



Wingate 2020 Plan
Comprehensive Plan
and Concept Plan

Submitted to:

Town of Wingate,
North Carolina

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Executive Summary

Wingate is a unique small college town on the edge of a vibrant, growing metropolitan area. As the influence of Charlotte, along with its associated growth demands, moves past Monroe along Highway 74, Wingate will face increased service demands, and new growth challenges. The pending construction of the Monroe Bypass compounds these challenges, but also brings additional opportunities for the Town to seize at this critical juncture.

The First, Big Step

The Town of Wingate has overcome one of its most challenging goals – recognizing that growth patterns and approaches to growth management must change. The proposed vision laid out at the beginning of this planning process is one of a compact, mixed-use, diverse Town with an emphasis on sustainable practices. This vision was articulated by the citizens of Wingate throughout the process as a means of accommodating future growth and preserving the intrinsic values that make Wingate so attractive.

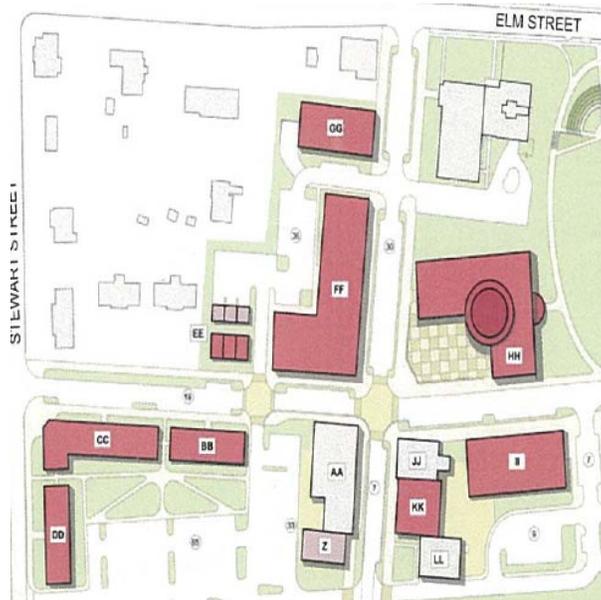
Chartering a New Course

The GHD team retained the Town of Wingate to develop a 10 year Comprehensive Land Use Plan (Wingate 2020 Plan). The team worked with the Town of Wingate, stakeholders, and the public to craft a planning framework that viewed all elements of the Town as an asset. Optimizing fiscal, social and environmental performance of current assets – and planning for future assets in a like manner – resulted in a plan to guide the Town of Wingate toward sustainability.

Strategies for capturing the market potential for Wingate focus on key concepts in specific locations that would gradually re-make the town’s commercial district. These concepts aim primarily to establish Wingate’s commercial core as a walkable “College Town Downtown.”



One concept focuses on small-scale and specialty retail, cafes, farmer’s market, and pedestrian-oriented activity along North Main Street.



Another concept captures the opportunities for the “100 percent retail corner” at Main and Highway 74, for a health-oriented mixed-use project (including a branded Wingate University pharmacy) and another mixed-use development associated with the Jesse Helms Center.



An “eastern” corridor concept focuses on university and other housing, along with commercial redevelopment for anchor retail as a key strategy.



The “western” corridor concept recommends reconfiguration and expansion of existing shopping along with the establishment of a more formal civic node as a gateway into Wingate.



Redesign of the Highway 74 corridor through the town is a high priority, as the road acts as the spine for the commercial town center and presents an opportunity for increasing walkability. Infrastructure investment will most likely require grant funding as explored elsewhere in this plan. Other efforts, such as redevelopment of large portions of the corridor, would require site assembly and facilitation to encourage property owners to become vested in specific projects and to understand the financial returns. This can be accomplished, as has been done in many other places, through pro-active engagement by local stakeholders.

Part 1: Setting the Stage

Introduction

Plan Overview

The Wingate 2020 Plan is intended to ensure that the Town of Wingate, North Carolina develops and grows in ways that enhance the community's vitality and quality of life, while benefitting all permanent and temporary residents of the town. It builds on the existing strengths of the community and its desires for enhancement and growth. The plan will serve as the road map for achieving the goals set by the community vision established as part of this process. Comprehensive in nature, this plan addresses the numerous goals and objectives for aspects of community; including neighborhoods, natural and open space, infrastructure, and the full integration of the university community within the Wingate family; and the creation of a truly walkable and vibrant downtown to help create a "college town" atmosphere.

The Wingate 2020 Plan will serve as the blueprint for future growth. Its recommendations and ideas will help to shape and influence the town's form, character, and its goals and policies on a wide range of issues including land use, development, design, infrastructure and public investment priorities.

What is a Comprehensive Plan?

A comprehensive plan is a roadmap and vision that provides guidance on how and where a community will consider growth and change over a given period of time. The primary emphasis of a comprehensive plan is to guide decision makers, property owners, and residents on a range of issues including land use and community planning and capital investment decisions. Comprehensive plans include vision statements, maps, goals, policy recommendations, and action items to help address these topics.

Comprehensive plans provide guidance when reviewing zoning and development ordinances, capital improvement plans, and staff decisions.

Planning in North Carolina

The Town of Wingate's ability to adopt and implement a comprehensive plan is found in North Carolina General Statute 160A-381-392 which gives it the general police power to "define, regulate, prohibit, or abate acts, omissions, or conditions detrimental to the health, safety, or welfare of its citizens."

North Carolina municipal zoning enabling statutes have required zoning be "in accordance with a comprehensive plan," however neither the statutes nor case law mandate the preparation of a comprehensive plan. As such, there exists no definition of the required elements of a comprehensive plan or a set of mandatory procedures for their adoption. Local governments are able to choose to develop or not to develop a plan.

The state zoning statutes were amended to strengthen the role of adopted plans where communities have chosen to create them. The new law requires that the Planning Board review of proposed zoning amendments include an evaluation of the consistency of the proposed amendment with the adopted comprehensive plan, and any other relevant plans, that have been adopted by council. Council is required to adopt a statement on plan consistency prior to adopting or rejecting any proposed amendment. This does not, however, limit the discretionary power of the council to adopt or reject the proposed zoning amendment.

Why Does Wingate Need a Comprehensive Plan?

The comprehensive plan will enable Wingate to bring together multiple adopted policies and visions into a single plan. This will allow the town council, boards and committees to prepare and plan for anticipated growth with the overall goal of enhancing the quality of life for current and future residents.

A comprehensive plan serves as a road map for the future growth of the town, and is an important element of the cooperative relationship that the town shares with its partners, including Wingate University. The plan will allow the town and the campus to grow concurrently and in concert with each other. It will provide a vision for the role of the University within the Wingate community, and provide input to decisions made by the university. Existing and potential students, faculty, and staff will have a clear vision of how the town will evolve and grow. This will serve as a “selling point” and help attract new people to the university and the town. With a visionary plan in place, the town will be able to attract new residents and encourage students and faculty to stay in Wingate. In addition, by holding to a Plan the stakeholders become “stewards” of the Vision articulated by the citizens, insuring that Wingate continues to preserve the character that made it a lifestyle choice to its residents.

The Planning Process

The process used to develop the Wingate 2020 Comprehensive Plan involves a diverse group of community stakeholders, residents, elected and appointed officials, and provided multiple opportunities for participation and involvement throughout the 7-month process. The inclusionary process had multiple focus areas:

- 1) A future growth strategy centered around efficient and sustainable development patterns to enhance local quality of life;
- 2) A new “downtown”, with attention paid to enhance economic opportunities and;
- 3) Quality design, preservation of community character, and appropriate redevelopment.

This section summarizes the approach used in developing and communicating the plan.

Roles and Responsibilities

Wingate residents, business and property owners were charged with providing community input throughout the phases of the planning process. The public was invited and encouraged to participate in community meetings, focus groups, online discussions and a multi-day charrette.

Town Council supported the development of the plan and will ultimately be responsible for adopting the Comprehensive Plan and implementing its recommendations.

The Planning Board was involved from the beginning of the project and provided continuous feedback through the public meetings and plan development process.

Town of Wingate staff was responsible for overseeing the development of the plan and assisting the consultant team in organizing meetings, gathering data, and providing important feedback.

Key staff members from Wingate University were responsible for providing information regarding university data and input, and were essential in coordinating meeting facilities and other assistance throughout the process.

The consultant team comprised of GHD Consulting Inc., Fuss & O’Neill, Randall Gross/Development Economics, The Design Studio of Charles A. Rulick, and WWB Planning and Consulting, was selected through the Town of Wingate’s competitive bid process to develop the comprehensive plan.

Public Engagement

In an effort to create a very inclusionary process, the consultant team used a variety of media to reach out to the public. This included the creation of a designated website (www.wingate2020.com), a Facebook © page and a Twitter © account for communication and keeping residents “in the loop”, the use of the Town’s quarterly newsletter, media coverage in local and regional newspapers, announcements on the local cable station, and the use of the Town’s automatic telephone system.

Particular emphasis was put on maximizing the input and participation from the faculty, staff, and student body of Wingate University, through the use of traditional media such as the student newspaper and non-traditional social networking sites.

The consultant team reached out to other local governments and major stakeholders, emphasizing the importance of regional planning and role of Wingate within the greater Union County territory.

Community Meetings

The Town of Wingate hosted a public kickoff meeting on the evening of January 26, 2010. Almost 100 people participated in this initial interactive 2-hour event. After a brief presentation by the consultant team, the crowd divided into 10 smaller groups and participated in three facilitated activities.

Different ways of coming together for a community meeting.



Wingate residents broke into groups during the kickoff event to discuss their desires for the Town’s future.

Purpose of Community Meeting:

- To Get People Thinking
- To Learn what Residents Value
- To Learn what Residents Desire

Three Kickoff Meeting Activities:

- Visioning
- Likes/Dislikes
- Mapping Survey

Focus Groups

Focus groups were held at different times during the planning process. Small focus groups and stakeholder meetings were held in conjunction with the two-day kickoff event. Meetings were held with property and business owners, town officials and staff, as well as county staff and transportation officials from the NC Department of Transportation. On average between six and eight people attended these meetings.

In subsequent phases of the project, focus groups were organized with faculty and staff of Wingate University, as well as student groups. Additionally, two targeted focus groups of 10 people each were convened to help understand the issues surrounding infrastructure and service delivery. The responses helped frame the questions included in the online survey about prioritizing infrastructure and other capital investment.

Charrette

An important part of the comprehensive plan process was a multi-day charrette hosted by the Town of Wingate. This period of intense planning and design was open to the public and encouraged “hands on” participation and interactive discussions. The charrette process allows for the community to “get its fingerprints all over the Plan,” insuring that the Vision is developed for the people and by the people. The charrette was held from March 22, 2010 to March 26, 2010 and was hosted by Wingate University, the Wingate Baptist Church, and the Town. Almost 300 people participated in one or more of the open forums affiliated with the charrette. This represents a tremendous success for a town with 4,200 permanent and temporary residents.

The charrette kickoff was held on the evening of March 22, 2010, and was attended by over 100 people. Participants were invited to listen to a brief introductory presentation and then divided into smaller groups for three intensive and interactive exercises.



First Night – Kick off of Charrette Week Activities



Charrette Group Discussions



Mobility Affects on Developing Wingate

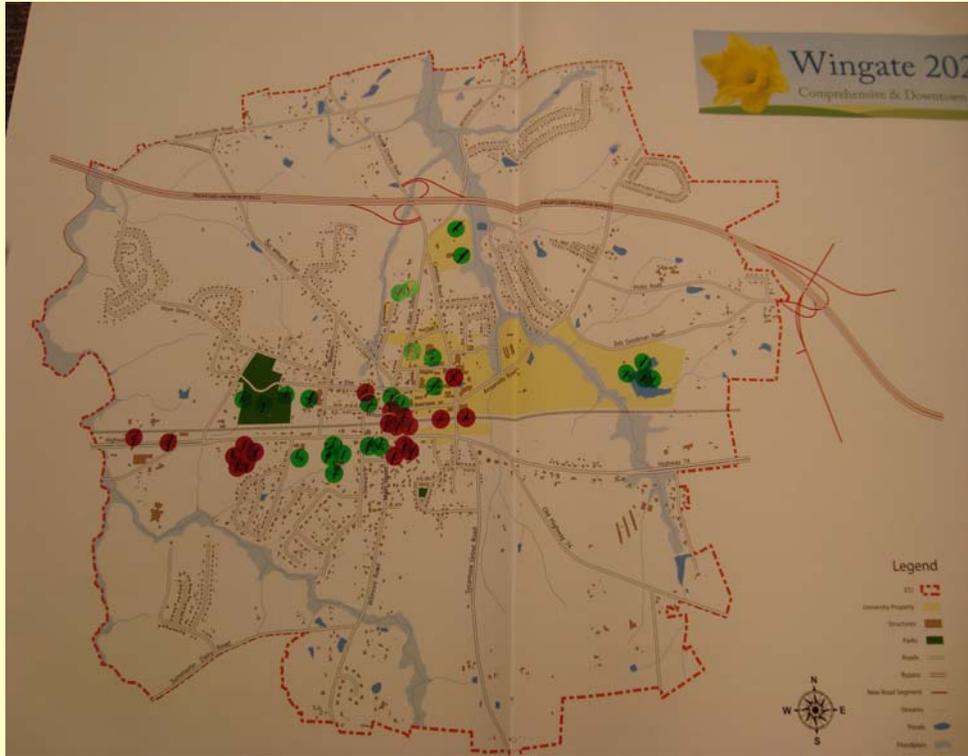
Charrette in Pictures



More discussion over the needs of Wingate



During the Charrette residents were given the opportunity to be the designer and draw their vision for Wingate's future



During the kickoff event, residents were asked to note their town's strength and challenges on a map through the use of colored stickers



Open House –Discuss thoughts on Project with Consulting Team

Survey

A brief online survey was conducted to evaluate satisfaction levels among Wingate residents regarding levels of service of three key Town elements: parks and recreation, mobility, and water/wastewater service.

The surveys were designed to help inform the planning process and establish priorities for investment and improvement over the next ten years. Results from the survey are presented and discussed in the appropriate sections of Part 2.

Proposed Vision Statement and Planning Themes

New Community Vision Statement

A key element towards guiding a planning effort is a vision statement. Prior to this project, the Town of Wingate did not have a vision statement. During the kickoff meeting participants divided into groups and came up with a variety of statements which mirrored their vision for Wingate. When analyzing the variety of statements, it became clear that the participants had common desires (ie. Caring College Town, Vibrant, Walkable, etc)

The proposed vision statement for the Town is as follows:

Wingate is a vibrant, friendly and caring college town for people of all ages and races. Wingate is responsive to the needs of its residents, honors its history while planning for growth, and values the educational and cultural benefits of the university. Wingate strives to be pedestrian-friendly and environmentally responsible while providing a healthy economic infrastructure and social opportunities for all.

Planning/Livability Themes

During consecutive public meetings, the Town of Wingate generated ideas of how they would like to blend concepts of mobility, open space, economics and livability together to create different planning themes that were of interest. The themes that continued to be discussed throughout the entire process were as follows:

- Create and Support Safe and Vibrant Neighborhoods and Public Open Spaces
- Promote Diversity
- Create Business Opportunities
- Encourage Partnership and Cooperation among Wingate Stakeholders
- Provide Mobility Options for Wingate Residents
- Create and Maintain Good Planning and Design Principles
- Provide Effective and Efficient Public Services

The Planning Area Defined

Population

Wingate's population grew steadily from 1970 to 1990, as shown in **Table 1**. From 1990 to 2000 the Town lost 415 people – almost 15 percent of its total population. By 2008, Wingate's state-estimated population was a significantly higher 4,225 – a 176 percent increase. This number reflects newly annexed areas of the

Town, newer subdivisions, and growth of the Wingate University student population.

While the Town’s population fluctuated from 1970 to 2000, the number of households grew at a steady rate, resulting in a decrease in average household size of one person from 1970 to 2000. The numbers of both total single-person households and age 65+ single-person households increased steadily over time. This pattern represents a growing number of housing units, and a shrinking, aging population.

The recently observed increase in population, from the 2008 estimate, hints at a shift in this trend. Confirmation or refutation of this change will not be possible until 2010 census information is released in 2011.

Table 1 Total and Households 1970-2008

	1970	1980	1990	2000	2008
Population					
Municipal Limit Total	2,569	2,615	2,821	2,406	4,225
Households					
Total Households	398	518	646	751	-
Persons per HH	3.3	2.89	2.79	2.46	-
1 person HH	78	118	113	206	-
1 person HH 65+	43	40	61	94	-

Source: United States Census Bureau, NC State Data Center

Table 2 Age 1970-2000

Age	1970		1980		1990		2000	
	#	%	#	%	#	%	#	%
0 – 4	120	4.67%	110	4.21%	126	4.47%	142	5.90%
5 – 14	262	10.20%	314	12.01%	326	11.56%	253	10.52%
15	53	2.06%	36	1.38%	49	1.74%	19	0.79%
16 – 17	30	1.17%	47	1.80%	84	2.98%	37	1.54%
Subtotal children under 18		18.10%		19.39%		20.74%		18.74%
18 – 20	1245	48.46%	924	35.33%	718	25.45%	504	20.95%
21 – 24	174	6.77%	338	12.93%	487	17.26%	338	14.05%
25 – 54	450	17.52%	592	22.64%	750	26.59%	737	30.63%
55 – 64	106	4.13%	133	5.09%	128	4.54%	162	6.73%
65 and up	129	5.02%	121	4.63%	177	6.27%	214	8.89%

Source: United States Census Bureau

Age data available from the Census for the Town of Wingate is presented in **Table 2**.

Census-based age data do show an interesting trend within the Town. The percentage of children (ages 0-

17) in the Town has remained fairly constant. The percentage of retired persons, and those beginning to reach retirement age (55 and up), have nearly doubled as a percentage of the total population, increasing from just over 9 percent in 1970 to 15.5 percent in 2000. Young adults, aged 18-24, represent the Town's largest decrease in population. In 1970, 55 percent of the population fell into this category. By 2000, that total was 35 percent.

Table 3 Ethnicity 1970-2000

	1970		1980		1990		2000	
	#	%	#	%	#	%	#	%
Ethnicity								
White	2134	83.07%	2179	83.33%	2206	78.20%	1685	70.03%
Black	420	16.35%	415	15.87%	585	20.74%	627	26.06%
Other	15	0.58%	21	0.80%	54	1.91%	94	3.91%

Source: United States Census Bureau

Census data on ethnicity for Wingate is broken into three categories: white, black, and other, and is displayed in **Table 3**. From 1970 to 2000, Wingate has diversified from 83 percent white and 16 percent black to 70 percent white, 26 percent black, and four percent other. Anecdotal evidence suggests that "other" is largely Latino, however previous censuses did not track that category for the Town. Current estimates by ethnicity are not available from the State and new census data will be available in 2011. Similar anecdotal evidence suggests the makeup of Wingate continues to diversify as Latino families make Wingate their home.

Table 4 Educational Attainment 1970-2000

	1970		1980		1990		2000	
	#	%	#	%	#	%	#	%
Education								
Nursery School Enrollment	-	-	15	0.57%	-	-	27	1.12%
K/Elementary Enrollment	-	-	281	10.75%	-	-	214	8.89%
High School Enrollment	-	-	108	4.13%	-	-	123	5.11%
Elementary/HS	-	-	-	-	404	14.32%	320	13.30%
HS Grads 25+	318	12.38%	601	22.98%	811	28.75%	839	34.87%
College Grads 25+	128	4.98%	286	10.94%	326	11.56%	293	12.18%
Little or No English 18+	-	-	40	1.53%	23	0.82%	57	2.37%
Little or no English 5-17	-	-	5	0.19%	0	0.00%	2	0.08%

Source: United States Census Bureau

Table 4 provides information on the education level of Town residents. Enrollment in nursery and primary schools has remained constant as have the percentage of persons of that age. Wingate has experienced a pronounced increase in the percentage of its workforce that has graduated high school and

an equally significant increase in the percentage of college graduates.

Table 5 Income 1970-2000

	1970	1980	1990	2000
Income				
Median HHI	-	\$18,796	\$32,353	\$33,750
Median HHI - 2009 BLS Adjusted	-	\$48,937	53,105	\$42,047
Median Family Income	\$8,984	\$22,031	\$37,862	\$45,250
Median Family Income - 2009 BLS Adjusted	\$49,675	\$57,360	\$62,148	\$56,375
Families income under 5000	75	19	0	-
Families income 5-9999	118	34	15	-
Families income 10-14999	92	54	50	29
Families income 15-24999	32	131	99	54
Families income 25-49999	0	138	243	143
Families income above 50000	0	12	114	214
Pct persons in poverty	20.3	8.7	9	20
Pct White poverty	-	2.08	5.76	16.21
Pct Black poverty	-	29.56	16.14	28.6
Pct Children (under 18) poverty	19.46	12.67	15.25	20.92
Pct 65+ poverty	36.43	14.88	10.73	21.01

Source: United States Census Bureau

Table 5 illustrates real incomes, as determined by inflation-adjusted 2009 dollars calculated by the Bureau of Labor Statistics, have decreased in Wingate since 1990. This does not match local or national trends for the time period. Further analysis of the economic conditions of the Town of Wingate will seek to understand this change.

Table 6 Population Projections for the Town of Wingate

	2010	2020	2030		
	#	#	%	#	%
Union County Projected Growth Rate	-	-	42.10%	-	32.08%
Wingate Projected non-Student Municipal Population	3,084	4,382	42.10%	5,788	32.08%

Population projections are available from the State of North Carolina at the county level. Local population projections must be extrapolated from county growth patterns. Historically, the Town of Wingate has not mirrored the growth patterns of Union County as the western reaches of the county grew due to proximity and accessibility to employment centers in Charlotte. When the Monroe Bypass is complete, travel times to employment centers in Charlotte will be significantly reduced and growth patterns in Wingate may begin to match those of Union County as a whole.

The above population projections for the Town of Wingate, shown in **Table 6**, are based on Union County's projected growth rates. Thus, the Town projections assume that Wingate will increase its total population

from 2010 to 2030 at the same rate of growth that is forecast for the county as a whole. The state's 2008 estimate of 4,225 is used as Wingate's total population for 2010 as little new housing has come online since 2008. Non-student population is used for this projection to remove the influence of the Wingate University population on the Town's residential growth projections. The University does plan to grow in its enrollment, but such growth can and should not be tied to permanent residential growth. The projected non-student population for 2010 was calculated by subtracting the reported Wingate 2009-2010 academic year on-campus student population of 1,141 from the 2010 population estimate discussed earlier.

In absence of reliable trend data for the Town of Wingate, the projected numbers above, based on countywide trends, represent an aggressive projection. More recent political and economic conditions, such as sewer moratoria and a significant downturn in the global economy and local housing market, are not captured by trend data available from the state.

Housing

Table 7 Housing Characteristics 1970-2000

	1970		1980		1990		2000	
	#	%	#	%	#	%	#	%
Housing Units								
Total Units	411	-	562	-	702	-	825	-
Unit Occupancy								
Total Occupied Housing Units	398	96.84%	522	92.88%	652	92.88%	751	91.03%
Seasonal Housing Units	0	-	0	-	0	-	11	1.33%
Vacant Housing Units	13	3.16%	40	7.12%	50	7.12%	74	8.97%
Owner Occupied	254	61.80%	371	66.01%	444	63.25%	422	51.15%
Renter Occupied	144	35.04%	151	26.87%	208	29.63%	329	39.88%
Mobile Homes	56	13.63%	30	5.34%	41	5.84%	21	2.55%
Substandard Units	101	24.57%	42	7.47%	44	6.27%	47	5.70%
Unit Age								
Less than 10 yr	204	51.26%	174	33.33%	191	29.29%	109	14.51%
10-20 yrs	67	16.83%	175	33.52%	269	41.26%	182	24.23%
20-30 yrs	19	4.77%	68	13.03%	106	16.26%	232	30.89%
30+ yrs	108	27.14%	105	20.11%	86	13.19%	228	30.36%
Unit Value / Rent								
Median Gross Rent	\$104	-	\$226	-	\$374	-	\$526	-
Median Gross Rent - 2009 Adjusted	\$575	-	\$588	-	\$613	-	\$655	-
Median Value Owner Occ	\$14,300	-	\$47,900	-	\$67,500	-	\$99,900	-
Median Value Owner Occ - 2009 Adjusted	\$79,069	-	\$124,712	-	\$110,798	-	\$124,461	-
High Rent Ratio Units	23	15.97%	21	13.91%	39	18.75%	86	26.14%

As shown in **Table 7**, Wingate added over 100 housing units each decade between 1970 and 2000, which directly correlates with the increase in the total number of census-counted households. The percentage of owner-occupied units has fallen to just over half of all units, down from 66 percent in 1980. The average age of housing units has increased significantly over time, with 60 percent of all units in Wingate over 20 years old and 30 percent over 30 years old. The median value of an owner occupied home, adjusted for inflation, has remained between \$110,000 and \$125,000 since 1980.

