



Town of Archer Lodge

AGENDA

Work Session Meeting

Monday, April 18, 2022 @ 6:30 PM

Jeffrey D. Barnes Council Chambers

Page

1. WELCOME/CALL TO ORDER:

2. OLD BUSINESS:

2.a. Town Administrator - Update on Town Park

3. NEW BUSINESS:

2 - 37

3.a. Review the status of goals outlined in the Comprehensive Land Use Plan, discuss future goals, and Extra Territorial Planning Jurisdiction (ETJ) around the Town of Archer Lodge, NC.

[Staff Report](#)

[Presentation Archer Lodge Leakage Analysis 2021](#)

[Archer Lodge ETJ Expansion](#)

4. ADJOURNMENT:



TOWN OF ARCHER LODGE
14094 Buffalo Road
Archer Lodge, NC 27527
Main: 919-359-9727
Fax: 919-359-3333

Mayor:
Matthew B. Mulhollem

Council Members:
Clyde B. Castleberry
Mayor Pro Tem
Teresa M. Bruton
J. Mark Jackson
James (Jim) Purvis, III
Mark B. Wilson

To: Town Council

From: Chad Meadows, CodeWright Planners, Julie Maybee, Town Planner

Date: April 18, 2022

Cc: Town Administrator, Finance Officer/Town Clerk, Deputy Clerk, Town Attorney

Re: April 18, 2022, Work Session Agenda Item - Review the status of goals outlined in the Comprehensive Land Use Plan, discuss future goals, and extra territorial planning jurisdiction (ETJ) around the Town of Archer Lodge, NC.

The purpose of this evening's workshop is to review the status of goals outlined in the ***Archer Lodge 2030 Comprehensive Land Use Plan***, adopted by Council on March 9, 2015, discuss future goals, and an ETJ* around the Town of Archer Lodge, NC. A PowerPoint presentation will be given at the meeting.

A link to the plan may be found at:

<https://evogov.s3.amazonaws.com/187/media/160863.pdf>

As stated in Chapter 1, of the plan: "The Town of Archer Lodge Land Use Comprehensive Plan serves as a guide for town officials, planners, and citizens in making decisions about future growth and development in a coordinated fashion that protects the quality of life and small town atmosphere in Archer Lodge. The plan articulates a vision of how citizens would like the town to look over the next ten to twenty years, which is followed by specific goals, strategies, and action steps for achieving the vision."

"During the course of the planning process key issues were identified. In addition to land use and growth management, the plan makes recommendations relating to community image, small economic development and skill training, business and farming partnerships, public services and infrastructure, parks and recreation, environmental protection, and historic preservation ."

"Successful implementation of the plan requires the full commitment of town leaders, elected officials, and citizens in order to implement the plan's key recommendations and continuously monitor the plan's progress. Given the likelihood of change in the community, the plan should offer flexibility. Periodic evaluations of the plan's progress or changes in the conditions in the Town may necessitate amendments to the plan."

Census information in the comprehensive land use plan is outdated.

Growth and change are occurring in North Carolina, Johnston County and Archer Lodge. See link below.

<https://www.osbm.nc.gov/facts-figures/population-demographics>



Moreover, Economic opportunities are in or close proximity to the municipal boundaries. See attached "Market & Retail Leakage Analysis" presented to the Town Council on August 2, 2021, by Bruce Naegelen, Rural Planning Program, NC Department of Commerce. (A link to the PowerPoint presentation is under the agenda item.)

Recently adopted NC General Statutes (NCGS) 160 D, Section 501 – Plans, Subsection (a) states: "... a local government shall adopt and reasonably maintain a comprehensive plan or land-use plan."

Comprehensive Plan contents are outlined in subsection (b) of said NCGS at the link below.

https://www.ncleg.gov/EnactedLegislation/Statutes/PDF/ByArticle/Chapter_160D/Article_5.pdf

*Note: Background information on an ETJ was provided at the January 18, 2022, Town Council meeting by Chad Meadows, Code Wright Planners. See attached PowerPoint link under this agenda item.

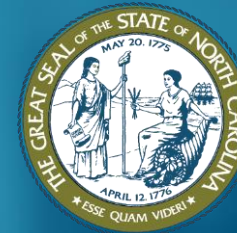
Requested Town Council Action: Staff respectfully requests that a follow up work session be held with the next month for further input from Council.

