



Town of Winterville Comprehensive Land Use Plan



Adopted (Draft 10/08/2019) | 2019



ACKNOWLEDGMENTS

Winterville Staff

Bryan Jones | Planning Director
Stephen Penn | Economic Development Director

Steering Committee

Bryan Fagundus
Darron Carmon
Darlene Gardner
Dawn Paoletti
Doug Kilian
Jeff Briley
Johnny Fleming
Portia Willis
Randy Bowers
Tony Moore
Veronica Roberson

Consultant Team

Stewart
WSP





TABLE OF CONTENTS

1

Introduction

Purpose
Planning Process
Document Organization
Schedule

2

Community Assessment

History
Study Area
Contributing Plans & Plan Assessment
Demographics
Employment
Mobility
Cultural and Natural Resources
Parks and Recreation
Existing Land Use
Land Supply
Land Use Suitability

3

Visioning

Public Input
Charrette
Goals
Vision

4

Land Use & Character

Future Land Use Map
Future Land Use Character Areas
Small Area Study

5

Recommendations & Implementation

Land Use
Economic Development
Parks & Recreation
Infrastructure
Public Services

Introduction





1

INTRODUCTION CHAPTER CONTENTS

Purpose
Planning Process
Document Organization
Schedule

INTRODUCTION

Purpose

In fall of 2018, the Town of Winterville embarked on a path to update their Comprehensive Land Use Plan. The decision was in part spurred on by the pending completion of the Southwest Bypass that will significantly change travel patterns and may lead to more growth pressure on the west side of Town. This update to the Town's plan will serve as a framework for accommodating growth and development while maintaining the character of the Town and the livability of the area that residents hold so dear.

Planning Process

The Town of Winterville engaged in an almost one-year long update of its Comprehensive Land Use Plan to review and refine the vision for the community. This plan will provide guidance on land use, economic development, recreation, and infrastructure decisions for years to come. It includes an assessment of the community as well as an updated vision, goals, and recommendations. Feedback from stakeholders, members of the public, and elected and appointed leadership was foundational to the creation of this plan. The engagement process included an intense, on-site, three-day charrette to gather in-depth information and immediate feedback from residents, businesses and property owners. This

charrette helped generate the concepts that ultimately became the Future Land Use Map and the small area design concept for downtown, West Main Street, and the NC 11 / West Main Street gateway. It also led to the major recommendations in the other topic areas of the plan.

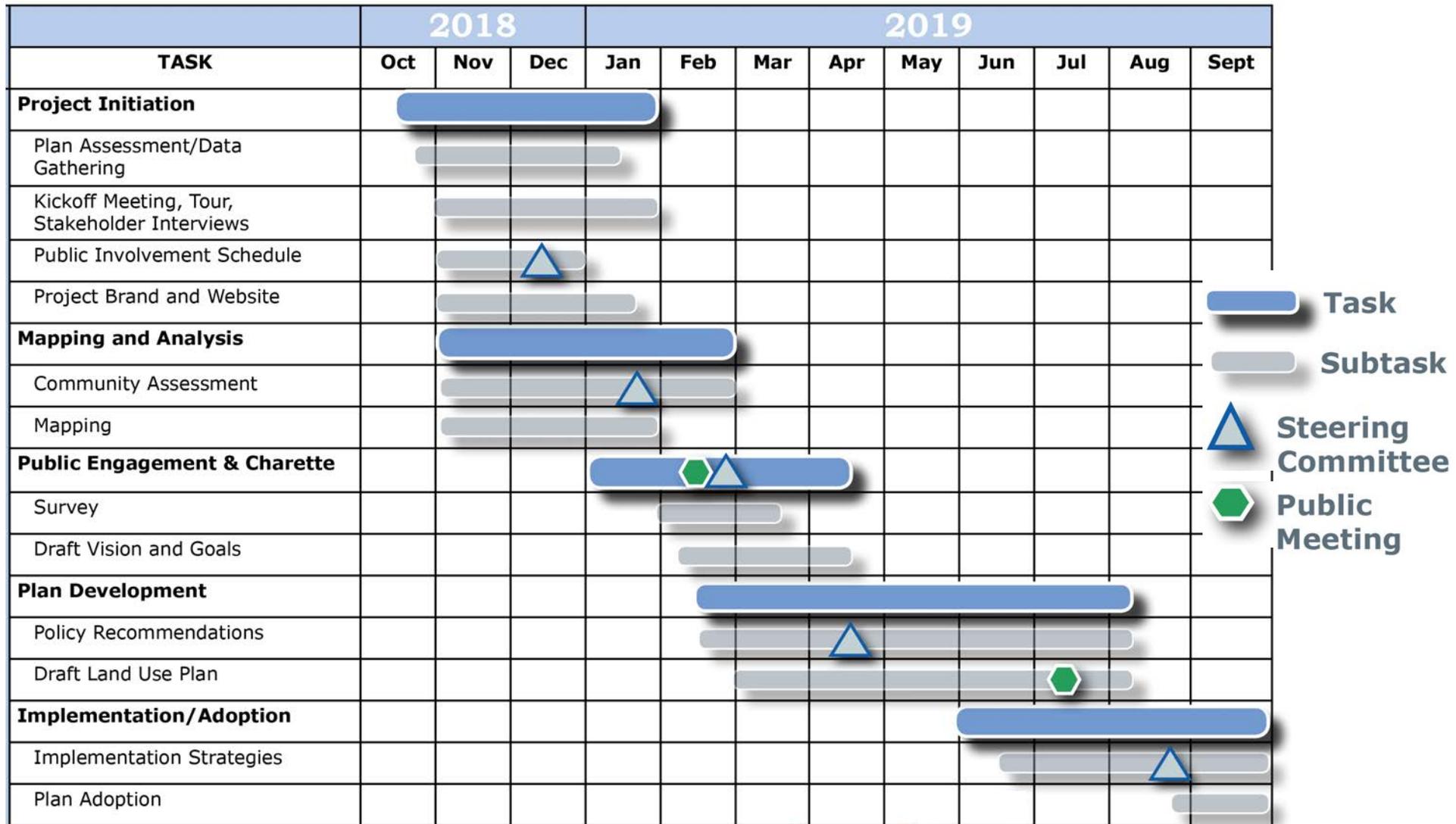
Document Organization

This document follows a format that allows the reader to gain insight and background on the Town's standing, challenges, and aspirations and then explores options for accomplishing goals. The first chapter provides an overview and schedule of the planning process. Chapter 2 includes the Community Assessment that describes the Town's history, the study area, previously adopted plans and provides an analysis of demographics, the economy, transportation system, parks and natural resources and land use trends. Chapter 3 discusses the public input process in more detail and introduces the vision and goals that are meant to guide the plan. Chapter 4 includes the Future Land Use Map and Character Areas and Chapter 5 includes policy recommendations and implementation strategies.





Schedule



Community Assessment





COMMUNITY ASSESSMENT CHAPTER CONTENTS

History
Study Area
Contributing Plans and Plan Assessment
Demographics
Employment
Mobility
Cultural and Natural Resources
Parks and Recreation
Existing Land Use
Land Supply
Land Use Suitability

COMMUNITY ASSESSMENT

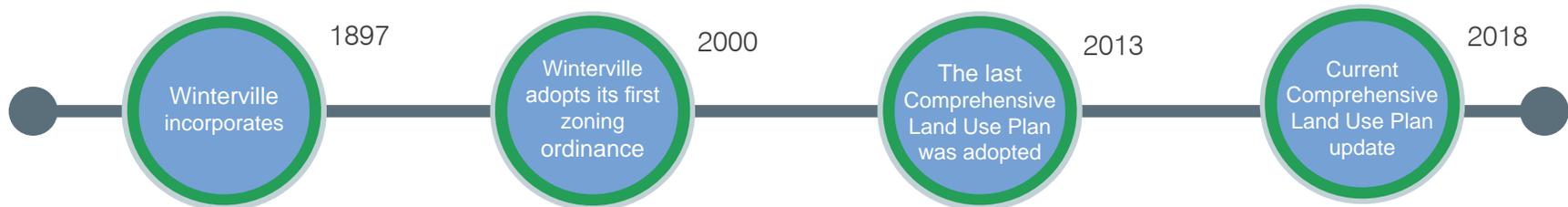
History

Winterville, North Carolina, with a current population estimated at just over 9,800, is located in the south central portion of Pitt County, just south of the City of Greenville. What would eventually become Winterville was established in the late 1800s, and can be attributed to the business activities of Amos Graves (A.G.) Cox and the construction of the Atlantic Coast Line Railroad. The town's economy was initially driven by the manufacture and shipping of farm machinery. Winterville incorporated in 1897. Over the years Winterville has developed into a delightful small town with a character all its own. Proximity to the economic engines of the City of Greenville, East Carolina University and Vidant Medical Center have helped fuel the Town's growth. Winterville has been (and remains) a desirable place to live, and an attractive alternative to the hustle and bustle of the nearby City of Greenville.



A.G. Cox Manufacturing Company in the 1890s. Today this site is the parking lot behind Main and Mill Oyster Bar & Tavern.

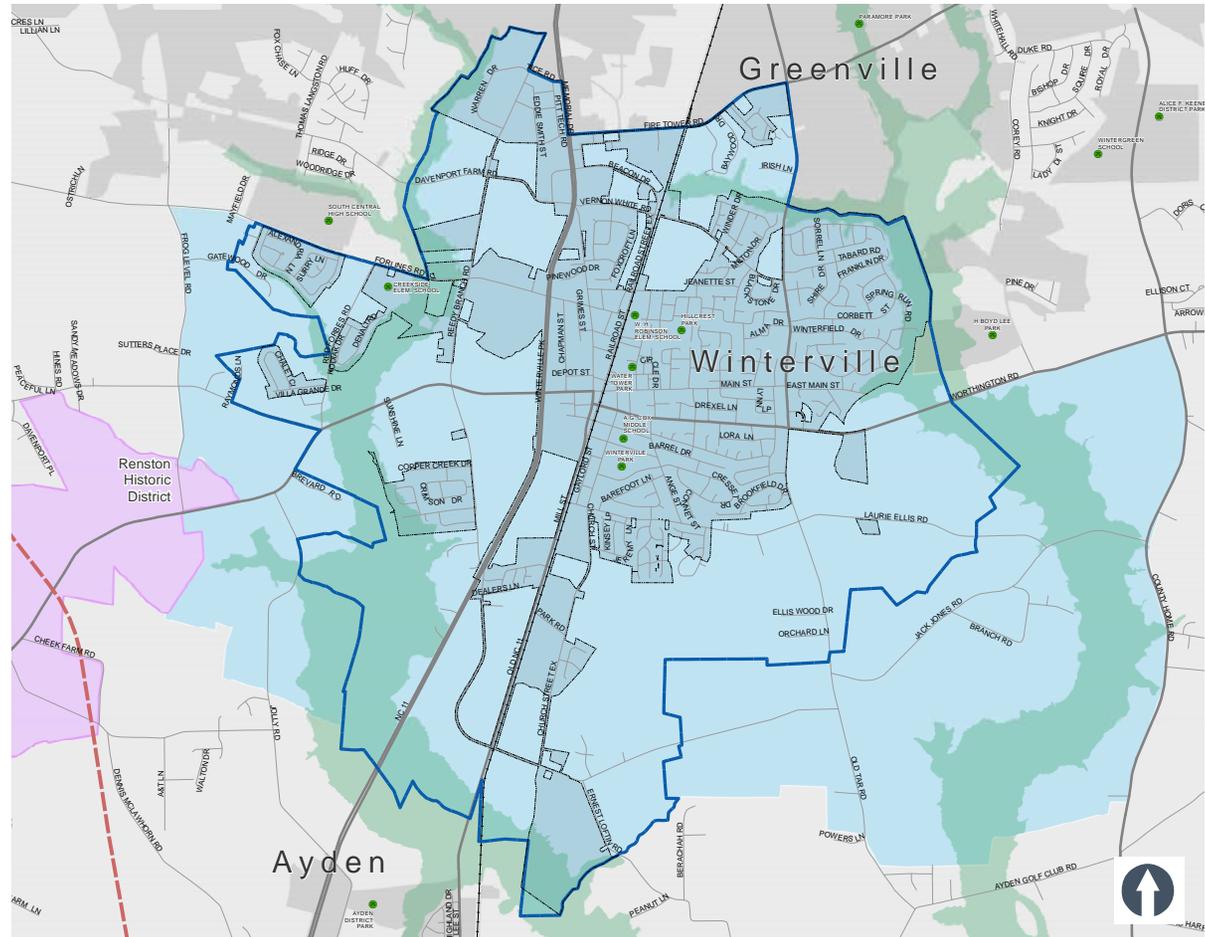
Timeline





Study Area

The study area for this plan is slightly larger than the Town's Extraterritorial Jurisdiction (ETJ). The ETJ represents the area over which the Town can regulate planning, zoning, development standards, and land use. This boundary is represented in dark blue on the map to the right. It is 10.16 square miles in area. The larger study area, shown in light blue in the map, is 16.4 square miles and resulted from a coarse analysis of topography to identify watersheds that were evaluated for the likelihood of future sewer service. The study area was also tempered by existing agreements that determine utility service areas with neighboring jurisdictions and utility providers, and respects the ETJ of other municipalities (Ayden and Greenville) as well as the Renston Historic District which is a collection of historic farmsteads to the west of Town.



Study area boundary.

Context

- Winterville Town Limits
- ETJ
- Draft Study Area
- Renston Rural Historic District
- Pitt County Parks

Transportation

- Secondary State and County Highways
- Southwest Bypass (R-2250)
- Local Roads
- Future Interchanges
- Railroad

Natural Features

- Floodplain

COMMUNITY ASSESSMENT

Contributing Plans and Plan Assessment

The following plans were reviewed and incorporated, as applicable:

- Town of Winterville
 - Existing Zoning Ordinance and Map (2017)
 - Comprehensive Land Development Plan (2013)
 - Winterville Economic Development Strategy (2013)
 - Winterville Pedestrian Plan (2009)
 - Winterville Parks & Rec Master Plan (2016)
- Pitt County
 - Southwest Bypass Land Use Plan (2018)
- Other Plans
 - Greenville Urban Area MPO Active Transportation Plan (2017)
 - Utility Master Plans / Studies

Existing Zoning Ordinance and Map (2017)

Of the nonresidential zoning districts in use, three are commercial (CB, GB, NC), while an office/institutional (OI) and industrial category (I) round it out. This configuration is common, and properly distinguishing the commercial categories in both location and character is key to successful implementation. It is interesting to note that the zoning code makes provision for an Intermediate Commercial District (IC), although

no land within the Town's jurisdiction is currently zoned IC. The Central Business District (CB) can function as a mixed use district, although residential uses are only allowed on the second floor or higher. The OI district has the potential to function as a horizontally-mixed district. The CB and Central Business Transition Overlay (CBTO) districts have setbacks that would facilitate the proper density for their stated purposes, creating a dense business hub for the community, although the parking requirements for the CBTO has the potential to hinder its ability to transition effectively to CB in the future. The Thoroughfare Protection Overlay District protects major thoroughfares for future widening, and reduces congestion caused by excessive driveways and access points.

The zoning code distinguishes between more single family residential zoning districts than most other jurisdictions do within the state. Currently there are eight residential zoning districts (including one for multi-family residential). The single family residential districts generally span minimum lot sizes from 6,000 sq ft to 20,000 sq ft. When combined with the potential for Conditional Use Districts for each residential district, the total number of residential districts currently zoned on the Town's official map is twelve. Duplexes (two-family homes) are allowed in the



Winterville's existing zoning allows for denser residential development (shown in green and blue) surrounding the central business district (shown in pink). Along NC-11 there are zones for general business (red), industrial (grey), and mixed residential (orange) .



more dense districts (M-R, R-6, and R-8) and in the least dense Agricultural-Residential district. Otherwise the residential districts generally allow similar uses across the board, with the exception of mobile homes.

The town has established a parallel Conditional Use District for each standard zoning district, and these are designated by adding “-CUD” to the end of the standard district name. This process is similar to a Conditional Use Permit, but codifies the additional allowed uses into a unique zoning district based on site-specific design features, concessions or mitigation measures. Open space requirements for most zoning districts are limited and currently only required for uncommon uses, such as a mobile home park or RV park.

Comprehensive Land Development Plan (2013)

The Comprehensive Land Development Plan assessed demographic trends and surveyed community values on certain types of land uses. The Land Development Plan describes the direct relationship and potential for rezoning between the current Future Land Use categories and the current zoning districts. It also outlines land use planning themes for the community such as:

- Smooth transitions between differing land

uses

- Balanced and responsible planning that respects historical, cultural, and natural resources
- The desire for planned and purposeful growth that maintains value
- Creation of a town-wide identity
- Placemaking through public and private space enhancements
- Enhancing community health through intentional development practices that support physical activity, sustainability, and healthy food choices

The goals and objectives outlined in later chapters include a focus on transportation modes, town appearance, recreational facility provision, supporting and enhancing the local economy, and fostering a distinct sense of place through thoughtful land use decisions. Placing residential development near goods and services, but also maintaining residential property values is also emphasized, as is a desire for accessible and attractive commercial development.

FLU Map Description and Critique:

The previous Future Land Use Map focused heavily on the NC 11 corridor and a few outlying development nodes. There was very little description provided for the different future land

Prior Community Plan Themes:

- Smooth transitions between differing land uses
- Balanced and responsible planning that respects historical, cultural, and natural resources
- Planned and purposeful growth that maintains value
- Creation of a town-wide identity
- Placemaking through public and private space enhancements
- Enhancing community health through physical activity, sustainability, and healthy food choices

COMMUNITY ASSESSMENT

use categories to guide rezoning decisions and development design. There was also no clear definition of what density, uses or mix of uses to allow in different areas of town and how to treat edges and transitional areas of downtown and neighborhoods.

Winterville Economic Development Strategy (2013)

This plan takes inventory of the assets, issues, and opportunities for economic development of the town. Issues include branding, retail development, downtown revitalization, traffic congestion, and leaving behind the “bedroom community” label of the past. Focusing on family-friendly, single-family, and retirement community development is also discussed. The town’s own assets, as well as proximity to other local and regional assets are also discussed, along with potential partners in economic development. The following three areas are recommended for early action:

- The interchange on the new Southwest Bypass at Forlines Road, including any connector(s) into Winterville.
- One of two quadrants (SW or NE) at Davenport Farm Road and Winterville Parkway to support Pitt Community College student and faculty needs.
- The area bounded by Mill and Railroad

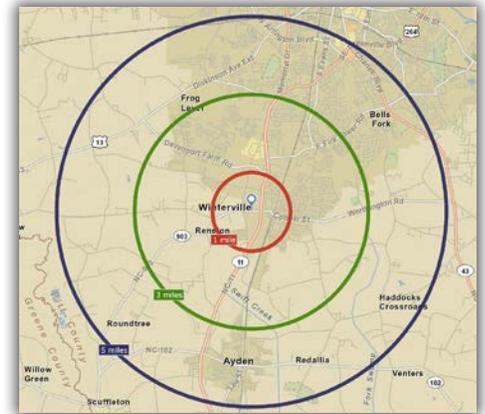
Streets, West Main Street and Winterville Parkway – an opportunity to add to the existing downtown commercial area and revitalize the Town Center.

The Southwest Bypass is mentioned in the plan, and as it is nearing construction completion, it will play a large part in the economic development strategies on the west side of Winterville. Partnerships with Pitt Community College and a focus on downtown revitalization are also important components of the economic development strategy for the Town. Winterville has already received NC Certified Retirement Community designation as part of their action on this plan.

A number of specific uses are also listed as possible target businesses, especially in order to capture retail leakage. These uses should be coordinated with land use plan policies, maps, and updates.

Winterville Pedestrian Plan (2009)

This plan seeks to create more walking opportunities, healthier lifestyles, build a sense of community, and increase accessibility and alternative transportation options in Winterville. Transportation-disadvantaged groups - children, elderly, and disabled – are particularly noted as being in



Ring Study Map from Winterville Economic Development Strategy



need of improved conditions and facilities. Aside from numerous physical improvement projects, the plan also recommends programmatic improvements (maintenance program, walking programs, traffic safe routes to school, etc.) and policy recommendations such as modifications to the subdivision, zoning, street tree, and on-street parking ordinances. In particular, gains might be made by requiring complete streets, greenway corridor dedication, and pedestrian connections through cul-de-sacs, or in updating new street design standards. The plan also astutely recognized that allowing a mix of uses within existing neighborhoods will enhance walkability and livability. The plan also calls for a maximum on parking spaces, instead of a minimum.

Winterville Golf Cart Ordinance (2010)

In 2010, Winterville passed an ordinance to address issues of public safety and regulate golf carts on Town Streets with speed limits of 35mph or less. Similar standards apply on NCDOT (state) streets as well. Additional provisions are contained within the ordinance including permitting fees, minimum standards for safety, legal operation requirements and penalties for violations of the ordinance. This proactive approach toward acknowledging and accommodating golf carts distinguishes the town from many other jurisdictions in the state.

