: Discovery, Plan Development, and Direction & Documentation (see Figure 2, below). The steps of the process began with a detailed examination of existing conditions and culminated in the preparation of this document and a companion summary.

The process was organized around an inclusive, multifaceted community engagement program executed through collaboration with various project partners whose buy-in is critical to the successful implementation of the plan. Project participants considered issues and potential opportunities, fiscal and market realities, and community values to clearly define an inspirational yet realistic vision for the future and outline a sound set of action steps to realize that vision. A three-day workshop was held during the Plan Development stage. The key activities are described in Figure 3 on the facing page. To complement the workshop, other community input opportunities were offered, including an online survey and stakeholder interviews.

ADVISORY COMMITTEE

A series of Advisory Committee meetings were conducted during this process. The committee was made up of 10 members representing a diverse range of interests. This committee helped guide the process by deciphering community input gathered throughout the process, sharing background information to provide context, offering ideas for policy changes, and evaluating products of the process prior to completion.

AREA TOUR

At project kickoff, the Advisory Committee members, town staff, and the consultants toured the Planning Area. A first-hand look at the existing development pattern strengthened the Consultant team's grasp of the existing conditions and stimulated the generation of ideas to explore during the planning process. This tour included town staff and others with knowledge of the development pattern. This sharing of insights exposed important local conditions and issues that might not be immediately apparent.



Figure 2. Planning Process



COMMUNITY WORKSHOP

A three-day workshop provided opportunities for interactive discussions among town staff, consultant team representatives, the Advisory Committee members, residents, business owners, property owners, students, and other stakeholders. The event included three Advisory Committee meetings and two community meetings. (Refer to the schedule depicted in Figure 3.) The purpose of the event was to evaluate the initial future land use concept, share ideas, develop plan alternatives, and arrive at a preferred Future Land Use and Conservation Map. In addition, three conceptual "focus area" plans were prepared to conceptually illustrate development design at specific locations to help workshop participants understand the intent of land use policies reflected in the Future Land Use and Conservation Map.



The workshop included two open house meetings. The informal dropin style gave attendees time to speak one-on-one with the project team members.

8:00 AM 9:00 AM 10:00 AM 11:00 AM 11:00 AM 11:00 AM 12:00 PM 2:00 PM 3:00 PM 3:00 PM 4:00 PM 5:00 PM 6:00 PM Client / Advisory Committee (AC) Mtg Land Use Concept Refinement (Includes Stakeholder/Service Provider Drop-in) Land Use Concept Refinement (Includes Stakeholder/Service Provider Drop-in) Preliminary Recommendations Lunch - AC Drop-in Land Use Concept Refinement Sub-area Concept Development Preliminary Recommendations Preliminary Recommendations AC Drop-in Community Open House AC Drop-in Community Presentation		TUESDAY	WEDNESDAY	THURSDAY	
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3:00 PM 4:00 PM 5:00 PM	2:00 PM	bevelopment		Recommendations	
5:00 PM	3:00 PM		Development		
	4:00 PM				
6:00 PM Community Open House AC Drop-in Community Presentation	5:00 PM				
	6:00 PM	Community Open House	AC Drop-in	Community Presentation	

Figure 3. Workshop Schedule



Above: Stakeholder interviews underway early in the planning process.

At right: Community workshop attendees discuss existing conditions and draft Future Land Use and Conservation Maps.

STAKEHOLDER INTERVIEWS

Stakeholder interviews, another type of meeting held in the initial phase of the project, augmented the information gleaned from the analysis of existing conditions, as people with direct knowledge of crucial data shared insights and clarified the relevance of specific circumstances to the planning process. A total of 25 people participated in the interviews, which addressed the following topics: economic development; business; real estate; utilities (primarily water and wastewater) and transportation; parks and recreation; open space and natural resources; college life; senior living; and neighborhood interests. (Refer to the Appendix for a list of interviewees.)

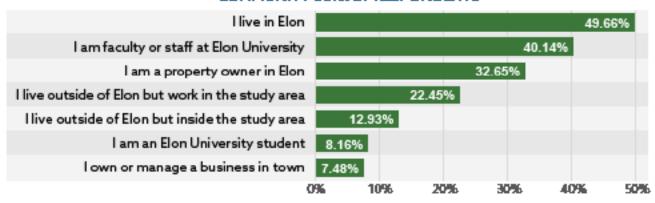
COMMUNITY SURVEY

Developed with input from town staff, a community survey designed to get input from residents and other stakeholders was conducted. The survey was used as a tool to engage the community early in the process. Over 140 people responded to the qualitative survey, which included both closed- and open-ended questions about land use, development quality, employment, infrastructure, and community amenities. The responses helped clarify residents' perceptions, preferences, and expectations for the future.

WEBSITE

The town's website was used to disseminate information to the public. The project schedule, presentations, maps, and a link to the survey were among the items made available.

COMMUNITY SURVEY RESPONDENTS



Note that "in the study area" means outside the incorporated town, but inside the area delineated in Figure 1, Planning Area Map, that includes the ETJ and unincorporated areas of the County.



THE TOWN OF ELON TODAY



The Elon Community Church Farmer's Market runs from April to November

The Town of Elon, located in the heart of North Carolina, has been known for its small, college town identity. The Town of Elon was incorporated in 1893 with the Elon University being established in 1889. The university and town have been intertwined from their inceptions and that relationship continues to bear fruit, even today. By taking advantage of the Town of Elon's strategic assets in order to enhance its physical and economic expansion, while also embracing and preserving its valuable natural, cultural and historic resources, the Town of Elon can expertly implement a plan that accommodates a growing population.

The Town of Elon is growing at an impressive rate. According to the US Census, the population in 2017 was estimated to be 10,227. The population increased by 9.0% from 2010 to 2017. Two age groups contribute to the majority of the population. Elon University had a total of 6739 undergraduate and graduate students enrolled in 2016-2017. This large amount of college age individuals is directly responsible for a median age of 21.9 years old as recently as 2015. It was estimated in 2015 that roughly 46.4% of the population came from the 15-24 year-old cohort. The Town of Elon also has a very large 65+ year-old cohort, estimated to be 19.1% of the population in 2015. The Twin Lakes Retirement Community has grown to include over 500 independent living residents in addition to their other levels of care. As a result, the college and retirement age populations have become increasingly influential to the economic and social development of the town, which is reflected by the importance of Elon University and the Twin Lakes Retirement Community to the Town of Elon.

Economically, the Town of Elon has many factors working in its favor. According to the Alamance County Chamber of Commerce, Elon University is currently the 4th largest employer in Alamance County, with 1,403 employees. The Town of Elon also shares a city limit boundary with Burlington,

home to 4 of the top 5 major employers in Alamance County. The Town of Elon's downtown is another major economic feature. The desire to make the downtown area into a communitybased retail, office and residential center has been the town's focus since the 2014 Master Plan. The continued development of the downtown is crucial to the Town of Elon's future success. The combined advantage of the Town of Elon's relationship with Elon University, strategic position in the region, and continuously evolving downtown has created excellent economic growth potential.

The Town of Elon is also considered by many to be a destination town. The Town of Elon is home to exceptional environmental features, resulting in one of the most beautiful towns in North Carolina. The Princeton Review has recognized Elon University as the 3rd most beautiful campus in the US. The university is home to assets such as 56-acre Elon University Forest, a land preserve with natural areas for scientific research, and the Loy Farm, a center for environmental research and sustainability. It is also designated as a botanical garden. The town emphasized the preservation of natural features, requiring that specific proportions of new developments be devoted to open spaces. Rural heritage features and primary conservation areas are also closely considered when approving development, suggesting the emphasis on preserving the natural features that have come to define the Town of Elon. As a result, the Town of Elon has done a remarkable job of preserving the environmental resources, a major reason why people want to visit and reside here.

This section presents a "snapshot in time," summarizing the key aspects of the existing conditions of the town at the time this plan was drafted. It highlights information on the Town of Elon's development trends, current land use, demographics, and other conditions that informed the goals, policies, and strategies outlined in this plan.



The Town of Elon Recreation and Parks and the The Town of Elon Fire Department partner on fun and educational special events.

DEMOGRAPHICS

ELON'S POPULATION IN 2017:

10,227

AVERAGE ANNUAL POPULATION GROWTH RATE:

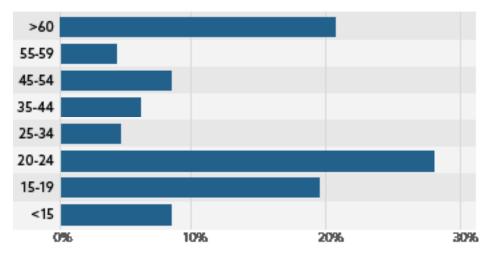
-⊪1.3%

APPROXIMATE
NUMBER OF NEW
PESIDENTS FACH YEAR

①120

The Town of Elon's population is relatively small, but growing at a much faster rate than Alamance County, North Carolina, or the United States.

PERCENTAGE OF POPULATION BY AGE - 2016



Source: US. Census Bureau, 2012-2016 American Community Survey 5-Year Estimates

Unsurprisingly given the presence of the university, the Town of Elon's population is dominated by the 15-19 and 20-24 age cohorts. The age 60 and over cohort is also significant, confirming the Town of Elon's status as a retirement destination. Continuing care communities, age-restricted neighborhoods, and access to cultural and educational programs offered by Elon University make the Town of Elon an attractive choice for seniors.

Less than 5% of the town's population are early-career adults in the 25-34 age range.

The Town of Elon's population is more educated than that of the county or the state, on average, with nearly a quarter of residents holding a bachelor's degree or higher, and more than 1 in 5 residents holding a graduate or professional degree.

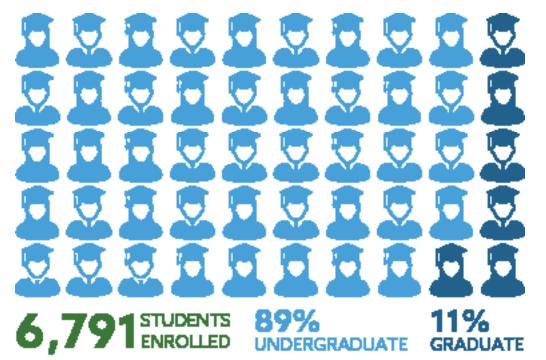
	High school graduate or equivalent	Associate's Degree	Bachelor's Degree	Graduate or Professional Degree
ELON	14.9%	13.7%	24.1%	22.1%
ALAMANCE COUNTY	28.2%	10.3%	15%	7.1%
NORTH CAROLINA	26.4%	9.1%	18.8%	10.2%

Source: Chipley Consulting

TAPESTRY SEGMENT	KEY TRAITS	% OF ELON POPULATION	MEDIAN AGE
Midlife Constants	Seniors, at or approaching retirement, with below average labor force participation and above average net worth. Lifestyle is more country than urban.	21.6%	45.9
Savvy Suburbanites	Families include empty nesters and empty nester wannabes, who still have adult children at home. Suburban lifestyle that includes home remodeling and gardening, plus the active pursuit of sports and exercise. Enjoy good food, wine, and the amenities of the city's cultural events.	17.8%	44.1
Dorms to Diplomas	This group is on their own for the first time, just learning about finance and cooking. Shopping trips are often sporadic, preferences for products are still being established, and fast food is a common option. Many carry a balance on their credit card.	13.7%	21.5
Rustbelt Traditions	A mix of married-couple families and singles. Represents a large market of stable, hardworking consumers with modest incomes but above average net worth. Most have lived, worked, and played in the same area for years.	12.6%	38.4
College Towns	About half of them are enrolled in college, while the rest work for a college or the services that support it. New to managing their own finances, they tend to make impulse-buys and splurge on the latest fashions.	12.5%	24.3
The Elders	This is the oldest market. Residents favor communities designed for senior or assisted living. This group is informed, independent, and involved.	11%	71.8

A summary of the "Tapestry Segmentation" of the town of Elon population. This analysis goes beyond age to include financial status, social values, housing preferences, and lifestyle choices. Source: ESRI

OVER 70% OF THE POPULATION IS ASSOCIATED WITH ELON UNIVERSITY.



