

Downtown Area Wide Plan

Town of Tarboro, NC

May 2023



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ACKNOWLEDGMENTS

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The project team would like to acknowledge the business owners, community leaders, real estate community, additional town staff, and residents that participated in this project. Over 12 stakeholders participated in one-on-one interviews to share their feedback and aspirations for the future of downtown. Many more engaged with the project team during the community workshop events and on the on-line platform, Social PinPoint. Their input guided and shaped the development of this plan. Their investment in the design process will be critical to the plans



Contents

Chapter 1

Introduction	5
Plan Overview	6

Chapter 2

Existing Conditions Assessment	9
Community Profile	10
Urban Design & Land Use	16

Chapter 3

Community Engagement	21
-----------------------------	-----------

Chapter 4

Area Wide Plan	27
Land Use and Housing	28
Urban Design	30
Public Realm	32
Environmental	43
Economic Development	44

Chapter 5

Implementation Strategies	49
Platform to Collaborate	51
Funding & Financing	52
Regulatory	54
Implementation Matrix	53

Appendices

Development Alternatives	A
Riverfront Park Reuse & Restoration Report	B
Resiliency and Hazard Mitigation Analysis	C



CHAPTER 1

INTRODUCTION



1.1 Plan Overview

1.1.1 Background & Objectives

The Town of Tarboro is a small community in eastern North Carolina rich in history and culture. As one of the state's oldest towns, Tarboro offers a 45 block historic district, one of the nation's two remaining colonial Town Commons, and a quaint downtown district situated along the Tar River. Located approximately 74 miles east of Raleigh, 27 miles north of Greenville, and a 30 minute drive from Interstate 95, Tarboro is uniquely situated to serve the local community while also becoming a regional draw for retail, dining, and entertainment. Tarboro is proud of its small-town feel, quality of life, and historic charm, and has great potential to build upon its existing assets to create a vibrant and thriving future.

In March 2022 the Tarboro Downtown Area Wide Plan (AWP) project was conceived as part of the EPA Brownfields Assessment Grant to establish a vision and strategy for the revitalization and future growth of the Downtown area. The main objectives of the plan are to understand existing conditions, opportunities, community priorities, and to craft a vision and strategy to guide future growth and investment. This AWP plan includes an emphasis on the redevelopment of key brownfield opportunity sites, vacant/ blighted sites with perceived contamination, to better support downtown



Image A - County Courthouse



Image B - Historic Home

Legend

- DOWNTOWN AREA BOUNDARY
- TOWN OF TARBORO PARCELS
- TOWN OF PRINCEVILLE PARCELS
- PUBLIC OPEN SPACE/PARKS
- EXISTING BUILDING

today and in the future. Through the implementation of this plan, Downtown Tarboro will become more inviting, better connected, and offer a better mix of uses that create a thriving and vibrant downtown experience.

1.1.2 Planning Area

The planning area is defined by the main commercial district of the existing downtown bordered by Albemarle Avenue to the west, St. Patrick Street to the east, Wilson Street to the north, and the Tar River to the south. The planning area is situated between two unique green spaces; the Historic Town Common to the north and Riverfront Park along the Tar River to the south. The planning area is comprised of 24 square blocks, four of which are included in the towns Historic district. Figure 01 depicts the planning area with supporting existing conditions outlined in Chapter 2.



Figure 01: Downtown Planning Area Boundary

1.1.3 Methodology and Plan Format

As a planning document, the intent of the Downtown AWP is to provide a proactive guide for future of growth of the downtown planning area, aimed to help staff, stakeholders, and developers make decisions toward a common vision. The following details the entire planning process including existing conditions, community engagement, urban design concepts, and implementation.

The study began with an examination of existing conditions conducted through desktop analysis and research, staff interviews, and in-person planning area tours. The public was engaged in the planning process at project conception through a kickoff meeting held at Town Hall during the project teams first visit. This kickoff town hall style meeting presented a project overview while also giving the public the opportunity to provide input on their vision and plan aspirations. The town identified a comprehensive list of stakeholders to weigh in on the plan including community leaders, business owners, residents, and staff members. Stakeholders were interviewed both in person and virtually throughout the first phase of the project. To reach a broader population, community engagement was extended through an on-line platform called Social PinPoint where the public continued to weigh in on the planning process. A steering committee comprised of local business owners, town staff, elected officials, and community leaders was also developed to guide the plans process and provide feedback during key milestones in the project.

The information gained during the existing conditions and community engagement phase was then used to form draft development concepts for downtown. These alternatives for future development included proposals related to land use, density, urban form, and public open space, including streets. Both staff and the project steering committee provided input on the development concepts prior to finalizing the draft plan. The design concepts were then synthesized with recommended strategies necessary for implementation. The strategy board breaks each recommendation into tangible steps, outline timelines, resources, community partners, and funding sources necessary for implementation. The intent of the strategy board is to be used as a dynamic tool to organize and track progress of plan implementation.

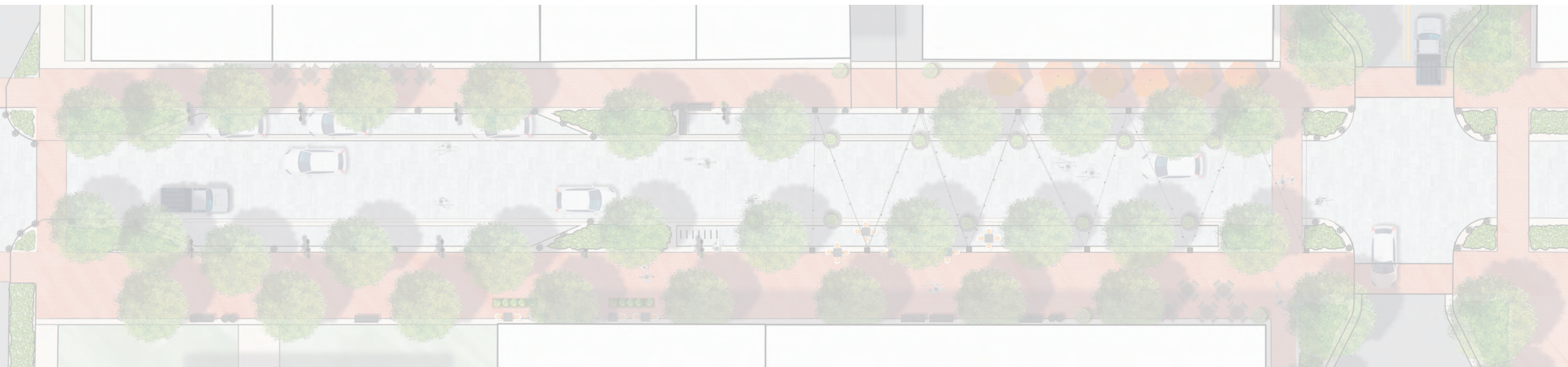
The public was engaged again in the planning process during a community workshop-style community meeting at the final phase of the project. This meeting provided the public with the opportunity to hear the proposed design vision and strategies and ask the project team questions. The workshop included hands on stations for active engagement in the proposed designs. Community feedback, staff input, and steering committee input informed the development of the final Downtown Tarboro Area Wide Plan report. The following text outlines the final report findings, development concepts, implementation goals, and recommended strategies.



Figure 02: Historical Map of the Town Common



Existing Conditions Assessment



2.1 Community Profile

2.1.1 History

Founded in 1760, the Town of Tarboro was established by the North Carolina Colonial Legislature. The Town was initially known as "Tawboro," a name derived from "Taw," the Indian word for "river of health." After several name changes, the Town eventually adopted the name Tarboro. The Town features a beautiful natural resource at its southern boundary, the Tar River, which starts on the North Carolina/Virginia border and flows about 200 miles southeast through North Carolina to the Atlantic Ocean. Tarboro was laid out as a grid-iron system with 109 (½-acre) lots and a 50-acre "town common," an area designated as a historic green and public space.

Proximity to the river helped establish the town as a prominent river port and trade center. Today, the Town Common and an additional 45 blocks, including Downtown, have been added to the list of National Register of Historic Places. Serving as a gateway to the Historic District, the town common (now 15 acres) is one of two remaining original Colonial Town Commons in the country and includes more than 300 structures ranging from historic houses and churches to original 19th century storefronts along North Main Street. The area also features Riverfront Park, a 25-acre recreational amenity and open space located along the Tar River, adjacent to downtown. Figure 03 and Table 1 outline the sites that make Tarboro a destination for historical tourism.

2.1.2 Demographics

Tarboro is currently home to 10,569 residents, comprised of 4,763 households. The median household income is \$41,223. The area's housing stock is mostly owner-occupied (57% of units) and has a median home value of \$131,800. Approximately 50% of the population identifies as Black or African-American and 45.80% as White.



10,569

Residents



4,763

Households



\$41,223

Avg. Income

2.1.3 Tourism Attractions

Tarboro is home to various tourist attractions ranging from historic sites to arts and culture. Most of these historical attractions are rooted in the Town's rich history and impact during the Revolution and Civil War. In addition, the Town of Tarboro is home to the Tar River Players, a local production and theatre group, which is featured in several festivals throughout the year. These attractions attract locals and people from surrounding communities. Table 2 outlines the cultural assets that contribute to Tarboro's unique character.



Figure 03: Historical and Cultural Asset Map

Legend

- DOWNTOWN AREA BOUNDARY
- EXISTING GREEN SPACE
- TOWN OF TARBORO PARCELS
- TOWN OF PRINCEVILLE PARCELS
- EXISTING BUILDING
- HISTORIC / CULTURAL SITES

Historic Sites (Table 1)

Blount-Bridgers House & Arboretum 130 Bridgers St.	1808	This property is located ¼ mile north of the planning area and is listed on the National Register of Historic Places.
Calvary Episcopal Church & Graveyard 401 E. Church St.	1868	Located less than ¼ mile east of the planning area, the chapel's architecture is distinct.
Cotton Press 799 Albemarle Ave.	1860	Although inactive today, this site is home to North Carolina's last original cotton press. The site is located slightly outside (north) of the planning area.
Edgecombe County Veteran's Military Museum 106 West Church St.	Opened in 2004	The Museum is in proximity to Main Street and houses an extensive array of artifacts.
Princeville Museum 310 Mutual Blvd.	Opened in 1999	The Museum is located outside of the planning area (right across the Tar River). The Museum contains genealogy research, artifacts, and other historical items.
Old Town Cemetery 303 St. James St.	1790	The cemetery is located right outside of the planning area boundary and holds the remains of military soldiers.
Howard Memorial Presbyterian 303 East St. James Street	1790	The cemetery is located just outside the planning area boundary and holds the remains of military soldiers.

Arts and Culture (Table 2)

Blount-Bridgers House & Hobson Pittman Memorial Gallery	130 Bridgers Street	1808	This property is located ¼ mile north of the planning area and is listed on the National Register of Historic Places. The gallery was named for a famous local artist, the gallery features 19th century paintings and antiques.
Tar River Players	N/A	2005	This local not-for-profit company produces plays in Tarboro and the surrounding area.
Edgecombe County Veteran's Military Museum		Opened in 2004	The Museum is in proximity to Main Street and houses an extensive array of artifacts.
Town Events/ Town Common 701 N Main St		1760 Opened in 1999	The Town of Tarboro hosts several year-round festivals and performing arts events. A large majority of those events take place on the Town Common.



2.1.4 Property and Business Profile

The planning area, Tarboro's Downtown, is home to an abundance of financial, professional, and service industry jobs. There are many banks, tax service providers, attorneys, and insurance offices. The area is also home to several Tarboro and Edgecombe County municipal offices, including the Town Administrative Office, Tax Collections Office, Edgecombe County Department of Social Services, Tarboro Police Department, Edgecombe County Courthouse. Although the area does have a few existing restaurants, a brewery, and a coffee shop, the area is generally limited with respect to food and beverage establishment offering.

Major property owners in the area include the churches, the Town of Tarboro, and Edgecombe County. Figure 04 depicts the parcels within the planning area owned by either the Town and/or County. The area is home to several churches at critical intersections that occupy a significant amount of land. For example, First Baptist Church Academy is located at the corner of Wilson Street and Main Street (the planning area's northern boundary), occupies approximately two acres of land. Additionally, the area contains several underutilized, vacant, and underdeveloped properties. Many of these properties are located towards the planning area's western boundary and consist of large parking lots and vacant/underutilized properties.

The area's housing stock has only one multi-family residential property, The Fountains at The Albemarle, a Senior living community located north of Albemarle Avenue and west of North Main Street. In addition, many large lot single-family detached homes, primarily historic homes, are on the eastern boundary of the planning area. More specifically, the area lacks higher density housing options along the main corridors.



Image C - Colonial Theater



Image D - Former Quigless Clinic



Figure 04: Property Ownership Map

2.1.5 Brownfields

The AWP project was conceived as part of an EPA Brownfields Assessment grant, due to the presence of key brownfields sites present within the study area boundary and immediately adjacent properties. The EPA defines a brownfield as "a property, the expansion, redevelopment, or reuse of which may be complicated by the presence or potential presence of a hazardous substance, pollutant, or contaminant." Many of the brownfields sites located within the planning area are categorized in this way due to their past land use and/or building age, which indicate that the sites may possess hazardous building materials. The core mission of the EPA Brownfields Assessment Grant program is to put brownfield sites back into productive reuse. To do so, planning activities are necessary to support not simply the redevelopment of the individual sites, but the revitalization of the surrounding community.

Concurrently with this AWP project, the brownfield sites identified in Figure B may have assessments to determine environmental conditions, with the goal of either cleanup or a determination of no contamination, removing a large barrier of redevelopment. The planning area comprises eleven brownfield sites concentrated along Main Street and Water Street, see Figure 05. The properties in total cover approximately 1.4 acres of land and are valued at \$912,766. Built between 1925 and 1946, the properties (except one) still contain an existing structure on site. All properties are zoned Central Business District and there are currently no operating/existing businesses.

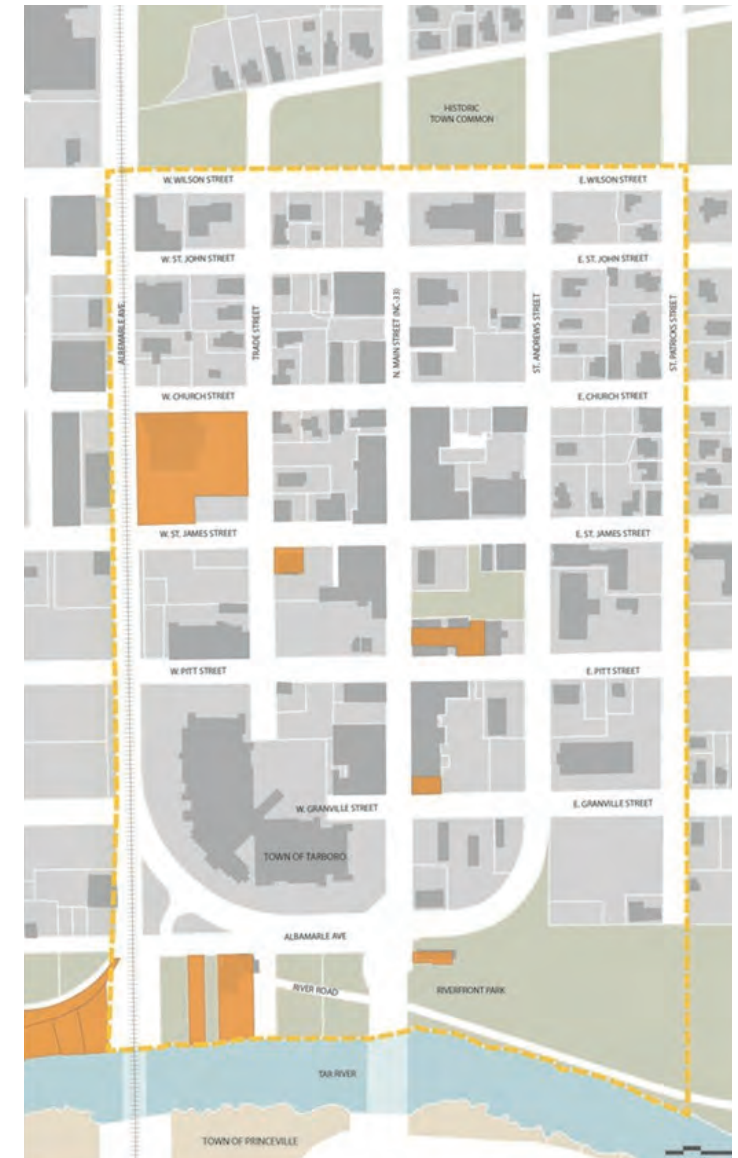


Figure 05: Brownfield Sites



Image E: Riverfront Park



Image F - Brownfields Opportunity Site



Brownfield Inventory *(Table 3)*

Address	Built Date	Acres Parcel Use	Zoning District	Property Value (Land Value + Building Value)	Notes
201 N. Main Street	1950	Office 4738-44-3175	CBD	\$141,220	Most recently known as Taboo Tattoo. The location is currently closed. The property is located at the intersection of W Granville St and Main Street. Adjacent to the property is the Gas Station and Senior residential housing community, The Fountains at The Albemarle.
305 N. Main Street	1925	Commercial 4738-44-2566	CBD	\$169,000	Currently occupied by the Classic Diner. The property is in proximity to the Edgecombe County Courthouse and several other municipal (Town of Tarboro and Edgecombe County) government buildings.
117 W. St. James Street	1926	Restaurant & Cafeteria 4738-34-7532	CBD	\$133,581	Previously occupied by the now closed Cottons Restaurant. Located at the intersection of West St James St and Trade St. This site is adjacent to several other underutilized sites owned by the Town of Tarboro and Edgecombe County.
410 Trade Street		Commercial 4738-34-3665		CBD	Former Grocery Store site. The property is currently vacant.
Water Street		Materials 4738-33-8163	Heavy Indust. (HI)	\$6,000	Located just outside of the western boundary of the project area and fronting the riverfront. These properties are Tarboro owned land and the site is currently operating as a riverfront dump site.
Water Street		Materials Recovery and Waste Transfer Station 4738-33-8017	Heavy Indust. (HI)	\$3,000	
Water Street		Materials Recovery and Waste Transfer Station 4738-32-7918	Heavy Indust. (HI)	\$7,000	

Address	Built Date	Acres Parcel Use	Zoning District	Property Value (Land Value + Building Value)	Notes
201 Water Street	1946	Fueral/ Cemetery 4738-43-1388	CBD	\$178,951	Previously a funeral home. The two non-adjacent parcels, associated adjoining properties, are owned by the Town of Tarboro (Parcel numbers ending with 1315 and 0320). The property is located adjacent to Riverfront Park and fronts the Tar River.
211 Water Street	N/A	Commercial 4738-43-0382	CBD	\$10,000	
109 Water Street	1946	Office 4738-43-6714	CBD	\$139,630	Previously the Quigless Clinic, a historic hospital building. The property is located adjacent to Riverfront Park and fronts the Tar River.
Albemarle Avenue		Materials Recovery and Waste Transfer Station 4738-32-5913	Heavy Indust. (HI)	\$5,000	



2.2 Urban Design & Land Use

2.2.1 Zoning and Land Use

Properties in the planning area are in conventional commercial, residential, and office/institutional zoning designations, with all zoning districts permitting a range of residential, commercial, retail uses, etc. The predominant zoning district in the planning area is CBD, Central Business District. This zoning classification is designated for more than half of the properties in the area. Properties located in this district exhibit various permitted residential uses, such as single-family homes, upper-story residential, and hotels. Commercial establishments include bars/taverns, restaurants, and breweries/distilleries. The types of uses not permitted in this zone include duplexes and planned density developments. In comparison, both multi-family homes and townhomes are allowed by special use permits.

The subsequent more intensive zoning district is O&I (Office and Institutional). This district permits duplexes, townhomes, and single-family homes in addition to allowing the operation of restaurants, business support, and professional and financial services. Although limited in number, the planning area has properties zoned GR10, General Residential. These properties are permitted to build various housing types, including accessory dwelling units, duplexes, townhomes, and single-family homes, in the northeast quadrant of the planning area. Lastly, there are several properties that have a HDO (Historic District Overlay). This overlay is intended to protect and preserve the historic character of this area. Properties in this area are required to adhere to additional design standards and procedures for approval of development applications.

In the GR10, OI, and CBD zoning districts, multi-family projects are required to have approval of a special use permit. The development of a mixed-use project is only allowed in the CBD District and projects containing multi-family housing are required to locate those units on the second and upper floors of vertical mixed-use buildings. Although permitted in the OI District, parking structures as a principal use are not permitted in the CBD District. Figure 06 shows the current zoning for the planning area.

Legend

- TOWN OF TARBORO PARCELS
- TOWN OF PRINCEVILLE PARCELS
- TOWN OF TARBORO OWNED PARCELS
- EDGECOMB COUNTY



Image G - North Main Street

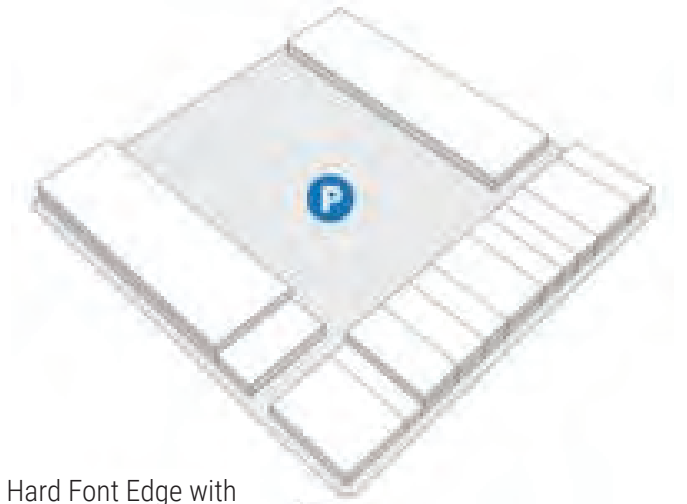


Figure 06: Zoning Map

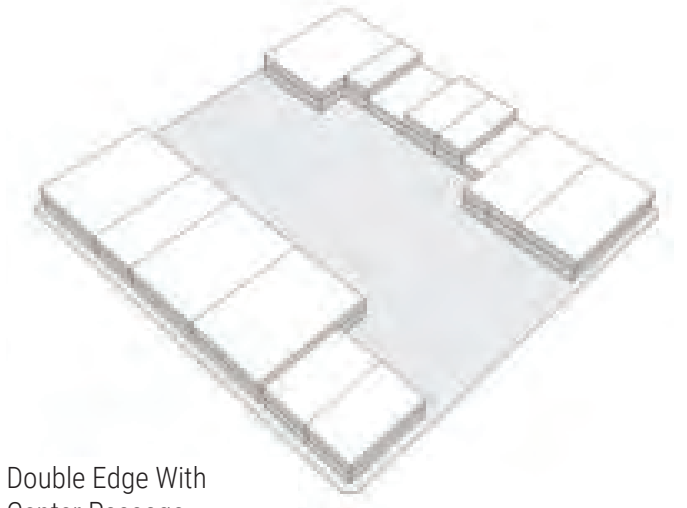
2.2.2 Urban Design

Tarboro's urban form is typical of American 18th and 19th century towns. Buildings constructed prior to World War II face the street; the façades of most buildings are located on the lot line. Figure 07 shows three types of building massing that are commonly found in the planning area. Most blocks along Main Street are characterized by a continuous street wall: "zero lot line" development with party-wall construction. On other streets the street wall is uneven and inconsistent. Some blocks have a "U-shaped" configuration of buildings framing the street on three sides, with an opening on the fourth side to the center of the block. Other blocks have two rows of buildings on opposite sides of the block; others still only have buildings along one of the four sides of the block. Buildings built since WWII tend to frame the street less well; some are set back and others have fewer openings on the street side.

The downtown area is characterized by surface parking in the center of the blocks, which sometimes extends out to the edge of the block as well. This condition weakens the quality of the space in the street and undermines the pedestrian experience. At the same time, these parking areas represent an opportunity for infill development, by which buildings can be added incrementally over time to complete some of the missing segments of the street wall.



Hard Front Edge with Open Center ("U")



Double Edge With Center Passage



Front Edge Only

Figure 07: Typical Blocks - Existing



2.2.3 Development Opportunities & Constraints

As shown in Figure 09, Downtown Tarboro is separated from Princeville by the Tar River. The current proposal to redevelop the riverfront park creates an opportunity to strengthen the relationship between Tarboro and Princeville.

