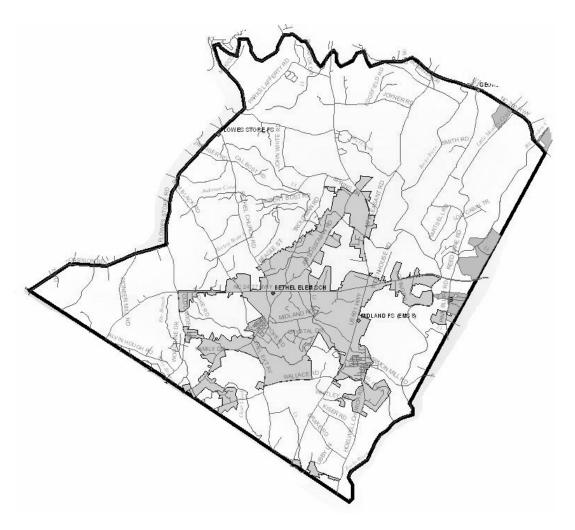
# Midland Area Land Use Plan



A JOINT PLAN BETWEEN CABARRUS COUNTY
AND THE TOWN OF MIDLAND
February 10<sup>th</sup> 2004

## Midland Area Land Use Plan



This plan is dedicated to the residents of the Midland Area, without their work and dedication this document could not exist

"The vision we develop will be the gift we give to the present and future residents of the Midland Community" – Pam Barger, Midland Plan Area Steering Committee

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Adopted by the Midland Town Council February 10<sup>th</sup> 2004

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## I. Background Information

#### Introduction

A land use plan is intended to work in conjunction with other documents to serve as a tool to guide growth in an orderly and desirable fashion. The plan should address the needs and concerns of the current residents of the Midland area while striving to maintain and improve the quality of life for future residents. The Midland Area has historically been a rural area with sparse residential subdivisions, large lot single-family homes and light commercial and industrial uses sprinkled throughout the plan area. Recent developments such as the I-485 interchange are serving as catalyst for growth and placing increasing pressure on the Midland area to accommodate new people, ideas, and land uses. These pressures are intensified by the availability of affordable land, large vacant acreage, great schools, low taxes and a rural sense of community that the Midland area offers its' residents. Growth is inevitable in the Midland area! It is now necessary for its' residents to reassess their position and reaffirm their goals for the future.

As predicted, changes are beginning to occur in the plan area. These changes are challenging long held opinions and causing conflict between lifetime residents and new arrivals and pitting neighbor against neighbor. Disagreement exists between those desperate to retain the rural, pastoral feel of their surroundings and those who desire amenities including full service restaurants and shops. Many residents fall somewhere in between in their desire to have a grocery chain and one or two restaurants. There is also great debate surrounding the possibility of liquor by the drink and its' role in stimulating the types of services that many of the area residents crave. Liquor by the drink will not be discussed in detail in this plan but could be considered as an incentive for economic development. Most residents agree that the plan area lacks adequate public facilities such as a library, recreational opportunities and facilities for the elderly.

So where do we go from here? Although no planning document can dictate what is best for a community and how it should grow; this document can provide some insight into prior development trends and serve as a means of promoting growth in an orderly and rational manner. The primary purpose of this document will be to address the following three questions: Where are we now? Where do we want to go? What will it take to get there? It is important to understand that the plan itself cannot dictate what an area will become. It is merely a tool in the toolbox. Implementation of the plan and adherence to its recommendations is necessary to achieve the desired goals. It is also important to understand that the plan is a living document. Traditionally a land use plan is updated every five (5) to seven (7) years, however, this is not written in stone. As opinions change, opportunities arise and infrastructure improves the plan should be amended to better reflect the needs and goals of the community it represents.

## **Previous Planning**

In 1988 Cabarrus County adopted the *Cabarrus County Land Development Guide* as a resource for managing growth within the County. Shortly thereafter a number of small area plans were developed to complement the *Land Development Guide* by tailoring growth management principles to fit the needs of specific areas. The first *Midland Area Plan* was completed in December of 1991 and included all of Township 10 in addition to small portions of Townships 9 and 11 east of US Hwy 601 and south of NC 200 Hwy.

As previously stated, an area plan is normally updated every five (5) to seven (7) years to reflect the effects of growth in the plan area. The 1991 plan was last updated in October of 1997 and although it has been sufficient to address growth in the community, Midland's recent incorporation as well as other changes has expedited the need for an updated plan. The 2003 plan boundary has also been updated to reflect a desired westward movement. It encompasses all of Township 10, a portion of Township 9 as well as a portion of Township 1 that was formerly featured in the *Harrisburg Area Plan* (see Map 1, Midland Plan Area 2003). The new boundary was agreed upon by the elected officials of the Towns of Harrisburg and Midland. The area is bounded by the Cabarrus/Union County line to the south, the Cabarrus/Stanly County Line to the east, the Rocky River, US 601, and NC 200 to the north, and Flowes Store Rd to the west.

## Plan Area Overview



The Midland Plan area is predominately rural and agricultural in comparison to other areas within Cabarrus County. This is easily evident as you look southward toward the Cabarrus/Union County line and eastward toward the Cabarrus/Stanly County line. The plan area is made up of approximately 35,172 acres and though mostly unincorporated, it does contain all or part of three

incorporated communities (see Table 1, Midland Plan Area Acreage by Jurisdiction). The plan

Table 1- Midland Plan Area Acreage by Jurisdiction						
Area	Acres	Percent				
Midland	5818.58	16.54%				
Stanfield	75.03	0.21%				
Locust	920.20	2.62%				
Unincorporated Area	28,358.41	80.63%				
Plan Area	35,172.22	100.00%				

area includes the Town of Midland in its entirety as well as small portions of Stanfield and Locust, which are primarily located within the boundaries of Stanly County. The area is home to approximately 6,491 persons.

## History

Midland was historically a true railroad community. Residual industrial uses and some single-family housing surround the former commercial area that once housed the train depot.



The McCoy Feed Store (pictured at left) is one of several surviving businesses in this section of Town. The old Town center was laid out in a grid pattern that is currently visible only on plat maps and other antiquated property records. It is said that the Town received its name from being "midway" between Charlotte and Albemarle by rail. Several small businesses and other commercial operations pepper the landscape but

are primarily located along portions of NC 24/27 and US Hwy 601. Significant Industrial uses have been established in the area designated as the Midland Enterprise Zone. Located in close proximity to the old Town center on the west side of US Hwy 601, the Midland Enterprise Zone is home to the currently "mothballed" Corning Fiber Optics Concord Plant as well as several other industrial businesses.

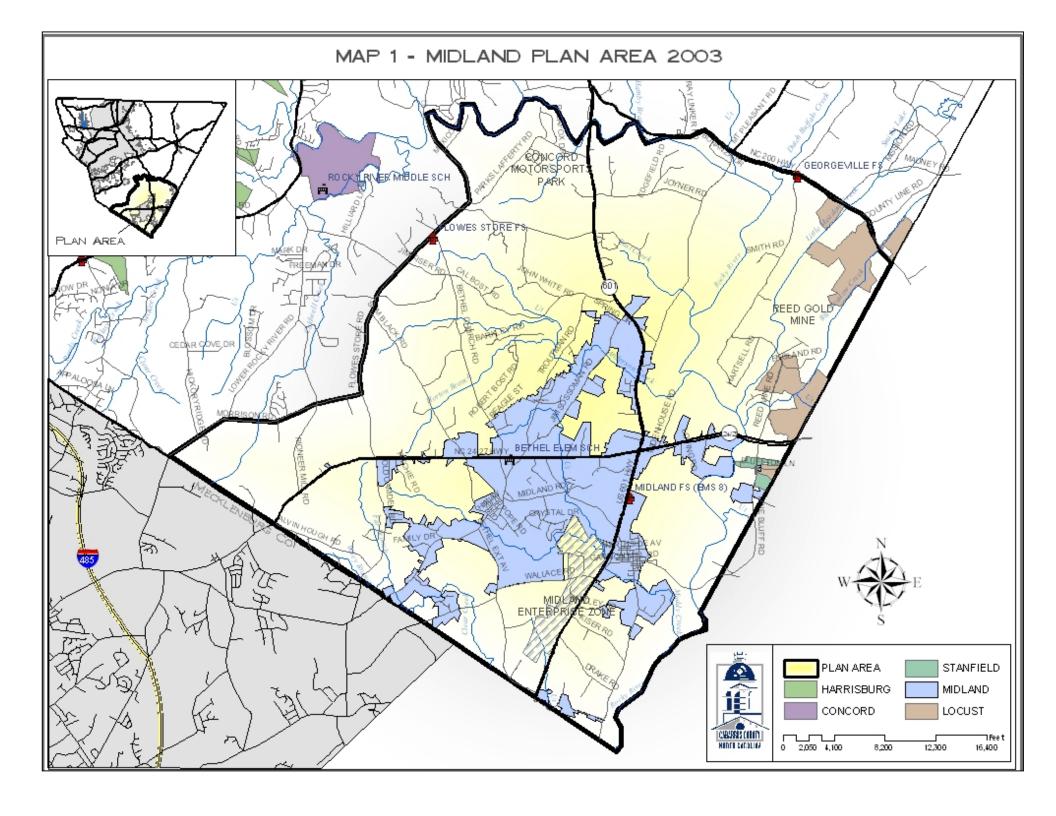
#### REGIONAL INFLUENCES

Future development within the plan area will be greatly determined by a number of

regional influences (see Map 2,Regional Influences). The heart of the Midland Plan Area is centrally located at the crossroads of two major highways, NC Highway 24/27 and US Highway 601. These roads provide easy access through the plan area and serve as major arteries into Stanly County to the east, Union County to the south, and most significantly, Mecklenburg County to the west. US Hwy 601 serves as a major north/south route

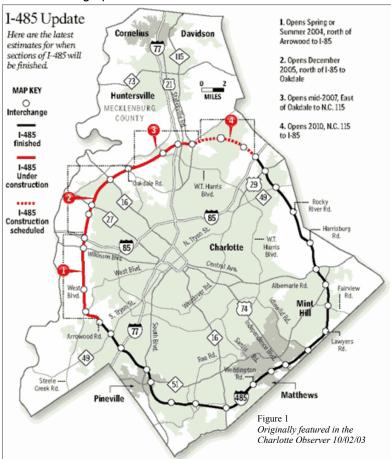


for commercial and automobile traffic. It also provides a major route between I-85 and I-95 through the middle portions of North and South Carolina.