MARKET & RETAIL LEAKAGE ANALYSIS

Town of Archer Lodge

August 2, 2021

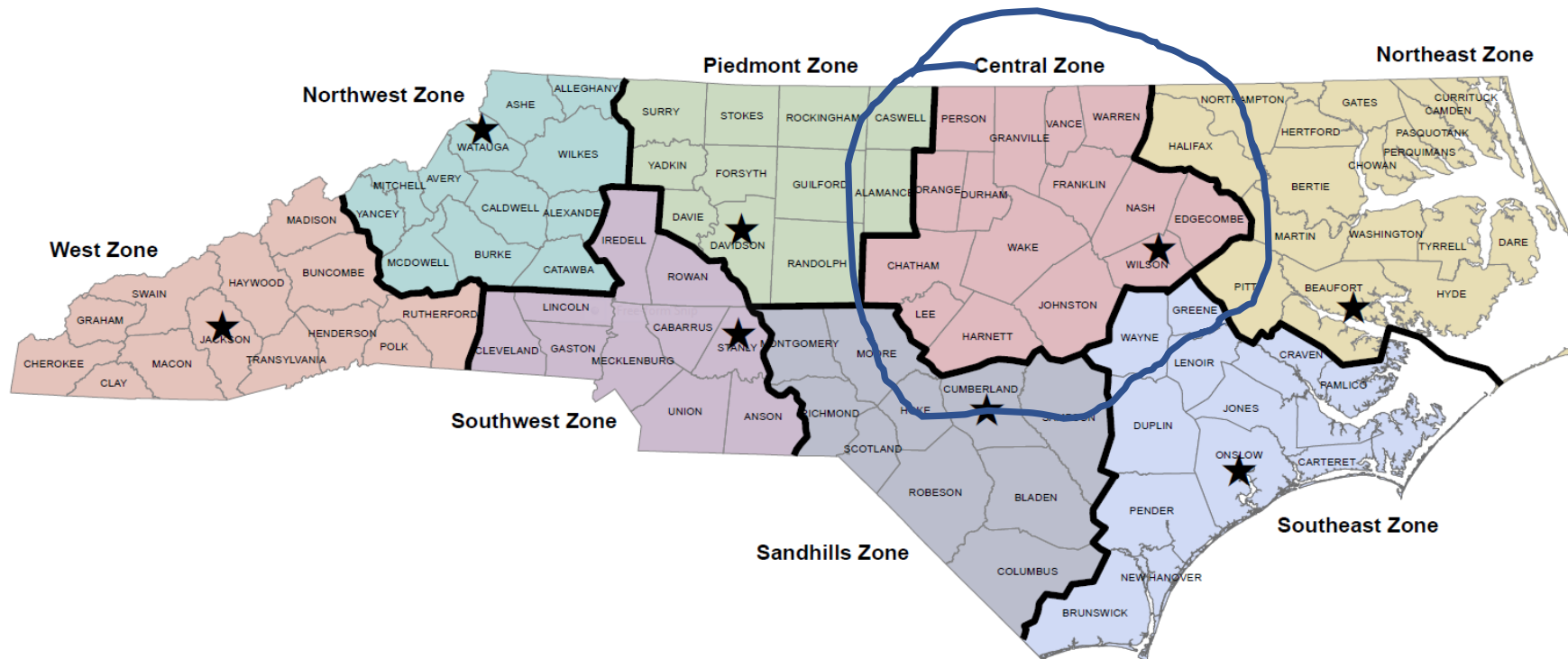
Bruce Naegelen, Rural Planning Program



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The Rural Planning Center works with municipalities, county governments & other organizations in rural areas.

We help communities prepare for and respond to economic growth opportunities in ways that improve quality of life & prosperity, build community capacity & maintain rural character.



Rural Planning Services & Assistance

Strategic Planning

- Assistance in creating local economic development strategies
- Identification of economic development opportunities

Implementation Services

- Assistance with implementing community economic development strategies
- Resource identification

Technical Support

- Assistance with a range of community and economic development needs
- Community specific assistance

Training and Education

- Research, training and information services
- Capacity building



Town of Archer Lodge

North Carolina



Market & Retail Leakage Analysis 2021



For the Town of Archer Lodge by the
North Carolina Department of Commerce
Rural Economic Division
NC Main Street and Rural Planning Center



Presentation: August 2, 2021

Introduction

Background

Trade Area Description

Demographics Summary

Retail Sales Leakage Analysis



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Introduction



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Johnston County growth rate (24%)
twice of NC 2010-2019

Increasing development pressure
from all directions

“A commercial town center plays an
important & unique role in economic
and social development”

Lack of sewer infrastructure can be
the “greatest barrier to future
economic growth, creation of jobs
and expansion of tax base”

Primary Trade
Area – Red

Secondary
Trade Area -
Green

*Trade Areas are
the contiguous
geographic area
around a site
that generates
most of the
customers...*