Another fundamental relationship for Downtown Tarboro is the industrial area west of downtown. The revitalization and redevelopment of downtown whether as a tourist destination, regional service center, or other creates the possibility for conversion of some of the existing adjacent industrial uses to mixed use development, perhaps including housing as well as commercial and cultural amenities. The desirability of this type of conversion can be explored with local leaders and stakeholders. Tarboro has a substantial industrial base and the value of the property adjacent to downtown as centers for manufacturing or logistics could be greater than mixed use development value.

Zooming into the downtown itself, some of the development constraints and opportunities are represented in Figure 10. At this larger scale it is evident that industrial to mixed use conversion could go hand-in-hand with revitalization of the stream serving the industrial area. Second, the urban fabric of the downtown is uneven, with the compact development along Main Street standing in stark contrast to the diffuse urban fabric on the parallel streets and blocks to the east and west. There is a lot of surface parking that, while practical and useful in mid-block locations, detracts from the public realm quality in other locations, especially on corner lots facing two streets. Implementing a number of small infill projects to “thicken up” the built form and frame street spaces better is one potential development direction.

While the northern and southern ends of downtown face important public open spaces, the buildings on those parcels for the most part do not orient themselves outwards towards the Commons and the riverfront park. The entrance to downtown from Princeville could also be marked with a stronger gateway.

Other opportunities not reflected on the map include development of new cultural and commercial amenities, which could broaden downtown’s role from regional service center to “destination quarter” for residents and tourists alike. The street environment could also be enhanced by better pedestrian and maybe bicycle facilities as well as the introduction of more public art.

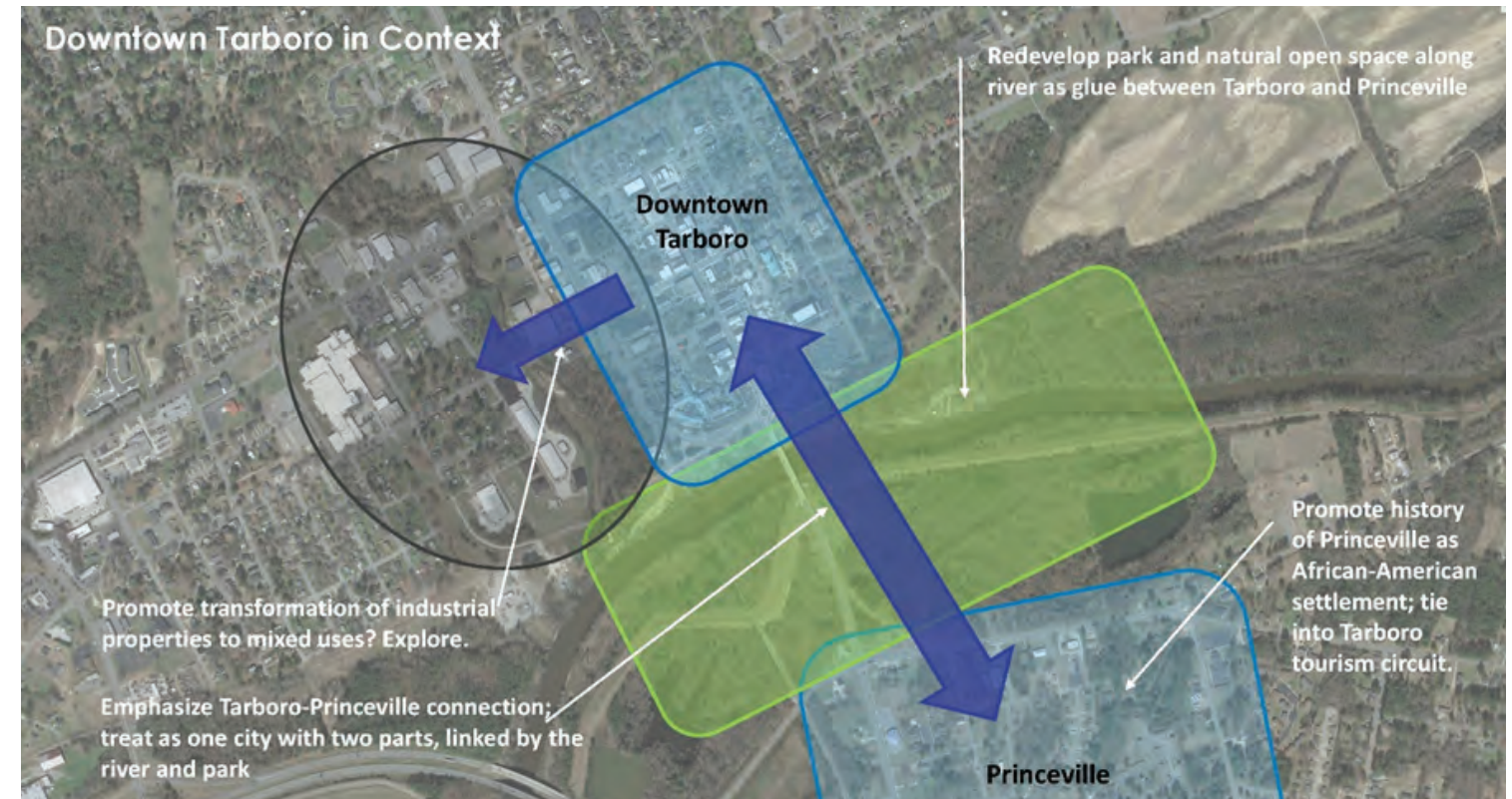


Figure 09: Downtown Context



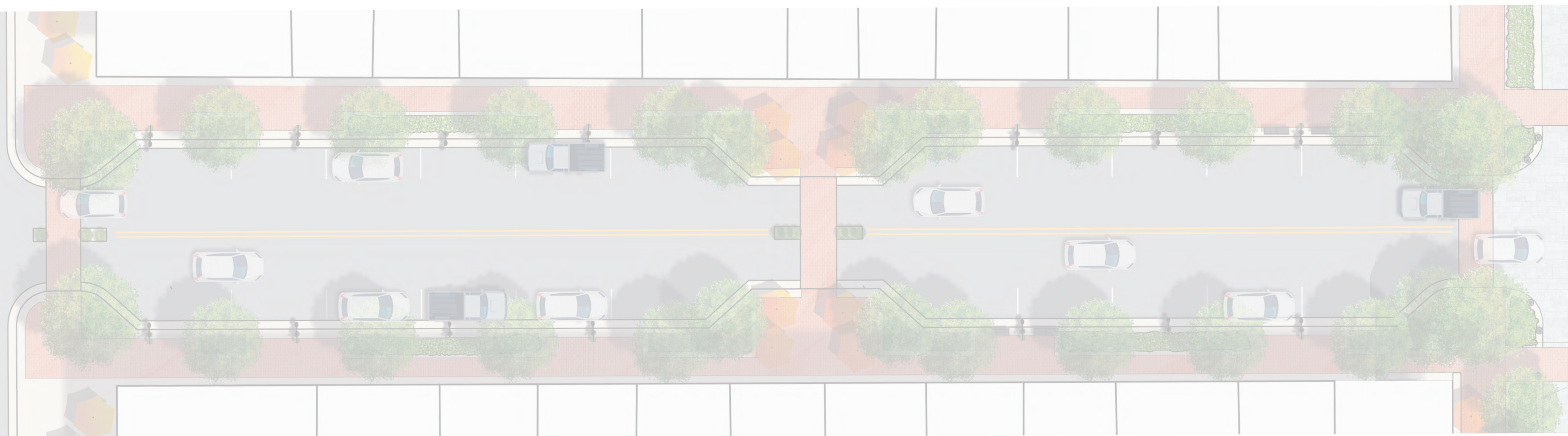
Figure 08: Land Use Study



Figure 10: Downtown Constraints and Opportunities



Community Engagement



3.1 Engagement Summary

Effective public participation is an essential element for the successful development of a downtown plan. The public and key stakeholders, such as elected and appointed officials, property owners, business owners, community leaders, and residents can help identify key priorities, challenges, and offer critical feedback on the planning process. It is also important that the public share their aspirations for the future of Downtown and help craft the vision to ensure their support through implementation.

The engagement process began with the development of a project steering committee. The committee, made up of ten members, was tasked with guiding the project throughout the planning process. Their responsibilities included check in meetings with the planning team at key milestones.

Stakeholder interviews were conducted with 12 community members, identified by the town, including residents, business owners, staff, elected officials, and community leaders. Stakeholder interviews were held both in person and virtually for one hour each to provide each stakeholder with the opportunity to express both the challenges that plague downtown growth as well as their ideas and aspirations for its future.

Two community workshops were conducted. The first held on October 25, 2022 at the project kickoff meeting, gave the

community the opportunity to look at the study area as a blank slate. Exercises such as "Love, More, Less" prompted the community to share what they love about Taboro, what they want more of and what they want less of. Other engagement exercises invited the public to weigh in on how they would like public funds spent, how they would like to see the park improved, and what style and aesthetic they feel should be applied to future improvements. The first community workshop was well attended with up to 50 community members present.

The second community workshop was held on February 27, 2023 after the public presentation of the draft development concepts. This workshop was designed to give the community the ability to have one on one conversation with the design team to provide feedback on the design concepts. The event was also well attended with up to 40 community members present to comment on what they both liked and did not like in the proposed design options.

Throughout the design process, the project team used virtual platforms to reach a broader audience, outside of those which had the opportunity to attend in person. The Social PinPoint online application brought the community workshop 1 activities online for further participation. The use of the Social Pinpoint site engaged an additional 129 users in the planning process. The town's Facebook page was later used to share the proposed design concepts for community feedback and input.



Image H - Community Workshop 2



Image I - Social PinPoint Mapping Exercise



Image J - Community Workshop 1



Image K - Community Workshop 1



3.2 Engagement Themes

The community engagement strategy for the Downtown Area Wide Plan project was designed to reach a diverse and wide reach of community members to best inform the planning process. The engagement events intended to gather detailed input from as many community representatives and stakeholders as possible and to respond to their input through the proposed design and recommendation.

Through all of the events, outlined in section 3.1, engagement themes began to emerge. The outline below is a summary of the most common themes heard during community engagement. The most common themes have been categorized into activation and amenities, urban environment and open space, programming and implementation, and riverfront park restoration. Please note, the outline below is not encompassing of all feedback received. Additionally, the outline below does not reflect individual participant comments, rather a summary of what we heard.

Activation & Amenities

- Make downtown Tarboro a destination for entertainment and tourism
- Build upon existing synergies and development momentum
- Improve the quantity of retail opportunities and diversify retail offerings
- More commercial space offerings, including office space, coworking space, and other commercial amenities
- Cluster likeminded business, provide retail hubs/destinations
- Provide more residential (mixed-use, multifamily) development opportunities downtown. (the current demand exceeds the housing supply)

Urban Environment & Open Space

- Establish downtown into a more cohesive and walkable environment that prioritizes the pedestrian experience
- Create a more inviting streetscape experience through landscaping, seasonal planters, seasonal banners, site furniture and seating opportunities
- Incorporate music into the streetscape. (permanent speakers or through temporary events)
- Uniformity and facade improvements along North Main Street
- Reduce the surface parking lots downtown through more strategies, parking opportunities, and structured parking

- Enforce parking time restrictions where posted
- Improve connection of downtown to Riverfront Park through staircase, signage, and dedicated trails
- Prioritize adaptive reuse and infill development of vacant properties
- Establish greenway trail through downtown to Riverfront Park along Albemarle Ave
- Establish public art and mural program

Programming & Implementation

- Adopt recently proposed social district
- Landowners to make use of available grant funds and other resources
- Provide more platforms for strategic coordination of redevelopment efforts among development community
- Increase events and programming
- Update Downtown branding and marketing strategy

Riverfront Park Restoration

- Increase recreation activities along the Tar River
- Provide more natural trail opportunities
- Provide more play opportunities and family friendly activities
- More space for live music and events
- Connect the community to the Tar River through increased visibility from downtown, open up viewshed, the Tar River should feel like its on Downtowns "Front Porch"
- Improved passive recreation opportunities through more Picnic Areas, Hammock Stands
- Reinforce Tar River Bank and develop structured fishing spots to ensure sustainable future for fishing community and events
- Use a natural aesthetic in restoration through large boulders and native plant material
- Provide permanent restroom facility outside of floodplain to serve park users

Figures 11 through 15 show the results of community engagement activities from Community Workshop 1.



Figure 11: Map Exercise

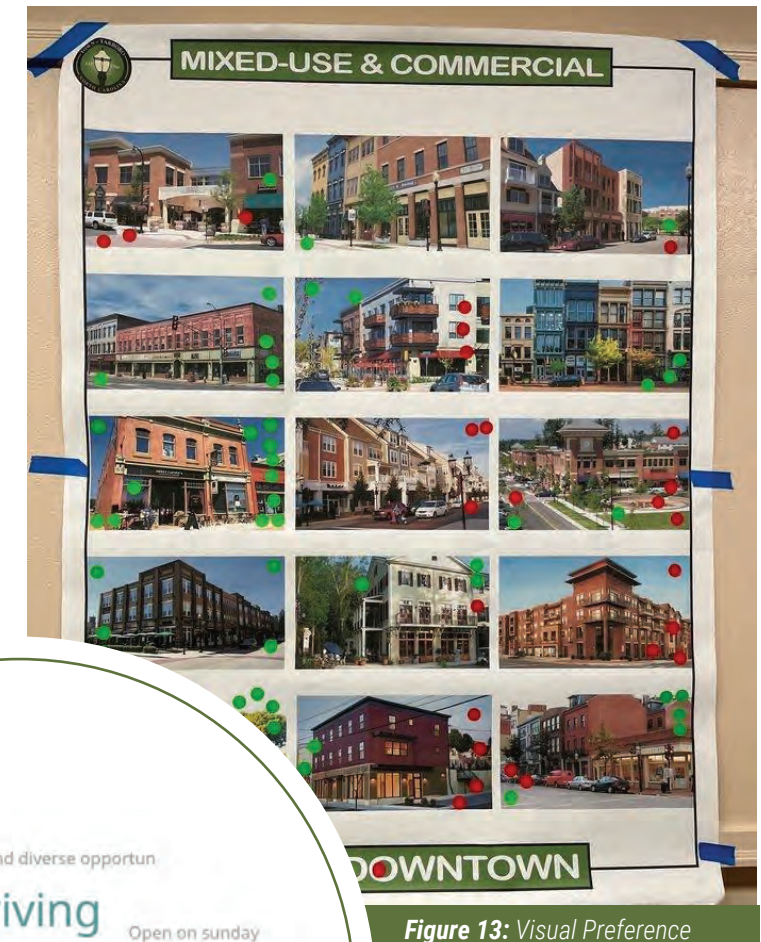


Figure 13: Visual Preference



Figure 15: Word Cloud



Figure 12: Map Exercise



Figure 14: Tarboro Bucks Exercise



Area Wide Plan



Figure 16: Illustrative Downtown Development Concept



4.1 Land Use & Housing

4.1.1 Goal: Develop more retail and cultural offerings Downtown

Downtown needs more retail and cultural offerings to attract (1) more visitors to come experience Tarboro and (2) more people to move into Downtown. This goal is related to and supported by economic goals discussed in Section 4.5.

Strategy A: Concentrate commercial development along Main Street and West St. James Street.

Currently the retail and cultural offerings are concentrated along Main Street. There are not yet enough of them to reach critical mass, when every block has multiple venues and the level of pedestrian traffic in the public realm increases to the point of vibrancy. If new businesses and venues locate anywhere in downtown, it will take much longer to reach critical mass. Therefore, the recommended strategy is to concentrate commercial development along Main Street for the next 2-3 years.

Once critical mass is reached and Main Street has become an attractive and lively destination (at least on evenings and weekends), then the investment focus can expand to include West St. James Street. It is recommended to develop West St. James Street as a "curbless street" that will be pedestrian-friendly, with a high-quality public space that can be used to host festivals, fairs and other social or cultural events. The two activated streets will meet in the middle of downtown, forming a "T" shape in plan view. One regulatory method for channeling retail into these two streets is to achieve this outcome is to zone Main Street

differently from the rest of Downtown, allowing future retail, eat/drink and cultural establishments to locate there, while restricting these uses in other part of the Downtown. Although this may be effective in orienting future development towards the two target streets, it contradicts the recommended regulatory approach (see Goal 5.1 under Regulatory in the strategy board, Section 5), which is to regulate urban form carefully while permitting a broad range of land uses to locate throughout the Downtown area. Removing restrictions on land use will make it easier for landowners to undertake new development projects in the downtown area. However, the regulatory framework can promote retail concentration on Main Street and West St. James Street by requiring commercial storefronts (at the ground floor along the street) on any new project along Main Street.

Strategy B: Use the BID to coordinate among commercial developers, investors and business owners.

The other way to promote development along Main Street and at a later date, West St. James Street, is to use the proposed Business Improvement District (see section 5.1) as a vehicle for promoting investment. The BID can be used as a coordination platform by the business community, landowners, developers and the Town. Coordinating a variety of different improvement and business investment projects can bring a given block or street to life quickly, achieving critical mass quickly and helping to boost return on investment.

Strategy C: Use existing economic incentives to attract more investment

The existing economic incentives offered by the Tarboro Development Corporation are well-targeted, but the amount of the grants is perhaps not sufficient to stimulate a significant amount of investment in retail establishments. Consider focusing existing resources into fewer, larger grants. Expand the sources for additional grant financing by tapping into those of Edgecombe County Tourism Development Authority and other sources.

4.1.2 Goal: Develop more housing Downtown

Strategy A: Revise zoning to permit a broad range of housing options

It is recommended to revise the existing zoning ordinance to provide a broader range of housing options in the downtown area. The Central Business District zone, which covers about half of the downtown area, can be revised to include multifamily housing, townhomes, "two over two"

condominiums as a by-right use. Duplexes can continue to be permitted in the future.

Single-family housing should be prohibited in the CBD zone, but allowed in the GR10 zone (General Residential) in the northeast corner of the planning area.

On streets with required retail storefronts uses can be mixed in one building, with apartments or offices (including co-working spaces) above the ground floor retail.

Strategy B: Promote Downtown as a place to live

The apartment market is tight in Downtown; many more people would prefer to live there than can currently fit in the existing number of housing units. Creating more housing Downtown will bring more demand for retail and cultural services and events that are critical for Downtown to be a thriving destination and home community. The BID can help coordinate housing investments across properties and blocks. The BID and the Tarboro Development Coordination can work together to attract investment in housing Downtown.

Strategy C: Improve public realm to make housing development more attractive and profitable

The public realm in the Downtown area is in fair condition today. Improving it would make the experience of living, playing or working in Downtown more attractive and rewarding. Because more people want to spend time in an improved public realm, these kinds of investments can stimulate housing demand and therefore housing development. The BID can be used to coordinate residential investment projects and public realm improvement projects (see section 4.3 Public Realm).

Legend

- EXISTING BUILDING
- PROPOSED BUILDING
- RETAIL
- STREETScape IMPROVEMENT



Image L



Figure 17: Schematic Representation of Downtown - Alternative I



4.2 Urban Design

4.2.1 Goal: Promote compact, walkable urban form

Part of the appeal of Downtown Tarboro is its compact, walkable urban form. The goal is to preserve and replicate this traditional urban form to all streets and blocks in the planning area. New development – like the existing development built before World War II – should be characterized by many relatively small buildings that together form a “continuous street wall” that frames the public room that is the street. Future development should also be between two and four stories tall in most parts of the Downtown in order to achieve a human-scale urban

environment, like the existing one along Main Street. Figure 17 shows in a schematic fashion the application of a Main Street-like urban form to the rest of the Downtown area. It also shows retail establishments concentrated along Main Street.

Strategy A: Revise development standards to permit compact urban form

It is recommended to change the zoning ordinance to require buildings to face the street and comply with a number of dimensional standards that will create a compact, walkable urban environment. The future regulatory framework should allow “zero lot line” development, where the façade of buildings is at the edge of the sidewalk. Small front setbacks (< 10 feet) can also be permitted.) Party wall construction (buildings touching each other on the side) would also be permitted. Building heights can be regulated to between two and four stories, or between three and five stories.

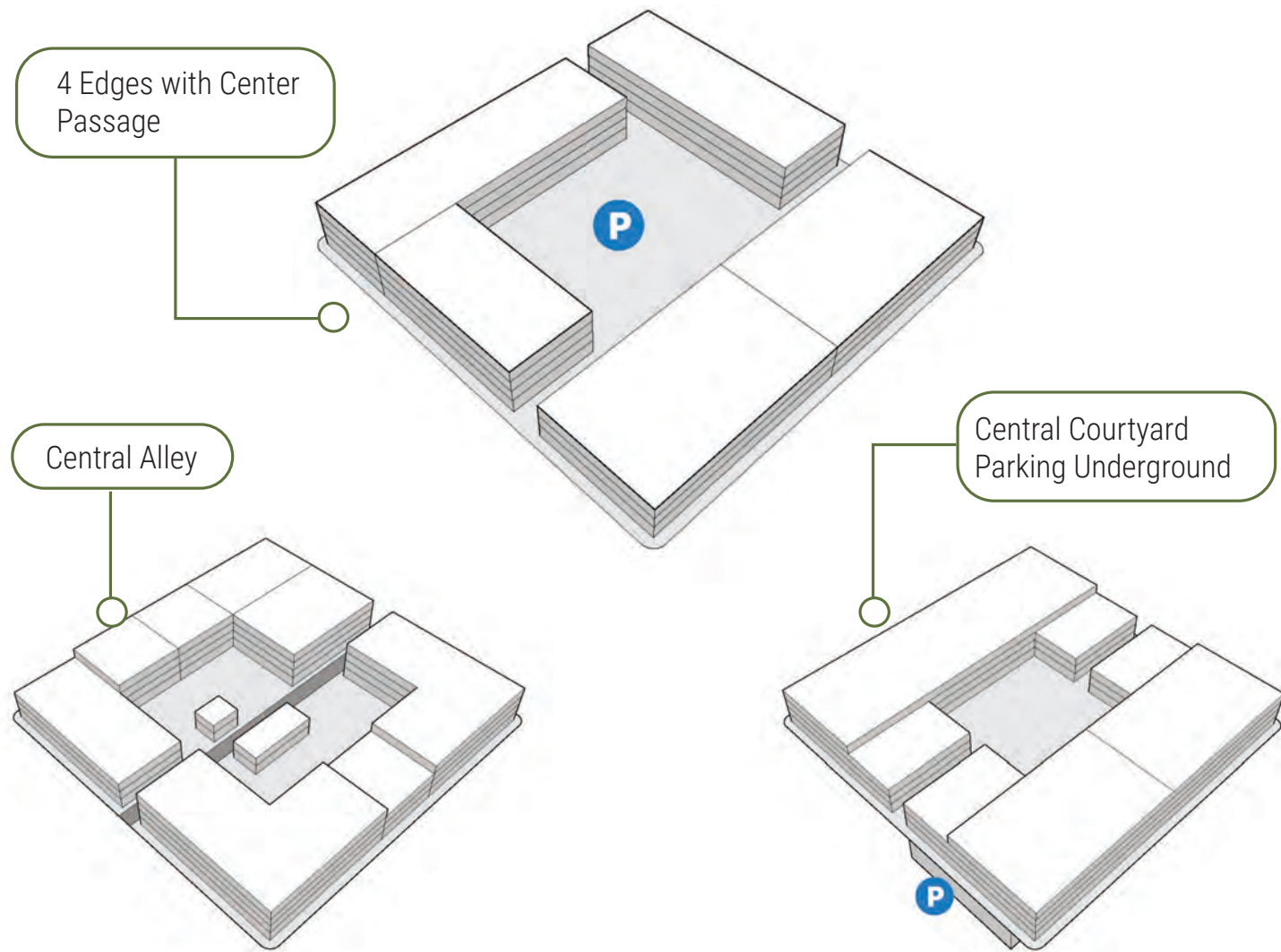


Figure 18: Typical Downtown Block - Proposed

As these new rules are applied to individual land parcels, existing blocks in Downtown Tarboro will fill out and reach the street edge, providing more definition to the street/public realm. Figure 18 shows three possible end results of that process. “4 Edges” provides the opportunity to have surface parking at the middle of the block. The Central Alley allows service access from within the block, freeing up the exterior for more customer-oriented circulation. The Central Courtyard comes with the option of building parking underground.