Winterville Parks & Recreation Master Plan (2016)

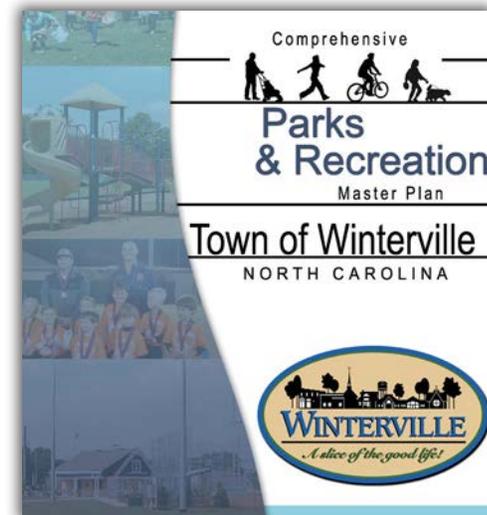
This comprehensive analysis of parks and recreation in and around Winterville inventories all recreational assets and opportunities in the area. The needs assessment concludes the following:

- Need for more parks on west side of town (could be required by developers)
- Need for a year-round type facility that could provide flexible space and adapt to changing trends over time.
- Increase in walking and biking facilities
- Some type of water feature (i.e. pool or splash pad)

The report includes the Town's standards for the provision of recreation facilities and concludes that several additional parks of various sizes will be needed to serve the future population. This can occur through expansion at existing sites, or creation of new facilities and programs. Greenways, for instance, are already being planned that will enhance the Town's parks system.



Adjustments to the transportation system may be needed to support golf carts



COMMUNITY ASSESSMENT

Southwest Bypass Land Use Plan (2018)

In response to the construction of a new bypass to NC 11, the County investigated alternative development scenarios for the area through a public planning process. The preferred land use scenario makes land use recommendations on the west side of Winterville and also recognizes the investment potential and challenges that will come when the Bypass is complete.

Greenville Urban Area Thoroughfare Plan (2004)

The plan, adopted by the Greenville Urban Area MPO in 2004 and NCDOT Board of Transportation in 2005 identifies thoroughfares covering the Town of Winterville in addition to Greenville, Ayden and other portions of Pitt County. Winterville's major and minor thoroughfare projects in the STIP and draft STIP in addition to the Southwest Bypass project are outlined in this effort. The plan also recognizes the need for other improvements such as sidewalks, bicycle facilities, wider travel lanes, turn lanes, shoulders and intersection improvements on thoroughfares that are not recommended for large-scale projects.

State Transportation Improvement Plan (STIP)

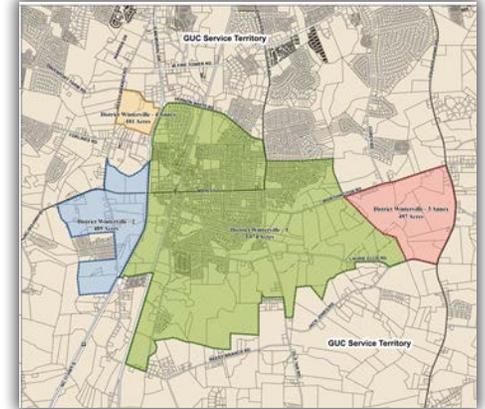
The STIP is a current multi-year capital improvement document which gives the scheduling and funding of construction projects across the state over a 10-year period. Winterville area projects include:

Current STIP (2019-2028)

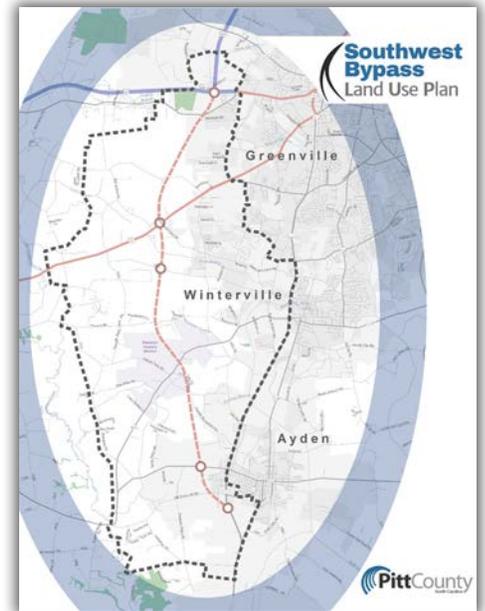
- Old Tar Rd multi-lane widening (Worthington Rd to Greenville Blvd.)
- Fire Tower Rd multi-lane widening
- Stantonsburg Rd multi-lane widening (US-13 to Dickinson Ave)
- Sidewalk construction on west side of Mill St. (Main St to Boyd St)

Draft STIP (2020-2029), as of Spring 2019, and subject to change.

- Fire Tower Rd extension
- Sidewalks on NC 11 (W. 5th Street in Greenville to Davenport Farm Rd.)
- Sidewalk on west side of Mill St. (Main St to Boyd St)
- Fork Swamp Canal Greenway (Worthington Rd to Vernon White Rd)
- Sidewalk and protected bike lanes on Worthington Rd (Old Tar Rd to access driveway for Christ Covenant School)



Winterville/GUC Electric Service Territory Map (2018)





Greenville Urban Area MPO Active Transportation Plan (2017)

This is a multi-jurisdictional active transportation plan to enhance connectivity, equity, health, safety, and livability, while also having a positive impact on the environment and economy. This plan summarizes the current state of active transportation (walking and biking), the desired future state, and sets forth a plan and map of priorities to achieve that future. Safety, connectivity, and quality of life were identified as overarching themes. Generally, the proposed improvements are oriented in the following fashion:

- Three to four regional north-south separated greenway facilities through Winterville
- One regionally-connected east-west separated greenway facility through Winterville
- Several other circulator and connector greenway routes in and around Winterville
- More specifically, the following priority projects were identified:
 - Greenway facility and other improvements from Winterville to Boyd Lee Park
 - Greenway crossing improvements and crossing improvements on major roads
- The plan also calls for the following:
 - Implement changes in local development ordinances to support active transportation (per Appendix E of plan)
 - Staffing for bike and pedestrian planning

and programs

- Update typical street cross-sections to include adequate bicycle and pedestrian facilities (several cross-sections provided)

Winterville Greenway Master Plan (2019)

Community surveys, public workshops and stakeholder interviews conducted during the Winterville Parks and Recreation Master Plan (2016) all ranked greenways and similar types of activities (walking, jogging and biking trails) as the most desirable activities needed in Winterville. To further efforts to provide greenways, the Town is undergoing a planning process to identify future trail alignments to guide the acquisition and development of greenways within Winterville. The plan also includes connections to sidewalks and neighborhoods.

Fork Swamp Canal Greenway Plan

One of the priority greenway corridors for the Town is the Fork Swamp Canal Greenway which will provide a pathway for bicyclists and pedestrians to travel for transportation, exercise and recreation. The plan evaluates the feasibility of constructing a greenway from Main Street to connect with Boyd Lee Park and for a pathway parallel to the Fork Swamp Canal.



The bike map from Greenville Urban Area MPO Active Transportation Plan shows several options for potential bike facilities in Winterville

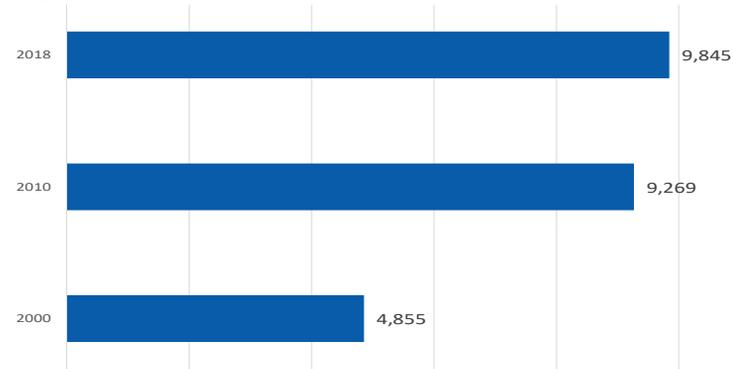
Demographics

Winterville is one of ten municipalities in Pitt County and the second-largest after Greenville. Four other NC municipalities, similar in their size and situation to Winterville, were included to compare and contrast Winterville's demographic profile and relative positioning.

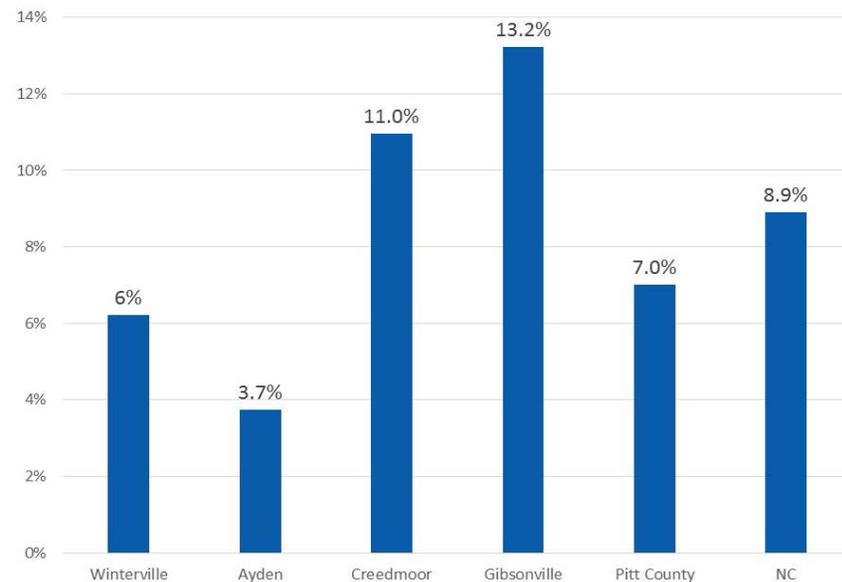
Population and Growth

The Town of Winterville is growing thanks to its close proximity to Greenville, major employers and high quality of life. 2018 Census data estimates Winterville's population just over 9,800 persons. Population estimates for the Town and Extra-territorial Jurisdiction (ETJ) exceed 11,000. Winterville experienced rapid growth between 2000 and 2010 growing from a population under 4,000 to over 9,000 people. The Town has experienced steady growth since 2010 as it continues to be an attractive place to live due to the quality of the local school system which includes public, private, and post-secondary options; relatively short commute times; and proximity to Greenville. The graphs to the right show overall population growth in Town and Winterville's growth rate compared to other towns in North Carolina that share similar characteristics as well as Pitt County and the state as a whole.

Population



Population Growth Rate: 2000-2018



Population Source: U.S. Census Bureau



Age

With a median age of 39.2, Winterville's population is older than neighboring jurisdictions, Pitt County, and the State. The median age has increased by almost 5 years since the 2010 census. There have been significant increases in 45-74 year-olds between 2010 and 2016 and slight decreases in age groups less than 20 years old during the same period.

Housing

Home ownership and household income vary greatly throughout Winterville and comparable municipalities. Winterville has the highest home ownership rate (81.9%) among peer communities. Its median home value also tops its peers. On average, homes in Winterville are on the market for 76 days before being sold. The town has a higher median household income and a lower poverty rate than all of their adjacent neighbors: Town of Ayden, City of Greenville, and Pitt County.

Certified Retirement Community

Winterville is a North Carolina Certified Retirement Community and was the second such designation given in the state. This valuable economic development tool recognizes the demographic characteristics and lifestyle opportunities of towns that make them attractive to retirees. Local economic factors, housing opportunities, leisure/cultural opportunities, services for retirees, and proximity to healthcare all factor into this designation.

The town also allows street-legal golf carts to be driven on public streets with speed limits under 35 mph. This provides residents of all ages another option for getting around Town.



*The Villages, a retirement community in Florida caters to street legal golf carts. At times they outnumber automobiles along Main Street near the town square.
Image Source: www.southeastdiscovery.com*

COMMUNITY ASSESSMENT

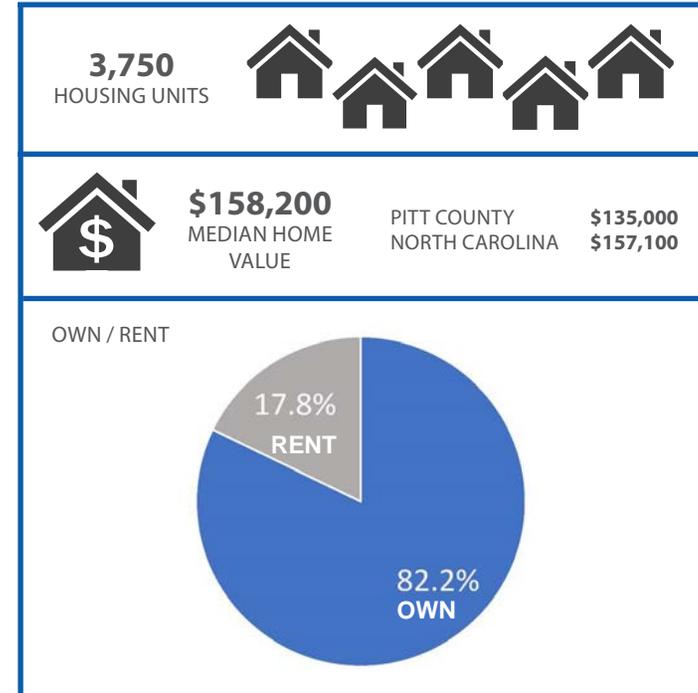
Housing Type

Most residential structures are single family detached homes, many of which were constructed during the 2000-2010 building boom. Single-family detached homes make up 86% of the housing stock. Attached residential, including townhomes and apartments, and mobile homes make up the remainder.

Recent Development

Between 2010 and 2016, the housing stock in Winterville increased from 3,593 units to 3,750 units - a 4.3% increase. Areas of new housing have slightly higher values than older parts of town, which is a trend that is typical in many towns. Lack of housing diversity was mentioned as a concern (and potential weakness) during stakeholder interviews. Reliance on new residential growth was also mentioned as a issue considering housing market fluctuations can strongly impact the Town's tax base. Some recent development has started to shift toward slightly smaller lots, mimicking state and regional trends. Developers increasingly including amenities, such as neighborhood pools, parks or trails, as a strategy for addressing competition among housing options in peer communities. These additional amenities are often accompanied by smaller lot sizes and higher home prices.

Housing Units



Source: 2016 American Community Survey; realtor.com

Housing Type



Source: 2016 American Community Survey



Income

Geographic distributions of home value and income show an area with slightly lower incomes immediately north of downtown, and a relatively higher income area to the east and south of downtown. Compared to its peer communities, Winterville has a high median household income and the lowest proportion of the population living below the poverty level (7%). The relationship between housing stock, specifically the limited availability of starter homes and rental opportunities, income and demographic diversity were mentioned as concerns during stakeholder interviews.

Employment

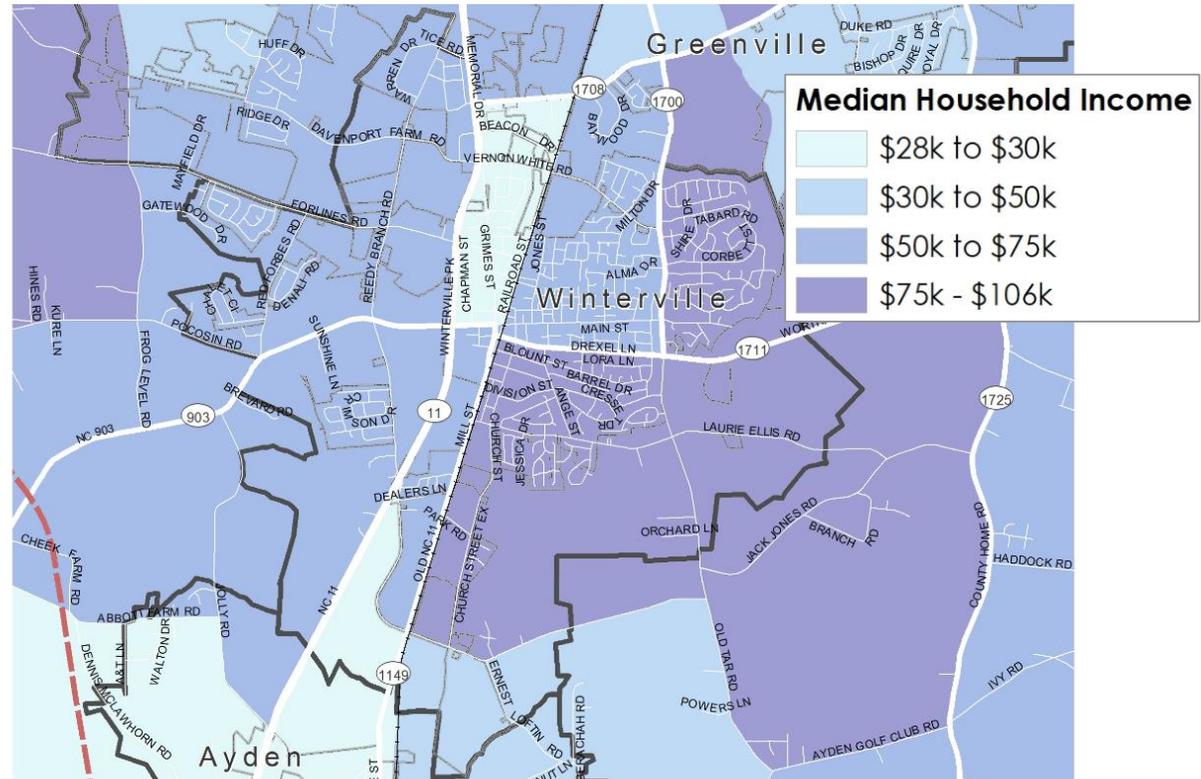
As of 2016, over half of Winterville's population had an advanced degree and only 5.8% of the civilian population was unemployed. This was lower than the unemployment rate for Pitt County (7.5%), but slightly higher compared to the state (5.1%) and the nation (4.7%).

Municipal Comparison

	Winterville	Ayden	Creedmoor	Gibsonville	Wendell
Median income	\$63,958	\$29,139	\$66,818	\$51,316	\$47,295
% below poverty level	7%	31%	9%	14%	25%
Median Home Value	\$158,200	\$90,700	\$153,900	\$148,700	\$127,100
% Owner Occupied	81.9%	53.1%	73.8%	76.5%	66.5%

Source: 2016 American Community Survey; Decennial Census

Median Household Income



Source: American Community Survey

COMMUNITY ASSESSMENT

Major Employers

Pitt Community College and The Roberts Company are the largest local employers. Much of the area's jobs are in Educational Services, Health Care, and Social Assistance (43.6%, 2016 ACS), due in part to the presence of the Community College as well as a nearby ECU and Vidant Medical Center in Greenville. This sector has also experienced the largest growth between 2000-2016. During the same time period, the Arts/Entertainment/Recreation sector doubled in employment, Public Administration more than tripled, and Retail Trade increased by 137%. Finance, Transportation and Warehousing remained stable in terms of job totals during the same time frame.

Retail Sector

A retail market analysis shows Winterville is a shopping destination for surrounding areas as local retail space exceeds demand from in-town residents alone. There is a surplus of businesses that sell general merchandise; lawn and garden items; building materials; and home furnishings. The community, however, is losing money as people travel elsewhere for clothing, shoes & accessories; department stores; drinking establishments; book stores; jewelry; and gas stations.

Major Employers

	PITT COMMUNITY COLLEGE Education/2,000 employees
	THE ROBERTS COMPANY Manufacturing/1,200 employees
	PITT COUNTY BOARD OF EDUCATION Education/650 employees
	SAM'S CLUB Retail/150 employees

Source: Winterville Chamber of Commerce

Top 3 Industries

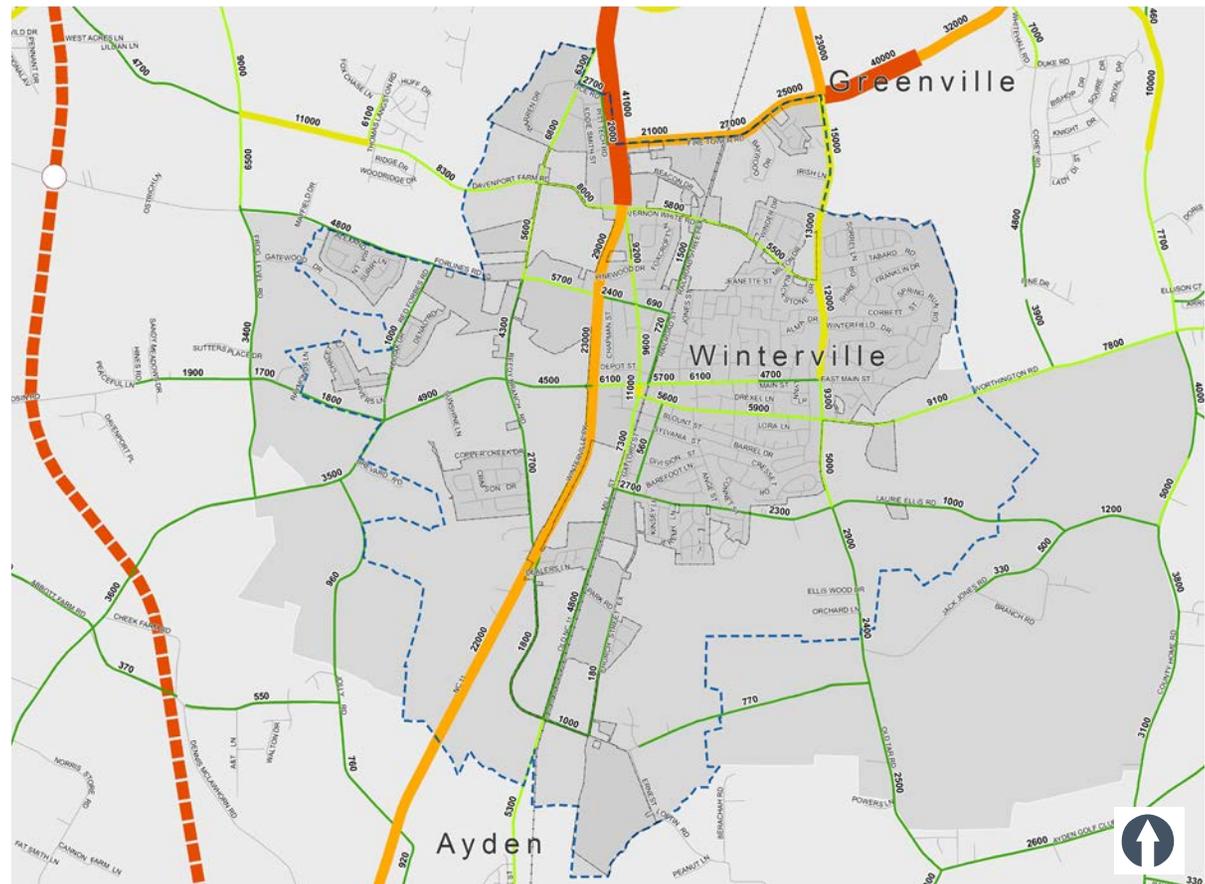




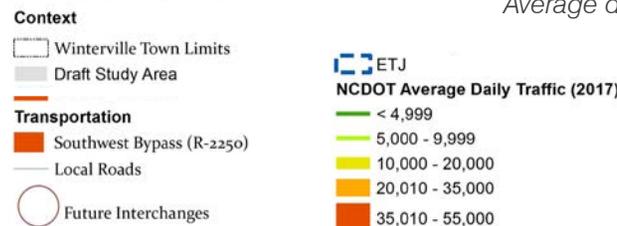
Mobility

Winterville is within a short drive of the City of Greenville. The average commute is 22 minutes. NC-11 plays a major role in Winterville's accessibility as it carries tens of thousands of vehicles everyday. The SW Bypass will impact mobility by increasing access to Greenville and Vidant, and traffic may shift from roads without direct connections to the Bypass to those with such connections (such as Forlines Rd).