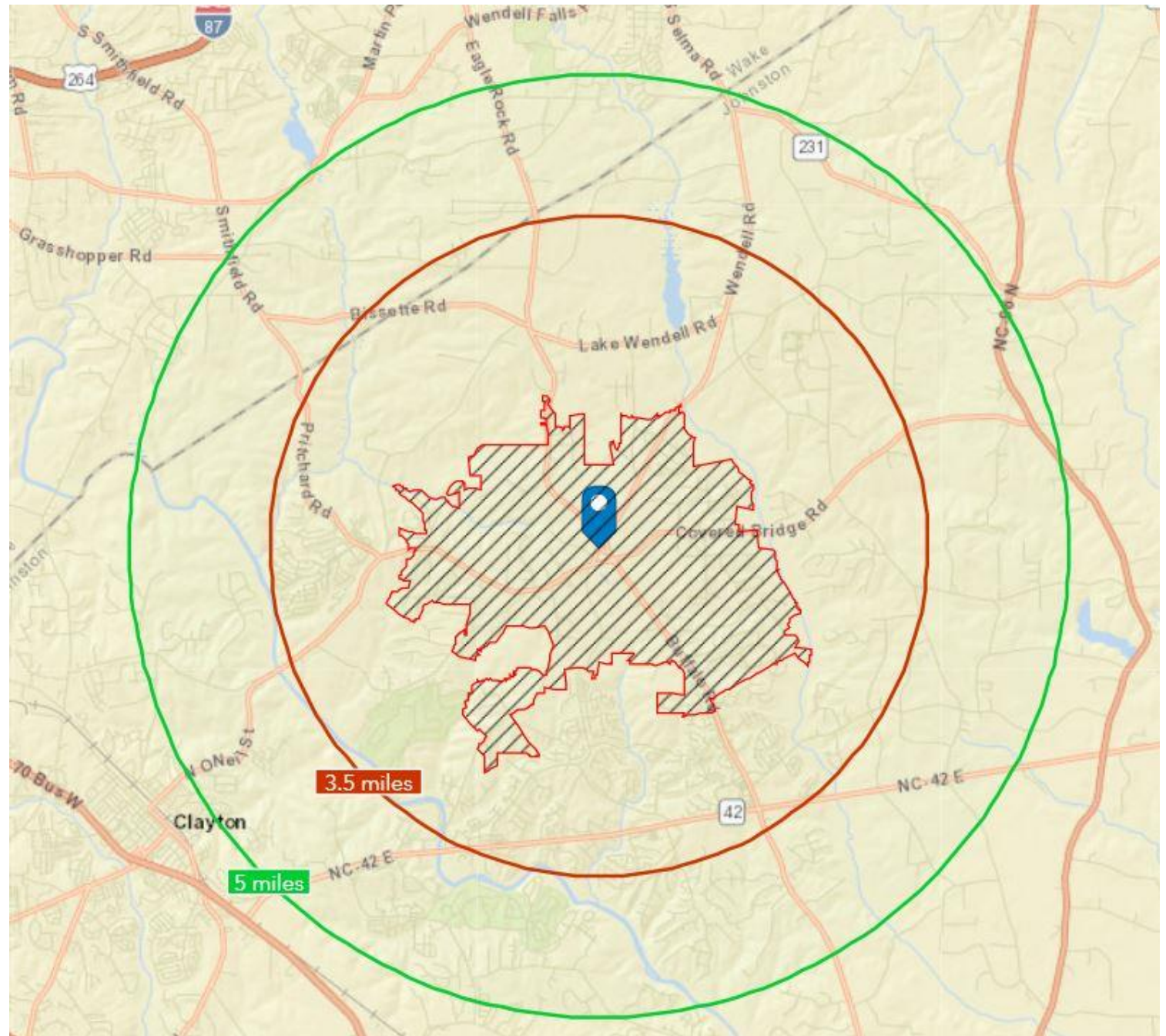


Table 1 Archer Lodge & Trade Areas¹

Archer Lodge	Johnston County	NC	Trade Areas		
				Primary (0-3.5 miles)	Secondary (0-5 miles)
4,717	213,644		Population	21,019	38,663
1,643	78,027	4,215,488	Households	7,313	13,150
2.87	2.72	2.48	Household Size (average)	2.87	2.94
			Income		
\$79,855	\$59,516	\$54,889	Median HH Income	\$81,088	\$81,207
\$93,772	77,482	\$78,915	Average HH Income	\$96,391	\$100,047
\$31,840	28,310	\$31,145	Per Capita Income	\$33,116	\$34,535
\$62,221	\$48,979	\$60,350	Disposable Income (median)	\$63,016	\$63,037
\$73,386	\$60,871	\$44,817	Disposable Income (average)	\$74,915	\$76,716
			Race		
80.8%	71.0%	65.8%	White	81.8%	79.7%
10.3%	16.4%	21.7%	Black	10.2%	11.6%
9.2%	14.5%	10.0%	Hispanic Origin	8.6%	9.5%
44.7	60	60.5	Diversity Index²	42.6	46.2
34.9	37.8	38.9	Median Age	36.2	37.0
			Housing		
\$200,313	\$173,943.00	\$187,915	Home Value (median)	\$217,741	\$223,164
89.8%	68.5%	55.7%	Owner Occupied Housing	86.9%	83.2%
6.3%	22.9%	30.8%	Renter Occupied Housing	7.3%	10.1%
3.9%	8.6%	13.6%	Vacant Housing	5.8%	6.7%
			Education		
15.3%	23.8%	21.0%	High School Grad	19.8%	20.0%
27.2%	16.9%	20.9%	Bachelor's degree	27.9%	26.1%
9.4%	6.8%	11.7%	Graduate or Prof. degree	10.8%	10.8%
			Employment		
61.7%	60.6%	60.3%	White-collar	65.1%	65.3%
18.9%	15.2%	16.7%	Service	16.4%	15.4%
19.4%	24.2%	23.0%	Blue-collar	18.4%	19.3%