These new development standards that will guide future projects into the desired compact, walkable urban form can be introduced into the existing zoning ordinance or the Town can develop a new “form-based code,” which is a more precise and clear way of regulating urban form. Form-based codes reduce uncertainty for developers and can spur development to take place faster, since the building placement and “envelope” are already defined and do not need to be negotiated during a site plan review process, as with conventional Euclidean zoning. Form-based codes also have the advantage of lightly regulating land use.

Strategy B: Prepare a pattern book to communicate desired built form to developers and land owners

Another regulatory option is to keep the existing zoning ordinance and complement it with a pattern book that shows images (two-dimensional and three-dimensional) that make it clear to landowners and developers the types of development that the Town envisages and will permit. Pattern books typically communicate better than standard text-based zoning codes and are helpful in moving development forward more quickly and with fewer stops and starts than often occur during a standard entitlement process under Euclidean zoning.

Legend

- EXISTING BUILDING
- PROPOSED BUILDING
- RETAIL
- STREETScape IMPROVEMENTS
- PROPOSED MULTI-USE TRAIL



Figure 19: Schematic Representation of Downtown - Alternative II



4.3 PUBLIC REALM

Downtown Tarboro currently offers a streetscape that has a grid pattern, wide sidewalks, and a great public gathering space. However, it lacks the pedestrian infrastructure that fosters a thriving, vibrant downtown experience. Downtown has an opportunity to improve the pedestrian experience by building on its existing attributes and investing in improvements to connectivity, pedestrian safety, and downtown vibrancy. Figure 20 outlines the limits of proposed streetscape projects necessary to enhance the downtown experience. Additionally, the proposed streetscape improvement closely aligns with the proposed development alternatives, outlined in Figure 19 supporting existing businesses and areas targeted for future business growth and development.

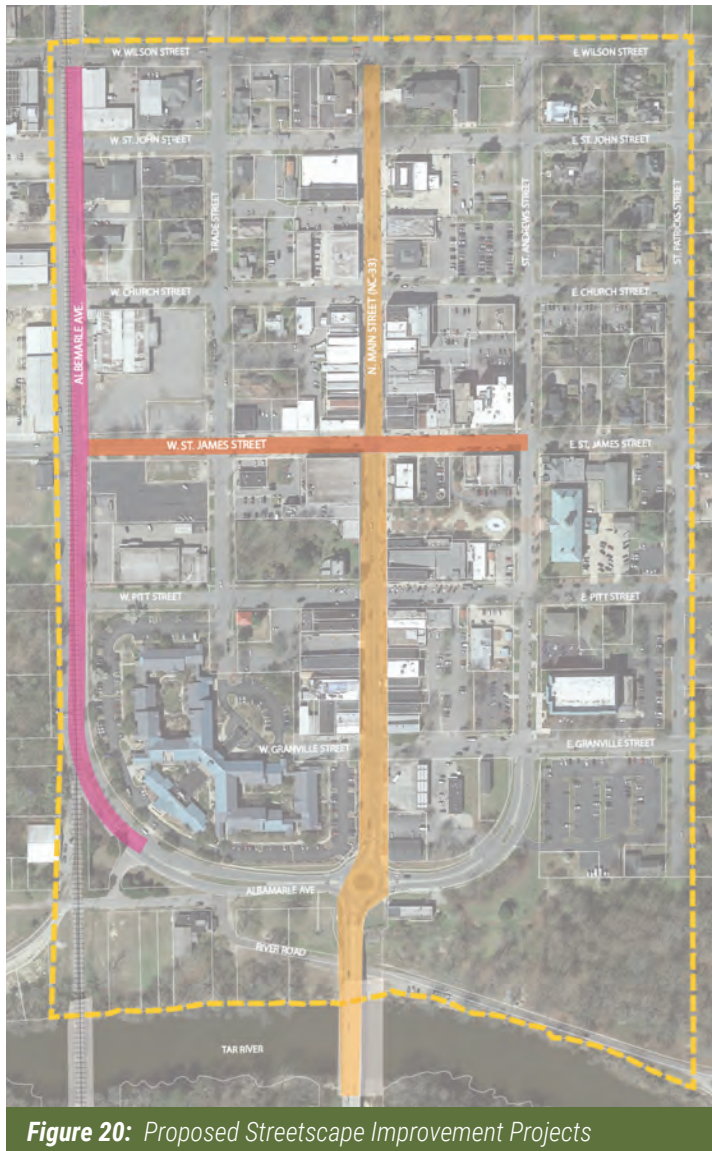


Figure 20: Proposed Streetscape Improvement Projects

4.3.1 Goal: Improve the downtown streetscape to enhance safety, attract residents and visitors, and activate the public realm

Strategy A: Redevelop North Main Street (E. Wilson St. to the Tar River Bridge)

Redevelop North Main Street to create a safe, more inviting streetscape per the design recommendations outlined in Figure 21,22,23. Recommended improvements include adding curb bump outs at both the end and mid blocks. Curb bump outs will offer traffic calming, shorten crosswalk distances, and increase landscape and seating areas. For additional traffic calming, crosswalk material should be changed to brick to match sidewalk material, and refuge islands may also be utilized mid street to create a higher prioritization of pedestrian safety. The proposed design increases street trees for more shade opportunities and expanded landscape beds to soften the edges of the streetscape area. Streetscape furniture should also be increased, including benches, tables, trash receptacles bike racks, and planters. The town's brand should be reinforced through custom streetscape furniture and the already in place banner system. The streetscape improvement project should extend from the Town Common, to the proposed Riverfront Park entrance, adjacent to the former Quigless Clinic. The intent of the recommended streetscape improvements is to improve the pedestrian experience while also creating a stronger physical link between the Town Common, downtown, and Riverfront Park.

Strategy B: Redevelop W. St. James Street (St. Andrews St. to Albemarle Ave.)

Redevelop Street James Street to a woonerf concept, creating a flexible space for events, dining, retail, and vehicular use. Recommended improvements, outlined in Figure 24,25,26, include redeveloping both sidewalk and street to a curbless design which promotes flexible use and seamless transitions from the pedestrian space to the vehicular space, utilizing a mix of pavement types and bollards to designate vehicular use areas. Streetscape furniture, planters, creative lighting, and signage are proposed to create a unique pedestrian experience that promotes outdoor gathering spaces, outdoor retail, dining, seating and events. Street tree canopy should be increased as well as landscaping in beds and planters to soften the hardscape and provide shade. The redevelopment intent of this project should be to provide a very unique destination, that promotes new development, events, outdoor gathering, and provides a key connection between the Main Street retail district and Albemarle Avenue.

Strategy C: Redevelop Albemarle Ave. streetscape (W. Wilson Street to Main Street)

Redevelop Albemarle Avenue to reduce travel lanes and offer a new multi-use trail through downtown, connecting the two key downtown parks. See Figure 27,28,29. The northbound travel lanes of Albemarle Avenue should be redeveloped to accommodate two way travel. Doing so will reduce excess impervious surfaces downtown and help foster new business growth along the streetscape. The recommended design removes the existing southbound travel lanes and developed the space into a linear park offering increase tree canopy and a 10' wide multi-use greenway trail connecting the Town Common to Riverfront Park. This recommendation will provide the town with a much desired greenway trail, multi-modal accessibility, and will be a catalyst for business growth and investment along the western streetscape of Albemarle Ave.. The proposed recommendation will also improve pedestrian safety along the railroad corridor, improvement crossings and better connecting the community to downtown. This proposed redevelopment project will both improve the streetscape, offer a new trails and serve as a catalyst for new development and adaptive reuse along key corridors.

Strategy D: Encourage public urban space downtown with new development

One of Tarboro's most defining attributes is the Town Common and Riverfront Park. Recently, the renovated Town Square has also provided the downtown with an upgraded outdoor gathering area and event space. The creation of new parks is not a priority for the future downtown investment.



Image M

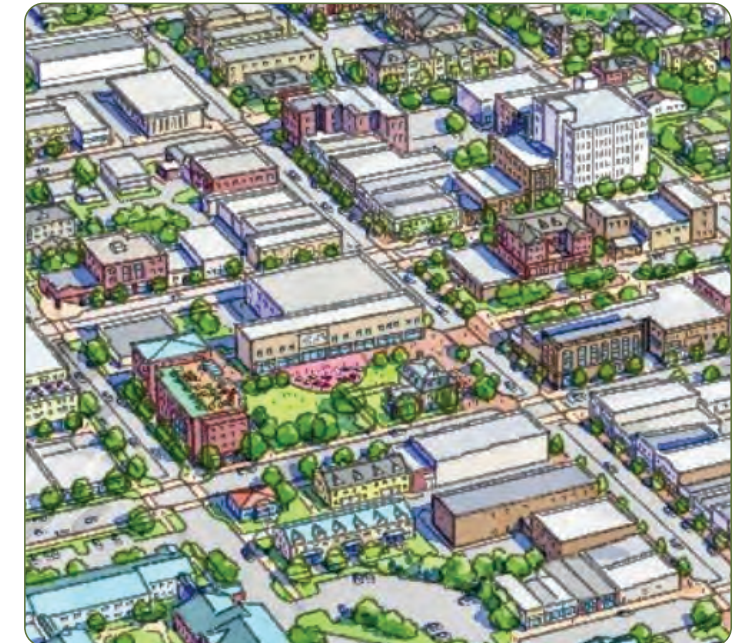


Image N



Image O

However, with new developments come new opportunities for outdoor public space, pocket parks, gateway parks, and public spaces that can enhance vibrancy and encourage outdoor gathering. With all new investment in downtown, Tarboro should place a emphasis in improving the public realm and creating shared urban spaces. Tarboro should engage in public private partnership projects where feasible to support the creation of new public spaces the meet the goals of both the town and development partners.



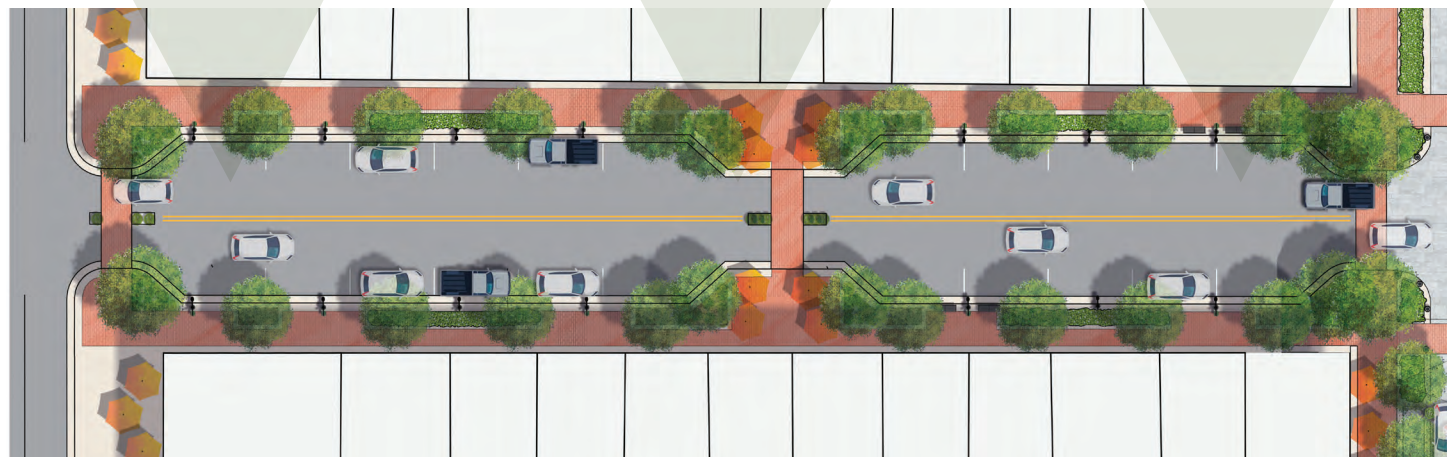
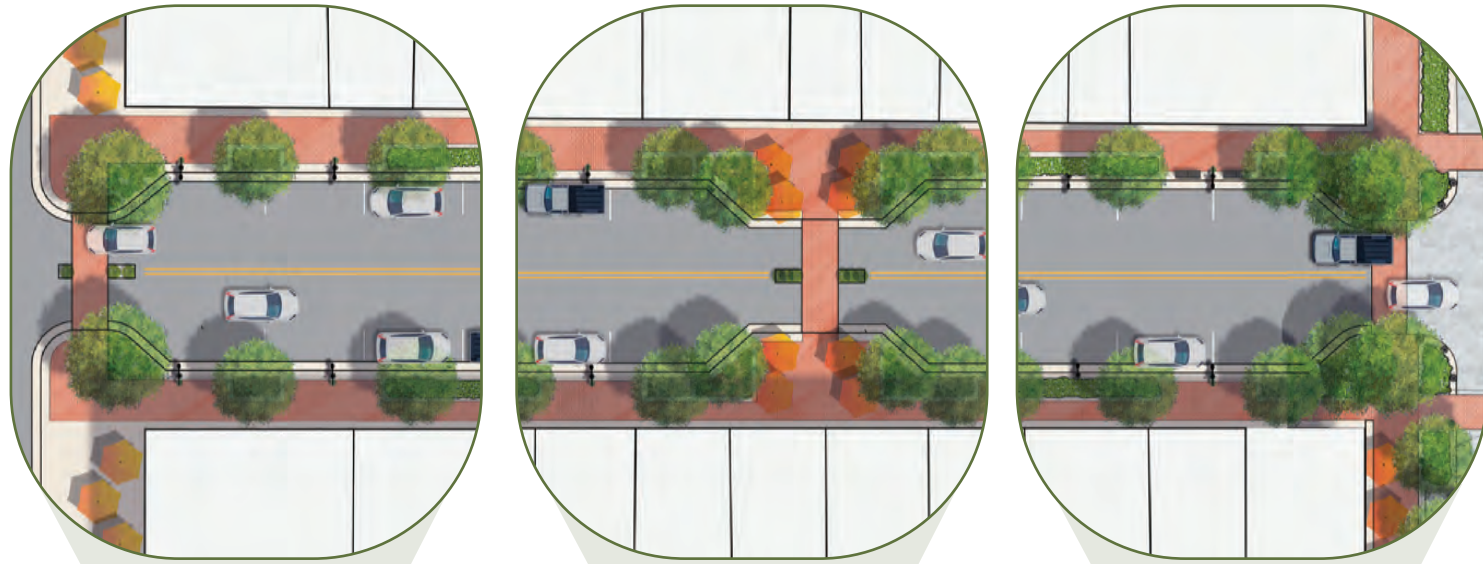


Figure 21: North Main Street Streetscape Redevelopment - Typical Block Improvements

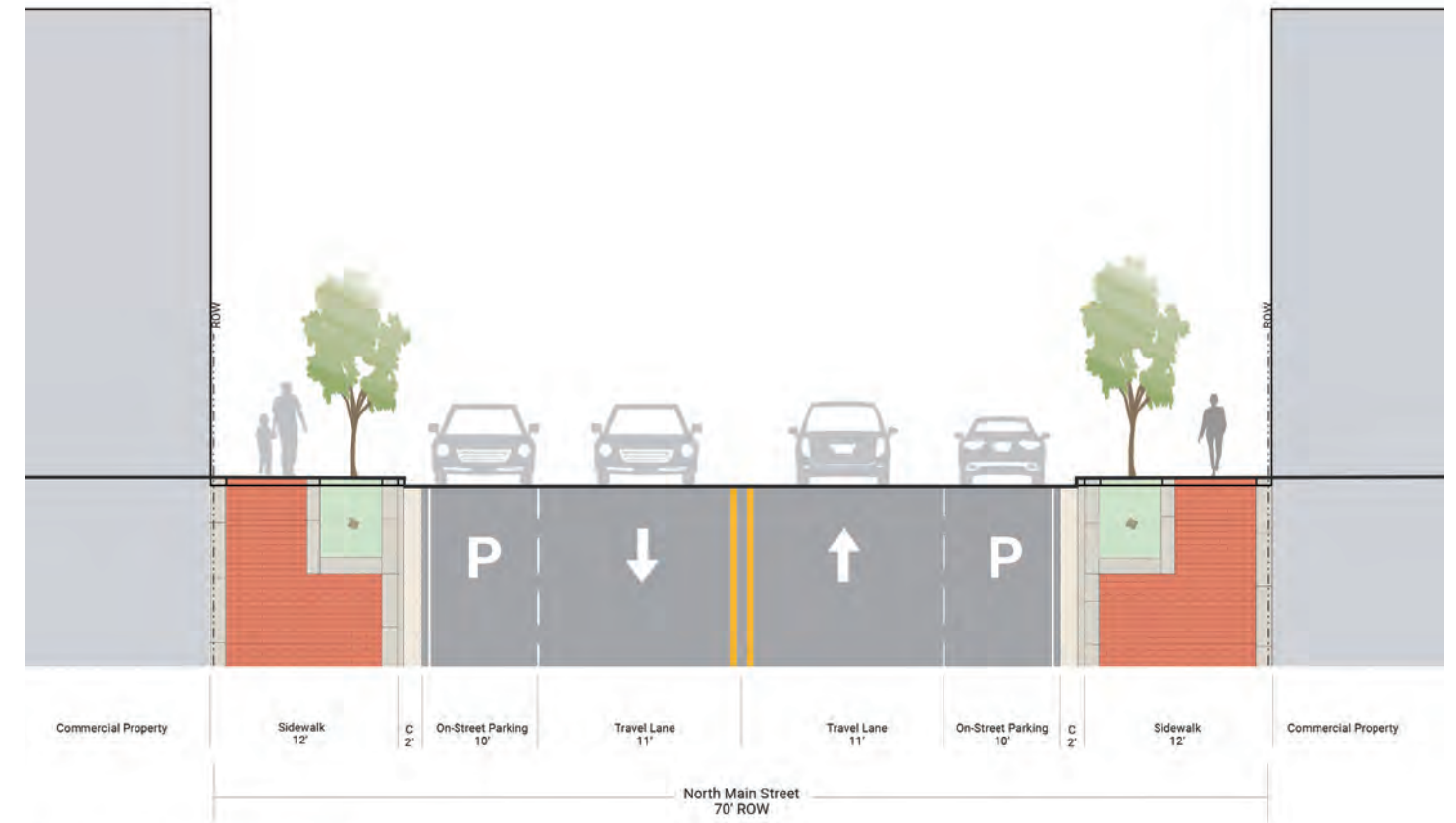


Figure 22: North Main Street Section – Existing

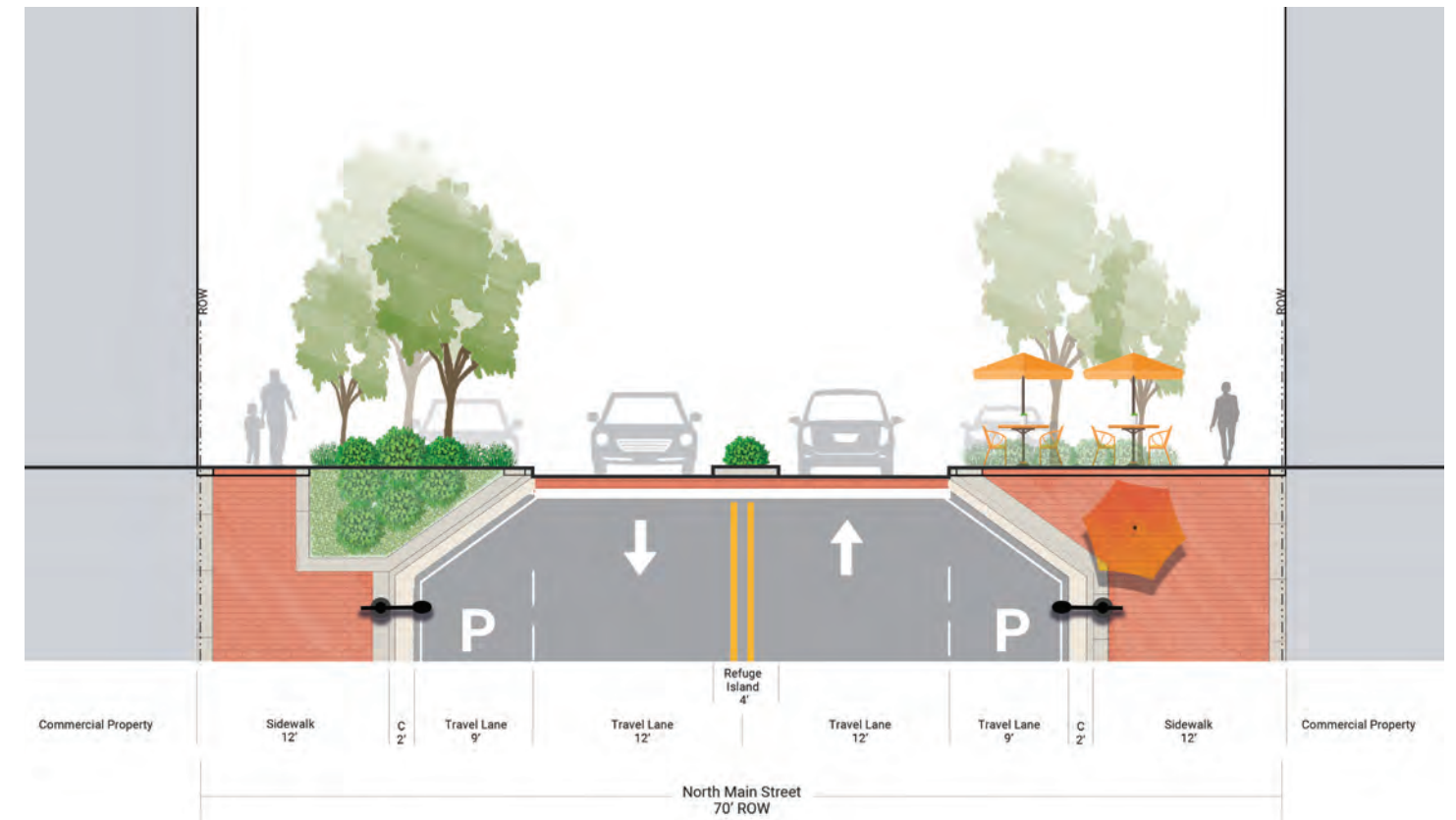


Figure 23: North Main Street Section – Proposed



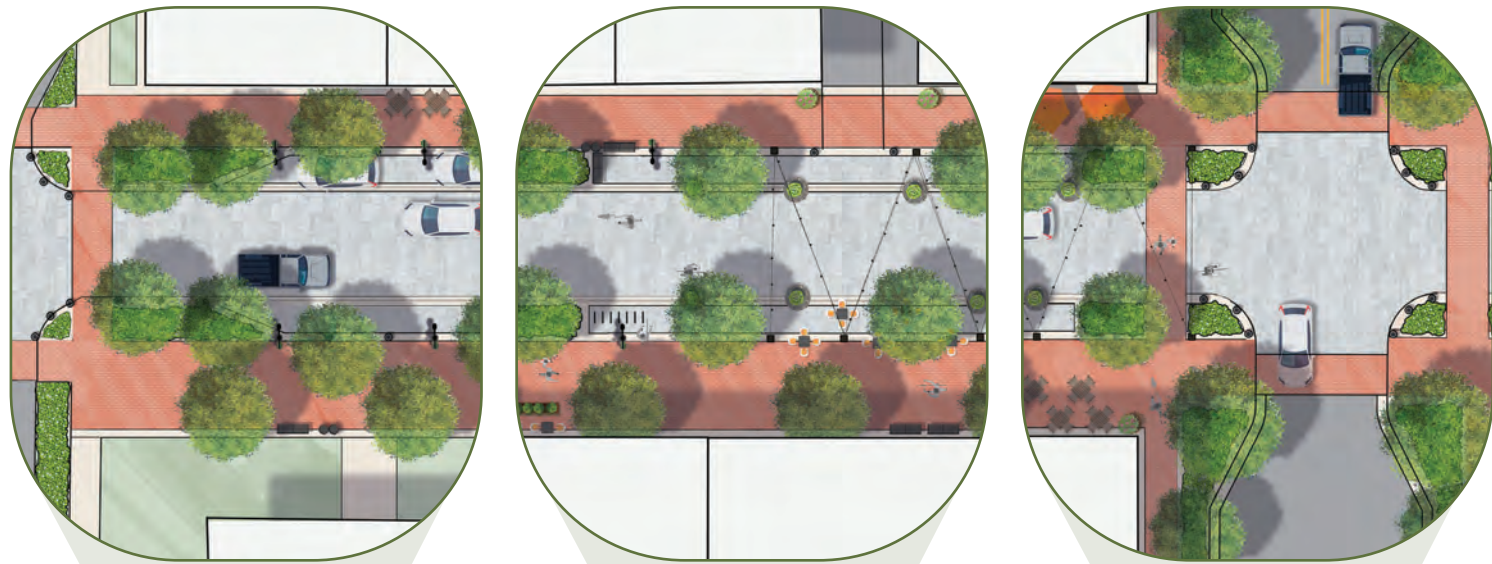


Figure 24: West St. James Street Streetscape Redevelopment - Typical Block Improvements