Connectivity within town is limited due to large, rural blocks as well as cul-de-sacs. This has many implications such as longer emergency response times, less efficient provision of utilities, and congestion at primary intersections. Likewise, there are few routes for pedestrians and bicyclists seeking roads with less traffic and lower speeds. There is demand for more connections to and across downtown for all modes including greenways, pedestrian facilities, and bus service. Currently, several new greenways are planned and there is potential for Pitt County Transit to expand service to downtown. One recent improvement to mobility in downtown is NCDOT's realignment of Railroad St. The project created angle parking which is easier to use and improved pedestrian safety by reducing the number of travel lanes and providing a sidewalk extension.



Average daily traffic volumes (2017 vehicle counts; NCDOT)



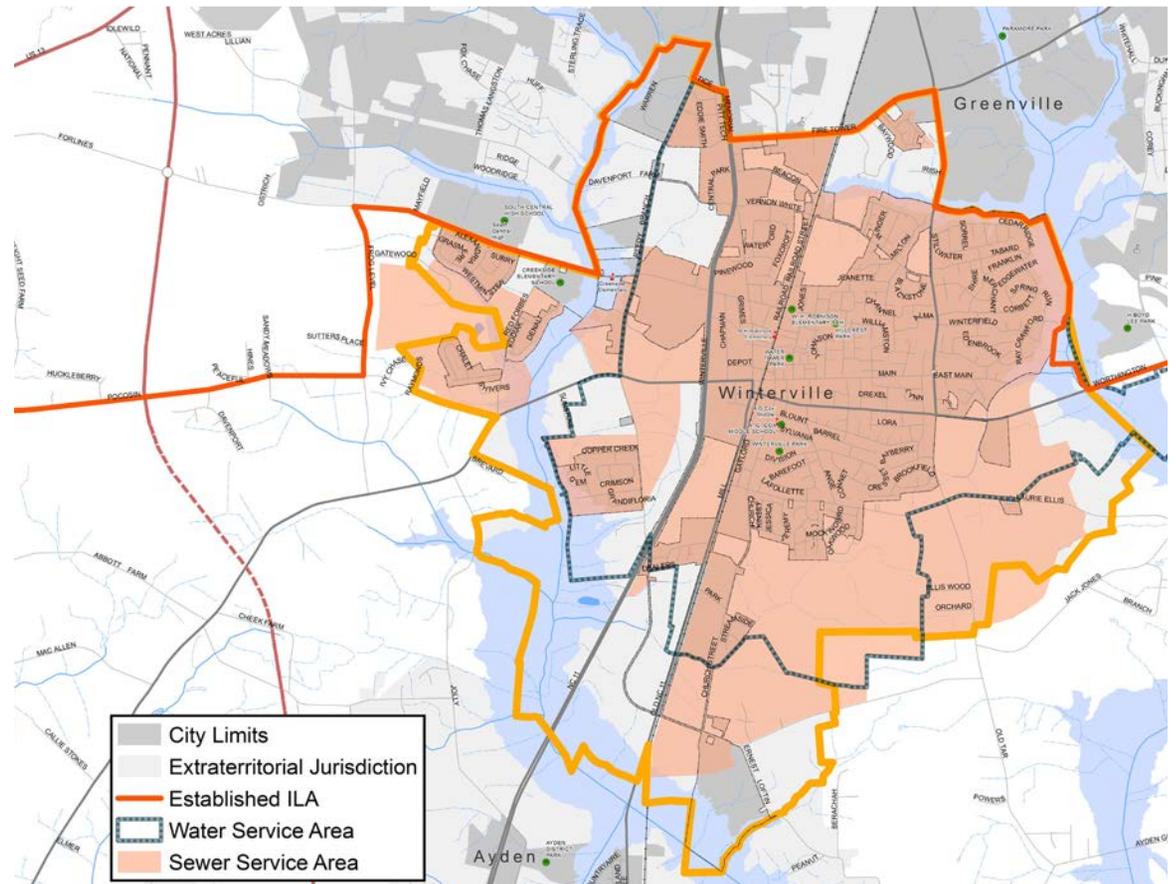
COMMUNITY ASSESSMENT

Infrastructure

The Town of Winterville Public Works Department owns and operates a sanitary sewer collection system. Wastewater is collected and pumped to the Contentnea Metropolitan Sewerage District (CMSD) treatment plant in Grifton where it is treated and discharged into Contentnea Creek. The Town maintains nearly 50 miles of gravity sewer lines, over 13 miles of pressure sewer and forcemains, and 23 sewer pump stations. The system collects an average of 773,710 gallons of wastewater per day (Source: 2018 Annual Report). The Town has recently replaced 3,000 LF of vitrified clay sewer pipe with PVC pipe, replaced a lift station and added a generator at the Church Street lift station. Future projects include retrofitting infrastructure to reduce inflow and infiltration throughout the system to reduce the likelihood of overflows during heavy rain events.

The Town of Winterville provides water to over 4,000 households and businesses throughout the service area. Three wells that draw water from the Black Creek Aquifer are augmented with purchases from Greenville Utilities to meet a growing demand.

The Town of Winterville Electric Department provides electric service to a service area that includes an area similar to the Water Service Area.



Town of Winterville water and sewer service areas cover the majority of the ETJ, although some areas are served by other providers



Cultural and Natural Resources

Cultural Resources

There are several historic structures throughout town, many of which are located in downtown including the A.W. Ange House which is home to the Winterville Historic Society. Other major cultural resources are the Winterville Library and the historic Winterville Depot. The library has high visitation rates, frequently hosts events such as story time, and is used as a community gathering space. Each August, the Winterville Watermelon Festival draws crowds from across the region for multiple days of family fun and celebration, epitomizing “a slice of the good life”.

Environmental Features

Winterville is flanked by two waterways, Swift Creek to the west and Fork Swamp Canal to the east. Much of the environmentally valuable habitat in town is located along these waterways as well as in pocosins, which are shrub bogs or wetlands. As with other places in the coastal plain, the relatively high water table, flat topography, and presence of hydric soils makes drainage key for both development and agriculture. To protect water quality, the Pitt County Riparian Buffer Ordinance requires a 50 foot vegetated buffer along all watercourses in the County.



The Winterville Library is a major downtown destination



The historic Winterville Depot is a popular community gathering space

COMMUNITY ASSESSMENT

Parks and Recreation

Winterville is as an active community with a particularly strong youth baseball league.

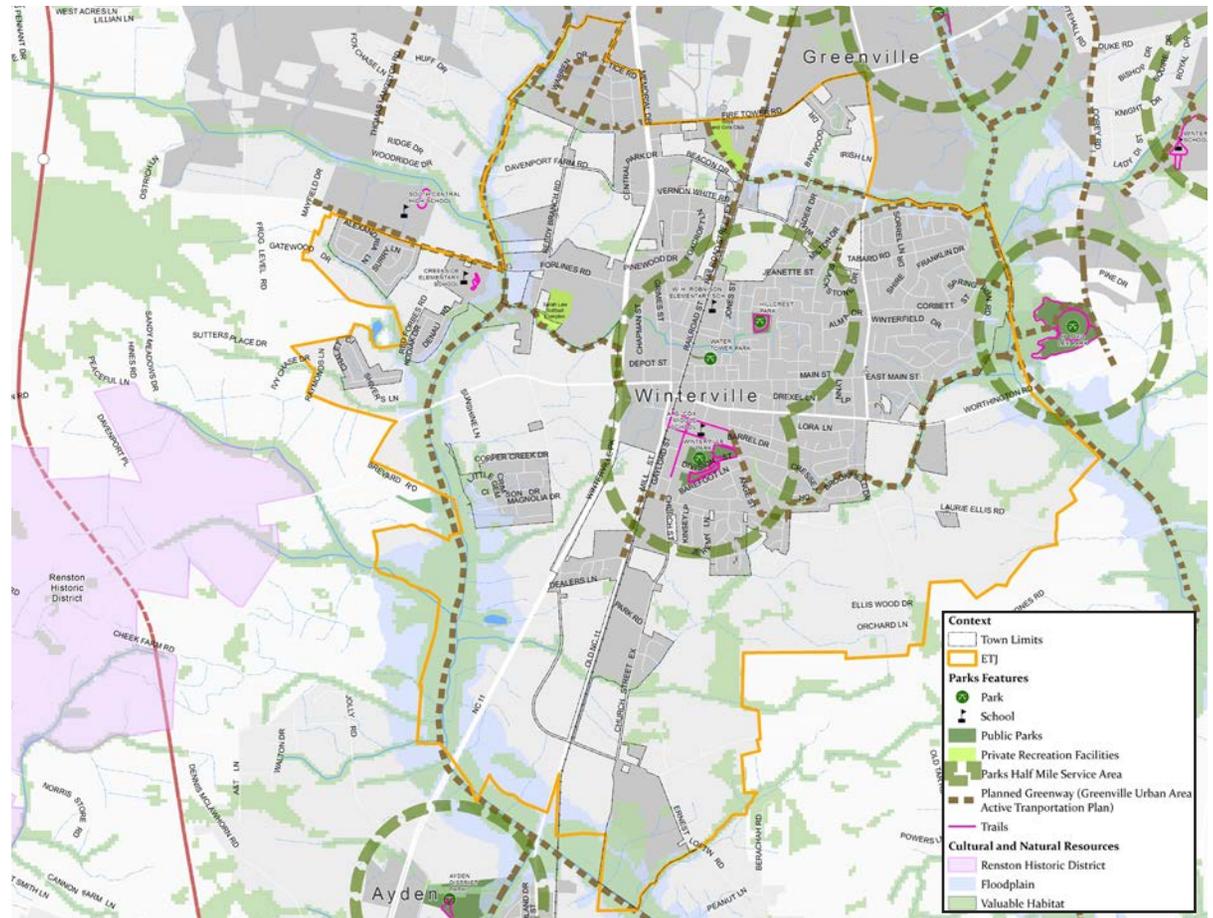
Existing Parks

The Town owns 29 acres of parks and recreation areas including Hillcrest Park, Winterville Recreation Park, and Water Tower Park. An agreement with the Board of Education provides access to the recreation facilities at AG Cox Middle School during certain hours. Residents also benefit from H Boyd Lee Park, located in Greenville just east of downtown Winterville. Currently, there are 3.5 miles of trails and Phase 1 of the Fork Swamp Canal Greenway is in design development.

Park Needs

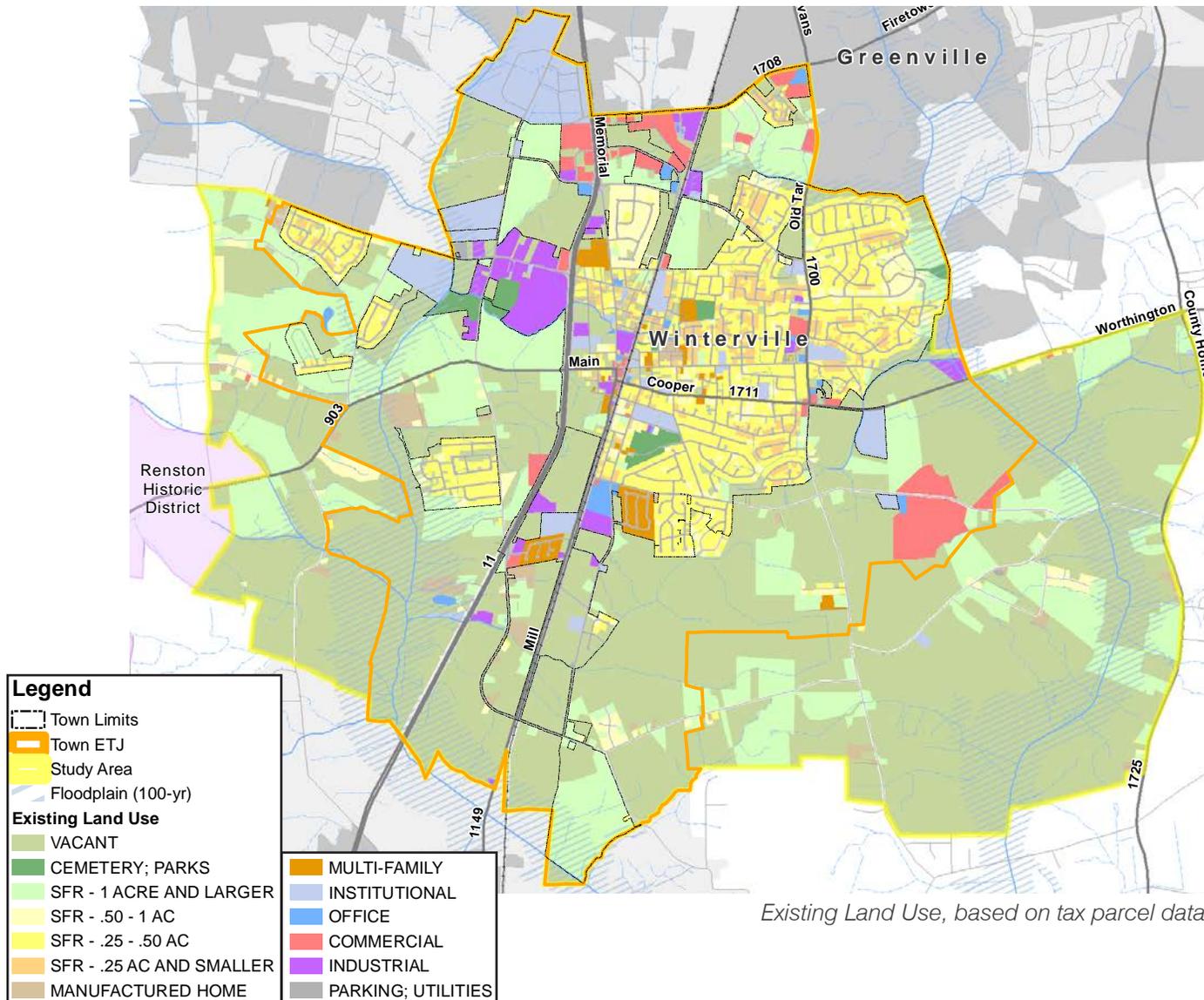
A standard in park planning is to provide 10 acres of parkland per 1,000 people. To meet this threshold, 90 additional acres of parkland are needed. Below are specific needs identified in previous plans and during this planning process:

- Indoor recreation facility
- Park facilities in eastern and western parts of town where access is currently low
- Pedestrian and bicycle connections including sidewalks and trails/greenways
- Facility upgrades
- Downtown public space improvements



Above: Parks & Natural Resources
Below: Winterville Recreation Park;
The Boys and Girls Club



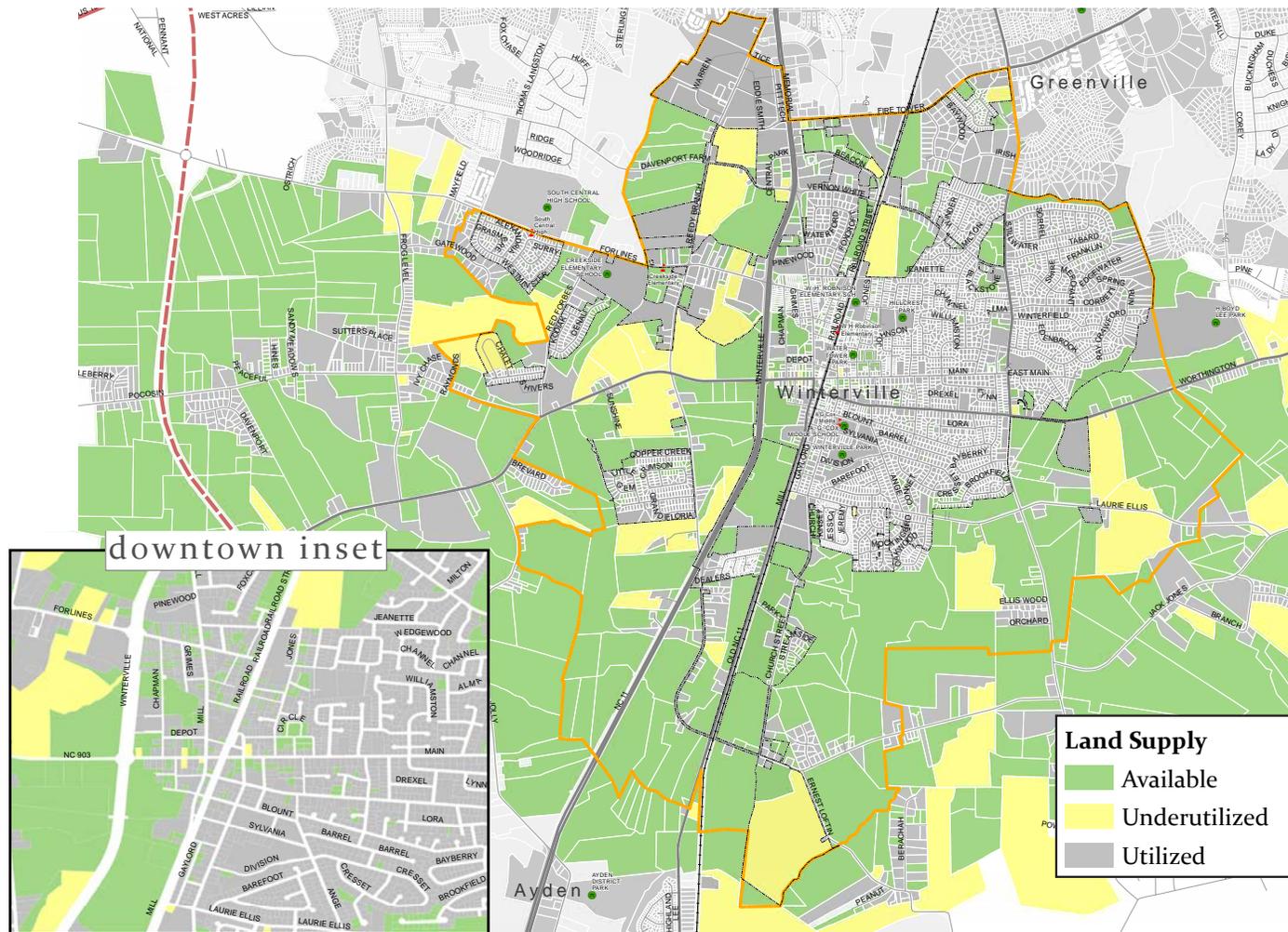


Existing Land Use, based on tax parcel data.

Existing Land Use

Land use describes how land is used and is regulated through zoning. Historically, Winterville’s most intense land uses were clustered around the railroad and depot, which were the economic center of town. Over time, NC 11 became an important connection to Greenville, commercial and retail development sought customers traveling the highway, and residential growth spread outward to support the increased demand for housing. Now the picture has changed. A new bypass, the community college in Winterville, and the hospital in Greenville have led to economic, social, and transportation changes.

Currently, land use is not balanced. Commercial and industrial uses account for only 3% of the total. Vacant land is mostly situated outside Town limits. The area near the SW Bypass is mostly vacant farmland and wetlands which will likely experience increased development pressure.



Land Supply

Land supply compares building value to property value. A parcel is considered “utilized” if the building value is greater than or equal to the property value; the opposite is true for “available” parcels. Most of the land inside Town limits is utilized or unlikely to accommodate additional development. Similar to existing land use, available and underutilized land is located in south Winterville and near the periphery of town, although there are significant infill and redevelopment opportunities on the west side of downtown and near Pitt Community College.

Due to existing utility service agreements and the boundaries of Greenville and Ayden’s jurisdictions, Winterville is restricted in its ability to provide services. This means future expansion or annexation is limited, and the Town can envision a future that involves more redevelopment than greenfield subdivisions, even though this may not happen for some time.