#### I-485

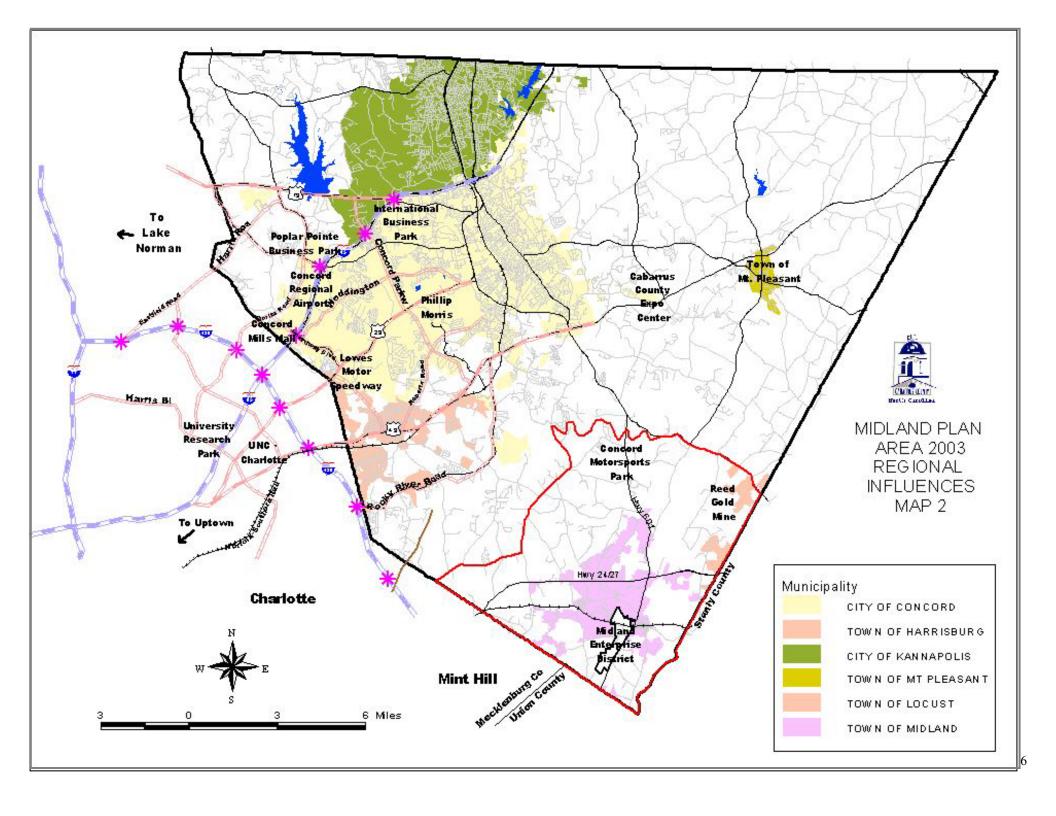
A more recent development is the I-485/Hwy 24/27 interchange. Opened in Mid October, this interchange provides direct access from Albemarle Rd north through the University Area to the



Town of Harrisburg, onward to US 29 Hwy south of Lowe's Motor Speedway, Concord Mills Mall and Wireless Verizon Amphitheater. The I-485/ Albemarle Road interchange is less than three (3) miles form Cabarrus/Mecklenburg County line on the western side of the plan area In late 2003 another November interchange opened to provide access to points south. Known as the Mint Hill segment, this segment is a 39 mile stretch that bypasses downtown Charlotte and connects I-85 and I-77. The "Mint Hill segment" carries an estimated

14,000 vehicles per day. With this new opening the entire I-485 project is now 60% complete (see figure 1) and allows uninterrupted travel from US Hwy 29 south to Pineville. The new segment has provided improved access to the Matthews/Mint Hill area, I-77 and I-85. The completion of the interchange with NC Hwy 24/27 will inevitably impact the amount and type of development that will occur within the Midland Plan Area.

Development along NC Hwy 24/27 (Albemarle Rd. in Mecklenburg Co.) has been increasing with the continued extension of utilities by Charlotte Mecklenburg Utility Department (CMUD). It should be assumed that utilities will be extended to the I-485 interchange, thus creating substantial development opportunities. This development has the potential to dramatically impact the Midland Plan Area in both positive and negative ways. It will provide easier access to employment, shopping, recreational and cultural facilities in the Charlotte area. It will also result in increased traffic and pollution. Associated residential and commercial developments could potentially reduce the amount of open space in the Plan Area.



#### **Water and Sewer Infrastructure**

The most significant constraint on development in the Midland Plan Area currently is the lack of available water and sewer infrastructure. The amount of development will be controlled by the extension of utilities in the Plan Area. Following the opening of the I-485 Interchange, any area of proposed utility extensions must be recognized as an area of probable development. It is also important to recognize areas that have been annexed into Stanfield and Locust particularly. These properties are being developed at a higher density then their neighboring parcels because Stanly County is providing utilities. Extension of infrastructure to serve these annexed parcels may provide additional development opportunities for adjacent parcels within the plan area.

#### **Concord Mills Mall**

Several commercial developments have also had significant impact. The Concord Mills Mall has not only affected the Midland Plan Area, but also the County and region as a whole. Its location at the I-85/Speedway Boulevard interchange allows easy access to shopping, dining, and recreational activities. The Concord Mills Mall employs roughly 4500 people with sales revenues topping 300 million dollars last year. Two (2) percent of this revenue is returned to the county and its municipalities as tax revenue. Since its opening in March of



1998 the mall's perimeter has exploded with the development of new restaurants, shopping areas, and hotels. This development has increased employment opportunities and helped to inspire adjacent residential development.

#### **Motorsports Industry**

Extending east from Concord Mills Mall is Speedway Boulevard. Speedway Blvd.



connects Derita Rd. to NC Hwy 29 where the Lowe's Motor Speedway is located. With the Motorsports Industry growing along with other business and retail uses, this area is an important economic base for Cabarrus County and a mecca for motorsports enthusiasts across the Country. The Lowe's Motor Speedway and other related motorsports facilities provide substantial employment and tax benefits for the County. The Concord Motorsports Park is

located along US Hwy 601 in the northern portion of the plan area and benefits from the nearby motorsports facilities. This location could potentially provide additional employment opportunities for residents of the plan area as the popularity of the sport continues to grow.

#### **Future Annexations**

The potential for future annexations by adjacent communities has encouraged a portion of the growth within the Midland Town limits. This competition created the mismatched Town limit boundaries present in the Pine Bluff Rd area and spurred the State Legislature to enact a bill to disallow Towns located primarily outside of Cabarrus County from annexing properties within Cabarrus County. Towns with approved annexation agreements are exempt from that regulation. The 2003 agreement with Harrisburg that solidified the boundaries of this plan was the first document set in place to determine the future boundaries of the Town of Midland on the west side of the plan area. In September 2003, the Town of Midland and the Town of Locust came to an agreement regarding future annexations on the east side of the plan area. The agreement states that Locust will refrain from annexing property located south of NC 24/27 and east of the Rocky River. In return, the Town of Midland agreed not to annex property located north of NC 24/27 and east of the Rocky River. A portion of the plan area was left to the discretion of the individual property owners (see Map 3, Annexation Boundaries).

Physical Characteristics

#### Soils

The Midland Plan area encompasses approximately 35,172 acres. Approximately ¾ of this area lies within the Carolina Slate Belt-a geological zone that extends 4 to 5 miles into Cabarrus County from the boundary with Stanly County. All of the land south of NC 24/27 lies within this zone. There are three soil complexes that are found in the Carolina Slate Belt-Badin-Tatum-Georgeville, Goldston-Badin and Kirksey Misenheimer-Badin. Two additional soil complexes are found within the Midland Plan Area but outside the Carolina Slate Belt. The additional soils are Enon-Mecklenburg-Poindexter and Cullen-Cecil-Hiwasee. These soils are often rated "very limited" for buildings, roads, and septic systems due to flooding, depth to the saturated zone and related problems. (see Map 4, Septic Suitability) Depth to soft or hard rock also presents limitations for foundations, roads and septic systems. Furthermore, Badin, Goldson and Poindexter soils can have slopes as steep as 45 percent, which present an erosion hazard in addition to the limitations already discussed. Large-scale planning for appropriate commercial and residential development on these soils must incorporate other landscape considerations, including topography, vegetation, and water features.

## **Water Quality**

The Plan area lies completely within the Yadkin- Pee Dee River Subbasin. This subbasin includes the middle portion of the Rocky River watershed from southern Rowan county, southeast Mecklenburg county and northwest Union County. The 8.5 mile long segment of Rocky River

from Reedy Creek to Dutch Buffalo Creek, half of which flows within the Midland Plan area, received an "Impaired" water quality rating in the 2003 Yadkin-Pee Dee River Basinwide Water Quality Plan. No waters in this subbasin are classified for primary recreation. Current water quality limitations for recreation are incompatible with future greenways planned along streams in the Midland Plan Area. Reparative measures should be examined and implemented for this stretch of the Rocky River.

The Rocky River is the largest water feature in the Midland Plan Area. This water source runs along the eastern side of the Plan Area and also branches out into Anderson Creek and the Horton Branch. The Town of Midland also includes Anderson and Muddy Creeks. In the southern portion of the plan area the Clear Creek branches off into Far Branch and Wiley Branch. Each of these rivers, creeks and branches create floodplains that should be protected from any developmental disturbances. Fortunately, the Town of Midland and unincorporated areas of the plan area participate in FEMA's the Flood Damage Prevention Program and have adopted ordinances that will regulate development along these floodplains (see Map 5, Floodways and Wetlands). It is important to protect these waterways and floodplains for water quality and environmental reasons and most importantly for storm water management.