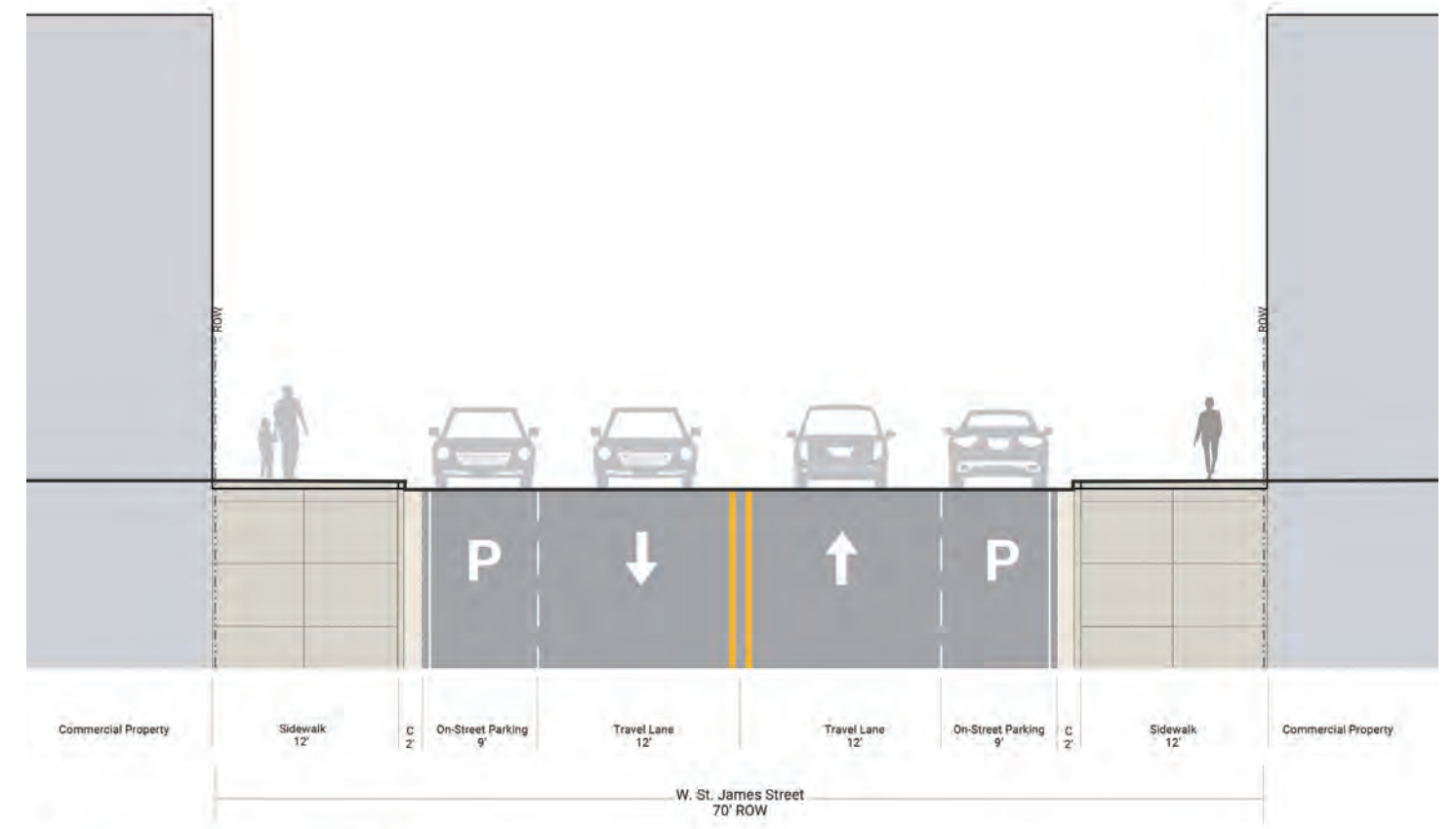


Figure 25: West St. James Street Section – Existing



Figure 26: West St. James Street Section – Proposed



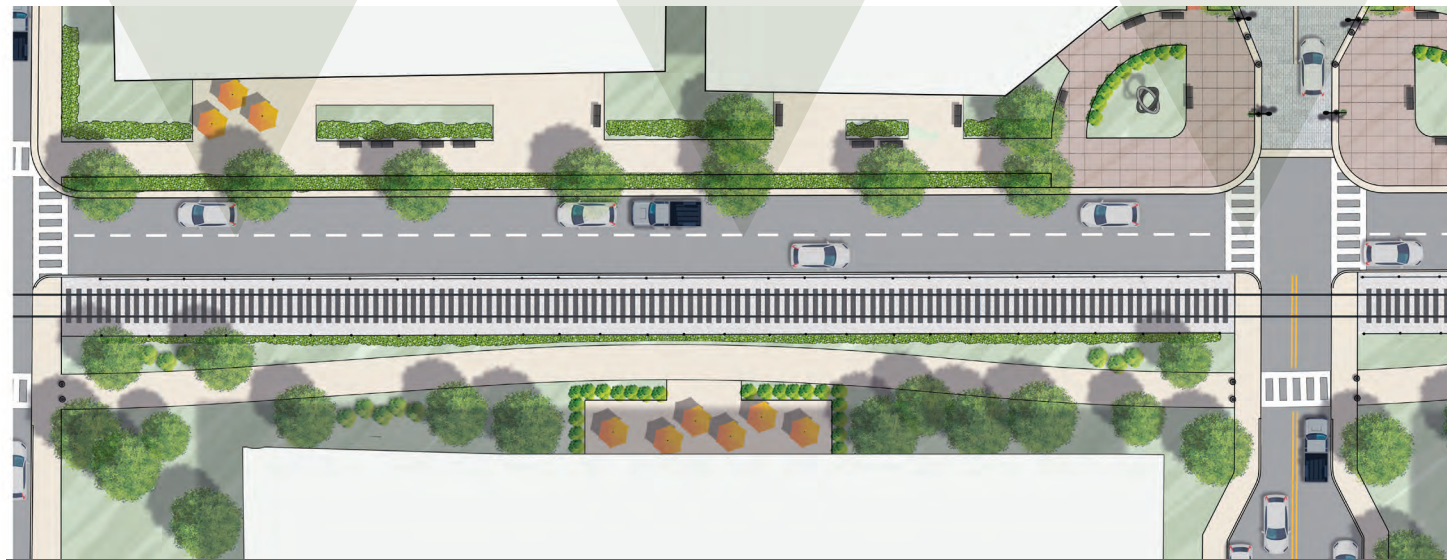
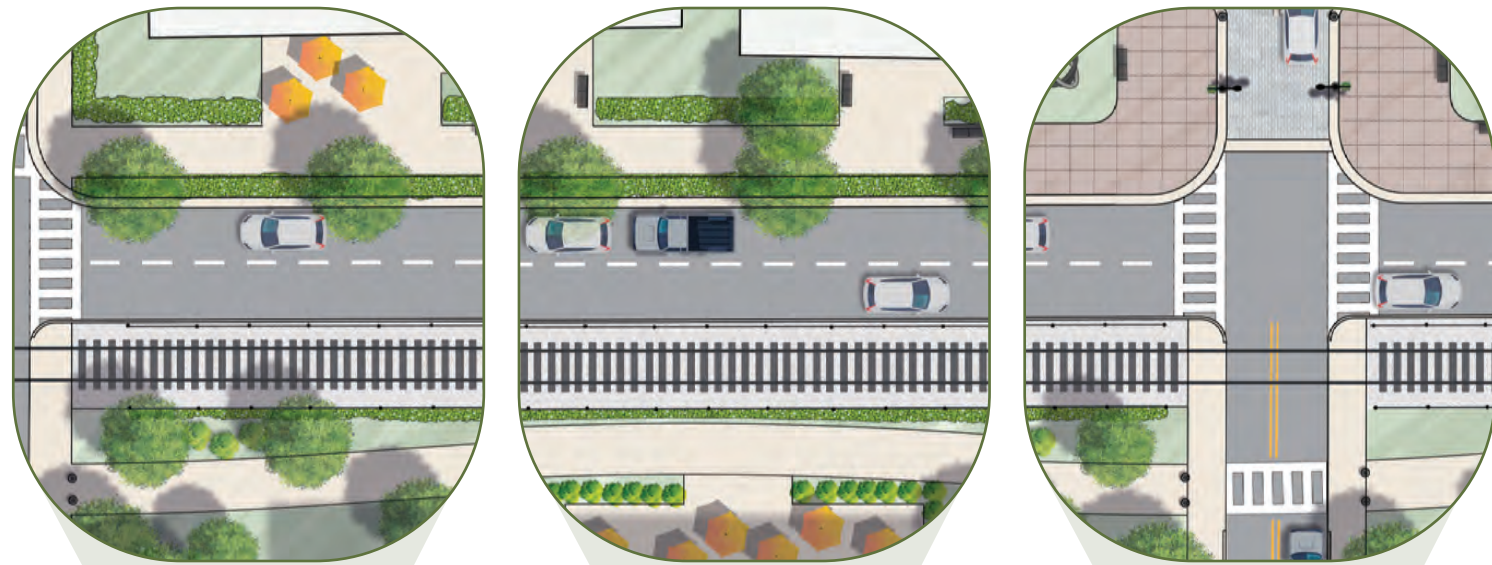


Figure 27: Albemarle Ave. Streetscape Redevelopment - Typical Block Improvements

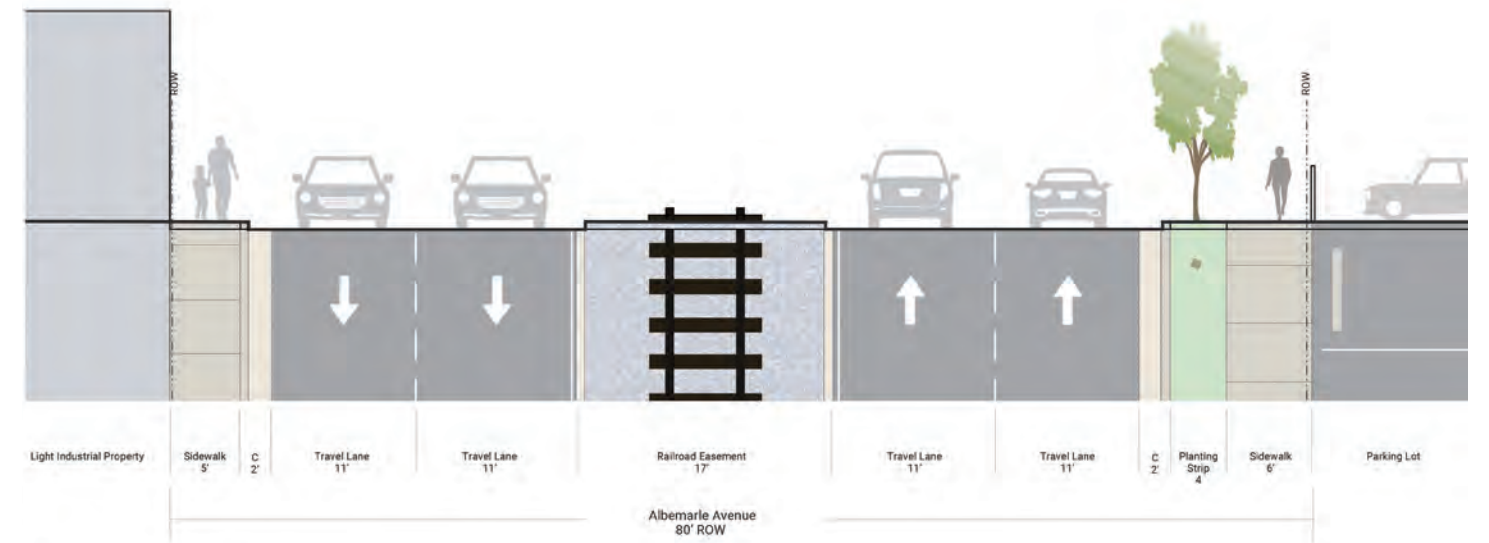


Figure 28: Albemarle Ave. Section – Existing

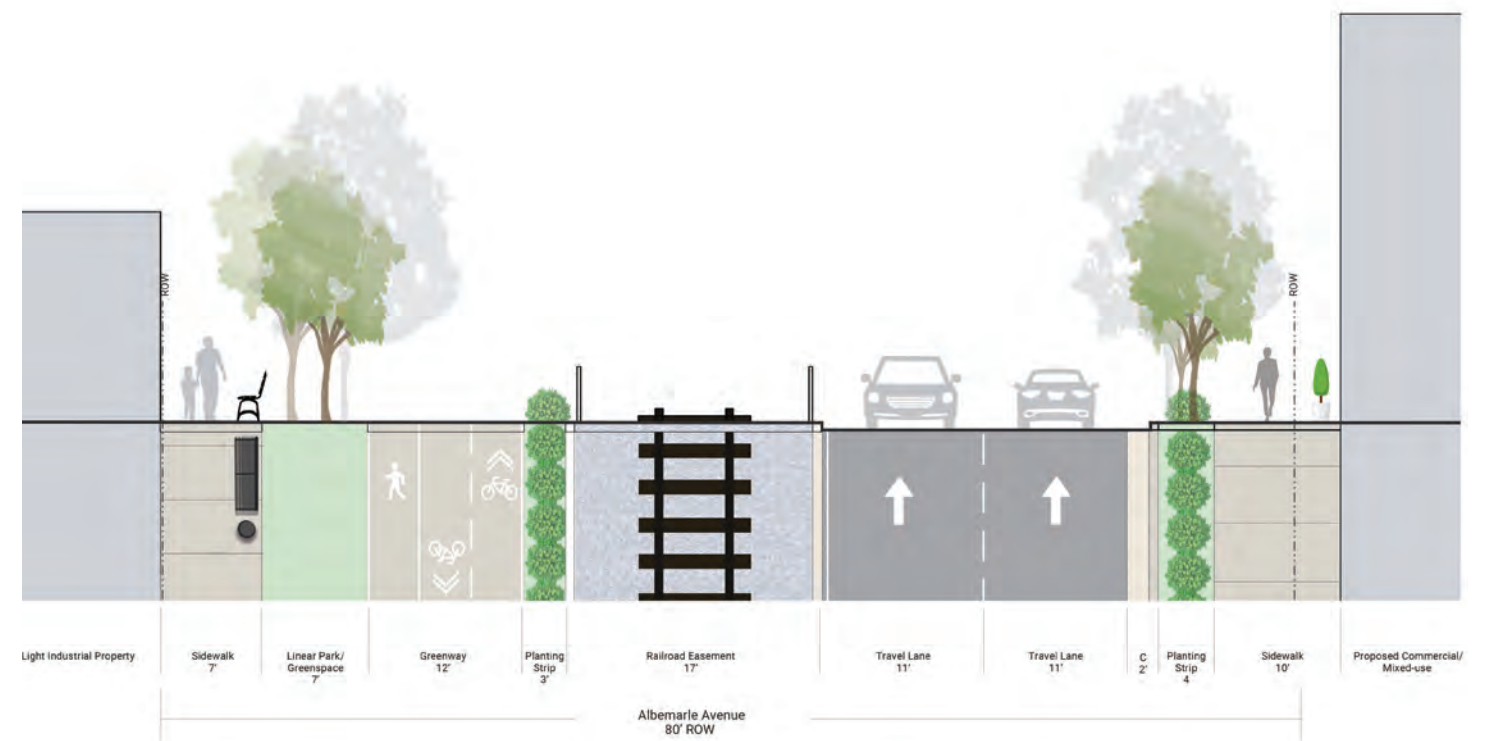


Figure 29: Albemarle Ave. Section – Proposed



4.3.2 Goal: Connect the Town Common to Riverfront Park through trails, landscape, and improved signage through Downtown

Strategy A: Redevelop Albemarle Ave. into a 10' wide multi-use trail and linear park

As described in Goal 4.3.1 Strategy C, the implementation of the multi-use trail along Albemarle Ave would give downtown a dedicated connection between the Town Common and Riverfront Park that does not exist today. The implementation of this trail would offer a pedestrian focused, multi-modal transportation opportunity that town is lacking, while reducing impervious surface and increasing tree canopy. Additionally, as proven in many communities through North Carolina, new trails in strategic locations are proven catalyst to new investment commercial and residential development directly adjacent to the proposed amenity. Figure 30 outlines proposed connectivity between downtown green spaces, including the Albemarle Ave. Trail connection, proposed improvements to St. James St., and proposed improvements to North Main Street. Through these improvements, downtown will become a fully walkable/ bike-able destination of well connected parks, public space, and outdoor dining and entertainment.

Strategy B: Maintain and Increase Tree Canopy Downtown

A healthy tree canopy downtown can contribute to a more walkable, inviting streetscape, provide shade, increase property values, while also strengthening sense of place. Additionally, street trees and urban tree canopy reduce urban heat island effects, reduce stormwater runoff, and improve air quality and water quality. The town of Tarboro should review the landscape code to ensure that tree planting is required downtown where feasible with new development, while also prioritizing street trees on all public investment projects within downtown, per the recommendations of this plan.

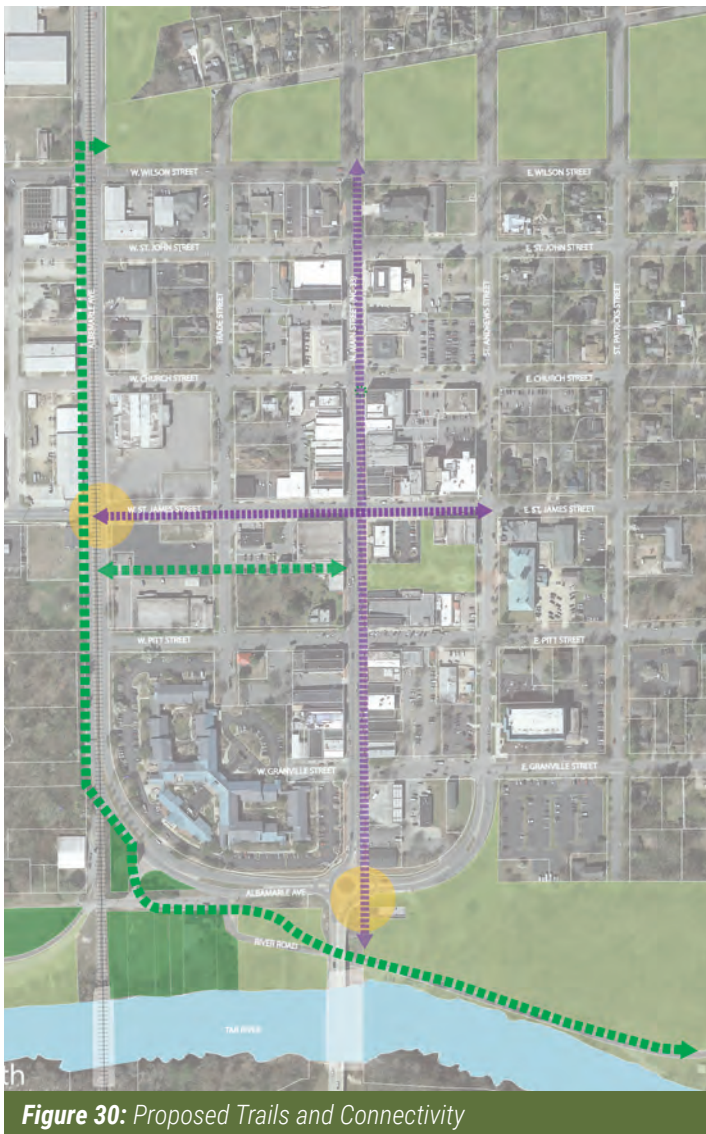
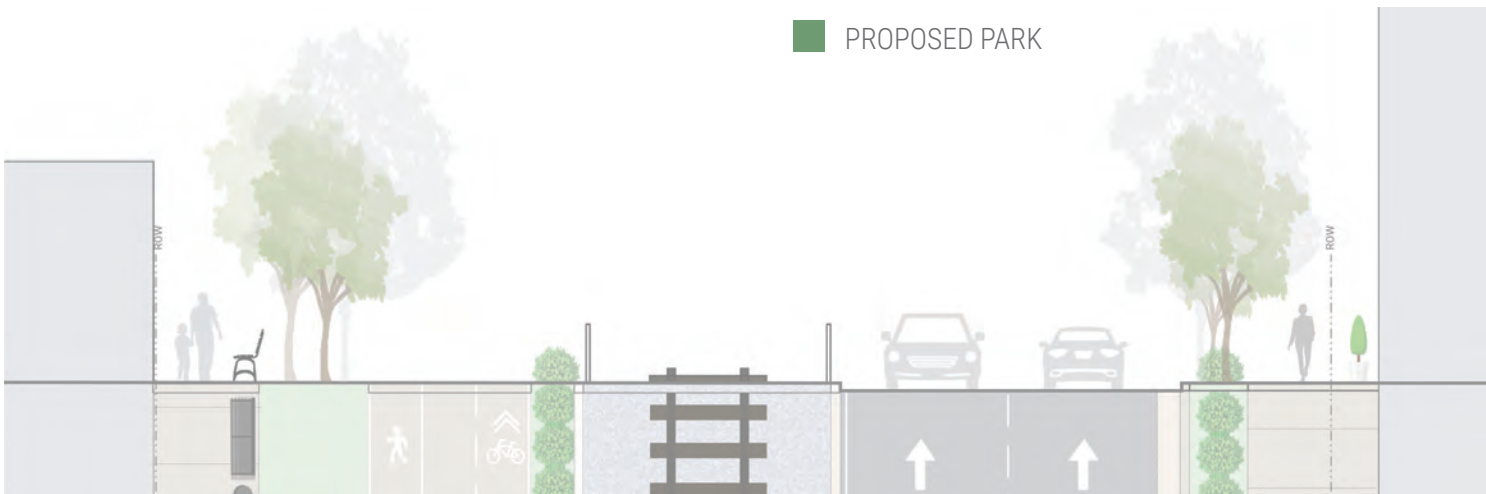
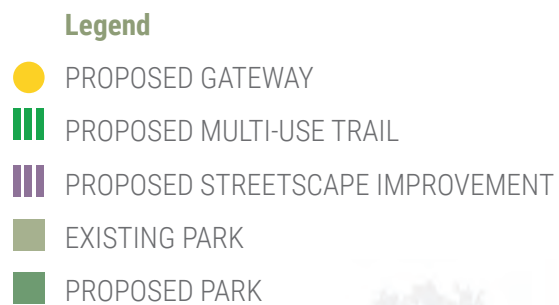


Figure 30: Proposed Trails and Connectivity



4.3.3 Goal: Strengthen sense of arrival to Downtown proposed through gateway parks, signage, and aesthetic improvements

Strategy A: Develop Gateway Parks in Strategic Locations

Defining the gateways into the downtown area is important in creating a destination. Currently, limited signage or physical indicators exist marking the entry points into downtown. Two gateway parks are proposed, as shown in Figure 30. The first gateway is proposed adjacent to the former Quigless Clinic Building at the Tar River Bridge. This small urban public space is a main point of entry for Downtown as well as a key connection of North Main Street to River Front Park. Providing a vibrant public pocket park in this space including seating, landscaping, and hardscape will create an aesthetically pleasing sense of arrival into downtown. This gateway park will also provide the opportunity to install gateway signage to further define the entry point to both the park and downtown. The second gateway opportunity is proposed at the intersection of W. St. James St. and Albemarle Ave.. This gateway park space could be implemented in conjunction with the streetscape improvements proposed for St. James. Bringing residents and visitors downtown through the proposed woonerf style street would create a sense of arrival that is unique and inviting.