Of significant interest is the percentage of 'high rent ratio' units in the Town. This figure represents the number of units for which the rent is more than 35 percent of household income. The percentage of rental units with a high rent ratio nearly doubled between 1980 and 2000, in which one in four units was a high rent ratio unit. This indicates a decrease in the availability of affordable housing for renters in Wingate.



Table 8 Future Housing Demand

	2010	2020	2030
Estimated Population	3,084	4,382	5,788
Estimated Population Growth	-	1,298	1,406
Estimated New Households	-	527	571

Table 8 illustrates Future Housing Demand. Population projections from the previous section show an increase of 1208 people between 2010 and 2020 and 1406 between 2020 and 2030. Assuming household size remains constant at year 2000 levels (2.46) this will result in a demand for 527 new housing units by 2020 and 571 more by 2030. Demand for unit type will be mixed as the current workforce-age population ages into retirement and new workforce-age population is drawn to Wingate by improved travel times to Charlotte.

Natural and Cultural Resources

Water Supply

The Town of Wingate lies within North Carolina's Yadkin-Pee Dee river basin. Potable water is purchased from Union County, distributed, and resold by the Town of Wingate.

Hydrology

Figure 1 Hydrology of Wingate and ETJ (Extra Territorial Jurisdiction)

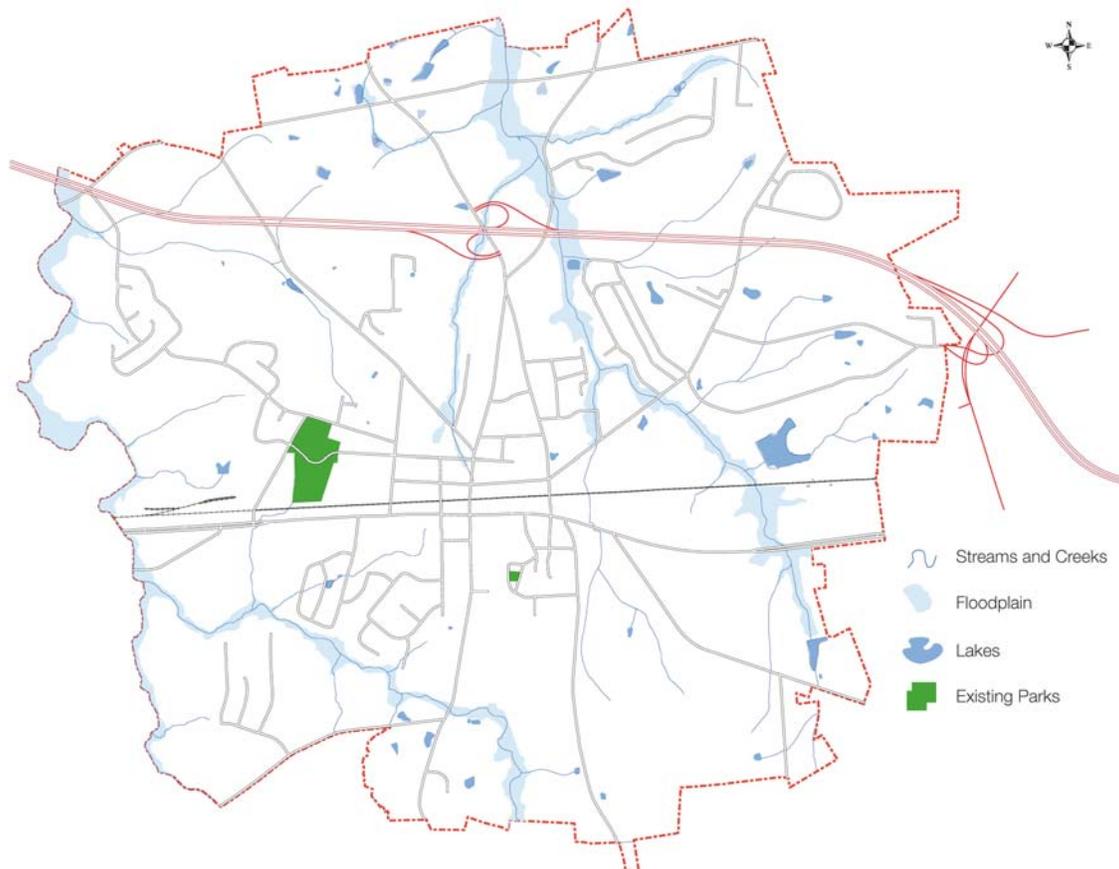


Figure 1 displays the hydrologic environment of the Town of Wingate and its ETJ. Within those boundaries are approximately 26 miles of streams, which include the main branches and tributaries of Ray's Fork, in the south and West, and Meadow Branch, running south to north across the center of town. Along the Town's streams lie 290 acres of land within the 100-year floodplain.

Numerous small ponds dot the Town totaling over 37 acres of open water. The largest pond, commonly known as College Lake on the campus of Wingate University, is over 9 acres in size. Designated wetlands are few in number within the Town and ETJ, totaling just 4.8 acres, and are concentrated in the northern reaches.

Land Cover and Topography

Wingate's natural landscape is characterized by the low, gradually rolling hills characteristic of the eastern Piedmont. Slopes rarely exceed 10 percent, with steeper areas along the banks of Ray's Fork Creek and its tributaries.

Over 40 percent of the land within the Town and ETJ was covered by a tree canopy in 2001 National Land Cover Dataset (NCLD). The NCLD is updated every decade and its data, though dated, is still reasonably accurate for Wingate as little development has occurred since 2001 in those areas covered by canopy.

Dedicated parkland covers less than one percent of all land in Wingate. The Town maintains two municipal

parks. Wingate Community Park, approximately 33 acres in size, lies in the western portion of the Town, between Highway 74 and Elm Street. A second park of approximately 0.75 acres is located on Booker Street.

Cultural Resources

Wingate University



The University's George A. Batte Performing Arts Center hosts theatrical productions, musical performances, and art exhibits throughout the year which are accessible to Town residents. Other university events, such as the spring festival, bring activities and artistic performances to the grounds of the campus, many of which are accessible to the general public.

Religious Institutions

Wingate is home to eleven churches of varying denominations. Church-sponsored activities and events occur throughout the year at many of the churches. A few smaller religious institutions are established in Wingate to serve the Town's growing Spanish-speaking population.

Community Facilities and Service

Utilities

The Town of Wingate provides both water and sanitary sewer services to its residents. Water distribution and wastewater collection infrastructure are owned and maintained by the Town. The Town purchases water from Union County. Union County purchases its treated water from Anson County to serve Wingate, Marshville, and the surrounding unincorporated areas. Wastewater treatment services are provided through contract with Union County, which collects Wingate's wastewater and sends it to the City of Monroe's wastewater treatment plant.

Solid Waste

Solid waste services are provided by the Town to areas within the corporate limits. Services outside the corporate limits are provided by private contractors.

Government Buildings

The Town of Wingate currently leases office space from the Jesse Helms Center. Town offices are located in a two story house, located next to the Jesse Helms Center on Highway 74. Wingate's community center, which contains a meeting room, kitchen, and restroom facilities, is located in Wingate Community Park.

Public Safety Facilities, Equipment, and Services

Wingate is policed by a local force consisting of a chief, lieutenant, sergeant, detective and four patrol officers. They are headquartered in a leased space on the southwest corner of Highway 74 and College Street.

Fire protection is provided by the 30-member Wingate Volunteer Fire Department, located on North Main Street.

EMS services are provided by Union Emergency Medical Services, which is operated by Carolinas HealthCare System and headquartered 4.5 miles east of Wingate at CMC-Union in Monroe.

Public Recreation Facilities

The Town of Wingate operates two parks. Wingate Community Park, on the west side of town, contains two baseball fields, a multi-use playing field, walking trails and a children's playground. The park also hosts Wingate's Community Center, which includes an indoor meeting space complete with restrooms and kitchen and a picnic shelter. A second park, on Booker Street, has a basketball court and playground equipment.

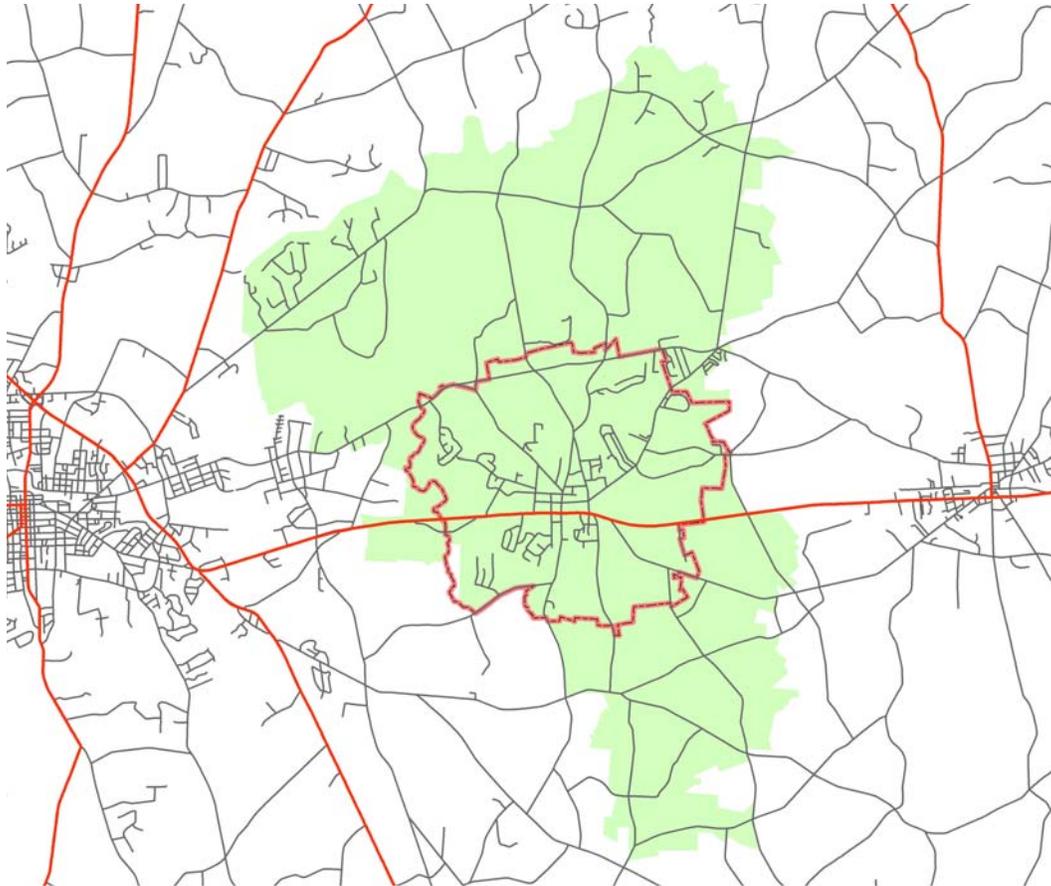
Medical Facilities

The Town of Wingate does not have doctor offices, but has one dentist within its limits or ETJ. Wingate University currently has a doctor on site to meet the needs of enrolled students. Medical services, including doctors, dentistry, chiropractic, and emergency care are primarily located in Monroe. A few small medical practices exist to the east in Marshville. Basic medical care is available to the students and staff of Wingate University through the university's on-campus health center.

Public Educational Facilities

Primary and secondary education in Wingate is provided by the Union County Public Schools. Wingate Elementary School (2009-2010 enrollment: 639) is located on Elm Street, next to the Wingate Community Park and serves students in grades K-5 in and beyond the Town and ETJ. A map depicting the school's catchment area (area served) is provided in **Figure 2**. East Union Middle School (2009-2010 enrollment: 832), in neighboring Marshville, provides education for students in grades 6-8. Forest Hills High School (2009-2010 enrollment: 927), located south of Highway 74 between Wingate and Marshville, serves students in grades 9-12.

Figure 2 Wingate Elementary Catchment Area



Post-secondary education in Wingate is provided by Wingate University, a private university offering four-year bachelors degrees as well as graduate programs in business, education, pharmacy, physical education, physician's assistant studies, and sport administration. 2009-2010 student enrollment, as reported by Wingate University, is 2,159.

Cultural Facilities

Wingate University provides a range of cultural events throughout the year. Its newly constructed George A. Batte Performing Arts Center hosts theatrical productions, musical performances, and art exhibits throughout the year which are accessible to Town residents.

Public library services are provided by the Union County Library through a branch in neighboring Marshville. Membership to the Wingate University library is offered to the public for an annual fee of \$30 for an individual, \$40 for a couple, and \$50 for a family.

Economic Conditions

This section provides a summary of findings from an assessment of existing conditions within the Highway 74 Corridor. The community has identified the need to focus on creating more of a town center and attracting new retail and other businesses. Because Highway 74 is the commercial artery for Wingate, it is important to understand the existing business context. More specifically, the location, existing uses, and physical characteristics of the corridor were assessed as they relate to the corridor's (and Town's) marketability for retail and commercial uses.

The focus on retail is important as it is the key component of a "college town" atmosphere that residents

desire to see in the town center. Retail is also a basis for any downtown, the face of the community and of the university. Retail activates the street. It provides innovation and defines lifestyle to help enhance the housing market, attract university faculty and staff, recruit top students, and attract other businesses. Finally, retail is essential as an element that enhances the quality of life in the community, generates tax revenues and diversifies the Town's fiscal base so that homeowners do not bear the full burden for providing services.

Highway 74 Corridor Area Physical Conditions

Highway 74 is the primary commercial corridor and business district for Wingate. Main Street at Highway 74 is the "100 percent" retail corner for the community, since this intersection links the two main traffic arteries through Wingate. At present, the area along Highway 74 has the physical elements and characteristics of a highway-oriented commercial corridor – auto-oriented uses, multiple curb cuts, front-loaded parking lots, drive-through food establishments and services, and a general lack of landscaping and pedestrian accommodation. Traffic, including a number of large trucks, moves relatively quickly through this corridor. While this environment is acceptable for suburban sprawl, it is not appropriate for the town center, a civic hub, or the heart of a community.

Commercial buildings along the corridor are, as noted above, oriented to highway uses. However, there are several that were designed in a more "urban" format, such as the Jesse Helms Center building. There are also several industrial buildings, one of which is in such poor condition that it impacts negatively on the visual character of the corridor. In general, there are few buildings along Highway 74 that offer unique character or historical context. There is one block of buildings along Main Street, between Wilson Street and the railroad that does offer an opportunity to recapture some of the historic character of the area. These buildings, though simple in design, offer a connection to Wingate's humble beginnings and also provide a physical link between the busy highway and Wingate University's campus. The campus itself offers a quiet, planned environment separate and apart from the existing busy highway corridor.

The rail line that separates Wingate into two "halves" places a constraint on the creation of a coherent commercial district. Expansion to the north is appropriate because of the presence of the University and the Monroe Bypass. The rail line disengages the highway from the university campus and therefore creates a barrier. Even so, North Carolina has dozens of communities, large and small, that have overcome this rail barrier issue. In Southern Pines and other communities, the railroad slices through the center of the main street, essentially creating two "sides" to the downtown area. In other cities like Fayetteville, the rail lines cross over the main street, creating havoc at rush hour as cars back up waiting to cross from one side of downtown to the other. Nevertheless, these communities have grown accustomed to the presence of the rail line and the downtown areas have grown around it. Additionally, the nation is experiencing a resurgence in the choice of passenger rail as a viable travel mode. Should the rail corridor ever carry passenger traffic, it will become a major amenity to Downtown Wingate with a potential station location.

Existing Business Uses

There is about 310,000 square feet of building space in the Highway 74 Corridor within Wingate. The existing business mix reflects the highway orientation of this corridor. About 120,000 square feet is taken up for retail frontage. The remaining 190,000 square feet of space is occupied by a variety of uses ranging from religious to industrial. Nearly 50 percent of the retail space in the corridor is taken by convenience goods stores (e.g., groceries, gas stations, convenience stores, etc). Within the relatively short stretch of highway in Wingate, there are five gas stations including two that "bracket" the commercial district at either end almost as gateways into Wingate.

Figure 3 Wingate Existing Business Mix

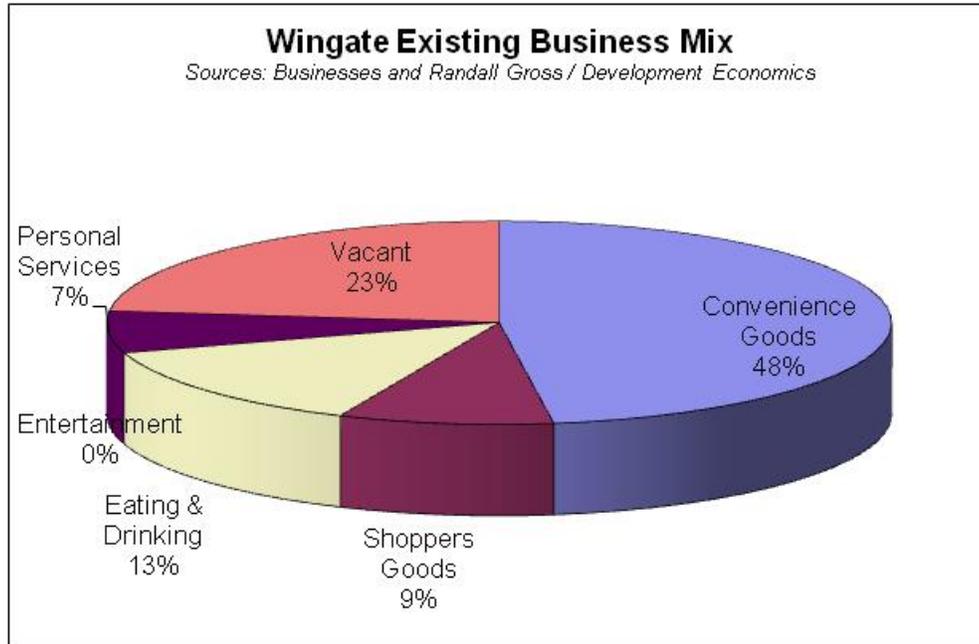


Figure 3 and Table 9 shows that 13 percent of the business mix is taken for eating and drinking establishment, mainly fast-food restaurants including McDonalds and Burger King. Great China, Gino’s Jim & Judy Kitchen, Tokyo Bistro Japanese, and Shooter’s Grill are the other eating & drinking establishments in the corridor. There is no entertainment venue in the corridor, such as a theater, cinema, video game shop, etc. Personal services (barber shops, nail salons, etc) occupy about 7 percent of the space. Only 9 percent of the commercial space in the corridor is actually occupied by shopper’s goods stores, in other words, stores where consumers comparison shop for merchandise like clothing, furniture, books, electronics, etc. These numbers indicate that the corridor is really not used as a “shopping” district at this time, but more as a convenience node.

Table 9 Business Space by Category – Wingate HWY 74/CBD Corridor 2010

Category	Number	Sq. Feet	Percent	of Total
Convenience Goods	7	56,500	48%	18%
Shoppers Goods	6	10,450	9%	3%
Eating & Drinking	7	16,000	13%	5%
Entertainment	-	-	0%	0%
Personal Services	7	7,900	7%	3%
Vacant	11	27,400	23%	9%
Sub-Total	38	118,250	100%	38%

<u>Non-Retail Use</u>	Number	Sq. Feet	Percent	of Total
Auto Service	6	13,750	7.3%	4%
Religious	8	17,500	9.3%	6%
Financial Service	2	5,500	2.9%	2%
Govt/Non-Profit	6	94,000	50.1%	31%
Warehouse/Ind	2	33,000	17.6%	11%
Residential	14	24,000	12.8%	8%
Sub-Total	38	187,750	100.0%	62%
TOTAL		306,000		100%

Source: Randall Gross / Development Economics

An estimated 23 percent of the retail/commercial space in the corridor is vacant. This is an unacceptably high number which indicates that retail has had difficulty operating in this area. Much of the vacant space is located east of Main Street along the south side of Highway 74. Some of this space was originally occupied by a popular furniture store which has since closed. The overall impression is that shopper's goods businesses have difficulty marketing in Wingate due to competition from shopping malls, downtown, and other retail in Monroe and other areas towards Charlotte. The town no longer has the "captured" market that it may have had some time ago when a trip to Charlotte was a major ordeal.

Part 2: Key Issues

Land Use

When originally platted, Wingate's corporate limits consisted of a 1 mile by 1 mile square, centered on the intersection of Main Street and the railroad tracks. Over time, the Town of Wingate has voluntarily annexed nearby land, nearly doubling in size (to 1.9 square miles) by 2009. Most annexations have been of residential subdivisions.

Through legislative authority Wingate has extraterritorial jurisdiction (ETJ) over an additional 5.6 square miles of land, granting the Town land use control over that area. Lands within the ETJ are eligible for voluntary annexation into Wingate, but cannot be involuntarily annexed as the ETJ area currently does not meet the statutory requirements for involuntary annexation.

Existing Conditions

Wingate's current land use pattern is a function of its heritage as a small, college and farm town and its position on the edge of the Charlotte metropolitan area. The current land use patterns are illustrated in **Figure 4 and Table 10**.

Historical Influences

The Town's historic core is located at the intersection of Main and Wilson streets. A few commercial structures remain from this era along Main Street's western edge. Wingate University, previously known as Wingate College, anchors the eastern end of the Town and restricts residential growth east of Main Street. Wingate's oldest residences line West Elm, Wilson, and Bivens Streets, east of Main Street and the University.

The construction of US Highway 74 changed the commercial center of Wingate from Main and Wilson Streets to Main Street and Highway 74. Increased automotive traffic, and a need for businesses to have visibility to motorists, created a commercial corridor along Highway 74, stretching through much of the town.