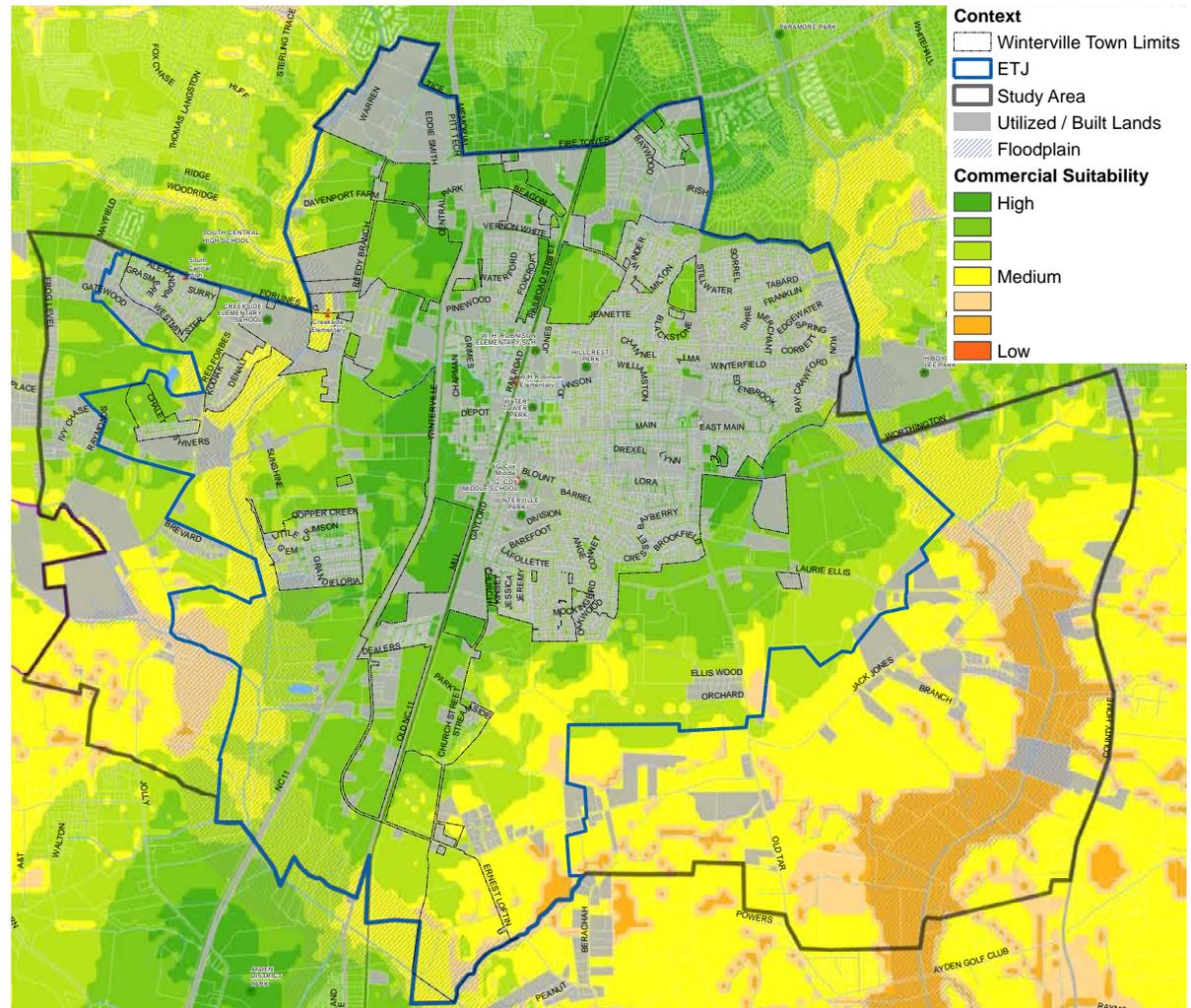
Available land is limited within the municipal limits of the Town of Winterville. The majority of growth will likely occur through voluntary annexations with new subdivisions.



Commercial Land Use Suitability

Commercial land use suitability is positively affected by proximity to high concentrations of residences (a proxy for potential customers), high volume roadways, intersections, existing commercial uses, and water and wastewater infrastructure. Much of the underutilized land in town, especially along major corridors, is suitable for commercial development. This is especially true in downtown, between downtown and NC 11, and along NC 11 (including properties in the ETJ).

It is important to note suitability is just one factor in creating a plan for future land use. Even though several places are suitable for commercial development, limiting the extent of new commercial uses will support vibrant commercial centers and redevelopment of underutilized lands. Also a variety of commercial uses and different scales of commercial development are crucial to balanced growth and protection of existing neighborhoods should be considered.



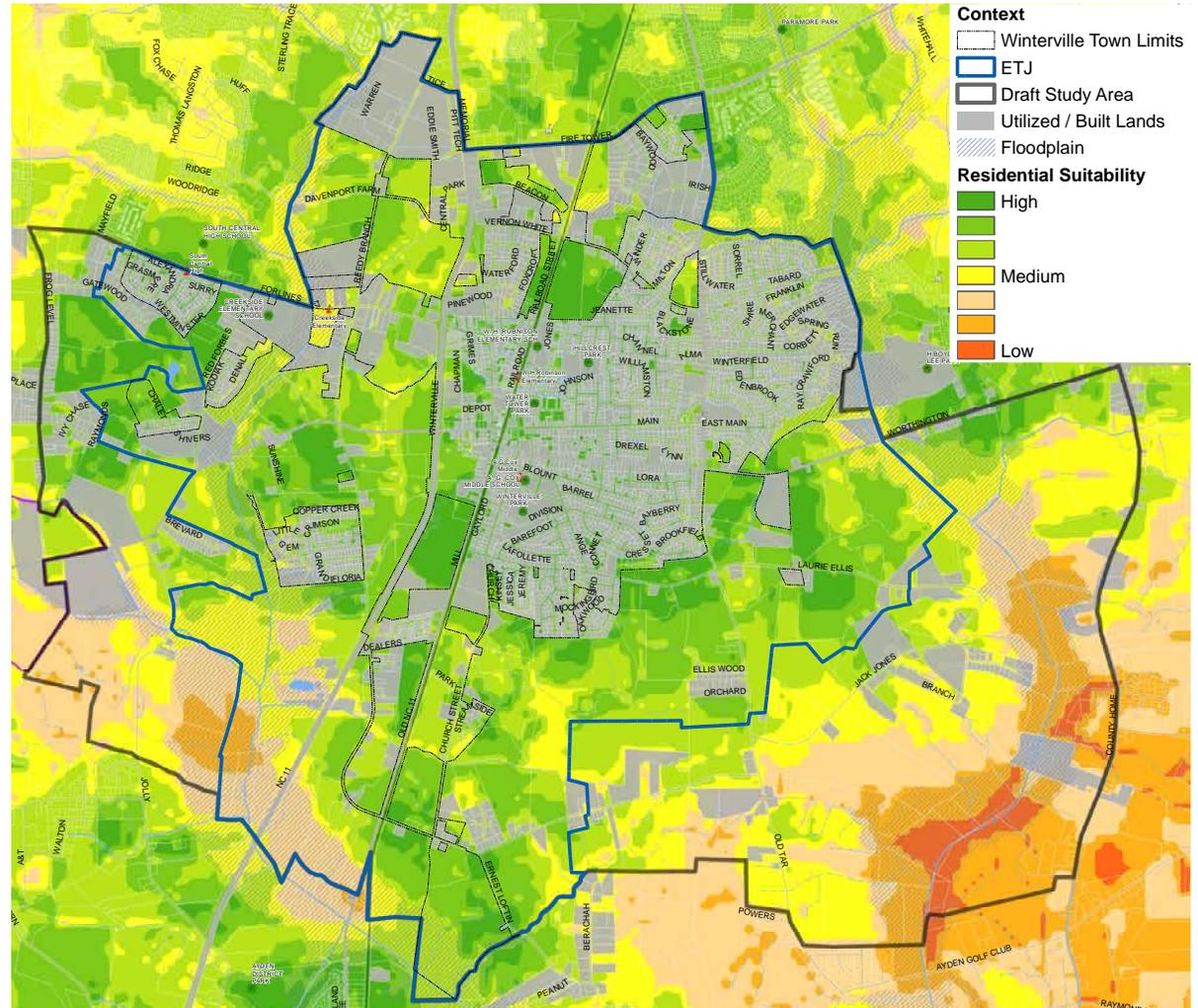
The map above shows Commercial/Retail Suitability based on a GIS analysis of economic and environmental factors.

COMMUNITY ASSESSMENT

Residential Land Use Suitability

The majority of Winterville's existing land use is residential. Primary factors that make a property suitable for future residential development include proximity to schools, other residential uses, commercial centers, parks, public water and wastewater infrastructure, and density of roads.

Analysis shows many of the areas where new residential development is suitable are outside of Winterville town limits. This includes the area just east of Town and adjacent to existing residential development, the southern portion of the ETJ, and a few discrete clusters north and south of downtown. Other areas of high residential suitability are outside ETJ in the western part of the study area and near Pitt Community College.



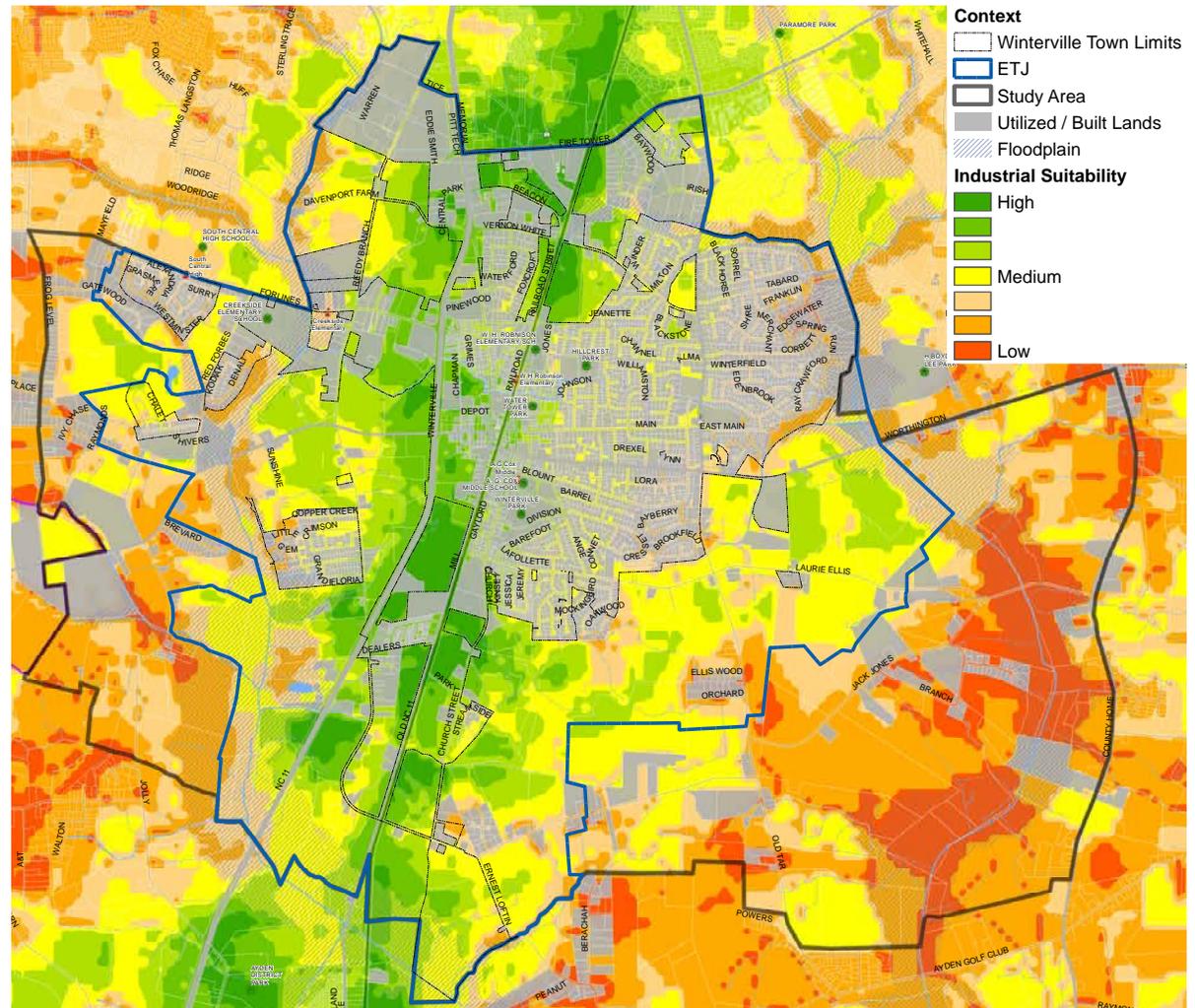
The map above shows Residential Suitability based on a GIS analysis of economic and environmental factors.



Industrial Land Use Suitability

Industrial land uses are suitable primarily in areas near four-lane, high capacity highways as well as railroads, other industrial uses, and with access to water and wastewater infrastructure. Distance away from residential uses is also a factor, as residents may complain about nuisances from industrial operations.

Nearly all of the suitable areas for industrial uses are along NC 11 and the railroad. Areas within the study area, but outside the ETJ are not as suitable for industrial development. Completion of the SW Bypass may increase demand for industrial land on the west side of Town as access to a major highway and regional destinations will be improved.



The map above shows Industrial Suitability based on a GIS analysis of economic and environmental factors.

Visioning





VISIONING CHAPTER CONTENTS

**Public Input
Charrette
Vision
Goals**

PUBLIC INPUT

Community Involvement

This comprehensive plan update process occurred over a nearly one-year period. During that time, the community was engaged through multiple avenues to ensure the comprehensive plan has been thoroughly guided and reviewed by the residents and stakeholders of Winterville.

Outreach

The Town maintained a web page (<https://www.wintervillenc.com/comprehensive-land-use-plan>) on the official Town of Winterville website, which tracked plan development milestones and made information available for review.

Facebook and other social media outreach generated significant awareness of the plan development process. To increase public awareness and involvement, these outreach efforts were coupled with other traditional outreach methods (fliers, mailers, posting on the Town's website, newspaper coverage, word-of-mouth, etc.).

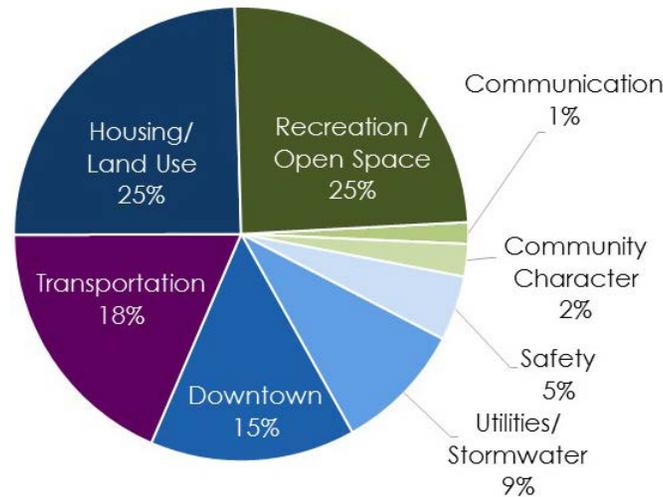
Engagement

Survey

An online, public survey was carried out over a month long period. The survey gathered information from over 330 responses about the

community's demographics and tenure in town, issues of concern, and gauged community values. Opinions and preferences were also gathered with respect to development appearance, housing preferences, neighborhood character, and commercial development design. An open-ended response question generated a number of comments related to housing, land use, recreation/open space, transportation, concerns about downtown, utilities/stormwater, public safety and other Town services.

Open-ended survey comments were primarily focused on housing, land use, recreation, and open space.



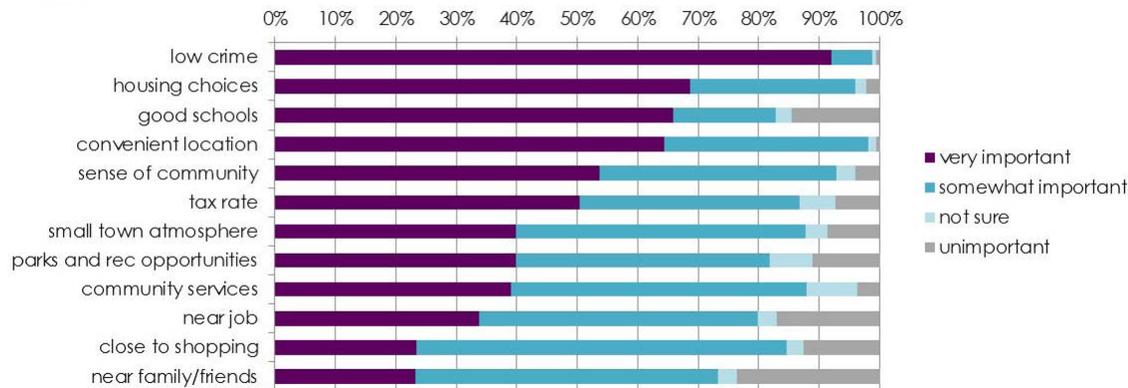
Summary of open-ended survey comments:

- General acceptance of additional housing types, placement and mindful growth is important
- Concerns regarding stormwater & flooding, especially related to the proposed greenway
- Downtown beautification and enhanced retail sector
- Transportation improvements and gateways
- Maintain agricultural heritage
- Sidewalks and greenways desired
- More recreational opportunities (numerous listed)
- Utility rate costs

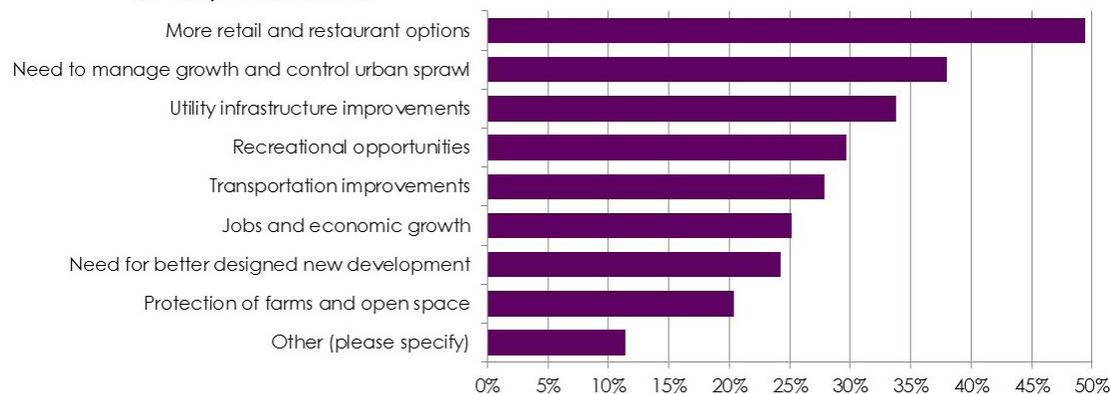


Key Survey Results

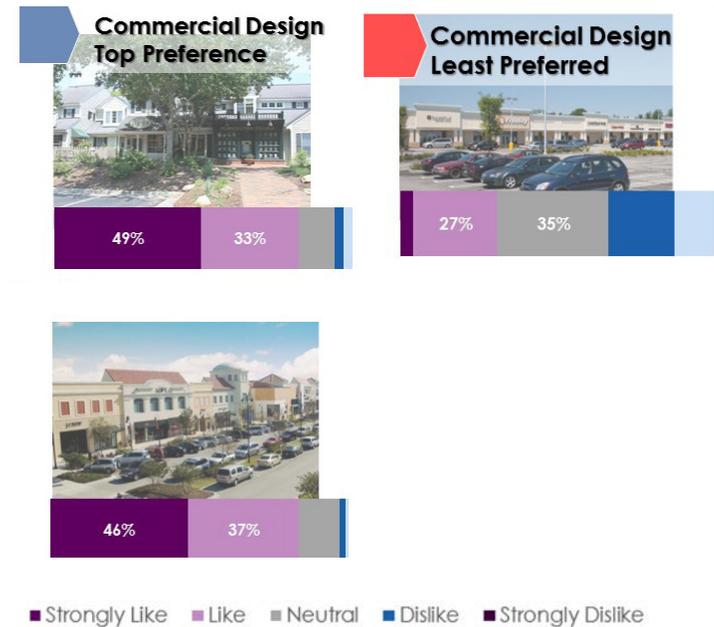
In deciding where to live, respondents indicated low crime, housing choices, good schools, and convenient location as the most important factors.



Respondents indicated the most pressing issues in Winterville were more restaurant/retail options, managing growth/urban sprawl, and improving utilities/infrastructure.



Visual Preference Results Commercial Design

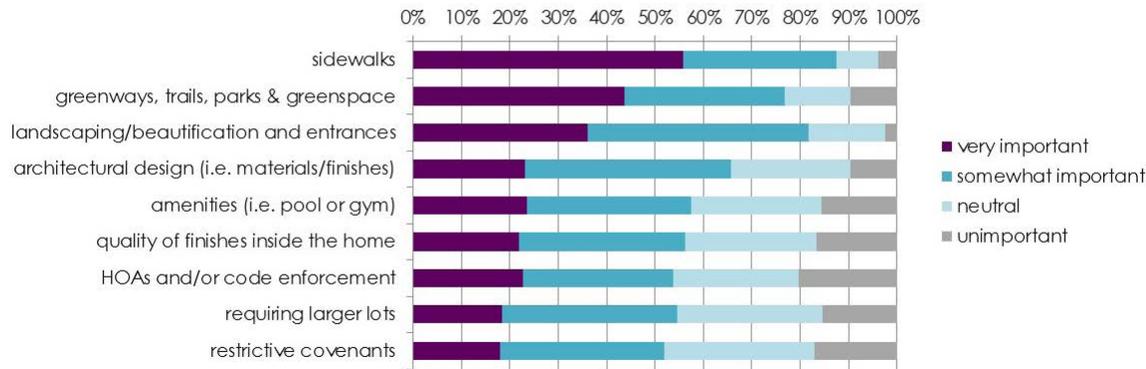


Commercial design preferences included 2-3 story buildings with trees and landscaping with limited parking in front. The least preferred image showed a strip shopping center with a large parking lot in front.

