



AGENDA

Monday, October 25, 2021: 3:00 PM

Town Council Work Session

**C. Michael Haney Community Room: Southern Pines Police Department
450 W. Pennsylvania Ave**

1. CALL TO ORDER

2. TOWN MANAGER'S COMMENTS

3. PRESENTATION

a. Water System Award

The N.C. Division of Water Resources has honored the Town's Water Treatment Plant for surpassing federal and state drinking water standards in 2020. The Plant has received the prestigious N.C. Area Wide Optimization Award, given to only 64 plants throughout the state.

4. ACTION ITEMS

a. Consider Written Decision for PD-09-21, Morganton Park South PDP

Staff has prepared a draft of the written decision approving PD-09-21 on October 12, 2021.

5. COUNCIL UPDATES AND DISCUSSION

a. Police Technology

Chief Polidori will demonstrate the recently launched [Citizen Connect](#) portal for submitting non-emergency incident reports, anonymous tips, and downloading various reports.

b. Code Amendment – Skateboards and Similar

Council directed staff to review two community requests concerning the Town's Code of Ordinances for skateboards, scooters, roller skates, in-line skates, and similar devices. Staff will share their findings and recommendations.

c. NCDOT Water Main Relocation on US-1

Staff recently updated Council on the NCDOT roadway project along U.S. 1 that requires relocation of the Town's 18" water transmission main to Poplar Street. Per state statutes, the Town will be required to reimburse DOT for 25% of the actual project costs. Since the last update, DOT has prepared an Opinion of Probable Construction Cost to document the Town's estimated contribution for relocation of the 18" main, as well as upgrading the main to 24" as part of the

project.

d. Street Resurfacing Program

Staff is developing a comprehensive Capital Improvement Plan (CIP) to serve as a budgetary planning tool for capital projects and funding. The CIP will be forwarded at a later date for consideration by Council. Staff will present recommendations on preventive street maintenance in order to receive some direction from Council on how to plan funding for these projects.

e. Current Development Projects

Staff will provide a brief overview of the development review process, recent trends, and a summary of the approximately 52 development projects currently being managed by planning staff.

6. COUNCIL CLOSED SESSION

Council will hold a closed session as authorized in N.C.G.S. § 143-318.11(a)(6) for the Town Manager's annual review.

7. ADJOURNMENT

Meetings/work sessions of the Southern Pines Town Council are now available on the Town's [YouTube channel](#). Video of the Town Council meetings will be live streamed on the channel for viewing either during the meetings or after they have concluded. Please note, the video is provided only for the purposes of viewing the meetings; public comments or questions are not accepted via the live stream. To receive notifications when new content is published, please "subscribe" to the Town's channel at <https://bit.ly/3hXx2Qk>

Work Session Agenda Item

To: Reagan Parsons, Town Manager
From: BJ Grieve, Planning Director
Subject: Written Decision of the Board for PD-09-21: Planned Development - Preliminary Development Plan for Morganton Park South Phase 1, a Mixed-Use Development Located Between W. Morganton Road and US Hwy 15-501.
Date: October 25th, 2021

I. PURPOSE:

Per UDO §2.14.6(F)(11), “A written decision must be approved for every quasi-judicial application, either by entering the decision at the end of the hearing or at a subsequent meeting of the hearing body, which shall generally be the next scheduled meeting. As part of the written decision, the hearing body must make findings of fact and conclusions as to applicable standards and any conditions. The Chair may direct the Planning Director or Town Attorney to draft a written decision for approval by the hearing body at its next regularly scheduled meeting, which approval may be on a consent agenda.”

Staff has prepared a draft of the written decision of the board document for the application PD-09-21 that was heard by the Town Council at the regular meeting on October 12th, 2021 and that the Town Council may now wish to adopt. If the Town Council approves the written decision of the board document, the Mayor will sign the document. The original signed version will be delivered to the petitioner, with staff maintaining a copy of the signed document in the file.

II. SUMMARY OF APPLICATION REQUEST:

Mr. Bob Koontz, on behalf of John Silverman, has submitted a Planned Development District – Preliminary Development Plan (PDP) application pursuant to §2.18.5 of the Town of Southern Pines Unified Development Ordinance (UDO) for Morganton Park South – Phase 1. The project includes construction of a four-lane “Parkway Collector” roadway linking West Morganton Road on the north side and US Highway 15-501 on the south side, as well as development of approximately 221,000 square-feet of retail space on approximately 35.7 acres that can informally be described as being behind Kickback Jack’s and Chick-fil-A. The subject parcels are currently zoned PD (Planned Development) with an approved Conceptual Development Plan (CDP) entitled Morganton Park South.

III. TOWN COUNCIL PUBLIC HEARING AND ACTION:

A public hearing for this request was held at the October 12th, 2021 regular business meeting of the Town Council. All public notice requirements were met for that hearing date. The Town Council had four (4) members present. The Town Council opened the quasi-judicial public hearing and received evidence from those in attendance regarding

preliminary development plan application PD-09-21. Mr. BJ Grieve, Planning Director entered the staff report into the record as Exhibit A, a copy of the approved Morganton Park South Conceptual Development Plan (CDP) as Exhibit B, a copy of a revised Preliminary Development Plan (PDP) as Exhibit C and draft text for seven proposed conditions of approval as Exhibit D while providing an overview of the project and applicable criteria for review.

Mr. John Silverman with Midland Atlantic and Mr. Bob Koontz with KoontzJones Design presented the case for the approval of PDP application PD-09-21. Mr. Silverman presented an overview of the project and described in detail reasons for the applicant's request for a deviation from the signage requirements of the CDP for one retail tenant. Mr. Koontz presented a Powerpoint slide deck that was entered into the record as Exhibit E. After presenting details of the development, Messrs. Silverman and Koontz answered questions from members of the Town Council. The applicant's Transportation Engineer Mr. Travis Fluitt answered questions about the Traffic Impact Analysis and recommended transportation infrastructure.

Following the applicant's presentation, the Town Council opened the meeting to public comment. There was no testimony from the general public and the Town Council closed the public hearing. Following discussion on the PDP application and the requested deviations from the CDP, the Town Council voted on PDP application PD-09-21.

The Town Council voted 4-0 to adopt Attachment A to staff report PD-09-21 as findings of fact. Attachment A included findings of fact that the application is complete, the facts submitted are relevant to the case, and that the application complies with Section 2.18.5(H) criteria for a Preliminary Development Plan, criteria 1-4. Attachment A includes a detailed description of the manner in which each of the four criteria for a PDP are met. The Town Council then voted 4-0 to approve the PDP with the following conditions:

1. That the request for additional building mounted signage for one tenant, Target Corporation, in Phase I is approved, minus the 81 square foot Target sign on the side of the building. Approved signage is not to exceed 265 square feet as presented by the applicant and as depicted in Exhibit E (the applicant's Powerpoint slide deck, Slide 21, Target Signs: 243 square feet + Other Retailers in Building: 22 square feet).
2. That the request for waiver of the 80' linear park requirement for the first 200' of Pine Ridge Parkway off US 15-501 is approved,
3. That the request for waiver of the minimum 20' linear park requirement on the opposite side of Pine Ridge Parkway from the Kenneth Black Cemetery is approved.
4. That the request for waiver of the 80' linear park requirement in front of the ~110,000 square foot retail building is denied because it is understood by all parties to be no longer necessary.
5. That the recommendations of NCDOT in their letter of September 13, 2021 be followed by the developer, with the exception that NCDOT is no longer requiring modification of S. Henley St. to right-in, right-out only per the email from Matt

Kitchen of September 29th, 2021 that was included in the staff packet.

6. That a full movement driveway intersection is approved at locations #1 and #3 in Figure 5 of Staff Report PD-09-21 and a directional crossover driveway intersection is approved at location #2 in Figure 5 of Staff Report PD-09-21.
7. That a full movement, roundabout-style intersection is required at the intersection of the Parkway Connector roadway and the future extension of Southern Road.

IV. ATTACHMENTS:

1. Applicants Powerpoint Slide Deck, Slide 21, Proposed Signage
2. Written Decision for PD-09-21 (DRAFT)

V. TOWN COUNCIL ACTION:

The Town Council may wish to take one of the following actions:

1. No action;
2. Accept the Written Decision for PD-09-21 as prepared by the Town staff;
3. An action listed above with the following conditions...
4. Action not listed above...