## Historical, Natural Heritage and Farmland Preservation

The Land Trust for Central North Carolina currently holds conservation easements on two farms in the Midland plan area: the John Bunyan Green Farm and the Marion Hamilton Farm. Permanent conservation easements on over 300 acres were purchased on both farms with state and federal farmland preservation funds in part to protect prime farmland soils on these tracts. Farmland preservation funds are still available in the County, interested parties should contact the Cabarrus Soil and Water Conservation District at 704-920-3300.

In addition to the John Bunyan Green Farm, sites in the Midland plan area that are listed on the National Register of Historic Places are the Bethel Methodist Church Arbor and the Reed Gold Mine. These sites are afforded a measure of protection where potential projects involve federal funds.

The Cabarrus Soil and Water Conservation District completed a comprehensive natural heritage inventory in 2002. Published as An Inventory of the Significant Natural Areas of Cabarrus County, North Carolina, this inventory describes three sites within the Midland plan area. They are the Hartsell Road Mesic Forest, Reed Gold Mine, and the Everett Voncannon Property. The North Carolina Natural Heritage Program designates the first two sites as having "regional" significance. As such, they were among only thirteen sites in Cabarrus County that were officially recognized as having regional, state, or national significance.

This survey also identified the corridor running along a ridge from Gold Hill in Rowan County to Reed Gold Mine as worthy of open space protection. Protection of these sites is largely unregulated and therefore dependent on voluntary conservation. Plans for development of recreational use of Reed Gold Mine in particular need to maintain the historical and natural heritage integrity of this site.

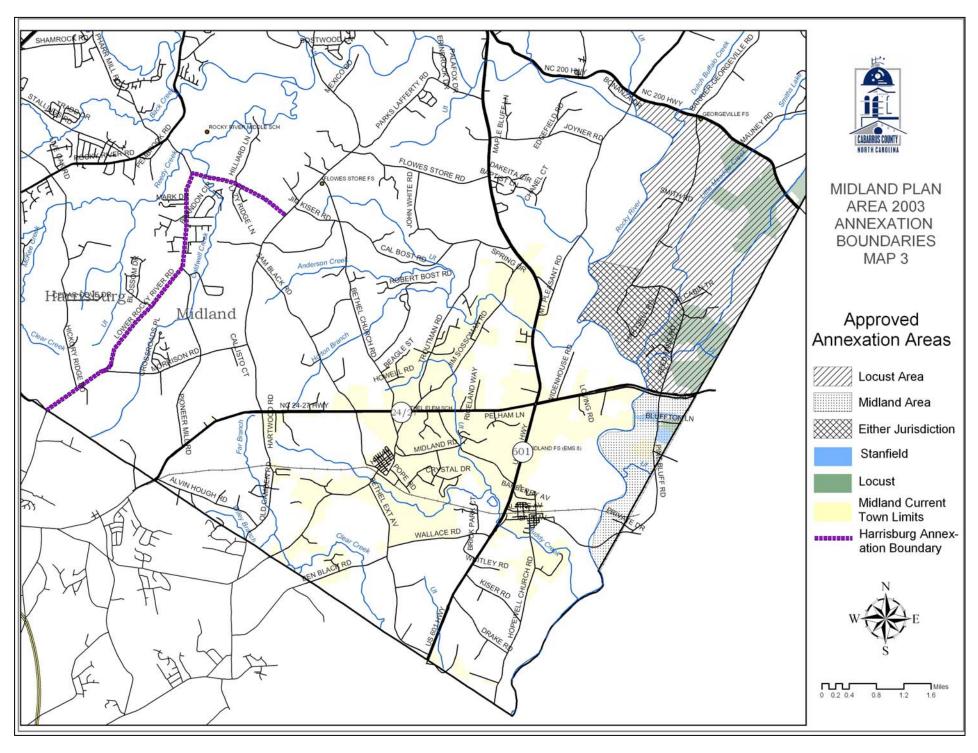
#### Existing land use

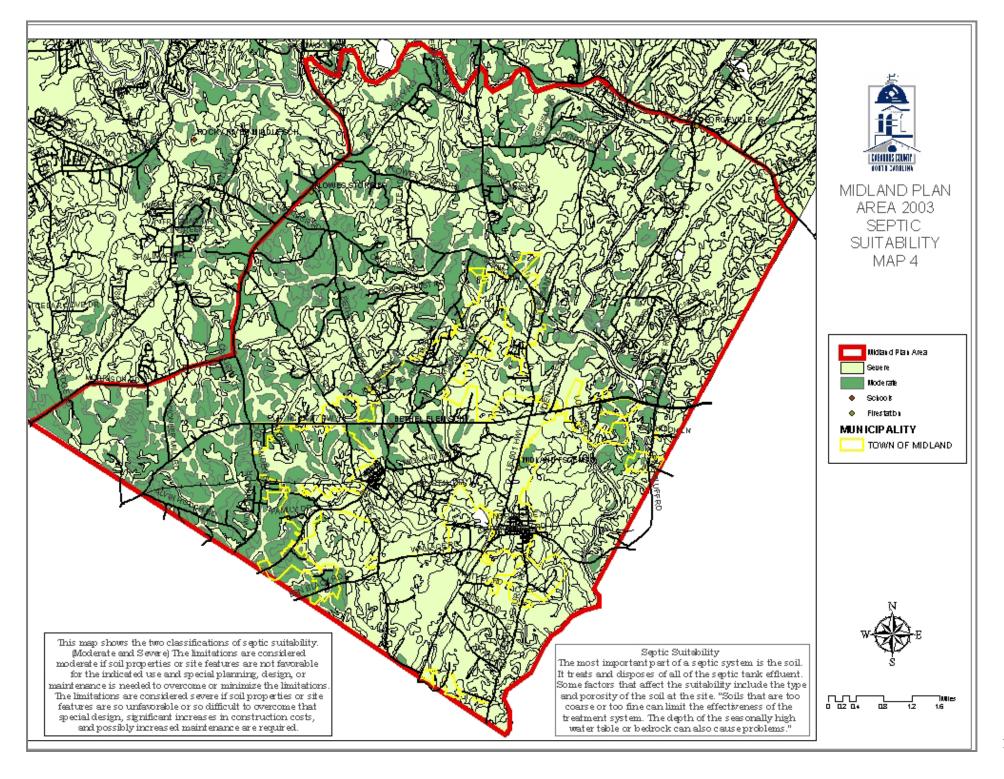
Currently the prominent existing land use in the plan area is agricultural/open space (see Map 6, Existing Land Use for a Portion of the Midland Plan area 2003). Existing zoning is reminiscent of the uses found currently within the plan area (see Map 7, Current zoning Map). North of Hwy 24/27 there are several pockets of mobile home development in addition to many single family detached homes. South of Hwy 24/27 there are fewer mobile homes with more, larger lot, single family uses. Most of the commercial uses are located at the intersection of Hwy 24/27 and Hwy 601 and also around the railroads intersection with Garmon Mill Rd. There are several public or institution uses scattered throughout the plan area and most of the heavier industrial uses are located along the railroad.

The Midland Plan Area has had eight subdivisions approved since 1995. (see Map 8, Subdivisions 1995-2003). Most of these subdivisions have fewer than 60 lots. The Bethel Glen subdivision was approved for 193 lots, making it the largest subdivision to be approved within the plan area. Residential developments within the plan area will likely increase in light of the regional influences previously documented in the plan.

#### Demographics and economic trends

The population in the Midland Plan Area in 1990 was 4,623. In the year 2000, population was 5,729 and based upon the number of building permits issued between January 1, 2000 and July 31<sup>st</sup>, 2003, we estimate that current population is 6,491. The population increase from 1990 to 2000 was 23.9%. Currently, the plan area population is increasing at an annual growth rate of 4.43% per year as compared to the County growth rate of 4.64. Using these projections we estimate that the plan area population will increase from 5,729 to 8,267 by the year 2010. The County population is projected to increase to 191,876 during the same time period (see Table 2, Population Projection for County and Midland Plan Area).





This is a 44.3% increase from the 2000 population figure. There are several things to be considered when projecting population data, these include the new I-485 interchange, the widening of Hwy 24/27 in Mecklenburg County, new water and sewer projects and the growing metropolis of Charlotte heading in the Midland Plan Area direction. Between January 1<sup>st</sup>, 1990 and July 31<sup>st</sup>, 2003, 313 new housing units were added to the plan area. (see Table 3, Residential Permits 1990-2003)