Figure 4 Land Use Pattern

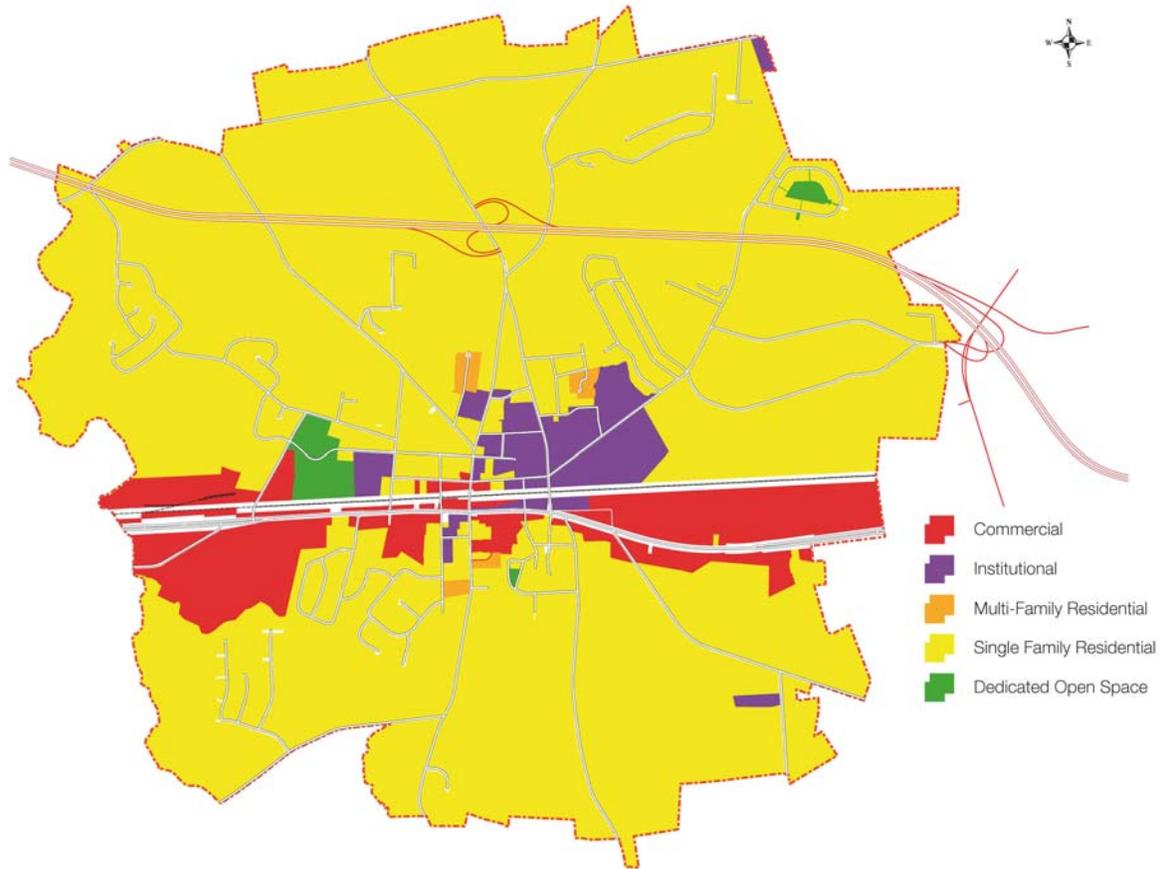


Table 10 Existing Land Use Distribution

	Acres	% of Total
Commercial	372.8	7.8%
Institutional	157.8	3.3%
Multi-family Residential	19.7	0.4%
Single Family Residential	3865.0	80.6%
Dedicated Open Space	41.9	0.9%
Other (Rights of Way, etc.)	340.8	7.1%

Commercial Uses

Commercial land uses are concentrated along the Highway 74 corridor and, in general, lie within the B1 (Business) and HC (Highway/Commercial) zoning districts. Businesses along this corridor are highway oriented in design and occupancy and include a grocery store, several small 'strip' retail centers, and gas stations. A few commercial uses exist along North Main Street, but are largely vacant or house storefront churches.

Industrial

Wingate's largest industrial land use area is along the north side of Highway 74 on the western edge of town. This property, zoned LI (Light Industrial), is home to a feed mill used to supply the local poultry industry. Two smaller industrial-zoned areas exist along Highway 74 on the eastern edge of town, but are not currently industrial in use.

Residential

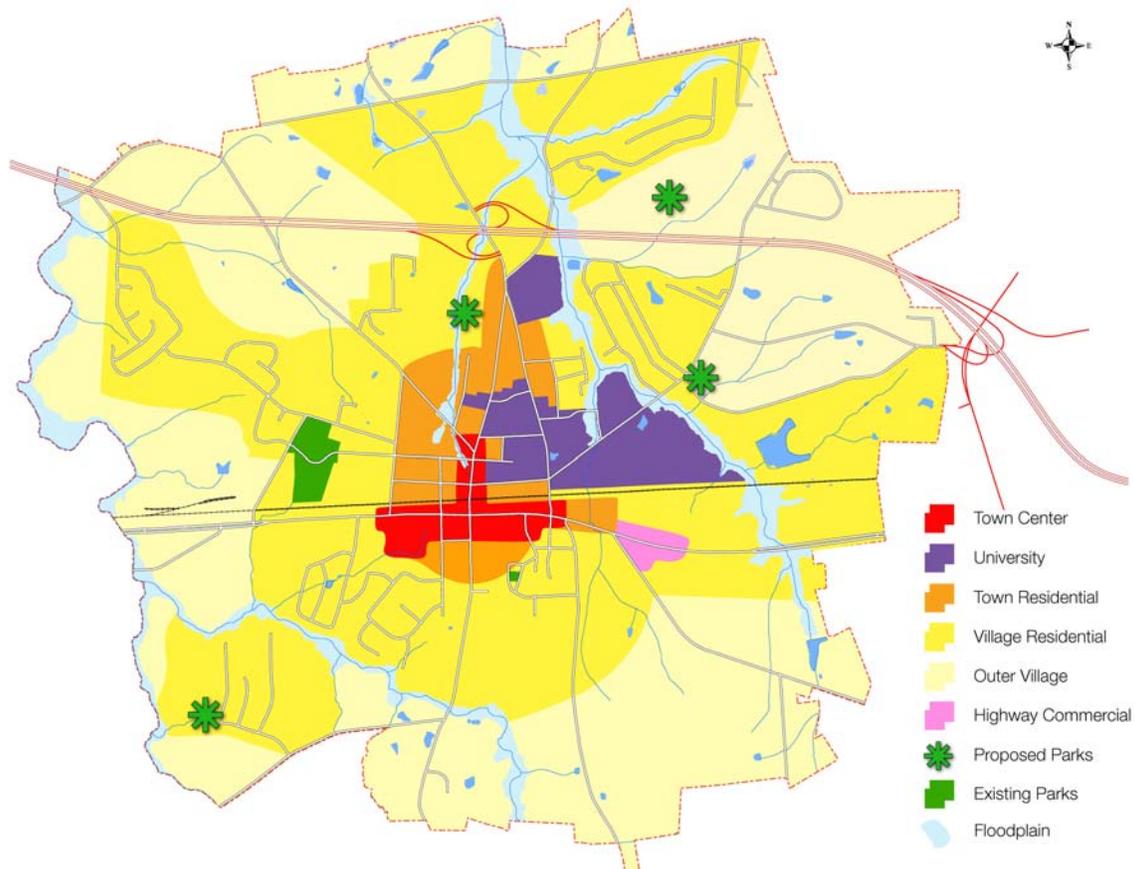
The majority of Wingate's land is residential in use. Most of this land falls in the RA-40, RA-20, or R-20 categories, requiring lots of at least 40,000 and 20,000 square feet, respectively. As such, much of the residential development in Wingate has been single-family, detached homes on ½ acre and 1 acre lots.

Multifamily housing is concentrated in three areas: South Main Street, Pearl Circle, and the Colonial Meadows neighborhood.

Future Land Use Vision

The Town of Wingate is currently home to a diverse range of land uses, ranging from Industrial and Commercial, used to the University lands and Existing Parks. **Figure 5** illustrates the proposed future land uses, capturing the stakeholder’s vision for the Town of Wingate.

Figure 5 Land Use Category Breakout

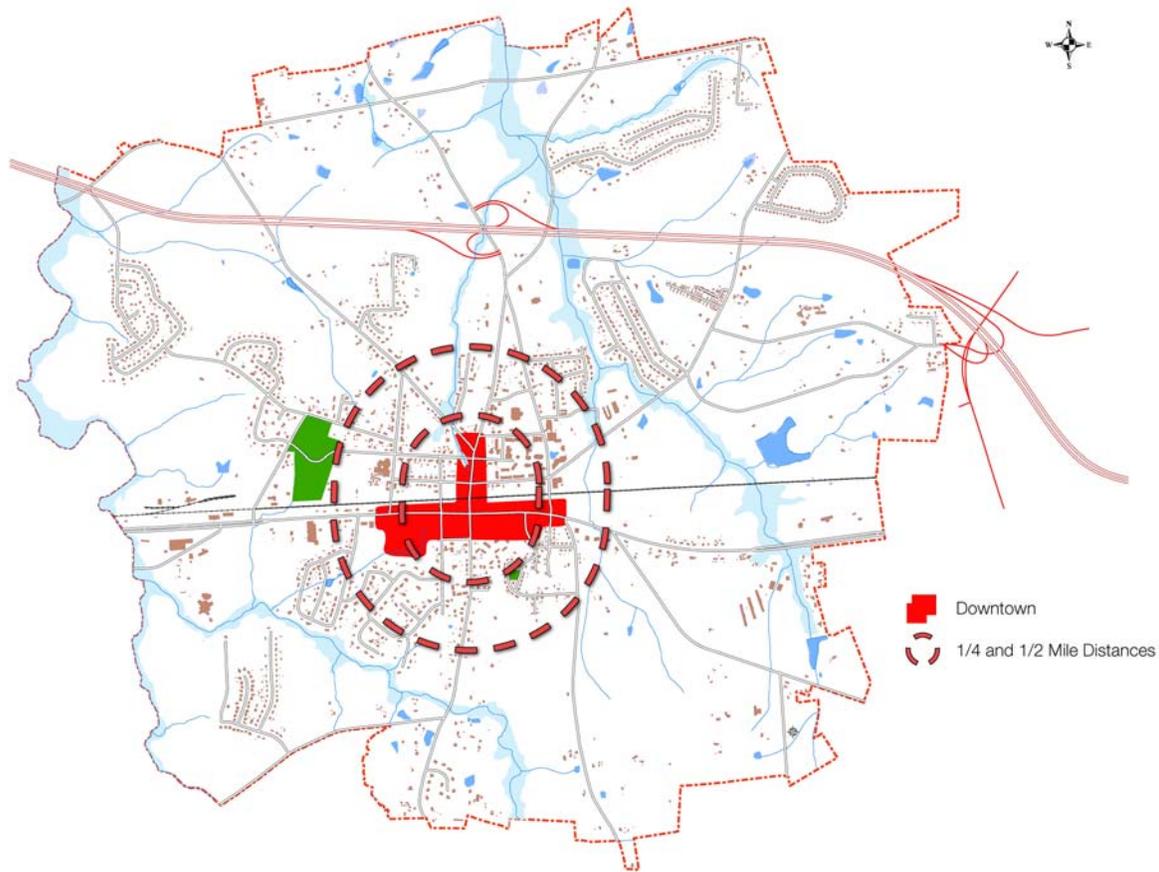


Town Center

This land use category is focused around the intersection of Main Street and Highway 74 and is intended for Wingate’s most intense land uses. Development in this category is best described as ‘traditional Main Street’ and should include a mix of uses including curb-front stores, offices, and residential uses on the upper level(s) of buildings.

New development ordinances in this area should call for “back of curb” development. This would require all structures, no matter the uses, to start just beyond the sidewalk, creating a pedestrian-friendly environment. Additional provisions should be made to require storefront windows, street trees, street furniture, variations in building materials, and height restrictions.

Figure 6 Proposed Downtown



University

This land use category is intended for land which will be used solely for University purposes. Included in this category are dormitories, academic buildings, athletic facilities, and administrative buildings. The University category is not intended to include all University-owned land, as several key parcels in the Town Center category are owned by the University. Rather, this category recognizes much of the existing University property is solely academic in its use and is unlikely to change in the future.

Town Residential

The Town Residential land use category consists of developable land immediately adjacent to the Town Center and stretches northward along Main Street toward the future intersection with the Monroe Bypass. It is best described as a traditional neighborhood. Dwellings are linked together with sidewalks, streets are tree-lined and appropriately sized, and structures are built close enough to the road to create a safe space for persons of all ages.

Residents and students alike identified the need for more housing options within Wingate. Some of these options included apartments and/or townhomes for graduate students and younger professionals as well as independent and assisted living for senior citizens. These uses are denser than single family homes and are best placed adjacent to the Town Center in the Town Residential category. Seniors and graduate students will be able to take advantage of the commercial opportunities in the Town Center and cultural

opportunities of the University. Stretching this land use toward the bypass will help create a northern gateway into the Town Center.

The Town Residential land use category is intended to allow, but not require, this type of higher-density residential development. Single-family development on small lots, up to 1/6 acre, is appropriate in this area provided it is developed in a compatible manner. Such development should include the use of design standards for the housing stock, sidewalks, recessed garages and/or alleyways, and street trees.

Village Residential

This land use category is intended for single-family residential development on lots larger than those permitted within the Town Residential category 1/6 to 1/3 acre. This area is further out from the Town Center and therefore more appropriate for larger-lot dwellings. As in the Town Residential category, sidewalks, street trees, and appropriately-sized streets should be used in combination with residential design standards.

Outer Village

This land use category lies beyond the Village Residential category and is intended for the least intense residential development. Wingate's current zoning classification allows for most land in this area to be developed with one acre lot subdivisions. If true build-out were to occur, little landscape would remain that gives the Town its rural, small-town character.

Highway Commercial

This land use category recognizes a demand will continue to exist for highway-centered commercial uses that may not be conducive to the Town Center environment. These could include car washes, auto repair shops, car dealers, and other such businesses. Currently, businesses of this type line Highway 74 through much of Wingate. Creation of a specific land use category for these uses can help guide new development of this type into a specific area, just beyond the Town Center. With this category, highway-oriented businesses wanting to locate in Wingate will have the opportunity to do so while maintaining the visibility and parking lot space they need without negatively impacting the pedestrian-friendly, Town Center environment.

Relationship to Union County's Land Use Plan

Union County completed its comprehensive plan in 2009. The land use vision developed by the county considered all county lands, including those administered by the Town of Wingate. Union County's vision for Wingate and its vicinity differ from the vision created by this planning effort in several key areas:

- **Commercial node(s):** Union County identified three future commercial nodes in and around Wingate. One is located at the southern terminus of the Monroe Bypass between Wingate and Marshville. This node was considered as a part of the planning effort. A second node was identified around the proposed interchange of the forthcoming bypass and Austin Chaney Road. The third identified 'node' by the study consists of the entire Highway 74 corridor.

A commercial node at the northern interchange location is not supported by this plan. Instead, this plan advocates a strengthened commercial node centered on the intersection of Main Street and Highway 74. This node would serve as Wingate's 'new downtown' and be home to a mix of commercial and residential uses compatible with downtown environments rather than conventional highway-centered development.

Similarly, this plan does not advocate continued commercial development along the entirety of the Highway 74 corridor. Concentration of business activity in the Town Center will allow for a greater concentration of activity in that location and prevent 'strip development' from lining the entire highway.

- **Residential densities:** Union County's plan envisions 'medium density' residential development of one to 2.5 units per acre for all of Wingate north of Summerlin Dairy road. Areas south of Summerlin Dairy are slated for 0-1 units per acre.

The Wingate 2020 plan, created in collaboration with Wingate residents and students, envisions higher housing densities immediately adjacent to the new downtown area. Housing densities then decline with distance from the Town Center to, potentially, include development types like the conservation subdivision (which could net 1 one unit per acre) and the rural ranchette/farmhouse cluster (with densities ranging up to one house per 20 acres).

- **Industrial uses:** Union County's land use plan does not envision any significant industrial uses within Wingate or its ETJ. The County's vision is coincident with the findings of this planning process. The Legacy project, proposed for a large amount of land just east of Marshville and recognized in the County's plan, may open hundreds of acres of land to industrial development. Wingate residents and students alike largely supported the idea of the Legacy project, but were happy to keep the industry out of Wingate, focusing instead on the 'downtown' commercial services, cultural opportunities, and residences that will serve workers in the project area.

Mobility

Wingate’s location is well served from both a roadway and rail perspective. Highway 74 provides access west to Monroe and the Charlotte area, while the corridor forms a vital link to the North Carolina Coast to the east. With the construction and opening of the Monroe Bypass expected by 2013, the Town will be even more convenient to the Charlotte area, as the Bypass is expected to reduce the travel time to I-485 from roughly 70 to 20 minutes during peak times. From a rail perspective, the activity along the CSX freight line indicates this as a major facility that could be capitalized upon from an economic development and perhaps future passenger perspective. With the exception of the Highway 74 corridor, the Town is imminently walkable in scale, with most areas of the Town proper within a ten-minute walk of each other. The Master Plan and Comprehensive Planning processes afford an opportunity for Wingate to rethink its mobility system and to position itself as a walkable town, with non-motorized travel choices as viable options for its residents and students.



Existing Conditions

Citizen Satisfaction: Survey Results

Survey respondents were, in general, slightly dissatisfied with the current state of mobility within Wingate, as noted in **Table 11**. Average responses to questions regarding availability and condition of the current network were between dissatisfied and neutral.

Table 11 Current State of Mobility

	Very Dissatisfied (1)	Dissatisfied (2)	Neutral (3)	Satisfied (4)	Very Satisfied (5)	Average Score
The amount of sidewalks or footpaths available in Wingate?	25.5%	39.2%	19.6%	15.7%	0.0%	2.25
The quality and maintenance of existing sidewalks or footpaths?	8.0%	26.0%	32.0%	32.0%	2.0%	2.94
The quality and maintenance of existing roads in Wingate?	10.0%	32.0%	36.0%	22.0%	0.0%	2.70
The amount of lighting along existing roads and sidewalks	16.0%	32.0%	24.0%	28.0%	0.0%	2.64

Respondents’ attitudes toward the current mobility network reflect their responses to questions regarding their vision for Wingate’s future, indicated in **Table 12 and Table 13**. The near consensus view was of a pedestrian and bicycle friendly environment in which the Town should invest. When asked what would improve mobility in Wingate, sidewalks and traffic calming came out on top, with cycle paths and maintenance not far behind.

Table 12 Participant Response to Vision of Wingate’s Future

	Completely Disagree (1)	Disagree (2)	Neither Agree Nor Disagree (3)	Agree (4)	Completely Agree (5)	Average Score
A pedestrian and bicycle friendly environment is important to the quality of life for all current and future residents of Wingate	4.0%	4.0%	6.0%	48.0%	38.0%	4.12
The Town should invest in improving mobility options for pedestrians and cyclists.	5.9%	9.8%	5.9%	43.1%	35.5%	3.92

Table 13 Ranking of Mobility Amenities Residents Preferred

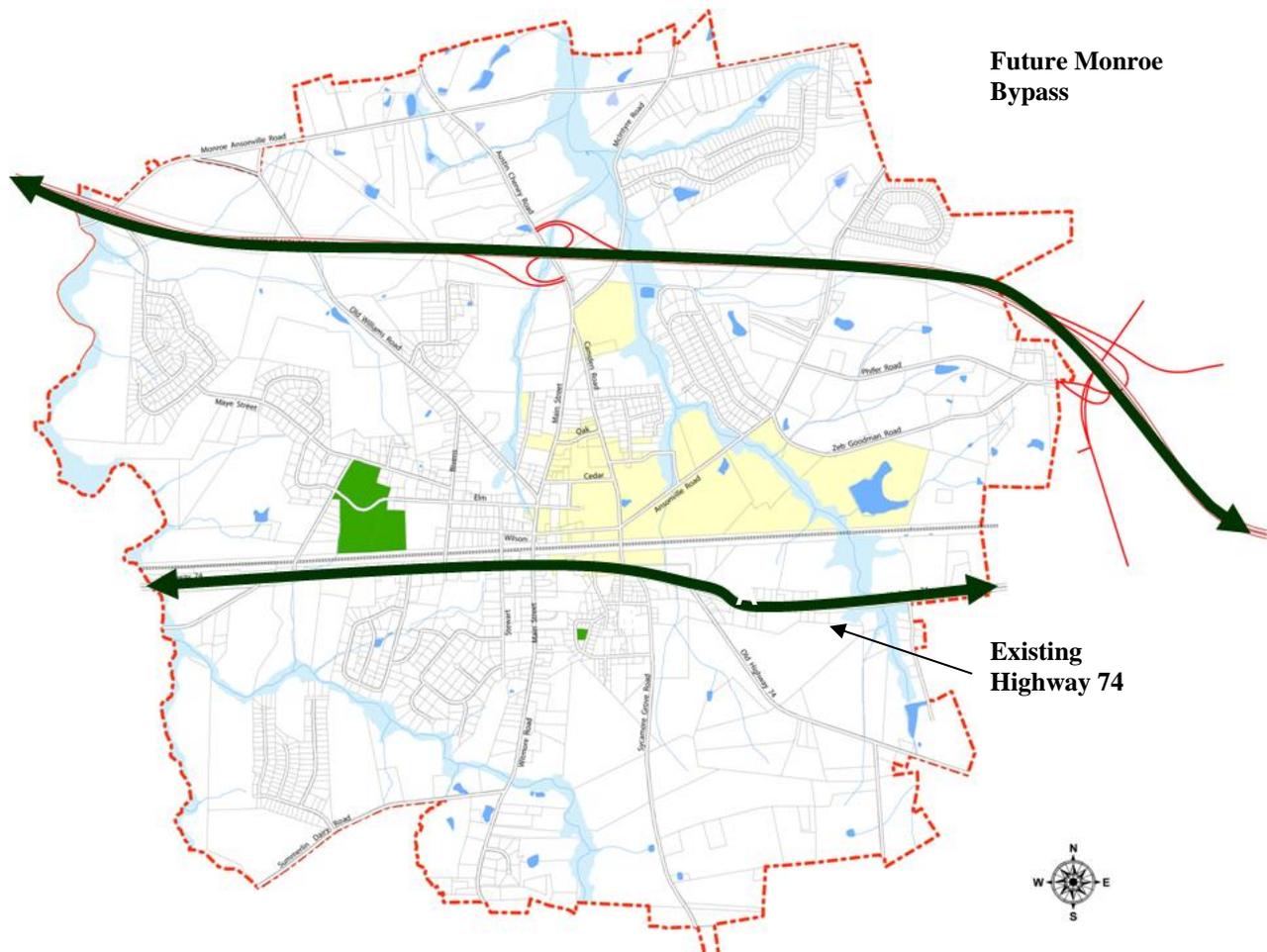
	Response Rate
More Sidewalks	68.0%
Traffic Calming	50.0%
Bicycle Paths	52.0%
Green Ways	48.0%
Better Maintenance of Streets	42.9%

Roadway Network

The town’s primary travel artery is Highway 74, which serves as the major link between Monroe and Charlotte to the west and the North Carolina Coast to the east. Highway 74 currently carries a traffic volume in the range of 24,000 vehicles per day on four travel lanes through Wingate. Due to growth in the area, this number was projected to increase to the range of 35,000 vehicles per day by 2015, which would exacerbate the existing peak hour traffic congestion that most residents currently experience. The roadway is extremely hostile for pedestrians, and most residents interviewed said they would not consider crossing the facility on foot even at the signalized intersection with Main Street.

The North Carolina Turnpike Authority intends to construct the Monroe Bypass, a four-lane limited access tolled freeway north of and parallel to the Highway 74 corridor by 2013. The roadway is expected to carry in the range of 11,500 vehicles by 2015 in the Wingate area segment, thereby relieving traffic on Highway 74. More importantly, it will help to separate longer distance traffic (including truck traffic) from local traffic on Highway 74, and is expected to somewhat reduce the volume on Highway 74 from today's levels, especially at peak commute times. Wingate will have access to the bypass at two interchanges: one at the north end of Main Street/Austin Chaney in the vicinity of the Wingate University football stadium, and another to the east at Phifer Road. Both of these primary highway corridors are illustrated in **Figure 7**.

Figure 7 Primary Corridors



The local roadway network in addition to Highway 74 and the Monroe Bypass is characterized by a system of two-lane facilities ranging from Main Street with on-street parking, to Camden Road which serves as the main spine for Wingate University, to Elm Street which connects Downtown to the Wingate Community Park and Wingate Elementary School. These facilities serve the town in a comprehensive manner as is illustrated in **Figure 8**. Most of these facilities incorporate sidewalks, but no dedicated bicycle facilities are present, and cyclists often using the outside shoulder or area between the travel lane and curb.

As the Town transitions into the more suburban and rural areas, curb and gutter is replaced with paved or grass shoulders and open drainage swales, with no sidewalks.