Building Signage



FRONT ELEVATION



SIDE ELEVATION

A request for modified building mounted signage as permitted in Section 5.5.7 of the CDP is included as Exhibit B in this application. The large retail store depicted in the exhibit will be more than 45,000 sf. This building will have multiple access points for customers and separate customer pick-up locations for online orders. In addition, this store will have separate smaller retailers located within the single large retail building. Individual retailers within the single building will also have wall mounted signage on the exterior of the building at a reduced scale.

Signage Calculations			Permitted Signage
Target Store Frontage	404 LF		200 sf max
Typical 20' retail stores in 404 LF (20 stores)	35 sf each		700 sf max
Target Proposed Signage			
Target Signs/Logos (Front)	243 sf		
Target Signs Logo (Side)	81 sf		
Other retailers in building	22 sf		
Directional building signs	34 sf		
Total	380 sf		
Reduced Overall Signage	320 sf		4 of 8

TOWN OF SOUTHERN PINES

REGULAR BUSINESS MEETING OF THE TOWN COUCIL

October 12, 2021

6:00 pm

The Douglas Community Center

1185 West Pennsylvania Avenue, Southern Pines, NC 28387

DECISION OF THE BOARD

Case Number: PD-09-21

A public hearing regarding a proposed Planned Development - Preliminary Development Plan for Morganton Park South Phase 1 was called to order with four (4) members present. The Mayor administered the oath to all witnesses choosing to speak. Mr. BJ Grieve, Planning Director presented the staff report. Messrs. John Silverman of Midland Atlantic Properties and Bob Koontz of KoontzJones Design presented as the petitioner.

Matter at Issue:

PD-09-21: Written Decision of the Board for PD-09-21: Planned Development - Preliminary Development Plan for Morganton Park South Phase 1.

Mr. Bob Koontz, on behalf of John Silverman, has submitted a Planned Development District – Preliminary Development Plan (PDP) application pursuant to §2.18.5 of the Town of Southern Pines Unified Development Ordinance (UDO) for Morganton Park South – Phase 1. The project includes construction of a four-lane “Parkway Collector” roadway linking West Morganton Road on the north side and US Highway 15-501 on the south side, as well as development of approximately 221,000 square-feet of retail space on approximately 35.7 acres that can informally be described as being behind Kickback Jack’s and Chick-fil-A. The subject parcels are currently zoned PD (Planned Development) with an approved Conceptual Development Plan (CDP) entitled Morganton Park South.

Mr. BJ Grieve, Planning Director, entered the staff report into the record as Exhibit A, a copy of the approved Morganton Park South Conceptual Development Plan (CDP) as Exhibit B, a copy of a revised Preliminary Development Plan (PDP) as Exhibit C and draft text for seven proposed conditions of approval as Exhibit D while providing an overview of the project and applicable criteria for review.

Mr. John Silverman of Midland Atlantic Properties presented an overview of the project and described in detail reasons for the applicant's request for a deviation from the signage requirements of the CDP for one retail tenant.

Mr. Bob Koontz of KoontzJones Design presented a Powerpoint slide deck that was entered into the record as Exhibit E. After presenting details of the development, Messrs. Silverman and Koontz answered questions from members of the Town Council.

Mr. Travis Fluitt of Kimley Horn Engineering answered questions about the Traffic Impact Analysis and recommended transportation infrastructure.

No additional testimony was provided by Town staff, the applicant or members of the public.

Town Council Action:

Having heard all evidence submitted by those wishing to speak, the Town Council then closed the public hearing. After closing the public hearing and discussing the application and information presented at the hearing, the Town Council made the following findings of fact on the application:

The Council voted on the following Findings of Fact and Conclusions of Law as required by UDO Section 2.18.5(H) and as presented in Attachment A in staff report PD-09-21:

Finding of Fact #1: By a vote of 4-0 the Town Council finds that the application is complete and that the facts submitted are relevant to the case because the request for Preliminary Development Plan approval has met the specified submittal requirements as required in the Town of Southern Pines UDO Appendices, the applicants have submitted adequate evidence addressing criteria for a Preliminary Development Plan, and the evidence submitted was sworn testimony by qualified experts or provided through substantiated documentation.

Finding of Fact #2: By a vote of 4-0, the Town Council finds that the application complies with Section 2.18.5(H) Criteria for a Preliminary Development Plan, Criteria 1-4, in that:

1. The application demonstrates that it will achieve the purposes of the PDD and this section;

The Town Council finds that the Preliminary Development Plan (PDP) for Morganton Park South Phase 1 implements the purposes of the Planned Development District because the project is a multi-phased, mixed-use development located in an area of town with existing access to necessary utility infrastructure and where the street system is adequate, or can be improved to be adequate, to accommodate the projected traffic volumes. Furthermore, the design of the PDP implements the majority of the 14 stated intentions of the Planned Development District as set forth in Chapter 3 of the UDO.

2. The Preliminary Development Plan is consistent with the Conceptual Development Plan and conforms to all applicable provisions of this UDO;

The Town Council finds that the PDP is consistent with the Morganton Park South Conceptual Development Plan (CDP) with the exception of the deviations specifically

requested by the applicant as part of the PDP application. Furthermore, any design elements not specifically addressed in the CDP or specifically addressed as a deviation to the CDP will be reviewed for compliance with the applicable sections of the UDO at site plan review.

- 3. The proposed Development is located in an area of the Town that is appropriate;**
Town Council finds that the proposed PDP is located in an appropriate area of town because the proposed multi-phased, mixed-use development containing up to 700,000 square-feet of office and commercial land uses as well as up to 650 dwellings may be served by existing public utilities and is providing a desirable connection between two significant roadways (West Morganton Road and UD Highway 15-501). The subject property is near similar existing land uses, and development of the site will not remove critical wildlife habitat or add impervious surface in a High-Quality Watershed.
- 4. The proposed Development will not cause the need for inefficient extensions and expansions of public facilities, utilities and services.**
Town Council finds that the proposed PDP includes efficient extensions of public facilities, utilities and services because sewer and water facilities to which the proposed development may connect exist near the proposed shopping center. Furthermore, the development is to be accessed by a new town roadway that creates a connection between existing roadways. Finally, municipal public services are presently provided to adjoining land uses surrounding the proposed PDP, so the proposed multi-phased, mixed-use development is not creating a new location of public service delivery demand.

Decision of the Council:

By a vote of 4-0, the Town Council then voted to approve the Preliminary Development Plan Application PD-09-21 as requested by the applicant, with the following conditions:

1. That the request for additional building mounted signage for one tenant, Target Corporation, in Phase I is approved, minus the 81 square foot Target sign on the side of the building. Approved signage is not to exceed 265 square feet as presented by the applicant and as depicted in Exhibit E (the applicant's Powerpoint slide deck, Slide 21, Target Signs: 243 square feet + Other Retailers in Building: 22 square feet).
2. That the request for waiver of the 80' linear park requirement for the first 200' of Pine Ridge Parkway off US 15-501 is approved,
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of S. Henley St. to right-in, right-out only per the email from Matt Kitchen of September 29th, 2021 that was included in the staff packet.

6. That a full movement driveway intersection is approved at locations #1 and #3 in Figure 5 of Staff Report PD-09-21 and a directional crossover driveway intersection is approved at location #2 in Figure 5 of Staff Report PD-09-21.
7. That a full movement, roundabout-style intersection is required at the intersection of the Parkway Connector roadway and the future extension of Southern Road.

This is the 25th day of October, 2021.

FOR THE TOWN COUNCIL:

Carol Haney, Mayor

cc: John Silverman, Midland Atlantic Properties
Bob Koontz, KoontzJones Design

MEMORANDUM

To: Reagan Parsons, Town Manager
From: Jessica Roth, Assistant Town Manager
Re: Code Amendment re: skateboards and similar
Date: October 22, 2021

Background

Community member Marcel Goneau requested during the Town Council work session on September 27, 2021 that Council consider amending the Code of Ordinances relative to skateboards and similar devices. The basis for Mr. Goneau's request is to make the current ordinances less restrictive, namely to permit skateboards in non-residential areas, particularly traveling both to/from and around the downtown district.

In response to Mr. Goneau's request, Suzanne Coleman submitted a letter to Council on behalf of Welcome to Southern Pines, Inc., the group who manages the Welcome Center in the downtown train station. Ms. Coleman shared that there have been documented incidents involving skateboarders who have vandalized the train station, including graffiti, littering, and damage to the building. She further noted the skateboarders practice moves on the platform and "exhibit aggressive behavior." Ms. Coleman has requested that Council add specific language to the Code "to protect the train station and its communal areas from skateboarding activities."

