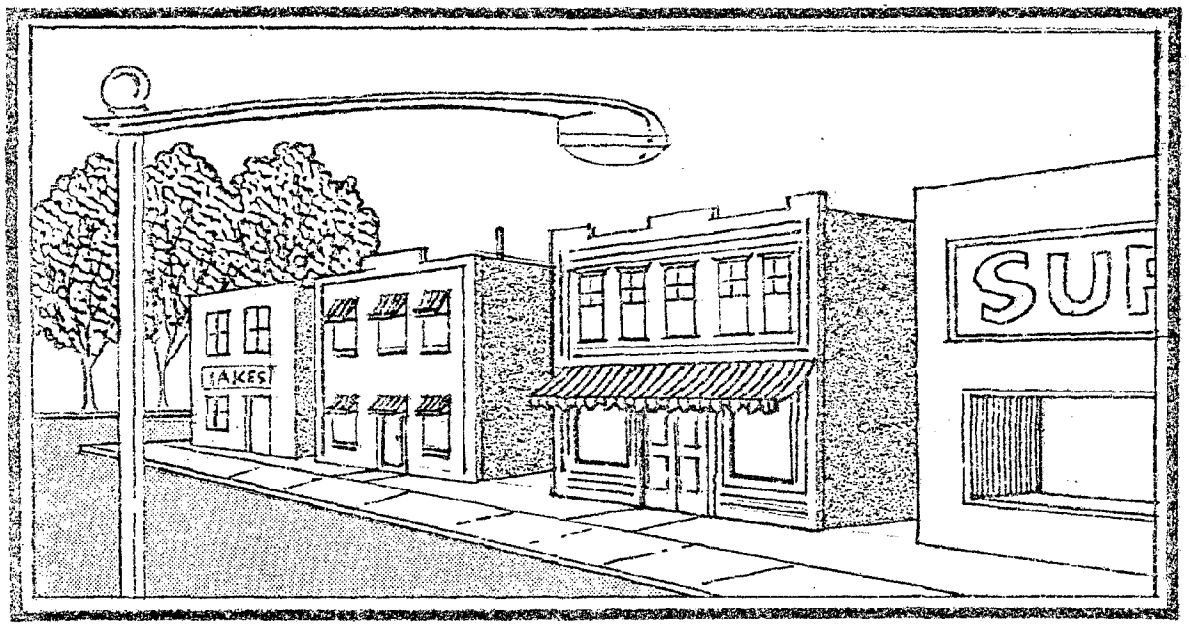
DOWNTOWN REVITALIZATION STUDY



BURGAW, N.C.

June, 1979

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BURGAW, N. C.
JUNE 1979

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PREFACE

DOWNTOWN REDEVELOPMENT

The history of the economic development of American cities in the twentieth century has been subjected to substantial changes in the habits and preferences of both rural and urban residents. Significant factors in the shift of spending preferences have been the mass production of the automobile, the billions of dollars invested in highways, and America's passion for the mobility of the family car, coupled with the abundance of gasoline available at bargain prices.

In this century, the family shopping trip has evolved from a horse-drawn wagon trip to the country store to an excursion to more distant urban areas where high business volumes made substantial reductions in the cost of the necessities of life possible. In a sense, the shopping trip became a way for the American family, offering an opportunity for a greater variety of goods and services, to which families became accustomed.

This trend resulted several decades ago in the evolution of the shopping center, which developed a pattern and design tailored after the diversity available in downtown areas. Housed in one central location, it was possible to satisfy a multitude of shopping needs in a single trip, and like most downtown areas, included restaurants and entertainment as well.

As a result of the competition of vast shopping centers in growing suburban areas, downtown areas, large and small, were subjected to diminishing sales and customers. They were further threatened by a multitude of competing convenience stores placed strategically near residential areas. As a consequence, reduced sales margins, vacancies, lack of capital for improvements, and dwindling numbers of planned facilities for downtown shoppers resulted.

However, a turning point in the trends may have been reached with the oil shortage of 1973, which highlighted limitations to the supply of natural

resources, and the beginnings of the end of cheap energy. The increased costs of transportation, coupled with innovations and revitalization efforts in the United States today have shown that downtown revitalization is not only possible, but that it is needed to preserve an American heritage. The public is faced with a choice between reinforcing the attractive open spaces and the aesthetic variety of downtown architecture and surroundings, or the sometimes unavailability of more inconvenient and costly transportation. Given this prospect, it seems realistic to assume that revitalization of downtown shopping and recreation areas will be the more pleasing and realistic alternative.