Retail Sales Leakage

NAICS	RETAIL LEAKAGE INDUSTRY GROUP	PRIMARY TRADE AREA	SECONDARY TRADE AREA
441	Motor Vehicles & Parts Dealers	\$41,758,832	\$53,281,086
442	Furniture & Home Furnishings Stores	\$3,408,341	\$4,982,081
443	Electronics & Appliance Stores	\$3,743,778	\$5,406,998
444	Bldg Materials, Garden Equip., & Supply Stores	\$11,500,922	\$13,259,361
445	Food & Beverage Stores	\$5,714,933	\$10,878,491
446	Health & Personal Care Stores	\$4,133,612	\$5,740,005
447	Gasoline Stations	\$20,935,258	\$31,784,555
448	Clothing & Clothing Accessories Stores	\$10,360,714	\$15,021,570
451	Sporting Goods, Hobby, Book & Music Stores	\$3,076,930	\$4,618,971
452	General Merchandise Stores	\$34,129,347	\$46,503,002
453	Miscellaneous Store Retailers	\$3,910,043	\$5,658,262
722	Food Services & Drinking Places	\$24,336,086	\$31,473,820
	Total Leakage	\$167,008,796	\$228,608,202
	<i>Less Motor Vehicles</i>	\$125,249,964	\$175,327,116



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Retail Sales Potential

RETAIL POTENTIAL *	PRIMARY TRADE AREA	SECONDARY TRADE AREA
Groceries	\$39,264,558	\$63,331,849
Vehicle Purchases	\$36,914,652	\$59,670,780
Meals	\$30,454,287	\$49,325,498
Automotive Fuels	\$21,688,731	\$34,898,794
Health Cosmetics	\$12,860,283	\$20,847,177
Automotive Aftermarket	\$8,184,499	\$13,228,571
Building Materials	\$7,285,842	\$11,829,564
Miscellaneous Goods	\$6,986,333	\$11,365,090
Women's Apparel	\$6,143,783	\$9,982,910
Pets and Pet Supplies	\$5,572,544	\$9,011,199
Furniture/Sleep	\$5,071,293	\$8,258,056
Sporting Goods	\$4,526,897	\$7,391,087
Footwear	\$3,860,850	\$6,247,376
Men's Apparel	\$3,651,678	\$5,934,243
Paper Goods	\$3,642,192	\$5,883,570
Misc. Housewares	\$3,502,896	\$5,675,801
Children's Apparel	\$3,500,280	\$5,656,793
Tobacco	\$2,889,470	\$4,626,183
Garden/Nursery	\$2,882,880	\$4,692,319
Package Liquor	\$2,741,521	\$4,461,406

Retail Sales Potential

RETAIL POTENTIAL*	PRIMARY TRADE AREA	SECONDARY TRADE AREA
Major Appliances	\$2,660,641	\$4,316,478
Laundry / Cleaning	\$2,614,935	\$4,238,861
Alcoholic Beverages	\$2,258,543	\$3,674,912
Computer Hardware/Softw	\$2,106,041	\$3,415,606
Small Appliances	\$2,094,396	\$3,393,127
Television/Video Equipme	\$1,821,885	\$2,940,174
Jewelry	\$1,523,961	\$2,497,543
Toys/Games/Hobbies	\$1,420,377	\$2,293,260
Books	\$1,294,281	\$2,117,729
Audio Equipment	\$1,190,025	\$1,927,708
Home Fuels	\$1,159,549	\$1,880,526
Paint & Wallpaper	\$1,079,088	\$1,751,807
Household Textiles	\$1,069,340	\$1,731,905
Flooring/Carpeting	\$1,061,974	\$1,728,962
Photography	\$804,961	\$1,310,882
Optical	\$692,219	\$1,121,774
Tools	\$622,341	\$1,008,232
Sewing Materials/Notions	\$347,165	\$568,213
Automotive Lubricants	\$204,351	\$329,979
Total Potential	\$276,147,247	\$447,082,142



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Possible Next Steps



Determine if a commercial town center/downtown district is desired

Determine where it could be located

Determine infrastructure needs

Establish Design Guidelines for buildings and mixed use



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Bruce Naegelen

Community Economic Development Planner
Main Street & Rural Planning Center

TOOLS TO HELP
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YOUR COMMUNITY