PUBLIC INPUT

Key Survey Results

Respondents indicated the most important factors in establishing and maintaining residential neighborhood quality are sidewalks, outdoor recreation opportunities, and landscaping/beautification.



Respondents generally indicated strong support for single family homes with large yards but also indicated support for homes or low-maintenance dwellings with small lots, including townhomes near shopping and services.



Visual Preference Results Residential Design

Residential Design Top Preference



Residential Design Least Preferred



Strongly Like Like Neutral Dislike Strongly Dislike

The residential image that was preferred the most shows an alley-loaded home on a smaller lot with stonework and a front porch. The second most preferred image shows a typical home in a subdivision with front-loaded garage. The least preferred residential image showed an apartment complex.

Steering Committee

A representative group of community members were appointed by the Town Council to serve as a steering committee. The committee reviewed all documents and concepts produced by the consultant and staff, and provided direction at key decision points. These dedicated volunteers contributed countless hours through review, participation, outreach, inspiration, and guidance.

Charrette

The foundation of the future land use map was a three-day intensive public engagement and community design charrette event. The charrette is described in detail on the following pages.

Public Open House

A public open house was held toward the end of the plan development process to roll out the draft land use plan for public review and gather comment. This meeting included a presentation that provided an overview of recommendations and an open house where residents could ask questions and provide input, comments, and suggest revisions.

Town Staff

Throughout the process, town staff provided background context, constraint assessment,

outreach and engagement, and other data and information. Their participation and enthusiasm was critical in facilitating the process and will be equally important when implementing the plan.

Community Leaders

No community plan is complete until appointed and elected officials have reviewed, commented on, and adopted it. These leaders represent the beginning and end of the land use planning process and will ultimately be responsible for curating, prioritizing, and implementing the plan.



COMPREHENSIVE LAND USE PLAN

WINTERVILLE
A slice of the good life!

Winterville Town Hall
Mon Feb 25 + Tues Feb 26
 2571 Railroad St

Winterville Depot
Wed Feb 27 | 217 Worthington St

Multiple Public Input Events!

Mon Feb 25 11am: Downtown Walking Tour (meet at Town Hall)
Mon Feb 25 6-8pm: Public Visioning Session at Town Hall
Tue Feb 26 6-7:30pm: Presentation & Open House at Town Hall
Wed Feb 27 8am: Coffee Talk at the Depot

Stay Involved!

• Visit the website and take a brief survey:
www.wintervillenc.com/comprehensive-land-use-plan

Coffee Talk @ the Historic Railroad Depot
 (217 Worthington St)

8am Thursday February 27th

Winterville Land Use Plan

Top: Consultants presented draft recommendations at the Public Open House
 Bottom: Fliers were used to advertise the charrette and associated public input and participation opportunities.

CHARRETTE

Charrette

A charrette is an intensive, interactive design process, whereby major parts of the plan are drafted, reviewed, revised, and redrafted as part of an iterative design refinement process. This event was held in the Winterville Town Hall and two other locations around town, and involved multiple opportunities for public involvement, review of plan development progress, and public input.

Community Downtown Walking Tour

The afternoon of the first day, business owners and residents joined Town staff and the consultants on a walking tour of downtown that included detailed observations and preliminary concepts. General themes and opportunities were discussed, as well as concerns and challenges.

Public Open House

The first evening included a public meeting with several stations for attendees to view results from existing conditions analysis and to provide feedback that guided the development of Winterville's Comprehensive Land Use Plan. Participants provided direction for community goals and the updated vision for the Town. Community members highlighted several issues and ideas including neighborhood-level recommendations.

Open Studio Time

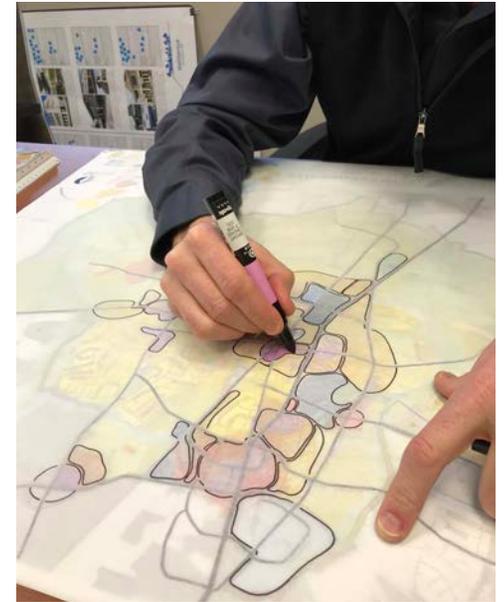
The majority of day two focused on open studio time. During this time, the consultant synthesized feedback from the public open house and steering committee into plan design concepts and tangible work products. Throughout the day, community members were welcomed into the production studio to review and comment on progress. Staff was available to provide information and resources, as well as other input. The future land use concept, character areas, and small area study were initially developed during this intensive design day. All materials were presented at the public open house that evening.

Public Open House and Presentation

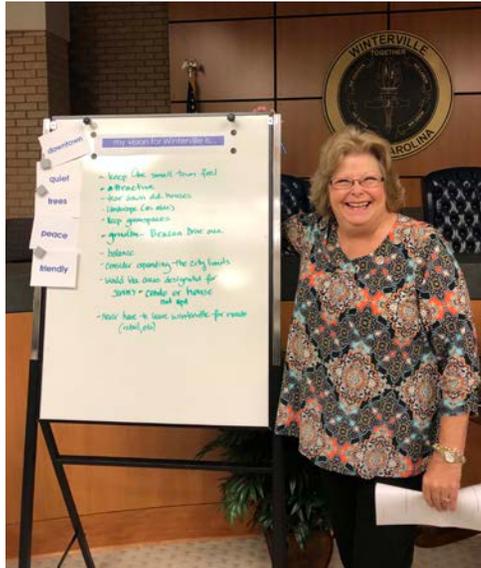
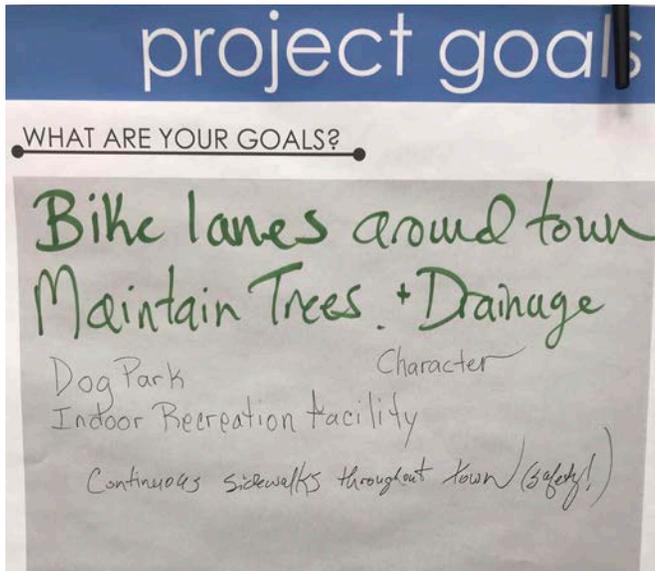
After finalizing preliminary concepts, a public open house presentation introduced community members to the main tenants of the plan as well as results from the survey. Additional input from residents helped further refine the concepts.

"Coffee Talk" Morning Reception

For early-risers, a morning coffee reception at the Train Depot provided an opportunity to give input on the concepts developed during the open studio. Small group discussion and public comment followed a brief presentation of proposed plan concepts.



Images from public involvement



VISIONING

Vision

Winterville is a place where everyone can experience slices of the good life. Balanced, planned and purposeful growth maintains the small town atmosphere, parks and amenities support families of all ages, and the community provides an opportunity for safe, healthy lifestyles. Attractive, livable and unique, the Town is a welcoming place for businesses, residents and visitors alike.





Goals



Create a Town-wide Identity

Create a sense of arrival at key gateways into town. Placemaking that fosters a sense of place, enhancing existing assets and improving character of the built environment. Visually appealing and functional buildings, streetscapes, amenities and public spaces.



Strengthen and Diversify the Economy

Strengthen and diversify the local economy to support a wide variety of businesses and community services. Support a stable and self-sufficient tax base. Reinforce the Town as a retail destination that welcomes visitors.



Connectivity and Mobility

Create an attractive and multi-modal transportation system for people of all ages and abilities. Create a walkable downtown and safe connections between neighborhoods, destinations and services.



Healthy Neighborhoods and Environment

Encourage healthy lifestyles by improving access to healthy food, parks, greenways and open space. Provide a variety of recreation facilities and programs to address the needs of residents. Develop in a way that alleviates impacts to the natural environment including, flood sensitive areas, trees and valuable natural resources.



Activate Downtown

Activate downtown by encouraging infill and redevelopment that reinforces a compact, pedestrian-friendly area. Preserve historical resources and restore, maintain and adapt structures. Emphasize the form and quality of new development. Connect to the larger community via programming and events that accentuate downtown as a cultural center.



Land Use & Character





**LAND USE & CHARACTER
CHAPTER CONTENTS**

**Future Land Use Map
Future Land Use Character Areas**

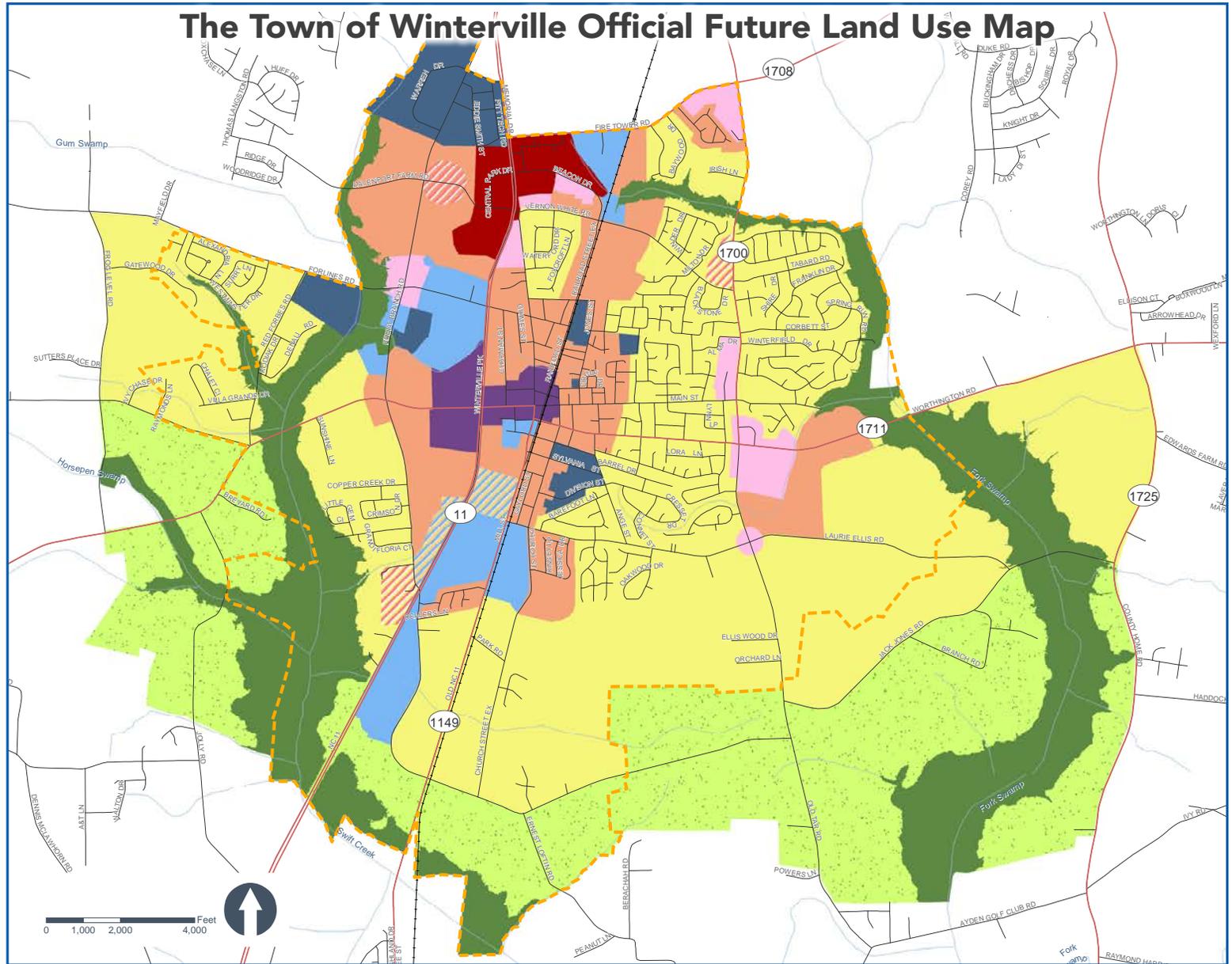
FUTURE LAND USE MAP



Future Land Use is the community's vision for their future, and will help guide town leadership in deciding rezoning requests.

The Future Land Use character areas were created and established for the Winterville study area. These character areas describe the intended land use pattern and are meant to guide rezonings and the design of future development.

The study area is larger than the Town's Extraterritorial Jurisdiction (ETJ) because it represents areas with potential to be served together with sewer due to topography.



FUTURE LAND USE CHARACTER AREAS



Conservation

The 100-year floodplain is regulated in order to prevent loss during floods. These areas are appropriate for outdoor recreation, agriculture / silviculture, and are otherwise predominantly unsuitable for development. This area also includes cemeteries.



Rural Residential

Very low density, single family detached residential on very large lots in a rural setting. Generally less than 1 dwelling per acre, and almost always without sewer service. Industrial agricultural operations are still active in these locations.



Suburban Residential

Primarily the large lot, single family detached residential, that many people love about the town's housing stock. Generally 2-3 dwelling units per acre, larger lots, with front- and side-loaded garages. Smaller lot sizes occasionally if minimum standards for open space and amenities are exceeded.



Urban Neighborhood

Primarily medium-sized lots with single family detached residential and occasionally smaller-scale, context-sensitive patio homes and attached residential permitted if design criteria are met. Generally 3-8 dwellings per acre. Some small-scale services, restaurants, or offices encouraged at select locations with good access.



Commercial Overlay

Potential for small-scale commercial that is sensitive to existing residential development if good transportation access is possible.



Neighborhood Center

Context-appropriate commercial, retail, services, professional offices, and occasionally residential located at key locations and crossroads that serve the general neighborhood around them. Small-lot residential or patio homes and/or attached residential could be part of land use mix.



Mixed Use Center

Mix of commercial, retail, restaurants, and service-oriented businesses, with a variety of residential options, including multi-family, townhomes, and upper-story residential. Offices also potentially on upper floors. Walkable places with a pedestrian-focused "downtown" feel.



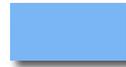
Regional Center

High- to medium-intensity commercial, retail and lodging uses that act as regional activity centers, with offices and residential potentially mixed in. Primarily auto-oriented destinations with national or regional businesses.



Employment / Residential

These areas could include office buildings, storage and flex uses, supporting commercial uses and/or medium to high-intensity residential uses.



Office & Employment

Large office buildings, manufacturing, distribution, and light- to medium-industrial uses, storage and flex uses, along with associated offices and supporting commercial uses.



Institution or Park

Community schools, the Pitt Community College campus, town parks, and open space areas form a fabric that knits the community together. New institutional, civic, and open space uses are potentially allowed in any future land use category.



Rural Residential

General Character

The rural outskirts of Winterville are not prioritized as growth areas for the foreseeable future (next 20 years or so). This is primarily due to a lack of wastewater facilities that would support more dense development, as well as the limited presence of other municipal services, such as police, fire, and EMS. However, with continued growth, these areas may eventually develop the infrastructure to support growth where appropriate.

Typical Components	
Density	<1 per acre
Lot coverage	Very low
Building height	1-2 stories
Parking	Off-street: front or side
Street pattern	Country block
Right-of-way width	60'-70'
Block length	800'-1500'
Drainage	Ditch
Bicycle/Pedestrian	Road shoulders
Open Space	Informal: private land, yards and agricultural areas
Potential zoning	A-R

Uses

Primarily residual farmhouses or agricultural buildings, with occasional single family detached residential in a rural configuration.

Buildings & Parking

New residential buildings will be on large lots and should be situated back from major thoroughfares, in case they need widening in the future.

Streets & Connections

Streets either are country highways or lead to them. If new neighborhoods are developed, driveways on country highways should be discouraged to preserve traffic flow. Stub-outs and preservation of future connectivity is important to maintain orderly future development.



Examples of Rural Residential.



General Character

Large lot, low density single family residential was identified by the community as a land use type that was appropriate and valued in many locations. This flexible land use type is appropriate for many areas of the planning area and will likely be served by town utilities.

Typical Components	
Density	1-3 per acre
Lot coverage	Low
Building height	1-2 stories
Parking	Off-street: front, side, or rear
Street pattern	Suburban grid, modified grid
Right-of-way width	50'-60'
Block length	600'-1000'
Drainage	Curb-and-gutter
Bicycle/Pedestrian	Sidewalk (one side)
Open Space	10-30%, including passive recreation, trails, playgrounds, amenity centers, fields, greens
Potential zoning	Typically R-20, R-15 or R-12.5, R10 or R8 if additional open space or amenities are provided

Uses

Primarily single family detached residential with sewer service.

Buildings & Parking

Buildings are usually set back from the road and have large front and rear yards. Parking should be off street as much as possible, especially since sidewalks are limited.



Streets & Connections

These neighborhoods have low to medium walkability and are fairly homogeneous. Street connections to adjacent neighborhoods is key to creating a community and preserving options for the future. Sidewalks connect neighbors, and landscaping is primarily owner-maintained.



Examples of Suburban Residential.

Suburban Residential



Urban Neighborhood

General Character

Somewhat higher density, predominantly single family detached residential housing. Some attached housing and/or small-scale commercial, retail, or restaurants allowed at select locations.

Typical Components	
Density	3-8 per acre
Lot coverage	Medium
Building height	1.5-3 stories
Parking	On- and off-street: front, side, rear, or alley-loaded
Street pattern	Suburban to urban grid
Right-of-way width	50'-60', less for alleys
Block length	600'-800'
Drainage	Curb-and-gutter
Bicycle/Pedestrian	Sidewalk (both sides)
Open Space	5-10%, more formal including plazas, greens and other common areas
Potential zoning	R-12.5, R-10, R-8, possibly also NB*, R-6, or M-R

**A Neighborhood Business zoning district is recommended on page 60.*

Uses

Small-lot single family detached residential dom-

inates (with lots of approx. 6,000 to 10,000 sq ft), but duplexes or townhomes may be appropriate if design criteria are met to protect neighborhood character. Some small-scale service or office uses may be appropriate at select locations.



Buildings & Parking

Buildings are closer to the street, some side- and alley-loaded developments may be close to the sidewalk. Parking at nonresidential uses should be in the rear, to preserve walkability. On-street parking should be provided if densities exceed 4 dwelling units per acre or lot frontage of less than 50 feet per home.



Streets & Connections

Low- to medium-volume streets prioritize pedestrians. Street trees soften the streetscape. Connections to adjacent properties and neighborhoods are frequent.



Examples of Urban Neighborhood.



General Character

These centers have small-scale retail, restaurants and offices that are local landmarks and serve the surrounding neighborhoods. Other, more high intensity land uses may be attracted to these activity areas. Residential uses could include patio homes, attached units and some multi-family structures.

Typical Components	
Density	Up to 14 units per acre
Lot coverage	Medium to high
Building height	1.5-4 stories
Parking	Off-street: internal lots On-street parking on some blocks
Street pattern	Urban grid
Right-of-way width	50'-60' with 70'-100' boulevards
Block length	500'-800'
Drainage	Curb-and-gutter
Bicycle/Pedestrian	Sidewalk (Both sides)
Civic Space	Limited, small plazas, patio dining
Potential zoning	G-B, C-N, O-I, I-C, possibly C-B, R-8, R-6, or M-R

Uses

Neighborhood-serving commercial uses (grocery store, retail/service, restaurant, etc.) serve as the anchor of this land use type, with multi-family and other residential mixed in and supporting the commercial center.

Buildings & Parking

Buildings set back from the street with landscaping and limited parking in front. More internal parking to the side or behind businesses.



Streets & Connections

These sites balance automobiles and pedestrians, and need to be accessible by multiple transportation modes to succeed as social centers.



Examples of Neighborhood Center.

Neighborhood Center



Mixed Use Center

General Character

Mixed Use Centers allow flexibility to respond to market demands by emphasizing the form of development over use or intensity. These areas feel made for people and have just a little “hustle-and-bustle” with some small-town hospitality mixed in.