Based on these two different requests, Council directed staff to further review this issue, including a discussion with police regarding the reports of vandalism and aggressive behavior from skateboarders. The purpose of this memo is to document some data relevant to skateboarding downtown, as well as some recommendations from staff related to potential Code amendments to address these two requests.

Calls for Police Service

Police staff generated a summary report of documented calls for service and incident reports related to skateboarding activity from January 1, 2020 to present. There were 20 total calls for police service, summarized as follows:

- 14 calls were related to general skateboarding activity. The remaining 6 calls involved known skateboarders and included incidents such as graffiti, fighting, and an EMS call for an injured skateboarder.
- Nearly all the calls were related to skateboarding at a public facility, rather than at a private business or along the general sidewalks and streets:
 - Train Station: 4 calls
 - Downtown Park: 4 calls
 - Post Office: 2 calls
 - Sunrise Theater stage: 1 call
 - All other locations: 9 calls



- 19 of the calls were related to activity in the downtown district; 1 call was at McDeeds Creek ES.
- 5 different police officers self-initiated and documented calls related to skateboarding activity.

Incident Reports

Since December 23, 2020, the police have generated 10 incident reports related to vandalism that is connected with confirmed skateboarders. The majority of the incidents involve spray painting/graffiti on buildings. Other incidents include throwing rocks through windows and breaking/entering and then riding skateboards inside buildings. Some of the buildings affected have included the Train Station, the Montessori School on May Street, the Sunrise Theater stage, The Pilot, and other commercial businesses.

Staff Review and Recommendation

Staff from the administration, police, and recreation/parks departments have reviewed the requests from Mr. Goneau and Ms. Coleman, analyzed the data related to skateboarding activity, and discussed recommended approaches and enforcement ability. The following recommendations are intended to collectively apply to skateboards, scooters, roller skates, inline skates, and similar devices propelled by means of human foot or leg power, but this memo refers to “skateboards” or “skateboarders” for simplification. Staff recommends the following:

- The current approach prohibiting skateboards on sidewalks and streets in the downtown district is reasonable. Southern Pines has an active downtown, with visitors accessing retail, dining, professional services, and public facilities, including Town offices, Downtown Park, the Library, Post Office, Train Station, and Sunrise Theater.

Visitors primarily access these buildings by walking on the public sidewalks, which requires one to safely navigate:

- Stationary obstacles such as street furniture, tree wells, signs, and similar, which are all at different heights and locations;
- Other pedestrians, who may also be pushing strollers or wheelchairs and/or walking dogs;
- Crosswalks, many of which cross the train tracks; and
- Other elements including vehicle doors opening into the sidewalks, delivery drivers, construction activity, and similar.

Pedestrians, bicyclists, and drivers must all exercise caution and be on alert at all times to safely navigate through downtown together. These competing elements can be especially challenging for people with disabilities.

While some might suggest directing the skateboarders to ride on the streets rather than the sidewalks, the volume of traffic downtown makes it dangerous for the skateboarders and vehicles. The police department deployed two speed signs on NE and NW Broad Street over the weekend of October 15-18, 2021. This data confirmed between 2300-3100 vehicles travel on Broad Street in the historic district on weekend days, which are also popular times for skateboarders to be downtown.

- The current code should be modified in an effort to curtail the documented incidents by skateboarders who are damaging property or creating danger in the downtown district. The current code prohibits skateboarding on sidewalks as well as streets in the business districts. As a result of these two specific exclusions, skateboarders seek out other downtown locations that aren’t technically defined as a sidewalk or a street, such as the platform at the Train Station, the stage at the Sunrise Theater, the Post Office

steps, and similar. The activity of skateboarding itself causes damage to infrastructure. Further, we have documented incident reports, including graffiti and general vandalism, that were caused by individuals who routinely ride skateboards downtown and gather in these places.

- Staff recommends creating a new Pedestrian District, which prioritizes pedestrians in the downtown district so they have a safe, walkable sidewalks and streets that are easily accessible by all, including people with disabilities. Staff has prepared a draft map (attached) that outlines a suggested district, based on the commercial and public areas that are commonly accessed by pedestrians. Within this district, only the following would be permitted:
 - Bicycles, cars, and other similar vehicles using the streets
 - Pedestrians with strollers, wheelchairs, and similar on the streets and sidewalks
 - Children who are aged 10 and younger may ride bicycles, scooters, skateboards, roller/inline skates and similar on the sidewalks and streets provided they are physically accompanied by an adult.
 - Skateboards, scooters, and roller/inline skates may be used on the basketball court at Downtown Park and on private property with the owner's permission. Otherwise the riders shall travel through the Pedestrian District without using these devices and may resume their use once they exit the district.
 - Staff recommends installing skateboard racks (similar to bike racks – one example shown in image above) within the new Pedestrian District to discourage their use and allow riders to enjoy downtown without having to carry their boards.
- The current code should be modified to allow skateboarders to ride in other areas of Southern Pines, recognizing it is a form of both recreation and transportation for many community members. Currently, skateboarders may only ride “on streets set aside as play streets and...in single family residential areas that are not thoroughfare or collector streets.” Staff recommends modifying this to allow skateboards on streets in single family residential areas and on sidewalks on thoroughfare or collector streets.



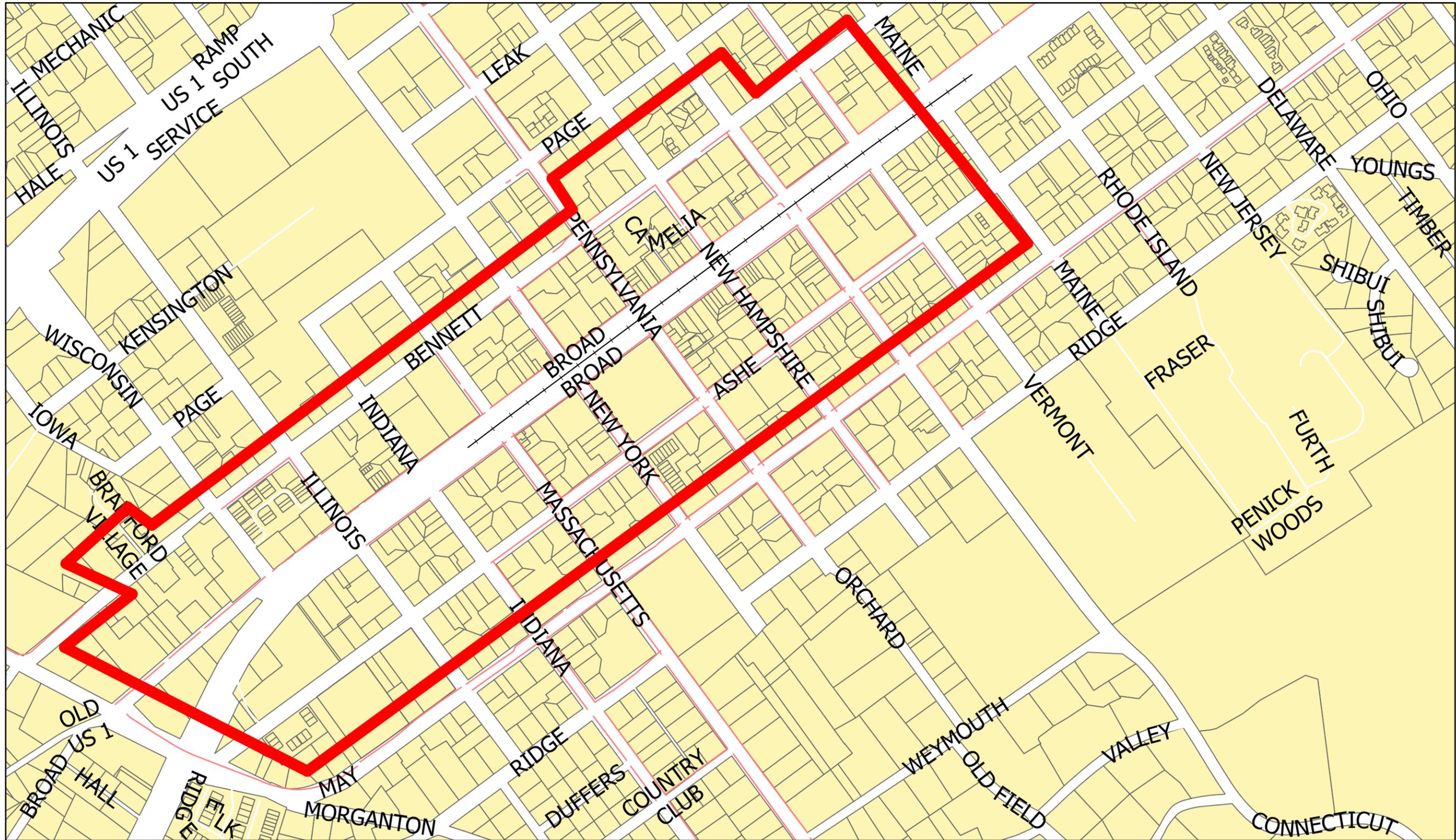
Current Code

[§ 70.07 of the Code of Ordinances](#) addresses skateboards, roller skates, and similar, stating: “No person on roller skates or skateboards or riding in or by means of coaster, toy vehicle, or similar device shall go on any roadway, except while crossing a street at a crosswalk or intersection; except on streets set aside as play streets and except on streets in single family residential areas that are not thoroughfare or collector streets. Additionally, no person shall ride the devices on any sidewalk in any business district in the Town.”