EXTRA TERRITORIAL JURISDICTION

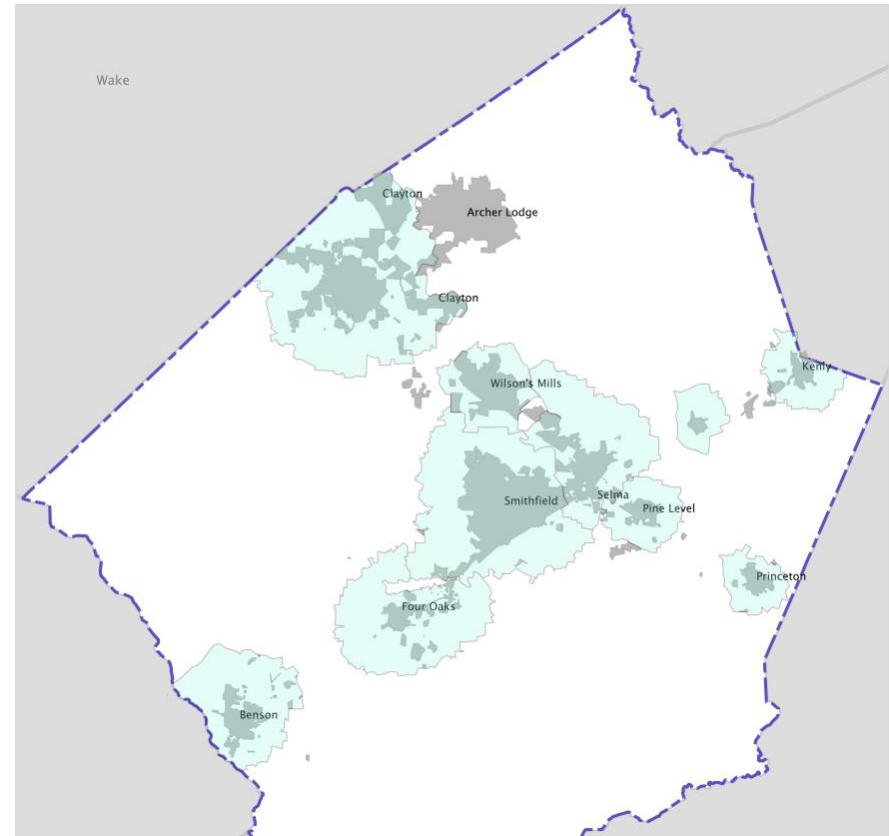
Background discussion

Town Council Meeting 1-18-22

Overview

2

- Background
- Current Configuration in Johnston Co
- Pros of ETJ Establishment
- Cons of ETJ Establishment
- Process for Establishing



ETJ – Basic Concept

3

The rules related to ETJ are set down in North Carolina General Statutes §160D-202

Extraterritorial Jurisdiction (“ETJ”):

Authority for a municipality to exercise its zoning and development-related regulations in an area outside, but proximate to, the municipality’s contiguous corporate limits

ETJ – Purpose

4

Intended to create greater continuity in land use planning, infrastructure expansion, development regulations, and the protection of health and safety in “edge” areas around municipalities

For more details, see:

<https://www.sog.unc.edu/resources/legal-summaries/extraterritorial-jurisdiction-planning-and-development-regulation>



ETJ – General Configuration

5

Measured from
contiguous
corporate limits
(not satellite
annexations)

ETJ size is based on population

- $>10,000$: 1 mile
- $10,000-25,000$: 2 miles
- $<25,000$: 3 miles

ETJ – Authority

6

Supplement No. 29 (current)

Chapter 12 - ENVIRONMENT [8]

Chapter 13 - RESERVED

Chapter 14 - LAND DEVELOPMENT CODE*

ARTICLE I. - IN GENERAL

ARTICLE II. - ZONING DISTRICTS

ARTICLE III. - SUBDIVISIONS [12]

ARTICLE IV. - SPECIAL USES

ARTICLE V. - SITE PLANS

ARTICLE VI. - DESIGN STANDARDS

ARTICLE VII. - STORMWATER MANAGEMENT [13]

ARTICLE VIII. - FLOOD DAMAGE PREVENTION [14]

ARTICLE IX. - SIGNS [16]

ARTICLE X. - NONCONFORMITIES

ARTICLE XI. - ADMINISTRATION [17]

ARTICLE XII. EROSION AND SEDIMENT CONTROL

Chapter 15 - RESERVED

NC > Johns... > Johnston County, N... > Chapter 14 - LAND D...

Chapter 14 - LAND DEVELOPMENT CODE*

*Editor's note—Growth Management Residential Development Allocation System, the provisions of which expire on December 31, 2002.

1. PURPOSE AND INTENT

The purpose and intent of this ordinance is to:

- Enact an ordinance that is general in nature and is applicable to all property subject to regulation by the county establishing a Growth Management Development Allocation System in Johnston County's planning jurisdiction to regulate the rate at which the county issues building permits for certain residential dwelling units.
- Implement the policies and goals of the Johnston County Strategic Plan relating to growth management strategy, provision of school facilities, transportation, provision of public water and sewer facilities, economic development and preservation of rural character.
- To establish a residential development management and allocation system to manage the rate of residential development to ensure that:
 - Growth is orderly and that the County can continue to provide effective public services and to prevent any deterioration in the delivery of those services as residential development increases;
 - The fiscal impact of such development does not exceed revenue available from such development and other sources to pay the cost of public services and facilities, particularly the County's financial obligation related to schools;
 - The community and visual character of the county as a desirable place to live and conduct business is maintained and that property values are protected throughout the county; and
 - The density of population in the county is managed carefully to prevent overcrowding and congestion.