Typical Components	
Density	No limit on upper story residential, up to 20 units per acre elsewhere
Lot coverage	High to very high
Building height	2-4 stories
Parking	Off-street or on-street
Street pattern	Urban grid
Right-of-way width	50’-60’, less for alleys
Block length	400’-600’
Drainage	Curb-and-gutter
Bicycle/Pedestrian	Wide sidewalks
Civic Space	10-20%, Plazas or greens as organizing elements, greenways, pocket parks, naturalized stormwater detention
Potential zoning	C-B, possibly M-R, G-B, C-N or O-I, potentially a need for a new district

Uses

Retail, restaurants, and shopping create active street frontage, with upper story residential and office adding diversity. Stand-alone commercial, office and multi-family possible as part of larger-scale developments. Smaller detached and attached housing options blend with existing homes.



Buildings & Parking

Buildings are packed closely together and pulled up to the street, which creates a walkable environment. On-street parking and high lot coverage maximize the amount of attractions available.



Streets & Connections

The streets have wide sidewalks that foster an active pedestrian environment. The tight grid and pleasant streetscapes encourage walking and window-shopping.



Examples of Mixed Use Center.



General Character

These larger, auto-oriented commercial areas serve a regional market, and are high-intensity shopping centers. With good design, they can provide a pleasant outdoor and indoor shopping experience that complements the surrounding community as a commercial/retail/service activity center.

Typical Components	
Density	Up to 16 units per acre
Lot coverage	Medium to high
Building height	1.5-6 stories
Parking	Off-street: internal lots
Street pattern	Suburban grid
Right-of-way width	50'-60' with 70'-100' boulevards
Block length	500'-1000'
Drainage	Curb-and-gutter
Bicycle/Pedestrian	Sidewalks, internal walkways through parking areas
Civic Space	Limited, small plazas, patio dining, greenway connections
Potential zoning	G-B, possibly O-I, I-C, C-N, or M-R

Uses

Commercial uses of a regional nature, including big box stores, chain restaurants, and other highway-oriented uses. Hotels and multi-family uses could also be appropriate.



Buildings & Parking

Buildings set back from the street with landscaping and limited parking in front. More internal parking to the side or behind businesses.



Streets & Connections

Vehicles prioritized with pedestrians facilities present. Secondary roads (off of the primary boulevard (NC 11)) lead to shared parking lots for large shopping centers. Greenway connections to other destinations.



Examples of Regional Center.

Regional Center



Office & Employment

General Character

These employment supporting land uses are integral to the self-sufficiency of the community. They provide jobs and centers for economic growth.

Typical Components	
Density	No residential allowed
Lot coverage	Medium to High
Building height	1-5 stories
Parking	Off-street: front, side, rear, or internal lots
Street pattern	Grid or modified grid
Right-of-way width	60'-70'
Block length	800'-1200'
Drainage	Ditch or curb-and-gutter
Bicycle/Pedestrian	Sidewalks
Open Space	Limited, focus of tree preservation and plantings is on buffering
Potential zoning	I, O-I

Uses

Large office buildings and employment generating uses, such as manufacturing, fabrication, and industrial flex space. Supporting commercial uses may also be present.

Buildings & Parking

Buildings and large surface parking are often screened from public rights-of-way. Parking areas and internal drives may or may not be connected to neighbors, depending on the type of occupant.



Streets & Connections

Because these types of uses have requirements that are often specific to the occupant, care should be taken at development to maintain efficient traffic flow and cross access, while also respecting occupant needs. Automobiles and freight are prioritized.



Examples of Office & Employment.



General Character

These uses are not restricted to the areas shown on the map, and are landmark institutions/areas that knit together the broader community. These uses are unlikely to change significantly in location during the life of the town.

Typical Components	
Density	No residential, unless dorms
Lot coverage	Low to Medium
Building height	1-5 stories
Parking	On-street, or off-street in internal lots
Street pattern	Grid or modified grid
Right-of-way width	50'-70'
Block length	Varies
Drainage	Curb-and-gutter
Bicycle/Pedestrian	Sidewalks, trails, multi-use paths, internal sidewalk network
Open Space	Varies depending on use
Potential zoning	Possibly O-I; May need new zoning district for parks/recreation.

Uses

Primarily schools, parks, publicly-owned open spaces and trails, civic buildings and sites, and the college (Pitt Community College).



Buildings & Parking

Building location on the lot varies due to the specific needs of each specific owner or occupant.



Streets & Connections

Streets balance automobiles, pedestrians and bicyclists. On campus or in the parks, pedestrian traffic is prioritized. Connections to surrounding neighborhoods are balanced with a need for security, based on the institution.



Examples of Institutional & Parks.



Conservation Areas

General Character

Floodplains, wetlands, and sensitive environmental areas are important to the natural character of the town. These natural spaces also provide vital community support services, such as floodwater storage, air purification, wildlife habitat, passive recreation, and others.

Typical Components	
Density	Residential not encouraged, or Rural Residential density
Lot coverage	Extremely low to nonexistent
Building height	1-2 stories
Parking	Off-street or trailhead parking
Street pattern	Crossings (bridges) only
Right-of-way width	As narrow as possible
Block length	As few crossings as possible
Drainage	Ditch
Bicycle/Pedestrian	Trails, multi-use paths only
Potential zoning	No conservation zoning exists; A-R is closest, or via plat recordation of easement

Uses

These areas are unsuitable for development, and primarily occupy the 100-year floodplain. Outdoor recreation, multi-use paths and trails, and low-impact or passive parks are intended uses.



Buildings & Parking

Buildings are minimal and accessory to the use of passive parks or recreational facilities. Parking lots are minimal and may be pervious.



Streets & Connections

Streets and sidewalks are primarily discouraged except for crossings or trails. These trails may provide a recreation purpose, serve destinations and tie into a larger pedestrian network.



Examples of Conservation Areas.



This page left intentionally blank.

Recommendations & Implementation





**RECOMMENDATIONS &
IMPLEMENTATION
CHAPTER CONTENTS**

**Land Use
Economic Development
Infrastructure & Mobility
Parks & Natural Resources
Public Services
Downtown
Small Area Study**

RECOMMENDATIONS & IMPLEMENTATION

Land Use

Organizing Goals:

Primary Goals:

- Strengthen and Diversify the Economy
- Safe, Healthy Neighborhoods and Environment
- Activate Downtown

Supporting Goals:

- Create a Town-wide Identity
- Connectivity and Mobility

Policies and Strategies

Policy 1: Encourage a balanced tax base while managing growth

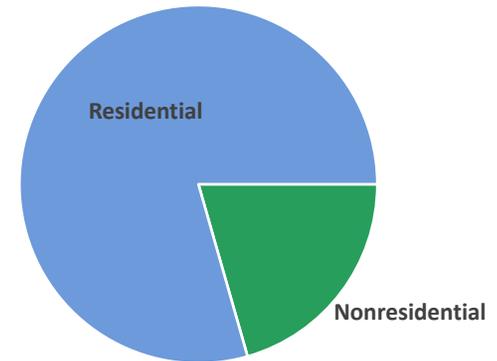
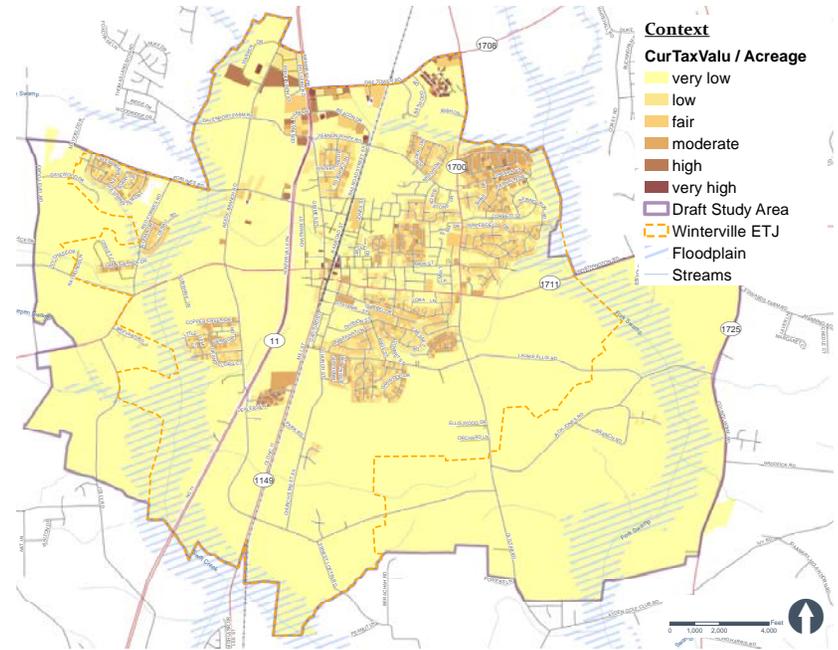
Strategies

- 1.1: Utilize the Future Land Use Map and character areas when considering land use decisions (i.e. development approvals and rezoning decisions) and infrastructure improvement priorities.**
- 1.2: Encourage non-residential growth in the form of retail, restaurants, professional offices and industrial development**

in areas designated as such on the Future Land Use Map.

1.3: Encourage a logical progression of development and extension of utilities and discourage leap-frog development

- “Leap-frog development” is a term used for development that occurs far away from existing utilities in an area that is separated from existing development by undeveloped properties.
- The future land use map presents a view of the future many years from the current, and each rezoning should be considered on its own merits. It may be necessary to deny rezoning requests if they are premature or do not fit well with surrounding uses, even if the Future Land Use Map supports the rezoning.



Residential properties make up the bulk of the tax base (nearly 80%).



Policy 2: Encourage walkable and/or mixed use development

Strategies

2.1: Allow a vertical mix of uses in key locations to provide a synergy between residences/offices and the businesses below.

- These vertically mixed buildings may be allowed reduced parking standards due to on-street or shared parking and require enhanced pedestrian facilities.
- Areas appropriate for vertical mixed use include the Mixed Use area that includes Downtown as well as Regional and Neighborhood Centers.

2.2: Allow a horizontal mix of uses in new developments within Neighborhood Centers, Regional Centers Mixed Use, Commercial Overlay, and Employment / Residential areas designated on the Future Land Use Map.

- Small-scale office, services or restaurants allowed in Urban Neighborhood areas in locations with good access.
- All horizontal mixed use areas should be part of a planned development and meet minimum design criteria including:
 - Connected streets and pedestrian facilities
 - Shared parking where appropriate
 - Integrated public space (i.e. plazas or common greens)

- A mix of building elevations and housing types

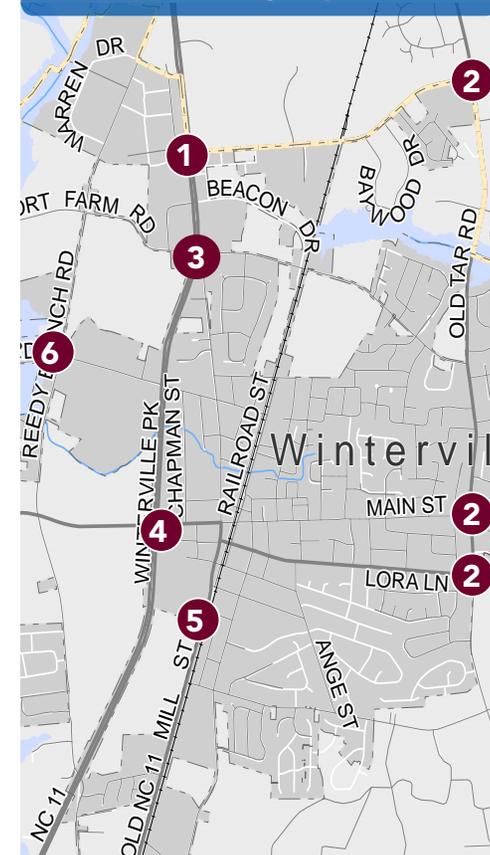
Policy 3: Improve gateways

Strategies

3.1: Enhance gateways through targeted landscaping, signage and intersection improvements.

- Consider landscaping and beautification projects within public rights of way along key entrances into Town
- Improve gateway signage along key entrance corridors. Signage and branding updates could include:
 - College Area / North Gateway: Town of Winterville sign by Pitt Community College could be larger and more visible due to auto-oriented area
 - Old Tar Road: No current signage exists
 - Vernon White & NC 11: No current signage exists
 - Main Street / NC 11: Ruritan Club Welcome Sign, flag pole and NCDOT Enhancement (low wall and plantings) – Potential for upgrades to signage and landscaping
 - Mill Street: Potential signage, art or beautification along railroad
 - Forlines Road: Key entry from South-west Bypass

Potential Gateway Improvements



- 1 College Area / North Gateway
- 2 Along Old Tar Road
- 3 Vernon White and NC 11
- 4 Main Street / NC 11
- 5 Along Old NC 11 / Mill Street
- 6 Forlines Road and Reedy Branch Rd

RECOMMENDATIONS & IMPLEMENTATION

3.2: Review development regulations to create building scale, materials, orientation, parking location, screening requirements and other character area standards for gateway, commercial and mixed use areas.

- Revisions to existing zoning districts, new districts or use of overlays should be considered for key locations that correspond with the nonresidential and mixed use future land use character areas.
- Revisions could include:
 - Restriction of new metal buildings to industrial and employment areas
 - Requiring upgraded facades and/or screening for sides of metal buildings and/or outdoor storage visible from public rights-of-way of entry corridors
 - A new neighborhood business zoning district for smaller-scale, lower impact uses near existing residential at well-located sites

Policy 4: Encourage redevelopment, reuse and infill

Strategies

4.1: Encourage reuse and redevelopment that respects the integrity and character of established neighborhoods and commercial areas.

4.2: Allow flexible standards for infill development in and near Downtown, espe-

cially if it reinforces the pedestrian experience.

- Relaxing setbacks and encouraging new buildings to be located closer to the street and requiring parking to the side or rear can encourage redevelopment and result in a more active street frontage. See specific recommendations related to Downtown on page 77.
- Respecting existing setbacks and street-scapes may be beneficial in some cases such as within established neighborhoods or to preserve street trees.

4.3: Collaborate with the college to establish a supportive, small-scale commercial district adjacent to the college.



Vacant and underdeveloped land within walking distance to Pitt Community College could be an ideal place for commercial to serve the needs of students, faculty, staff, and visitors. The college could add a small commercial district, walkable and fronting on Pitt Tech Road. Minimal parking should be required since shared parking already exists, and focus should be on creating a walkable mini-downtown.

Policy 5: Maintain and improve neighborhood character

Strategies

5.1: Identify, measure, and codify the character of the places that make Winterville unique.

- Design guidelines or standards that reinforce architectural vernacular styles and/or define streetscape, planting or open space design criteria can help make the built environment in Winterville unique and distinct.

5.2: Open space and amenities

- Review open space, recreation, and fee-in-lieu standards for new subdivisions to ensure that the recreational needs of new residents are met.
 - Update Zoning Ordinance to require minimum amounts of open space in new residential developments, particularly those in Suburban Residential and Urban Neighborhood areas with gross densities exceeding 2 dwelling units/acre
 - Consider adopting an incentive for the provision of additional open space, over the minimum
 - Update Zoning Ordinance to encourage connectivity between open space areas
 - Update PUD option to specify open space requirements

Policy 6: Support higher density housing options in strategic locations.

Strategies

6.1: Encourage housing options in locations within walking distance of commercial and mixed use areas

- Allow for higher density housing near places of work, shopping and as a transitional use between non-residential uses and lower density housing.
- Update land development regulations to encourage development that has a mix of uses and housing types in appropriate zoning districts.
 - Consider smaller lot detached and small-scale attached residential housing in Urban Neighborhood, Employment / Residential, Neighborhood Center and Mixed Use Center areas identified on the Future Land Use Map
 - Allow multifamily development within and near commercial and mixed use areas, including in Employment / Residential, Neighborhood, Regional and Mixed Use Centers

6.2: Require that higher density developments, townhomes and apartments meet design criteria that emphasizes architectural detail, quality materials, streetscape standards, amenities and open space, landscaping and street trees to improve design and reduce impacts



Open space in the form of greens, pocket parks, sports fields and greenways can serve as amenities in new developments, function as gathering places for the community and help to reduce the burden on public parks and facilities. Passive open space, in the form of natural areas can help buffer existing development and natural resources from new development. Standards for open space in Winterville could be increased for new development. In the meantime the conditional zoning process could be utilized to ensure new development fits well near existing residential neighborhoods.

RECOMMENDATIONS & IMPLEMENTATION

The Conditional Zoning Process

“Conditional Zoning” is a legislative process whereby a local government establishes a new zoning district with individualized development standards and allowed uses for a parcel being rezoned. The applicant submits a base zoning district as well as additional rules, regulations or conditions that would govern development on the property. The petitioner also usually conducts a public meeting to gather input from neighbors and community members. The subsequent legislative rezoning decision then factors in all relevant information: any adopted plans (land use, comprehensive, small area, corridor, etc.), the results of the public meeting, the specifics of the proposed conditional rezoning, context of neighboring properties, other considerations, etc.

Conditions may only address any reasonably expected impacts that might be generated by the proposed use and site design of the property. In other words, there must be a rational nexus between the expected impacts of the proposed site plan and the conditions that seek to mitigate those impacts. Conditions or site development standards may be imposed by the developer initially or as part of the approval by the planning and zoning board or Town Council. Conditions may only address the conformance of the proposed development and use of the site to existing local government ordinances and officially adopted plans. For instance, if a local government does not require or regulate street trees or open space or otherwise reference them in any adopted plan, the imposition of a condition requiring such things would be inadvisable. Also, any attached conditions may not regulate or require any item or action that is not otherwise within the ability of local government to regulate. However, conditions that further established policies (such as the policies and/or character area descriptions contained in this Plan) could be considered as part of a rezoning request. Any conditions imposed must be mutually acceptable to the petitioner and the local government and must be accepted in writing.



Architectural detail such as front porches, materials, landscaping, sidewalks, greenways, open space or amenities can be part of conditions that help new development fit the character of Winterville.



Public Services

Organizing Goals:

Primary Goals:

- Safe, Healthy Neighborhoods and Environment

Supporting Goals:

- Connectivity and Mobility

Police and Fire

Policy 1: Develop coordinated plans for long-term service provision and expansion needs.

Strategies

1.1: Facilitate coordination between departments, neighboring jurisdictions and service providers to best identify future facilities needs and begin land banking and budgeting for expansion.

Policy 2: Consider short-term and long-term emergency response and public safety needs

2.1: Consider moving police and/or fire and EMS or additional satellite stations to maintain or improve response times in the eastern or western part of the plan-

ning area

- Monitor subdivision approvals to determine underserved areas
- Coordinate with Pitt County, City of Greenville and the Town of Ayden to maintain and improve fire coverage
- Establish target areas for land acquisition and work with property owners or developers to accommodate public safety facilities in areas that are underserved
- Consider temporary facilities and operational units in the interim time periods between current conditions and projected future needs. One example would be to set up a covered carport and temporary office building on the property of a local school and operate fire or police services for a few years while a new station is constructed nearby.

Policy 3: Encourage site design that reduces potential for crime

3.1: Utilize Crime Prevention Through Environmental Design (CPTED) principles to improve public safety on Town properties (i.e. existing and future parks, trailheads and public facilities)

- CPTED principles include:
 - Natural Surveillance - A person is less likely to commit a crime if they think someone can see them.
 - Natural Access Control - The use of walkways, fences, lighting, signage, and landscape to guide people and



Fire and Police currently share a building in the historic downtown and will have difficulty expanding either department in the current location.

RECOMMENDATIONS & IMPLEMENTATION

vehicles from entrances.

- Territorial Reinforcement - Clearly delineate public from private areas.
- Maintenance - Neglected and poorly maintained properties are breeding grounds for criminal activity.

Utilities

Policy 4: Maintain and improve efficiency of utility service

Strategies

4.1: Expand infrastructure in a logical manner that serves new areas while providing redundancy and increasing reliability and efficiency of service.

- Coordinate with new development to establish regional pump stations to provide sewer service and take smaller, older pump stations off-line
- Prioritize projects to reduce infiltration and inflow in order to reduce likelihood of sanitary sewer overflows during heavy rain events

4.2: Expansions of services should be thoughtfully weighed against long-term maintenance and infrastructure costs.

- Evaluate the projected maintenance and operational expenses associated with proposed development projects.
- Establish an expected return on investment estimate for major projects

- Consider alternatives and/or adjustments to rates or other utility policies to pay for public infrastructure that is needed

Schools

Policy 5: Coordinate with Pitt County School District

Strategies

5.1: Coordinate with the Board of Education to locate schools inside the Town.

- The benefits of locating schools inside of an existing community go far beyond the walls of the institution. Many participants in the planning process noted that A.G. Cox Middle School and its location on the southside of downtown as an integral part of Town life.
- Locating new schools closer to existing development can result in higher land costs, but it can lead to lower overall costs related to transportation and infrastructure extension.
- This may involve coordinated land banking or land purchases with Pitt County Schools and/or land owners and developers.



Residents are well-aware that good schools are the foundation of a great community.



Economic Development

especially along Winterville Parkway and other appropriate areas.

Organizing Goals:

Primary Goals:

- Strengthen and Diversify the Economy
- Create a Town-wide Identity

Supporting Goals:

- Activate Downtown

Policies and Strategies

Policy 1: Continue to implement previous plans

Strategies

1.1: Continue to implement relevant recommendations from the adopted economic development plan.

- Update the Economic Development Strategy periodically (typically every 5-6 years)

1.2: Continue to market the assets and opportunities of Winterville as stated in the adopted economic development plan.

1.3: Emphasize retail, office, light industrial and other commercial development

Policy 2: Improve self-sufficiency and reduce retail leakage

Strategies

2.1: Support Winterville’s transformation from a ‘bedroom community’ to a ‘neighboring community’ of Greenville

- The Economic Development Task Force recommended that Winterville grow into its own vibrant community with its own commercial and employment sectors. This will help the Town become a self-sufficient community that recaptures retail leakage from nearby Greenville.