Next Steps

If Council is interested in revising the current Code to incorporate any of the above recommendations, staff will prepare an ordinance for Council consideration. Given that these requests came from community members, Council may want to consider receiving public feedback on the proposed changes.

Southern Pines New Pedestrian Zone



This map was created by the Town of Southern Pines. The Town of Southern Pines, its agents and employees make NO warranty as to the correctness or accuracy of the information set forth on this media. Whether expressed or implied, in fact or in law, including without limitation the implied warranties of merchantability and fitness for a particular use. Any resale of this data is strictly prohibited in accordance with North Carolina General Statute 132-10. Grid is based on North Carolina State Plane Coordinate System NAD83 (feet). 10/19/2021

*Map Not to Scale





To: Reagan Parsons, Town Manager
From: James Michel, PE, MBA, Town Engineer/Assistant Public Works Director
Re: Update on NCDOT Agreement for the Relocation of the 18" Water Transmission Main along US1
Date: October 20, 2021

BACKGROUND

NCDOT is currently preparing for the roadway project along U.S. 1 (North Sandhills Boulevard) from Roseland Road to Old U.S. 1. (STIP Project U-5815). Below is the basic summary of the project from NCDOT's website.

Proposed work on U.S. 1 involves a 2.8-mile segment from Roseland Road to Old U.S. 1. Work would be divided into two phases, referred to as Section A and Section B.

- Section A involves building a Synchronized Street on the southern section of U.S. 1 from Roseland Road to Knight Street (0.6 miles).
- Section B involves building a Synchronized Street on the 2.2-mile northern section of U.S. 1 from Knight Street to Old U.S. 1 as well as minor improvements to the southern section of U.S. 1, including realigning Roseland Road at U.S. 1.
- An alternate design at the U.S. 1/Old U.S. 1 intersection has also been developed. It adds a traffic signal at the existing free-flow merge from Old U.S. 1 onto U.S. 1 and enlarges the U-turn bulb to more easily accommodate large trucks.

Construction on Section A is scheduled to begin in 2027. Right-of-way acquisition for Section B was scheduled for 2019, and construction is scheduled for 2024. Typically, utility relocations are part of the overall roadway project. Due to the size and scope of this relocation, NCDOT is attempting to have the line relocated under a separate contract prior to the 2024 US Open Golf Tournament. This will allow the roadway work to precede with less conflicts after the US Open has concluded and be completed prior to the 2029 Open.

The Town's 18" Water Transmission Main (WTM) runs along the east side of US1 through the project corridor. The preliminary designs for the roadway project included improvements to the storm drainage network. These improvements conflict with the Town's WTM requiring relocation of approximately 8,800 linear feet of line between Elm Street and the Town's Ground Storage Tank. The new WTM will be routed along Poplar Street due to space limitations in the right-of-way (ROW) along US1. Since the WTM was originally installed in NCDOT's ROW via an encroachment agreement, NCDOT has the authority to require the relocation. Per General Statute § 136-27.1 the Town is responsible for 25% of the relocation cost estimated at \$854,351.

The Town recently studied long term water system needs as part of the 2019 Water & Wastewater Capital Improvement Plan (CIP). The study identified the need to upgrade the WTM as the existing 18" main is limited to an approximate capacity of 8 MGD. The projections from the CIP estimates that the Town would reach 8 MGD of maximum day demand around the year 2035. An upgrade to a 24" main is currently being recommended as it would provide 11 MGD of capacity which would match the buildout capacity of the Water Treatment Plant and provide capacity beyond the 20 year study horizon.

Table 3-4: Projected Water Demands

Year	Projected Water Service Area Population	Average Day Demand			Maximum Day Demand			Peak Hour Demand		
		Wholesale Demand (MGD)	Non-Wholesale Demand (MGD)	Total (MGD)	Wholesale Demand (MGD)	Non-Wholesale Demand (MGD)	Total (MGD)	Wholesale Demand (MGD)	Peak Hour Demand (MGD)	Total (MGD)
2020	14,854	0.87	3.06	3.9	1.40	4.9	6.3	1.40	7.3	8.7
2025	16,400	0.87	3.38	4.3	1.40	5.4	6.8	1.40	8.1	9.5
2030	18,107	0.87	3.73	4.6	1.40	6.0	7.4	1.40	9.0	10.3
2035	19,991	0.87	4.12	5.0	1.40	6.6	8.0	1.40	9.9	11.3
2040	22,072	0.87	4.55	5.4	1.40	7.3	8.7	1.40	10.9	12.3

NCDOT does allow for improvements to be made to facilities being relocated as part of the project. Per the above referenced G.S, the Town is responsible for 25% of the relocation cost, but responsible for 100% of any betterment. The estimated cost to the Town for upsizing the pipe would be an additional \$912,167 for a total cost of \$1,766,518.

ADDITIONAL CONSIDERATIONS

The agreement currently being discussed is only for the relocations of the WTM. There will be other water distribution lines and/or sewer collection line relocations associated with the actual roadway project which will require a future agreement and additional cost.

There is an ancillary project U.S. 15-501 from U.S. 1 to Brucewood Road (STIP Project U-5814) that will also have some additional relocation work associated with it. Construction of this project is expected to follow the same schedule as the US 1 road work.

Staff has discussed with NCDOT about bidding the project both ways. This would allow an easier determination of the cost difference between the 18” and 24” lines and defers the final decision until the actual bid numbers are in hand. Staff has requested confirmation of this strategy in writing but has not yet received a response.

Typical NCDOT policy is to bill Municipalities once the work is completed. The Town’s share of the work would be due in late 2023 to early 2024. The rate analysis prepared for the 2021 Budget cycle included a \$1,500,000 cost in FY26-27. This was based off the information available in NCDOT’s Transportation Improvement Program at the time. Staff estimate that moving the \$1,766,518 cost into FY23-24 would require an additional 2% increase in the FY25-26 utility rates, from 5% to 7%.

NEXT STEPS

Staff has been working with NCDOT to prepare the plans and estimates that will be a part off the final agreement. NCDOT is currently preparing the final agreement which will be forwarded to Staff in the next few weeks. If received in time, staff will have the agreement for Council’s review at the November 9 regular business meeting.

NCDOT Project: U-5814/U-5815B - Poplar St Water Line
 10/08/21 Utility Construction Opinion of Probable Construction Cost - 18-in Transmission Main

PREPARED BY:



OPINION OF PROBABLE CONSTRUCTION COST		
TOSP	\$	854,351.86
NCDOT	\$	2,563,055.58
TOTAL	\$	3,417,407.44

UTILITY OWNER:

Town of Southern Pines

ROAD NAME: SR-2055
 LOCATION: Moore County
 CITY/TOWN: Aberdeen/Southern Pines
 DESCRIPTION: Trans. Main Relocation

Line Item	NCDOT Section	Item Description	Quantity	Units		
					Unit Price	Amount
1	800	Mobilization	1	LS	\$ 162,733.69	\$ 162,733.69
2	225	Undercut Excavation	170	CY	\$ 15.00	\$ 2,550.00
3	654	Asphalt Plant Mix, Pavement Repair	2526.75	TON	\$ 165.00	\$ 416,913.75
4	SP	Temporary Traffic Control	1	LS	\$ 85,000.00	\$ 85,000.00
5	1510	18" Water Line	8651	LF	\$ 270.00	\$ 2,335,770.00
6	1510	12" Water Line	14	LF	\$ 210.00	\$ 2,940.00
7	1510	Ductile Iron Water Pipe Fittings	8400	LB	\$ 11.00	\$ 92,400.00
8	1515	18" Valve	2	EA	\$ 20,000.00	\$ 40,000.00
9	1515	Air Release Valve in Manhole	3	EA	\$ 8,500.00	\$ 25,500.00
10	1515	18" Line Stop	1	EA	\$ 25,000.00	\$ 25,000.00
11	1515	GENERIC UTILITY ITEM - Thrust Collar	8	EA	\$ 3,000.00	\$ 24,000.00
12	1515	GENERIC UTILITY ITEM - 18"x12" Tapping Sleeve and Valve	1	EA	\$ 28,000.00	\$ 28,000.00
14	1516	GENERIC UTILITY ITEM - Replace 18" Valve	1	EA	\$ 22,000.00	\$ 22,000.00
13	1530	Abandon 18" Utility Pipe	7730	LF	\$ 20.00	\$ 154,600.00
					Total	\$ 3,417,407.44