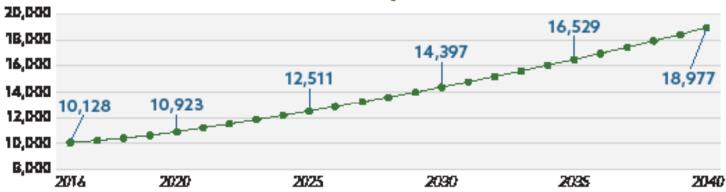
ELON UNIVERSITY FULL-TIME FACULTY



Source: Elon University

GROWTH PROJECTIONS





The Town of Elon's population may double by 2040 to reach nearly 19,000 people. University growth, projected at 100 students per year, accounts for about 25% of this population projection. Other key growth demographics, assuming the Town of Elon follows its recent trends and those of similar communities, will include empty nesters, and retirees. Mobile professionals (those who are willing to commute to work elsewhere in the Triad or Triangle and will choose the Town of Elon for its convenient location and high quality of life) will also be an important group to take into account. These trends will result in the Town of Elon's population becoming older and more affluent in the coming decades.

The addition of 8,750 new residents by 2040, as shown in the population projection, would produce demand for new housing units in addition to the growth that will be accommodated through university-provided and institutional housing (including continuing care retirement communities). Though single-family homes will likely continue to dominate the Town of Elon market, among key growth demographics—retirees, empty-nesters looking to downsize, and young professionals—demand is strong for alternatives to large-lot suburban-style housing, so this analysis includes townhouses and apartment living as well.



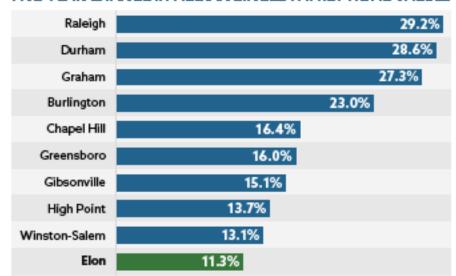




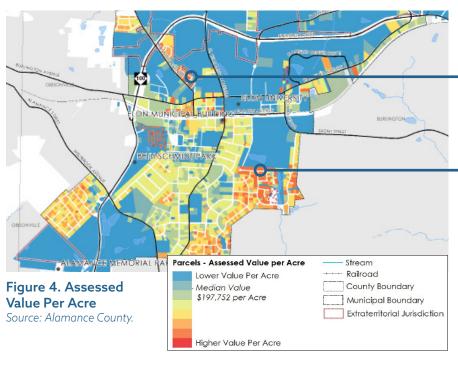
in total, these projections call for an additional 660 acres of land to be developed for residential uses.

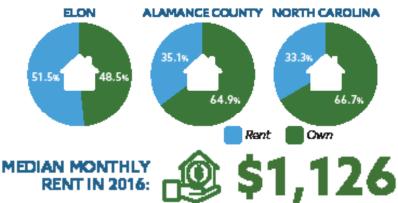
HOUSING

FIVE-YEAR CHANGE IN MEDIAN SINGLE-FAMILY HOME VALUES



Source: Zillow Research, July 2012 to July 2017.





Housing values in the Town of Elon are fairly high, but have not appreciated as much as other area municipalities in recent years. This is likely due to the low number of home sales in the Town of Elon in the years since the Great Recession, resulting in a lack of comparable price data. The Town of Elon is part of a regional competitive market, so when houses in the Town of Elon are not readily available, prospective residents can easily purchase homes elsewhere close by, such as Burlington or Greensboro.





The Town of Elon is a rental-heavy housing market, and rent in The Town of Elon is much more expensive than the Alamance median rent of \$757/ month. Elon University student demand and ability to pay for higher-cost rental housing is a key factor driving this trend. However, the university's ongoing efforts at housing students on campus may already be affecting prices: median rent in the Town of Elon only rose by about 1% - less than the inflation rate - between 2010 and 2016, while county-wide the median rent rose by 8% during the same time period.

ECONOMICS

Median household income in the Town of Elon is:

\$45,767

about the same as Alamance County.

Percent of people in households with income below the poverty line:

17.5% a higher rate than Alamance County.

16%

of land in The Town of Elon is tax-exempt. This includes all lands owned by Elon University, the continuing care retirement communities, other private non-profits, and the town). This makes it critical that the town maximize the tax revenue it does receive in order to provide utilities and services to residents.

Elon University is the

45th

largest employer in the Triad.

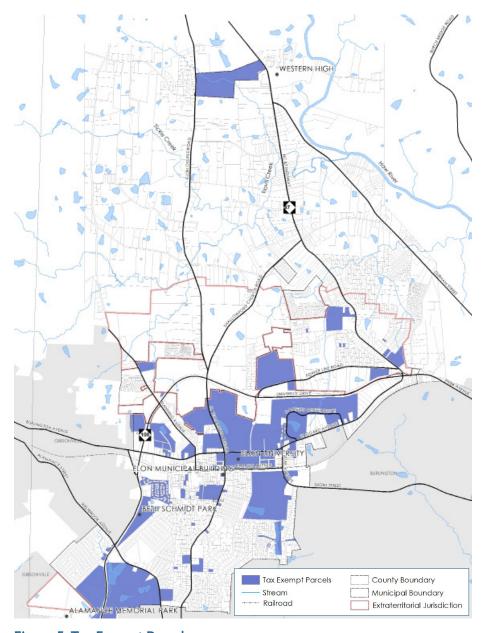


Figure 5. Tax-Exempt Parcels

FOUR INDUSTRIES ACCOUNT FOR 91% OF EMPLOYMENT IN ELON:



KEY FINDINGS FROM THE 2016 MARKET PLACE SNAPSHOT FOR THE TOWN OF ELON

- · Overall, the market for retail is satisfied.
- A few specific types of retail may find a market in the Town of Elon:
 - Specialty food stores
 - · Building supply/hardware stores
 - · Lawn and garden supply stores
- Survey respondents also listed a pharmacy, co-op grocery, and specialty stores like a bike shop as businesses the community needs.

TRANSPORTATION



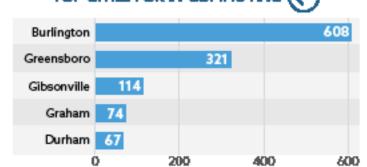


400

600

800

1,000



Source: LEHD On The Map

Raleigh

The town's street network is comprised of locally- and state-maintained roads. University Drive is a segment of loop road around Alamance County that has played a major role in improving traffic circulation. It functions as a new front entrance into town and is expected to become the future "front door" for Elon University. Although it has shifted some traffic off local streets, periods of congestions are still common on Williamson Avenue during morning and evening commutes, especially when the university is in session.

Many who live and work within the Town of Elon can travel and prefer to travel-via alternative transportation modes. In 2017, the town adopted a plan that specifies improvements to facilitate safe bicycle and pedestrian mobility. Limited transit service is available nearby, and residents' access is enabled by the BioBus, a service provided by Elon University.

CURRENT TRANSPORTATION INFRASTRUCTURE INVENTORY

miles of NCDOT maintained streets

miles of town maintained streets

miles of sidewalk

miles of off-street multi-use path

THE TOWN'S BICYCLE, PEDESTRIAN, AND LIGHTING PLAN CALLS FOR:

additional miles of sidewalks

additional miles of bicycle improvements

UTILITIES AND COMMUNITY FACILITIES

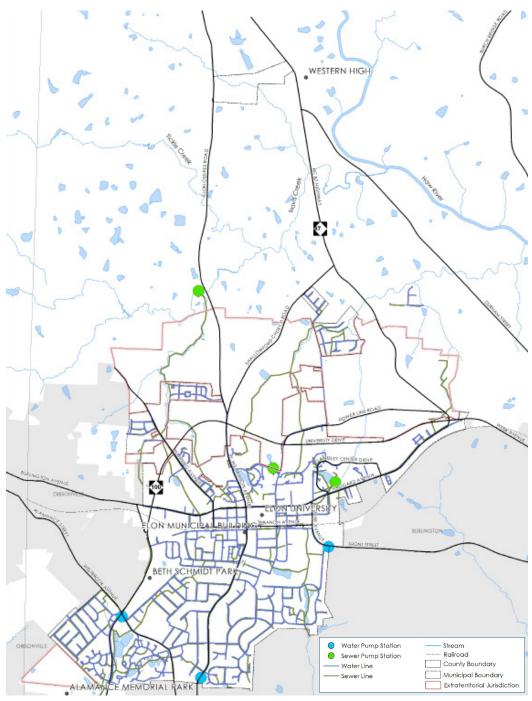


Figure 6. Water and Wastewater Infrastructure

Schools

The Town of Elon is served by the Alamance-Burlington School System. Elon Elementary School, currently located in the center of town near the university, is in the process of relocating to a new site to the north of town. Younger students in the northern part of the planning area attend Altamahaw-Ossipee Elementary. Western Alamance Middle and Western Alamance High Schools, both located in the north of the planning area, serve older students from the town.

Water and Wastewater

Water and wastewater utilities serve most of the area within the Town of Elon's municipal limits. However, some of the older lines need to be replaced.

PARKS AND OPEN SPACE

The 190-acre Shallow Ford Natural Area, which is owned and operated by Alamance County, is located north of the Town of Elon near Western Alamance High School. It has about 5 acres of hiking trails, camping, and paddle access.

The Mountains-to-Sea Trail (MTS) also runs through this area, following the Haw River Trail. The MTS is a planned and in-progress continuous trail that crosses the state.



Elon University Forest

A 56-acre biological reserve set aside by the university for research and education. It is the largest remaining intact forest in the town and is home to pine and hardwood forest, with some trees over 150-200 years old. While not generally open to the public, the forest is the site of occasional science tours and other educational activities.

Lawrence Slade Park

Features a playground, picnic areas, and a fullsize basketball court.

Beth Schmidt Park

Offers residents playground, dog park, walking trails, and picnic areas, as well as a community buildina available for events and gatherings.