4.3.4 Goal: Increase vibrancy through the creative placemaking Downtown

Strategy A: Establish a Downtown beautification committee

Downtown Tarboro has a strong sense of place in its history



Image P



Image Q

and architecture. There is an opportunity to build upon that identity through the implementation of creative vibrancy initiatives that strengthen the culture and beautification of downtown. To champion these vibrancy initiatives a beautification committee should be developed under the Main Street Organization to guide efforts including, but not limited to the following:

- Seasonal flower installation
- Murals
- Banners
- Downtown Music
- Temporary and Permanent Art Installations

Strategy B: Consider investment in Tarboro branded street furniture and banners to strengthen sense of place.

Extending the towns logo to benches, trash bins, bike racks, banners, etc will strengthen the sense of place downtown. Town branding, in conjunction with other improvements to the public realm, can reinforce the area as a destination, help market existing businesses, and recruit new ones.



Image R



4.3.5 Goal: Redevelop Riverfront Park to improve a natural amenity, increase access to and visibility of the Tar River, and promote ecotourism.

Strategy A: Revitalize Riverfront Park per the design and environmental restoration recommendations outlined in Appendix B

Riverfront Park is an anchor and amenity to downtown that is currently underutilized. Additionally, it is an important environmental buffer between downtown and the Tar River. Through the improvements proposed in the Riverfront Park Redevelopment, the park will offer better connectivity to downtown, better accessibility to residents and visitors alike, and become a resilient environmental amenity that connects the community to the Tar River. The proposed Riverfront Park Design is shown in Figure 31 and proposed in more detail in Appendix B of this document.

Strategy B: Market Tarboro as a hub for recreation and regional ecotourism

Outdoor recreation is a tourism draw that has increased significantly in the last decade. The greater region lacks in ecotourism opportunities. Downtowns proximity to the Tar River creates a unique opportunity to market Tarboro as a destination for both the outdoors and entertainment. Strengthening downtowns connection to the river through trails and improvements to riverfront park will bring more people downtown to bike, walk, fish, kayak, and tube. Additionally, courting recreational outfitter businesses, and seasonal gear rental companies will strengthen Tarboro as a destination for regional ecotourism and events, without having to travel far.

4.4 ENVIRONMENTAL

4.4.1 Goal: Prioritize community flood resiliency and hazard mitigation

Strategy A: Develop a flood resilience plan and mitigation strategy for the Town of Tarboro

Tarboro's location along the Tar River and history of large flooding events make environmental considerations a priority in the redevelopment of the downtown planning area. A comprehensive look at flood mitigation is recommended to protect new and existing town assets from future storms to ensure the longevity of investments within the downtown. As part of this project, a preliminary resilience and hazard mitigation analysis was conducted, outlined in Appendix C. Further studies and planning efforts should be considered per the findings of that analysis.

Strategy B: Study Feasibility of downtown stormwater quality treatment

Improving water quality of the town's stormwater runoff, which discharges into the Tar River, will enhance the condition of the river, improve fish and wildlife habitat, and enhance the natural asset. The project team conducted a preliminary review of downtown watershed to understand need and approximate location of potential stormwater BMPs. Three potential stormwater BMPs are proposed through this plan, Figure 32. These facilities would be targeted to filter downtown stormwater runoff, improve water quality and aquatic habitat in the immediately adjacent Tar River.

Strategy C: Educate Residents on BMPs for residential applications

Stormwater management can be extended to the residential level through a variety of methods. The Town can educate residents and landowners of methods in which they can play a part in a more resilient future for Tarboro. Proposed residential BMP methods should be used to educate residents on ways to mitigate flooding on their own properties.

Legend

● PROPOSED STORMWATER BMP

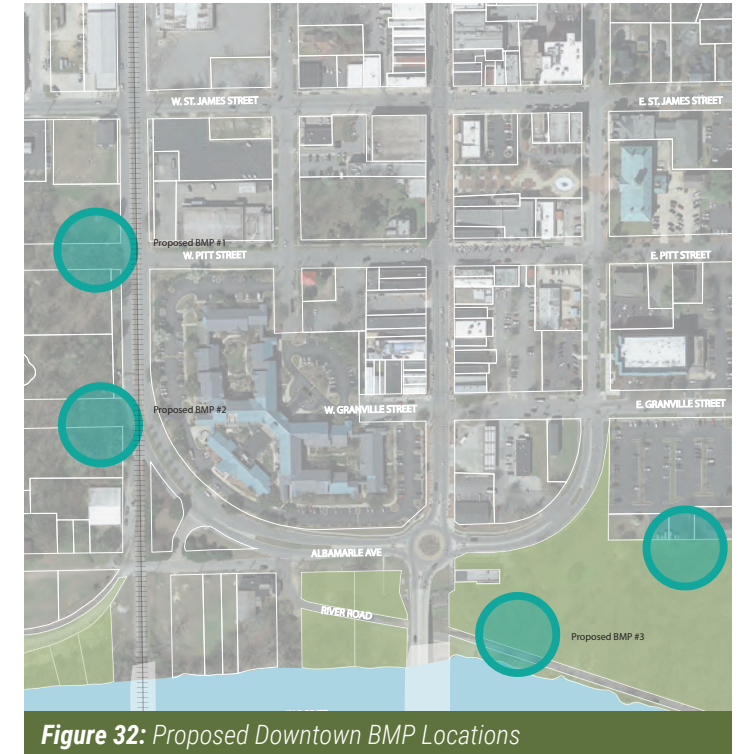


Figure 32: Proposed Downtown BMP Locations



Figure 31: Tarboro Riverfront Park Redevelopment Concept - Alternate B



Image S



Image T



4.5 ECONOMIC DEVELOPMENT

Downtown Tarboro was once a vibrant commercial district with quality jobs and a range of , retail, and entertainment offerings. Over the last few decades, most business growth in Tarboro has occurred outside of Downtown in areas with cheaper land and increased highway access. As a result, many parts of Tarboro's Historic Downtown core are dis-invested, vacant, underutilized and/or undeveloped. Impacts also included business closures, less foot traffic, and a reduction in people living Downtown.

Today, downtown Tarboro's employment anchors include the Town of Tarboro and Edgecombe County. In recent years the area has started to see a resurgence in business growth. In 2020, Focus Services, LLC, a Utah based telecommunications company, opened a call center downtown, employing approximately 150 people. Other recent downtown business additions include a restaurant, a coffee shop, a brewery, a record store, and more. These are identified as business anchors downtown and places encouraging community.

Moving forward, Downtown Tarboro can develop into a more vibrant retail, cultural and entertainment destination which is fueled by demand from visitors and residents alike. Downtown opportunities include workforce improvement, small business growth, and tourism growth. The Town of Tarboro, business owners, landowners and other stakeholders are already undertaking economic development efforts in Downtown. Collaboration among all these parties will be critical for success of Downtown Tarboro's future development.

4.5.1 Goal: Promote small business development Downtown

Downtown Tarboro's business district is primarily anchored by a few small businesses on and Main Street. While these businesses have provided a strong boost to the economic vitality of the area, additional business growth will be needed to create the future place envisioned for Downtown Tarboro. Therefore, efforts should focus on increasing the number of retail offerings, diversifying the business types, and improving the overall economic health of Downtown. More specifically, growing small business Downtown could help spur economic growth and development.

Strategy A: Create a new Business Improvement District

The creation of a new Business Improvement District (BID) is recommended to lead economic development and investment promotions efforts. Traditionally, these types of business districts are created by and for businesses owners in a defined geographic area to work collectively to fund projects within the district boundaries that have benefits for the whole district/business community. Based on the range of improvements needed to make Downtown Tarboro a more vibrant and walkable mixed-use environment, a Downtown Tarboro BID could help provide the following services:

- Street cleaning and maintenance
- Public safety and hospitality
- Marketing and events
- Capital improvements
- Public realm beautification
- Business promotion

Strategy B: Leverage existing regional business clusters

With the State of North Carolina's growing crafted brewery scene and the heavy concentration of breweries in nearby communities including Rocky Mount, Farmville, Goldsboro, and others.. Downtown Tarboro has an opportunity to leverage and potentially expand the number of breweries in the area. Successful craft beer breweries can act as a strong draw for visitors. The brewing and distilling business is valued as an industry that helps communities establish a sense of place.

Strategy C: Revitalize or redevelop underutilized properties

Downtown revitalization efforts should start with developing underutilized properties along Main Street. This will serve several benefits to Downtown including:

- Help downtown achieve critical mass in terms of its retail and cultural offering
- Increase the tax base, generating more funds for additional investments downtown
- Signal to residents and visitors that Downtown is a great place to live, work, and play

Strategy D: Rehabilitate historic properties

Tarboro's long history is evident in the many historic properties that line its commercial business district. The rehabilitation of these historic properties will enrich the tourism offering and attract more visitors. In addition, Downtown's designation as a Historic District allows property owners and Town of Tarboro to utilize local and



Image U

national Historic Tax Credit programs. In addition to playing a key role in Tarboro's past, these properties can also contribute to the town's future.

Strategy C: Conduct study for establishing Arts and Culture District

It is recommended to conduct a market study on the viability of establishing Downtown Tarboro as an Arts and Culture District. This creates an opportunity to leverage the concentration of cultural facilities Downtown, which have the potential to serve as anchors of attraction to help drive economic development. A detailed market study would help identify the key cultural institutions, estimate the economic benefits, and specify the programming needed to bolster the district.

4.5.2 Goal: Attract more visitors to Downtown

Establishing Downtown Tarboro as a local destination that attracts a broad range of people will be essential to Tarboro's success. More people visiting Downtown will inevitably bring more economic support to downtown businesses, venues, and other local amenities. Therefore, strategic programming efforts Downtown could help make it a place to visit.

Strategy A: Organize more events Downtown

While ongoing efforts are underway with the Town of Tarboro to increase the number of Downtown events, additional events such as farmers markets, fairs, and arts and cultural events could help attract more people. Conducting a town-wide survey with residents to help solicit information on the types of events, locations, and days/times to hold events.



Image V

Strategy B: Leverage existing historic tourism attractions

Downtown Tarboro is home to a range of historic attractions that could help generate additional businesses and attract visitors Downtown. In addition to promoting the historic sites as attractions, the Town of Tarboro should consider working with property owners to establish historic properties into viable businesses.

Strategy C: Explore partnership with the Edgecombe County Tourism Development Authority (ECTDA)

Partnerships will be important in marketing and strategic planning of events and activities in Downtown Tarboro. Therefore, partnering with ECTDA will allow the Town of Tarboro to utilize additional resources and programs. More specifically, the ECTDA's Tourism Assistance Grant (TAG) program focuses on stimulating and assisting agencies with advertising and marketing events.

Strategy D: Provide programming and outdoor recreational activities at Riverfront Park

One of the area's most viable and underutilized open spaces is Riverfront Park. Additional programming at the park could attract residents and visitors to utilize the park and the nearby Tar River. Future programming at the park could include concerts, cultural events, and other outdoor recreational activities such as canoing, kayaking, and tubing.

Strategy C: Market the commercial district through events and advertising

Promote and advertise Downtown Tarboro to help attract potential investors, new businesses, residents, and visitors. Strategic marketing efforts for Downtown include radio ads,



commercial campaigns, billboards, social media, and other marketing tools. In addition to utilizing existing downtown business anchors and property owners to help promote the commercial district.

4.5.3 Goal: Generate new high-quality jobs

Additional job growth Downtown could help grow the tax base and diversify the types of jobs in the area. Leveraging existing resources and incentives to help revitalize Downtown by creating additional jobs and recruiting new businesses.

Strategy A: Support workforce development training of residents

Utilize existing workforce development programs to help prepare residents for growing employment sectors. Edgecombe Community College (ECC) offers over 1200 continuing education classes yearly, including training for local businesses and industries. ECC's workforce development areas include:

- New and Expanding Industries
- Business and Industry Public Course Offerings
- Small Business Center
- Workforce Development and Training Center

4.5.4 Goal: Conduct a re-branding effort for Downtown

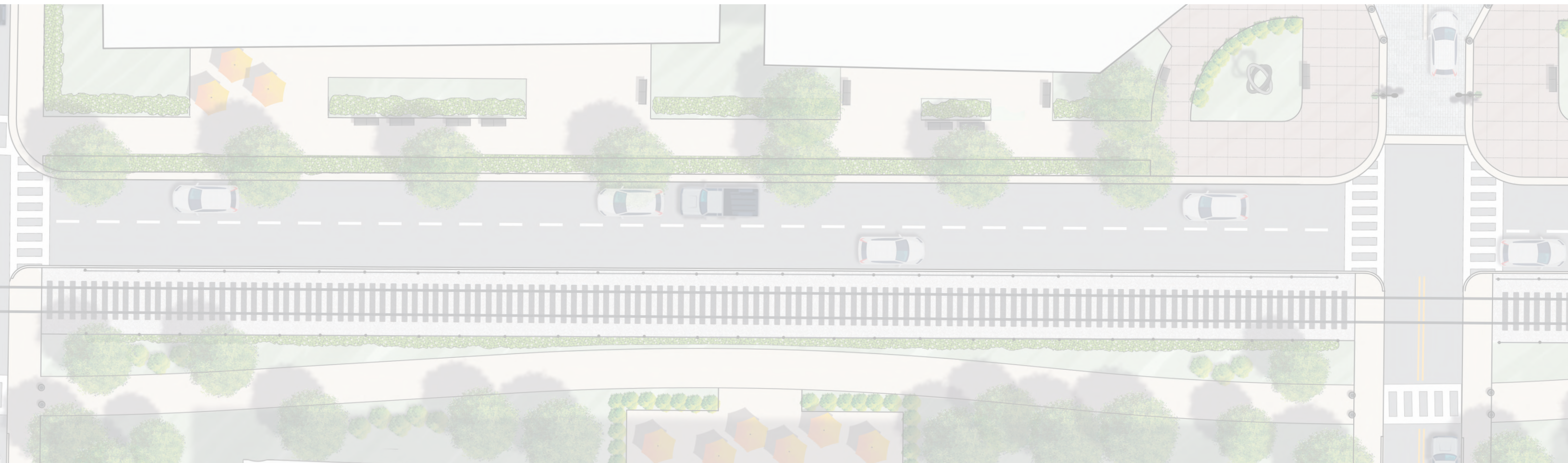
A re-branding effort of the Central Business District could serve as the overarching guide to future economic growth. Creating an opportunity to help drive new growth and improve perceptions of Downtown Tarboro.

Strategy A: Work with residents, downtown business owners, and other local entities

Engaging a diverse group of stakeholders will be extremely important to this re-branding effort, with careful considerations of the re-branding process focused on involving individuals from various parts of the community.



IMPLEMENTATION STRATEGIES



5.1 Platform for Collaboration

One of the keys to success of the continued and intensified revitalization of Downtown Tarboro is the level and quality of collaboration among stakeholders. It is recommended to create a new platform for that collaboration, in order to engage more stakeholders and encourage them to work together more regularly and effectively. The platform should be anchored by the business community and property owners, and seek participation by residents, developers and the Town of Tarboro.

One option would be to expand the existing Tarboro Development Corporation to take on additional tasks and a broader geographic area (all of Downtown, not only Main St.). This option has the advantage of leveraging an existing institution, which could be operationalized quickly. It could be expanded to include more members, such as businesses and property owners in the whole Downtown area. It has the

disadvantage of being led by the public sector, which can be limited by a lack of financial resources and process-heavy rules and regulations.

Another option for the platform would be to create a new Business Improvement District (BID). The BID could be led by the business community and property owners and include participation by residents and the Town of Tarboro. The BID could operate in the entire Downtown Area (essentially, the planning area of the Area Wide Plan). Its task would be to promote development along Main Street and at a later date, West St. James Street. One mechanism for achieving that would be improvements to the public realm and the services needed to keep in good shape and attractive to residents and visitors alike. The BID would also be active in creating partnerships (both among stakeholders and between the BID and external parties) and in programming events that will contribute to activation and make Downtown Tarboro more exciting and higher-profile player in the eastern North Carolina.



Image W

5.2 Funding & Financing

Finding appropriate funding sources is essential to the successful implementation of the AWP. Included in the implementation strategy board are funding sources for each strategy, as applicable. Proposed funding sources have been focused on regional and state level programs that best fit the size and scale of the community and projects. It is recommended that complete funding resource roadmaps be conducted for each high priority project, including detailed design and cost estimation, to fully understand funding needs. While other funding opportunities may meet the needs of the plan's recommendations, these sources serve as a starting point to explore as a step towards implementation.

5.2.1 Goal: Maximize available state funding

Strategy A: Pursue a Rural Transformation Grant

Strategy B: Prepare a full grant funding strategy for all North Carolina grants eligible to a Tier 1 county

5.2.2 Goal: Activate "right-sized" funding and financed tools to support economic development

Strategy A: Determine the opportunity of Community Development Block Grant funding to support planning and urban design activities for land use and housing changes for downtown economic development.

Strategy B: Evaluate options for regulatory and financial incentives to support housing and development, such as tax abatements, increment capture (TIF, TIG), payment-in-lieu structures.

5.2.3 Goal: Leverage federal funding opportunities

Strategy A: Understand cost/benefit of pursuing major federal grant opportunities, considering projects costs and opportunity to package projects.



NORTH CAROLINA DEPARTMENT of COMMERCE



5.3 Regulatory

The zoning ordinance for downtown should be adjusted to deliver the type of urban form described and illustrated in this report. As described in Section 4.2, the desired outcome is compact, low/medium rise development and high-quality public open spaces, including streets. The current zoning code focuses more on land use and less on street layout and building form, which is typical for Euclidean zoning codes in effect around the country.

The changes to the zoning code could be made within the existing code, by changing dimensional standards (buildings setback, building heights, etc.). The existing code can be complemented by a pattern book, which provides visual illustrations of the layout and massing ideas codified in the standards. The pattern book is usually not a statutory part of the zoning code, but it helps with communication and outreach to code users.

Another option is to “carve” the Downtown area out of the existing zoning code and create a new form-based code to regulate development there. Form-based codes carefully regulate form but are lenient with respect to uses. A broader land-use mix in Downtown could help to attract more investment. Property owners would appreciate, as they do in many cities and towns in the U.S., the broader range of options they have for land uses to include in the development plans. Form-based codes also

provide more certainty to developers, since the main layout and scale decisions are defined in the code, and therefore not negotiated with development applicants during a long and unpredictable site plan review process.

The zoning ordinance should also be amended to allow multifamily housing by right instead of being permitted with standards, as it currently is in the Central Business District zoning district. Parking facilities should be permitted as a principal use in the CBD zoning district.

5.3.1 Goal: Adjust the regulatory framework to enable the implementation of the AWP

Strategy A: Revise the Unified Development Ordinance (UDO) to permit a broader mix of land uses Downtown

Strategy B: Amend the UDO to promote and enable the development of compact, walkable built form

Strategy C: Amend the UDO to enable curb-less street, reduced curb ratio implement proposed streetscape improvements

Strategy D: Amend the UDO to accommodate linear parks along Albemarle Ave.

Strategy E: Implement a Social District that complies with State of NC guidance

Implementation Matrix *(Table 4)*

Goal	Recommended Strategy	Timeframe	Priority	Partners	Funding
4.1	Land Use & Housing				
Goal 4.1.1. Develop more retail and cultural offerings Downtown	A – Concentrate commercial development along Main St. and St. James St.	Long	High	Main Street America, Business Improvement Edgecombe	
	B - Use the BID to coordinate among commercial developers, investors and business owners	Short	High	County Chamber, BID	
	C – Use existing economic incentives to attract more investment (see 4.4 below)	Ongoing	Low	Multiple	See 5.2.2.B
Goal 4.1.2. Develop more housing Downtown	A – Revise zoning to permit a broad range of housing options	Short	High	N/A	See 5.2.2.B
	B – Promote Downtown as a housing development destination	Short	Med	BID, Edgecombe County Chamber	
	C – Improve public realm to make housing development more attractive and profitable (see 4.3 below)	Short	High	Multiple	See 5.2.2 NEA Our Town Program
4.2	Urban Design				
Goal 4.2.1. Promote compact, walkable urban form	A – Revise development standards to permit compact urban form				See 5.2.2.A
	B – Prepare a pattern book to communicate desired built form to developers and land owners				See 5.2.2.A
4.3	Public Realm & Transportation				
Goal 4.3.1. Improve the downtown streetscape to enhance safety, attract residents and visitors, and activate the public realm	A - Redevelop North Main Street (E. Wilson St. to the Tar River Bridge) per plan recommendations	Short	High	DOT Main Street Program	See 5.2.1.A Congestion Mitigation and Air Quality Improvement
	B - Redevelop W. St. James Street (Main Street to Albemarle Ave.) per plan recommendations	Long	Mid	DOT Main Street Program	See 5.2.1.A Transportation Alternatives Program Congestion Mitigation and Air Quality Improvement
	C - Redevelop Albemarle Ave. streetscape (W. Wilson Steet to Main Street) per plan recommendations	Long	Mid	DOT	See 5.2.1.A NC Recreational Trails Program Grant Transportation Rebuilding American Infrastructure with
	D - Encourage public urban space downtown with new development	Ongoing	Low	N/A	
Goal 4.3.2. Connect the Town Common to Riverfront Park through trails, landscape, and improved signage through downtown	A - Redevelop Albemarle Ave. per the recommendations of Goals 4.3.1, strategy into a 10’ wide multi-use trail and linear park	Long	Mid	Parks and Rec	See 4.3.1.C
	B – Maintain and increase tree canopy downtown	Ongoing	Low		NC Urban Forest Council Legacy (NCUFC) Tree Grant
Goal 4.3.3. Strengthen sense of arrival to Downtown proposed through gateway parks, signage, and aesthetic	A- Consider new gateway park and entry signage at the intersection of W. St. James St. and Albemarle Ave. to strengthen as primary downtown entrance.	Long	Mid	Parks and Rec Public/Private	Parks and Recreation Trust Fund Grant NEA Our Town Program
Goal 4.3.4. Increase vibrancy through the promotion of arts-focused creative placemaking Downtown	A- Establish a Downtown beautification committee	Short	Mid	BID Main Street Program	
	B - Consider investment in Tarboro branded street furniture and banners to strengthen sense of place.	Ongoing	Mid		See 5.2.2 National Endowment for the Arts Our Town Grant Program



Goal	Recommended Strategy	Timeframe	Priority	Partners	Funding
Goal 4.3.5. Redevelop Riverfront Park to improve a natural amenity, increase access to and visibility of the Tar River, and promote ecotourism	A - Revitalize Riverfront Park per the design and environmental restoration recommendations outlined in Appendix C	Long	High	Parks and Rec	Parks and Recreation Trust Fund Grant Land and Water Conservation Fund Federal Grant North Carolina Land and Water Fund NC Recreational Trails Program Grant
	B - Market Tarboro as a hub for recreation and regional ecotourism	Ongoing	Mid	Tarbor Edgcomb Chamber	
4.4	Environmental				
Goal 4.4.1. Prioritize community flood resiliency	A – Develop a flood resilience plan and mitigation strategy for the Town of Tarboro	Long	High	NCDEQ,FEMA	Local Assistance for Stormwater North Carolina Land and Water Fund Building Resilient Infrastructure and Communities (BRIC) Program Flood Mitigation Assistance (FMA) Grant Program Water Resources Development Grant Program 319 Grant Program Local Assistance for Stormwater North Carolina Land and Water Fund
	B - Study Feasibility of downtown stormwater quality treatment	Long	Mid	NCDEQ, EPA	
	C - Educate Residents on BMPs for residential applications	Short	Low	NCDEQ EPA FEMA	
4.5	4.5 Economic Development				
Goal 4.5.1. Promote small business development Downtown	A – Create a new Business Improvement District to lead the economic development and investment promotions efforts	Short	High	Town of Tarboro, property owners	
	B - Leverage existing regional business clusters including the brewery to attract brewing & distilling industry related businesses Downtown.	Short	Low	Town of Tarboro, Edgecombe County Economic Development Corporation	
	C - Revitalize or redevelop underutilized properties along Main St.	Long	High	Town of Tarboro, Edgecombe	NC Building Reuse Program. Paul Bruhn
	D - Rehabilitate historic properties.	Long	High	Town of Tarboro, Edgecombe County, and Property owners	NC Historic Preservation Grants Historic Preservation Tax Credit
	E - Conduct market study for viability of establishing Downtown Tarboro into an Arts and Culture District.	Short	Low	Town of Tarboro	
	A - Organize more events – such as farmers markets, fairs, and arts and cultural events	Ongoing	Mid	Town of Tarboro, Tarboro Edgecombe Chamber of Commerce, Tarboro Development	