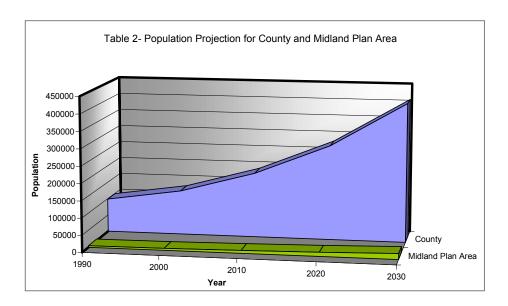
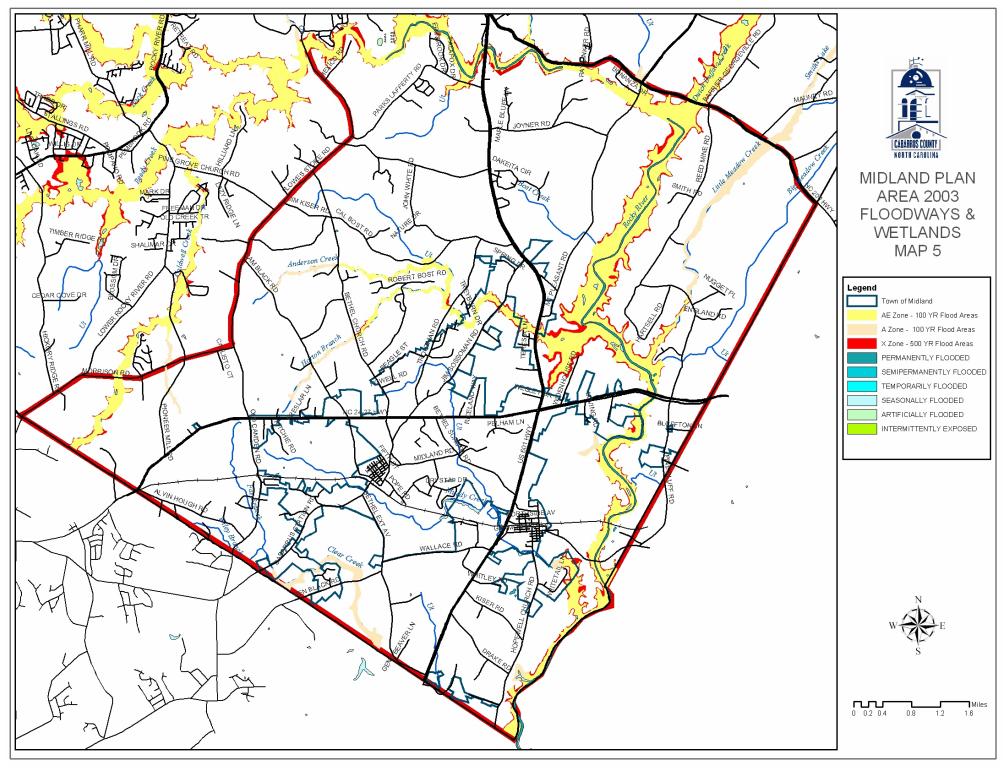
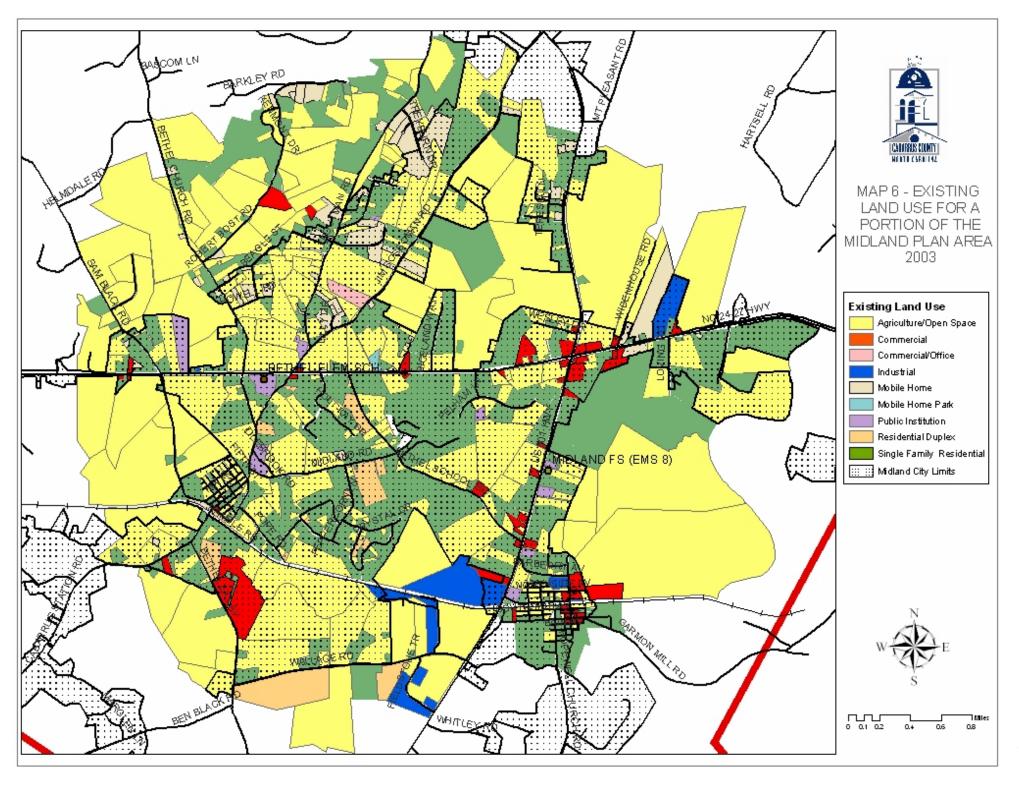
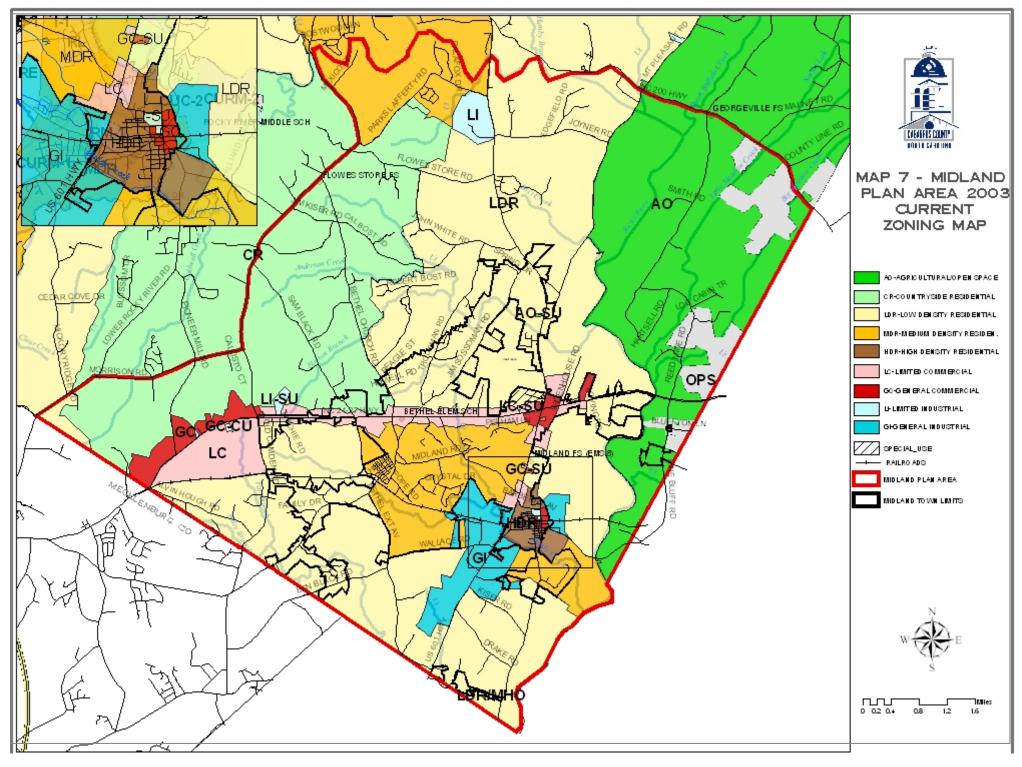
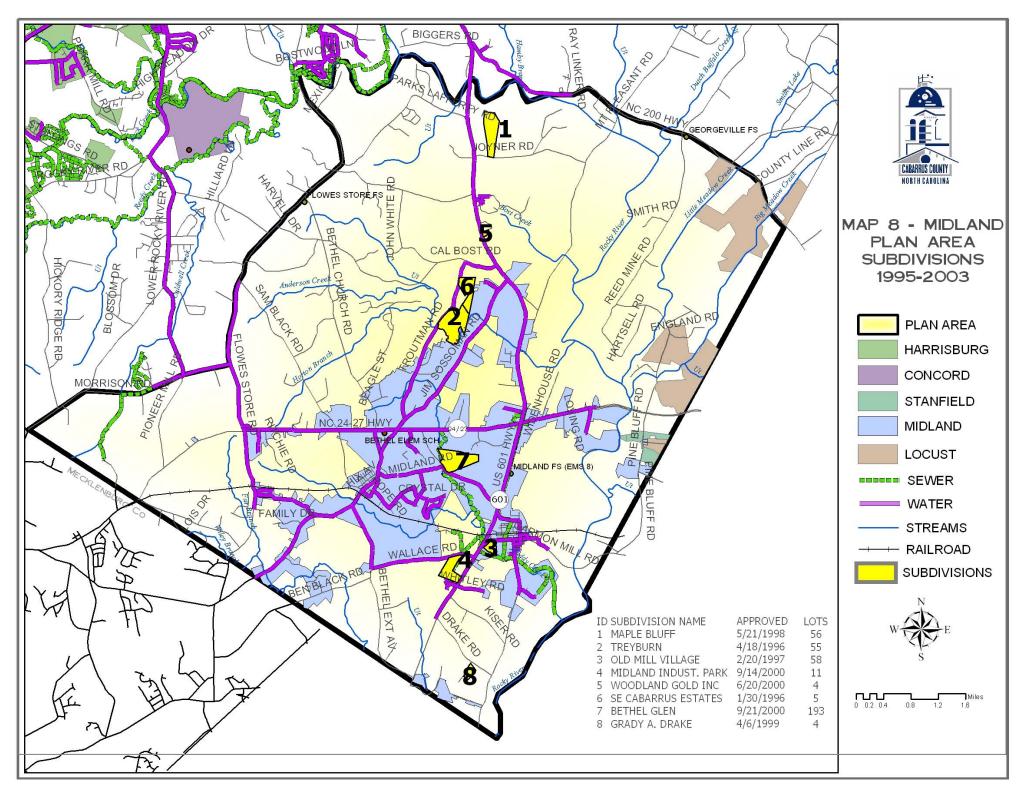


Table 3 - Residential Permits 1990-2003						
Permit Type	Number of Permits					
Single Family Residence	260					
Single-Wide Mobile Home	9					
Double-Wide Mobile Home	44					









## II. Goals and recommendations

General goals and recommendations

As noted throughout this document, the Midland plan area boasts significant natural, scenic and historic resources. Preserving these resources while accommodating orderly and desirable growth is of primary importance to area residents. The following goals were identified as priorities through citizen comment at a series of public input sessions and through work by the Midland Plan Area Steering Committee. These goals are the foundation upon which the Midland Area Land Use Plan is built.