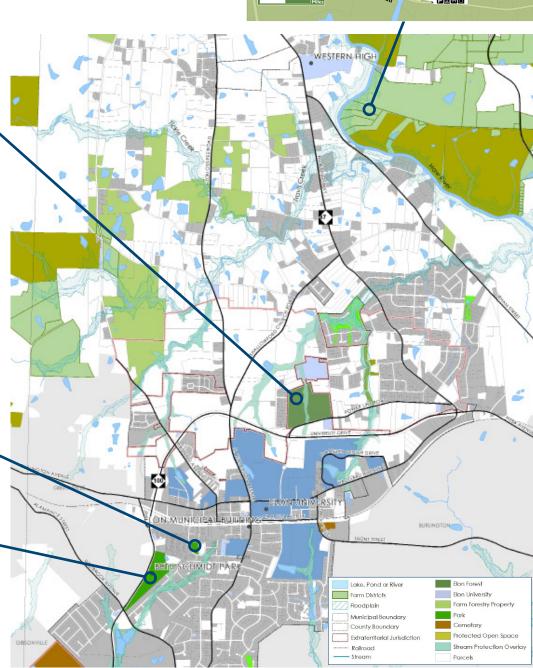


Figure 7. Parks and Open Space

LAND USE

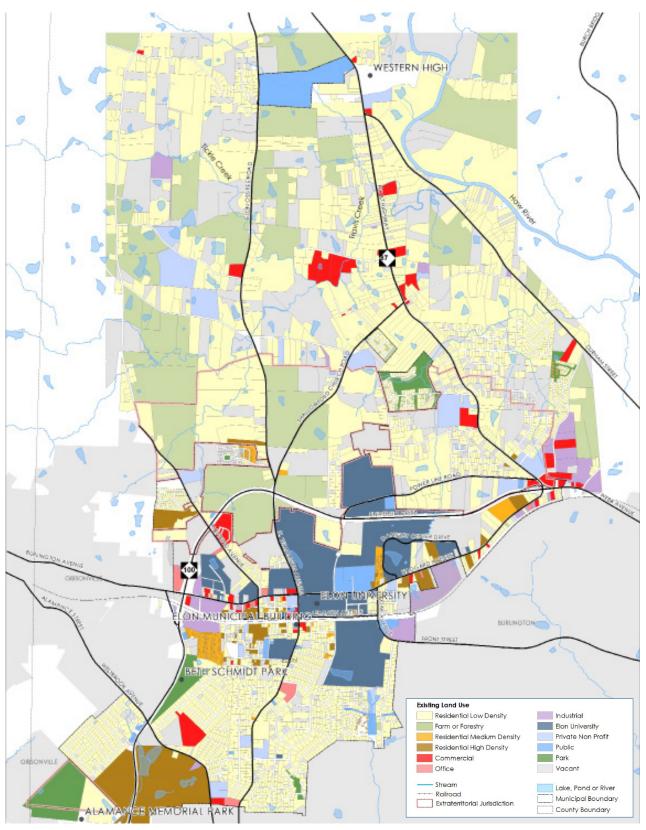


Figure 8. Existing Land Use

Approximately 3.74 square miles or 32.5% of the land area in the study area is developed. Figure 9, Land Supply, indicates parcels that are undeveloped (green) or underutilized (pink) and therefore have the potential to be redeveloped to maximize utilization. The remaining area (white parcels shown on the map in Figure 9) is developed and not expected to change.

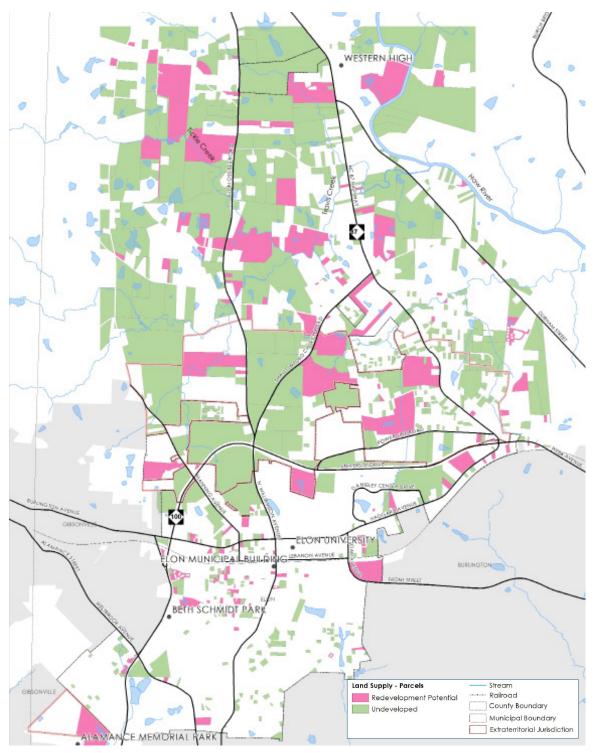


Figure 9. Land Supply

LAND USE

The suitability of land refers to the capacity of land to support a type of land use as well as the attributes that make the area or parcel more or less attractive for future growth. Suitability analysis is based on the factors that typically influence site selection. In Figures 10 and 11, green areas are more suitable and red areas are generally less suitable.

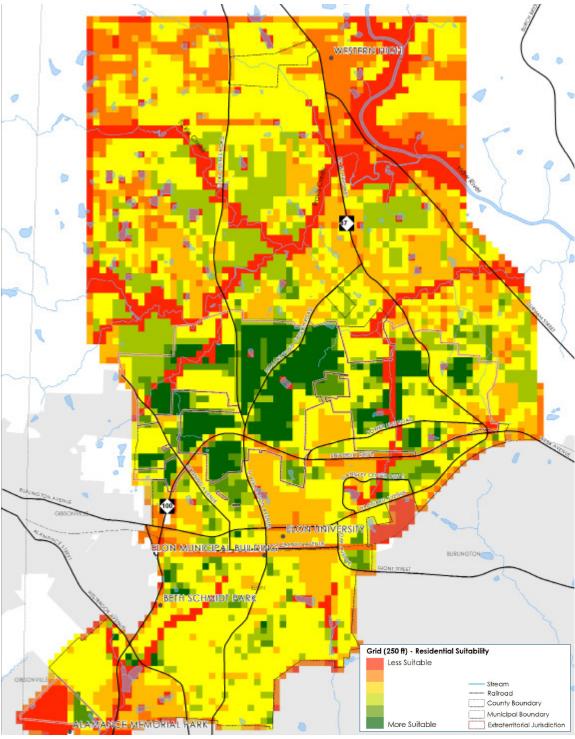


Figure 10. Residential Suitability

Residential suitability factors include:

- Proximity to schools and parks
- Proximity to sanitary sewer lines
- · Proximity to water lines
- Proximity to existing residential areas
- · Residentially zoned
- Few or no environmental constraints

Commercial suitability factors include:

- Proximity to major reads
- Proximity to sanitary sewer lines
- · Proximity to water lines
- Proximity to existing commercial areas
- · Commercially zoned
- · Few or no environmental constraints

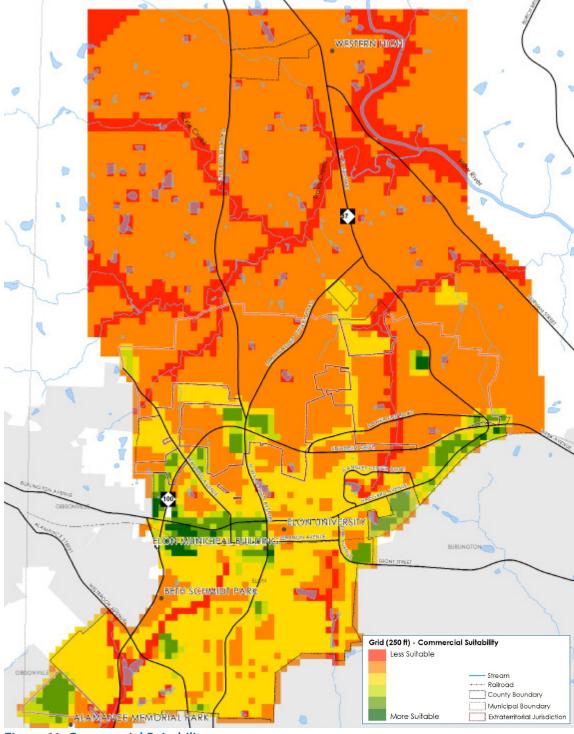


Figure 11. Commercial Suitability

THE TOWN OF ELON'S FUTURE

In 2017, the Board of Aldermen endorsed the following vision and mission statements as well as a set of objectives that reinforce many of the goals of the 2002 Land Development Plan. These objectives were incorporated into Envision Elon 2040 as plan goals and expanded to include two goals expressed in the 2002 Land Development Plan to capture the community's input gathered early in this planning process. Other goals from the 2002 plan have been incorporated as objectives because they provide a more detailed rationale for the goals they support. Together, the vision, mission, goals, and objectives provide a framework for developing land use and growth management policies. They will continue to provide direction for the future of the planning area, guiding decisions of the town and its partners as they manage change over the next two decades.



The Town of Elon builds upon its strong foundation by continuing to ensure a vibrant and progressive community for all residents.



Support a vibrant and connected community life by investing in and enabling a remarkable quality of life for all residents.



Support thriving, diverse, and sustainable neighborhoods where residents are connected, engaged, active, and healthy.

Promote and ensure quality governance, stewardship of public resources, and sustainability of services.

- Carefully manage growth.
- Provide adequate public services and public infrastructure.
- Use existing infrastructure investments efficiently.
- Reduce costly suburban sprawl.

Ensure there are areas throughout the community where people and businesses make the Town of Elon their choice place to live, work, and play.

• Strategically locate new land development in the most appropriate places.

Maintain ongoing, positive, and productive partnerships that acknowledge our interconnectedness and our shared responsibility for the future success of our community.

- Build strong internal relationships by coordinating and cooperating with key community institutions.
- Build strong external relationships by coordinating and cooperating with surrounding jurisdictions (Burlington, Gibsonville, and Alamance County).

The town organization will strive to be a leader in promoting environmentally friendly policies and practices.

· Protect environmental resources and preserve open space.

Ensure adequate plans are in place to support existing and future development.

Promote wellness, active living, and multi-modal transportation opportunities throughout the Town of Elon community.

Carefully preserve the Town of Elon's small town character.

Make "smart growth" decisions that maintain our small-town characteristics.

FUTURE LAND USE AND CONSERVATION MAP



The Future Land Use and Conservation Map (Figure 12) graphically depicts the community's vision for the future of the Town of Elon. The map is meant to provide a framework for future land use decisions, and as such, support written policies and provide additional guidance with respect to the provision of services, the prioritization of capital investments, and the application of land development regulations. It indicates the preferred locations for future development as well as the type and intensity of such development. The land use classifications, which are described in the section that follows, specify the predominant use; however, development may also be comprised of other compatible uses.

The map is aspirational, and it reflects the community's goals. For example, the citizenry has expressed a desire for a healthy, connected community. Concentrating future development in the "core" around Elon University and downtown helps create an environment where many people living and working in the Town of Elon can walk to shopping, dining, and services. With cultural and recreational opportunities integrated into the development pattern, social connections are fostered. Also, by directing future development to the center of Elon, existing infrastructure capacity can be utilized, which is another goal. The community is also committed to conserving valuable natural resources. The map delineates areas where such assets exist and should therefore be the subject of future conservation efforts. The map supports policies for lower density development near such assets and the use of conservation design to ensure minimal impacts to such resources.

The community's vision for the future of Elon includes places with a mix of uses, including shopping, dining, offices and homes. The building pictured on the left is an example of a vertically mixed-use building appropriately scaled for the Town of Elon.