NCDOT Project: U-5814/U-5815B - Poplar St Water Line
 10/08/21 Utility Construction Opinion of Probable Construction Cost - 24-in Transmission Main

PREPARED BY:



(Assumed to be 75% of 18-in estimate)

OPINION OF PROBABLE CONSTRUCTION COST		
TOSP	\$	1,766,518.36
NCDOT	\$	2,563,055.58
TOTAL	\$	4,329,573.94

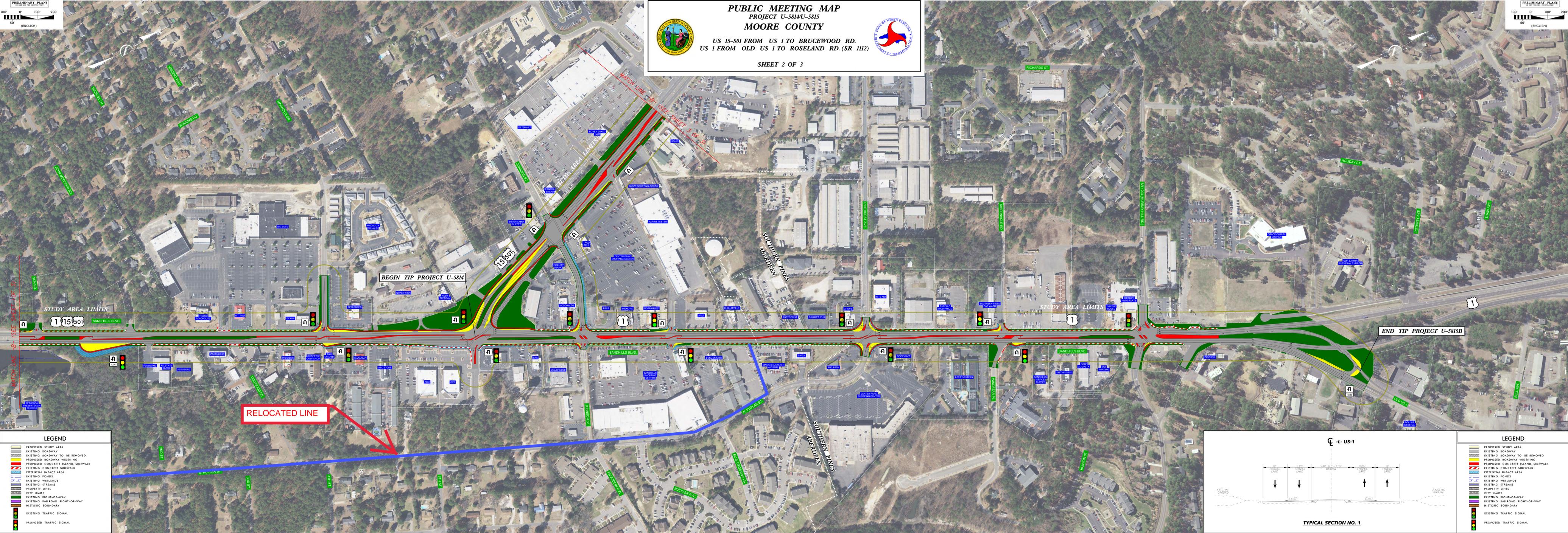
UTILITY OWNER:

Town of Southern Pines

ROAD NAME: SR-2055
 LOCATION: Moore County
 CITY/TOWN: Aberdeen/Southern Pines
 DESCRIPTION: Trans. Main Relocation

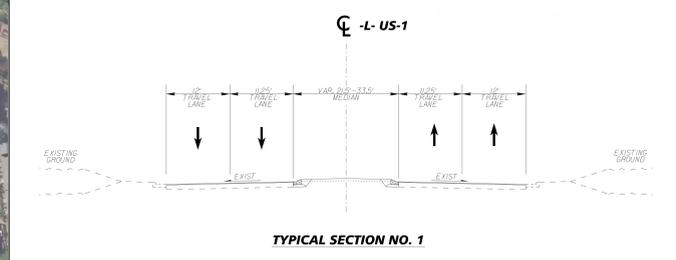
Line Item	NCDOT Section	Item Description	Quantity	Units	Unit Price	Amount
1	800	Mobilization (5%)	1	LS	\$ 206,170.19	\$ 206,170.19
2	225	Undercut Excavation	160	CY	\$ 15.00	\$ 2,400.00
3	654	Asphalt Plant Mix, Pavement Repair	2526.75	TON	\$ 165.00	\$ 416,913.75
4	SP	Temporary Traffic Control	1	LS	\$ 85,000.00	\$ 85,000.00
6	1510	18" Water Line	21	LF	\$ 210.00	\$ 4,410.00
5	1510	12" Water Line	14	LF	\$ 270.00	\$ 3,780.00
7	1510	24" Water Line	8630	LF	\$ 360.00	\$ 3,106,800.00
8	1510	Ductile Iron Water Pipe Fittings	15000	LB	\$ 11.00	\$ 165,000.00
9	1515	24" Valve	2	EA	\$ 30,000.00	\$ 60,000.00
10	1515	Air Release Valve in Manhole	3	EA	\$ 8,500.00	\$ 25,500.00
11	1515	18" Line Stop	1	EA	\$ 25,000.00	\$ 25,000.00
12	1515	GENERIC UTILITY ITEM - Thrust Collar	8	EA	\$ 3,000.00	\$ 24,000.00
13	1515	GENERIC UTILITY ITEM - 18"x12" Tapping Sleeve and Valve	1	EA	\$ 28,000.00	\$ 28,000.00
14	1515	GENERIC UTILITY ITEM - Replace 18" Valve	1	EA	\$ 22,000.00	\$ 22,000.00
15	1530	Abandon 18" Utility Pipe	7730	LF	\$ 20.00	\$ 154,600.00
Total						\$ 4,329,573.94

PUBLIC MEETING MAP
 PROJECT U-5814/U-5815
MOORE COUNTY
 US 15-501 FROM US 1 TO BRUCEWOOD RD.
 US 1 FROM OLD US 1 TO ROSELAND RD. (SR 1112)
 SHEET 2 OF 3



LEGEND

- PROPOSED STUDY AREA
- EXISTING ROADWAY
- EXISTING ROADWAY TO BE REMOVED
- PROPOSED ROADWAY WIDENING
- PROPOSED CONCRETE ISLAND, SIDEWALK
- EXISTING CONCRETE SIDEWALK
- POTENTIAL IMPACT AREA
- EXISTING PONDS
- EXISTING WETLANDS
- EXISTING STREAMS
- PROPERTY LINES
- CITY LIMITS
- EXISTING RIGHT-OF-WAY
- EXISTING RAILROAD RIGHT-OF-WAY
- HISTORIC BOUNDARY
- EXISTING TRAFFIC SIGNAL
- PROPOSED TRAFFIC SIGNAL



LEGEND

- PROPOSED STUDY AREA
- EXISTING ROADWAY
- EXISTING ROADWAY TO BE REMOVED
- PROPOSED ROADWAY WIDENING
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- EXISTING RAILROAD RIGHT-OF-WAY
- HISTORIC BOUNDARY
- EXISTING TRAFFIC SIGNAL
- PROPOSED TRAFFIC SIGNAL



To: Reagan Parsons, Town Manager
From: Jessica Roth, Assistant Town Manager
Re: Proposed Street Resurfacing Program for CIP
Date: October 21, 2021

BACKGROUND

The Town of Southern Pines maintains over 82 miles of asphalt roadways within our corporate boundaries. Residential streets make up 90% of our roadways (74.3 miles) and the collector/arterial streets account for the remaining 8.5 miles in the Town-maintained system. The remaining streets in Southern Pines are maintained by the NC Department of Transportation.