#### Infrastructure

Goal- Make water and sewer service available to existing residents and businesses and to secure capacity for growth and development consistent with the adopted land use plan.

As previously stated, the most significant constraint on development within the plan area is the lack of public water and sewer. The majority of vacant property within the plan area suffers from poor septic suitability (see Map 4, Septic Suitability). Parcels that do not perk and do not have access to public sewer cannot currently be developed. Parcels adjacent to existing lines may also be denied service because the current capacity is not adequate to serve the extension of new lines.

Recommendation- That Midland Town Officials pursue an allotment agreement with the City of Concord, the retail service provider, to ensure capacity for existing residents of the plan area as well as future development. It is also recommended that Midland and County Officials work together to pursue funding opportunities for the extension of water and sewer lines within the plan area and a future upgrade to the Muddy Creek Sewage Treatment plant when necessary.

Goal- Pursue the construction of a new middle and high school to serve plan area residents.

Drafted in 2001, the *Cabarrus County 15-Year Facility Plan* projected capital needs for school students within Cabarrus County within the next 15 years. This plan calls for the construction of a new High School to serve Midland and other area residents to be located somewhere within the Reedy Creek Basin. This school is expected to be

completed by 2008-09. The plan does not call for the placement of any additional school facilities within the plan area outside of the replacement for Bethel School Elementary that is currently under construction.

Recommendation- That periodic evaluations are completed to determine if the pace of development in the plan area is consistent with the plan's projections. If a surge in the amount of new development causes student populations to increase beyond the current projections, then it is advised that the Cabarrus County 15-Year Facility Plan be updated and revised.

#### Goal- Determine an appropriate reuse for the existing Bethel School.

Conversations are currently underway between Midland and County officials to determine if reuse of the Bethel School is feasible and if so, what uses may be appropriate. A town Hall, library, senior center and community center have been discussed as possible uses. Complications include the cost of reuse that may require asbestos abatement and will require modification or replacement of the current sewage treatment plant. There is a possibility that this facility will be able to tie into the new Bethel School's pump station for public sanitary sewer service.

Recommendation- That Midland and County officials continue to work together to determine the feasibility of reuse of the Bethel School site. Citizen input should be solicited in order to determine the best use(s).

# Goal- Make social services more convenient by constructing facilities such as a library, senior center, and Town Hall within the plan area.

The Midland plan area currently lacks services such as those mentioned above. Unfortunately, the cost of these facilities may be prohibitive in the near future without assistance from grants, public/private partnerships, and County involvement. The closest library facility is located in the Town of Harrisburg. This library was funded jointly by the Town of Harrisburg and Cabarrus County and is located at 7100 Joe Sims Rd. The Town of Mt. Pleasant library was funded with donations from the Cannon Foundation that matched the funds donated by the public. This course of action may present an option for the Midland Plan Area residents to possibly construct a library in the plan area.

Recommendation- That Midland Officials communicate their needs to the Cabarrus County Board of Commissioners for consideration during future expansions and relocations of services. In the mean time, Midland Officials should pursue grants and public/private partnerships that may aid in achieving these services in a shorter time period.

Goal- To facilitate a greater police presence in the Midland plan area to control speeding, respond to emergencies and make residents feel safer.

Police protection in the Midland Plan area is provided per contract between the Cabarrus County Sheriff's department and the Town of Midland. The Midland plan area does not currently have a police substation. This issue lengthens response times and decreases the amount of time that police officers spend patrolling the plan area.

Recommendation- That Midland Officials consider providing office space for a designated police officer. This office may be staffed during peak times and will provide a greater police presence in the plan area. Fees for this service should be negotiated between the Town of Midland and the Cabarrus County Sheriff's department.

## **Open Space**

Goal- To provide a variety of recreational opportunities including passive and active recreational facilities such as parks, horse riding trails, walking trails, picnic shelters, bicycle routes and greenways.

The Midland Plan area currently lacks any County maintained recreational facilities outside of the ball fields at the existing Bethel Elementary School. The residents of the plan area recognize that recreational opportunities contribute to their quality of life. The Livable Communities Blueprint was completed in 2002 and calls for the construction of a Neighborhood Park to be situated at the new Bethel Elementary School. In addition to the Neighborhood Park, two bicycle and pedestrian routes are planned for the Midland Plan Area (see Map 12, Proposed Parks, Bike and Pedestrain Routes).

Recommendation- That recreational facilities are constructed according to the recommendations of the Livable Communities Blueprint as funding becomes available. The Town of Midland chose not to participate in the planning of this document. It is desired that priority will be given to the Midland Plan area due to its lack of recreational opportunities within close proximity. Funding and prioritization of these projects will ultimately be at the discretion of the Cabarrus County Board of Commissioners. Additional monies may be available through application to the Clean Water Trust Fund or the Parks and Recreation Trust Fund.

#### Goal- To preserve and maintain scenic vistas and open space.

Several methods of open space protection were discussed during the citizen-input phase of the land use planning process. It was decided that a multi-faceted approach would work best in achieving the plan area's open space goals. The following methods were preferred by residents of the plan area:

#### Cluster Development

A cluster develop is one tool commonly used to preserve open space. This technique sets a maximum density limitation rather than a minimum lot size for each development. In exchange for greater lot size and setback flexibility the developer agrees to preserve a percentage of the project area as permanent open space. The resulting open space may be used for recreational and/or agricultural purposes. It also requires that the development be screen from adjacent roadways by vegetation, landscaped berm, or other types of opaque screening. Most cluster development standards require that at least 30 to 50 percent of the total project area be preserved as open space in order to qualify as a cluster development. The current Midland and Cabarrus County Ordinances require that 30 percent be preserved.

The concept of clustering development on smaller lots in exchange for the preservation of open space is being used successfully in several area communities including Cabarrus County. Both the County and Town zoning regulations include provisions for the approval of cluster subdivisions. While the use of cluster subdivision techniques is being used successfully in the suburbanizing portions of the County they have not been widely used in this area. The major reason is poor soil conditions and the absence of public utilities in the unincorporated portions of the planning area.

When an area is already zoned to permit a density of one unit per acre and soil conditions in the area require an acre or more for a private septic system there is no incentive to use of cluster development techniques available. At this time, the only feasible means for a cluster subdivision to occur would be for the development to include the provision of a private package sewer facility in order to permit development on lots smaller than an acre. Either the provision of public utilities or the reduction of permitted residential densities would encourage the use of cluster development techniques in the planning area.

Recommendation- That cluster development continue to be encouraged especially in areas with access to public water and sewer.

#### Transfer / Purchase of Development Rights

Ultimately the best way to ensure the protection of open space and agricultural land is to eliminate the potential for any development to occur by purchasing the right to develop land from a willing seller. There are two means by which development rights may be purchased. The first is by a government or non-profit agency and the other is by the private sector.

Non-profit and government involvement in the purchase of development rights began in the 1970's in the Eastern United States. It is seen as a less expensive way to protect open space than the outright purchase of a tract of land for three reasons. First, the cost to purchase development rights is typically less than the outright purchase of a tract of land. Second, since the land still belongs to a private citizen the costs associated with managing the land remain the responsibility of the landowner. Finally, since the tract is still in private ownership property tax on the agricultural value of the land are still paid.

The private sector can also be involved in the purchase of development rights. In this scenario the public sector permits a development company to purchase development rights in one area and transfer those units to another portion of their jurisdiction. This permits the developer to increase the permitted density for their project in a receiving area while at the same time protecting farmland and open space in a sending area.

It is important to state that either option is a purely market driven, voluntary method by which to preserve agricultural land and open space. Each option requires both a willing seller and a willing buyer. While the first option is already established through the existing area land trusts it could be even more successful. Around the region there is not a lack of willing sellers but a lack of funding to accommodate willing sellers. To date, there is not an example of the second option in the region.

Recommendation- Although this method can be extremely effective when done properly, its administration can be costly and labor intensive. It is recommended that this option be taken into consideration but put on hold until a countywide program can be put in place. Land Trusts have also played an effective role in the development of TDR programs. The County currently works closely with several land trusts and looks forward to expanding these relationships in the future.

## **Transportation**

## Goal- To develop a mass transit system that provides access to Charlotte.

The southern portion of Cabarrus County currently lacks any form of organized mass transit. The first step in securing such a program is to approve a land use plan that promotes increased densities along the suggested route. In the Midland Plan area mass transit would likely travel along Hwy 24/27 or potentially the rail line once light rail is established in the plan area.

Recommendation- Approve the proposed Midland Area Land Use plan which includes higher density development centered around transit corridors. It is also recommended that Midland officials cooperate with Concord, Charlotte and Cabarrus County officials so they may be included in negotiations for increased transit opportunities in the plan area. Concord is expected to begin operation of its own transit system in late 2004 offering service to Kannapolis and Concord and will continue to offer express service to Charlotte. The Charlotte Area Transportation System, CATS, currently sponsors express service to Concord and offers vanpools and other services. It is strongly recommended that Midland officials elect to participate in the MPO in order to be considered for route extensions and other new programs.

# Goal- To improve poorly maintained secondary access roads and establish alternatives to Hwy 24/27 and US Hwy 601.

The North Carolina Department of Transportation (NCDOT) looks to its various planning organizations for assistance with additions to and prioritization of its Transportation Improvements Program (CIP). In our area the primary organization in the Metropolitan Planning Organization (MPO) Because Midland has opted not to participate in this organization is does not have a solid voice when transportation projects are being considered.

Recommendation- That the Town of Midland join the Metropolitan Planning Organization and appoint a board member and staff to participate in transportation planning for the plan area.

### Development

Goal- To promote the construction of apartments, townhomes, and appropriate manufactured housing to provide affordable housing opportunities within the plan area.