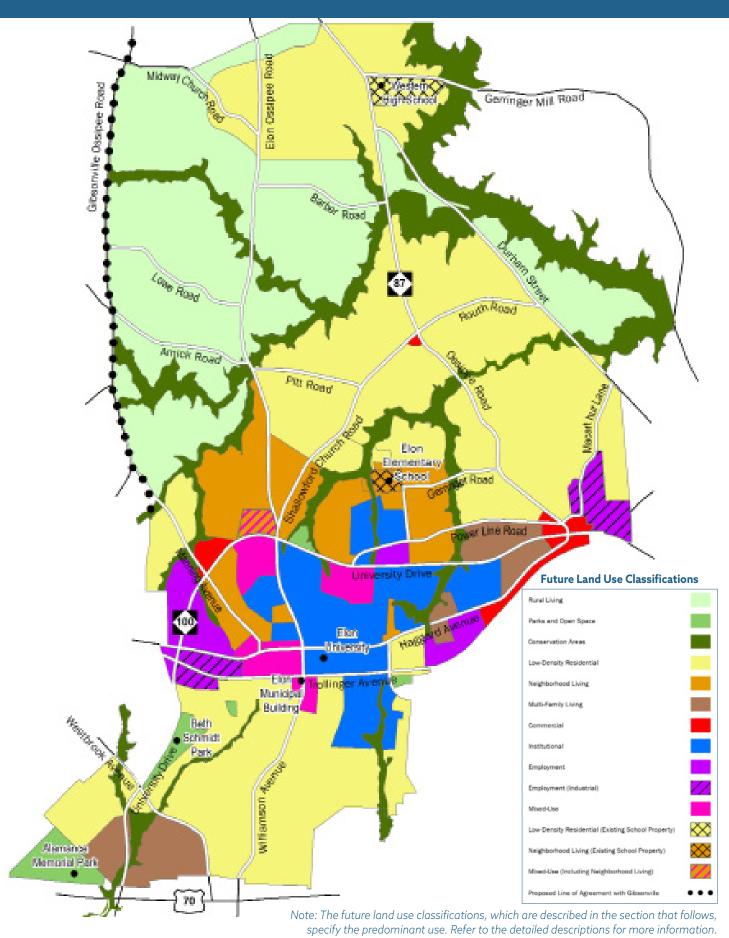


Figure 12. Future Land Use and Conservation Map

FUTURE LAND USE CLASSIFICATIONS







FMPI OYMFNT

MIXFD-USF

These areas are comprised of local-serving retailers, restaurants, professional offices, and service uses. Buildings are typically one and two stories. To better manage access and ensure visibility, such uses should be concentrated at key intersections along major corridors. Parking is provided onsite, and pedestrian connections to adjacent neighborhoods is encouraged.

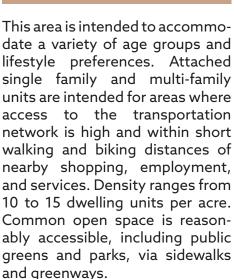
These areas are intended to accommodate light industrial uses, offices, multi-tenant flex space, and existing Elon University services. This area promotes the concentration of employment-generating uses in areas with desirable access to highways (I-40 via University Drive and NC-87). Expansions and new locations are supported with public infrastructure investments, and encroachment by new development is discouraged. Limitations on use and operations mitigate negative impacts, such as traffic congestion, noise, and light pollution, on existing residential development.

Note: Employment with a stripe indicates an area where more intense industrial development exists and should be encouraged to remain.

These areas are intended to be centers of activity and destinations for residents, visitors, workers, and students. As live-workshop environments, they include a mix of retail, restaurant, service, and office uses in addition to a variety of housing types. The mix of uses can be horizontal or vertical, meaning a change in use can occur between floors of the same building. Buildings of two stories and above are common, and connected streets include short block lengths and pedestrian facilities. Access via the road network, sidewalks, greenways, and/or future transit is feasible. In addition to on-site parking located to the sides and rears of buildings, on-street parking is also utilized. Bicycle parking is also available. Open space is integrated in the form of plazas and greens.

Note: The mixed-use stripe over a residential classification indicates an area where a mix of uses, including nonresidential, is appropriate though the mix should be predominantly residential.







This area is comprised of single-family detached homes on small lots, duplexes, triplexes, quadruplexes, townhouses, and higher-end condominiums. The mix of housing types are intended to create neighborhoods with a moderate density range of 4 to 6 dwelling units per acre. Homes are minimally set back from local streets with sidewalks on both sides. Sidewalks and greenways connecting to downtown, schools, and mixed-use areas are key features of these neighborhoods, which are located in areas already served or easily served by infrastructure. Alleys provide access to garages and small parking areas. Private open space is minimal, so common open spaces are mixed in and may include neighborhood parks, natural areas, and other amenities.



LOW-DENSITY RESIDENTIAL

This area is characterized by lowto moderate-density residential development (up to 4 dwelling units per acre). Single-family detached homes are complemented by natural areas as well as formal and informal open space amenities.

FUTURE LAND USE CLASSIFICATIONS



RURAL LIVING

This area encompasses farms and timberland (lands in present use value program, or taxed based on agricultural use) and lands close to conservation easements and key natural areas. Not currently served by public utilities, it is intended to remain predominantly rural with a mix of agricultural uses, supporting rural businesses, and homes on large lots. While single-family detached residential homes at very low densities are permitted, conservation subdivision design is encouraged if utilities are available, allowing smaller lots in exchange for more open space. Architecture is sensitively integrated, avoiding valuable natural features. Gross densities are one or fewer units per acre; however, density bonuses are allowable depending on the amount of open space conserved. Open space is typically within private lots (yards) and amenities created within planned developments. Greenways along creeks, utility easements, and public rights-ofway may traverse the area and connect development to nature preserves and regional parks.

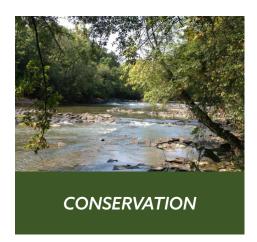


INSTITUTIONAL

include These areas Elon University, other campus-style development, and large-scale civic and government uses. As significant components of the development pattern, these areas are typically key destinations in town and can include community landmarks. Sites are designed and buildings are oriented to establish a positive relationship with and connections to adjacent development. Buildings, which typically have large footprints, vary in height up to five stories. Parking is located in large and small surface lots as well as along private and public streets to adequately serve multiple buildings. Facilities to support pedestrian and bicycle access are integrated. Small and moderately-sized schools and churches may be included within these areas; however, such uses are also appropriate in other land use categories.



Various types of passive and active parks and other recreation facilities may be accommodated in all land use categories. Where depicted on the Future Land Use and Conservation Map, park areas may be developed as community-serving facilities, such as public greenways, nature preserves, and neighborhood or community parks that support a variety of activities (league sports, playgrounds, walking trails, splash pads, picnicking, etc.). Access via multiple modes (vehicular, pedestrian, and bicycle) should be considered in the design of facilities and each should be connected to adjacent development. Location near concentrations of population and schools is encouraged.



Conservation areas encompass creek corridors, floodplains, wetlands, and other environmentally sensitive features. They are designated as a separate land use classification to emphasize the importance of conservation. However, compatible uses, including greenway trails, may be suitable provided the materials used and the construction and maintenance techniques employed ensure that potentially negative impacts are minimized and mitigated.

In areas designated as Low-Density Residential and Rural Living, the protection of valuable natural and cultural resources as development occurs is possible through conservation design. By setting aside areas with features worthy of preservation, including areas within Conservation classification, development can then be sensitively integrated into the landscape.



Caldwell Farm, Newbury, MA

EXCERPT FROM SMART GROWTH/SMART ENERGY TOOLKIT:

"At Caldwell Farm, 80% of the 125-acre parcel remains as open space." A circa 1800 farmhouse on the property has been preserved. As an added bonus, walking trails cross the open space and provide pedestrian access to the saltwater wetlands. Because of the large percentage of open space preservation and the preservation of the historic farmhouse, the unit bonus provision of Newbury's OSRD bylaw allowed the developer to build 66 units versus the 62 units provided via by-right zoning. ...The open space amenities bolstered the market prices in the development, including a clubhouse, swimming pool, gatehouse, walking paths and trails throughout the property and adjoining conservation lands, where a 2-bedroom home starts at \$635,000."

http://www.mass.gov/envir/smart_growth_toolkit/pages/CS-osrd-newbury.html

CONVENTIONAL SUBDIVISION DESIGN

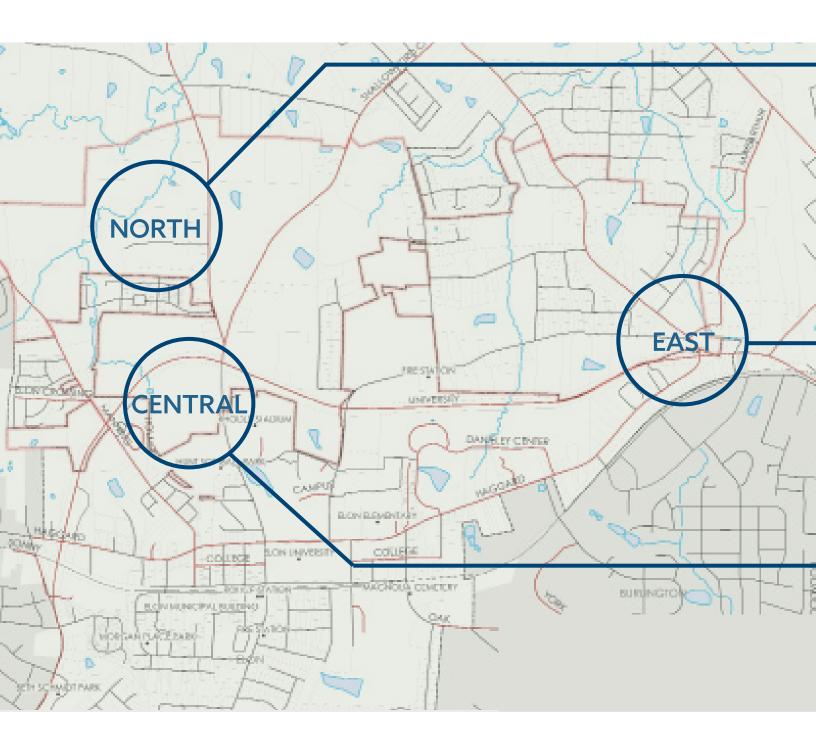


CONSERVATION SUBDIVISION DESIGN



FOCUS AREAS

The evolution of the Planning Area will occur over a period of years. However, some areas will be subject to development pressures in the near future. Three focus areas (identified below) were identified and studied as part of the planning process to better understand development potential consistent with the Future Land Use and Conservation Map. Each set of conceptual illustrations on the pages that follow convey one of several possibilities. Considering the potential use of parcels collectively, decisions about future development on individual parcels can be made in a manner that optimizes the utilization of land while adhering to the community's goals and objectives.



FOCUS AREA / NORTH

A mixed-density residential neighborhood.

FOCUS AREA / EAST

A revamped east entrance to the town.

FOCUS AREA / CENTRAL

A new mixed-use node to complement downtown.

FOCUS AREA / NORTH

The Town of Elon is anticipating residential growth on the north side of University Drive, which presents an opportunity to create connected neighborhoods offering an array of housing types and amenities. This concept illustrates the creation of a multi-generational neighborhood along a future greenway. The variety of residential products within one neighborhood, including townhouses, patio homes, duplexes, and single-family detached homes, appeals to people of varying ages and lifestyles preferences. The neighborhood provides an opportunity to "age in place." Young singles find their first homes here, and families raise children with grandparents just around the corner. The quality of life is enhanced by the access to open space.

Key Features:

- The variety of residential units include townhouses, patio homes, duplexes, and single-family detached homes. Aging in place is possible, and affordable housing options are increased.
- Homes front on pocket parks and other green spaces. In addition to providing safe spaces for social interaction and recreation, the integration of green space helps maintain or increase property values.
- The greenway along a tributary of Travis Creek is a primary amenity that connects to the center of Elon as well as Shallowford Nature Preserve and the Haw River Trail (also the Mountains-to-Sea Trail). It supports recreational activities, serves as an alternative transportation option, protects water quality and preserves important wildlife corridors.
- The road network continues the existing pattern, extending streets from Cable Square.



The concept for this focus area includes a variety of housing options, including single family homes (above) and upscale townhouses (below).