The Public Works department oversees routine maintenance and repairs to the Town’s streets, including pothole repairs, crack sealing, utility cuts and patches, street signs, street sweeping, and snow and ice removal. The Town contracts out its annual resurfacing projects.

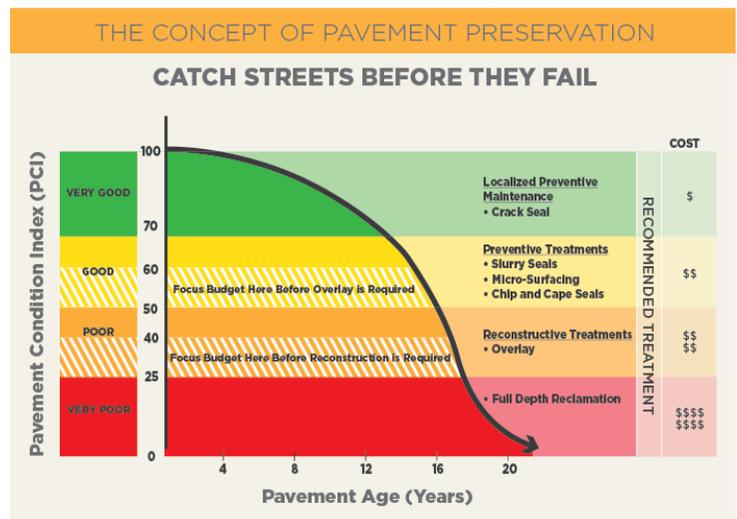
The Town’s street system is an asset valued at more than \$34 million collectively. Ongoing preventive maintenance requires a sustained financial investment to maintain the value and condition of our asset.

PRIOTIZING NEEDS

Southern Pines engages a consulting engineer approximately every four years to perform a pavement condition assessment of the Town-maintained streets; the most recent survey was completed in late 2019. The survey team assesses each street to document the presence of eight common pavement distresses and the corresponding severity level of each. Based on these attributes, a PCR (Pavement Condition Rating) is generated for each street.

Our roadways are in a continuous state of decline. While the deterioration rate of each street varies, it is accelerated by conditions such as inadequate pavement thickness, heavy vehicle loads, poor drainage, and delayed preventive maintenance. By routinely assessing our street system, we can identify, prioritize, and complete needed preventive maintenance, which is funded through a General Fund allocation in the annual operating budget.

The PCR is on a scale of 0-100, as follows: Very Good (91-100); Good (81-90); Fair (66-80); Poor (51-65); and Very Poor (50 and below). The PCR helps to indicate the level and cost of maintenance needed to improve or maintain a street’s condition. As the chart at right illustrates, maintaining a street that is in “very good” or “good” condition requires only routine preventive maintenance, likely the type of



work that can be provided in-house by our Public Works department.

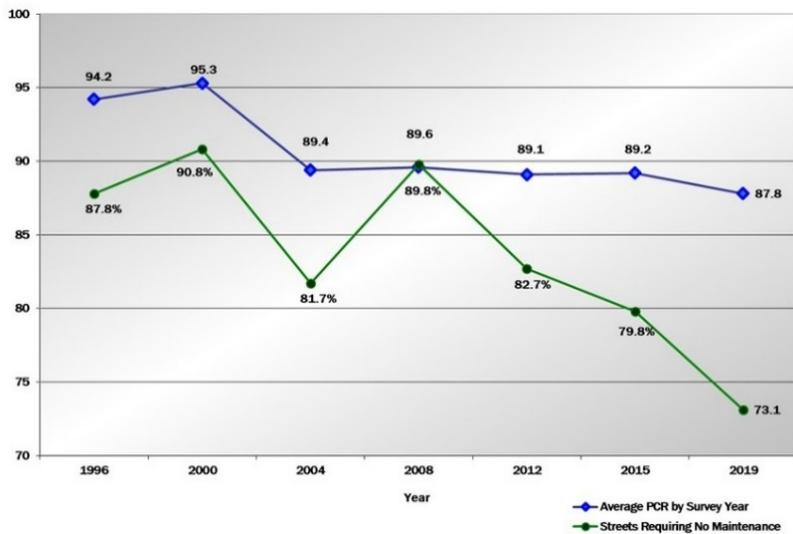
The most cost-effective time to complete resurfacing is when a street is in “fair” condition. At this point, while the pavement is nearing the end of its expected lifecycle, it is still in fairly good condition overall. Resurfacing is then a preservation activity, requiring only minimal preparatory work. As a street deteriorates to a “poor” or “very poor” condition, the resurfacing project transitions from preservation to reconstruction, requiring costly work to address the pavement failures that have developed.

Historic data from the Town’s resurfacing program confirms that rehabilitation costs seven times more than resurfacing for preservation purposes. In other words, if we pay \$10,000 to resurface a road in a fair or better condition, we avoid paying \$70,000 in the future as the pavement further deteriorates to a point of failure, necessitating reconstruction.

HISTORIC & CURRENT CONDITIONS

The 2019 assessment rated the Town’s street system overall in “good” condition, with a weighted average of 87.8. The Town’s system rates above average compared to other North Carolina municipalities, with a statewide weighted average of approximately 80, reaching the “fair” condition.

While Southern Pines may score higher than other North Carolina municipalities, the condition of our street system is declining over time, indicated by assessments completed over the past 25 years.



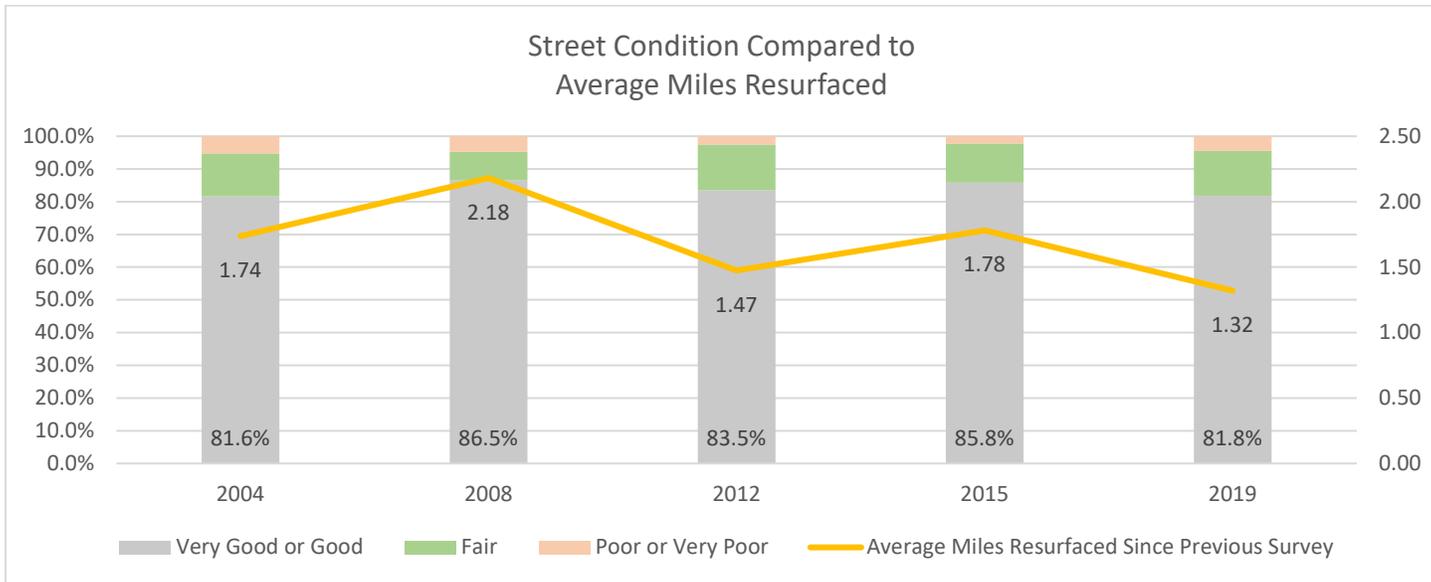
The chart at left graphs the Town’s average PCR over the past 25 years (blue line). In the late 1990s and into 2000, our system was rated around 95 - in good to excellent condition. Over time, our average PCR has continuously declined and the most recent average of 87.8 is the lowest rating to date. Again, while still above average compared to other North Carolina municipalities, we know our system is not being preserved to the same condition it once was, leading to more costly maintenance in the future.