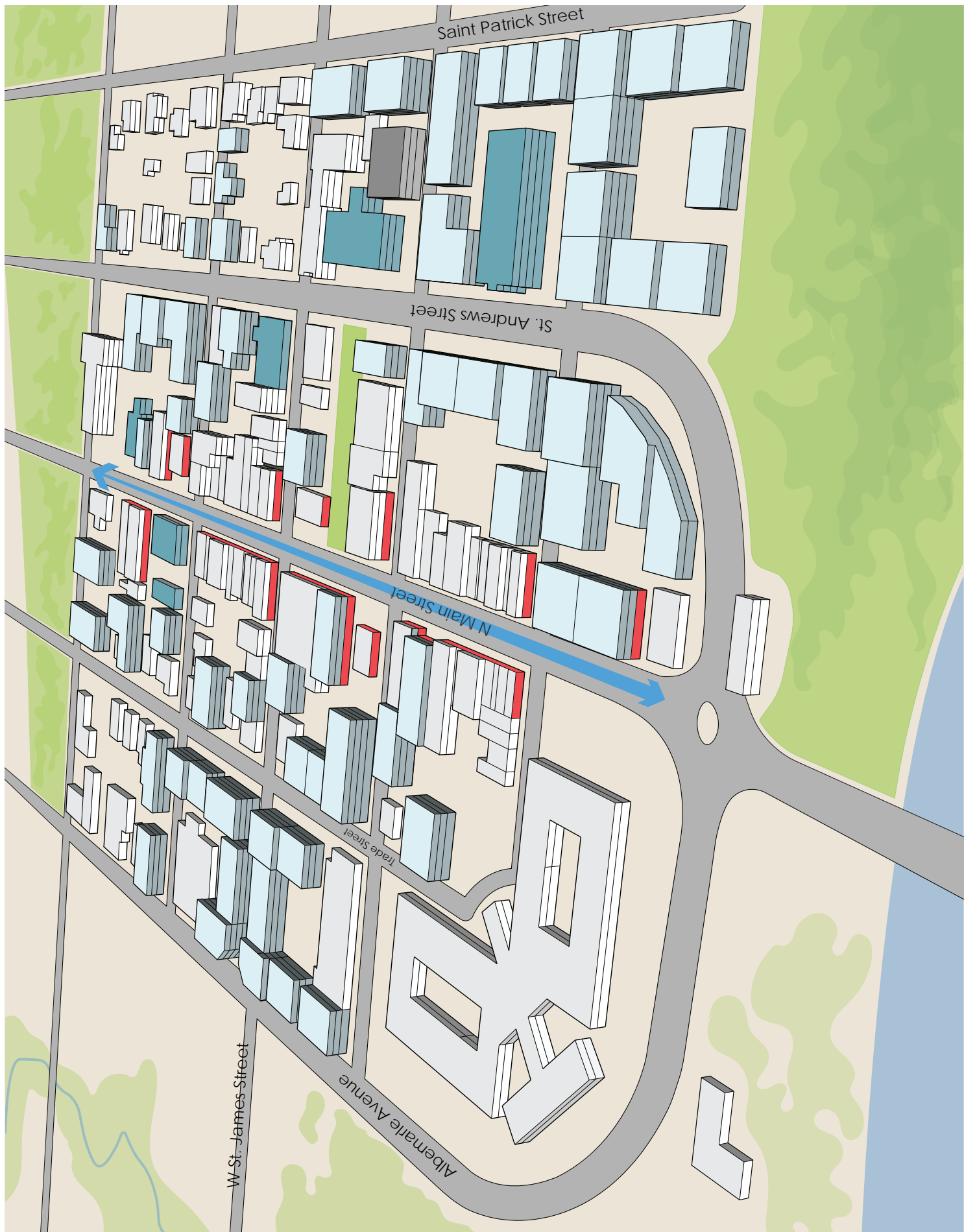
Goal	Recommended Strategy	Timeframe	Priority	Partners	Funding
Goal 4.5.2. Attract more visitors to Downtown	B - Leverage existing historic tourism attractions to help generate businesses and attract visitors Downtown.	Short	High	Town of Tarboro, Property owners, Edgecombe County Tourism Development Authority	Tourism Assistance Grant
	C - Explore partnership with the Edgecombe County Tourism Development Authority (ECTDA) to promote events and activities Downtown.	Ongoing	Mid	Town of Tarboro and Edgecombe County Tourism Development Authority	
	D - Provide programming and outdoor recreational activities at Riverfront Park	Short	Mid	Town of Tarboro, Parks and Recreation, Town of Tarboro, Tarboro Edgecombe Chamber of Commerce and Edgecombe County Economic Development	
	E - Market the commercial district through events and advertising to attract customers, potential investors, new businesses, residents, and visitors.	Ongoing	High	Town of Tarboro, Tarboro Edgecombe Chamber of Commerce and Edgecombe County Economic Development	
Goal 4.5.3. General new high-quality jobs	A - Support workforce development training of residents	Ongoing	High	Town of Tarboro, Edgecombe Business Improvement District	
Goal 4.5.4. Conduct a rebranding effort of Downtown.	A - Work with residents, downtown business owners, and other local entities	Long	Medium		
5.2	Funding and Finance				
5.2.1 Maximize available state funding	A – Pursue a Rural Transformation Grant	Short/Immediate	High	Town of Tarboro; NC Department of Commerce	Rural Transformation Grant
	B – Prepare a full grant funding strategy for all North Carolina grants eligible to a Tier 1 county.	Short	Medium	Town of Tarboro; Edgecombe County; NC Department of Commerce	
5.2.2 Activate “right-sized” funding and financed tools to support economic development	A – Determine the opportunity of Community Development Block Grant funding to support planning and urban design activities for land use and housing changes for downtown economic development. B – Evaluate options for regulatory and financial incentives to support housing and development, such as tax abatements, increment capture (TIF, TIG) , payment-in-lieu structures.	Short Long	Medium Low	NC Department of Commerce, Edgecombe County Town of Tarboro, NC Department of Commerce	Community Development Block Grant
5.2.3 Leverage federal funding opportunities	A – Understand cost/benefit of pursuing major federal grant opportunities, considering projects costs and opportunity to package projects.	Long	Low	Town of Tarboro, various NC state divisions (DOT, EQ)	
5.3	Regulatory				
Goal 5.3.1. Adjust the regulatory framework to enable the implementation of the AWP	A - Revise the Unified Development Ordinance (UDO) to permit a broader mix of land uses Downtown B - Amend the UDO to promote and enable the development of compact, walkable built form C- Amend the UDO to enable curb-less street, reduced curb radii to implement proposed streetscape improvements D – Amend the UDO to accommodate linear parks along Albemarle Ave. E - Implement a Social District that complies with State of NC guidance	Short Short Short Short Short	High High Mid Mid High	N/A N/A N/A N/A N/A	



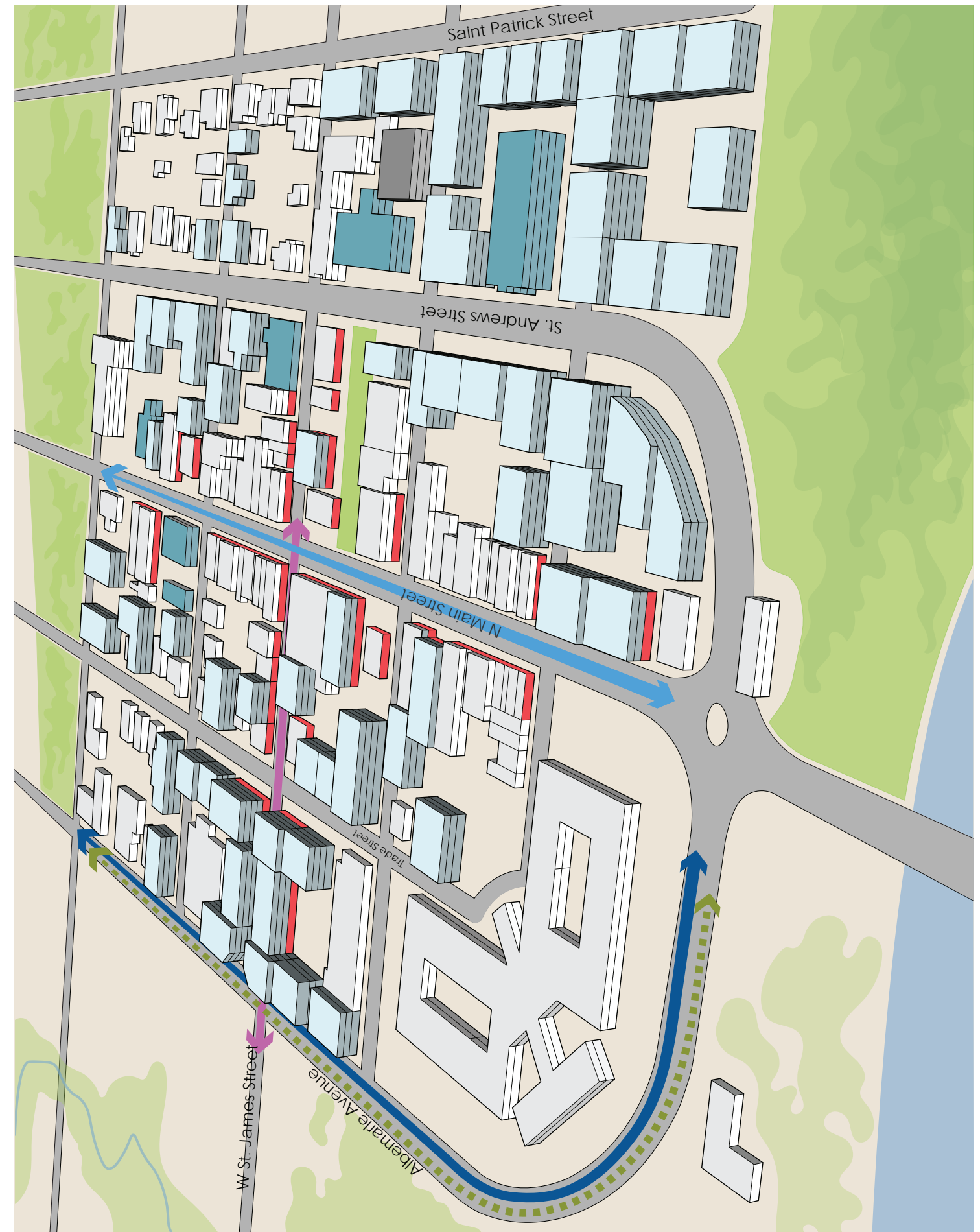
APPENDICES

APPENDIX A DEVELOPMENT ALTERNATIVES





DEVELOPMENT ALTERNATIVE 1



DEVELOPMENT ALTERNATIVE 2

Development Alternatives

Alternative	Land Use	Intensity	Open Space	Streets
1 – Baseline	Concentrate commercial investment along Main St.	<ul style="list-style-type: none"> – 2–4 story development – New development along Main St. to match existing in intensity and height – New development in other mixed-use areas to be similar to Main St. in intensity – Infill SFH areas at intensity to match existing area to east of downtown 	<ul style="list-style-type: none"> – Strengthen connection between Common & Riverfront Park – Encourage Pocket Parks within new Mixed Use Development – Prioritize Riverfront Park Redevelopment – Increase Tree Canopy Downtown 	<ul style="list-style-type: none"> – Redevelop Main Street streetscape – Increase placemaking elements
2 – Aggressive	Concentrate commercial investment along Main St. and W St. James St.	<ul style="list-style-type: none"> – 3–5 story development – New development along Main St. to match existing in intensity – Locate more intense development around County facilities – Consider additional higher-intensity development along St. James St. west of Main St. – Infill SFH areas at intensity to match existing area to east of downtown 	<ul style="list-style-type: none"> – Provide highly urban, pedestrian oriented streetscape along St. James – Create multiuse trail/linear park along Albemarle for direct connection between park – Create gateway parks – Improve Riverfront Park to strengthen destination 	<ul style="list-style-type: none"> – Redevelop Main Street streetscape – Redevelop St. James streetscape – Redevelopment Albemarle Ave. Streetscape – Increase placemaking elements

APPENDIX B

RIVERFRONT PARK REUSE & RESTORATION



To:	Tarboro Riverfront Park Restoration Town of Tarboro 500 N. Main Street PO Box 220 Tarboro, NC 27886	From:	Kaitlyn Woolard, PLA
		CC:	Joshua B. Gilman, PE, D.WRE Melissa Ruiz, PWS Nick Ronan, PE Brian Kvam, PG Stantec One West Fourth Street Suite 820 Winston-Salem NC 27101-3818
File:	Tarboro Riverfront Park Restoration Conceptual Design - Technical Memorandum (PN 238000650)	Date:	May 5, 2023

Reference: EPA Brownfield Assessment Grant – Riverfront Park Reuse & Restoration

In June of 2022, the Town of Tarboro engaged Stantec in Riverfront Park Reuse and Restoration design project under the EPA Brownfields Assessment Grant. The project site is comprised of 7 parcels fronting the Tar River, totaling approximately 29 acres, and currently used for passive recreation as park space and natural landscape area. The project site's western half includes an area identified as a brownfield due to the perception of contamination, driven from the site's history of illegal landfill activity. The project team conducted a conceptual level study of both ecological and recreational restoration needs to ensure the parks sustainable future use.

Stantec engaged the community to understand park priorities, desired uses, and preferred design aesthetic. Community engagement for this site was conducted concurrently with the Downtown Area Wide Plan project, of which the park is included in the study limits. Findings of the park related community engagement activities were as follows:

- Connect the community to the Tar River via nature trails and downtown greenway connection.
- Park beautification and increase viewshed of the Tar River both in park and at proposed observation points.
- Improved existing recreation facilities and provided new ones including trails, designated fishing areas, picnic areas, hammock stands, and natural play elements.
- Provide a natural aesthetic in restoration through use of large boulders and native plant material.
- Design new event areas including covered shelter, amphitheater, and restroom facilities.
- Encourage ecotourism through guided kayak and canoe tours, gear rentals and outfitters.

In addition to community engagement, Stantec conducted an onsite analysis of existing conditions and park restoration needs. In support of approved scope of services for the above-referenced project, Stantec has completed and presented to the Town (conference call, 01/17/2023) our preliminary park reuse and restoration concepts (refer to Appendix – Riverfront Park Restoration and Concept Design). These ideas were well received though documented approval of submission, with no further changes requested. As a follow-up, Stantec is providing this Conceptual Design Technical Memorandum as a narrative summary comparing 2 options for park and stream improvements presented previously, Alternative A and Alternative B. In general, these 2 options were compiled based on project feasibility and probable cost with Alternative B approximated to be a greater cost than Alternative A (not computed but based solely on the quantity and type of project elements). However, it should be noted that all of the components of the presented options are feasible and could be mixed-and-matched per the desire of the town.

Reference: EPA Brownfield Assessment Grant – Riverfront Park Reuse & Restoration

ALTERNATIVE A

Park Improvements – The improvements to Riverfront Park include the following proposed new or improved park elements:

- Albemarle Ave Park Gathering Space – This hardscape area is designed with a firepit, and river overlook for small to medium size gatherings. The design provides space for site furniture as well as seat walls for additional seating opportunities. The proposed design includes a new main parking lot for +/- 24 spaces and a permanent restroom facility.
- 10' Wide Multi-Use Trail - proposed to parallel the existing road throughout the park, with pavement markings to indicate trail area and vehicular use area.
- Quigless Clinic Pocket Park – proposed to provide river and park overlooks, seating, planting, and signage to serve as the park gateway from downtown. Pocked Park will serve as the grand pedestrian entrance to the park with stair connection (see below).
- Main Street Park Access Stair and Ramp – proposed to connect the Quigless clinic pocket park to downtown through a main staircase and ADA ramp. The proposed ramp will be located on the east side of the Quigless clinic building and traverse the existing slope at a maximum 5% slope for improved accessibility.
- Improved Parking Layout - existing parking areas throughout the park should be formalized with permeable pavers, striping, and curb stops. Parking layout areas provided in the plan show the most optimal parking locations for layout and efficiency. Formalizing parking layout will reduce disturbance of landscape areas and erosion. The proposed parking layout provides +/- 91 total parking spaces, plus additional trailer parking area.
- Designated Fishing Areas- Proposed Fishing areas will be located near existing fishing areas and supported by bank stabilization measures (see Fishing Holes, Stream Experience below)
- New Picnic Areas (East and West)
- Hammock Stand - one four post timber hammock stand is proposed on the east end of the park design.
- Expanded Nature Trails – New nature trails are proposed throughout the park, connecting to the existing nature trail, the proposed multi-use trail, and the ADA ramp adjacent to the Quigless Clinic. Expanded natura trails will provide an expanded trail system for passive recreation use. Trails will not be ADA accessible.
- Natural/ Educational Play Elements - natural play element should be provided throughout nature trail experience. Natural play elements may include climbing bounders, stepping logs, educational signage, and/or scavenger hunt signage to encourage a family friendly trail experience.

Stream and Wetland Improvements – In general, stream improvements focused on both human use and natural resource needs.

From the standpoint of **natural resource needs**, Stantec had identified specific areas of erosion requiring maintenance and care. Various treatments were considered, and those which offered natural protection with

Reference: EPA Brownfield Assessment Grant – Riverfront Park Reuse & Restoration

minimal maintenance were presented. Additionally, Stantec realized several opportunities to actively sustain or improve existing and/or potential aquatic habitat improvement.

- **Naturalized Wetland** – Located between the park road and Albemarle Avenue, this existing area demonstrates potential (hydrology, soils and vegetation) to foster a greater functioning wetland feature (reference Appendix page 3, item D) and corresponding overflow weir outlet (reference Appendix page 3, item H). By connecting runoff contributions from Albemarle Avenue through a proposed Step Pool (reference Appendix page 3, item C), this option proposes to improve influent water quality (increased dissolved oxygen and reduced total suspended solids). Additionally, this proposed wetland includes a storage overflow to the east into an adjacent (existing) riparian floodplain as a means to reduce park roadway overtopping. This wetland would be designed so that stored water could percolate, thereby recharging local hyporheic exchange at and around the adjacent fishing area. The proposed outlet to this naturalized wetland also incorporates an additional stable Step Pool, referred to as Boulder Water Access, that serves to deliver flows from the wetland during discharge events.
- **Stormwater BMP (Best Management Practice)** – Located at the southern end of the East Granville Street parking lot, this underutilized area currently serves as additional car parking owned by the Town. Preliminary runoff calculations support the idea that this parking area could be converted into some form of an infiltration basin (reference Appendix page 3, item G). Like the Naturalized Wetland, this Stormwater BMP would offer a minimum of flood storage, as well as probable water quality improvements (biofiltration and reduced total suspended solids). Direct effects of this treatment would not likely be as prominent to the receiving stream, as would the proposed Naturalized Wetland (above), but still meaningful to the overall cause.
- **Upper Bench and Lower Bench Protection** – Aggregate areas of erosion along this stream bank were addressed in this alternative through incorporation of natural channel process and consideration of a range of channel maintenance flows. For this reason, a nested channel is proposed (reference Appendix page 3, items A and B). Proposed boulder toe material for the lower banks serve to armor against erosion, while also offering foot access during low flows. Upper bank treatments include soil lifts and joint planting and enable natural stream function, provide soft armor, and access for park users. While this treatment serves primarily as a measure for stability, it also supports human use, as noted below.
- **Boulder Spurs** – Identified areas of severe erosion (outside bank of stream meander) were addressed through introduction of Boulder Spurs (Appendix page 3, item F). These instream structures consist of specifically sized/shaped boulders placed in accordance with horizontal and vertical design alignments (upstream sloped downward). These structures aid in increasing bank roughness as well as redirecting flow energies away from the bank, thereby reducing near bank shear stress and promote deposition toward natural recovery of the outside meander bank toe of slope suitable for natural vegetative recovery and/or human access.
- **Invasive Plant Material Restoration & River View** – In the interest of promoting ecosystem stewardship and public values, management of invasive and exotic plant species may involve chemical and mechanical measures paired with active revegetation of native species (Appendix page 3, item I). Native revegetation efforts range from seeding to live plantings (seedlings and containerized materials) applied consistent with seasonality of work. In addition to offering improved stream experience (noted below), establishment of a viable riparian area promotes further adjacent

Reference: EPA Brownfield Assessment Grant – Riverfront Park Reuse & Restoration

riparian/upland volunteer colonization supportive of native ecosystem function (in general: carbon sequestration, avian/macrofauna habitat, source of future in-stream woody debris among others).

From the standpoint of **human use**, activities including fishing, walking, and overall promotion of passive recreation served as drivers for improvement.

- Fishing Holes - Two specific human use areas of interest include two upstream and downstream fishing “holes”. Important to design was that these were accessible by foot (non-ADA), and that the associated habitat was maintained or improved. As such, Boulder Water Access (Appendix page 3, item E) was proposed. This type of access also supports stable conveyance for local drainage noted (< 1,000 SF).
- Stream Experience - In addition to the two prominently noted fishing holes, the concept incorporates other treatments supportive of park visitors’ other passive use stream experience. Upper Bench & Lower Bench Protection (noted above) serve primarily as bank stabilization but also support passive recreation (walking, fishing, sitting, etc.) for a range of flows. The Invasive Plant Material Restoration & River View (noted in above) enables visitors a more private experience in the natural environment where quiet, reflective time amongst native plants can be enjoyed while watching/listening to the adjacent Tar River.

ALTERNATIVE B

Park Improvements – The proposed park improvement of Alternative B includes all elements outlined in Alternative A, with the exception of the Albemarle Ave Park improvements. This concept alternative explores a future development scenario where the town is able to acquire parcels 473843138800 and 473843038200. These parcels are currently not owned by the town and prevent the town from controlling and maintaining the full extent of the Riverfront Park riverbank. The acquisition of these properties would allow the town to provide a contiguous park site and provide additional developable space for an event area. The proposed elements in this design alternative include:

- Design elements outlined in Alternative A (with the below changes to the Albemarle Ave Park Gathering Space)
- Albemarle Ave Park Gathering Space – The proposed gathering space should be expanded with the acquisition of the above-mentioned parcels, to include an event building, expanded restroom facility, event patio, river overlook, and additional 10’ wide multi-use trail connection. The proposed parking lot will include an additional +/-36 parking spaces.
- Small Amphitheater – a small amphitheater should be constructed on parcel ID: 473843138800, design with the existing topography. The proposed amphitheater should be a mix of turf and hardscape material and overlook the river. The amphitheater space should also connect to the multi-use trail.
- Mixed-use/ Residential Development opportunity along Albemarle Ave. frontage.

Stream and Wetland Improvements – In general, stream improvements remained the same for Alternative B as for Alternative A.

May 5, 2023

Tarboro Riverfront Park Restoration

Page 5 of 5

Reference: EPA Brownfield Assessment Grant – Riverfront Park Reuse & Restoration

RECOMMENDATIONS

Design Development – This design and restoration project is conceptual in nature and subject to change per site survey and further study of existing conditions. It is recommended to conduct a boundary and topographic survey to fully understand existing site condition implications to design recommendations.

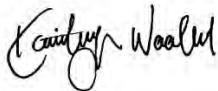
Cost Estimate – To fully understand appropriate funding sources for project implementation, the town should proceed with an opinion of probable cost for the proposed park improvements and restoration elements for each, both or other desired alternatives.