2.2: Discourage rezonings to residential zoning districts in high visibility corners with good access and parcels within Office & Employment future land use areas.

Policy 3: Reinforce the Town’s identity as a family-friendly community

Strategies

3.1: Support rezonings to residential uses in the Suburban Residential and Urban Neighborhood areas identified on the future land use map.

3.2: Continue to support and promote



The majority of Winterville’s residential growth has been and will likely be in the form of single family detached residential subdivisions.



Encouraging commercial development on sites with good transportation access will help balance the tax base and create a more self-sufficient community.

RECOMMENDATIONS & IMPLEMENTATION

family friendly events including the Christmas Parade and Tree Lighting, the Watermelon Festival, Summer Movie and Concert Series and other events.

Policy 4: Respond to recent and planned transportation improvements

Strategies

4.1: Encourage new commercial development at key intersections along Forlines Road and Fire Tower Road Extension.

- Capitalize on opportunities that will arise due to the Southwest Bypass and planned extension of Fire Tower Road.

4.2: Encourage new commercial and industrial businesses to locate along the Laurie Ellis Extension

Policy 5: Promote retirement-focused living

Strategies

5.1: Continue participation in the N.C. Department of Commerce’s Certified Retirement Community Program

5.2: Remove barriers to and consider incentives for senior-friendly housing types in downtown and other appropriate locations

5.3: Recruit developers for individual-ly-owned patio homes and life care facili-

ties to broaden market offerings to appeal to the retirement age demographic.

5.4: Encourage alternative forms of transportation that are senior-friendly

- Improve pedestrian facilities
- Improve connections to transit service
- Encourage bicycle and golf cart usage
 - Provide bicycle and golf cart parking at town owned facilities
 - Consider incentives for bicycle and golf cart parking downtown

Policy 6: Focus on business recruitment, expansion and retention

Strategies

6.1: Recruit new national and local businesses to Regional Center future land use areas.

6.2: Encourage and support local businesses, especially in expansion efforts.

6.3: Coordinate with Pitt Community College for expansions or other infrastructure needs.

- This might include facilities to support the college, such as hotels, better road connections or intersection realignments, pedestrian connections, etc.

6.4: Coordinate with Pitt County and neighboring community economic development efforts.



The number of Winterville residents age 45 to 75 grew by 35% between 2010 and 2016. Lower maintenance patio homes and pocket neighborhoods may appeal to this demographic. Current zoning regulations could be modified to encourage this type of housing near downtown and in other appropriate locations.

Pocket Neighborhoods

Langley, Washington adopted a new Cottage Housing Development option that allows for double the density of detached homes in some zones if homes front a green-space and meet other design criteria. The image above is from a “pocket neighborhood in Langley.

6.5: Support the location of medical offices within the Town through rezonings and partnerships

Policy 7: Maintain a business friendly environment through infrastructure investments and customer service activities

Strategies

- 7.1: Invest in utility expansions to new areas for development and in support of expanding the Town’s tax base.
- 7.2: Provide excellent customer services for land owners and developers working on new housing or commercial projects.

Policy 8: Regulate nonresidential supply to create places of high value

Strategies

- 8.1: Discourage speculative rezoning of properties in anticipation of nonresidential development, especially outside of identified nonresidential future land use areas.
 - An oversupply of commercial land can lead to strip development, increased congestion and lower value commercial areas.
 - The careful focus of nonresidential growth around key nodes, can create vibrant commercial districts that will add value to

surrounding neighborhoods and the town overall.

8.2: Consider long-term market demand prior to expansion of commercial areas or major rezonings.

8.3: Discourage high land consumption nonresidential uses, such as solar panel renewable energy generation facilities, car dealerships, one-story self storage facilities, outdoor storage, or equipment rental facilities, at high visibility locations or in areas likely to intensify in the future.

- These uses are better suited to low visibility areas where land is less valuable.

Policy 9: Appearance and recognition

Strategies

9.1: Improve the appearance of the NC 11 corridor and at key intersections.

- Provide landscaping and streetscape improvements such as plantings, sidewalks, decorative lighting, and district-wide signage.
- These improvements should accomplish several goals such as aesthetic improvement, facilitating pedestrian movements within and to the commercial centers, beautification and marketing.



Some visitors to Winterville only see NC 11, so beautification along this corridor could make a big impression.

RECOMMENDATIONS & IMPLEMENTATION

9.2: Study opportunities for regional stormwater facilities.

- Stormwater infrastructure coordinated among multiple sites could result in more efficient use of land and better site design in key opportunity sites.

Policy 10: Continue downtown revitalization efforts

Strategies

10.1: Revisit development regulations to ensure the guidelines and regulations are structured and worded to reflect the type of commercial development the Town desires.

- The creation of an entertainment and dining overlay district could encourage more bars and restaurants to locate downtown.

10.2: Explore potential avenues to encourage redevelopment or upfits in the downtown, such as the possibility of waiving inspection fees or forgoing property tax on improvements for a limited time period.

For additional Land Use and Economic Development strategies related to Downtown see [page 77](#).



With established businesses such as the Dixie Queen and recent additions like the Main and Mill Oyster Bar & Tavern Downtown Winterville has the potential to be dining destination for the town and surrounding area



Infrastructure & Mobility

Organizing Goals:

Primary Goals:

- Connectivity and Mobility
- Safe, Healthy Neighborhoods and Environment

Supporting Goals:

- Create a Town-wide Identity
- Activate Downtown

Policy 1: Coordinate with NCDOT and the Greenville Urban Area MPO

Strategies

- 1.1: Coordinate with NCDOT on street design projects and roadway widenings, and insist on connectivity and pedestrian facilities.**
- 1.2: Coordinate with the Greenville Urban Area Metropolitan Planning Organization on roadway planning**
 - Advocate for roadway improvements and collectors streets that support the growth pattern planned in the Future Land Use Map.

1.3: Address problematic intersections, like the intersection of NC11, Davenport Farm Road, Vernon White Road, and Mill Street.

- Partner with MPO to study intersection reconfigurations

1.4: Monitor traffic hot spots and potential impacts of proposed developments.

1.5: Coordinate with NCDOT and private development to upgrade four-way stop intersections with traffic lights and/or turn lanes as needed.

1.6: Manage access on high volume roadways to preserve capacity.

- Potential interventions include medians, reduced driveway cuts, increased minimum lot widths, etc.

Policy 2: Coordinate connectivity, street and sidewalk standards

Strategies

- 2.1: Set a maximum block length that varies based on land use type**
 - Recommended block length standards to increase walkability and street connectivity are listed below. Recommendations for future land use areas are as follows:
 - Suburban Residential: 800ft
 - Urban Neighborhood: 600-800ft
 - Commercial and Mixed Use areas: <600ft

Walkability and Street Connectivity	Recommended Block Length Standards
Excellent	250 - 400 ft
Good	400 - 500 ft
Acceptable	500 - 600 ft
Poor	800 ft +

Source TND Design Rating Standards v2.2

Connectivity Benefits

Different block widths may be appropriate in different zoning districts. Rural areas can have fewer street connections than suburban and urban areas. A connected street network can:

- Make destinations and POI “closer”
- Assist with emergency response times / service area
- Walk to School and physical health improvement opportunities
- Improve access to downtown and greenway

RECOMMENDATIONS & IMPLEMENTATION

2.2: Require or incentivize the connection of stub streets to adjacent properties to allow for future connection of local or collector streets

- All new development should connect to or stub-out to adjacent parcels (even vacant parcels), providing cross access at regular intervals.
- Current regulations require connections to adjacent properties but could be improved by:
 - Specifying that stub streets should connect to adjoining properties at logical points (i.e. not undevelopable floodplain or wetland areas)
 - Requiring at least two road connections if a subdivision has over 30 lots for emergency access purposes
 - Implementing an incentive that provides a one (1) lot density bonus for the provision of additional stub-outs, over and above established minimums, if designed appropriately
- When connecting subdivisions with streets is not possible due to environmental constraints or adjacent incompatible uses (such as an industrial area with truck traffic) or lacks public support, connecting subdivisions via a sidewalk or path should be explored.
- If a stub-out street ends at a creek or water body, require fee-in-lieu for half of the

bridge or culvert construction so that the project can be completed when the adjacent parcel develops.

- Require cross access between adjacent nonresidential parcels where streets do not exist.

2.3: Discourage cul-de-sacs and dead end streets wherever possible.

- An overabundance of subdivisions using cul-de-sacs can cause additional delay and hinder emergency access.

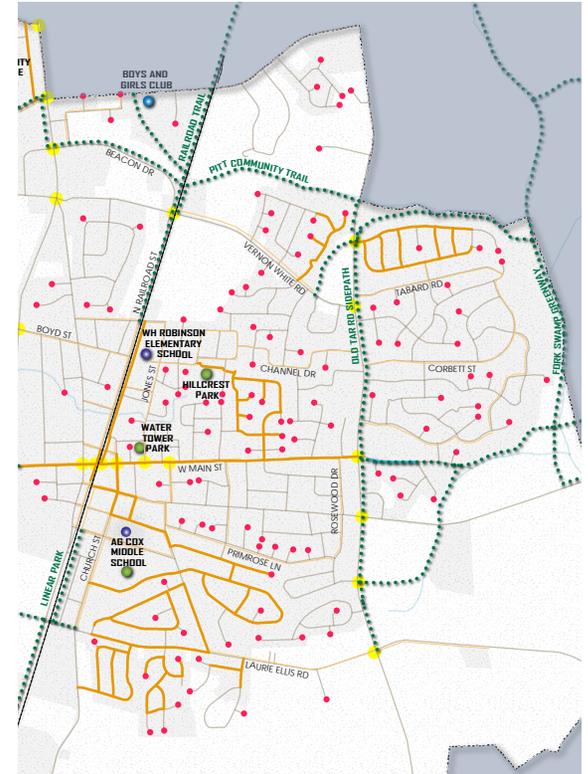
2.4: Require sidewalks in new developments

- See Character Area Descriptions for recommendations for location and width

Policy 3: Consider retrofitting walkways and connector paths to connect neighborhoods and points of interest

3.1: Where existing right of way exists and connections are possible consider a road extension or a pedestrian walkway to connect these neighborhoods.

- One opportunity is the south-end of Franklin Drive and the north-end of Winston Drive



Cul-de-sac roads are a predominant development pattern in Winterville. Consider retrofitting more walkways through these cul-de-sacs, constructing new sidewalks, and requiring more connectivity through street connections and connector paths for new development. These steps can improve safety for biking and walking and provide more options for golf carts, scooters, and new mobility devices.



3.2: Enhance connections between neighborhoods.

- All new development should connect to or stub-out to adjacent parcels (even vacant parcels), providing cross access at regular intervals.

3.3: Look at “edges” to provide additional connections as neighborhoods are built

- Require easements in new subdivisions to connect to existing and planned greenways.

Policy 4: Establish a core network of walkability for the Town

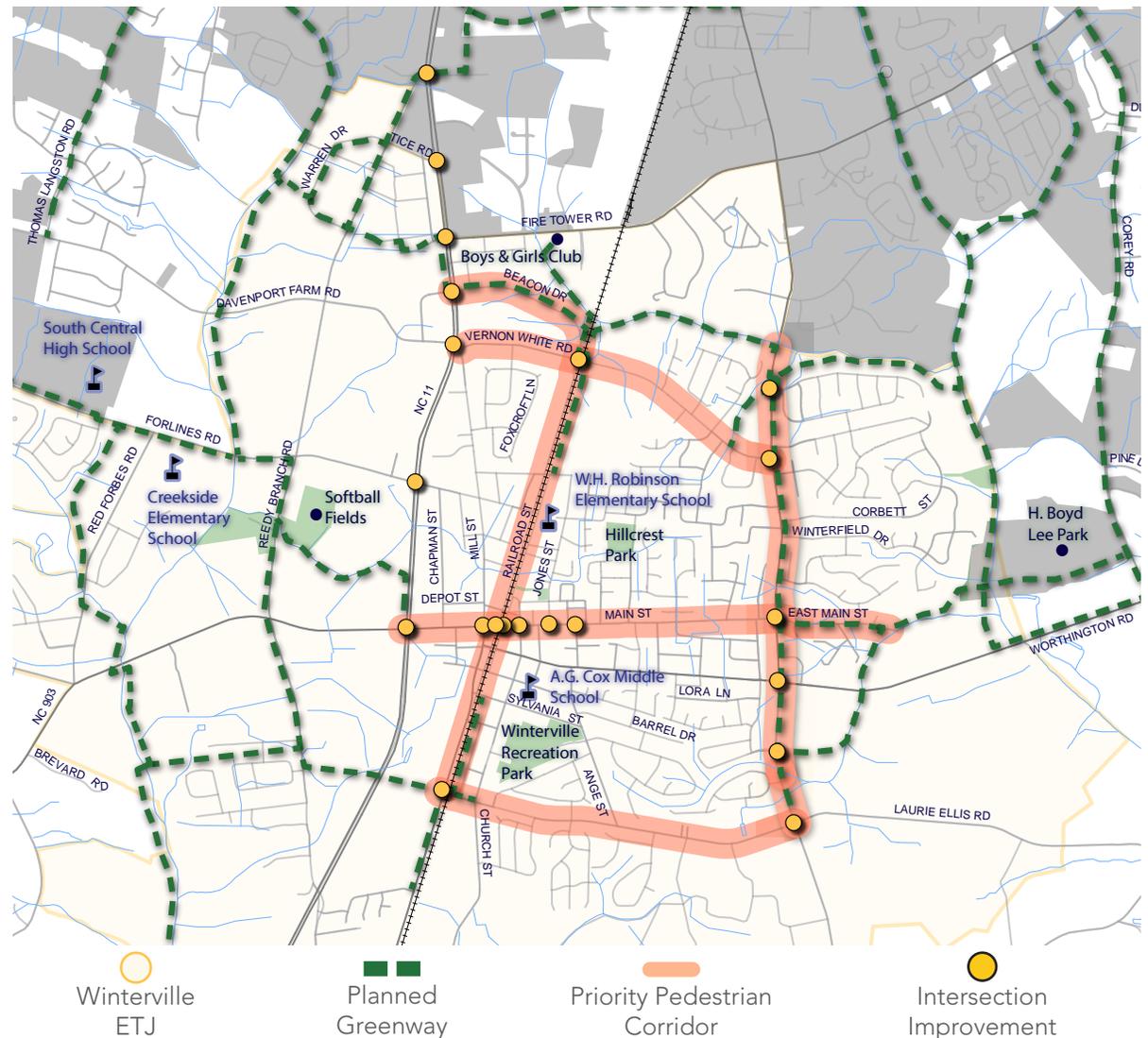
Strategies

4.1: Create a priority pedestrian corridor along Main Street

- Main Street provides a primary east / west route from Reedy Branch to the future Fork Swamp Greenway. This corridor should be prioritized for the construction of crosswalks and ADA compliant curb ramps and for the completion of any sidewalk gaps.

4.2: Improve intersections to increase pedestrian safety and improve the walking route along Main Street

- Key intersections include Ange St, Jones St, Church St, Mill St, Railroad St (east of the tracks), Railroad St (west of the tracks) and Old Tar Rd.



Active Transportation Recommendations

RECOMMENDATIONS & IMPLEMENTATION

4.3: Develop the priority pedestrian corridors identified on the Active Transportation Recommendations map.

- These corridors include Laurie Ellis Rd, Mill Street / the railroad corridor, Vernon-White Rd, Beacon Dr and Old Tar Rd.

4.4: Complete the Fork Swamp Greenway.

- Look at opportunities to design features for stormwater retention.
- Build a sidewalk and greenway connection from Winterville to H. Boyd Lee Park.

4.5: Improve pedestrian connections to parks and schools

- Fill sidewalk gaps between downtown and A.G. Cox Middle School including along Blount St and Ange St.
- Formalize the connection between Pinetops Dr and Kennedy St by filling sidewalk gaps on Pinetops Dr, adding a crosswalk at Carmon St and formally signing the connection through Hillcrest Park.
- Complete the sidewalk connection from Bullock St to W. H Robinson Elementary School

4.6: Review development regulations and revise as necessary to require pedestrian connections in all subdivisions and development proposals.

4.7: Ensure local match is available for sidewalks on upcoming roadway construction projects

Policy 5: Connect and Improve the Downtown Pedestrian Experience Strategies

5.1: Study pedestrian enhancements downtown including improvement to crosswalks and intersections, sidewalk improvements, and lighting and street trees

5.2: Consider modifications to sidewalk standards in the Central Business and Central Business Transition Overlay District

- Modifications could include additional width and the inclusion of plantings, street trees, furnishings, and/or lighting

5.3: Study potential improvements to West Main Street

- Improvements could include on-street parking, sidewalks, a street reconfiguration, and/or gateway features

5.4: Continue improvements along the railroad and Railroad Street:

- Phase II: Blount to Cooper St (improvements to include sidewalks and parallel parking)
- Phase III: Additional parking, pedestrian and public space improvements
 - Railroad Street Linear Park that takes advantage of vacant properties south of Blount Street



The recent improvements on Railroad Street have included parking.



- Pedestrian or bicycle facilities that extend north of Worthington St. and connect Beacon Dr. and Vernon White Rd. to Downtown

Policy 6: Update local transportation plans

6.1: Conduct corridor studies on key roadways that will likely need improvements in the coming years.

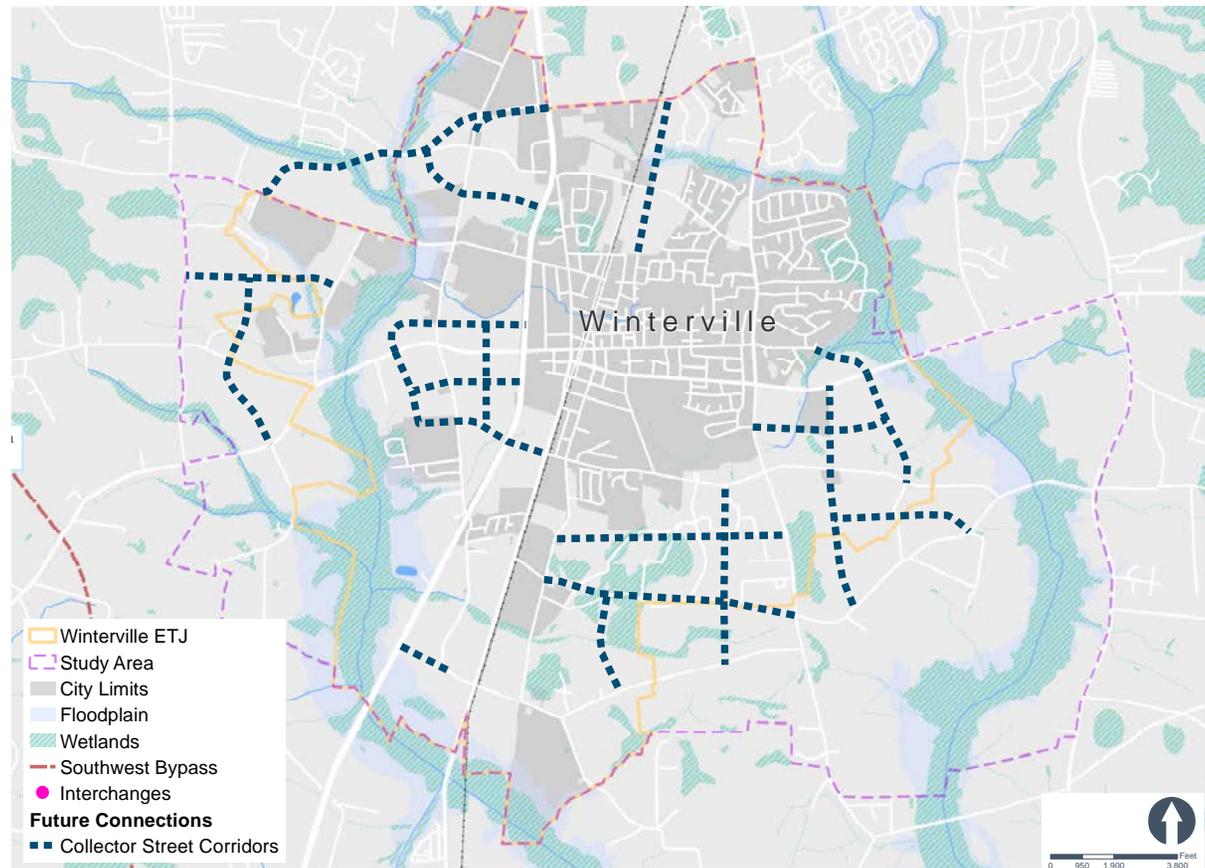
6.2: Create a collector street plan

- A collector street plan can be used as a blueprint for a connected local road system that distributes traffic efficiently and avoids overburdening arterials. As subdivisions are proposed, the rights-of-way can be dedicated, and street sections could potentially be constructed partially or wholly by new development.
- In the absence of an adopted collector street plan, the Collector Street Map can serve as a tool to incrementally create a connected road network.

Policy 7: Improve transit service Strategies

7.1: Collaborate with Greenville Area Transit (GREAT) and Pitt Community College.

- Plan for express service to Winterville.
- Improve transit stops and accessibility to proposed greenways and sidewalks.
- Plan for downtown Winterville to be connected to transit via a bus route or circulator loop.