The second data point graphed here is the percentage of streets requiring no maintenance at the time each survey was completed (green line). This data trends consistently with the average ratings, which to be expected. In the late 1990’s and even as recently as 2008, approximately 90% of the Town’s streets required no maintenance. This percentage has steadily declined over time, reaching a low point with the 2019 assessment, which indicated 73.1% of the Town’s streets needed no maintenance at the time the survey was completed.

It should be noted that there are a variety of factors that have contributed to the average PCR declining over time. One might reach a quick conclusion that the Town simply hasn’t kept up with required maintenance, but that does not fully consider the following factors:

- The Town’s paved street network has steadily increased, especially from the 1990s forward, due to the paving of streets that were previously gravel as well as new streets that are associated with growth and development. The streets that were paved in the late 1990s or around 2000, are approaching the point that they need to be resurfaced (and in some cases, already have been). The Town’s paved street network

continues to grow both in terms of number of streets and lane miles, having increased 11% from 2000 (74.71 miles) to 2021 (82.77 miles).



- As the Town’s street network has grown in lane miles, it has also changed in another way that makes it more expensive to maintain. The Town’s roads are most simply categorized as either “low volume” or “high volume.” Low-volume streets are typically lightly traveled residential streets, with an expected pavement life expectancy of 20-25 years.

High-volume streets are more heavily traveled arterial or collector streets that require higher levels of maintenance, with typical resurfacing on a cycle of approximately every 15 years. High-volume streets maintained by the Town include Brucewood Rd, Knoll Rd, Murray Hill Rd, and Pinehurst Ave, and others.

Not surprisingly, as the Town has grown, the number of high-volume streets has also increased, which correlates with rising maintenance costs since these roads must be resurfaced more frequently and many of them are four lanes. Without increased funding, this factor negatively impacts the frequency at which the Town can resurface low-volume residential streets, meaning those projects are generally deferred. The table below documents this change over time:

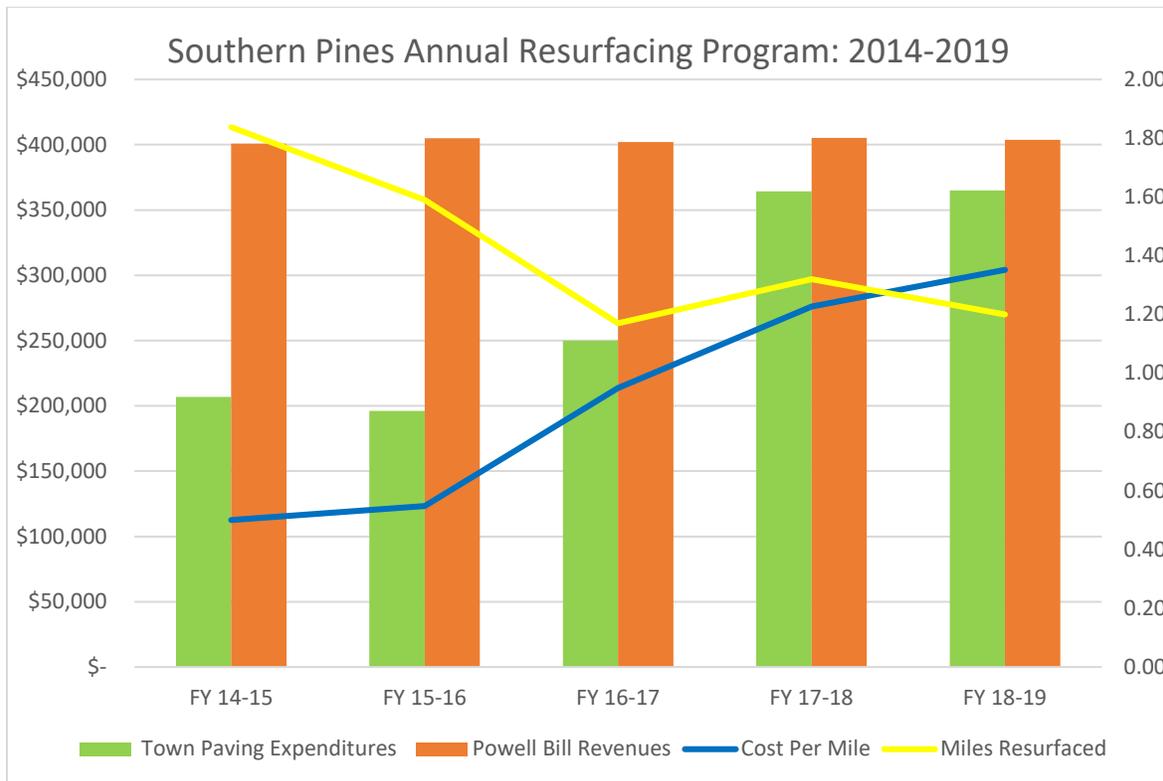
	2000	2019
High Volume Streets	7%	20%
Low Volume Streets	93%	80%

- The Town relies on [Powell Bill](#) funding from NCDOT for street resurfacing, which is a state aid program funded by motor fuel taxes and DMV fees. As the chart on the following page documents, the Powell Bill revenues have essentially been flat and are a source over which the Town has no control.

During 2014-2019, Powell Bill annual revenues ranged from a low of \$400,905 to a high of only \$405,234 (orange column). In the same time period, the Town’s cost per mile for its contracted resurfacing projects increased 170%, from \$112,576/mile in 2014 to \$304,189 in 2019 (blue line).

As a result, the Town was only able to resurface 1.20 miles in 2019, compared to 1.84 miles in 2014 (yellow line), even though the Town’s actual expenditures grew significantly during the same time period (green column).

It should be noted that while the Town has historically spent a median of \$250,000 on its annual resurfacing contracts, the remainder of the Powell Bill revenues (approximately \$150,000 annually) are allocated toward in-house street maintenance expenses (salaries, patching, utility cuts, and similar).



- Unfortunately, the Town has maintenance responsibility for some inferior infrastructure, much of it installed when previous engineering standards were in place and/or construction methods were not as advanced as they are today. As one example, we’ve discovered some infrastructure failures that can be attributed to historic engineering standards that didn’t adequately compensate for the sandy soils in our area. These failures can be far costlier to address than a standard resurfacing project, given that full reconstruction is likely required.

Fortunately, as the Town has grown in population, it has also grown in sophistication. We have educated, highly skilled staff in our Public Works department who have been provided with more technologically advanced equipment to maintain our infrastructure. Similarly, the Town Council has, over time, adopted more stringent development regulations, helping to ensure the infrastructure conveyed to the Town now is of a high quality to ensure longevity. Construction methods and materials have also improved, correlating with higher quality projects that the Town will maintain in perpetuity.

- Lastly, general economic conditions impact both revenues (budgeted and actual) as well as the cost of capital projects. Some more recent events that highlight this impact include:
 - Low revenues: The economic recession of the late 2000's and budget planning at the beginning of the COVID-19 pandemic.
 - High expenditures: Any period in which the construction market is inflated, including now.

FUTURE RECOMMENDATIONS AND NEEDS

It's critical to plan for and execute preventive maintenance to protect the Town's investment and minimize future expenditures. The Washington DOT summarizes this well, noting, *"There is no more fundamental transportation capital investment than system preservation. If preservation investment is deferred, costs increase dramatically, leading to the saying, 'pay me now or pay me more' – lots more – later."*

The 2019 pavement condition assessment for Southern Pines identified two key recommendations:

1. **Address immediate pavement distresses.** Approximately 27% of the Town's network needed maintenance in 2019. The survey estimated that cost at \$921,203 and recommended the Town prioritize those projects, which are well underway. Due to the fact that these streets had already reached some level of failure, these projects were in addition to the annual resurfacing needs described below as preventive maintenance.