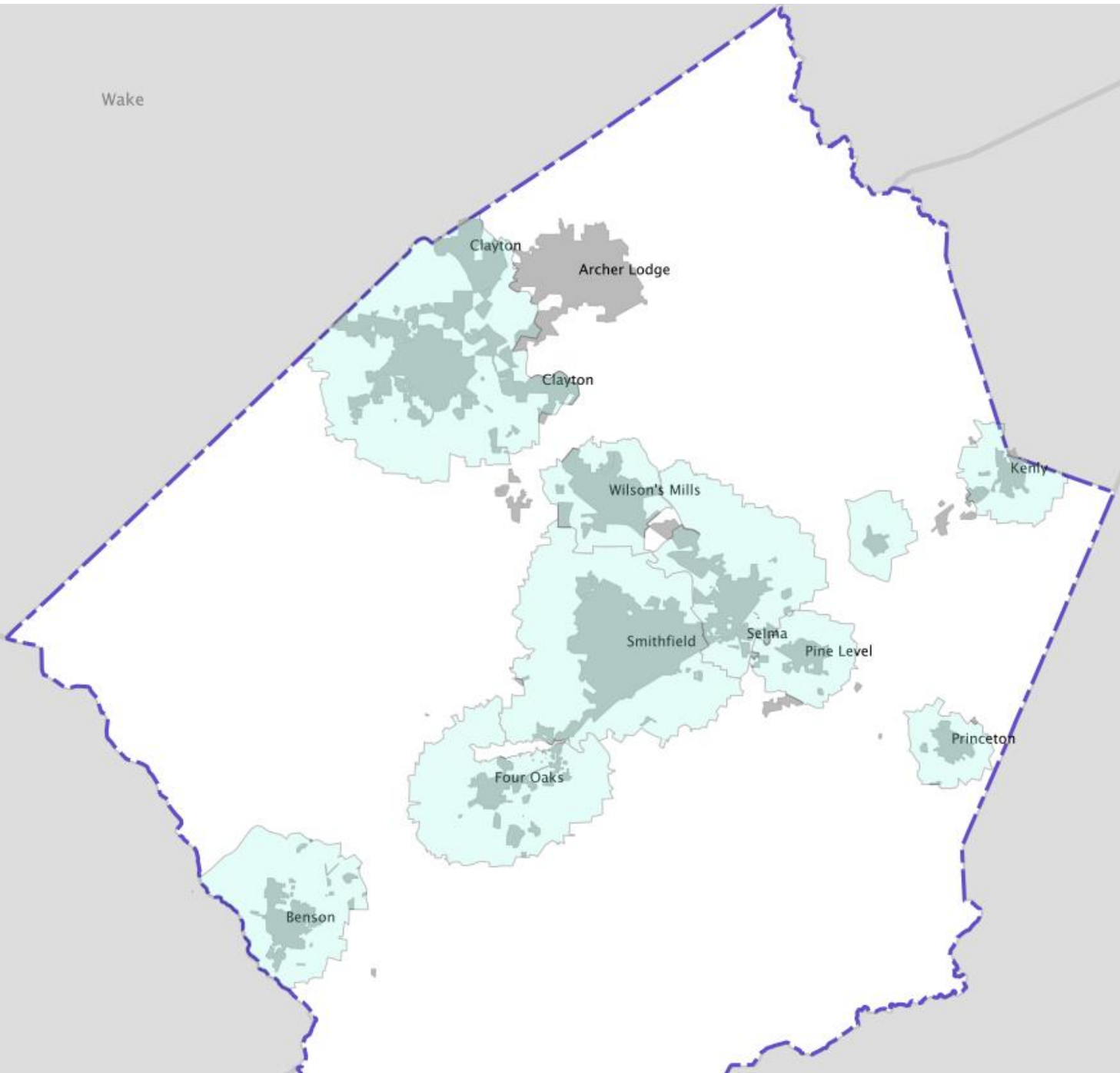
2. FINDINGS

The Johnston County Board of Commissioners makes the following findings:

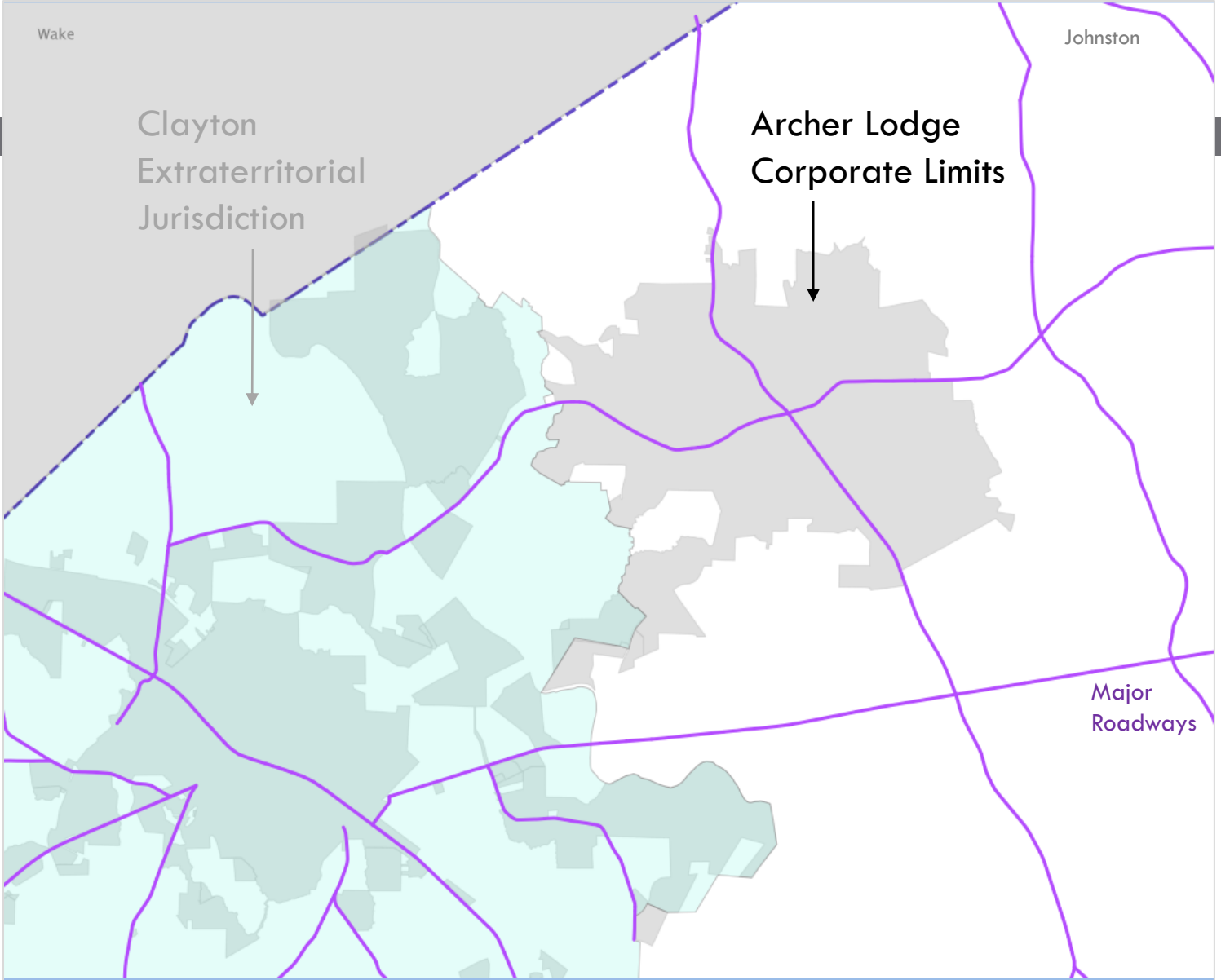
- That the growth rate of the County over the past decade exceeds the growth rate of the region, the State of North Carolina and the United States as a whole;
- The County's school enrollment is currently 20,279 pupils; since 1990, the County's school enrollment has increased by 5,769 students, of that number, 4,211 students have been added since 1995.

Because the County exercises zoning controls, Archer Lodge must seek permission to establish an ETJ from the Johnston County Board of County Commissions