Another issue is a number of at-grade rail crossings within the Town (**Figure 9**), most notably those at Main Street and Camden Road: These crossings have the impact of increasing traffic congestion when they are active at numerous times of the day and creating another barrier to pedestrians and cyclists desiring to travel in a north south direction.

Figure 8 Major Arteries of the Town

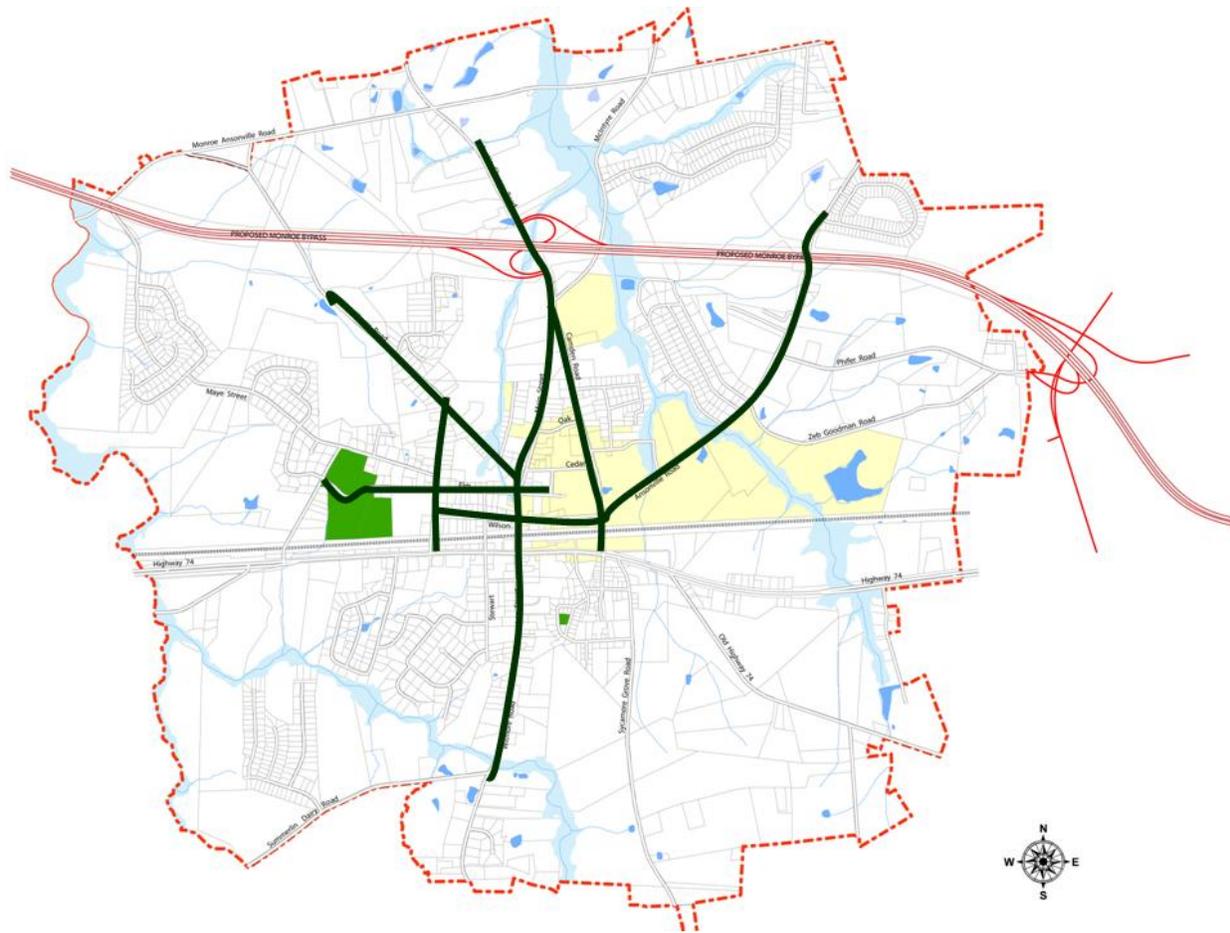
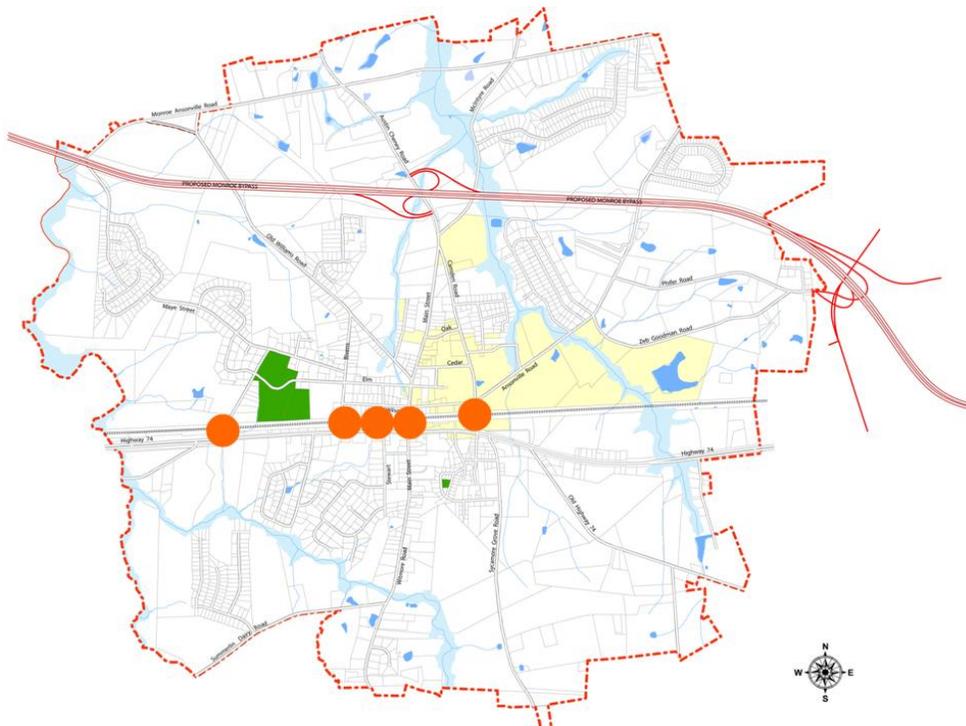


Figure 9 Railroad Crossings



The Town has a Speed Hump policy in place to address neighborhood speeding concerns, in which residents can petition the town to install speed humps on residential streets where speeding is deemed an issue. However, the policy does not address non-residential streets nor facilities under jurisdiction of North Carolina Department of Transportation (NCDOT), which specifically prohibit the use of vertical traffic calming measures such as humps.

Many of the in-town roadways have cross sections that contribute to higher vehicular speeds and therefore an aversion to walking by residents. The University has attempted to close Camden Street through campus to help address this issue. A walkability evaluation and subsequent traffic calming initiatives to address these cross sections was developed during the charrette, focusing on increasing walkability on these critical community facilities to knit the community together.

Transit Network

Currently, the Charlotte Area Transit System (CATS) operates express bus service on the 74x Route that serves the Wingate community. The 74x provides express access to Matthews and Uptown Charlotte on a weekday basis for \$ 3.00 each way. No weekend service is available. Riders must travel east to Marshville or west to the US 601 intersection in Monroe to catch the service at a park-n-ride, as there are no stops in Wingate proper.

No passenger rail service currently serves Wingate, although CSX operates an active freight line between Downtown and Highway 74. One item repeatedly mentioned during the stakeholder interviews and experienced by the Consultant Team at the charrette is the number of trains that pass through the community each day, and more specifically the noise caused by the train horns. The Consultant Team was asked to investigate options available to minimize the community disturbance caused by the freight traffic.

Pedestrian and Bicycle Network

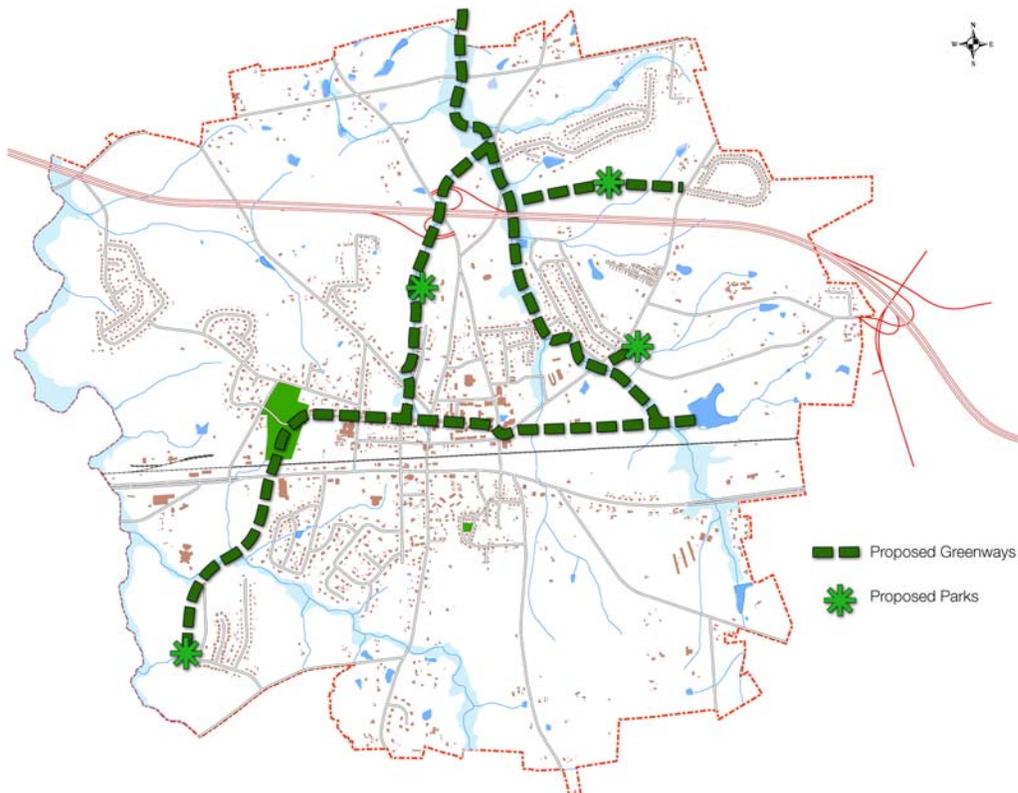
Wingate has not completed a Bicycle and Pedestrian Master Plan. The town does have specific development guidelines that require the construction of sidewalks concurrent with developments of greater than 25 single-family residential units. There are no planned or programmed bicycle and pedestrian improvements in the Mecklenburg-Union Metropolitan Planning Organization (MUMPO) 2035 Long Range Transportation Plan Update in the Wingate area.

As stated previously, most roadways within the town's built-up area incorporate sidewalks, and the Town has a land development policy in place to require sidewalks for most new development. The relatively low volumes on these roadways also make them attractive to cyclists. However, no dedicated bike lanes exist within the Town's boundaries. The campus of Wingate University incorporates significant on and off-street pedestrian corridors, including some textured crosswalks and bicycle racks at many buildings. Outside of the campus boundaries, crosswalks are not clearly marked or are nonexistent, and facilities such as bike racks are nonexistent.

Currently, there are no off-road multi-use trails available to residents or visitors, although many facilities such as the University, Downtown, and College Lake could be connected by such a facility.



Figure 10 Proposed Greenways and Trails



Municipal Water and Wastewater Services

Wingate currently provides retail water and wastewater service to its citizens and the University. Union County, in turn, provides wholesale water and wastewater service to the town.

Existing Conditions

Citizen Satisfaction: Survey Results

When surveyed about their satisfaction with current water and wastewater service, residents' opinions of the two varied greatly. Citizens are largely satisfied with the pressure, quality and service of their drinking water, as indicated in **Table 14**.

Table 14 Water and Wastewater Satisfactions

	Very Dissatisfied (1)	Dissatisfied (2)	Neutral (3)	Satisfied (4)	Very Satisfied (5)	Average Score
The quality of water at your tap?	24.0%	6.0%	24.0%	38.0%	8.0%	3.00
The pressure of the water at your tap?	7.8%	9.8%	19.6%	47.1%	15.7%	3.53
The overall quality of service you receive?	14.0%	14.0%	16.0%	42.0%	14.0%	3.28

However, over half of survey respondents felt the quality of their wastewater service was an issue, and nearly half perceived sanitary sewer overflows to be an issue (**Table 15**).

Table 15 Specific Issues Relating to Water and Wastewater Services

	Response Rate
Sewer overflows in your neighborhood	47.2%
Back up of sewer system in your home or property	27.8%
Overall Quality of wastewater collection service	58.3%
Odors associated with wastewater collection	27.8%

Most respondents felt the Town should invest more in the improvement of its water and wastewater systems (Table 16).

Table 16 Areas of Improvement for Water/Wastewater

	Completely Disagree (1)	Disagree (2)	Neither Agree Nor Disagree (3)	Agree (4)	Completely Agree (5)	Average Score
The Town has a plan to ensure the maintenance and improvement of the water and wastewater system	12.2%	10.2%	42.9%	28.6%	6.1%	3.06
The Town should invest more in improving the water and wastewater system	0.0%	2.0%	16.0%	42.0%	40.0%	4.20

Wastewater Collection System

Wingate’s wastewater collection system was constructed in the mid-1970s. The system consists of approximately 20 miles of primarily vitrified clay pipe (VCP). The collection system also contains a small amount of ductile iron pipe (DIP), cast iron pipe (CIP) and polyvinyl chloride pipe (PVC). There are approximately 400 manholes in the gravity collection system. The town also maintains one wastewater pumping station, the Dianne Street Pumping Station.

Wastewater collected by the town’s system flows by gravity to the Union County wastewater system, where it is pumped and ultimately treated by the City of Monroe’s Wastewater Treatment Plant. Both Union County and Monroe have the ability to accept or reject wastewater flow from Wingate’s system if it is above contractual flow rates.

The Wingate wastewater collection system is aged and experiencing a high level of infiltration (groundwater that enters the gravity sewers through cracks, open joints, and damaged pipe) and inflow (surface water that enters the gravity sewer through damaged or exposed manhole openings or illegal surface drain connections). This results in the collection system operating above capacity during wet weather events. Wastewater overflows have occurred throughout the system.

Water Distribution System

Wingate’s water distribution system was constructed in the 1960s and consists primarily of 2-inch galvanized steel pipe. 6-inch asbestos cement pipe (AC) and ductile iron pipe (DIP) also exists. The 50-year old galvanized steel pipe has exceeded its design life of 20 to 30 years. The system has subsequently experienced water line breaks. In addition, Wingate has identified areas that have undersized water lines and do not have adequate fire protection.

Wingate receives its water from Union County, which buys treated water from Anson County. The treated surface water has proven to be a reliable source of potable water for the Town. Water system issues are related to the town’s distribution systems not the County’s water supply.

Future Vision

A sustainable water and wastewater infrastructure is necessary for Wingate to provide for sustainable growth. The system will need to:

- Provide for a sufficient supply of high quality, potable water to the existing and future points of use
- Provide for wastewater collection from existing and future points of use
- Support the land management and land use practices incorporated by the town

-
- Be monitored and maintained in a manner that will maximize the public health, safety and welfare for the town's citizens while protecting the environment.

Wingate is currently taking steps to improve its infrastructure. A water rehabilitation project has been completed along Bivens Street. A wastewater rehabilitation project is ongoing for the area served by the Dianne Street Pumping Station.

Replacing failing infrastructure will continue to be a priority for the town for both the water and wastewater systems. In addition, new infrastructure will be required to serve the growing town. A Water and Wastewater Master Plan is underway which will address these issues, prioritize necessary projects, and provide guidance in system improvements.

Parks and Open Space

Quality open space networks provide a premium quality of life to a T-town. The Town of Wingate is at a crossroads in terms of natural resource preservation and open space development. For the last several decades, the town has experienced some increase in population and a need for development that will not diminish the opportunities for passive and active recreation areas, natural drainage ways, and infrastructure services.

Citizen Satisfaction: Survey Results

Citizen attitudes toward current parks and open space in Wingate are varied, as noted in **Table 17**. Most people are reasonably satisfied with maintenance and accessibility of parks and open spaces, but are slightly dissatisfied with the amount of open spaces and range of activities.

Table 17 Satisfaction with Parks and Open Space

	Very Dissatisfied (1)	Dissatisfied (2)	Neutral (3)	Satisfied (4)	Very Satisfied (5)	Average Score
The amount of Green Space for People?	6.5%	38.7%	29.0%	19.4%	6.5%	2.81
The Way parks are maintained?	0.00%	13.5%	32.4%	37.8%	16.2%	3.57
The accessibility of parks and open spaces to people in your community?	4.8%	28.6%	23.8%	31.0%	11.9%	3.17
The range of activities available at current parks?	17.6%	31.4%	29.4%	17.6%	3.9%	2.59

Wingate residents largely agree on the importance of open spaces and feel the town should invest in such spaces (**Table 18**).

Table 18 Open Space Importance

	Completely Disagree (1)	Disagree (2)	Neither Agree Nor Disagree (3)	Agree (4)	Completely Agree (5)	Average Score
Parks and open space are important to the quality of life for all current and future residents of Wingate	5.6%	5.6%	2.8%	44.4%	41.7%	4.11
The Town should invest in improving accessibility to and selection of parks and open spaces?	5.9%	2.0%	5.9%	52.9%	33.3%	4.06

When asked what would most improve Wingate’s parks and open spaces, the most popular response, by far, was a greenway network (**Table 19**).

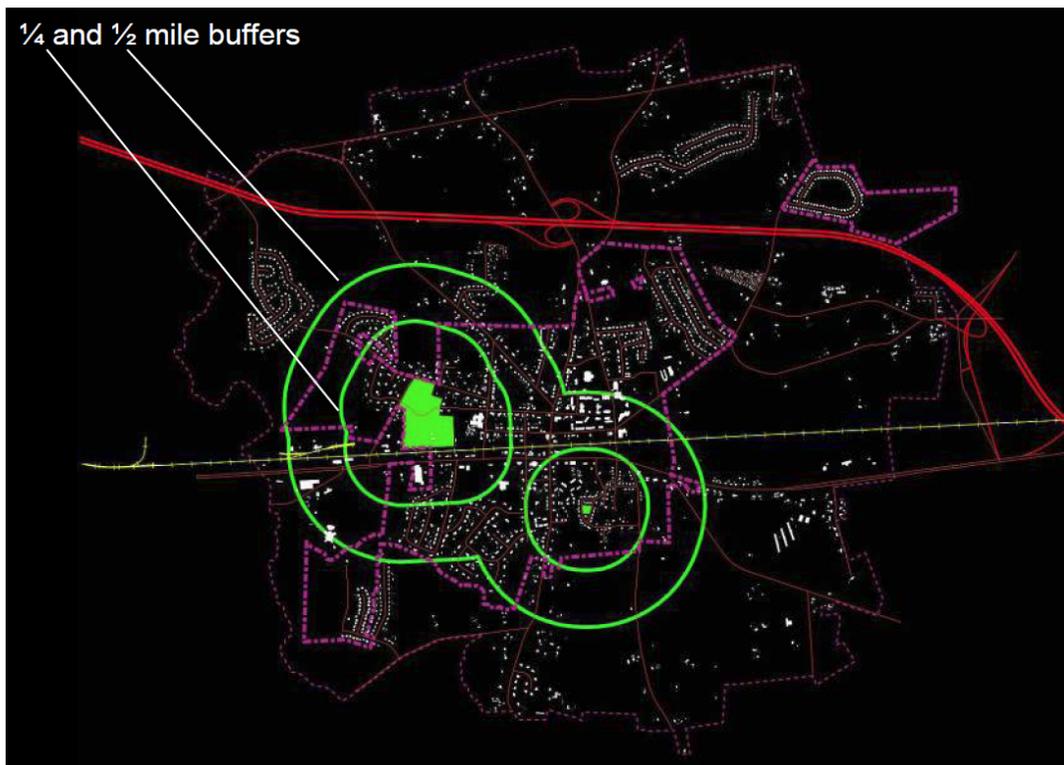
Table 19 Important issues of Parks for Residents

	Response Rate
A park within 1/4 mile every residence	7.8%
A park within 1/2 mile of every residence	33.3%
A public swimming pool	33.3%
Greenways	66.7%
A Library	47.1%

Accessibility to Open Space

The next few illustrations demonstrate the proximity of parks to residents that live within the Town of Wingate. Throughout the charrette process, participants discussed the need for parks and open space. Participants also made it known that if there were of these areas available, that they would use and enjoy them for recreational purposes.

The map below illustrates the 1/4 and 1/2 mile buffer around the two existing parks within the Town of Wingate.



This map illustrates the percentage of Wingate residents that live within a ¼ mile of a park.



This map illustrates the percentage of residents that live within ¼ to ½ mile of park.



This map illustrates the percentage of Wingate residents that reside more than a ½ mile from a park.

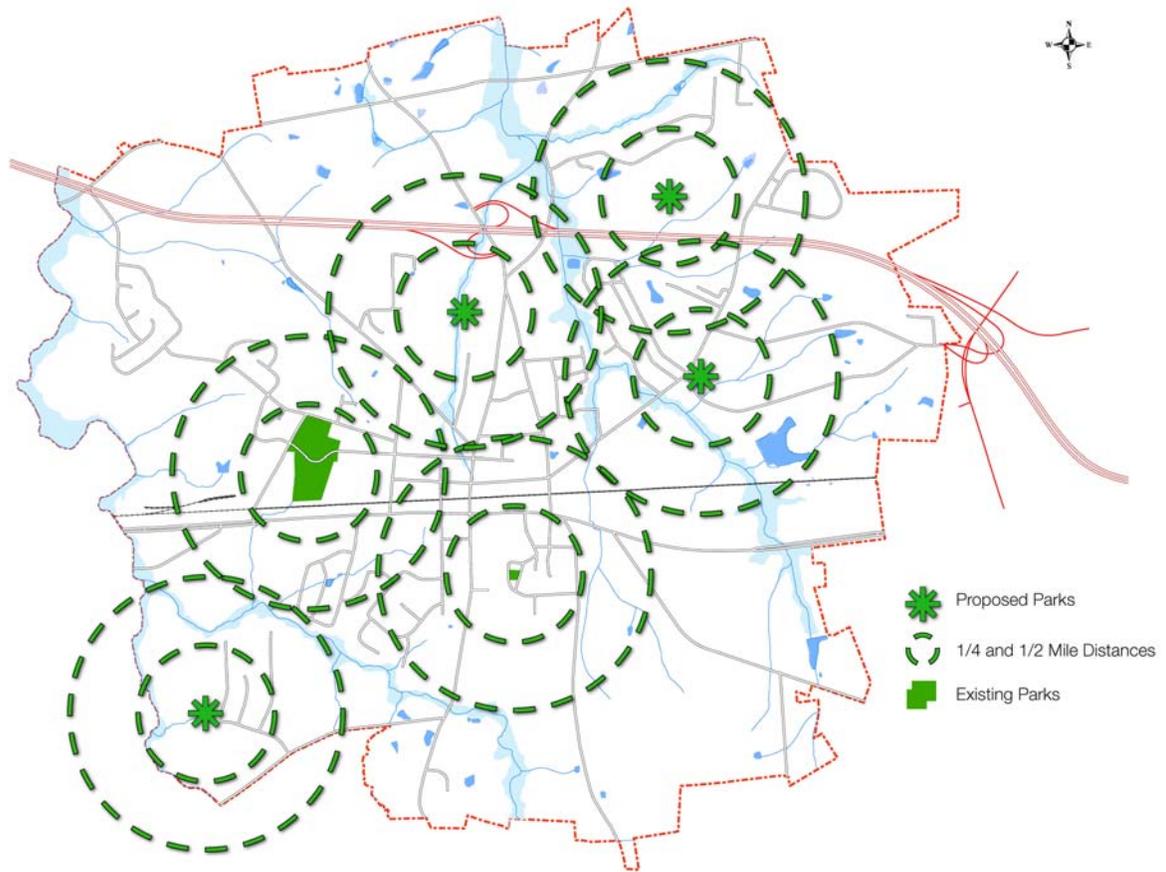


Based on the responses received from participants throughout the entire Comprehensive Plan process, the following analysis has been made:

- 89.4 percent of respondents agree that parks and open spaces are important for quality of life
- 88.6 percent of respondents agree that the town should invest in improving accessibility and selection of parks and open space
- Respondents voice a strong support for greenways

In order to provide parks to the majority of existing and future Wingate residents and University students, it is recommended that additional parks be implemented over the next ten years. **Figure 11** shows the recommended location for proposed parks as well as the ¼ and ½ mile buffers to each park.