2. **Resurface approximately 5.48 miles per year** to accomplish the generally accepted optimum 15-year paving cycle - resurfacing streets before they deteriorate in order to avoid or minimize the more expensive rehabilitation or reconstruction. Regarding this recommendation, the assessment noted: *"Southern Pines should continue to dedicate its maintenance funding towards preventive maintenance practices and structural repair. Studies and empirical evidence from many agencies have shown that timely use of preventive maintenance practices is the most economically sound use of limited funds. Preventive maintenance and structural repair should also further reduce the maintenance cost per mile in future years. Maintaining an aggressive patching and resurfacing program should be a high priority for the Town of Southern Pines in tandem with allocating adequate funds and resources to accomplish this task. Ultimately, postponing recommended maintenance activities typically leads to pavement failures and subsequently costly major rehabilitation or reconstruction."* (Labella, p. 4)

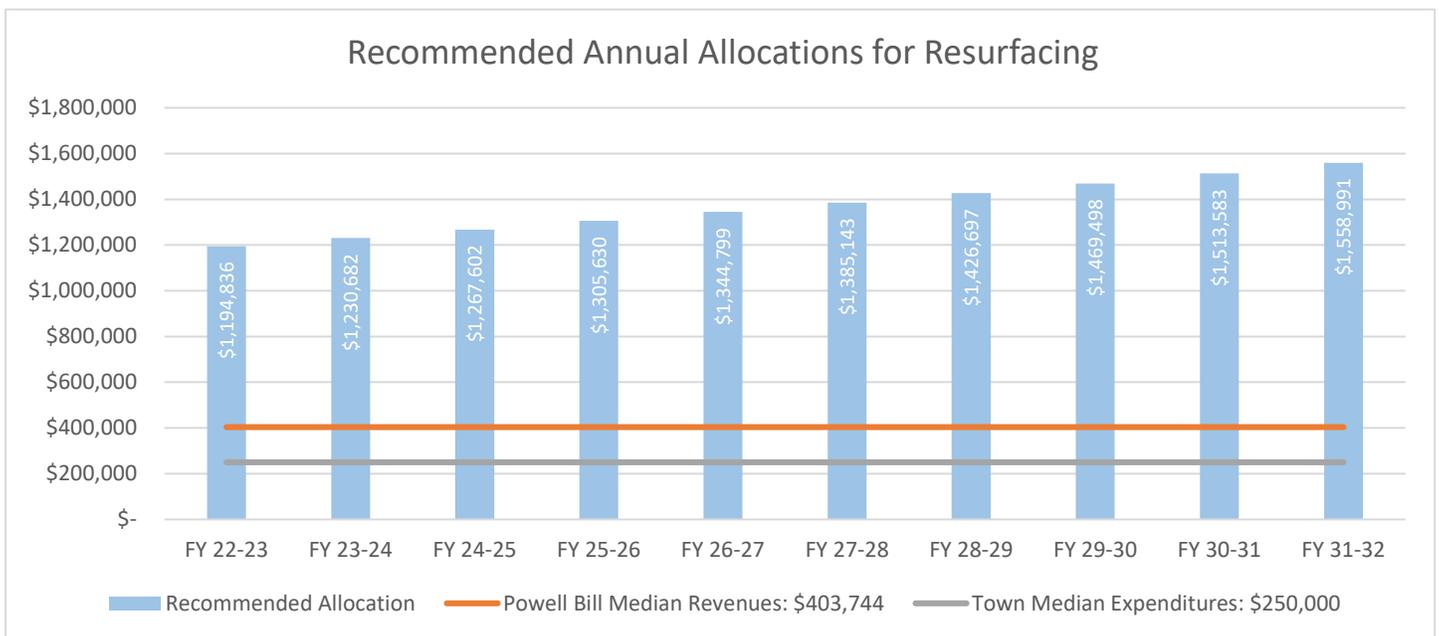
Staff concurs with both recommendations. Over the past 20 years, the Town has resurfaced an average of 1.69 miles each year, well below the recommended 5.48 miles/year. ***If this trend continues, the resurfacing cycle for our current 82.77-mile network will be approximately 49 years. This cycle is significantly beyond the point of "preventive maintenance," meaning we will need to undertake the more expensive reconstruction work since preventive maintenance has been deferred.***

Staff also notes that, while the Town has historically needed to resurface high-volume streets on an average 15-year cycle, the Town has been able to successfully resurface the low-volume streets an average of every 20-25 years. Therefore, staff does not recommend funding a 15-year cycle for the entire network, but rather a 15-year cycle for the high-volume streets and 22.5-year cycle for the low volume streets.

Staff has analyzed the estimated amount of annual funding needed, based on the following factors:

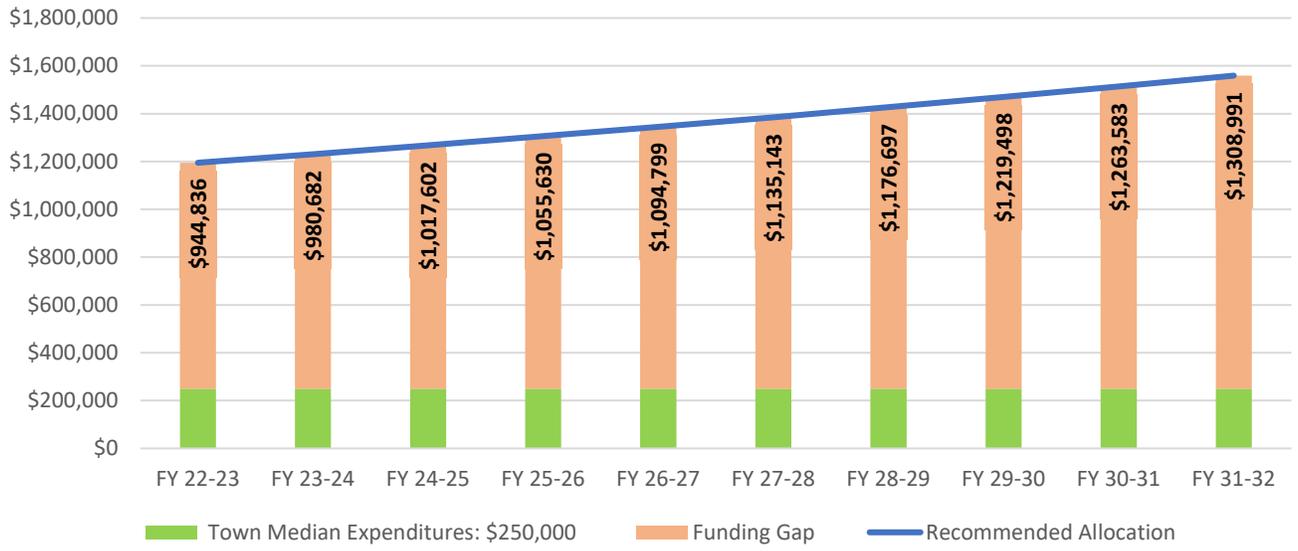
- \$300,000/mile resurfacing costs¹
- 15-year cycle for high-volume streets (8.47 miles currently)
- 22.5-year cycle for low-volume streets (74.30 miles currently)
- 3% annual increase – inflation

As the chart below shows, to accomplish the recommended resurfacing cycles for the low- and high-volume streets, assuming the other factors hold true, the Town will need to allocate approximately \$1.2 million in FY 22-23. This amount will steadily increase each year to over \$1.5 million at FY 31-32. The grey line represents the Town’s historic median contract expenditures of \$250,000, indicating the need to identify approximately \$950,000 in additional funding for the next fiscal year. The chart below visually represents the estimated funding gap, using the Town’s historic median expenditures of \$250,000 per year.



¹ The \$300,000/mile was based on contract prices in FY17-18 and FY 18-19. Pricing for FY 19-20 and FY 20-21 was not included due to the unusual conditions associated with the COVID-19 pandemic. The Town anticipates receiving bids for the FY21-22 projects by the end of the calendar year, which will confirm whether this estimate needs to be updated for the overall analysis.

Resurfacing Funding Gap Based on Historic Expenditures



Work Session Agenda Item

To: Reagan Parsons, Town Manager
From: BJ Grieve, Planning Director
Subject: Discussion regarding current trends in Town of Southern Pines development projects.
Date: October 25th, 2021

I. SUMMARY:

Following the October 12th, 2021 Town Council regular meeting, Councilman Saulnier asked planning staff for a summary of current projects. Staff responded by offering to provide a summary at the October Work Session.

Planning staff will provide an approximately 10-minute review of current development projects, covering the following topics:

1. Definition of what constitutes a development project and a brief description of the development project review process:
 - A development project is considered by planning staff to be a project requiring a pre-application meeting, possibly some sort of zoning entitlement process (as applicable), site plan review, architectural compliance permit and/or final plat.
 - Development projects typically begin with an initial feasibility inquiry and ends with a Certificate of Occupancy, with a whole lot going on in between.
2. Trends in annual development project workload indicators from 2018, 2019, 2020 and year to date 2021:
 - Initial Project Feasibility Inquiries
 - Pre-Application Meetings
 - Zoning Entitlements
 - Site Plan Submittals
3. A summary of the approximately 52 development projects being managed by planning staff:
 - Residential Development Projects
 - Commercial Development Projects

II. TOWN COUNCIL ACTION:

No action requested or necessary, planning staff is simply providing this brief summary at the request of Town Council.