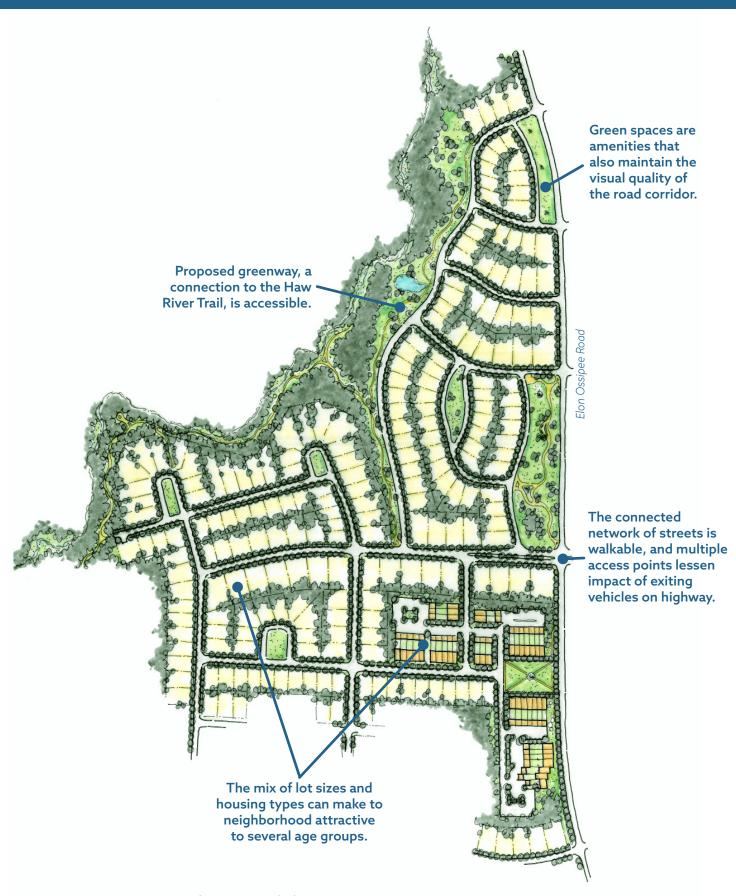


Figure 14. Focus Area North Conceptual Plan

FOCUS AREA / EAST

The intersection of University Drive, Haggard Avenue, and NC-87 forms a gateway into the Town of Elon from Burlington. The reinvigoration of this commercial node with the introduction of new businesses can be enhanced by the organization of buildings and improvements to streetscape to create a welcoming point of entry. New apartments that meet the demand for quality rental housing flank the commercial sites to establish a lively and functional mixed-use area. Employees of nearby industrial development enjoy access to restaurants, shops, and services during the workday.

Key Features:

- New buildings and streetscape create a sense of arrival into the Town of Elon.
- Existing businesses benefit from the energy that the new businesses and adjacent residential development infuse into the area.
- Housing provides an opportunity for some to live within walking or biking distance from work.
- Quality design and development that secures and enhances property and sales tax revenue source.





This concept calls for streetscape enhancements to create a welcoming place at the town's eastern gateway.



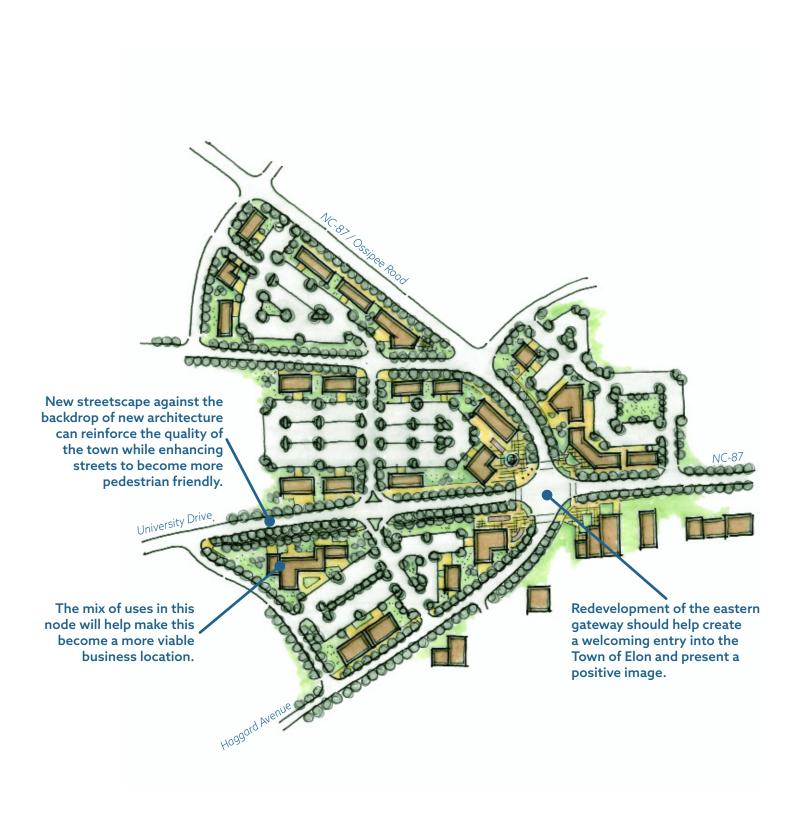


Figure 16. Focus Area East Conceptual Plan

FOCUS AREA / CENTRAL

The southwest quadrant of the University Drive and Williamson Avenue intersection provides an opportunity to complement the Town of Elon's historic downtown. This concept depicts a walkable "park once" environment uninterrupted by arterial roads. It includes a mix of commercial uses, primarily offices, retail shops, restaurants, and services to meet existing and potential demand, that are accessible for the Town of Elon residents and people visiting Rhodes Stadium and the Schar Center on the Elon University campus. It is also an ideal location for condominiums and townhouses that would meet existing demand. Seniors interested in downsizing may be among those seeking living space convenient to places to shop and eat, and a short walk from campus activities and programs. The presence of day- and night-time occupants (workers and residents) helps make this a vibrant business location. Sidewalks along Williamson Avenue and a greenway along the creek on the western edge strengthen the connection to downtown.

Key Features:

- A mix of uses responding to the needs of residents for an alternative shopping and dining location.
- The demand for small office space with flexible floor plans is met.
- Condominiums and townhomes are occupied by residents that prefer to live in a walkable, mixed-use environment close to the center of town and Elon University's campus.
- Connections to the Schar Center, Rhodes Stadium, and downtown enhance the viability of the center.
- Buildings are located on and oriented to the street and, in combination with a well-designed streetscape, help create an inviting, pedestrian-friendly condition.
- An anchor in the form of a small grocer or a civic use ensures a regular stream of visitors for the businesses that locate within.
- · Small green spaces.



Small green spaces that create a "community living room" are part of the character of this focus area, which offers a walkable, mixeduse environment that appeals to residents and visitors alike.





Note: This is an alternative to the "village center" designation in the town's Land Development Plan (2002), which straddled the entire intersection and encompassed land with environmental challenges. This concept shifts that center to one quadrant to utilize more developable, accessible land.

Figure 18. Focus Area Central Conceptual Plan

RECOMMENDATIONS

Implementation of this plan is a shared responsibility. The town, working with a wide variety of partners, including local, regional, state and federal agencies, private developers, area organizations, and landowners, will take the lead. The following recommendations along with specific strategies, or action steps, will aid efforts to achieve the goals and realize the vision reflected in the Future Land Use and Conservation Map. The recommendations and strategies are in no particular order. They are presented to enable those involved in implementation to effectively evaluate and determine priorities, and identify short-, mid-, and long-term tasks. The project team, with input from the Advisory Committee, has identified several priority actions steps to be considered immediately following plan adoption.





LAND USE AND DEVELOPMENT DESIGN

LU-1

Expand the town's extraterritorial jurisdiction (ETJ) to the extent of the planning area as depicted on the Future Land Use and Conservation Map.

LU-2

Encourage development consistent with the pattern of land use depicted in the Future Land Use and Conservation Map. (See pages 28-33 of this Plan to reference the map, supporting images, illustrations of preferred development types, and land use descriptions.)

- LU-2.1 Raise awareness of Envision Elon 2040.
 - **LU-2.1.1** In general, utilize the town's website and other communication tools.
 - **LU-2.1.2** Disseminate specific details about plan implementation as such activities are undertaken. Of particular importance will be the link between capital expenditures and achievement of the goals expressed in the plan.
 - **LU-2.1.3** Communicate the intent of the plan to landowners, developers, investors, and others expressing interest in development, redevelopment, and conservation within the planning area. Such conversations are typically initiated through meetings with staff when development or conservation projects are being contemplated. Utilize such opportunities to engage individuals and representatives of these groups in a dialogue about the plan.
 - **LU-2.1.4** Share a summary of the plan with neighboring jurisdictions and other agencies who may act as partners in the management of growth in the planning area as well as in the implementation of infrastructure improvements.
- LU-2.2 Familiarize town leaders with the details of the plan, and encourage them to refer to the plan in advance of making decisions about zoning changes, capital investments, and various public initiatives. As part of an orientation program for newly elected and appointed officials, devote time to a review of the Envision Elon 2040, emphasizing the goals and recommendations and the Future Land Use and Conservation Map.
- LU-2.3 Support rezoning applications for changes in zoning that demonstrate the intent to implement the plan and amend the town's Land Development Ordinance (LDO) to facilitate future development and redevelopment as described in this plan. (Refer to LU-8 for more specific recommendations on amending the LDO.

When asked about the top priorities for the plan:

- 34% of respondents say that downtown revitalization is a top priority.
- 24% say that more restaurants, shopping, and entertainment in the Town of Elon is a top priority.



Focus future growth in the "core" of the planning area where infrastructure can support new and infill development as well as redevelopment.

LU-3.1 Support mixed-use development that responds to the wants and needs of residents, workers, students, and visitors. Large and small mixed-use centers across the U.S. have demonstrated economic competitiveness, appealing to the people's desire to live, work, shop, dine, and play in walkable places.

LU-3.1.1 Facilitate the development of Downtown. This node should continue to be the center of town and university life. With a desirable mix of retail, restaurant, office, hospitality, cultural, residential, and other compatible uses, this area is the primary focal point of the town and is the preferred location of civic activity. Begin by updating the Downtown Master Plan.

- Expand the geography to include the area to the west and the area on the south side of the railroad tracks where Elon Municipal Building is located. Refer to the area designated Mixed Use in the downtown area on the Future Land Use and Conservation Map.
- Include in the scope of work a preliminary examination of existing infrastructure and applicable land development regulations to better understand development limitations.
 - · Study water, sewer, and stormwater capacity constraints, pervious area requirements, and potential parking demand. The updated master plan should reflect a realistic buildout scenario.
 - If possible, determine "regional" solutions that allow the downtown development pattern to be compact, connected, and uninterrupted by on-site utilities, parking, and pervious area.
- · Align the master plan with the Main Street Principles. The town became a Downtown Associate Community in September of 2015 and became a designated Main Street Community in July 2018. The updated master plan should take into consideration the desire to maintain the town's sense of place by preserving the historic structures within the downtown area and developing design criteria for new structures with a focus on compatibility. The master plan should also develop design criteria for streetscapes that complement those historic structures and assist in creating a sense of place by focusing on people-centered design principles.

LU-3.1.2 Encourage mixed-use development in nodes outside of Downtown, as shown on the Future Land Use and Conservation Map. These are also gateways into town (and Elon University). Such areas are intended to complement, not compete with, Downtown.