In September 2002, the Midland Town Council voted to eliminate mobile homes as a permitted use in areas outside of mobile home parks. This action drastically reduced the amount of affordable housing within the Town limits. Single and doublewide mobile homes are still permitted in certain districts within the unincorporated area of the plan area. Modular housing is built to state building code standards and thus cannot be prohibited from any area where single family homes are permitted. Although they are rarely constructed, apartments and townhomes are permitted within appropriate districts throughout the plan area. Approval of an enhanced mixed-use district would provide an additional tool for encouraging apartments and townhomes to locate in area where increased density is desired and affordable housing options are limited.

Recommendation- Approve the proposed Midland Area Land Use plan which includes mixed-use designations where increased density is desirable (see Map 9, Future Land Use). Create a mixed-use district that will encourage a greater variety of uses and requires more cohesive planning than is currently required in the existing HDR/MU district. In addition, it is recommended that the Town continue to apply the standards of the Mobile Home/Mobile Home Park Ordinance to regulate mobile homes in a manner that is safe and aesthetically pleasing. The Midland Town Council may consider expanding the Mobile Home Overlay District to areas where this type of development is predominant and appropriate.

Goal- To encourage additional services to locate within the plan area. Desired services include restaurants, shops and a grocery chain.

Services such as grocery stores, restaurants, and shops are spurred by population density and demographics. Residents of the plan area will need to be patient while the number of roof tops increase in the plan area creating a larger customer base.

Recommendation- Approve the proposed Midland Area Land Use plan which includes mixed-use designations and commercial zoning where increased density is desirable (see Map 9, Future Land Use). If some interest is evident, the topic of liquor by the drink should be considered and debated within the Town limits to encourage increased private investment in the plan area. Continue to plan for orderly and appropriate development, which will increase population density and continue to promote the Midland area as a desirable place to live.

#### **Town Center**

Goal- To establish a Town Center that combines a mix of uses, creates a walkable environment and showcases the charm and character that is representative of the Midland plan area.

The concept of a Town Center was discussed at length during the citizen-input phase of the land use planning process. In all, three (3) potential sites were discussed. The first option centered around the traditional downtown Midland, often referred to as "Old Midland". The second site made use of the existing Bethel School and included several large vacant tracts adjacent to the school site. The last option featured what is often referred to as the crossroads, the intersection of NC 24/27 and US Hwy 601. In the end it was decided that Old Midland was not an appropriate option due to its lack of vacant land and more importantly, lack of adequate access. The remaining sites were both considered appropriate but the crossroads site was favored. It was decided that both areas could support some type of mixed-use development with emphasis on the crossroads location for civic uses. Social services may be an acceptable use for the location at the existing Bethel School in addition to a variety of other commercial and residential uses.

Recommendation- Approve the proposed Midland Area Land Use plan which includes mixeduse designations that support a Town Center style development in the areas that have been deemed appropriate (see Map 9, Future Land Use). Create a Planned Unit Development (PUD) district that will promote the orderly development of mixed use projects in the Midland and County Ordinances.

## **Design Standards**

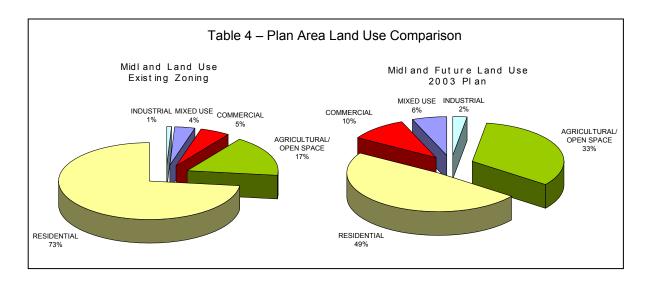
## Goal- To protect and enhance the rural character of the Midland plan area.

Throughout the citizen-input phase of the land use planning process residents expressed concerns about the quality of development being constructed within the plan area. Many residents expressed concerns that new development might make NC 24/27 look similar to Independence Boulevard in Charlotte that is characterized by large neon signs, multiple access points, and lack of visual appeal. There was also concern that existing structures would be razed and historical significance would be lost. Architectural design guidelines can de drafted to prescribe certain desired features including roof types, building materials, façade details and scale. These features can enhance the existing character of the Town in areas where desired and appropriate.

Recommendation-Work with planning staff to develop an overlay district to require new development to adhere to design guidelines. Apply this district to NC 24/27 and any other areas where deemed necessary and appropriate. Consider revising the current sign standards to prohibits signs that are too large or distracting while promoting signs that are appropriately sized and aesthetically pleasing.

#### **FUTURE LAND USE**

The 2003 Future Land Use Map (see Map 9, Future Land Use) was created in accordance with the goals and recommendations featured in the previous section. In general, the 2003 plan differs from the 1997 plan by slightly increasing the amount of commercial and industrial zoning, decreasing the low density residential zoning and increasing the amount of mixed use development. The 2003 plan also significantly increases the amount of land area protected by agricultural/open space zoning (see Table 4, Plan Area Land Use Comparison). It is important to understand that although the featured zoning



designations correspond to specific parcel boundaries, the district locations are shown in a general sense. Actual designation boundaries may differ slightly and some interpretation by governing boards is appropriate. The 2003 Future Land Use Map features eight (8) different zoning categories. These categories, increasing in order of intensity, are as follows:

☐ The Future Employment district shows areas reserved for future employment growth.

These areas are reserved for the development of industrial, research, large office, and warehouse/distribution uses. This designation allows for some flexibility to account for

market demand. On a limited basis, the Future Employment district may be used for the development of mixed use residential and employment developments. The future employment designation is shown in three (3) locations on the 2003 Midland Future Land Use Map, these areas are listed below.

<u>Property surrounding the Concord Motorsports Park</u>- This area contains an adequate supply of vacant acreage and would provide an excellent location for motorsports related businesses and activities. Industrial and commercial uses are preferred due to traffic, noise, and public safety issues related to the current operation of the speedway.

Property located adjacent to the Mecklenburg County Line north of the railroad and south of NC 24/27- This property has been designated as a commercial district since zoning began in Cabarrus County. It features a rare combination of vacant acreage, adequate access to a major thoroughfare and Highway (NC 24/27 and I-485), and railway access. These characteristics present a prime location for large scale, employment-generating operations. Operations of this type would require the extension of utilities to this area.

This location serves as a gateway to Cabarrus County and care should be given to ensure that aesthetic value is promoted and not compromised. Development located along either side of NC 24/27 shall be subject to the additional standards prescribed by the Thoroughfare Overlay Zone (TOZ).

Property located east of "Old Midland" on the north and south side of the railroad- This property is located within close proximity to US Hwy 601 south. It contains large vacant parcels and features unique access to the railroad on both sides. Railroad transportation is once again gaining popularity as cost effective means for transportation of products and raw materials. It is also located adjacent to the existing Midland Enterprise Zone.

The Agricultural/Open Space district features residential uses that support those working on and/or owning the land, home occupations allied with existing residences, and very limited business endeavors. Public utilities are not planned for this area. The primary activity is agricultural/housing and businesses are typically related to and supportive of the practice of modern day agriculture. Manmade uses must take care to enhance and not detract from the essential character of the area. This district is proposed for areas within the Midland plan area that feature significant natural resources and should remain protected from over development by encouraging agrarian and residential uses on larger lots.

The Countryside Residential district emphasizes a strong rural, pastoral feel. Natural
environmental elements should be retained if at all possible. In these areas density will be
kept very low. Development will include standard single family detached dwellings, other
more intense forms of residential settlement such as townhouses are permitted as long as
site sensitive design occurs. Cluster development standards are required.
The Low-Density Residential district is primarily residential in nature with little or no
likelihood of public utilities within a twenty-year horizon. The minimum Lot Size is One (1)
Acre, 1/2 acre if public water and sewer are available. Although the district is primarily
residential in nature, there are a variety of non-residential uses that are permitted.
The Medium Density Residential district is intended to permit development with a
moderately high-density community character. This is the zoning district primarily designed
for both existing and future conventional subdivision type development. Residential
development options for this zone includes the single family detached residence, the duplex,
and townhouses. These zones are located where public utilities either are available or are
envisioned available within the next ten years.
The Mixed-Use district is intended to provide a means for planned developments that

contain a mix of residential and non-residential uses. Three (3) locations within the plan area have been designated for this type of use, these are:

The property located north of NC 24/27 at the Mecklenburg County line- This property provides an opportunity for a walkable neighborhood development that would complement the variety of uses planed for the nearby I-485 interchange area (see Appendix A).

The property abutting the existing Bethel Elementary School-This property was considered the second choice location for a Town Hall. Reuse of the Bethel School could facilitate and emphasis on social services in this area. Several large, vacant parcels exist in this area and adequate access is available.

<u>The property at the "Crossroads"</u>- As noted earlier, this property was identified as the preferred location for a Town Center type development. It provides proper access, large vacant acreage, and a prominent location at he intersection of US Hwy 601 and NC 24/27. This location would be an appropriate site for a Town Hall, Library, or other public services surrounded by a pedestrian friendly village center that may include other office, retail, and employment uses.

- ☐ The Limited Commercial district is reflective of the existing commercial uses in Midland.

  These areas shall be of a variety of commercial uses ranging in intensity and will not incorporate residential areas. Large-scale commercial development in these areas should be considered carefully on a case by case basis.
- ☐ The **General Industrial** district is reflective of existing industrial areas. These areas provide adequate access to transportation and services complementary to industrial use.

## Transportation

The Midland Plan Area recognizes that there is a direct relationship between land use and transportation in planning for the Town's future development needs. It is necessary to encourage a future land use pattern that efficiently utilizes the capacity of the existing transportation system while planning for future traffic increases.

The Metropolitan Planning Organization (MPO) is established by the federal Inter-modal and Transportation Efficiency Act. The MPO is an organization that makes it possible to advance



transportation planning in the area. The Town of Midland is not currently a member of the MPO, therefore potential transportation projects will not receive priority for federal funding. Despite a lack of funding, plan area residents have identified several areas where improvements are necessary should funding become available (see

Table 5, Citizen Recommended Transportation Improvement Projects). Because the Cabarrus Rowan MPO is an established transportation planning body located adjacent to the planning area, it is recommended that Midland officials pursue membership in the Cabarrus Rowan MPO.