Figure 11 Proposed New Parks for Town of Wingate



Economy

This section provides findings on the economic base of Wingate and Union County, with specific attention to the role of Wingate in the regional economy. Economic trends are analyzed in terms of how they impact the local economic base and the market for goods and services. Existing economic drivers are identified, along with the key economic development opportunities, issues, and constraints.

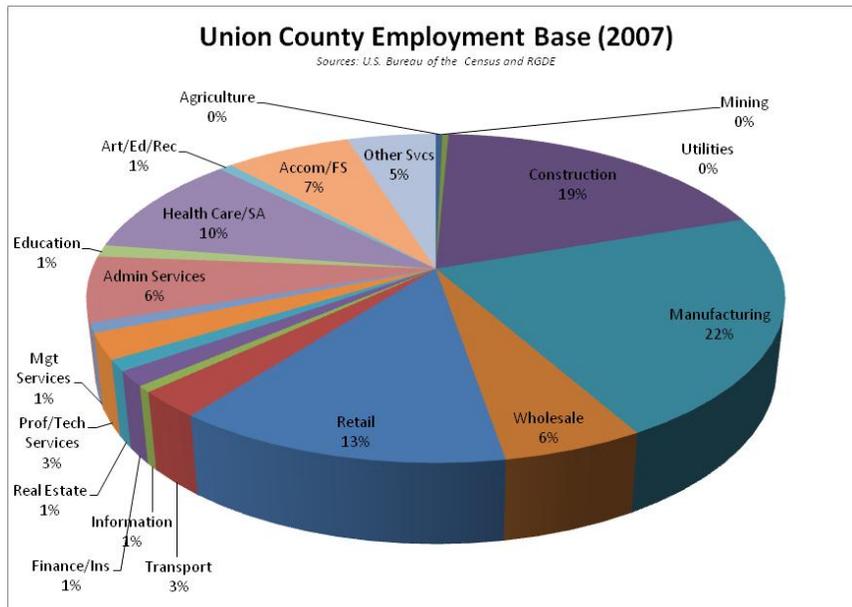
Strategic Location & Access

Wingate is located on the eastern flank of the growing Charlotte-Gastonia-Rock Hill Metropolitan Statistical Area. Wingate is located on both sides of Highway 74. This road becomes East Independent Boulevard in Charlotte. Wingate is situated about six miles east of Monroe on Highway 74. Monroe, with a population of about 33,000 (versus about an estimate municipal population of 4,200 in Wingate), is a major economic hub for Union County and much of the area's government, retail, and manufacturing activity is centered there. Highway 74 also connects Monroe to Stallings, Indian Trail, and other eastern suburbs of Charlotte at I-485. The I-485 bypass in turn connects Monroe and Wingate to points further afield in the region and beyond. To the east, Highway 74 connects Wingate to Marshville (about five miles away) and to Wadesboro, Rockingham, Launenburg, Lumberton, and eventually to Wilmington and Wrightsville Beach. As such, Highway 74 is a major conduit for vacation travelers headed from Charlotte to the Atlantic beaches.

Employment Base

Union County has a relatively diverse economic base and, unlike many other parts of the country, still retains a sizeable manufacturing sector, accounting for 22 percent of all jobs in the county. After manufacturing, construction is the largest employer in the county, accounting for 19 percent of jobs in 2007, followed by retail trade with 13 percent, and health care with 10 percent. The county has fairly small information services, retail estate, finance, management, and education sectors, each having less than one percent of total employment. The Union County employment base is shown in **Figure 12**.

Figure 12 Union County Employment Base



Even though the county has a large number of working farms, agricultural employment is also relatively small. Despite utilizing a large proportion of the total county land area, agriculture is not a major employer in the county.

Trends

Overall employment in Union County has been increasing at a relatively rapid pace as shown in **Table 20**. Between 1998 and 2007, the county gained almost 15,000 jobs or 39.7 percent for an overall employment base of approximately 51,200. Union County has benefited by being part of a diversified and growing regional economy led by the City of Charlotte. There has been rapid growth in management services, administration, and real estate, even though these industries still only account for a small share of the county's employment base. Administrative services (which include private waste management companies) added 2,275 jobs during this ten-year period. There has also been significant growth in professional and technical services, retail, and health care. Health care and social services added nearly 3,000 jobs. Retail trade added more than 2,300 jobs over the ten years from 1998 to 2007. However, the largest number of jobs (nearly 4,000) was added in the construction sector, which increased by almost 70 percent. Construction, however, is a cyclical industry and has been impacted by the recent slump in real estate sales and development.

Manufacturing has a leading role in the local economy but employment in this sector is declining. Between 1998 and 2007, the county's manufacturing sector lost almost 2,600 jobs or 18.7 percent. In 1998, the county was very dependent on the 14,000 manufacturing jobs, which at that time accounted for almost four out of ten jobs in the county. Thus, growth in the various service sectors and construction has helped ameliorate the effects of a decrease in the blue-collar job base. The more recent recession of 2008-9 has impacted negatively on the local economy, as it has nationwide, with rising unemployment. Especially hard hit is the local construction industry, with the close of a lengthy housing boom that brought jobs and prosperity to the area.

Table 20 Employment Trends, Union County, 1998-2007

Industry	1998	2007	Variance	Percent
Agriculture	60	175	115	193.3%
Mining	60	10	(50)	-84.0%
Utilities	124	175	51	40.7%
Construction	5,746	9,712	3,966	69.0%
Manufacturing	13,892	11,296	(2,596)	-18.7%
Wholesale	2,222	2,839	617	27.8%
Retail	4,422	6,723	2,301	52.0%
Transport	711	1,348	637	89.6%
Information	268	320	52	19.4%
Finance/Ins	633	754	121	19.1%
Real Estate	238	564	326	137.0%
Prof/Tech Services	588	1,304	716	121.8%
Mgt Services	129	500	371	287.6%
Admin Services	1,014	3,289	2,275	224.4%
Education	500	600	100	20.0%
Health Care/SA	2,308	5,136	2,828	122.5%
Accom/FS	2,188	3,534	1,346	61.5%
Other Svcs	1,287	2,499	1,212	94.2%
TOTAL	36,604	51,153	14,549	39.7%

Sources: U.S. Bureau of the Census and
Randall Gross / Development Economics

Major Employers

In 2007, Union County had a total of 4,220 business establishments. Among the largest employers in the county are manufacturers such as Tyson Foods, Ati-Allvac, Charlotte Pipe & Foundry, Scott Technologies, Consolidated Metco, Pilgrim's Pride, Yale Security, Perfect Fit Industries, and AEP Industries, among others. The manufacturing sector is quite diverse, ranging from food products to fabricated metals.

Other key employers include government agencies; health care providers like Union Memorial Medical Center and Charlotte-Mecklenburg Hospital; construction companies like McGee Brothers; retailers like Wal-Mart, Harris Teeter, Lowe's, Target, and Food Lion; and institutions like Wingate University.

By far the largest numbers of businesses in Union County are engaged in construction. Almost 22 percent (925) of all businesses in the county are construction companies. Another 500 (12 percent) are retail establishments. There are also 364 professional and technical service businesses, accounting for 9 percent of the county's business base. At the same time, there is only one mining (quarry) company, three utilities, and 12 management service firms.

Wingate

Wingate had an estimated total of 1,400 jobs in 2007, based on Census data for Zip Code 28174 and on field reconnaissance. This represents growth of 330 jobs (30 %) from 1998. Despite its growth, Wingate's share of the county's economic base fell slightly, from 2.9 percent to 2.8 percent, over the ten-year period from 1998 to 2007. Wingate has seen growth in wages of about 38 percent, although real growth (after accounting for inflation) was actually closer to 4.7 percent during the ten-year period. The primary employer in Wingate is Wingate University, which drives not only direct employment for residents but also indirect sales and spin-off employment at local retail and service businesses.

Key Economic Issues, Opportunities & Constraints

A number of economic issues, opportunities, and constraints have been identified relating to Wingate and Union County. In some cases, an economic opportunity can also be termed an issue, depending on one's perspective. The key issues, opportunities, and constraints are grouped below by specific project, anchor, or category.

Highway 74

Highway 74 is a "lifeline" for Union County's and Wingate's economy. This highway provides access for commuters who traverse the region and reach jobs in Charlotte and beyond. The highway also brings travelers into Union County and Wingate, some of whom are leisure travelers driving to distant beaches. All of this traffic helps create a market for retailers, who depend on the exposure that the highway provides. At the same time, the highway acts as a "two-edged sword" for the community of Wingate, since the Town now has a highway orientation that reflects on its image. Highway-oriented retail uses such as gas stations and other auto-serving businesses, serve the needs of residents and passers-by, but the physical conditions and environment they create can be unattractive and unappealing to other types of businesses.

Wingate University

Wingate University is the key economic driver for the Town of Wingate. The school has an historic role in the development of the Town and in many ways Wingate's history is integrated with that of the university. The university has a growing student enrollment and employment base which, as stated previously, create a captured market for local business. The university is also experiencing programmatic growth that will see it enhance its reputation in key academic fields. In particular, the university's growing pharmacy school is attracting national attention and provides spin-off opportunities within the community. The university's identity is wrapped into that of the Town of Wingate, so it is critical for the image of the Town, as directed by its physical environment, be supportive of the growth of this key economic driver.

The university presents the opportunity and the preference for a "college town" atmosphere that would create amenity value for the community at large. Wingate University already offers on-campus assets, including arts, cultural, sports, and recreation programs that reach into the broader community. There are opportunities to celebrate these assets. The university also brings leverage for accessing additional financial resources and provides the potential for various partnerships with the community beyond those that already exist.

Jesse Helms Center

The Jesse Helms Center supports free enterprise and entrepreneurship, and has welcomed such guests of renown as Margaret Thatcher. The center attracts 8,000 visitors per year to Wingate and is thus a modest

tourist attraction for the town. The building itself presents a strong presence on the main commercial corridor through the town, so it is an important anchor as part of a town center.

Charlotte Region Demographic Growth

Being part of the strong economic and demographic growth of the Charlotte region has helped Wingate grow and prosper. Certainly continued growth and suburban “sprawl” from Charlotte will drive the market for housing and senior living into the future.

Monroe Connector / Bypass

The Monroe Connector is planned as a bypass that will speed traffic around Monroe and Wingate. While faster driving times are good for commuters, the location of the bypass away from Wingate’s existing commercial core will also have an impact on businesses such as retailers, lodging, and office uses. Given the relatively low traffic counts projected for this planned toll road, the impact may not be severe. But there is likely to be some negative impact on existing business sales. By the same token, the development of the bypass will also open up more opportunities for housing on the northern edges of Wingate and surrounding area, as people will be willing to move further away from Charlotte yet travel for the same commuting time to work. Housing growth will be good for Wingate’s businesses, because additional households and income will generate sales for local businesses that cater to these new households. Finally, if the Monroe Connector succeeds in removing large trucks from Highway 74, it will help make the existing road more pedestrian friendly and walkable.

Legacy

Legacy is a 5,000-acre, mixed-use business park planned further east in the county. This business park would be located along the Monroe Connector, just north and east of Marshville, or about six miles east of Wingate. The County’s economic development agency has envisioned 20 million square feet of development at this site to be phased in over time. Such a massive development will create opportunities for new housing and will create a new market base for Wingate and its businesses. On the other hand, Legacy is planned to include significant pedestrian-oriented retail / commercial “town center” use, which is likely to compete with Wingate.

Other

Other key uses include the town’s school, housing, industry, and other elements. Wingate Elementary School is a well-performing school that is the pride of the community. The school’s reputation appears to have suffered due to misinformation, or lack of broadcasting about its achievements.

Tyson Foods is a large manufacturer located adjacent to the commercial core of Wingate. The company provides significant employment but there may be opportunities for Tyson to become a stronger partner in the town’s development.

Existing & Future Economic Drivers

Wingate, like all of Union County, relied in the past on agriculture and manufacturing. Companies like Tyson Foods, H&H Wood Products, the Union County Agricultural Center, Brooks Farm Equipment, Norton Door Controls, and secondary industries like mills and builders, are representative of this primary industrial base. In the future, the local economy will continue to accommodate many of these uses, but will also be geared more to management, technical, and administrative services. Health care will play a much larger role in the local, regional, and national economy because of the aging of the population. Other

potential economic opportunities in or around Wingate are specialty agriculture, printing and publishing, and “green” (sustainable) building.

There is also likely to be diversification of the community’s housing mix over time, as more people chose to live in areas like Wingate to retire, work at home, or commute via new routes like the Monroe Connector. Housing will need to accommodate more diverse markets, in terms of age, income, and work status.

Summary

This overview suggests that Union County and Wingate have economies evolving gradually away from primary industries and manufacturing, and towards technical, professional, and health care jobs. Wingate University is helping to drive some of this change, as the institution expands and builds on its strengths in key professional fields. The university is already a major employer and key economic driver for the community, aside from sharing an identity with the town. Its role is likely to expand into the future, but the physical environment in Wingate will affect the university’s ability to attract the best and brightest students and faculty. It is also in the town’s interest to attract that faculty and other university staff to live in Wingate. A better physical environment and more retail and amenities in the Town will be important if this is to happen.

Certain planned and proposed projects like the Monroe Connector and the Legacy project could have positive impacts on Wingate. However, caution should be taken to reduce any potential negative effects. For example, if land near the Monroe Connector is zoned for residential uses, then the growth in households will help support local businesses. But if development of commercial uses and “town centers” is encouraged along the Connector or in Legacy, then such uses will likely distract from the opportunity to create a more viable commercial hub in Wingate and create a more attractive “front door” to Wingate University.

Part 3: Plan Implementation

Land Use

Several strategies are recommended to help the Town of Wingate achieve the future land use vision identified in Part 2:

Land Use Ordinance

Review the current Wingate Land Use Ordinance to ensure that the town's land development regulations are adequate to implement the Future Land Use Vision and the policies formulated in the Wingate 2020 Plan. Specific items that should be reviewed include:

- **Zoning Districts** – Determine if the existing zoning districts are adequate to achieve the desired land uses and development intensity. Options include tweaking the current zoning districts, creating completely new zoning districts to better match the Future Land Use Vision, or creating new overlay zoning districts.
 - The existing B-1 (Central Business) zoning classification could easily be modified to carry out the envisioned Town Center concept. Considerations should be given to ensuring the mix of desirable land uses, prohibition of incompatible land uses, and inclusion of specific design and performance standards to achieve the desired character and appearance. Particular emphasis should be given to mix and intensity of permissible residential uses. Upper floor apartments and live-work development should be permitted. The regulations should particularly encourage street-oriented activities, outdoor seating, sidewalk displays, special events such as street fairs and festivals, indoor amusement/entertainment, and specialty stores. Dimensional requirements should also be reviewed to ensure that the scale and character of buildings are compatible with creating a 'Main Street.' Elimination of existing building set back requirements will facilitate the character of building development envisioned in the Town Center. Design and performance standards should emphasize human scale, require major building features to be in proportion to one another, and avoid monotony of building design. Architectural character standards should address roofs, facades, entryways, and exterior building materials and colors. Street levels should be preserved for pedestrian-oriented retail and personal service land uses and the upper floors of buildings reserved for offices and residences.
 - Similarly, the existing HC (highway corridor mixed use) zoning classification could be revised and updated to ensure the creation of a compatible highway-oriented commercial district that complements the Town Center. Building and architectural standards for large, non-residential buildings (i.e. over 25,000 square feet) should be developed. Consider encouraging multi-family rather than commercial use along the portions of the existing HC-zoned Highway 74 corridor located east and west of the Town Center.
 - The existing residential zoning classifications should be reviewed to ensure the desired density levels envisioned in the Town Residential and Village Residential land use categories. Specifically, consideration should be given to encouraging non-traditional residential development such as cluster subdivisions, planned residential development, live-work residential/office development, zero-lot line development, and patio home

development. Standards for allowing and guiding Traditional Neighbourhood Development (TND) should also be developed. TND is a land development technique that encourages mixed use, pedestrian oriented neighbourhoods. The residential zoning classification should also encourage flexible building lot development so as to encourage senior housing and off campus student-oriented housing.

- The existing RA-40 zoning classification could be amended to accommodate the Outer Village concept envisioned in the Plan. Emphasis should be given to revising the current regulations so as to allow for conservation subdivisions and cluster subdivisions.
- ***Streets and Sidewalks*** – The current regulations should be reviewed to ensure that street development is compatible with the Plan recommendations. Specifically, the regulations should include specific standards for:
 - Ensuring vehicular and pedestrian access between adjoining residential developments;
 - Avoiding excessively long cul-de-sac streets (for instance, limiting cul-de-sac street lengths to a maximum of 400-800 feet);
 - Assuring sufficient number of entranceways into each residential development;
 - Requiring sidewalks at least along one side of every new street;
 - Requiring landscaped street buffer in highway commercial areas, and
 - Restricting the creation of new residential building lots with direct access to streets that have been determined to have capacity deficiencies.
- ***Design Standards for Small-lot Residential Development*** – Consider establishing specific design and performance standards for residential subdivisions where the average lot size is 10,000-square feet or less. Such standards and guidelines should address such issues as :
 - Sufficient land area on each individual lot for off street parking;
 - Provision of off street overflow and/or visitor parking
 - Wider street pavement widths to accommodate on street parking;
 - Sidewalks adjacent to both sides of all internal streets;
 - Greater building set backs and wider buffer areas along the perimeter of the subdivision where it adjoins lower density residential areas;
 - A higher level of street connectivity with adjoining tracts;
 - Shorter cul-del-sac street lengths; and
 - Alternative means of vehicular access to individual lots fronting on a major thoroughfare road.
- ***Design Standards for Commercial Development*** – Consider establishing specific design and performance standards for commercial development in the Town Center. These standards address issues such as:
 - Back-of-curb development, which keeps buildings at the edge of the sidewalk;
 - Parking lots on the side or, preferably, the rear of buildings;
 - Windows along sidewalks to keep street life active;

-
- Context appropriate and varied materials to encourage variety in buldng appearances;
 - **Minimum Open Space and Recreational Space Requirements** – Consider adopting requirements for the dedication of minimum public recreational space or the payment of an in-lieu-fee in all new residential developments. Also establish minimum open space requirements for such residential uses as multi-family and condominium developments, PUD’s, TND’s, PRD’s, cluster subdivisions, and manufactured home parks. Include in the regulations specific standards that will ensure the continuous maintenance of required open space.
 - **Outdoor Lighting Requirements** – Update/revise regulations to avoid excessive illumination in parking lots and loading areas. Require submission of a lighting plan with each new development. Develop specific outdoor lighting standards for inclusion in the Land Use Ordinance.
 - **Owner’s Association** – Formulate specific standards and guidelines for establishing owners’ associations to accept conveyance and maintenance responsibilities in developments that are required to provide common open space.
 - **Park and Ride Lots** – Review the existing regulations to ensure the proposed park/ride lots would be permitted. Currently, such parking lots are allowed only with commercial zoning districts.
 - **Table of Uses** – Revise Section 146, Table Uses into a format that is organized by major land use category (i.e. Residential, Business, Professional and Personal Services, Retail Trade, Manufacturing, etc)
 - **Conditional Zoning** – Consider revising Article “XX”, Amendments to allow for conditional zoning. Conditional Zoning is a process, specifically allowed by the NCGS, to permit a particular use or uses to be established only in accordance with specified standards and conditions tailored to each individual development project. Conditional zoning is a voluntary rezoning procedure that is intended to firm development proposals. The review and approval process for conditional zoning procedure could prove to be very beneficial in securing land development proposals that are compatible with the goals, objectives and policies of the Comprehensive Plan.

ETJ Expansion

Investigate the possibility of extending the town’s extraterritorial planning and zoning jurisdiction boundary to include the entire Monroe Bypass interchange area located at the east end of Phifer Road. Expansion of the town’s jurisdiction to this interchange will help to ensure that future development in the area is compatible with the goals and policies delineated in the Wingate 2020 Plan.

Detailed Plans

- **Interchange Small Area Plan** – Develop specific small area plans for both interchange areas along the new Monroe Bypass. Establish design standards and guidelines to assist with creating ‘Greenway Entrances’ to Wingate. These standards should specifically address landscaping, signage, and restrictions/prohibitions regarding incompatible uses such as outdoor storage, outdoor sales lots, expansive road-side parking lots, large signs, etc.
- **Pedestrian/Bicycle** – Seek NCDOT funding to develop a Pedestrian and Bicycle Master Plan.
- **Capital Improvement Plan** – Develop a capital improvements plan and budget.
- **Greenways and Parks Master Plan** – Develop Greenways and Parks Master Plan.

-
- **Downtown Streetscape Improvements Plan** – Develop a more specific plan for landscaping, street furniture, signage, lighting, parking, façade treatment, etc. in the downtown area.

Open Space Preservation Strategies

Many strategies exist to allow for property owners in outer areas (the Outer Village) to develop their land while ensuring the preservation of open space. The following summaries some of these strategies.

- **Downzoning** – Involuntary downzoning is the act of reducing the legal development limit of a piece of property. Governments across the country have used this as a mechanism to restrict growth, but it presents many challenges. The involuntary downzoning of property is viewed by some as an uncompensated “taking” of land on par with eminent domain, which presents significant political and legal issues. Therefore, involuntary downzoning is not recommended as a mechanism for controlling growth in the Outer Village.
- **Transfer/Purchase of Development Rights** – Transfer, or purchase, of development rights (TDR/PDR) programs allow for the creation of two zones: a preservation (selling) zone and a growth (receiving) zone. Development rights of a property are then purchased from land in the preservation zone and applied to land the growth zone. Theoretically, this is the most efficient method for preserving open land as TDR and PDR programs have been successfully implemented in many states.

However, North Carolina’s current enabling legislation (N.C. Gen. Stat. § 136-66.10 - .11) for this type of program is relatively weak and, as such, no successful examples currently exist in the state. While such programs may in the future provide a useful tool to control growth in the Outer Village, they are not recommended at this time. Town management should continue to keep abreast of changes to North Carolina’s enabling legislation and, if the language is strengthened, consider adopting a TDR/PDR program.

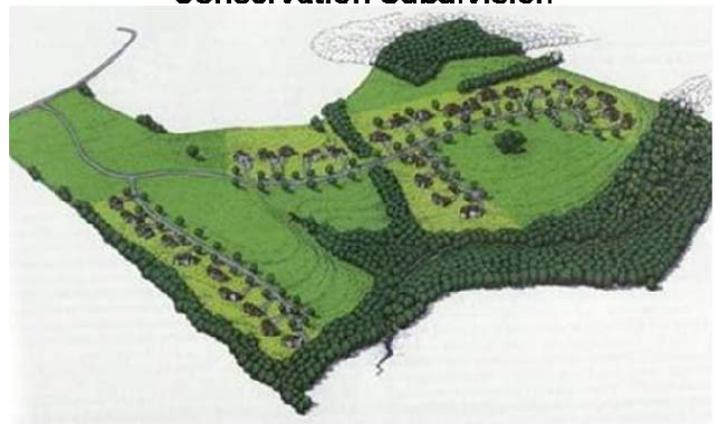
- **Alternative Subdivision Design** – Methods exist to preserve as much natural landscape as possible while meeting market demand for various types of lower-density housing. These include the conservation subdivision, the rural ranchette, and the farmhouse cluster.