- University Drive and Williamson Avenue (southwest quadrant). This area is envisioned as a local-serving mix of uses, including office, retail, and restaurants. In addition to the people living and working in this node, the commercial uses will likely benefit from the patronage of nearby residents and visitors of the Schar Center and the Rhodes Stadium.
- · University Drive and North O'Kelly Avenue (south side). As a new entrance into the Elon University campus, this node is envisioned as a mix of hospitality and related uses that depend on the patronage of students, faculty, alumni, visiting parents, and residents.

LU-3.2 Encourage Elon University facilities as anchors within mixed-use development to promote the seamlessness between the campus and the town.

- LU-3.2.1 As Elon University considers the location—or relocation—of facilities that are open to the community, support efforts to site buildings where they can serve as catalysts for desired development. For example, a performing arts center may be an appropriate civic use and focal point of new, mixed-use development.
- LU-3.2.2 As Elon University considers the future use and development of off-campus sites owned by the institution, support efforts by helping consider context and ways both university and town needs can be met. The identification of appropriate uses can inform decisions about shared or coordinated infrastructure investments, land swaps, and complementary development and redevelopment initiatives.
- LU-3.3 Encourage small office space (1,500 sf), particularly in mixed-use nodes.
- LU-3.4 Encourage locally-owned, local-serving retail and restaurants.

Expand housing choices. Appeal to a diverse range of preferences and income levels. Encourage product mix for multi-generational and age-in-place neighborhoods.

LU-5

Focus on quality and experience of each place. Communities across the US that are enjoying success with economic development cite quality of place and quality of life as major factors influencing location decisions. Investors are drawn to communities that demonstrate a commitment to quality. Through land development regulations and public investments, create value with enhancements that benefit the community as a whole.

LU-5.1 Invest in public spaces to create a competitive market, particularly for housing. Greenway trails integrated into neighborhoods, for example, serve as amenities for the residents. Over time, access to such open spaces may also help maintain or increase the value of adjoining properties. Other public spaces, ranging from parks to downtown plazas, should be designed to be inviting and support programming. Festivals, fitness classes, and art shows are among the types of activities that public spaces could accommodate. (Refer to CC-3 for the recommendation about a public realm master plan.)

LU-5.2 Amend regulations to ensure new development provides open space that is connected to the larger system of public open space, expanding the amenities to areas beyond the confines of the development project.

LU-5.3 Establish design standards. (Refer to CC-2 for more information about design standards.)

LU-5.3.1 Establish design criteria that ensure both public and private open spaces are designed to support the intended use(s). The size, configuration, access, enhancement (with pedestrian paths, lighting, furniture, and landscaping), and safety of the users of each space should be taken into consideration. Since streets are an important component of the public realm, streetscape design should also be addressed, building on the recommendations of the town's Bicycle, Pedestrian, and Lighting Plan. Created first as design guidelines, standards may be codified as the LDO is amended.

LU-5.3.1 Develop design guidelines for architecture, focusing on the materials, scale, orientation, and fenestration, particularly on facades visible from public spaces and streets. Architecture should, at a minimum, enclose spaces with walls that are appropriately scaled and detailed to enhance the quality of the public space. By adhering to such guidelines for public buildings, the town can lead by example and encourage the private sector to employ the guidelines when designing new buildings or renovating existing buildings.

LU-6

Organize development around a system of open space. In addition to enhancing property values, physical and visual access to open space, particularly that which is well-integrated into the development pattern, can support improvements to the overall health and well-being of the community. The open space system may consist of public as well as publicly accessible spaces. For example, Elon University's campus is treated as a community amenity. Its lawns and greenway trails are among the features that the public utilizes for passive and active recreation.

LU-6.1 Identify the types of open space that should comprise the Town of Elon's system. As a starting point, use the map in Figure 19, which depicts several land uses and conditions that may be appropriate for designation as open space, including floodplains, streams, lakes, greenways, and parks.) Determining the variety of open space should take into account the range of potential benefits, including community health, environmental resource protection (e.g. water and air quality), wildlife habitat conservation, and continuation of viable agricultural operations. Regarding community health, consider a range of potential uses and benefits, including recreation (facilitating active lifestyles), access to nature, social interaction, and food production (community and schoolyard gardens). (Refer to PR-1, PR-2, and PR-3 for more specific recommendations about open space and natural resources, and refer to CC-3.)

LU-6.2 Require open space in new development that prioritizes the types identified as valued by the community (refer to LU-6.1). Such open space should not be remnant land area once the development program is decided. Encourage the delineation of open space as an initial step in the development design process to ensure open space is brought to the front and a positive relationship between development and open space is created.

Conserve areas north of the town to minimize impacts to natural resources.

LU-7.1 Facilitate conservation design as a feasible option, especially for new residential subdivisions in the Low Density Residential and Rural Living areas designated on the Future Land Use and Conservation Map. While maintaining the gross density allowed and achieving the same or slightly higher lot yield as conventional design, this approach enables the conservation of important open space areas that are environmentally beneficial and also serve as development amenities. The development review and approval process for conservation design subdivisions should be no more onerous, and perhaps less onerous, than that required for conventional subdivisions. Incentives, such as diversity bonuses, should be considered to make this option more attractive and feasible.

LU-7.2 Encourage the conservation of open space in the ETJ. Target parcels designated as Conservation on the Future Land Use and Conservation Map as well as land within Low Density Residential and Rural Living areas adjacent to Conservation areas and agricultural lands (i.e., parcels taxed based on present use value). Communicate with owners of large tracts of land, raising awareness of the benefits of conservation easements and introducing landown-

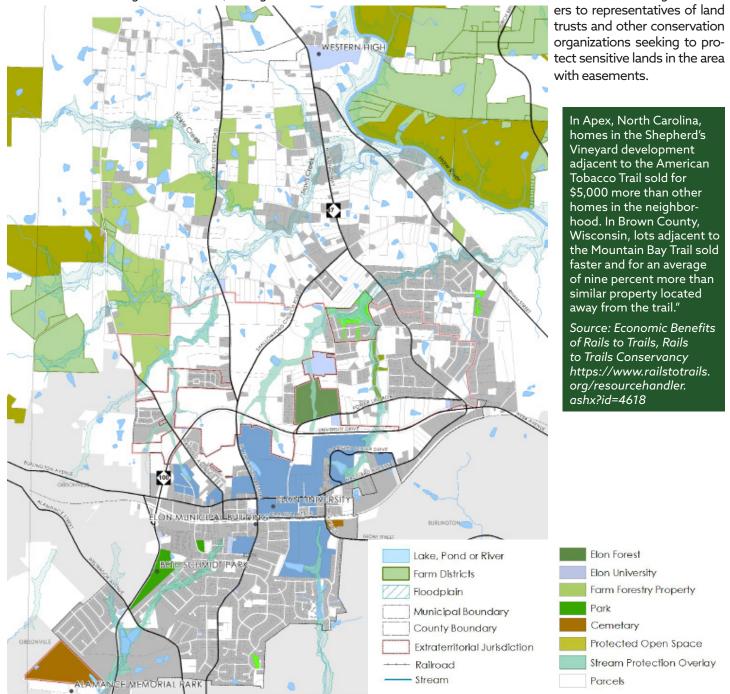


Figure 19. Parks and Open Space Concept Map

Update the LDO to implement the Future Comprehensive Land Use Plan.

LU-8.1 Revise the district lineup to implement the Future Land Use and Conservation Map, with attention to the densities, use types, and development standards as described in the Land Use Classifications section on pages 28-30 of this plan.

LU-8.2 Revise the sections related to permitted uses to allow and encourage priority uses:

- Mixed-use developments
- · Small-scale office
- · Specialty retail
- · Employment uses
- · Increased housing variety, including high-end condominiums and multi-family housing

LU-8.3 Incorporate design standards for commercial and multi-family developments to ensure high-quality development that will support the town's tax base and preserve community character.

LU-8.4 Introduce a corridor overlay district framework to encourage high-quality development on key roadways around town, reduce congestion, and use land supply wisely to boost the tax base.

LU-8.5 Address building heights in the downtown and mixed-use nodes and consider increasing height allowances in these core areas.

LU-8.6 Create shared parking options for downtown and mixed-use node developments in order to support development and minimize access points that negatively affect walkability and bikeability of these areas.

LU-8.7 Encourage creative reuse and infill development through incentives and clear guidelines.

LU-8.8 Explore ways to increase housing for non-students in both rental and homeownership markets. Consider an ordinance limiting occupancy of non-related individuals.

LU-8.9 Update and enforce the noise ordinance.

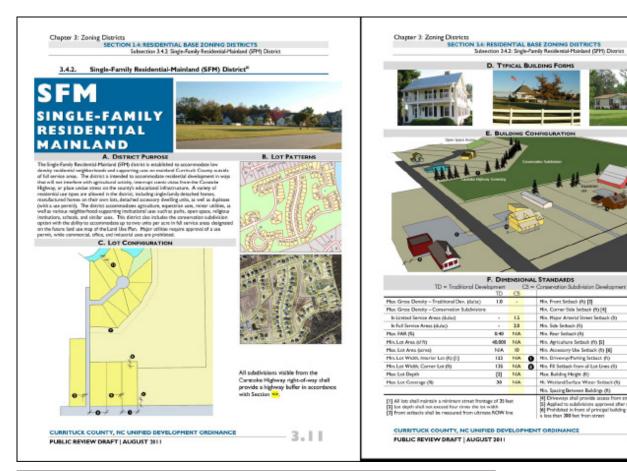
LU-8.10 Continue investigating how the Town of Elon community members conceptualize the "small-town" feel of the Town of Elon, and incorporate these findings into the LDO in ways that protect the character and quality of life of the community.

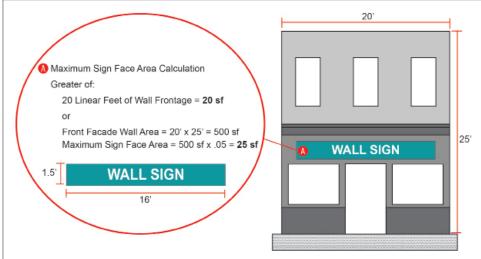
LU-8.11 Make improvements to the LDO to improve the accessibility and user-friendliness of the ordinance:

- · Incorporate graphics, illustrations, and imagery to make the LDO more user-friendly and intuitive to use.
- Increase the use of summary tables to quickly and clearly convey information.
- Re-organize problematic sections for ease of reference.
- Improve the section numbering scheme so that each section and subsection can be clearly referenced by staff, elected officials, developers, and members of the public.

LU-8.12 Ensure that all LDO sections are up-to-date and compliant with state and federal legislation, guidance, and jurisprudence:

- Revise the language concerning telecommunications to be compliant with HB310.
- Address NCRR concerns about projects in the rail right-of-way.
- Revise sign standards to comply with the recent Reed vs. town of Gilbert ruling.





Clockwise from top:

An example of a highly-illustrated district section from a recently adopted code in another community;

Flow chart graphics help code users navigate the steps of each development procedure;

An example of a Reed-compliant signage ordinance that relies on district types and sign types, rather than use types, in conveying sign standards and limitations. This graphic depicts allowable sign area for a wall sign in a commercial district.



3.12

COMMUNITY CHARACTER

CC-1

While recognizing that the town will continue to grow, seek to retain aspects of the small-town characteristics that have made the Town of Elon an appealing place to live, work, and study. During the LDO update process, the town will work to identify how the Town of Elon community defines "small town" so that the LDO update can preserve and encourage these features.

CC-2

Building on the branding effort that the town currently has underway, seek opportunities to reinforce the brand and desired image. Establish design standards to be utilized by public and private sectors. Augmenting the standards set forth in the LDO, a set of design guidelines that demonstrate how to communicate the brand through enhancements to the physical environment, the guidelines should address public art, architecture, landscaping, streetscape, the design of common areas and public spaces, materials, and furnishings. The guidelines should target key areas, indicating the expected level of quality in new development and redevelopment. The town should lead by example, adhering to the guidelines in enhancements of town-maintained public spaces.