There is currently one (1) transportation improvement planned and funded by NCDOT for the Town of Midland (see Map 10, Midland Area Plan Transportation Improvements). This is the widening of Hwy 601 S. in front of the Midland Post Office; this will accommodate the addition of turning lanes and will ease some congestion on US Hwy 601 in that area.

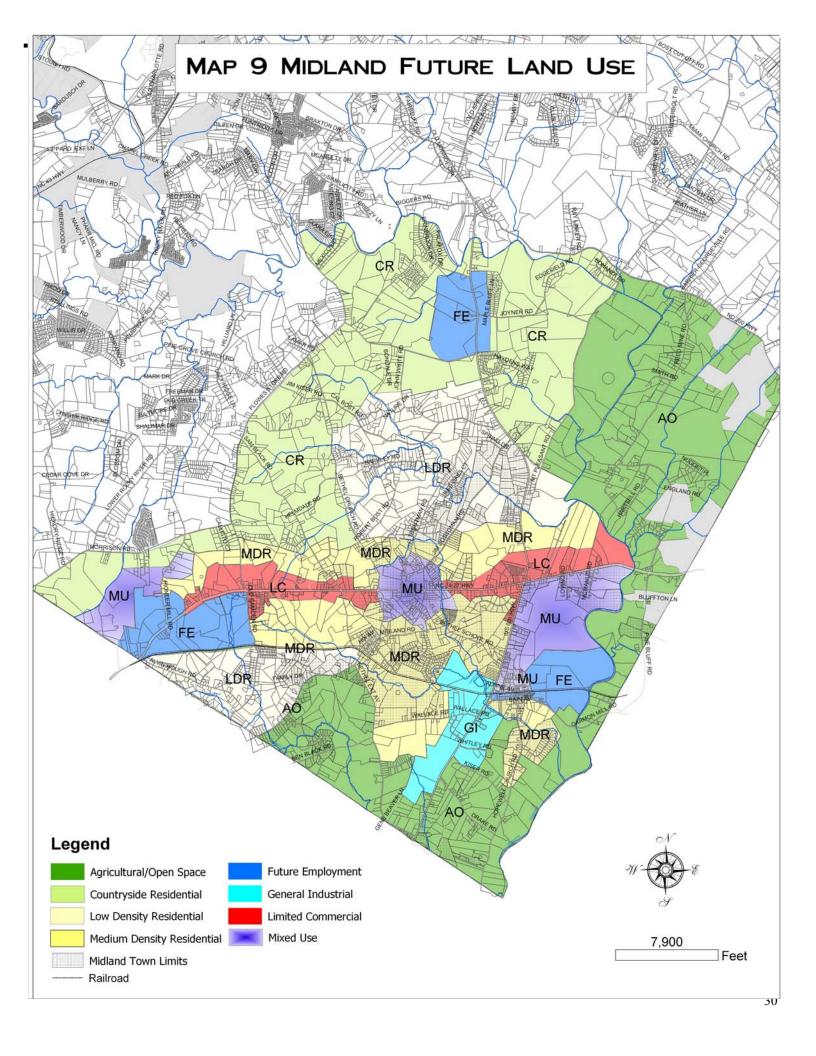


Table 5 Citizen Recommended Transportation Improvement Projects							
Location	Problem	Recommended Action					
Intersection of NC 24/27 @ US Hwy 601	Dangerous Intersection	Reduce Speed Limit					
City Wide	Speeding	Reduce Speed Limit					
Bethel Church Rd @ NC 24/27	Dangerous Intersection	Install Traffic Signal					
Old Camden Rd/Flowes Store Rd/Hwy 24/27	Dangerous Intersection	Install Traffic Signal					
Pine Bluff Rd @ Hwy 24/27	Dangerous Intersection	Install Traffic Signal					
Hwy 601 @ Midland Rd	Dangerous Intersection	Install Traffic Signal					
Flowes Store Rd	Dangerous, Poor Visibility	Reduce Speed Limit					
Hopewell Church Rd.	Dangerous Road	Road Widening					
Bridge over Muddy Creek	Dangerous Bridge	Elevate the Bridge					
Cal Bost Rd. over Anderson Creek	Dangerous Bridge	Widening/New Bridge					
NC 24/27	Overcrowding and Congestion	Determine Alternate Routes					
Jim Sossoman Rd. over Anderson Creek	Dangerous Bridge	Widening/New Bridge					

#### Water and Sewer Infrastructure

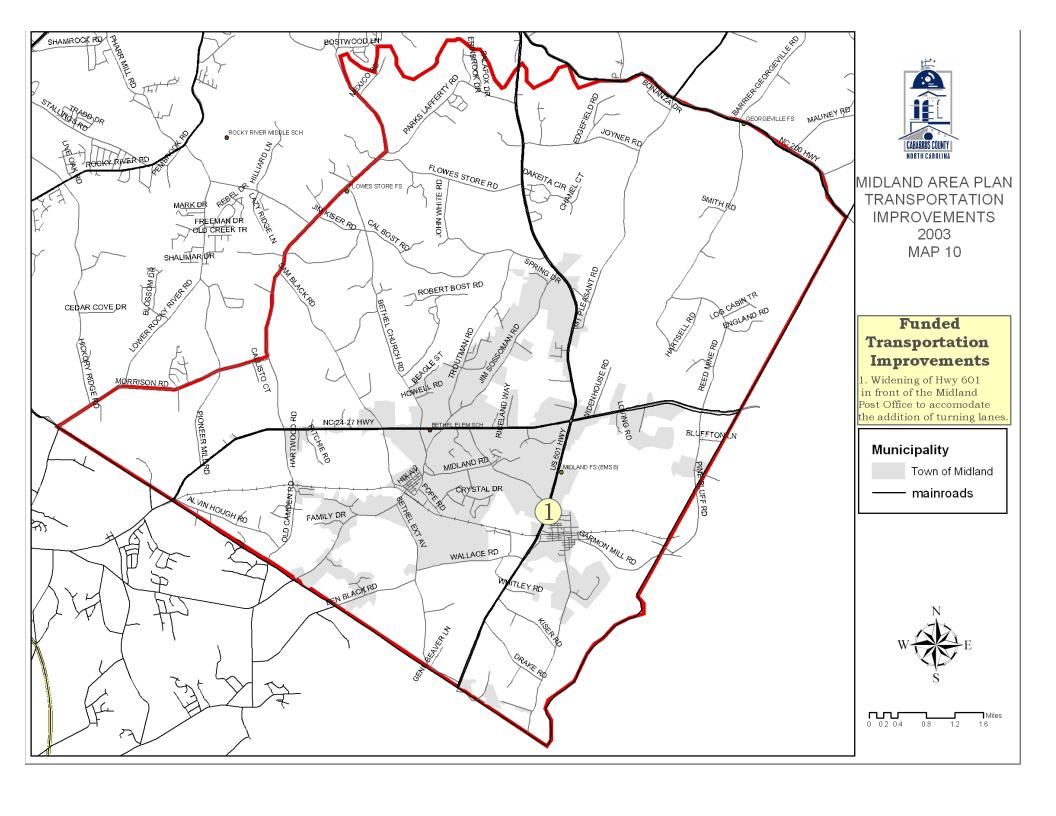
The Midland Plan Area is in desperate need of water and sewer infrastructure. The City of Concord is the retail provider for water treatment and delivery. The City of Concord is responsible for serving the existing customers as well as extending the water lines. The Water and Sewer Authority of Cabarrus County (WSACC) owns and operates the Muddy Creek Wastewater Treatment Plant as well as the sewer line that is utilized with it. One of the issues associated with the extension of water and sewer infrastructure in the plan area is the cost associated with it. The existing infrastructure in Midland was paid for with grant money in the 1980's (see Map 11, Existing Infrastructure). These water line extensions were based upon

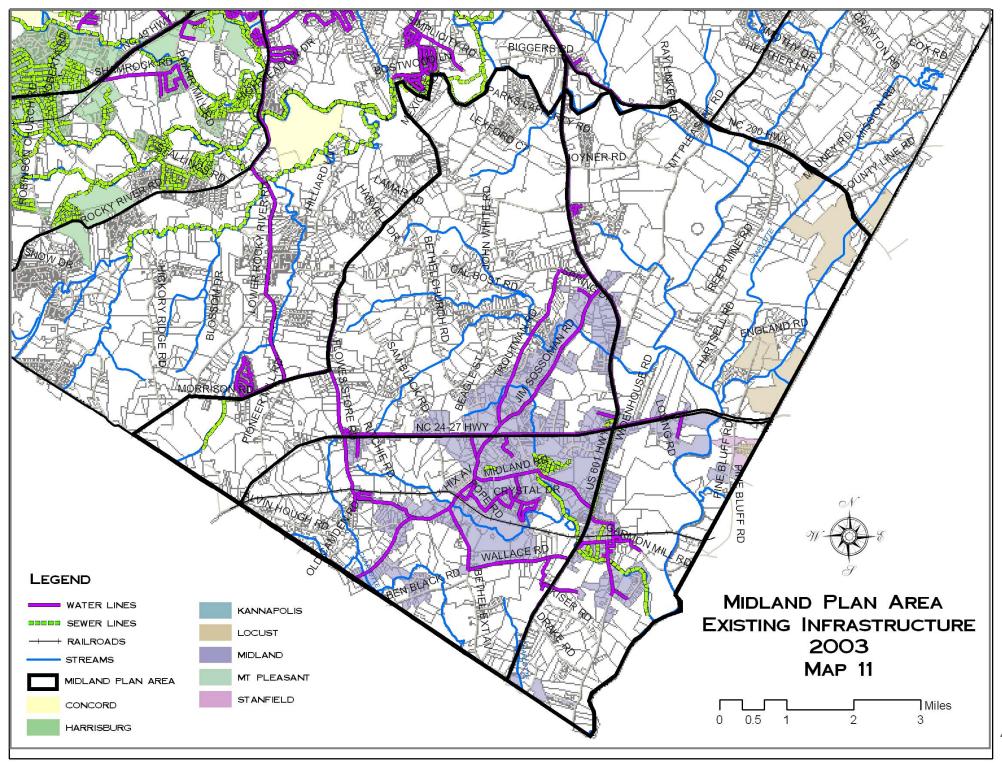
population density. Due to the fact that Cabarrus County is a fairly prosperous county, it is doubtful that additional grant funding could be obtained. The base income for the County is too high to qualify for those grants.