Conservation Subdivision

A “conservation subdivision” is one that utilizes environmentally sensitive design guidelines to achieve greater open space preservation and minimal environmental impact. In conservation subdivisions legally-protected open space is combined around clustered lots. These subdivisions have the ability to maintain the same overall housing density, and development yield, as a normal subdivision (one house per acre in this case) but reduce the amount of developed land and increase the amount of open space. For

example, a 40 acre development that would traditionally yield 40 homes on 1-acre lots with no open space could instead yield 40 homes on ½ acre lots with 20 acres of permanently preserved open space or 40 homes on 1/3 acre lots with over 26 acres of open space.

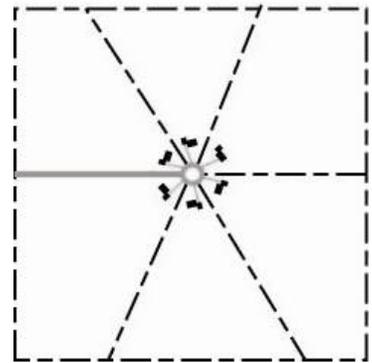
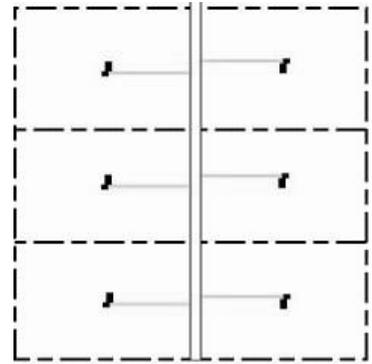
Conservation Subdivision



Rural Ranchette / Farmhouse Cluster

The rural ranchette, or farmhouse cluster, is a development type in which four to eight homes are built, on large lots up to 20 acres each. Unlike conventional large-lot design, houses are built in a small cluster away from the main road to mimic the appearance of a grouping of farm buildings. The small community of homes shares a common access drive and, due to their clustering, greatly reduces the infrastructure costs of serving large-lot development.

Open spaces in the farmhouse cluster remain privately held. Without proper land use controls on the land, the threat of further development of the open space exists. A farmhouse cluster represents densities far lower than those allowed under current zoning. Without a voluntary downzoning of the property, initiated by the owner/developer, homeowners would have the legal right to sell off much of their land for further development. Wingate does not currently have a zoning classification that allows for the maintenance of such low densities.



Wingate 2020 Plan Implementation Review

Establish a procedure to periodically review implementation activities. Evaluate progress to determine if changes/updates are needed to facilitate Plan implementation or if priorities need to be adjusted. Such review and evaluation could be a task assigned to the Planning Board and/or a free-standing Advisory Committee. Recommendations should be prepared and forwarded to the Town Board for consideration.

Traditional large-lot zoning (above) requires more infrastructure, disturbs more land, and interrupts more open space than the rural ranchette/farmhouse cluster option (below)

Mobility

Pursuant to the goals of creating a walkable community, several mobility initiatives were identified within the broader context of the Comprehensive Plan. These are summarized as follows:

- **Establish a Complete Streets Policy** – Complete Streets is defined as a principle by which all roadway facilities are designed to accommodate all modes of motorized and non-motorized mobility in an equitable and safe manner. In 2009, the North Carolina Department of Transportation adopted a resolution related to Complete Streets that “requires that NCDOT’s planners and designers will consider and incorporate multimodal alternatives in the design and improvement of all appropriate transportation projects within a growth area of a town or city unless exceptional circumstances exist.”

The Town should develop a directive that builds upon the base established by NCDOT and establishes more detail. The City of Charlotte, North Carolina defines the intent of its Urban Street Design Guidelines as follows:

“These Guidelines are intended to ensure a process that clearly, consistently, and comprehensively considers the needs of motorists, pedestrians, and bicyclists when planning and designing streets. All streets should be evaluated in terms of how they affect many different groups, including:

- *Motorists;*
- *pedestrians (including transit riders);*
- *transit operators;*
- *bicyclists; and*
- *people living, working, or otherwise using the adjacent land uses.”*

Sample language as follows could be used for the framework of the Policy: “The Town of Wingate embraces the principles of Complete Streets. New and retrofitted streets within the Town will be designed in a manner to balance the needs of all anticipated users, regardless of their selected mode of travel. This Policy applies to all roadways within the Town, including state, county, and local facilities, and will be applied to new construction and retrofits of existing facilities, including resurfacing.”

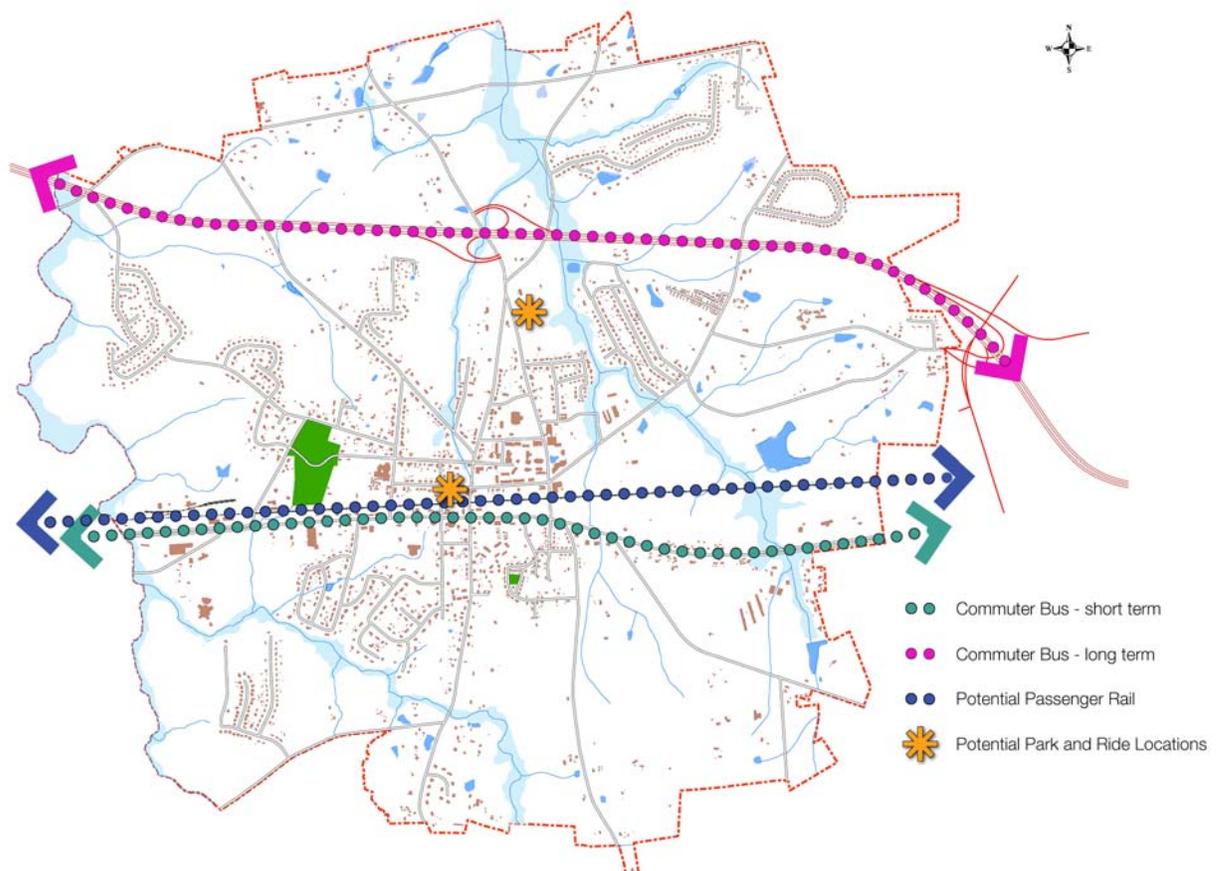
- **Target Streets for Complete Streets Initiatives** – Town roadways should be evaluated to determine how specific measures such as road or lane diets (narrowing of lanes) or incorporation of traffic calming elements can enhance walkability. Specific streets to be considered initially for Complete Streets initiatives are as follows:
 - Main Street
 - Elm Street
 - Camden Street
 - Wilson Street
 - Bivens Street
 - Williams Road
 - Pearl Street
 - Cedar Street

- Oak Street

Opportunities to effect changes in these facilities would include routine resurfacing and as redevelopment occurs along these facilities.

- **Reestablish Park and Ride for CATS 74x Route** – Wingate should actively pursue reestablishment of a Park and Ride commuter lot to serve residents and students. The lot should be located within walking distance (1/4 mile) of the intersection of Elm Street and Main Street, north of Highway 74 and as shown on Figure 13. Initially, the lot should be geared to serve a route along Highway 74. It should also consider that the completion of the Monroe Bypass will likely facilitate a shift in the service route of the 74x to the north near the interchange with Main Street.

Figure 13 Proposed Park and Ride Areas



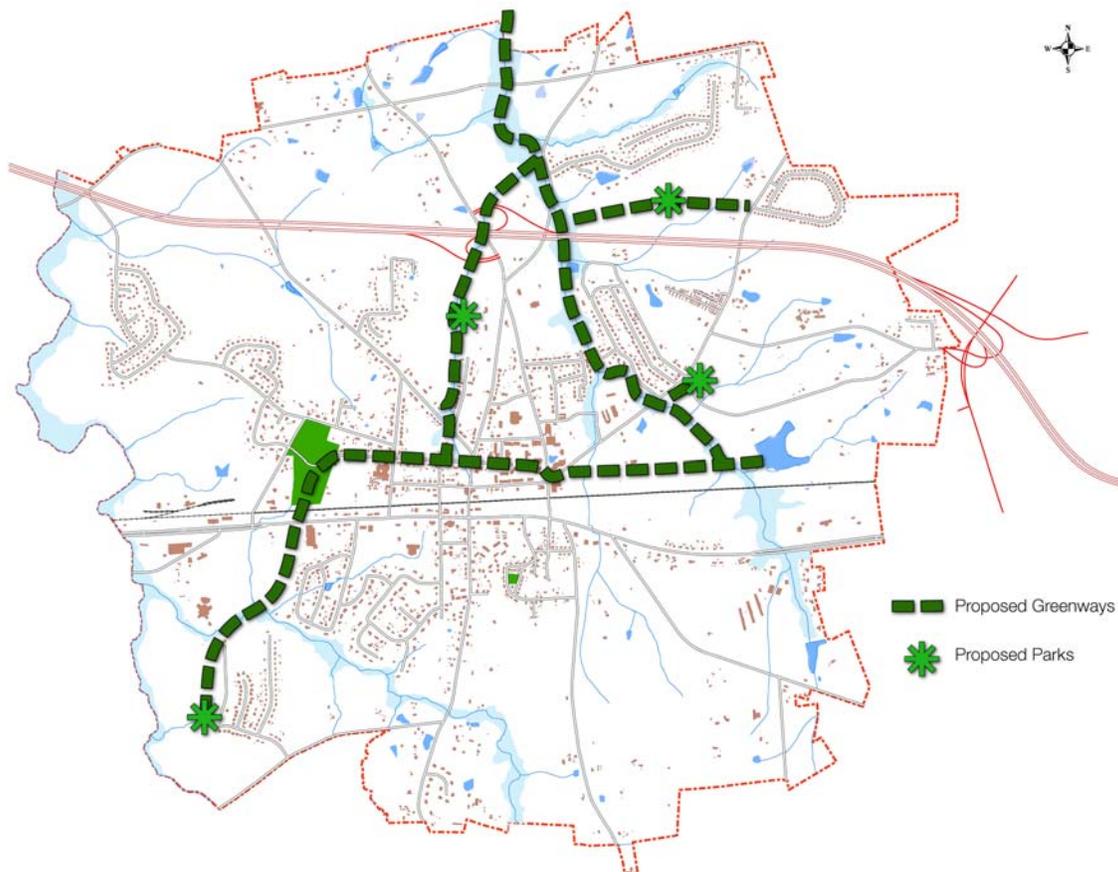
- **Revise Town Traffic Calming Policy and Guidelines** – The current town traffic calming policy only allows for speed humps and tables as traffic calming measures. The town should revisit and revise the policy to include the following measures as acceptable:
 - On Street Parking
 - Splitter Islands – median placed in the middle of two lanes of traffic
 - Mini-Circles – small scale round about
 - Roundabouts

- Midblock Pinchpoints/Bulbouts
- Intersection Bulbouts
- Raised Crosswalks (intersection and midblock)

The City of Portland, Oregon is a good resource for a model traffic calming ordinance.

- **Develop Comprehensive Greenway and Trail System** – As shown in **Figure 14**, the Town should pursue creation and implementation of a comprehensive in-town greenway system. The system should be positioned to not only facilitate recreational walking and biking, but also to provide an alternative to motor vehicles for daily commuting to work or classes at Wingate University. The system takes advantage of natural stream and utility corridors, and also includes a “rail with trail” along the CSX line in downtown. It ties together destinations such as downtown, schools, parks, and the University along a bucolic set of natural corridors on which travelers can feel safe, and provides a non-motorized travel option for residents and visitors.

Figure 14 Greenways and Trails



Economic

This section provides strategic recommendations for development and marketing of a town center for Wingate. These recommendations build on the findings of the retail market analysis, the area's economic strengths, and community preferences expressed through the planning process and in stakeholder meetings. The recommendations are oriented towards the strengthening of Wingate's commercial area as a "college town downtown." Key components of successful college towns are described below. The purpose and preferred location of the town center are described. Then, marketing concepts are provided that describe in detail the physical characteristics and recommended business mix for specific sites or sections of the commercial district as input to the community plan. Finally, key recommendations are provided that are meant to help leverage private redevelopment and investment in the town center.

Elements of a Successful "College Town Downtown"

Among the most energized, livable, and economically successful small towns in America are college towns. Small cities and communities with a university typically have a relatively stable economic base and a set of amenities that help to retain and attract young professionals and businesses, in addition to students. There are certain common elements of successful college towns that can be incorporated into a strengthened town center for Wingate. Among these are the following:

- **Walkability** – Consumer intercept surveys invariably link a town center's appeal to its pedestrian access and walkability. Most Americans have grown up around suburban malls and shopping centers that offer access to retail stores in a safe, clean, orderly environment. They are used to walking between shops in malls and strip centers but still view downtowns as being difficult to access in terms of parking and walkability. When these two issues are resolved, many consumers now prefer to walk in a traditional downtown than in a shopping mall. Many college towns have walkable streets and easy access to stores partly because students often lack the time or money to drive great distances. Students walk throughout campus and will walk to nearby shopping, restaurants, and entertainment.
- **Historical Context** – Providing historical context, whether through historic buildings, brick sidewalks, public art, or other elements of the streetscape is one way to generate a marketing identity for a community. It's not critical, and there are many other ways to celebrate identity, but many college towns have a sense of place rooted in esteemed history.
- **Small, Independent Stores** – College towns thrive on the small, often family-run independent stores that cater to specialty needs. This is not to say that there are not large "big box" stores accessible to students, but typical college town downtowns are more heavily oriented to smaller, independent stores that again provide a unique identity.
- **Street-Front Activity** – Because these communities are walkable, they typically offer more sidewalk-oriented and street-front retail that is accessible to pedestrians. Food and drink are an important part of the business mix in many successful small town centers, and college towns in particular. Outdoor cafes and other street-oriented activities help to create a lively atmosphere and attract destination shopping that make specialty businesses more economically viable.
- **Entertainment** – Entertainment is important in successful downtowns and college towns, again to help create destination appeal that attracts consumers, including tourists, from outside of the

community. Tourism (and the visitor base in general) is, in fact, an important part of the retail market in many college towns.

- **Direct University Branding/Synergies** – Many universities must market themselves to potential students, faculty, and contributors in the same way that the town itself markets for economic development. Co-branding the school and the town can be a very effective tool for creating stronger marketing synergies for both the university and the town. This occurs through the types of businesses as well as proximity and physical linkages between the university and town center. Many college towns are nearly synonymous with the universities that occupy them, like Charlottesville, Chapel Hill, Davidson (which, like Wingate, shares its name with the university), and others.
- **Broad Appeal** – At the same time, it is important for successful college town centers to have broad appeal that extends beyond the university community and reaches non-affiliated residents and workers in the community. Businesses must be economically viable, so they typically cannot depend solely on university students or staff. The same rules of retail apply to college towns as they do elsewhere – location, exposure, accessibility, market base – are all important. Finally, many college towns increasingly appeal to empty nesters and the retirement / senior population as a lifestyle destination. So, successful college town centers also appeal to a broad range of age cohorts.

Marketing Concepts & Strategies

The primary marketing concept calls for a walkable, mixed-use, “college town downtown” in Wingate. This is a place where Wingate residents, students, university faculty and staff, business people, factory and farm workers, and visitors congregate for outdoor dining, streetfront shopping, and for daily needs like groceries and the post office, in an attractive and walkable community space.

Various locations were considered for a true town center in the community, including the intersection of Main Street and the new Monroe Connector. But critical to the success of the town’s commercial heart will be its proximity to Wingate University’s campus and student housing. There is a need to create a “front door” to the university



through the development of a successful commercial town center. It would not be wise to spread commercial development out along Main Street from the proposed bypass down to (and along Highway 74), because this large area is inherently not “walkable.” It would also not be wise to create two competing commercial nodes (namely the bypass and Highway 74) in such a small community. Further, the historic origins of Wingate are located at Main, near Highway 74, so this provides context for the past and future growth of the community. Finally, placing the town center at/near Highway 74 and Main helps create a spur for redevelopment and physical improvement of the Highway 74 Corridor.



Element 1: Roadway and Physical Environment

An overall requirement for the success of this town center will be the physical improvement and enhancement of the Highway 74 corridor through the Town of Wingate. There is a need to create a landscaped boulevard with various streetscape improvements including specialty lighting, sidewalk and crosswalk pavers, and other elements described in more detail in the plan. Doing so would help to leverage development, enhance the image and pedestrian safety of the area, and create a “face” for the community.

Element 2: College Town Main Street

The College Town Main Street node incorporates the several blocks leading up Main Street towards the campus. The area presents an opportunity along North Main Street to create a small, pedestrian-friendly, university- and community-oriented node. Sheltered somewhat from Highway 74 traffic, the area can become a community hub for festivals, events, and university-related outdoor cultural activities. The images above best illustrate the type of environment envisioned along this stretch of Main Street from Highway 74 towards Wilson and Elm Streets.

- ***University-Related Anchor Building/Gateway*** – At the northern edge of this district is recommended a university (academic or administration) building that would help create a gateway into the town center while linking the commercial district with the university functions. This facility might include a university bookstore as a ground-floor anchor, with frontage on Main Street.
- ***Outdoor Community Gathering Space*** – The building would be configured to allow for an outdoor public space to accommodate community and university gatherings. As such, it would symbolize the close history and relationship between the community and the university. This space would create a venue for music concerts, outdoor theater, rallies, community events, religious celebrations, etc. An annual festival might stream along the several blocks of Main Street from this building south to Highway 74. The university would be encouraged to bring more of its arts and cultural activity “to the street” by use of this space.
- ***Main Street Business Mix*** – The business mix and associated components of the two blocks from this building south to Highway 74 would include the following:
 - Outdoor café
 - Pub/live music venue
 - Post office (existing)
 - Gift/novelty store (e.g., religious merchandise)
 - Apparel/accessories
 - Hair salon/barber shop (existing)
 - Weekly farmer’s market (held in railroad right-of-way)
 - Upper floor offices and apartments

Commercial uses would occupy rehabilitated buildings (possibly with second story additions) and new, infill mixed-use buildings. The rail crossing would be made less obtrusive through active, soft use of the rights-of-way (farmer’s markets, festivals, etc) and through a creative urban design and streetscape plan that would reduce the visual distances and improve the walkability between the commercial blocks on either side of the rail line.

Element 3: Highway 74 & Main - The 100 percent Corner

There is the opportunity at Highway 74 and Main Street to take advantage of the town's most visible intersection and create an iconic environment that presents a positive image and identity for the community.



The key elements of the program for this intersection and the surrounding node are indicated below:

- **Health/Senior Facilities (Building OO - Southeast Corner)** – This location presents a prime opportunity to capture the current and future market for a pharmacy as indicated in the market analysis. Ideally, the university would celebrate its strengths, and brand and operate the “Wingate University Pharmacy” as part of its academic program. Other associated retail would also be programmed into this building, which would be part of a larger, senior/specialty health facility. This facility would offer space for medical doctors, post-acute (PT/OT, home care) services and various partnerships with the university and area hospitals.

Finally, there may be an opportunity for senior (independent living) housing and medical office space, accessible to the center of the College Town. This housing would be located adjacent to the health facility. While the market for such housing has not been tested, demographic trends support the development of senior housing and these opportunities are often maximized in college towns.

- **Jesse Helms/Mixed-Use (Building X - Southwest Corner)** – The Jesse Helms Center is already a major presence in the Highway 74 Corridor. There is an opportunity to create more of a mixed-use node on this corner that builds synergies with the Center and creates more of an opportunity for

capturing the visitor market. In this scenario, the historic house (now used as the Town Hall) would be relocated to the southwest corner of the intersection. This house provides some historical context and an iconic presence for the Town that is otherwise lacking from existing structures. This building could be used as a destination-oriented restaurant that would appeal to the local market as well as to beach travelers. There would also be new commercial use and multi-family rental residential incorporated into a mixed-use redevelopment of this site.

- **Main Street Gateway Specialty Retail (Building MM and Y - Northeast and Northwest Corners)** – The other two corners of the intersection and surrounding areas would accommodate specialty retail as a gateway into the “College Town” Main Street district.

Element 4: Eastern (Marshville) Corridor

The eastern half of the Highway 74 Corridor between the “100 percent Corner” and the entrance to Wingate University presently contains a substantial amount of vacant commercial space on one (south) side and undeveloped land on the other (north).



The concept for this area calls for redevelopment that would include new university-related housing and facilities, rental apartments, and a new commercial center to accommodate key anchors.

- **University-Related Uses** – As Wingate University expands, there will be a need for new (graduate) student housing and academic buildings. It is recommended that such buildings be brought to locations that are visible and help create gateways to the town center/commercial corridor. At the existing entrance, for example, new academic or administrative buildings would be recommended to help frame the entrance and provide a gateway into Wingate. It is also recommended that new student housing be developed as appropriate along the northern edge of the eastern corridor. New attractive market-rate apartments would be appropriate at the outer edges of the corridor such as on the south side of the eastern edge. The development of mid-density housing on the outer edges of the town center will help strengthen the market for retail and commercial uses closer to the center.
- **Commercial Center** – Redevelopment of older, vacant commercial space is recommended for the south side of the eastern corridor, into a welcoming and attractive urban-format retail center. This center would be anchored by a home & garden supply store and a sporting goods store. Other key tenants would include an office supply business, convenience food store, and limited service

restaurant, among others. The center would help frame the street opposite new student housing and public amenities.

Element 5: Western (Monroe) Corridor

The portion of Highway 74 leading west from the intersection with Main up to about Bivens Street would form the other portion of this core town center area.



The western corridor already includes an existing strip shopping center along the south side, anchored by Food Lion, and other commercial uses. There is the opportunity to strengthen this center and incorporate it better into a more walkable town center. There is also the opportunity to create a new civic node as an anchor for the western gateway into Wingate. On the northern edge, new, mixed-use commercial buildings would be integrated with existing structures to create a more interesting commercial environment.

- **Strengthened Food Lion Center** – There is some scope for expansion of the existing Food Lion supermarket as a key anchor on the western corridor of the district. There is also the market opportunity to incorporate into this center a new general merchandise store anchor facing onto Highway 74. Other uses that would be integrated into this expanded center would be the restaurant, personal service establishments, the existing bank, and an apparel/accessory store.
- **Civic Node** – At the western end of this core area would be a new civic node that could incorporate a new Town Hall (displaced with the re-use of the current building for a restaurant), a new Library, and offices, all located near to Wingate Elementary School. Together, these education and government uses would help form a civic node to anchor the western corridor.