The City of Hickory developed a set of public space design guidelines to reinforce its "Life. Well Crafted." brand that celebrates the city's craft heritage, particularly furniture and pottery.



CC-3

Utilize the public realm to reinforce the character of the town as well as the brand. Consider developing a public realm master plan to inform investments. The design of public spaces should be inspired by recognized assets and the image the town intends to present. The placemaking that results will help create a sense of place and contribute to a memorable experience.

Ideas for achieving this include the following:

- Gateways are opportunities to make a positive first impression and communicate the brand message. The statement they make as visitors enter the environment shapes their opinions of the town. Streetscape, public art, and wayfinding signage are among the elements that contribute to creating a welcoming experience. Here, the western and eastern gateways (the two intersections of University Drive and Haggard Avenue) are the primary points of entry. Refer to the description and features of the concept for Focus Area East, which are also applicable to the western gateway.
- · Create a safe, comfortable environment for pedestrians and cyclists along Haggard Avenue with streetscape improvements and a better development edge. Refer to IS-4.2.
- · Town greens and courtyards in commercial and mixed-use areas serve as a "canvas" to depict the story of the town.
- A path or trail in the vicinity of the rail corridor can tell the story of the town's history related to the railroad through art and other design elements. Elon University students have conducted studies documenting aspects of the Town of Elon's history. A trail project with elements incorporated that convey the story of the town's relationship to the rail line could present opportunities for civic engagement for students, such as history majors, while creating an amenity for the entire community.
- Trails and nature preserves can serve as the outdoor classrooms for conveying educational information about the natural heritage, environmental assets, and health benefits of open space and active living. A trail project with information kiosks and interpretive signs placed at regular intervals is an effective way to educate visitors about the indigenous plants, sensitive habitats, and water quality. Creating and installing such features could present opportunities for civic engagement for students while creating an enhanced attraction for residents and tourists. The resulting amenity could foster healthy, active living.



"Pots on Parade" in downtown Lincolnton, NC celebrates the town's face jug pottery tradition. The Downtown Development Association partners with local artisans and business sponsors to create and install the pots along Main Street.



"Captain Jack" is a life-sized statue commemorating Captain James Jack, who rode from Charlotte, NC to the Second Continental Congress in Philadelphia in 1775. The statue stands in a large fountain which serves as a centerpiece of the Little Sugar Creek Greenway in Charlotte.

ECONOMIC DEVELOPMENT

ED-1

Bolster the tax base using combined strategies for job retention, attraction, and creation.

ED-1.1 Retention strategy: Focus on retention of existing industry and employment centers.

- Develop a regular program to survey the needs and concerns of existing local employers, as it is important that the town stays well-informed of issues. Refine strategy to focus on small business and industry retention.
- Encroachment by new development that interferes with operations is a common complaint. The town can utilize tools, such as land development regulations and compatible land use relationships reflected in the Future Land Use and Conservation Map, to mitigate or minimize these impacts and other issues raised by existing businesses.

ED-1.2 Recruitment strategy: Work with the Alamance Chamber to develop a long-term strategy to augment the existing tax base and industry attraction over the long term. Investigate site development and potential partnerships within the region, and promote the town's assets, including:

- · Quality of life
- · Low taxes
- Higher education resources, potential workforce with the presence of the university
- · Large out-commuting resident workforce
- Partnerships with county, regional, and federal groups (e.g. Alamance County Chamber, PTRC, Economic Development Partnership of North Carolina, and EDA)

ED-1.3 Creation strategy: Work closely with the university to explore opening a combined coworking, incubator, and student work space. Students, employers, and the university would all benefit. Students could have the opportunity to participate in real-world activities. Employers could utilize student skills and work with potential new employees. The model could follow the Nussbaum Center, an incubator space in Greensboro, or Flywheel Coworking, located in downtown Davidson.

The newest Flywheel Coworking space is in the Jay Hurt Hub for Innovation and Entrepreneurship at Davidson College. It will include classroom and innovation spaces for students and faculty, research, and entrepreneurship. Four suites are dedicated to student-led startups, open areas for team and project work, virtual reality, and analytics labs. In addition, there will be collaboration, meeting and social spaces. A large outdoor patio benefit both the college and the coworking groups. Value will be enhanced by close partnership between the campus and the community of small business owners and entrepreneurs.

Source: Flywheel Coworking



Continue working closely with Elon University and collaborate on the implementation of the campus master plan. Over the long term, such coordination will facilitate the "seamlessness" that both the town and the university are seeking. More importantly, the positive relationship will help safeguard the economic stability of each.

ED-3

Work with Elon University and other tax-exempt property owners (including retirement communities) to offset the costs incurred by the town in providing municipal services to these entities. Though some contributions are made annually, the town should consider options for augmenting collections.

ED-3.1 Establish a payment in lieu of taxes (PILOT) program. There is no one way to do this, and towns and universities across the country take different approaches. Some example financial agreements/grants/PILOTs include the following:

- In Northfield, Minnesota, Carleton College, and Gordon College voluntarily pay taxes on properties outside of their "core university campus." They also pay a lump sum PILOT each year to Northfield.
- · In Davidson, North Carolina, a retirement community takes the assessed value of their facility and makes a contribution to the town for that amount each year. In addition, they make additional voluntary contributions to the town. Also, Davidson College pays ad valorem taxes at full tax value on all houses owned by the college, which are located off campus. The college also pays a solid waste fee on these homes.
- In Lexington, Virginia, 64% of the city's land is tax exempt. Faculty and staff houses on the base and the campus of Virginia Military Institute are taxed up to 50% of the equivalent of the of the assessed value. This is due to a state service charge which allows this. At Washington and Lee University, the houses on and off campus are also taxed at 50%. However, in 1989, the university entered into an agreement with the city to pay the remaining half of the real estate taxes voluntarily. Last year, the contribution exceeded \$550,000.

ED-3.2 Seek reimbursement for specific services. For example, consider invoicing Elon University for cost of services rendered each time the fire department is called to campus. Wendham, Massachusetts currently has this type of agreement in place with Gordon College.

ED-4

Consider an income approach to valuation for new mixed-use buildings. This is a standard practice of tax assessment, and Amherst, Massachusetts has implemented this. New mixed-use buildings in Amherst are taxed based on income rather than assessed value. These new buildings primarily house students and post-graduates, and usually include 3-4 bedrooms per unit, which are rented out individually. Therefore, income is generally between \$2,500-3,500/month. This income approach has greatly increased tax revenue for Amherst.

ED-5

Continue efforts to build a partnership with the U.S. Economic Development Administration (EDA) grant program. The EDA provides customized investments that help communities build upon their assets. Specifically, the EDA offers innovation and entrepreneurship initiatives, including business incubators.

Encourage mixed-use development that blends a variety of uses, including office space, residential, shopping, and entertainment. Table 1, below, shows potential high-earning industry occupations that are expected to grow, along with the average monthly earnings for each. The Town of Elon should focus on these occupation types and encourage development types that accommodate them:

ED-6.1 Support **small-scale office space** (1,500sf). There are presently few options for small professional businesses to open, expand, or move to the town. In addition, offering more appropriately sized office space could encourage retention of residents who currently leave the town each day for work. Ideal industry occupants for office space development fall under the Professional Business Services sector, which the N.C. Department of Commerce and U.S. Bureau of Labor Statistics project to experience growth in the region through 2024. The average wages for these types of jobs may also be comparable to or higher than existing wages residents receive at their current job. Table 1 shows potential high earnings industry occupations that are expected to increase and the average monthly earnings. The town of Elon should focus on these occupation types.

ED-6.2 Support a **smaller**, **high-end grocery store and café**. There is no grocery store currently in the Town of Elon, and while the population of the town may not attract a national chain, a combined gourmet market and café with a variety of specialty items would be an excellent alternative that the local economy could support. This would serve as a neighborhood market and a gathering place for residents, students, and visitors.

ED-6.3 Increase housing choice to attract talent. Consider the construction of higher-end condos. This can be a draw for university employees, people who want to live in a walkable area of town but cannot find housing, and new residents moving in. Higher-end condominiums were identified as a major gap in the local market and would lead to quality of life improvements for people interested in nicer housing stock and walkability.

TABLE 1: OCCUPATIONS EXPECTED TO GROW THROUGH 2024 IN THE TOWN OF ELON

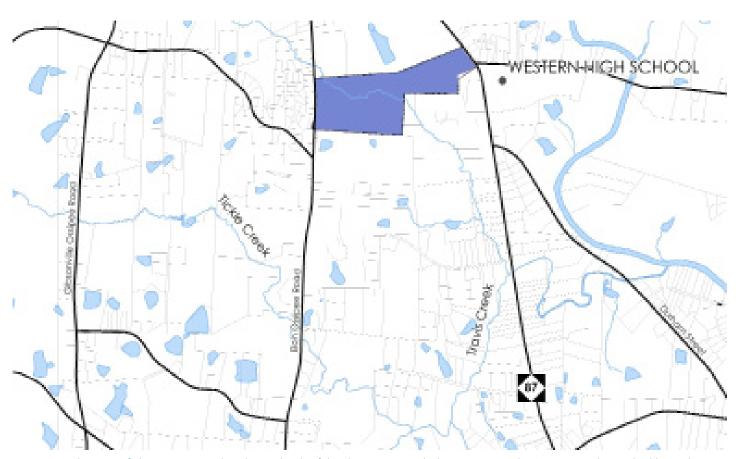
Occupation	Projected Annual Growth Rate Through 2024	Alamance County 2017 Average Monthly Earning	NC Statewide 2017 Average Monthly Earning
Legal services	0.2%	\$3,113	\$5,670
Accounting, tax preparation, book-keeping, and payroll services	0.8%	\$3,639	\$4,983
Architectural, engineering, and related services	0.9%	\$4,802	\$6,239
Specialized design services	0.6%	\$6,164	\$5,679
Computer systems design and related services	2.0%	\$8,458	\$7,579
Management, scientific, and technical consulting services	2.1%	\$5,224	\$6,995
Scientific research and development services	1.2%	\$6,786	\$10,507
Agencies, brokerages, and other insurance related activities	1.2%	\$6,369	\$6,369
Insurance carriers	.2%	\$8,322	\$8,443
Advertising and related services	0.2%	\$3,804	\$5,246

Note that many of the workforce demands in the Professional Business Services sector align well with the top degree completions from Elon University. For example, in 2015 and 2016 Elon University graduated an average of 150 students annually with a Bachelor's degree in Public Relations, Advertising, and Applied Communication, fitting the needs of potential employers in the Advertising and related services industry sector.

Source: Chipley Consulting

Conduct a study of the town-owned property to the north to determine the highest and best use of the land. The results of the study should inform the town's decisions about next steps and appropriate partnerships. Examples of possibilities to consider may include:

- 1. Working with Alamance County to create a regional park
- 2. Selling land to another entity to generate revenue for facilities identified as priorities in the Recreation and Park Master Plan that is underway
- 3. Private investor participation in the development of a portion of—or all of—the land. Through a public-private partnerships (P3), the future use of the property may involve development within and/or at the edges, facilitated by complementary public investments. A more detailed area plan for this land and its surroundings may be required to set the context for the development program to be pursued and describe the infrastructure necessary to support the recommended program. A developer request for proposals (RFP) will be an initial step in seeking a suitable development partner.



The Town of Elon owns a parcel on the north side of the planning area, which is approximately 72 acres. It is depicted in blue in the map.