In addition to the extensive cost of infrastructure, the placement of infrastructure is equally important. The residents of the plan area need to have an idea as to how they are planning to develop in the future so that water and sewer lines can help guide that development in an orderly and positive fashion. This land use plan will help determine where the residents would like to see commercial and residential development and will likewise help the City of Concord to be able to work with the citizens to make these future plans a reality. Not only will the location of infrastructure need to be determined, but also the timing and possible sources of funding as well. Preliminary data collected during the land use planning process showed that the projected population for the Midland plan area in the year 2020 fell short of the projections prepared by Black & Veatch for their 2002 Water and Wastewater Master Plan for Cabarrus County by 1,879 persons or approx. 723 households. The 2003 Future Land Use Map projects a population increase that falls 6,350 persons below that of build-out utilizing existing zoning conditions (see Table 6- Build-Out Population Projections). It is important for the citizens to realize that development is not feasible for all areas at this time and that the expense of serving individual users may be cost prohibitive.

The City of Concord has secured enough water for the next 3 years through inter-basin transfer and other sources are currently being pursued. Regardless of the source, the cost of waterline or sewer line extension will be extremely expensive and the Town of Midland will have to incur this cost. Even if loans are secured, tap fees assessed, and other financial methods used, there still needs to be a customer base large enough to pay off the debt incurred. Current wastewater treatment capacity at the Muddy Creek Wastewater Treatment Plant is 15-30,000 gallons per day capacity. This capacity could be increased to 300,000 gallons per day if new modules are approved and constructed. The average household produces 250 gallons per day.

New water and sewer lines will bring new development to the area. This includes, new homes, business, jobs, income and the residents of the area need to be ready for that growth. The City of Concord has said that if Midland will build the lines, then the City of Concord will serve them with water.





## **Schools**

As a result of the increased development in Cabarrus County, the Cabarrus County School District developed the Cabarrus County 15-Year Facility Plan. This plan outlines current

enrollment numbers, school population projections, timelines for acquiring lands and constructing new schools, replacing old schools, or expanding existing schools. The data used to develop the 15-Year Facility Plan represents a "snapshot" at this particular point in time. The data will be revisited and revised, as new information becomes available.



The Midland Plan Area currently has one school within its

boundaries. The Bethel Elementary School (pictured at right) is located on Hwy 24/27 and has capacity for 528 students. The 15-Year Facility Plan calls for a new elementary school to be constructed and opened for the 2004-2005 school year. This new school is currently under construction on Midland Rd. and once completed will have capacity for 1000 students. It will be a replacement for the existing Bethel Elementary School. The plan also calls for the construction of a new High School to serve Midland and other area residents to be located somewhere within the Reedy Creek Basin. This school is expected to be completed by 2008-09. The 15-Year Facility Plan doesn't project a need for additional schools in this plan area, therefore this plan does not attempt to identify areas for future facilities. Discussion is currently underway to determine an appropriate use for the existing Bethel School once the new facility is open.

## Recreation

The *Livable Community Blueprint* was completed in 2002 to assist Cabarrus County and its municipalities in identifying future recreational needs. Included in this study were possible locations for active and passive park and recreational facilities as well as bicycle and pedestrian routes. This plan will guide the county's recreational goals over the next decade.

It has been established that participation in recreation and leisure activities can elevate the quality of life for the citizens of this area. Recreation is a basic necessity that promotes physical and psychological well being. Another positive aspect of recreation is that these facilities provide open space that enhances the desirability of an area and contributes to the health and safety of its inhabitants.

## Table 6- Build-Out Population Projections

## Midland Plan Area Projected Growth at Build-Out

Existing Zoning Conditions

201 <sub>]</sub> 11 <sub>]</sub> G	TOTAL ACRES	ADJUSTED ACRES	PSRMITTS D UTJITS/ACRS	TYPICAL ULJITS/ACRE	TOTAL UIĮTS PSRMITISD	TOTAL UTJETS TYPICAL	X 2.6PERSONS / UNIT PERMETTED	X 26 PERSONS / UNIT TYPICAL
AO	5,529.75	3, 870.82	1	1	5, 529.75	5,529.75	14,377.35	14,377.35
CR	5,673.00	3,971.10	1	1	5, 673.00	5,673.00	14,749.81	14, 749.81
HDR	215.18	150.63	18	8	3, 873.22	1,721.43	10,070.38	4,475.72
LDR	14, 128.62	9, 890.04	1	1	14, 128.62	14, 128.62	36,734.42	36, <i>134.42</i>
MDR	3,252.38	2, 276.66	4	3	13, 009.50	9,757.13	33,824.71	25, 368.53
						TOTAL	109,756.67	95,705.84

# Midland Plan Area Projected Growth at Build-Out Future Land Use Conditions

ZONING	TOTAL ACRES	ADJUSTED ACRES	PERMITTED UNITS/ACRE	TYPICAL UNITS/ACRE	TOTAL UNITS PERMITTED	TOTAL UNITS TYPICAL	X 2.6 PERSONS / UNIT PERMITTED	X 2 6 PERSONS / UNIT TYPICAL
AO	10,372.52	7,260.76	I	I	10, 372.52	10,372.52	26,968.54	26, 968. 54
CR	7,750.78	5,425.55	I	I	7,750.78	7,750.78	20,152.03	20, 152. 03
LDR	3,193.95	2,235.77	I	I	3, 193. 95	3, 193.95	8,304.28	8, 304.28
MDR	4,349.89	3,044.92	4	3	17,399.56	13,049.67	45,238.86	33,929.14
						TOTAL	100,663.71	89,353.99

<sup>\*</sup>Report includes all residentially zoned properties within the Midland plan area that are currently vacant or contain one structure on a parcel of greater than 10 acres. Adjusted acreage assumes that 70% of properties that meet the criteria are developable.

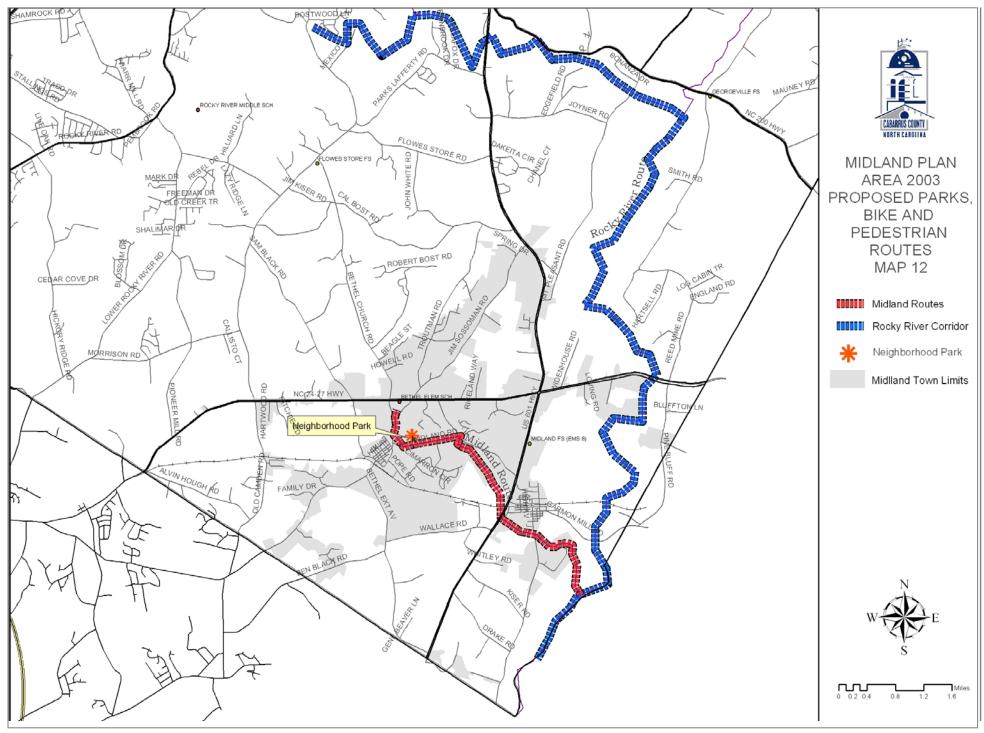
The Midland Plan Area currently does not have any County maintained park facilities. Ball fields are currently available at the existing Bethel School and are in use whenever possible.



The Historic Reed Gold Mine is also located with in the plan area and provides limited recreational opportunities. A County-State partnership hopes to open up that property for additional opportunities once necessary funding is made available. The Livable Community Blueprint (LCB) recommends the construction of a Neighborhood Park in the Midland Plan Area. This Neighborhood Park will be pursued as a School Park

concept at the replacement Bethel Elementary School. A Neighborhood Park is traditionally .25 to 3 acres in size should be easily accessible to the neighborhood population and should be geographically centered within safe walking and biking distance. It should also provide activities for all ages that may be passive or active such as playgrounds, basketball courts, baseball, soccer or football fields, and picnic shelters. There are also additional park facilties planned for the Midland Area that are identified in the LCB. These parks are not geographically located at this time, these locations will be determined in the future as the need arises and the funding becomes available.

In addition to the Neighborhood Park and other planned parks, two bicycle and pedestrian routes are planned for the Midland Plan Area (see Map 12, Proposed Parks, Bike and Pedestrian Routes). The first runs along the Rocky River south to the county line where it connects to Clear Creek. The Midland Route was designated to connect the town, the new school site, and future developments with Muddy Creek and southward linking with the Rocky River Route. With increasing interest in alternative modes of transportation, these routes can provide bicyclists and pedestrians with alternative modes of transportation within their communities.



## APPENDIX A