-
- **Mixed Commercial** – The northern edge of the western corridor would gradually redevelop with a mix of existing and new buildings accommodating retail, professional office, and personal and other services. There would be an effort to establish a mix of small and larger uses that creates more of a sense of place and a diverse environment for walking, shopping, and living.

Prioritization

Several projects would logically be prioritized as part of an implementation strategy. Recommendations in terms of prioritization are summarized below.

- 1) The highest priority in terms of leveraging investment (see below) would be the planning and financing of design upgrades and improvements to Highway 74 in Wingate, as the commercial spine of the town center.
- 2) Projects (as conceptualized above) located at the intersection of Highway 74 and Main Street, and leading north towards Wingate University are also a priority as these help establish the identity for the town center and provide a unique sense of place.
- 3) Attracting housing development within the areas surrounding the town center and near the proposed Monroe Connector interchange would also be important, in building a market for the types of retail uses that are desired by the community.
- 4) Capturing the existing and future market for home supply, entertainment, and general merchandise stores is an important objective because these businesses help anchor the town center’s destination market. A pro-active tenant/developer recruitment strategy would be recommended that builds on the findings of the market analysis.
- 5) Developing a new civic node for Wingate will help provide the community with a central space for public services and meeting as a community. The node will also help create a gateway into the town center.

Development Leveraging

These concepts involve a number of sites, property owners, businesses, a university, and other individual players in addition to government, State highway, and railroad stakeholders. There will be a need to leverage private investment in redevelopment in this area. There are several recommendations provided below for maximizing the opportunity for attracting investment.

Infrastructure Investment

The core issue impacting on the viability of this “walkable college town downtown” concept is the status of Highway 74. Redesign, landscaping, and streetscaping of Highway 74 are paramount as public investments that would be required in order to leverage private redevelopment and investment. Funding for road and streetscape improvements is covered elsewhere in this report. The Town should also engage with the State on the relative roles of Highway 74 and the Monroe Connector through this area. Given the possibility of high-speed traffic being relocated to the bypass, then Highway 74 should be re-examined in the resulting context.

Streetscape Design Considerations

Streetscape design should reflect on the marketing concepts and approaches for creating identity throughout Wingate. Ideally, streetscape and other urban design considerations should be placed in the context of Wingate functioning as a college town and with an ongoing collaboration with the university. Pedestrian and bicycle accessibility is a clear theme that must be addressed through design. But also, streetscape elements such as lighting, pavers, street furniture, landscape, public art, signage and façade

treatments should convey a consistent theme in recognition of the community's unique role as the home of Wingate University.

Site Assembly and Facilitation

An important role for the local government would be to work with property owners and businesses to facilitate the assembly of parcels for redevelopment along the corridor. Every effort should be made to integrate existing property owners and businesses into the process and encourage their participation as equity investors. In most cases, redevelopment would enhance marketability and increase property value for owners. One of the primary costs in terms of time and money for developers is in land assembly. So any effort by local government and other stakeholders to bring property owners to the table will greatly enhance the opportunity for investment and redevelopment. Local government and the university can also facilitate the recruitment of private developers and investors, in partnership with existing property owners and/or businesses. Where the university has a particular stake, such as on sites adjacent to the campus or in the health care/pharmacy concept, it would be appropriate for the university to take a lead role in pursuing partnerships for development.

Forming a joint Town-University implementing partnership, such as a Downtown Development Agency to carry forward with site assembly and facilitation, fundraising/grant writing, marketing and recruitment, incentives development, and negotiations with private stakeholders would be helpful in this type of development environment. However, Wingate's small scale and limited resources would probably prevent the sustainability of such an agency at this time unless other partners can be incorporated into the leadership.

Incentives

Many communities create various investment incentives, whether financial, fiscal, regulatory, or other, to attract the type of investment that the community prefers. Tax increment financing (TIF), which is enabled in North Carolina but avoided by many communities in the state, can be an effective tool for financing public infrastructure in order to leverage private investment. However, it is unlikely that the Town Wingate has the tax base or bonding capacity sufficient to support such financing. Such efforts would more likely have to be driven at the County level.

"Carrot and stick" approaches (using both incentives as well as regulatory enforcement) can also be effective in encouraging private property owners to make investments or otherwise improve the condition of their properties. Certainly there is a need to explore potential carrots and sticks to encourage the improvement of certain industrial and commercial properties on the edges of town. An effective package of incentives might include building improvement loans, coupled with strict code enforcement.

In "new urban" communities and an increasing number of traditional towns, local governments are providing incentives targeting small, independent retailers and other local businesses which strengthen the local "identity" of the community for marketing. Many surveys find that consumers prefer to see more local, independent retail stores in their town centers (whereas they can find chains at the mall). In a "new" emerging town center like Wingate's certain incentives may be necessary to attract the small retailers that are desired by the community and by university stakeholders. It would be difficult for many of these small retailers to survive until that time when the overall town center has destination draw. The Jesse Helms Center, which focuses on entrepreneurship, could perhaps see Wingate as a prime location for attracting resources and training to encourage private business development.

Marketing

There is a need for Wingate and Wingate University to explore a pro-active marketing strategy that focuses on recruiting the types of businesses and developers desired by the community to implement components of the plan. It is also important to ensure that the community's economy diversifies somewhat as it grows, so that it is not too dependent solely on the growth of the university. As noted, previously, colleges and universities help bring economic stability to a community. However, it is equally important to ensure that there are other types of well-paying jobs that will appeal to residents. Economic development marketing would target those opportunities (as identified earlier in this report) that would bring well-paying jobs to Wingate and surrounding areas, such as in professional and technical fields, specialty agriculture, and other industries.

Summary

Strategies for capturing the market potential for Wingate focus on key concepts in specific locations that would gradually re-make the town's commercial district. These concepts aim primarily to establish Wingate's commercial core as a walkable "College Town Downtown." One concept focuses on small-scale and specialty retail, cafes, farmer's market, and pedestrian-oriented activity along North Main Street. Another concept captures the opportunities for the "100 percent retail corner" at Main and Highway 74, for a health-oriented mixed-use project (including a branded Wingate University pharmacy) and another mixed-use development associated with the Jesse Helms Center.

An "eastern" corridor concept focuses on university and other housing, along with commercial redevelopment for anchor retail as a key strategy. The "western" corridor concept recommends reconfiguration and expansion of existing shopping along with the establishment of a more formal civic node as a gateway into Wingate.

Redesign of the Highway 74 corridor through the town is a high priority, as the road acts as the spine for the commercial town center and presents an opportunity for increasing walkability. Infrastructure investment will most likely require grant funding as explored elsewhere in this plan. Other efforts, such as redevelopment of large portions of the corridor, would require site assembly and facilitation to encourage property owners to become vested in specific projects and to understand the financial returns. This can be accomplished, as has been done in many other places, through pro-active engagement by local stakeholders.

Part 4: A New Downtown for Wingate

Introduction

This section addresses the goals and actions necessary to enhance the quality of development and create a more vibrant downtown for Wingate. The section provides a summary of the key issues and then highlight prime opportunities relevant to economic development, mobility, and design. A framework for future efforts and initiatives is organized around the ideas of:

- Revitalizing the new downtown area so it can serve the as the community’s main activity center
- Emphasizing the appropriate mix of retail, commercial and residential uses within a human scaled environment
- Maintaining connectivity within the town center and links to the rest of the community.

The creation of a true downtown was a key focus of the Wingate 2020 Plan. This section brings together the concepts developed during the 4-day community charrette and includes: the establishment of a Downtown Concept Plan, identifying relevant zoning updates and guidelines to develop design standards for the downtown; public improvements to enhance pedestrian and cyclist safety and access; and a blueprint to the appropriate mix of uses.

Key Issues

- Reuse and rehabilitation of historic buildings
- Promotion of compatible infill development
- Benefiting from Wingate’s true asset – the university
- Coordination with the university and other stakeholders
- Addressing the safety and accessibility of Highway 74
- Provisions for Business recruitment and expansion
- Provisions for Residential development
- Addressing of Infrastructure needs

Concept Plan

The concept plan can be found on the enclosed 11x17 figure.

Figure 15 through **Figure 18** provide views of the proposed downtown development. These views illustrate the concepts presented in part 3.

Town of Wingate North Carolina

DOWNTOWN DEVELOPMENT CONCEPT PLAN



Wingate 2020
Comprehensive & Downtown Plan



BROAD TABULATIONS

Total Site Area	93 Acres	Senior Housing (Res/Sen)	145,371 Square Feet	Total Existing/Retained Space	111,781 Square Feet
Total Building Area	1,302,003 Square Feet	Student Housing (Res/Std)	348,558 Square Feet	Total Proposed Space	1,190,222 Square Feet
Civic	34,273 Square Feet	Townhouse (Res/TH)	30,000 Square Feet	Total Park Space	9.3 Acres
Commercial	296,266 Square Feet	College (Institutional)	253,911 Square Feet	Total Parking	2584 Spaces
Commercial Mixed-Use	193,624 Square Feet	Total Residential	498 Units		



Randall Gross
Development
Economics

May 1, 2010

Figure 15 Highway 74 & Main Street

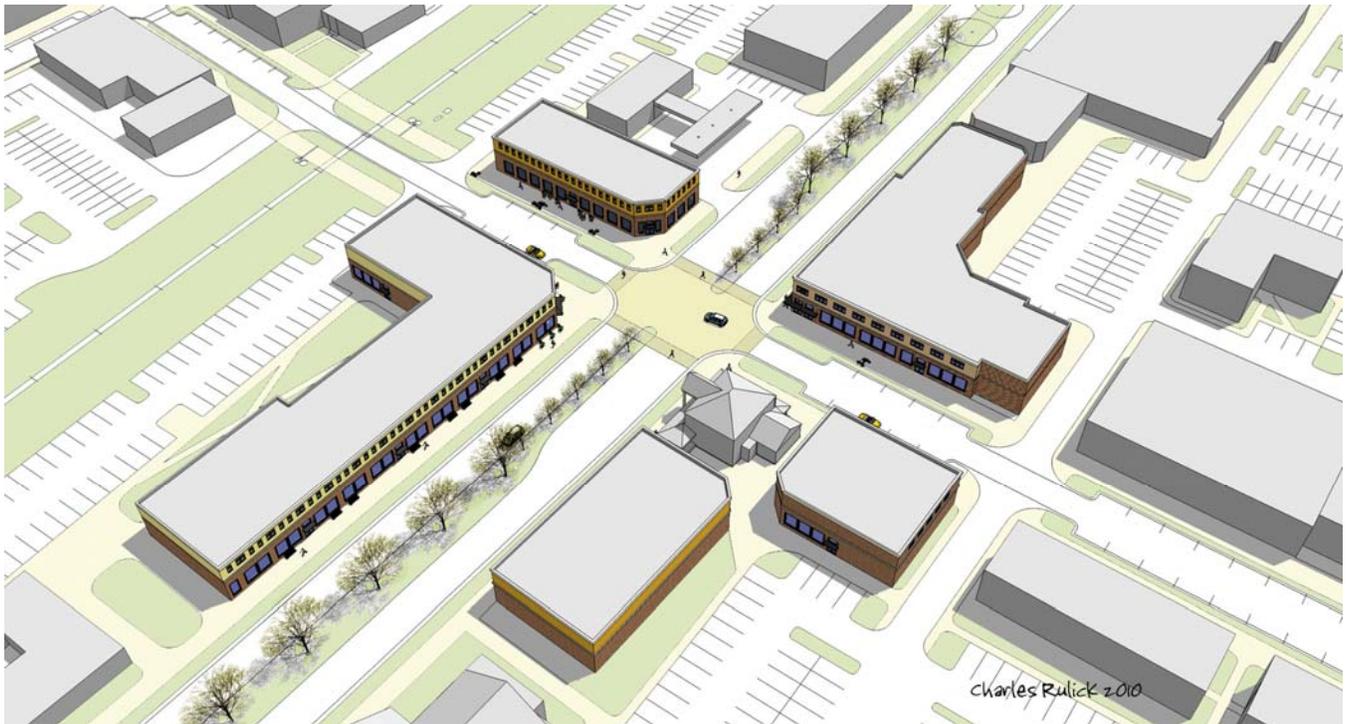


Figure 16 Highway 74 & Main Street



Figure 17 Highway 74 & Main Street (looking west on Highway 74)



Figure 18 Main Street & Highway 74 (looking north on Main Street)



Visual Design Preference Activity

During the charrette, participants participated in a visual design preference activity. The activity required the participant to rate photographs based on the design quality and features the participant wanted to see in Wingate. A scale ranging from -5 (strongly dislike) to 5 (strongly like) was used.

Below are some of the highest and lowest ranking photos of what was preferred and not preferred for development of the Town:

DISLIKES:



LIKES:



Mobility

During the course of the design charrette, the consultant team evaluated integrated land use and mobility proposals for the downtown area. As stated previously, the guiding principle for mobility in Downtown Wingate was to enhance and encourage walkability through the implementation of *Complete Streets* principles and reestablishing a balance between motor vehicle traffic and pedestrians and cyclists. Specific recommendations from the charrette are detailed in the following summary.

- **Tame Highway 74** – Currently, Highway 74 is a high-speed auto-oriented facility that is extremely hostile to pedestrians and cyclists traveling along or crossing the facility. An important aspect of this roadway is that the section within the town limits, and specifically within Downtown Wingate, can be characterized as high-speed highway due to the overall design elements incorporated.

When traveling highway 74 through the town limits, the posted speed limit is 35mph. The GHD Team propose improvement that would encourage drivers to obey the current posted speed limits. Note that these proposed improvements will not lessen the capacity of the highway but improve the quality of life for the Wingate residents.

The Wingate 2020 Plan for Downtown envisions this corridor as the primary doorway into Wingate. Recommendations for a transformation of Highway 74 to support this vision as an urban roadway are as follows:

- Incorporate formally planted median in the place of the center two-way left turn lane between Bivens and Camden Streets;
- Restripe travel lanes at 11 feet between Bivens and Camden Streets;
- Establish textured turn lanes at critical intersections;
- Provide textured or high-visibility crosswalks and pedestrian countdown clocks at Main Street, Bivens Street, and any new proposed signalized intersections resulting from the Master Plan implementation;
- Establish Town “gateways” at Bivens Street and Camden Street to demarcate the “Town” limits and to reinforce proper driver behavior;
- Provide continuous sidewalks and shade trees in the parkway strip between Bivens and Camden Streets; and
- Provide “rail with trail” along CSX facility to provide parallel bicycle facility through town.



Landscaping, sidewalks, street trees, narrower lanes, and other treatments will help to calm the intersection of Main Street and Highway 74, transforming it into a true downtown street

Figure 19 Cross Section of Highway 74 Through the New Downtown

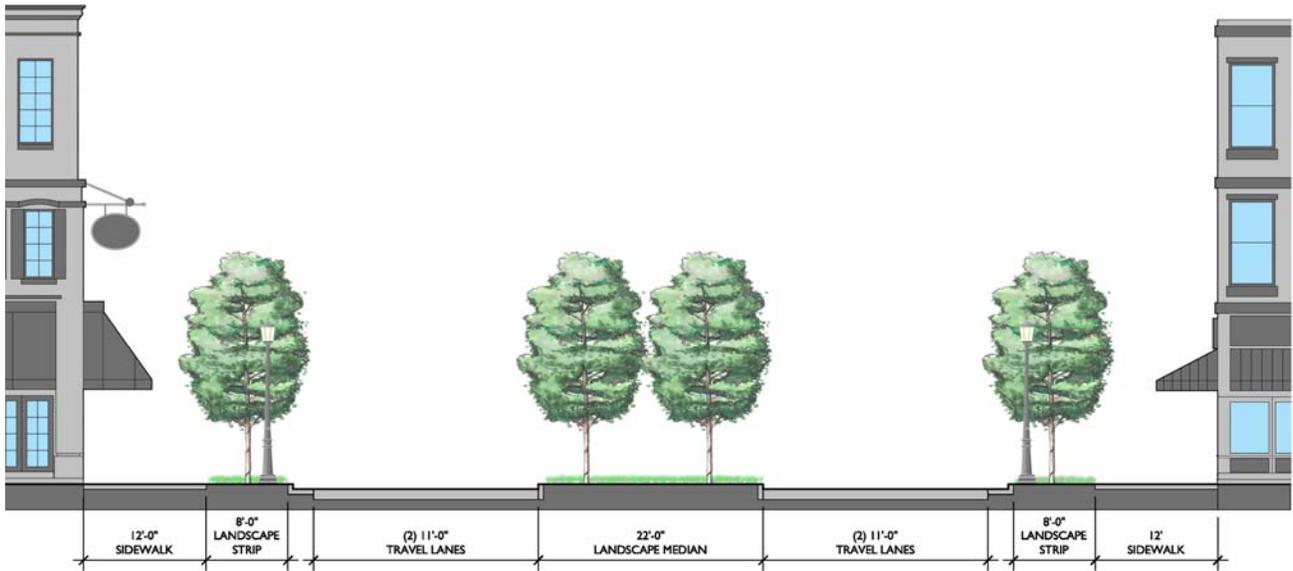
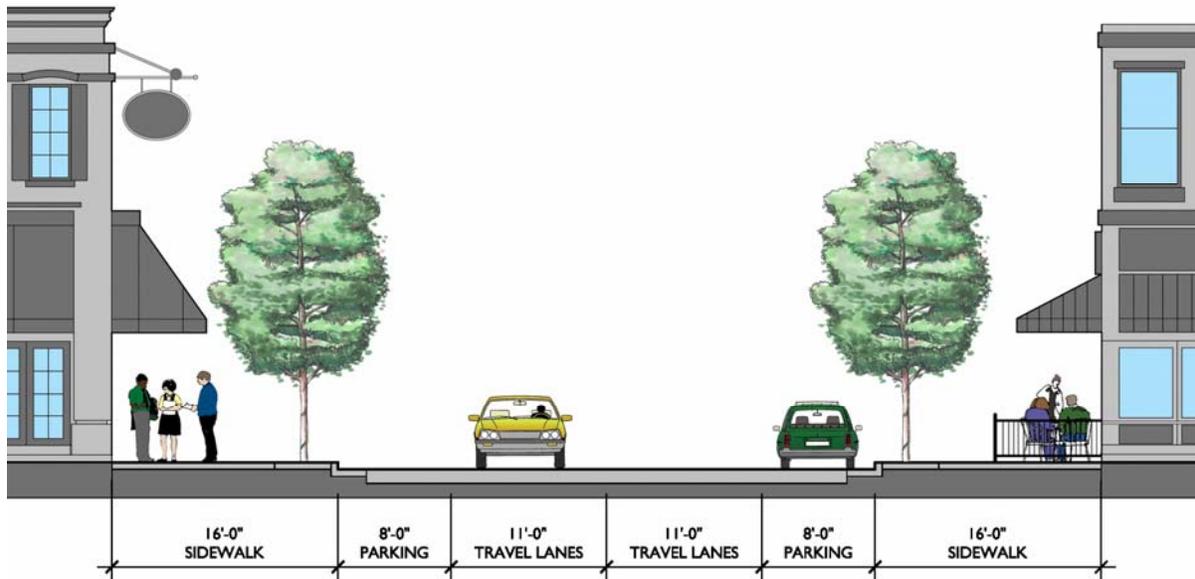


Figure 20 Cross Section of Main Street



- **Establish Pedestrian Priority Streets in Downtown** – Given the guiding principle of walkability and the amount of reinvestment to be made in actualizing the Downtown Master Plan, it is critical that the street network within the downtown be made more walkable in nature. **Figure 19 and 20** illustrate pedestrian friendly areas that are being proposed. A strategy illustrating a strategy for targeting downtown streets for Complete Streets retrofits, would include initiatives such as lane diets (reducing lane width to 10 feet); establishment of on-street parking; incorporation of traffic calming elements such as bulbouts, splitter islands, and mini-circles; and raised and/or textured

crosswalks at intersections. The application of these principles can be seen in the proposed sections for Main Street and Elm Street. Specific initiatives include the following:

- Evaluate all Downtown streets for Complete Street retrofits, including addition of 8-foot parallel parking lanes and reduction of travel lane width to 10 feet;
- Establish a gateway roundabout at a reconfigured intersection of North Main Street and Camden Street; and
- Widen existing sidewalks along Main Street to be consistent with the proposed new and redevelopment along the street.



- **Establish Railroad “Quiet Zone”** – The current freight train traffic on the CSX rail line impacts the Downtown with significant noise from the train horns. Federal policy requires the operators to sound the horn to alert motorists at the at-grade crossings of an approaching train. The Federal Railway Administration has established a procedure however to allow communities to petition for a “quiet zone” within sensitive areas. The procedure requires a safety audit of existing crossings and determination of additional safety measures at the crossings that would need to be completed prior to the establishment of the “quiet zone.” The process flow chart is presented.

It is recommended that the Town actively pursue the establishment of a “quiet zone” to cover the limits of the Downtown, measured from the western to the eastern Town Limits along Highway 74, illustrated in **Figure 21**.

Figure 21 Proposed “Quiet Zone” for CSX Railroad



Retail Demand Assessment

Retail demand was forecasted for the Wingate trade area. These demand forecasts provide the basis for assessing the economic potentials for retail business in the Highway 74 Corridor and surrounding areas of Wingate. The trade area(s) are defined and the demographic trends and projections for these areas analyzed. Based on the demographic projections, retail expenditure potentials are forecasted for the trade area(s) by specific type of retail good and service. These forecasts represent the future sales volumes generated by trade area households that will be available to businesses throughout the trade area and beyond.

Definition of the Trade Area

The Wingate Retail Trade Area was defined based on a number of factors including transportation access, driving times, urban form, natural features, man-made boundaries, and other factors. The trade area represents the primary region from which a town center in Wingate would draw its household market base. This analysis has defined the trade area to include all of the town of Wingate, plus areas to the east towards Marshville and west towards Monroe. In general, the trade area is elongated east and west due to the greater accessibility afforded by the highway. Areas to the north and south along Main Street would also be accessible. More specific sub-markets that comprise the trade area were defined based on the market character of specific areas. These sub-markets are defined below.

Convenience Sub-Market “A”

The “convenience” portion of the trade area includes those households within the Wingate area. Since the town is relatively small and compact, most households are located within a short drive of the “100 percent corner,” the commercial corridor, and the geographic center of town. As such, it is accessible for convenient goods and services.

Commuter Sub-Market “B”

Areas to the east towards Marshville and Polkton are considered as “commuter” sub-market comprised of households often with at least one individual who commutes to work or shopping through Wingate along

Highway 74. Marshville is a small community but also with its own highway commercial as well as a functional (if under-utilized) downtown core.

Another commuter sub-market is also somewhat dependent on travel through Wingate. This area, extending to the south and north of Wingate (South-Allens Crossroads) has a more rural character and is relatively sparsely populated. Transportation access is less developed and it takes longer to travel to Wingate, but there are few alternate choices for services and highway access.

Destination Sub-Market “C1”

Also included in the trade area are markets that are accessed mainly when Wingate is considered the destination, rather than because of its proximity or as part of a normal commuting pattern. The first destination sub-market includes areas to the west including Monroe, Trinity and Unionville.

Destination Sub-Market “C2”

The other destination sub-market includes Anson County and the Wadesboro area. These areas are accessible along Highway 74, particularly for commuters and others traveling in towards Charlotte. The area would become more accessible to Charlotte through development of the Monroe Connector.

Demographic Trends

Demographic trends within the trade area were examined in order to provide market context for Wingate. Population, household, and household income trends were examined for the period from 1990 through 2010 and for each of the sub-markets defined above. These trends are summarized below.