Become a destination along the Mountains-to-Sea Trail (Haw River Trail). Similar to the Appalachian Trail, this trail could be connected to nearby towns, which function as trailheads (points of entry/ exit) as well as destinations to take a break from the trail. Connected to the center of Elon through future greenways, this trail could link to The Town of Elon, allowing it to function as an access and a diversion. (Refer to Park, Recreation, Open Space, and Natural Resources section.) The increase in visitors to the town would have economic benefits for The Town of Elon.



Hikers enjoy the Haw River Trail, which is part of the Mountains-to-Sea Trail.

Source: https://www.burlingtonnc.gov/1323/Outdoor-Programs



Boone, NC is listed as stop #5 in this MTS Trail Guide.

Source: https://www.blueridgeoutdoors.com/go-outside/hiking/mountains-to-sea-trail-guide/

The Appalachian Trail runs through the town of Hot Springs, NC. Hot Springs prides itself on being a welcoming place for hikers: its library is designed to be hiker-friendly, with a room for packs, free wifi and charging, and information about hiker services in town. Students in Hot Springs maintain a section of the trail and have participated in water quality and ozone monitoring.

The town capitalizes on their partnership with the Trail through several annual trail-centered festivals that bring thousands of tourists and restaurants and shops that are geared toward the needs of hikers and locals alike.

Source: Appalachian Trail Conservancy







The Virginia Creeper Trail, a 34-mile trail in southwestern Virginia, locals and non-locals spend approximately \$2.5 million annually related to their recreation visits. Of this amount, non-local visitors spend about \$1.2 million directly in the Washington and Grayson County economies.

Source: VA Department of Conservation

PARKS, RECREATION, OPEN SPACE, AND NATURAL RESOURCES

PR-1

Expand the number of parks, greenways, and other recreation facilities throughout the town. The Land Use Plan advocates for a significant increase in parks and open space compared to current conditions. These areas should become gathering places for young families, retirees, and professionals, and be viable trade-offs for accepting higher densities and less private open space in some mixed-use living environments.

PR-1.1 Implement appropriate Recreation and Parks Master Plan recommendations:

- Emphasize the importance of passive recreation and conservation areas as components of the system.
- · Consider access to privately-maintained open space in level of service evaluation.
- Important design elements for new parks or plazas in the Town of Elon include: group activity areas, Wi-Fi access, athletic courts and fields, trails and exercise areas, and pet-friendly areas.

PR-1.2 Consider working with ABSS and/or Alamance County to acquire and improve land in close proximity to the new elementary school and, through a joint use agreement, create a park that can be jointly maintained and open to the public (area residents) for the use of fields when such facilities are not in use by the students.



Beth Schmidt Park was identified as a community asset by many residents and stakeholders. As the town continues to add features and host events in Beth Schmidt park as a community focal point, it should do so within the context of a connected network of open spaces across town, particularly as growth moves northward.

PR-2

Connect to the regional trail network forming in the Piedmont Region, particularly the Haw River Trail and Mountains-to-Sea Trail. The trail network could offer recreational opportunities for all ages, including local seniors who regularly travel to trails outside of the Town of Elon (and Alamance County) for hiking.

PR-2.1 Coordinate with the City of Burlington, Burlington-Graham MPO, Elon University, and local and regional trail advocates to build paths, trails, and greenways in the Town of Elon that provide connections.

PR-2.2 Implement the Bicycle, Pedestrian and Lighting Plan.

Local trail building in cities and towns across the 16-county Charlotte region is contributing to the creation of a regional network of greenways that serve both recreational and transportation needs.

In Cleveland County, a scavenger hunt program sends participants searching along the Broad River Greenway trails for information located on several educational signs or native trees. Cleveland Regional Medical Center artners with local governments to sponsor walking events along the trail.



PR-3

Permanently protect floodplains from development, which offers a great opportunity to implement a complete and continuous system of green infrastructure (especially stormwater).

PR-3.1 Floodplains represent the area of land near a lake or stream that regularly floods during a significant rain event. Permanently protecting these areas from development offers a great opportunity to implement a complete and continuous system of green infrastructure throughout the town. The new, interconnected system of open space (a 'green links' system) should be accessible to the public via new greenways (whether paved or natural), which helps support a more active community and less reliance on the automobile for shorter trips between nearby destinations. Protected floodplains also provide a continuous, natural infrastructure to offset some of the impacts associated with an expanding development footprint (e.g., flood control, water filtration, wildlife habitat, water supply provisions, etc.).

PR-3.2 Individual development applications before the town should be reviewed with the intent of providing a continuous, connected system of green infrastructure in town using floodplains (where present) as a primary area for open space preservation. Connecting floodplain preservation areas should be treated in the same manner that town officials try to build/connect new major streets that traverse several properties; using a 'stub out policy' for preserving future open space connectivity with adjacent undeveloped parcels.

INFRASTRUCTURE, SERVICES AND FACILITIES

IS-1

Coordinate with service providers to ensure adequate capacity exists to serve the Future Land Use and Conservation Map. Formally engage service providers in the Town of Elon—schools, water, sewer, broadband internet, and transportation—and enter into Memorandums of Understanding or Service Agreements to confirm processes, protocols, service areas, available funding, and schedules (by service provider to the extent necessary) that foster healthy partnerships and better-coordinate plans, programs, and projects.

IS-2

Formally Adopt a Capital Improvements Plan (CIP) following adoption of the Land Use Plan. Town staff has drafted a Capital Improvements Plan, which also considers funding categories and a schedule of expenditures for more insight into large and expensive infrastructure projects. The CIP process and document distribute costly projects over time, protecting the community from abrupt tax increases (or special assessments) that might otherwise be required to fund them. By requiring local governments to periodically review their current and potential capital needs, a CIP also improves planning for large projects and protects local government officials from being confronted by a sudden need for an unplanned capital expenditure. Information presented in the document helps decision-makers coordinate improvements for greater efficiency and assess short-term financing requirements in the context of long-term fiscal needs and constraints.

IS-2.1 The town's CIP should include priorities, targets, and policies for the full lifecycle of a capital project — construction, operation, maintenance, and rehabilitation — so that there is not unwanted confusion about if, how, when, and where town funds will be used to sustain infrastructure into the future.

IS-2.2 Refer to the recommendations of the updated Downtown Elon Master Plan (see recommendation LU-6) to define CIP projects to be accomplished in partnership with private investors who are effectively implementing the updated plan.

IS-3

Manage growth to utilize existing infrastructure capacity and discourage growth in conservation areas. Organize the planning area into a series of growth tiers for programming and funding infrastructure investments, which will help manage the type, timing, and intensity of development throughout the community.

IS-3.1 Future growth should be guided into more compact and efficient development patterns that will help manage the timing, location, and magnitude (length and size) of expensive infrastructure investments. The town should prioritize infill development and redevelopment in identified growth tiers (over continued green field development patterns) and use public infrastructure investments to encourage and leverage future private investments.

IS-3.2 Implement a tiered system for managing the timing, location, and magnitude of growth in the Town of Elon Land Use Plan. Tier 1 is the highest priority, Tier 2 the second priority, through Tier 4, the lowest priority areas:

Tier 1 - Downtown Reinvestment Area

Town officials are committed to promoting Downtown Elon as the physical, civic, and iconic center of the community. The downtown reinvestment efforts should target water, sewer, WiFi, and multimodal transportation infrastructure improvements, as well as general beautification of the streetscape, to the levels and timing needed for continued near-term investment in the growth area. Therefore, the town's priorities should take into consideration opportunities for publicly and privately funded improvement projects to be coordinated and accomplished concurrently. In doing so, the town will help create incentives for investors and advance the revitalization of downtown.

Tier 2 - Infill Development Area

Infill development areas include land within the current town limits as well as closely surrounding land in the town's current extraterritorial jurisdiction that has existing or relatively easy potential access to both sewer and water. Infill development should be concentrated within the current town limits. One or more new mixed-use centers located inside the infill development area would provide walk-to or bike-to destinations that meet some of the residents' daily needs. Infrastructure investments in the target investment area should encourage active living with a complete and comprehensive network of walkable streets in a connected street pattern. The town should limit its role in providing new infrastructure in these areas to upsizing for additional capacity and filling in missing segments for important street, water, and sewer connections.

Tier 3 - Controlled Growth Area

Controlled growth areas include land inside and outside of town limits that are either 1) served or anticipated to be service by other providers, or 2) present some challenges because of topography issues for extending water and sewer infrastructure to the unserved areas. The town should limit its role in extending new infrastructure in these areas to coordination activities.

Tier 4 - Limited Investment Area

Limited investment areas are currently unserved or under-served by town water and sewer utilities, and it will be expensive to expand in these directions because of topography issues and the investments needed to convey water or wastewater to nearby plant facilities. In order to maintain the rural setting appropriate to these areas, the town should remove zoning for anything other than extremely low-density residential, and refrain from any infrastructure investments in the area beyond coordinating with adjacent service providers.

IS-4

Consider land use and infrastructure investments together, promoting a network of complete streets that emphasizes the quality and character of both the street and its surrounding development pattern (whether rural, suburban or urban in nature).

The Future Land Use and Conservation Map advocates for a transportation system that safely and efficiently moves people throughout the town. Balancing land use (demand), transportation (supply), and urban design (environment) will improve overall efficiency of the transportation system while promoting livability principles important to new communities and centers identified on the Future Land Use and Conservation Map.

Supply-side solutions for the transportation system include: 1) a complete and integrated grid street network for major roads and local streets; 2) complete street design principles; 3) access management standards; 4) minimum street spacing guidelines; and 5) different street design standards for rural, suburban, and urban conditions.

Demand-side solutions for improving the transportation system focus on land use, development density, and urban design principles that promote lower vehicle trip generation (internal capture), shorter travel distance, and non-vehicular travel modes. Land use mix, development locations, patterns, and intensities depicted on the Map will improve overall efficiency of the transportation system by lowering demand for long-distance vehicle trips. Street design standards for urban conditions serving new walkable communities or centers will also bind together land use, transportation, and urban design decisions.

IS-4.1 Implement the Bike, Pedestrian, and Lighting Plan. This plan, updated in 2017, includes recommendations for changes intended to enhance mobility in the Town of Elon with alternative modes of transportation.

IS-4.2. Conduct a Haggard Avenue corridor study. An examination of this road corridor that links the Town of Elon to Gibsonville and Burlington will help define on a segment-by-segment basis ways to introduce safe bike and pedestrian connections, enhance the streetscape, better manage vehicular circulation, and improve the relationship of adjacent development to the street to create a highly accessible and safe place to live, work, dine, or shop.

IS-5

Continue to look for partnership opportunities with the Alamance-Burlington School System (ABSS). Work with Alamance County and ABSS to identify new school sites and ensure they are designed with appropriate infrastructure. Coordinate with the Alamance-Burlington School System on the timing and location of new development influenced by the Future Land Use and Conservation Map, and strengthen its ties to the School System's strategic plan and capital investment plan.

IS-6

Continue to improve quality of life for all residents of the Town of Elon by maintaining and expanding town services. The town should invest in its facilities and services to meet the needs of a growing population, and reserve funds in future years to program new facilities and services that meet the demands of growth or change in community preferences (both in terms of capacity and access to facilities and services). New facilities and services should be provided at or above existing service delivery standards.



APPENDICES

A | STAKEHOLDER INTERVIEWEES

B | THE TOWN OF ELON SURVEY SUMMARY REPORT

Note: Documents listed on this page are on file with the Town of Elon and available through the town's website.

Construction on the university's new residential buildings in progress during the planning process.