Project Funding – Pursue grant funding per the recommendations of the Town of Tarboro Downtown Area Wide Plan report, Goal 4.3.5. Potential funding opportunities include the following sources and require further exploration to determine eligibility:

- NC Division of Parks & Recreation – Parks & Recreation Trust Fund
 - [Parks and Recreation Trust Fund | NC State Parks \(ncparks.gov\)](https://www.ncparks.gov/parks-and-recreation-trust-fund)
- NC Division of Parks & Recreation – Land & Water Conservation Fund
 - [Land and Water Conservation Fund | NC State Parks \(ncparks.gov\)](https://www.ncparks.gov/land-and-water-conservation-fund)
- NC Land & Water Fund
 - [North Carolina Land and Water Fund | North Carolina Land and Water Fund \(nc.gov\)](https://www.nc.gov/nclandwaterfund)
- NC Trails – Recreational Trails Program Grant
 - [Apply for a Grant | North Carolina Trails \(nc.gov\)](https://www.nc.gov/trails)

Regards,

Stantec Consulting Services Inc.

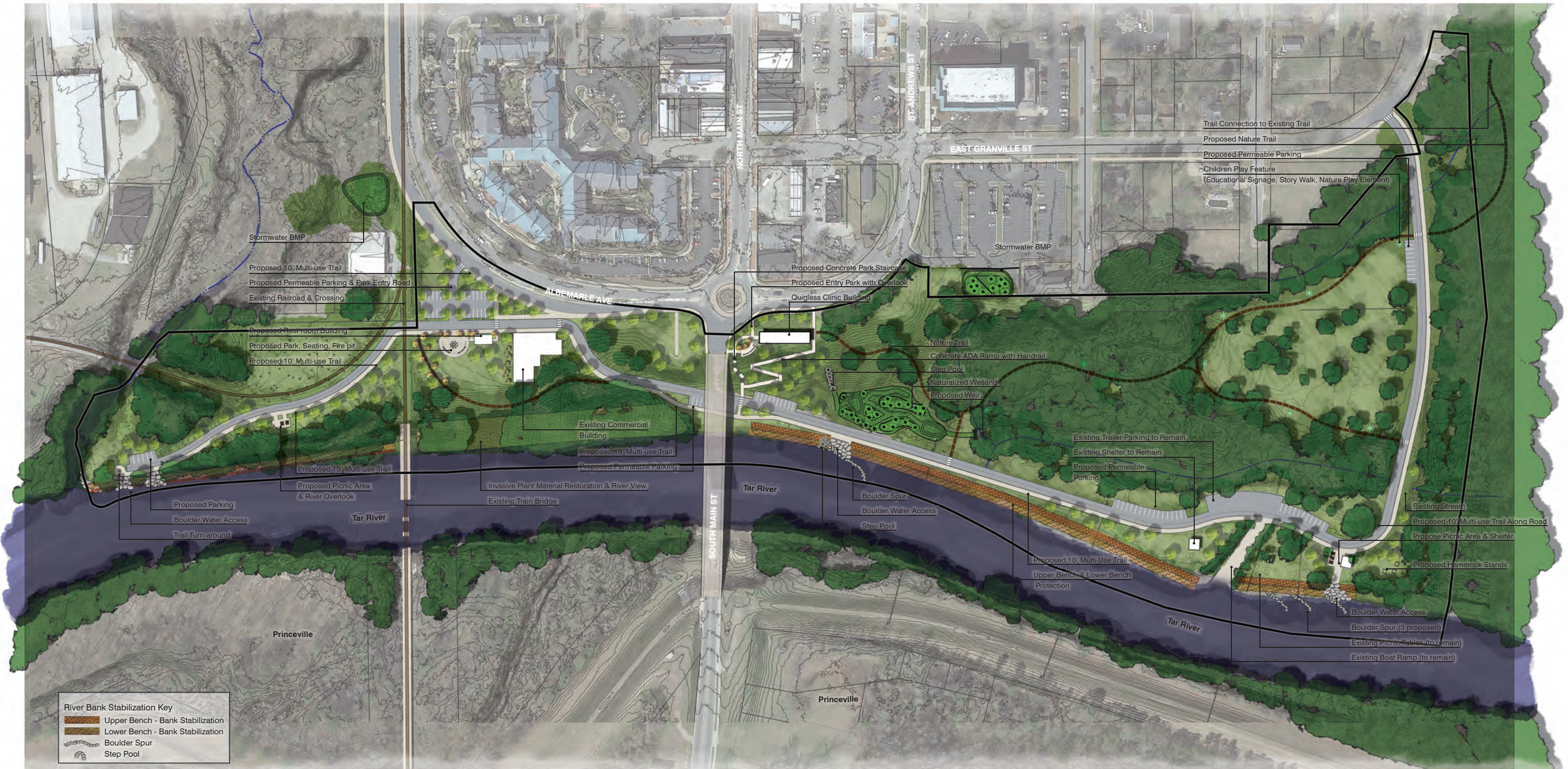


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Attachment: Appendix – Riverfront Park Restoration and Concept Design



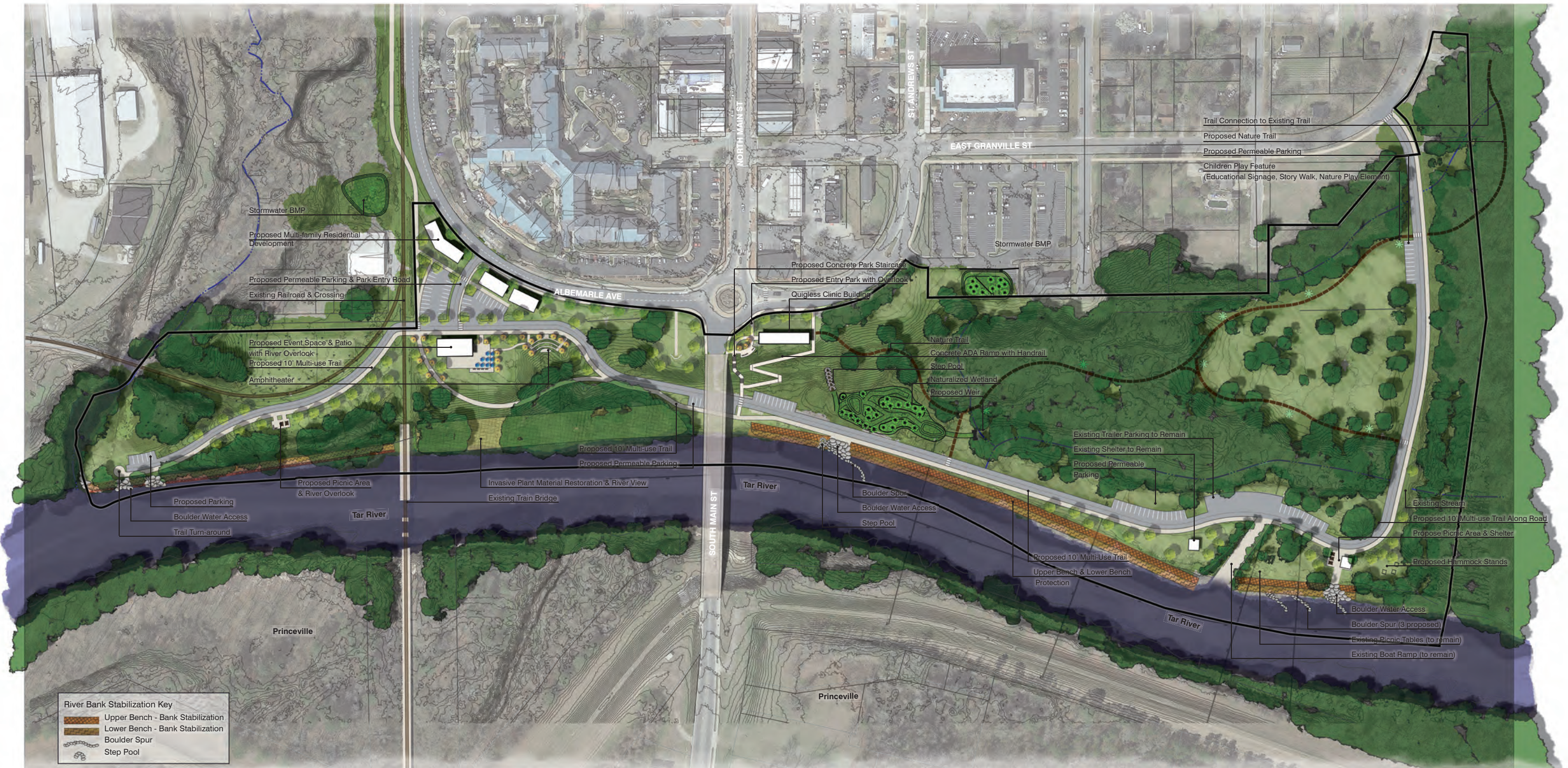
Riverfront Park Restoration and Concept Design | Alternative A

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May 2023

Pg. 1





Riverfront Park Restoration and Concept Design | Alternative B

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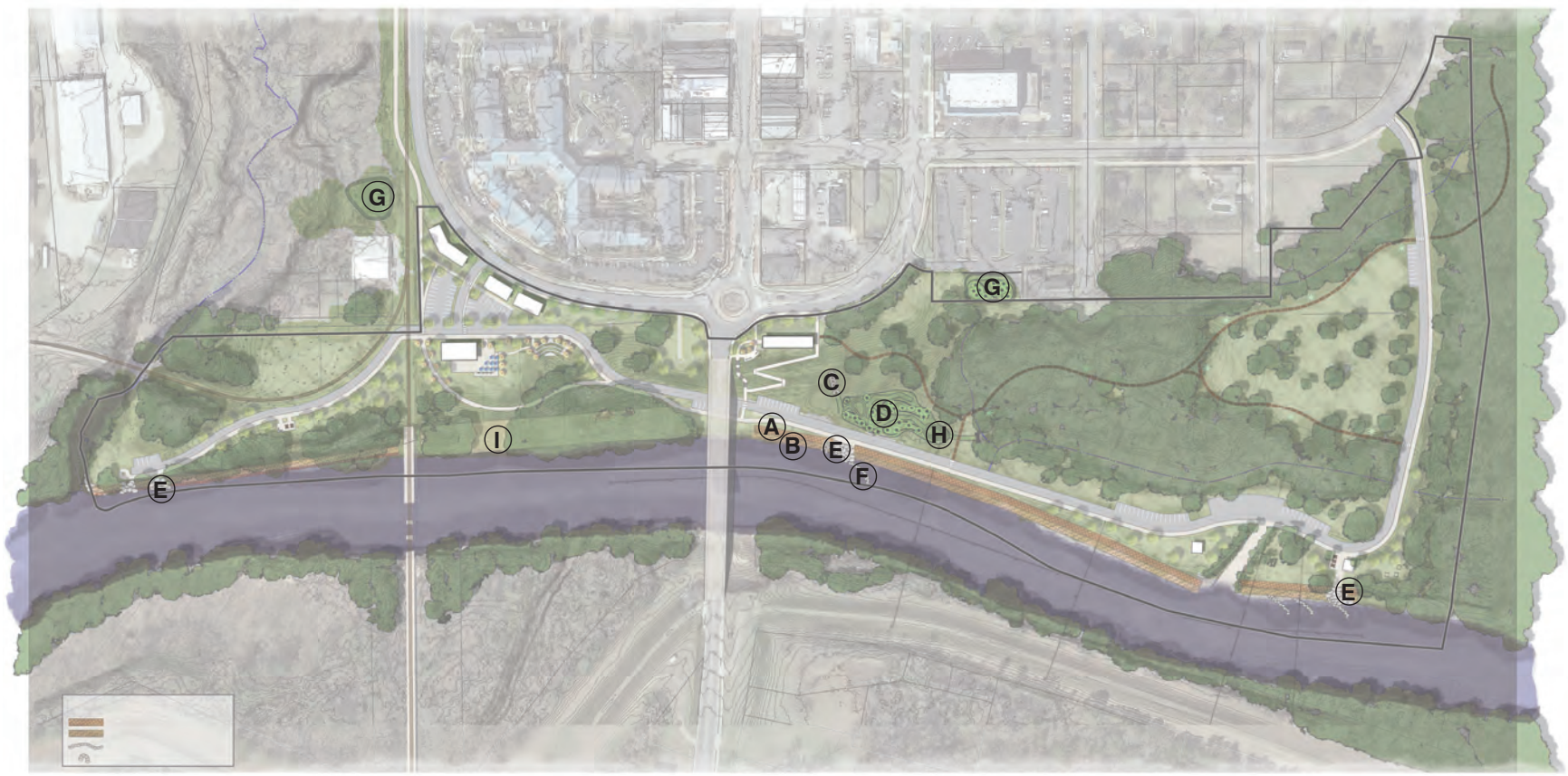
May 2023

Pg. 2





<https://www.ecolandscaping.org/webinar-replays/the-wet-and-wild-world-of-constructed-wetlands/>



<https://www.durhamnc.gov/1619/Green-Infrastructure>



<https://www.ecolandscaping.org/wp-content/uploads/2016/12/DSCN0035-500x375.jpg>



<https://www.alltrails.com/parks/us/georgia/morgan-falls-overlook-park>

Riverfront Park Restoration and Concept Design | Environmental Restoration Visioning Images

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May 2023

Pg. 3





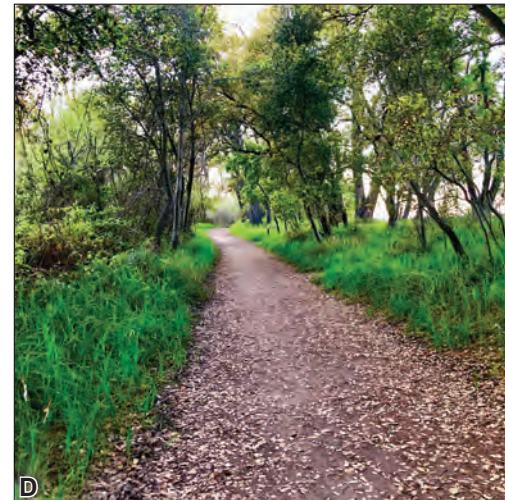
A <https://nplplan.com/parks-by-state/virginia-national-parks/prince-william-forest-park-park-at-a>



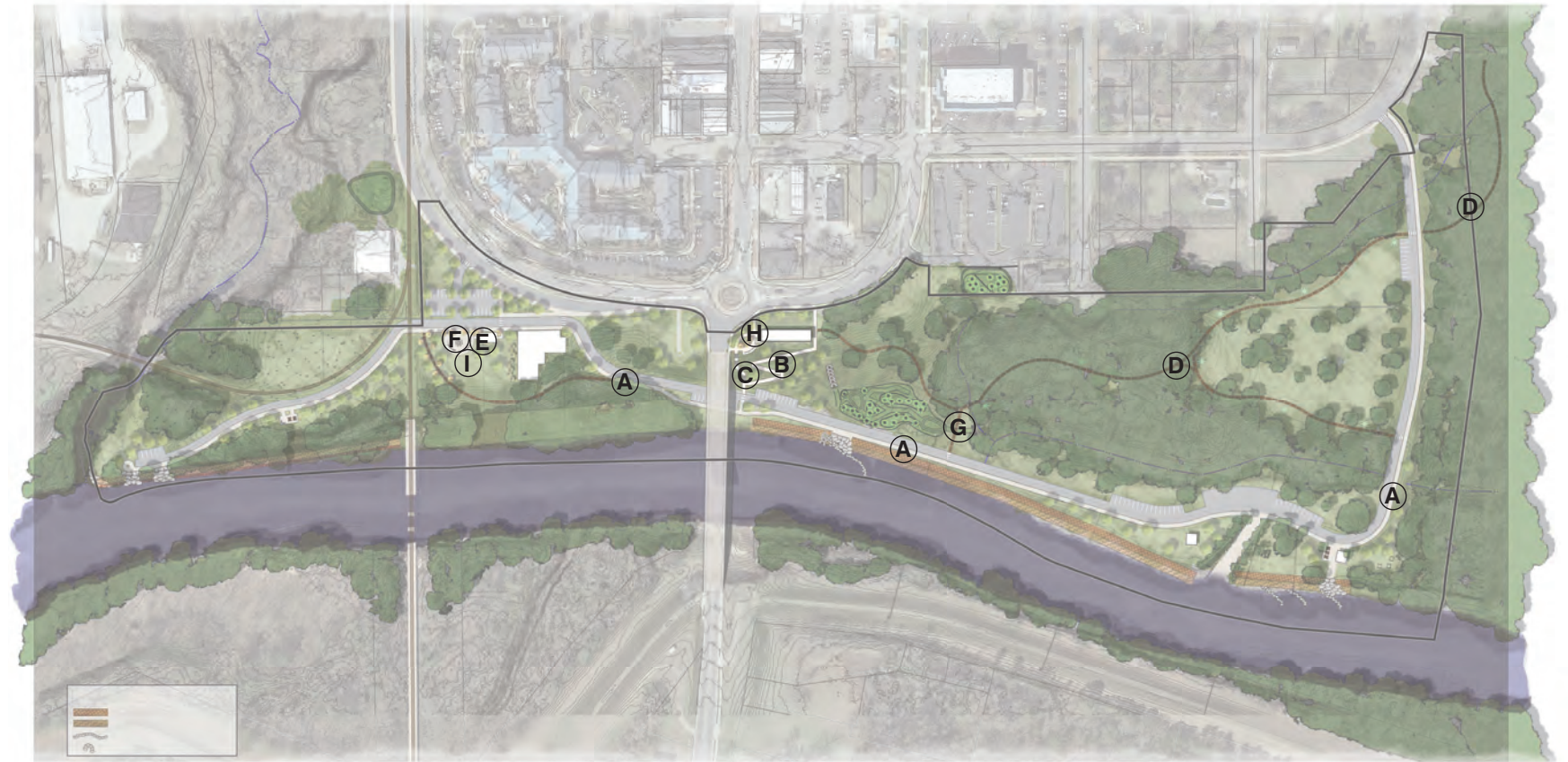
B <https://www.murfreesboron.gov/facilities/facility/details/Walter-Hill-Trailhead-55>



C https://accuratefencelc.com/bunch_portfolio/idealrail-commercial-handrail-black/



D <https://www.lodi.gov/982/Trails-and-Pathways>



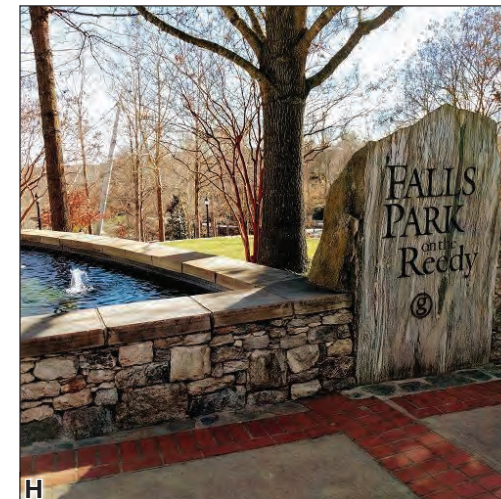
E <https://romtec.com/blog-categories/gable-ends-windows-or-vents>



F <https://www.exploregeorgia.org/sandy-springs/outdoors-nature/fishing/morgan-falls-overlook-park>



G



H



I <https://www.exploregeorgia.org/sandy-springs/outdoors-nature/fishing/morgan-falls-overlook-park>

Riverfront Park Restoration and Concept Design | Park Redevelopment Visioning Images

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May 2023

Pg. 4





A <https://www.virginia.org/listing/hawksbill-greenway/6977/>



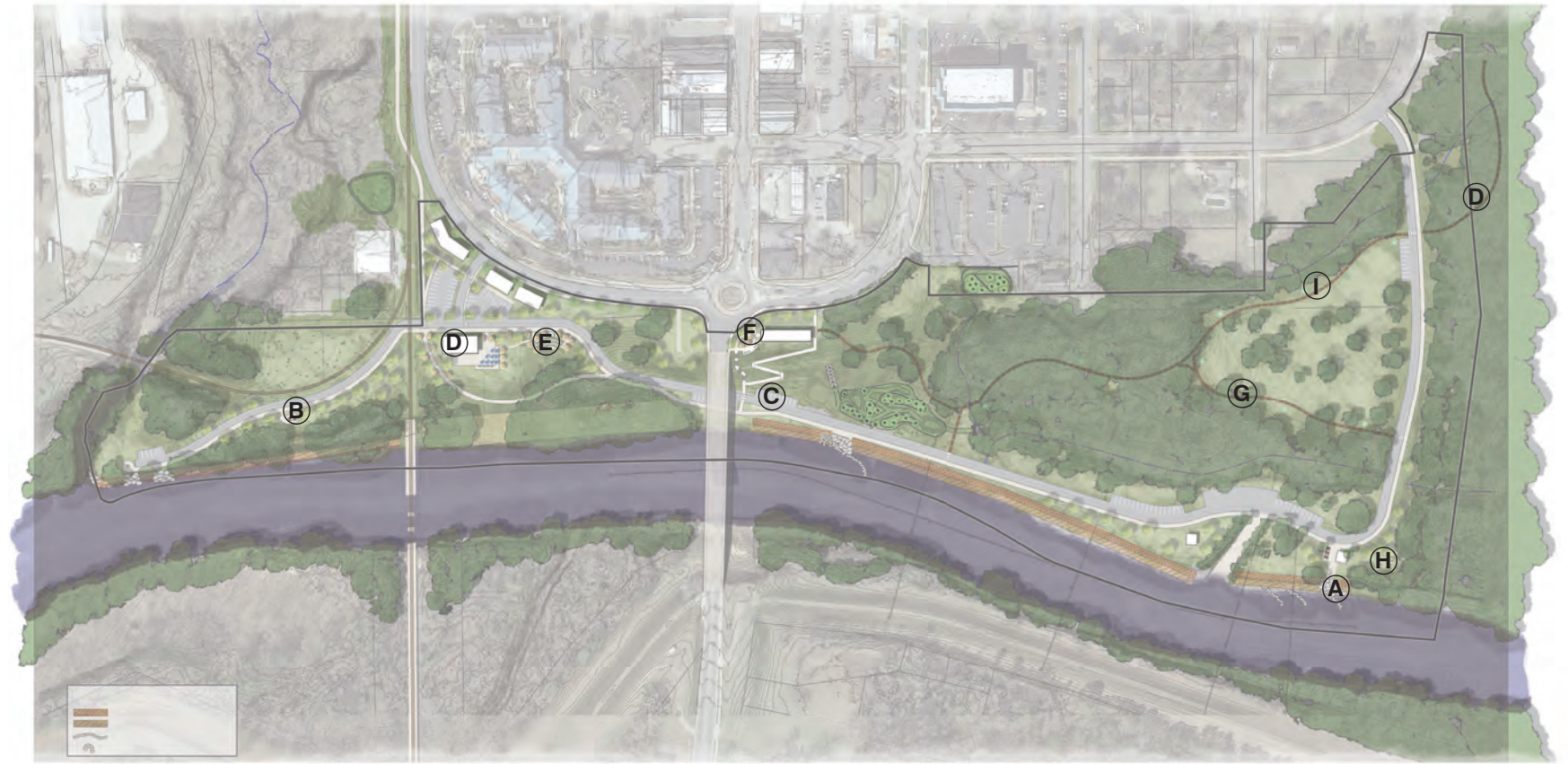
B <https://www.murfreesborothn.gov/facilities/facility/details/Walter-Hill-Trailhead-55>



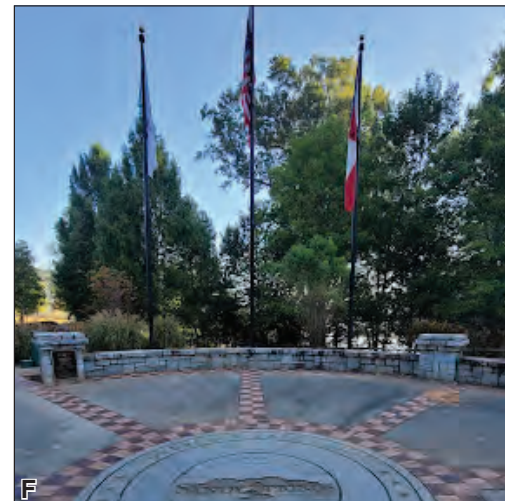
C <https://www.mass.gov/service-details/demonstration-3-permeable-paving-materials-and-bioretenion-in-a-parking-lot>



D <https://theparklands.org/venues/>



E <https://theparklands.org/venues/>



F <https://www.exploregeorgia.org/sandy-springs/outdoors-nature/fishing/morgan-falls-overlook-park>



G <https://www.pinterest.com/pin/60185345002758929/>



H <https://www.hillsboroughcounty.org/en/newsroom/2019/04/19/hanging-with-nature>



I <https://woodlibrary.org/story-walk-coming-to-canandaigua/>

Riverfront Park Restoration and Concept Design | Park Redevelopment Visioning Images

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May 2023

Pg. 5



APPENDIX C

RESILIENCY AND HAZARD MITIGATION ANALYSIS



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Project/File: 238000650 Task 40.01 Date: December 6, 2022

Reference: Resiliency and Hazard Mitigation Analysis for Tarboro, North Carolina

The following memo details resiliency and hazard mitigation considerations for the Town of Tarboro, North Carolina in association with the Downtown Tarboro Area Wide Plan. The highest risk and vulnerability hazard for the study area is flooding.