Collector Street Map: collector streets connect neighborhoods and local streets to arterials. They are critical to efficient traffic dispersion and network connectivity. New subdivisions or development should dedicate land in order to accomplish the connections. The exact alignment of each collector street is not critical, but the linkage between the bounding roadways is. A well-connected street network is critical to creating a well-connected community. Until the town completes and adopts an official collector street plan, this map can be used for the same purpose. Any new development in areas where collectors are not shown should continue the connections, if they plan to annex into the town.

RECOMMENDATIONS & IMPLEMENTATION

Parks & Natural Resources

Organizing Goals:

Primary Goals:

- Safe, Healthy Neighborhoods and Environment

Supporting Goals:

- Create a Town-wide Identity
- Activate the Downtown

Policy 1: Improve existing parks and connections to parks

Strategies

1.1: Address priority park improvements identified in the 2016 Parks and Recreation Master Plan

- Hillcrest Park Improvements:
 - Reconfigure access
 - Renovate or replace restroom
 - Add signature feature (i.e. splash pad)
- Winterville Recreation Park
 - Update playground
 - Acquire additional land if possible
 - Improve parking
 - Add picnic shelters
- Water Tower Park

- Update playground equipment
- Add a picnic shelter

1.2: Study priority accessibility improvements at all parks

1.3: Improve connections to parks

- Boyd Lee Park Connection: Establish a safe, formal pedestrian connection to H. Boyd Lee Park, preferably via a greenway that ties into the existing Winterville pedestrian network. If possible, acquire land adjacent to Boyd Lee Park and expand the connected open space, which may include further collaborating with Greenville to expand services at the facility.
- Add extra connectivity to Hillcrest Park: Additional pedestrian connections should be considered in tandem with reconfiguring vehicular access and parking. Additional connections to the west and/or south should be studied. New connections and reconfiguration of parking could expand the park's service area, and also increase the perception of safety.
- Improve pedestrian connections to Winterville Recreation Park



Improving access to parks and recreation opportunities can help reinforce the Town's image as a family friendly community



Greenway connections to parks can increase use and improve access without building a new park

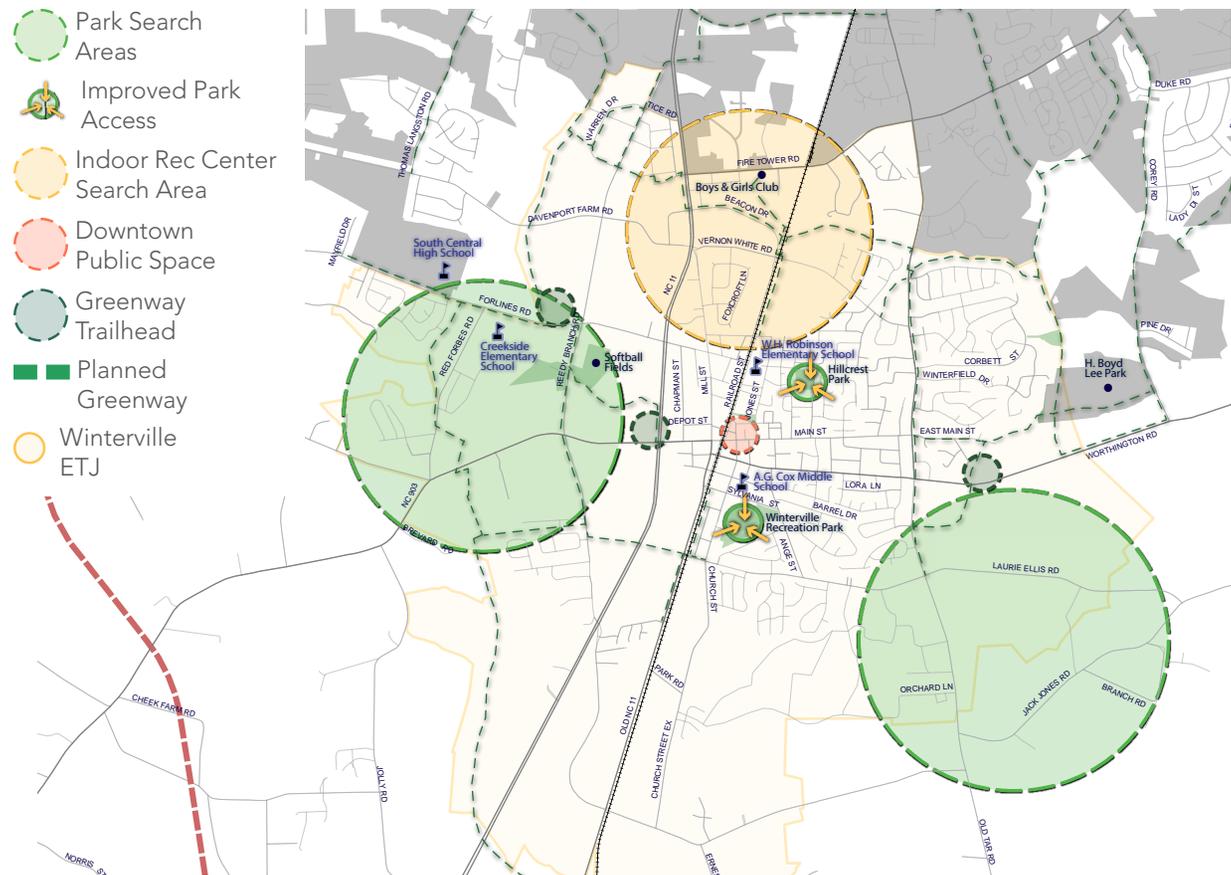


Policy 2: Address future park needs

Strategies

2.1: Seek opportunities to improve access to parks via land acquisition, land banking and shared use agreements.

- Actively seek opportunities for land banking and land acquisition for future parks.
 - Primary search areas should be sites that are anticipated to grow quickly, are easily accessed by a large proportion of current (or future) residents, or are of particular natural or ecological significance.
- The 2016 Parks and Recreation Master Plan analyzed the current and projected park needs for the Town of Winterville. Findings included:
 - Current park acreage was 30 acres
 - Recommended park acreage in 2016 based on population was 189
- In general, these areas are currently underserved and are likely to see increases in population/demand:
 - West of NC 11.
 - Southeast near currently planned residential.
 - North of downtown (north of Worthington St)



As the town continues to grow, demand for parks and recreation will increase. The Town should work with land owners, developers, Pitt County and other partners to determine opportunities for future parks.

RECOMMENDATIONS & IMPLEMENTATION

Policy 3: Formalize a downtown public space

Strategies

3.1: Develop a downtown event space that can be used for concerts, markets, seasonal events (Christmas Parade, 4th of July, etc.), special events, and possibly even be rented for private events like weddings.

- Market on the Square events have been held on property on the corner of Main and Church Street. Minor improvements have been made, including a clock tower.
- Additional improvements to the space, including internal pathways, on-street parking along Church Street, plantings and landscaping and programming could help formalize this as destination for residents and visitors.

3.2: Enhance programming of the space after improvements have been made.

- An initial goal of 2 events per season, and an initial budget projected at \$30,000-\$80,000 is a reasonable target. This may also require an additional staff person to administer and advertise events.

Policy 4: Study a Recreation Center on north side of downtown

Strategies

4.1: Develop a recreation center on the north side of downtown, near the railroad tracks, to serve youth recreation leagues, exercise space, creative classes, and other events.

- This large recreation center will be a prominent and defining recreational facility for Winterville. Precedent facilities might include the Snow Hill Recreation Center or the Clayton Community Center.

Policy 5: Implement the Greenway Master Plan

5.1: Complete the Phase I greenway along Cedar Ridge Drive.

5.2: Study potential greenway trailheads (i.e. at Main Street and NC11).

5.3: Create a greenway connection to the Boys and Girls Club.

5.4: Add north-south connectivity along the railroad track to connect downtown to Pitt Community College.

5.5: Conduct feasibility studies on other project priorities.

5.6: Obtain greenway easements wherever possible, including in sewer and public utility corridors; a minimum easement



Improvements to the area where Market on the Square currently takes place could provide a park and year-round public space in Downtown



Minor improvements to the space across from the fire department have already been made. Additional improvements could include internal pathways, on-street or off-street parking, landscaping and programming

width of 30 feet wide wherever shown on the greenway master plan.

Policy 6: Encourage quality open space Strategies

6.1: Review and enhance open space requirements for residential development.

- New subdivisions should be required to set aside usable open space, not just flood-plain and wetlands

6.2: Provide incentives for more open space and amenities in new neighborhoods. Incentives could include:

- Lot size reductions, increased density allowances and/or reduction in recreation fees could be considered

6.3: Review and revise recreation dedication and fee-in-lieu as needed to ensure that new growth mitigates its impact on recreational resources.

6.4: Incentivize tree preservation and water quality protection in site design.

- Incentives, such as credit toward open space requirements, can sometimes work better than requirements. Preserving stands of mature trees should be prioritized over single tree saves.
- Stormwater facilities with naturalized design could count toward open space
- Stormwater devices should be built to mimic pre-development conditions.

Conservation subdivision design that includes open space and amenities should be encouraged in Suburban Residential areas.

The below graphics illustrate two alternatives for designing a residential subdivision. Each design includes the same number of lots and homes. The graphic on the left illustrates a Conservation Subdivision Design alternative that reserves more land as open space and amenities in exchange for more flexibility in lot size. Studies have shown that parks and open space in new subdivisions can result in higher property values. The current zoning code in Winterville results in conventional design with limited open space. Allowing smaller lots if minimum open space requirements are exceeded could help preserve unique natural features and result in higher property values.



Conservation Subdivision Design

Lots: ~130
Open Space: ~40%



Conventional Subdivision Design

Lots: ~130
Open Space: ~13%

Downtown

Organizing Goals:

Primary Goals:

- Activate Downtown
- Strengthen and Diversify the Economy
- Create a Town-wide Identity

Supporting Goals:

- Connectivity and Mobility

Policies and Strategies

Policy 1: Live/work/play downtown

Strategies

1.1: Allow people to live near downtown Winterville, by encouraging and allowing more dense residential development within walking distance to downtown

- Consider updates to the Central Business District and Central Business Transition Overlay District to allow for upper story residential development, and additional medium to high density housing types.
- Enhanced pedestrian facility requirements and/or modified street standards may be necessary.

1.2: Support outdoor dining and other active uses.

- Sidewalk widenings and/or modifications to ordinances may be necessary.

1.3: Expand office and commercial uses on the edges of downtown where there is limited conflict with established residential areas.

- Encourage infill and redevelopment on properties between Mill Street and Railroad Street, including frontages of Depot Street and Sylvania Avenue.
- Allow for office and commercial uses along Main Street between NC 11 and Church Street

1.4: Study public space improvements downtown including a formalized park or plaza in the vicinity of market square.

1.5: Continue and expand events and programming.

Policy 2: Appearance and Operations Strategies

2.1: Continue the facade improvement program.

- Consider adjustments to the facade grant program to include homes along west Main Street.

2.2: Pursue streetscape improvements that improve pedestrian comfort



The parking around the railroad tracks supports downtown businesses, but does not detract from the vibrancy of the district.

- The addition or widening of sidewalks, enhanced intersections, street trees and retrofits to increase on-street parking should be considered.

2.3: Consider establishing a taxing district that will provide streetscape improvements and other services (shared garbage courts and pickup, promotional marketing, etc.) for businesses within the district.

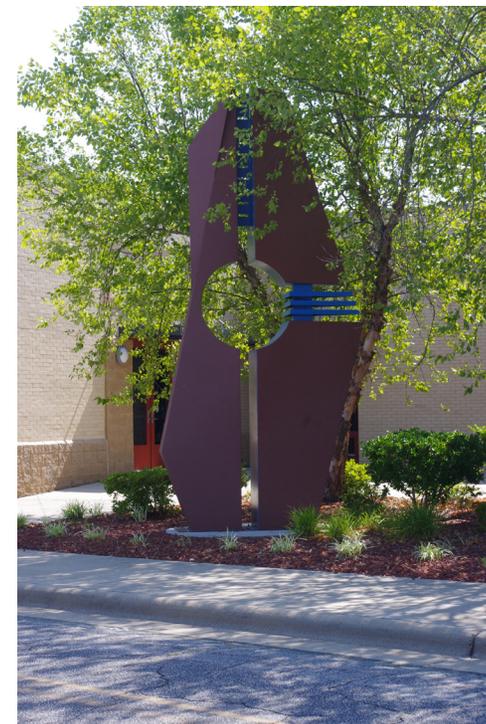
2.4: Reinforce historical character

- Encourage the preservation, reuse and rehabilitation of significant historical structures
- Consider adjustments to the Central Business Zoning District and/or the Central Business Transition Overlay District (CBTO) to better reinforce the downtown character.
 - Adjustments could include:
 - Consider creating maximum setbacks
 - Consider requiring on-street parking or parking to the side or rear
 - Consider reducing parking requirements if on-street parking is provided in the vicinity (CB district currently does not have off street parking requirement, but CBTO does)
 - Consider limiting sign height or prohibiting ground mounted signs in downtown
 - Consider transparency and/or building orientation or access requirements

Policy 3: Investment and redevelopment

Strategies

- 3.1: Consider waiving some town fees (building inspection fees, utility upgrade/connection fees, etc.) for building owners that improve their structures, increase their operations or use, or improve their facades.**
- 3.2: Consider establishing a tax rebate program that refunds a portion of property taxes for building improvements for a period of time (5 years), to encourage reinvestment in the downtown.**
- 3.3: Discourage non-active uses on the ground floor, such as “appointment only” businesses or those that do not cater to window shoppers, the downtown experience, or the general public.**
 - In particular, the following uses generally detract from the “downtown” experience: funeral home, single family homes, churches, banks, drive-thru’s of any kind, car wash, crematorium, and large parking lots.
- 3.4: Establish a uniform and coordinated public streetscape and signage plan for the downtown area.**
- 3.5: Encourage and allow high density residential in and around downtown.**



A public art program is also a great way to keep downtown exciting and attractive.

SMALL AREA STUDY

Overview

The following small area plans are included to provide an example of the type and character of development the Town could encourage in and around downtown based on the Future Land Use Map. The Downtown Gateway Concept stretches from the existing downtown, through the residential neighborhoods along West Main Street to the NC 11 intersection and a potential future commercial center.





Downtown

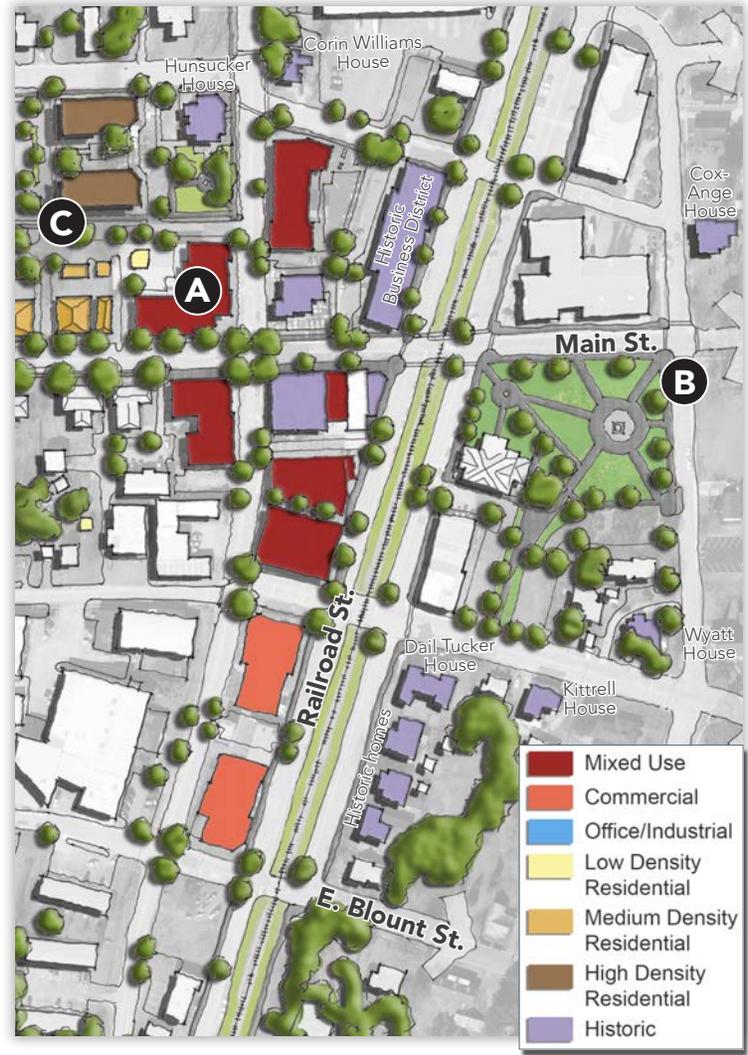
Reuse of historic buildings matched with strategic infill and new outdoor amenities can revitalize downtown Winterville.

- A. New mixed use buildings via infill and redevelopment (short and long-term) that match historic form (i.e. Main & Mill)
- B. New central greenspace (Market on the Square Area)
- C. Small-scale attached and detached residential as infill

CONTEXT APPROPRIATE URBAN DESIGN



Design standards that mimic the existing downtown vernacular creates a sense of place.



PUBLIC OUTDOOR EVENT SPACE



Vibrant downtowns need areas for programming vibrant events and activities.

SMALL AREA STUDY

West Main

West Main St can serve as the primary entrance to downtown and as a walkable neighborhood with smaller-scale businesses.

D. Commercial infill and reuse of existing buildings along Main St.

E. Updates to Main St to include sidewalks on north side and on-street parking (long-term)

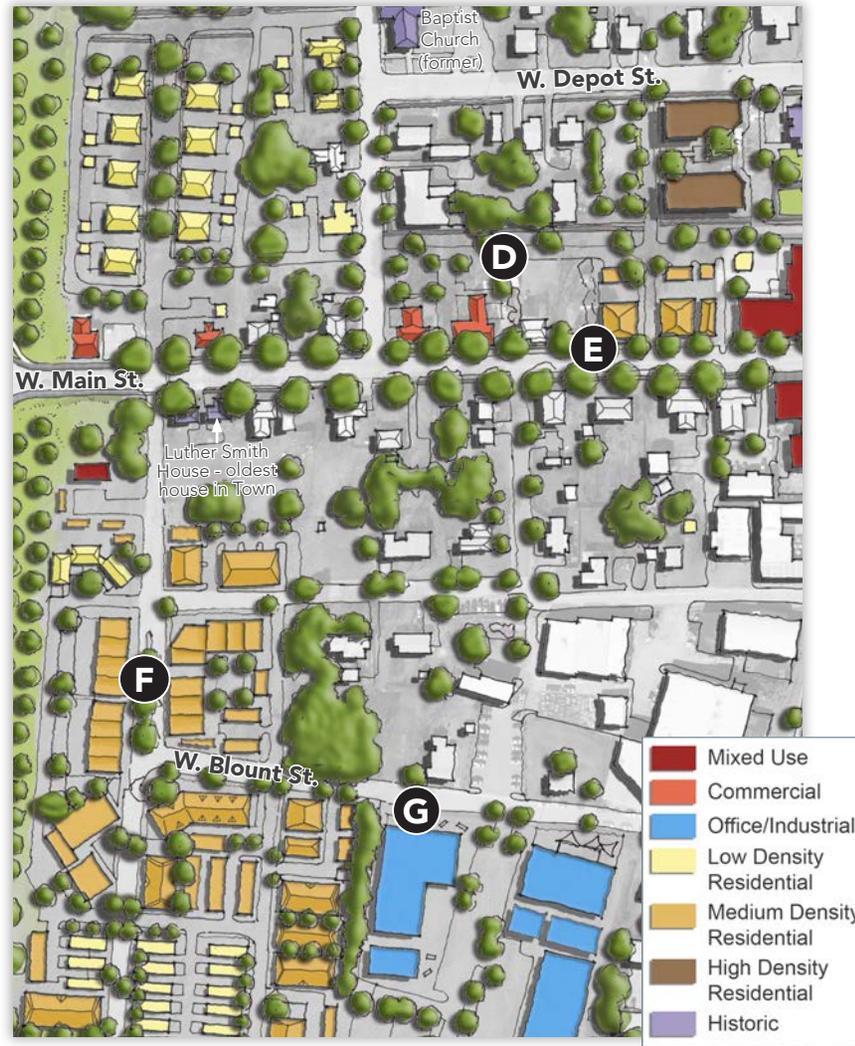
F. Mix of residential within walking distance to downtown

G. Expansion of office/employment uses

WALKABLE INFILL RESIDENTIAL SUPPORTS DOWNTOWN



Infill development can bring new residents and reinforce a vibrant streetscape.



COMMERCIAL REUSE ALONG WEST MAIN ST.



Older homes could be renovated and reused as offices, shops or restaurants to expand the downtown district



Gateway and New Commercial Center

This concept shows potential for a new mixed use node with wayfinding and multimodal transportation facilities to reinforce downtown.

H. Gateway signage and landscaping

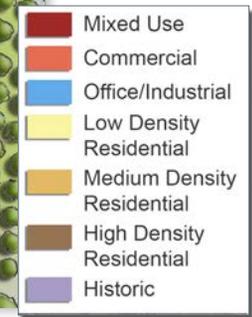
I. Pedestrian oriented commercial and mixed use development. Potential for mixed use center with shopping, restaurants and residential.

J. Potential park/trailhead

SIGNATURE GATEWAY ENTRANCE LANDSCAPING



Enhanced landscaping and signature signage will bring attention to this area.



PEDESTRIAN-ORIENTED COMMERCIAL DEVELOPMENT



The commercial anchor to the west should be built with pedestrians in mind.



WINTERVILLE

A slice of the good life!



STEWART