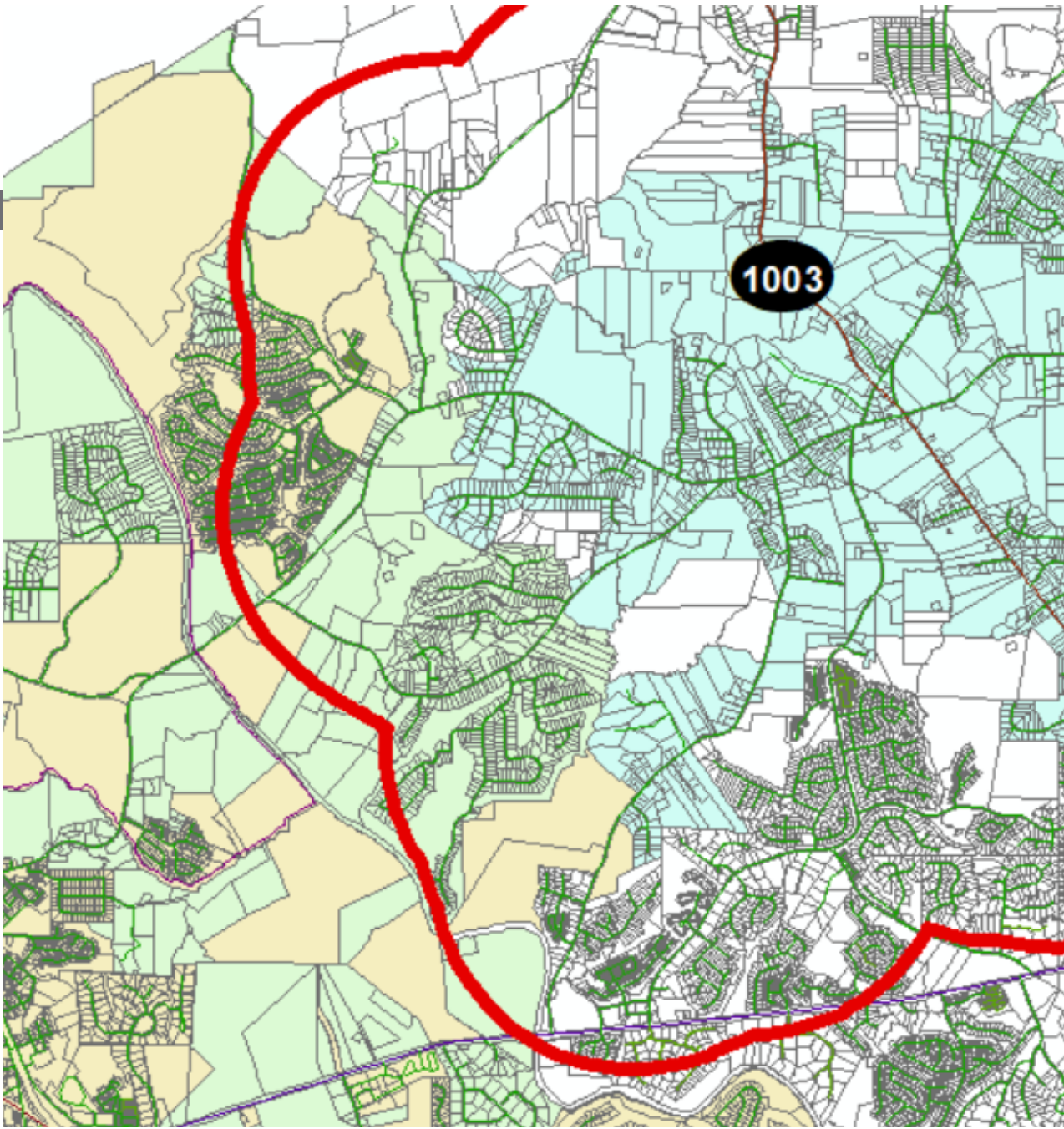
ETJ in Johnston County



ETJ in Johnston County



ETJ in Johnston County



ETJ Expansion - Pros

10

There are 5 basic good reasons or “pros” to establishing an ETJ

1. **ETJ creates a recognized growth and planning area for the Town’s long-term development** by preventing other municipalities from annexing within its ETJ boundary

ETJ Expansion - Pros

11

There are 5 basic good reasons or “pros” to establishing an ETJ

2. **ETJ helps prevent incompatible development from locating close to a municipal corporate limits** thereby negatively impacting the municipal residents’ quality of life, property values, or the planning investments made by the municipality

ETJ Expansion - Pros

12

There are 5 basic good reasons or “pros” to establishing an ETJ

3. **ETJ helps ensure a logical and safe expansion of public infrastructure on both sides of the corporate limit line and the larger landscape**

ETJ Expansion - Pros

13

There are 5 basic good reasons or “pros” to establishing an ETJ

4. **ETJ helps avoid the need for involuntary annexation** (because municipalities already have land use control in areas that would typically be most appropriate for annexation)

ETJ Expansion - Pros

14

There are 5 basic good reasons or “pros” to establishing an ETJ

5. **ETJ can help avoid administrative complexity during and after the annexation process** by ensuring existing development conforms to municipal land use requirements

ETJ Expansion - Cons

15

There are 3 basic negative outcomes or “cons” to establishing an ETJ

1. Expansion of an ETJ into an area where one does not currently exist **can create resentment on the part of residents in the proposed ETJ** who will become subject to land use controls from the Town, but may who not vote in Town elections

ETJ Expansion - Cons

16

There are 3 basic negative outcomes or “cons” to establishing an ETJ

2. Because counties routinely provide some permitting services within ETJs, ETJ expansion can **require residents in the ETJ to secure municipal planning approval as well as County approval** for other parts of their development (like building permits)

ETJ Expansion - Cons

17

There are 3 basic negative outcomes or “cons” to establishing an ETJ

3. Having ETJ authority means more physical land area and land uses are under the municipality’s authority; this results in **increased municipal resource utilization without any direct revenue benefits** for the municipality

ETJ Expansion - Pros/Cons

18

PROS	CONS
1. Establishes recognized growth area	1. Resentment from new ETJ residents
2. Prevents incompatible development at edges	2. Permitting complexity of dealing with two governments in ETJ areas
3. Safe/logical infrastructure extension	
4. Avoids need for involuntary annexation	3. Increased need for resources with no additional revenues
5. Helps avoid nonconformities	

ETJ Expansion - Process

19



1. Research
2. Reach out to County
3. Reach out to Residents in Potential ETJ Areas
4. Adopt Policy Guidance for ETJ Areas
5. Submit Formal Request to County
6. Initiate Internal Adoption Process
7. Amend Development Regulations and Supporting Documents
8. Coordinate with Utility and Service Providers

ETJ Expansion - Next Steps...

20

1. Collect maps and data
2. Conduct a workshop with Town Council and Planning Board
3. Consider ramifications, potential boundaries, and whether request will be staged or a one-time request