Population

The trade area has a total population base of about 138,000. Population has generally increased rapidly within this area. Trade area population has increased by 69 percent between 1990 and 2010, from 81,593 to 130,060. Population increased at the rate of 2.8 percent between 1990 and 2000, but has increased at the faster pace of 3.3 percent per year since 2000.

The fastest population growth in the trade area was experienced by Sub-Market C1, the destination markets located to the west (Monroe, etc), where population increased by 97 percent over the 20-year period. These areas have a combined population of about 85,100 today. Sub-Market A (Wingate and surrounding areas) expanded by almost 79 percent and has an estimated population of 8,700. In Sub-Market B, the commuter areas to the east, north, and south of Wingate, the population increased by 97 percent over the 20-year period. These commuter areas have a combined estimated population of about 26,200 today.

The only portion of the trade area (**Table 21**) that appears to have lost population base over this period is Sub-Market C2 (Wadesboro area), where there is out-migration to more urban and suburban areas. This area lost about 4.0 percent of its population base since 1990, or about 800 people. The area has a total population of 18,000.

Table 21 Demographic Trends, Primary Trade Area (1990-2010)

Factor	1990	2000	2010	Number	Percent
Sub-Market A					
Population	4,869	5,632	8,710	3,841	78.9%
Households	1,315	1,792	2,778	1,463	111.2%
HH Income	\$ 53,944	\$ 61,652	\$ 55,923	\$ 1,979	3.7%
B					
Population	14,801	19,151	26,181	11,380	76.9%
Households	5,262	6,653	8,977	3,715	70.6%
HH Income	\$ 53,244	\$ 64,883	\$ 65,945	\$ 12,701	23.9%
C1					
Population	43,122	60,449	85,122	42,000	97.4%
Households	15,481	21,290	29,627	14,146	91.4%
HH Income	\$ 56,943	\$ 69,361	\$ 64,900	\$ 7,957	14.0%
C2					
Population	18,801	18,863	18,047	(754)	-4.0%
Households	6,863	7,166	6,919	56	0.8%
HH Income	\$ 40,692	\$ 46,529	\$ 41,409	\$ 717	1.8%
<i>Note: Income expressed in constant 2007 dollars.</i>					

Sources: Claritas, Inc. and Randall Gross / Development Economics.

Households

The household base within the trade area has also expanded rapidly, growing by 67 percent since 1990. Surprisingly, the number of households did not increase as quickly as population in recent years. This trend bucks national statistics that consistently show household growth exceeding population growth due to declining household size. In this area, population growth may be faster because many families with more children are moving into the area. Overall, there are about 48,300 households within the trade area.

The number of households increased fastest in the Wingate area, at about 111 percent since 1990, for a total of 2,800. This area added about 1,500 households since 1990. Thus, household growth within the Wingate area did, in fact, exceed population growth. This suggests that Wingate itself is attracting smaller families and more singles. By contrast, household growth in both Sub-Markets B and C1 lagged behind population growth. Within Sub-Market C2, household growth did exceed population growth but the rate of growth was only slightly positive.

Income

Household incomes within the trade area have increased by about 15 percent above inflation since 1990, to a weighted average of about \$48,960. This number is very close to the national average. Despite an overall increase, incomes actually fell in real terms (after accounting for inflation) between 2000 and 2010. During

this most recent decade, real incomes fell by about 6 percent or more than \$3,000. Trade Area incomes are highest in Sub-Markets B and C1, at \$65,900 and \$64,900 respectively. Incomes in those areas also increased most rapidly, by almost 24 percent in Sub-Market B and 14 percent in Sub-Market C1. Household incomes increased by about 3.7 percent above inflation in the Wingate area over that 20-year period, but by only 1.8 percent in Sub-Market C2 (Anson County area) during that same period.

Demographic Forecasts

Population, households, and income were also forecasted to 2015 (**Table 22**) as a basis for assessing the market demand for retail in the trade area. Overall, the trade area population is expected to increase by about 15 percent over the next five years, to 158,400, an addition of more than 20,000 people. Households will increase by 14 percent to 55,200 (up by nearly 7,000). Since households are one of the basic building blocks for retail demand, continued household growth in the trade area bodes well for retail sales. Household incomes are also expected to increase over the next five years and make up for real losses suffered during the recent recession. Trade area household income will increase by about 4 percent by 2015 to \$50,800, although this is still about \$2,000 less than 2000 levels.

Population and Households

The fastest population and household growth expected in the trade area will be in the Wingate area, which will add almost 1,800 people (20 percent) and 600 households (21 percent) over the next five years. Sub-Markets B and C1 will also see expanding population and household base. However, it is anticipated that more rural Anson County and Wadesboro will continue to see stagnant demographics. Population there will decline by about 0.6 percent and households by 0.2 percent by 2015.

Income

The fastest household income growth is expected in Sub-Market B, where incomes will increase by almost 6.0 percent in real terms to \$69,800. This commuter area will also have the highest incomes in the trade area. Incomes in Sub-Markets A and C1 will also increase modestly, but income growth will be much slower in Sub-Market C2. There, incomes will increase only marginally above inflation, by a projected 0.7 percent.

Table 22 Demographic, Primary Trend Areas (2010-2015)

Factor	2010	2015	Number	Percent
<u>Sub-Market A</u>				
Population	8,710	10,464	1,754	20.1%
Households	2,778	3,360	582	21.0%
HH Income	\$ 55,923	\$ 57,424	\$ 1,501	2.7%
<u>B</u>				
Population	26,181	30,102	3,921	15.0%
Households	8,977	10,389	1,412	15.7%
HH Income	\$ 65,945	\$ 69,805	\$ 3,860	5.9%
<u>C1</u>				
Population	85,122	99,881	14,759	17.3%
Households	29,627	34,578	4,951	16.7%
HH Income	\$ 64,900	\$ 67,255	\$ 2,355	3.6%
<u>C2</u>				
Population	18,047	17,942	(105)	-0.6%
Households	6,919	6,906	(13)	-0.2%
HH Income	\$ 41,409	\$ 41,697	\$ 289	0.7%

Note: Income expressed in constant 2007 dollars.

Sources: Claritas, Inc. and Randall Gross / Development Economics.

Retail Expenditure Potentials

The retail expenditure potentials within the trade area were estimated for 2010 and forecasted through 2015. These data represent the retail sales potential generated by households within the trade area for various types of retail goods and services.

Total Personal Income (TPI)

TPI was estimated and forecasted based on the total income of all households within the trade area (**Table 23**). In 2010, it is estimated that the trade area has a TPI of nearly \$3.0 billion. That number is expected to increase to \$3.5 billion by 2015, an increase of about \$575 million or 19.4 percent over the five-year period. Much of the trade area income base is centered in Sub-Market C1, which accounts for nearly two-thirds of total trade area income. The concentration of households and income in the Monroe area illustrates the potential importance of this sub-market to retailers in the region and within Wingate especially.

Table 23 TPI Forecast, Wingate

Sub-Market	TPI (000)		2010-2015 Change	
	2010	2015	Amount	Percent
A	\$ 155,332	\$ 192,944	\$ 37,612	24.2%
B	\$ 592,017	\$ 725,207	\$ 133,190	22.5%
C-1	\$ 1,922,790	\$ 2,325,552	\$ 402,762	20.9%
C-2	\$ 286,508	\$ 287,962	\$ 1,454	0.5%
Total	\$ 2,956,648	\$ 3,531,665	\$ 575,017	19.4%

Notes: Total personal income (TPI) expressed in thousands of constant 2008 dollars.

Source: Randall Gross / Development Economics.

By comparison, the Wingate area (Sub-Market A) has TPI of about 155.3 million or just 5.2 percent of total trade area income. While Wingate’s share of the trade area is increasing, it still represents a relatively small share of the market. Thus, in order for Wingate to attract shopping and the types of stores that residents would like to see, the town would either need to increase its household base or attract destination shoppers from places like Monroe.

Total Retail Demand

The share of income spent in the trade area on various specific types of retail goods and services was calculated based on data collected through household surveys and other inputs. Overall, the trade area has total existing retail expenditure potential (demand) for about \$1.75 billion. This number is forecasted to increase by \$335,175,000 to \$2.09 billion by 2015. The increase in household expenditure potential represents an opportunity for existing retail businesses to generate higher sales revenues and/or for new businesses to enter the market. Not surprisingly, expenditure potentials are highest in Sub-Market C1, at about \$1.11 billion, increasing to \$1.34 billion by 2015. Sub-Market A (Wingate area) has total potential for \$102.5 million, increasing to \$127.3 million by 2015.

Summary

This assessment estimated existing retail demand of \$1.75 billion in the Wingate retail trade area, increasing by \$335.2 million to \$2.09 billion by 2015. This growth represents potential opportunities for existing businesses to increase their sales and also for new retailers to enter the market. Much of the trade area’s retail potential is generated by households in the Monroe area, west of Wingate. Unfortunately, households in this area are less dependent on Wingate for their retail needs, as their commutation patterns flow to the west of Monroe and not east towards Wingate. As such, Wingate’s opportunities for capturing a share of this large market base are dependent on the ability to create destination appeal. On the other hand, sub-markets to the north, south, and east flow more naturally to Wingate as a retail hub due to the existing commutation patterns. As such, existing businesses tend to depend more on sales generated from within Wingate or areas further east, north, and south. The potential for Wingate to capture a share of this growing sales potential is determined in the section that follows.

Wingate Retail Potentials

Section 4 of this report provides a summary of findings on the retail market potentials for Wingate and specifically, for the core commercial corridor along Highway 74 and Main Street. Retail demand was forecasted in the previous section for a trade area that encompasses Wingate and surrounding areas. Not all of this demand is available to retail businesses or locations in Wingate as the town operates within a competitive environment. The competitive framework is analyzed in this section and the town's capture of potential trade area retail demand is determined by specific type of establishment. Based on these market findings, a "recommended mix" of retail, restaurant, personal service, and entertainment businesses is provided as a guide for strategic development and marketing recommendations provided in the final section of this report.

Competitive Retail Nodes

As noted above, Wingate must compete for sales with other retail nodes within the surrounding areas, as well as in Charlotte and other parts of the metropolitan region. Of particular importance are town centers, downtowns, and commercial nodes that provide the type of amenity value envisioned by the residents of Wingate in their own town center. Key competitive nodes are summarized below.

Monroe

Monroe and surrounding areas offer the largest potential market base for destination shopping in Wingate. At the same time, this city also offers the largest supply of competitive retail that captures this market base. Much of this competitive retail is concentrated in the Highway 74 commercial corridor, which has an estimated 1.5 million square feet of existing retail/commercial space, plus another 1.0 million in planned new retail space. But downtown Monroe is also highly competitive with a potential town center in Wingate. Downtown, with about 140,000 square feet of retail space, offers a mix of shoppers' goods (e.g., clothing stores, etc), restaurants, services, and civic uses in a very walkable and pleasant environment. However, a substantial share of retail space (estimated at 25 percent) is vacant.

Marshville

Marshville has highway commercial uses (about 150,000 square feet) along Highway 74, with a similar orientation to Wingate. However, the city also has a small downtown business district with about 65,000 square feet of retail uses including restaurants, specialty stores (antiques, cycle gear) and services. Downtown Marshville, like Monroe and Wingate, has a high vacancy rate, estimated at 32 percent. A large downtown furniture store closed and the large building has not been re-tenanted. Other downtown businesses are experiencing a sales slump. Part of the problem is that, as in Wingate, there are few destination-oriented businesses to attract market from outside of Marshville.

Legacy

As noted previously, the proposed Legacy project would include a "town center" mix as planned, with mixed-use, residential/retail, and associated uses. As the project would be located east of Wingate off of the proposed bypass, it would likely capture much of Wingate's market share for destination goods from Sub-Markets B and C2.

Other

Large suburban retail nodes around Charlotte, other university communities (e.g., Davidson), and communities further east (Wadesboro/Rockingham) would also compete with Wingate for retail expenditures generated by households in the trade area.

Warranted Retail Potentials

The potential for retail uses in Wingate was determined after considering the competitive framework for capturing expenditures generated by households in the trade area (**Table 24**). This analysis determined that there is existing demand for 271,770 square feet of retail/commercial uses in Wingate, increasing to 315,000 by 2015. After accounting for existing retail use and vacancies, there is “warranted” demand for about 196,700 square feet of net new retail use.

Table 24 Summary Warranted Retail Demand by Use (2010- and 2015)

Type of Good	Gross Demand (SF)		Existing	Warranted
	2010	2015	Uses	Demand
Convenience	81,732	92,175	56,500	35,675
Shoppers Goods	122,661	143,905	10,450	133,455
Eating/Drinking	26,307	29,937	16,000	13,937
Entertainment	22,331	26,955	-	26,955
Personal Services	18,741	22,008	7,900	14,108
TOTAL	271,771	314,980	96,850	224,130
Existing Vacant			27,400	
Net New Space				196,730

Source: Randall Gross / Development Economics

This demand includes over 130,000 square feet of shoppers goods stores, 35,700 square feet of convenience goods, 27,000 square feet of entertainment, 14,000 square feet in restaurants/bars, and 14,000 square feet in personal services. Demand could also be expressed in terms of sales potentials and could be attributed to sales growth at existing stores as well as potential for new businesses. This analysis assumes that there would be a major improvement in the physical conditions for shopping in Wingate and that there would be significantly more accommodation of pedestrian activity. The analysis also assumes an aggressive marketing strategy oriented to transforming Wingate into a shopping destination. Demand by specific category of type of retail establishment is disaggregated summarized below.

Convenience Goods

The 36,000 square feet of convenience goods potential includes warranted demand for about 17,800 square feet of health and personal care (e.g., pharmacies) use, along with about 5,400 square feet of additional grocery demand, 4,000 square feet of miscellaneous convenience, and 4,600 square feet of convenience food.

Shoppers Goods

There is significant unmet demand for shoppers goods within the Wingate area, assuming that the town is marketed as a college town for destination shopping. Among the largest potential uses are 58,000 square feet in hardware/building/home supply and 38,800 square feet in general merchandise stores. Remaining demand is spread between a number of retail uses, in particular, auto dealers (7,900 square feet), apparel (4,300), furniture (3,800), home furnishings (2,900), electronics (2,300), sporting goods (2,200), and office/stationary (2,000).

Eating, Drinking, & Entertainment

The 40,000 square feet of restaurant and entertainment demand includes 27,000 square feet in entertainment, which is lacking in the general area surrounding Wingate and in portions of the trade area further east. There is also demand for about 14,000 square feet in restaurants.

Personal Services

About 14,000 square feet in personal services space could include barber and beauty salons, tanning, shoe repair, and other personal care establishments.

Recommended Business Mix

Based on the findings of the market analysis, a recommended business mix is provided to help guide planning and marketing for a town center (**Table 25**). The business mix provides for new businesses above and beyond the existing businesses in the study area.

This business mix would include a home and garden supply store (55,000 square feet) that would serve as an anchor for redevelopment of a highway-oriented commercial center. A specialty department store of 28,000 square feet would form another anchor for the town center business district. A third key anchor would be an entertainment venue (music/dinner theater/other) that would help generate destination appeal to the district and attract consumers from Monroe and other areas to the west that would not otherwise venture to Wingate. A Wingate University-affiliated pharmacy (12,500 square feet), coupled with a senior health facility, would serve as an important image-setting component of the college town hub. The pharmacy would bring a direct relationship with the university's growing pharmacy school and an opportunity for the university to showcase its talent.

Other key uses would be a destination restaurant/pub with broad appeal, several apparel & accessory stores (including one with youth orientation), specialty food, gift & novelty (e.g., Wingate University oriented), a book/DVD store/café with sidewalk appeal, a specialty sporting goods store (e.g., bicycles), and limited service restaurants. Overall, this mix would help strengthen the area's appeal as a college-oriented, destination town center.

Table 25 Recommended Business Mix – Wingate College Town Center

Type of Business	Square Feet
Wingate University-Affiliated Pharmacy Anchor	12,500
Senior/Health Facility	10,000
Specialty Food	1,000
Misc Convenience	1,500
Apparel-Youth Oriented	2,500
Apparel & Accessories-Women's	3,500
<i>Home & Garden Supply Store*</i>	<i>55,000</i>
Specialty Dept Store	28,000
Bookstore/Café	3,500
Gift/Novelty	1,500
Office/Stationary	2,000
Specialty Sporting Goods (e.g.bicycles)	2,200
Limited Service Restaurant(s)	5,500
Full-Service Restaurant/pub (broad appeal)**	3,500
Entertainment Venue (music/dinner theater/TBD)	20,000
Spas/Salon	4,000
Total	156,200
*Highway-oriented	
**Inflow requirement.	
Source:	Randall Gross / Development Economics.

Table 26 Warranted Retail Demand by Use

WINGATE, 2010 AND 2015				
Type of Good	Gross Demand (Sq Ft)		Existing	Warranted
	2010	2015	Uses	Demand
Convenience				
Grocery	40,641	45,388	40,000	5,388
Convenience	3,682	4,619	-	4,619
Specialty Food	1,609	1,946	1,000	946
Health/Pers Care	15,094	17,826	-	17,826
Gas/Convenience	16,533	18,064	15,500	2,564
Misc Conv	4,173	4,332	-	4,332
Sub-Total	81,732	92,175	56,500	35,675
Shoppers Goods				
Apparel	3,596	4,331	-	4,331
Accessories	53	62	-	62
Jewelry	316	369	-	369
Shoes	457	504	-	504
Furniture	3,265	3,810	-	3,810
Home Furnishings	2,520	2,971	-	2,971
Appliances	866	1,018	-	1,018
Hardware/Bldg/Home	49,379	58,354	-	58,354
Garden Supply	1,854	2,211	-	2,211
Gen Mdse/Dept	39,760	45,830	7,000	38,830
Auto Dealers	9,656	11,259	3,450	7,809
Auto Supply	1,609	1,908	-	1,908
Electronics/Comp	1,939	2,295	-	2,295
Books/Music	909	1,115	-	1,115
Camera/Photo	209	270	-	270
Gift, Novelty, Svr	1,482	1,772	-	1,772
Hobby/Toy/Game	994	1,197	-	1,197
Luggage/Leather	91	119	-	119
Office/Stationary	1,713	2,081	-	2,081
Sewing/Piece	147	183	-	183
Sporting Goods	1,845	2,246	-	2,246

Sub-Total	122,661	143,905	10,450	133,455
<u>Dining & Entertainment</u>				
Restaurant-FF	11,837	14,101	4,000	10,101
Restaurant-FS	11,512	12,297	11,000	1,297
Drinking Establishmt	2,959	3,539	1,000	2,539
Entertainment	22,331	26,955	-	26,955
Sub-Total	48,638	56,891	16,000	40,891
<u>Personal Services</u>	18,741	22,008	7,900	14,108
TOTAL	271,771	314,980	90,850	224,130
<i>Existing Vacant</i>			27,400	
<i>Net New Space</i>				196,730

Source: Randall Gross / Development Economics

Action Plan

In **Table 27** , summarizes short term, medium term and long term action items, towards plan implementation.

Table 27 Action Plan

Short Term (1-3 years)		
Action	Detail	Responsible
Economic Development Director/Facilitator	To hire an Economic Development director/facilitator to assisting in facilitating the development of downtown	Town
Adopt new design standards	Amend current subdivision and building codes to reflect the preferences supported by the community during the charrette process	Town
Create appropriate zoning	Adapt the current land use and zoning ordinance, or create a new ordinance, to reflect the desired outcomes of the vision plan created in the comprehensive plan	Town
Research funding sources for transportation infrastructure improvements	Ensure that all new funding and grant sources currently available for improved pedestrian and cycling infrastructure improvements is identified and applied for.	Town, University, NCDOT
Create joint Town – University development and business improvement partnership	The town and the university need to approach all development opportunities in partnership to maximize potentials. The Downtown Development Partnership would carry forward with site assembly and facilitation, fundraising/grant writing, marketing and recruitment, incentives development, and negotiations with private stakeholders (especially helpful in this development environment).	Town, University
Water/Wastewater master plan	The town must identify and plan ahead for the infrastructure improvements that will be necessary to support the type of growth and development presented in the comprehensive plan	Town - underway
Water/Wastewater Infrastructure improvements	Begin implementation of water and wastewater infrastructure rehabilitation to support continued service to the town.	Town, county
Greenway master plan	Develop Greenway Master Plan to identify corridors for multi-use trails and begin conceptual design	Town, county, University, NCDOT
Revise traffic calming procedures	Develop more comprehensive menu of options and criteria for town wide and neighborhood traffic calming	Town

Develop Complete Streets Policy	Develop a Complete Streets directive and associated design guidelines for Town and State roadways within the Town and ETJ	Town, NCDOT
Apply for Railroad Quiet Zone	Develop mitigation plan and coordinate with FTA and CSX on establishment of railroad “quiet zone” through Town	Town, FTA, NCDOT, CSX
Improve Intersection at Edgewood and Hwy 74	Town to Petition NCDOT for a stop light in assisting the Town with deterring truck from traveling down secondary roads	Town, NCDOT
Medium Term (3-5 years)		
Implement transportation infrastructure improvements on Downtown streets	Begin construction of new sidewalks, streetscapes, pedestrian and bike amenities, etc.	Town, NCDOT, University
Pursue Marketing and Recruitment	Develop marketing materials and strategy for recruiting developers and tenants for targeted priority sites. Work with local entrepreneurs to strengthen their business model and integrate with overall concepts	Town-University Partnership, working with property owners
Plan for new housing in/ around the center of town	Develop “sub-area” plans that focus on opportunities for housing surrounding the downtown area. Recruit developers for targeted sites and encourage housing development where appropriate	Town of Wingate, working with property owners and Town-University Partnership
Implement railroad Quiet Zone mitigation measures	Install crossing mitigation measures, establish quiet zone through Town	Town, FTA, NCDOT, CSX
Implement Greenways Plan	Construct Greenways recommended in the Greenways Plan	Town, NCDOT, County
Develop Incentives Package	Develop a “carrot and stick” approach to regulation and incentives related to business uses in the downtown core area	Town of Wingate, with input from Town-University Partnership
Pursue Site Assembly and Facilitation	Work closely with property owners and businesses to discuss potential concepts for development and interest/opportunities for equity participation. Focus on key project concept development sites, e.g. “100 percent corner” and the existing shopping center.	Town-University Partnership
Long Term		
Develop new civic node	Create new civic node at the gateway entrance from the west. This may include new town hall, library, police and fire stations.	Town of Wingate, with citizen input. Local funds and grants
Develop new housing	Facilitate the development of private and student housing within the Downtown as well as in adjacent areas.	Town, University

Implement taming plan for Highway 74	Implement lane diets, addition of sidewalks and bike facilities, streetscapes, gateways, and lighting on Highway 74 through Town	Town, NCDOT
Elevated crossing east of Town to allow for continuous flow of traffic	The separation between US 74 and the railroad is likely to close within the core area of the Town to facilitate a grade separated crossing. Once east of the Wingate Cemetery, it appears that a grade separation could be accomplished to connect to Ansonville Road, providing another route into Town. CSX will require that any additional crossing either be grade separated, or that two (or more) at grade crossings be closed to allow for a new at grade crossing. This initiative should be joint initiative with Union County and potentially NCDOT, and it should be placed low on the priority list as demand for this crossing may not be significant, especially once the Monroe Bypass opens. It may also be contingent on development of an adjacent property that would benefit from the connection, and then funded in part or whole by private development	NCDOT, Town, CSX
Additional Transit Information		
Addressing Truck Traffic	<p>Within the downtown area – ONLY ALLOW TRUCKS ON THE FOLLOWING:</p> <ul style="list-style-type: none"> - Main Street - -Ansonville - Old Williams <p>TRUCK TRAFFIC NOT ALLOWED UNLESS FOR DELIVERIES:</p> <ul style="list-style-type: none"> - Camden - Bivens <p>Outlying roads will still be okay. Most of this will be reduced once the Bypass has been built.</p>	

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Document Status

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		Name	Signature	Name	Signature	Date



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