Located in central Edgecombe County, the Town of Tarboro is part of the Rocky Mount, North Carolina Metropolitan Statistical Area totaling a land area of 11.6 square miles. There are approximately 2,431.6 acres of wetlands in Tarboro. The purpose of the Downtown Tarboro Area Wide study is the identification of opportunities and strategies to revitalize the downtown core area which includes W. Wilson Street to the north, Albemarle Avenue to the west, the Tar River to the south, and St. Patrick Street to the east.

Annually, natural and human-caused hazards take the lives of hundreds and cost taxpayers billions of dollars to help communities, organizations, businesses, and individuals recover from disasters. In 2021, \$145 billion was the price tag for weather and climate disasters with 20 separate billion-dollar weather and climate disasters across the United States¹.

Hazards are a natural part of the environment, and each community faces unique hazards. Planning is among the best ways to mitigate the impacts of hazards. Community collaboration is vital to hazard identification as well as coordinating and developing implementation mitigation actions to eliminate or reduce identified vulnerabilities.

This memo is organized as follows:

- 1) Disaster Mitigation Act
- 2) Nash County, Edgecombe County, Wilson County (N.E.W.) Regional Hazard Mitigation Plan Synopsis
- 3) Justice40 – What it is and Potential Grant Opportunities
- 4) Resiliency and Hazard Mitigation Example Goals and Policies for the Land Development Plan/Comprehensive Plan
- 5) Next Steps



Figure 1. Location Map

¹ 2021 U.S. Billion-Dollar Weather and Climate Disasters in Historical Context. National Oceanic and Atmospheric Administrations. Accessed November 18, 2022. <https://www.climate.gov/news-features/blogs/beyond-data/2021-us-billion-dollar-weather-and-climate-disasters-historical>

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1) DISASTER MITIGATION ACT

Aimed at reducing the country's mounting natural disaster losses, the Disaster Mitigation Act of 2000 (DMA 2000) passed by U.S. Congress includes revitalization approaches to mitigation planning to reduce losses. Specifically, section 322 of DMA 2000, establishes state and local government coordinate hazard mitigation planning as a requirement for federal mitigation grants funds. Communities with an approved hazard mitigation plan are thereby pre-positioned to receive mitigation funds before and after the next disaster strikes. Federal Emergency Management Assistance (FEMA) funds administered under the Department of Homeland Security eligible for hazard mitigation planning include:

- Hazard Mitigation Grant Program (HMGP)
- Pre-Disaster Mitigation (PDM) program
- Flood Mitigation Assistance (FEMA) Program²

2) N.E.W. REGIONAL HAZARD MITIGATION PLAN SYNOPSIS

In compliance with the Disaster Mitigation Act noted in the section above, and in accordance with the planning process prescribed by FEMA, Nash, Edgecombe, and Wilson Counties and their incorporated municipalities of North Carolina, prepared a coordinated hazard mitigation plan providing a framework for hazard mitigation. To see the full N.E.W. Regional Hazard Mitigation Plan report and analysis specific to the Town of Tarboro click on this [link](#).

The N.E.W. Regional Hazard Mitigation Plan planning process for the risk assessment identified and profiled hazards that pose a risk to the region, assessed the region's vulnerability to these hazards, and examined capabilities in place to mitigate them³.

Specific to the Town of Tarboro, the highest quantifiable risk hazards are flooding and wildfire. Significant areas of the downtown are encompassed in 100-year and 500-year floodplain areas. Critical facilities are included in both the 100-year and 500-year floodplain including commercial facilities, critical manufacturing, food and agriculture, government facilities, and transportation systems.

Remedial actions for floodplain management could include but are not limited to improving drainage ways, improvements to stormwater infrastructure, the installation of green infrastructure, the addition of bioswales, the addition of silva cells/tree boxes, the addition of street trees, the addition of bioretention planters, installation of flush curbs, installation of raised stormwater planters, the reduction of imperious areas including the use of permeable pavers for parking areas and the raising of building first floor elevations for new structures to higher elevations per FEMA guidelines.

At a regional level, additional hazards assessed in the N.E.W. Regional Mitigation Plan included:

- Dam & Levee Failure
- Drought

² N.E.W. Regional Hazard Mitigation Plan. Wood. November 2020.

https://cms6.revize.com/revize/uppercoastalplain/NEW_Regional_HMP_Final_Plan_2021-07-28_13_32_53.pdf

³ Ibid.

Reference: Resiliency and Hazard Mitigation Analysis for Tarboro, North Carolina

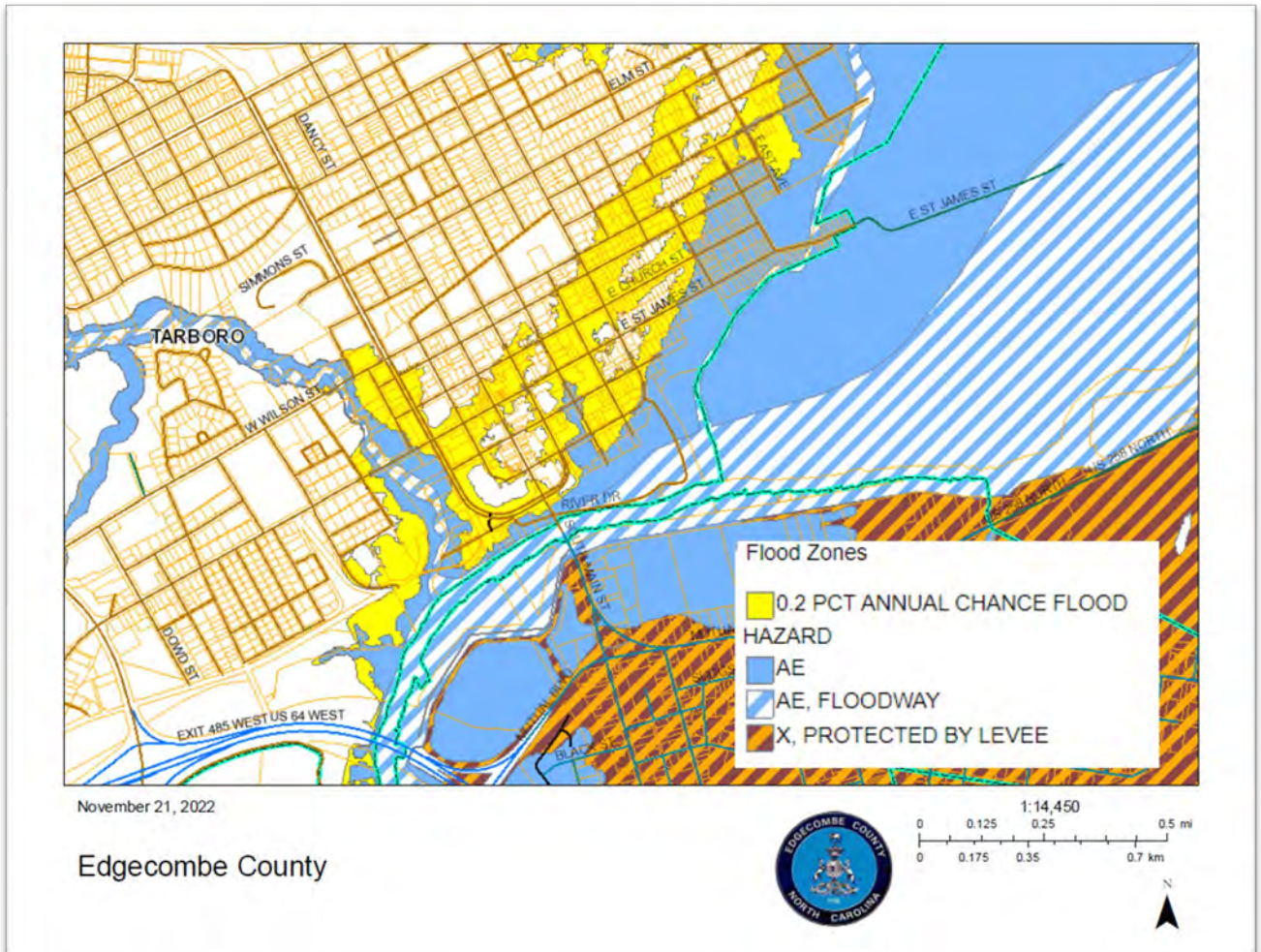
- Earthquake
- Extreme Heat
- Hurricanes & Tropical Storms
- Severe Weather (Thunderstorm Wind, Lightning, Hail, and Fog)
- Severe Winter Storm
- Sinkhole
- Tornado
- Radiological Incident
- Terrorism

The Town of Tarboro analysis included:

- **Identification of Critical Facilities by Type** – Example critical facilities by type include food and agriculture, banking and finance, chemical and hazards, communications, critical manufacturing, emergency management, government facilities, healthcare, transportation, energy, and water services.
- **High Potential Loss Facilities by Use** – Notable is that there are 21 commercial, 13 government, and 12 industrial buildings identified as high potential loss facilities.
- **Flood Analysis** - Tarboro flood hazards include flash floods associated with rain events which affect small streams and drainage systems and result in flooding of roads, streams, and low-lying areas. The second kind of flooding is overbank flooding which occurs during prolonged rain events which drop extensive rain over the entire river basin. An example of overbank flooding was Hurricane Floyd in 1999 in which over 20 inches of rain caused the Tar River and associated tributaries to spill over on the banks causing major local damage⁴.
- **Flood Zone Acreage in the Town of Tarboro** – 16.69% is Zone AE (100-year) and 5.08% is Zone X (500-year). The analysis further identifies the various types of critical facilities that are exposed to a 100-year flood and a 500-year flood.

⁴ “Tarboro Flood Information.” Town of Tarboro. Accessed November 18, 2022. https://www.tarboro-nc.com/departments/planning_and_inspection/tarboro_flood_information.php

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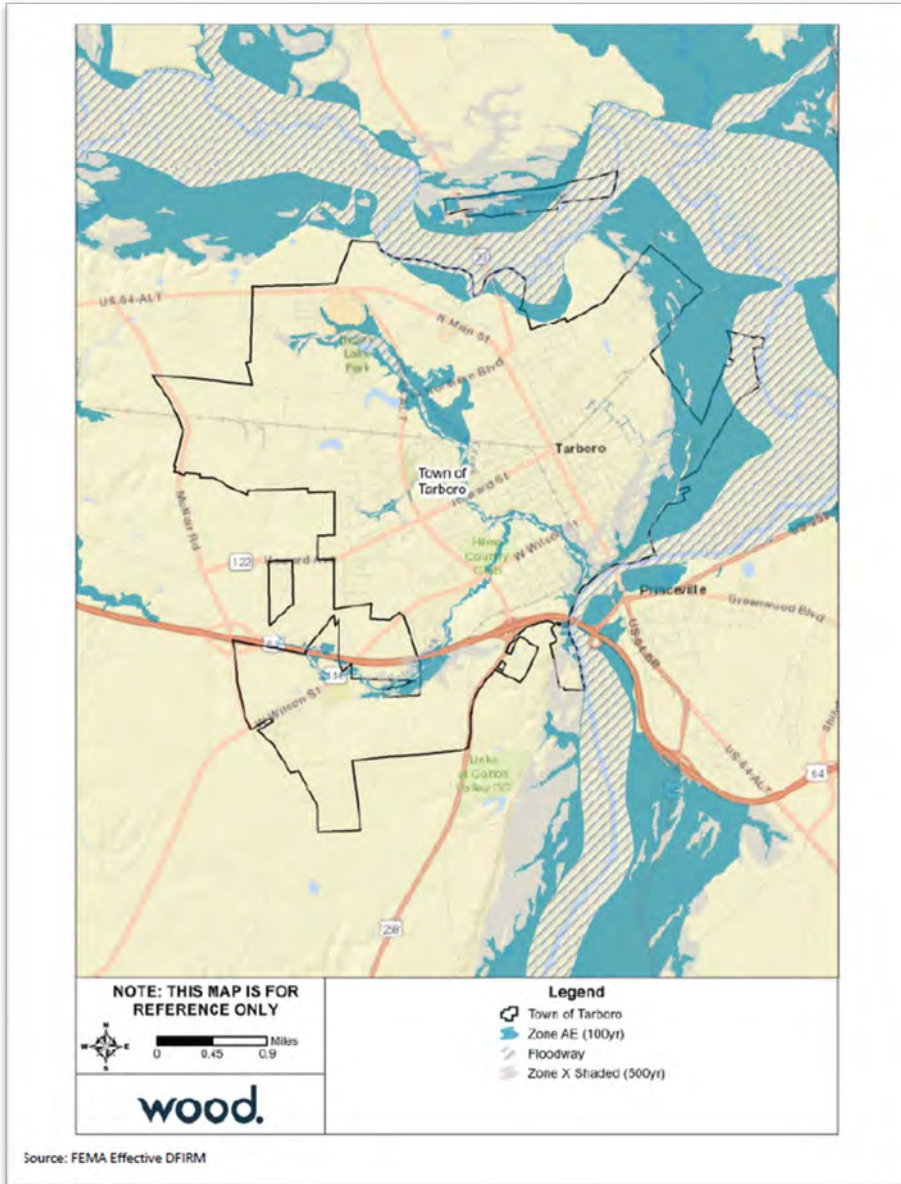


Figure 1. Flood Zone Map (Stantec to recreate new version with downtown outlined)

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The Town of Tarboro's specific mitigation strategy actions from the N.E.W. Regional Hazard Mitigation Plan report include:

- Place generators at shelters (structural).
- Inspect the storm sewer system to see if functioning properly and make improvements as necessary.
- Coordinate an emergency response training/exercise with the County, State, and Federal Emergency Agencies.
- Place information concerning hazard risk and preparedness on the Town Website.

3) JUSTICE40 – WHAT IT IS AND POTENTIAL GRANT OPPORTUNITIES

What is The Justice40 Initiative?

The Justice40 Initiative, as part of Executive Order 14008, is the federal government's goal that 40% of the overall benefits of certain federal investments flow to disadvantaged communities that are marginalized, underserved, and overburdened by pollution.

Low Income is defined as the percent of a census tract's population in households where household income is at or below 200% of the Federal poverty level.

A [Climate and Economic Justice Screening Tool](#) was developed by the White House Council on Environmental Quality, in partnership with the United State Digital Service. The interactive tool includes interactive maps with indicators to assist agencies in defining and identifying disadvantaged communities. The data to identify disadvantaged communities is based on census tract data with information coming from the census data, the American Community Survey, National Risk Index, EPA's National Air data, EPA's EJScreen traffic data, EPA's hazardous waste data, EPA's CERCLIS database, and HUD's Comprehensive Housing Affordability Strategy Dataset. Below are the results for the census tract encompassing the Town of Tarboro downtown study area.



Figure 2. Screenshot of Climate and Economic Screening Tool

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The downtown Tarboro census tract falls into three disadvantaged categories as further defined below (and highlighted in yellow)⁵. The categories include climate change, health burdens, and training and workforce development.

Categories	Disadvantaged Communities Criteria
	Communities are identified as disadvantaged IF they are at or above the 65th percentile for low income AND 80% or more of individuals 15 or older are not enrolled in higher education AND meet the additional criteria for each category as listed below.
Climate Change	Are at or above the 90th percentile for expected agriculture loss rate OR expected building loss rate OR expected population loss rate
Clean Energy and Energy Efficiency	Are at or above the 90th percentile for energy burden OR PM2.5 in the air
Clean Transit	Are at or above the 90th percentile for diesel particulate matter exposure or traffic proximity and volume
Affordable and Sustainable Housing	Are at or above the 90th percentile for lead paint AND median home value is at or less than the 90th percentile OR at or above the 90th percentile for the housing cost burden
Reduction and Remediation of Legacy Pollution	Are at or above the 90th percentile for proximity to hazardous waste facilities OR proximity to National Priorities List (NPL) sites OR proximity to Risk Management Plan (RMP) facilities
Critical Clean Water and Wastewater Infrastructure	Are at or above the 90th percentile for wastewater discharge
Health Burdens	Are at or above the 90th percentile for asthma OR diabetes OR heart disease OR low life expectancy
Training and Workforce Development	Are at or above the 90th percentile for low median income as a percentage of area median income OR linguistic isolation OR unemployment OR percentage of individuals in households at or below 100% Federal poverty level

The Justice40 Initiative programs require an overhaul of Federal funding processes. The White House Administration established 21 existing Federal Programs to serve as the Justice40 Pilot Programs. The goal was to provide lessons and best practices that could be applied to other covered programs.

While not all-inclusive, below is a sampling of the potential Justice40 grant opportunities that could potentially relate to the Tarboro study area.

FEMA Justice40 Initiative Programs

- [Building Resilient Infrastructure and Communities](#)
- [Flood Mitigation Assistance](#) competitive annual grant programs
- [Hazard Mitigation Assistance](#) to state, local, tribal and territorial governments to make communities more resilient from natural hazards.
- [FEMA Risk Mapping, Assessment, and Planning](#)
- [Regional Catastrophic Preparedness Grant Program](#), which helps to ensure that communities are prepared for disasters.
- [Swift Current Initiative](#), which is the [first FEMA initiative](#) funded through the Bipartisan Infrastructure Law to strengthen national preparedness and resilience. The Swift Current Initiative aims to better align the delivery of flood mitigation funding to provide improved support to disaster survivors by

⁵ “Climate and Economic Justice Screening Tool.” Council of the President of the United States Executive Office Council on Environmental Quality. Accessed November 1, 2022. <https://screeningtool.geoplatform.gov/en/methodology#low-income>

Reference: Resiliency and Hazard Mitigation Analysis for Tarboro, North Carolina

expediting Flood Mitigation Assistance awards following a disaster, rather than through an annual grant application cycle.

U.S. Department of Transportation Justice40 Initiative Programs

- [Carbon Reduction Program \(CRP\)](#)
- Charging & Fueling Infrastructure Grants
- [Congestion Mitigation and Air Quality Improvement Program \(CMAQ\)](#)
- Congestion Relief Program
- [Disadvantaged Business Enterprise Supportive Services \(DBE/SS\) Program](#)
- [National Electric Vehicle Infrastructure \(NEVI\) Competitive Program](#)
- [National Electric Vehicle Infrastructure \(NEVI\) Formula Program](#)
- [Nationally Significant Federal Lands and Tribal Projects \(NSFLTP\)](#)
- [On-the-Job Training Supportive Services](#)
- [Promoting Resilient Operations for Transformative, Efficient, and Cost-Saving Transportation \(PROTECT\) Formula Program](#)
- [Transportation Alternatives \(TA\) \(Surface Transportation Block Grant set aside\)](#)

U.S. Department of Energy Justice40 Initiative Programs

With over [140 DOE Justice40 programs](#), below is a list of just a few opportunities.

- Advanced Research Projects Agency-Energy (ARPA-E)
- Federal Energy Management Program
- Grid Deployment Office
- Loan Programs Office
- Office of Clean Energy Demonstrations
- Officer of Cyber Security, Energy Security, and Emergency Response
- Office of Economic Impact and Diversity
- Office of Electricity
- Office of Energy Efficiency and Renewable Energy

4) RESILIENCY AND HAZARD MITIGATION EXAMPLE GOALS AND POLICIES FOR THE LAND DEVELOPMENT PLAN/COMPREHENSIVE PLAN

In future amendments to the land development plan/comprehensive plan, consider the addition of a safety, resiliency, or hazard mitigation section. Below are some draft example goals and policies that could be considered in such a plan. This would require public community outreach and input to develop and revise policies specific to the needs and preferences expressed by the community.

Goal and Policies	Description
Goal HS-1 – General	Protect the Town of Tarboro and its residents from injury and damage resulting from natural catastrophes and hazardous conditions that include flooding and fire.
HS-1.1 Development Constraints	The Town shall permit development only in areas where the potential danger to the health and safety of people can be mitigated to an acceptable level.
HS-1.2 Maintain Emergency Services	The Town shall ensure that during natural catastrophes and emergencies the Town can continue to provide essential emergency public services.
HS-1.3 Contamination Prevention	The Town shall protect soils, surface water, and groundwater from contamination.

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Goal and Policies	Description
Goal HS-2– Emergency Response	Ensure the maintenance of the Emergency Response Plan in order to maintain its effectiveness in preparing and responding to natural or human-made disasters.
HS-3.1 Fire Protection Services	The Town shall coordinate with the Edge County Fire Department to assess the adequacy of available fire protection services for existing and proposed developments on an annual and project-by-project basis. In addition, recommendations for needed improvements will be given to responsible agencies.
HS-3.2 Fire Education	The Town shall support the County Fire Department's efforts to reduce fire hazards through public education.
HS-3.3 Reduce Fire Response Time	The Town shall encourage more concentrated urban development patterns in order to reduce the response time for the provision of fire protection services in areas outside the five-minute response radius of an existing fire station.
HS-3.4 Volunteer Citizen Disaster Groups	The Town shall work with volunteer citizen disaster groups to help during emergencies.

Goal and Policies	Description
Goal HS-3 – Flood Hazard	Minimize loss of life and property of Town residents from flood hazards.
HS-4.1 Natural Drainage Ways Protection	The Town shall protect natural drainage ways from loss or encroachment to urban uses.
HS-4.2 Town-Wide Flood Control System	The Town shall consider the feasibility of the development of a comprehensive Town-wide flood control system with adequate design capacity, at a minimum, 50-year storm conditions and 100-year storm capacity where feasible.
HS-4.3 100-Year Storm Improvements	The Town shall assess the long-term feasibility of developing 100-year storm improvements throughout the Town.
HS-4.4 Recreational and Open Space Uses	Where feasible, the Town shall pursue multiple uses of flood control features for recreational and open space uses.
HS-4.5 Comprehensive Flood Plain Management Program	To regulate development and land uses within the 100-year flood plain, the Town shall prepare and adopt a comprehensive flood plain management program.
HS-4.6 Master Drainage Plans	The Town shall require master drainage plans as a condition of approval for large development projects.
HS-4.7 New Residential Construction	The Town shall require new residential construction to have its lowest habitable floor elevated above the base flood level elevation, determined by FEMA standards.
HS-4.8 Stream Channels	The Town shall ensure that development within the 100-year floodplain complies with standards established within Town ordinances and the National Flood Insurance Program (NFIP) standards.
HS-4.9 Development within the 100-year Floodplain	The Town shall ensure that development within the 100-year floodplain complies with standards established within Town ordinances and the National Flood Insurance Program (NFIP) standards.

Goal and Policies	Description
Goal HS-5 – Global Warming	Support the analysis and development of programs to mitigate the impacts of global warming.
HS-6.1 Support Statewide Global Warming Solutions	The Town will follow the North Carolina Department of Environmental Quality programs to actively participate in North Carolina's net greenhouse gas emissions by 40% below 2005 levels and reduce carbon pollution while propelling the state into a new energy economy.

5) NEXT STEPS

Community feedback and collaboration among key stakeholders are fundamental steps in any major planning exercise. That feedback could be worked into future resiliency and hazard mitigation studies. While this memo is a brief resiliency and hazard mitigation considerations analysis, steps for a more

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detailed resiliency study could include the following:



Further analysis could include a risk-informed, phased approach to identify and prioritize investments for resilience projects with action-oriented implementation plans and identification of potential funding sources. Results can be incorporated into the next update of the land development plan/comprehensive plan. Any future changes to the land development plan/comprehensive plan will also need to be reflected in the next N.E.W. Regional Hazard Mitigation Plan report. Should a human-made or natural disaster strike, having such risks identified with a mitigation strategy, will aid in applying for FEMA grant funding should the need arise.

Regards,

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