The billions of dollars flowing to the suburban shopping centers has at least begun to be matched by reinvestment in downtown. Recently, for example, a revitalization area of a major U. S. city, whose success was questioned by downtown critics, was recently greeted on its opening day by a million enthusiastic customers, a tribute to the judgment and imagination of its developer. The glamour of hundreds of cities is being restored by a strategic and innovature combination of public and private investment.

This movement is not limited to major cities of the nation, but it's also spreading to smaller cities and towns of the U. S. At its foundation is a basic human characteristic dating back to 6,000 B.C. --- that there is a prevailing human tendency for people to cluster together in cities and towns, creating common markets. Numerous towns of the U. S., aided by architectural and planning efforts, are choosing to invest in such prospects.

Aided by increasing energy costs, and the heritage of older and more aesthetic architecture which can be salvaged, there are good prospects that such efforts over time will prove successful. Downtown redevelopment plans cannot be achieved overnight, but their prospects are enhanced by recent economic changes and the interest of local citizens in downtown redevelopment.

William T. Reilly
Regional Planning Director
Cape Fear Council of Governments

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INTRODUCTION

Burgaw, the county seat of Pender, is located in the approximate geographic center of the county. In addition to its role as a government center, Burgaw has provided a major portion of the surrounding rural area's goods and services.

Burgaw Township and the Town of Burgaw are growing at a rate that is higher than that of Pender County. The only decade loss of population for Burgaw was recorded in 1970 when the Census recorded 6 persons less than the Census of 1960. Population information is summarized below:

Table 1

Area	1910	% Chg.	1920	% Chg.	1930	% Chg.	1940	% Chg.	1950	% Chg.	1960	% Chg.	1970	% Chg.
Pender County	15,471		14,788	-4.4	15,686	6.0	17,710	12.9	18,423	4.0	18,508	.5	18,149	-1.9
Burgaw Township	2,867		2,657	-7.3	3,192	20.1	3,517	10.2	4,068	15.7	4,135	1.6	4,422	6.9
Burgaw	956		1,040	8.9	1,209	16.3	1,476	22.1	1,613	9.3	1,750	8.5	1,744	-.3

The State Planning Office provided a 1977 estimate of population that listed Pender County as having 21,600 residents and Burgaw as having 2,070. This is an increase over the 1970 Census of approximately 15 percent for both jurisdictions.

Growth for Burgaw, although averaging 11 percent per census, has not been of sufficient magnitude to alter the town since the turn of the century. The

main change in the town has been the decentralization of its commercial and service area.

Burgaw, once limited to an area roughly bounded by Satchwell, Dickson, Wilmington, and Wright Streets, has dispersed. Concentrations now appear on U. S. 117 Bypass east of town and west of the railroad tracks on Wilmington Street.

By 1978, town officials and business leaders were sufficiently concerned about these trends to take action. The town fathers appointed a steering committee to oversee a study of the Burgaw central business district. The steering committee adopted the following goals and objectives for downtown revitalization.

GOAL: Revitalize the Central Business District of Burgaw (that area identified on the Official Zoning Map as B-1)

Objective: Make the CBD a convenient and attractive place to shop

Strategy: Improve customer convenience by:

- providing convenient safe parking
- making it easier to cash checks
- providing access to credit (charge accounts and credit cards)
- having competitive prices
- providing public access to restrooms and rest areas
- providing acceptable places for food and beverage purchase
- having merchants agree to conform to a specific schedule for business hours that are convenient to the public
- making available a wide range of merchandise that is attractively displayed

Strategy: Improve the Physical Appearance of the CBD by:

- preserving building and sites of historical significance
- adopting a building/restoration theme that will give the CBD an identifiable character
- promoting the use of and protection of trees that will enhance the beauty of the town (the use of flowers and other foliage also to be encouraged)
- removing structures that cannot be repaired to code standards
- restoring the exterior and interior of other structures
- promoting the use of vacant areas in a way that will support an adopted plan

Objective: Make the CBD a viable economic entity

Strategy: Create an economic climate that is prosperous and growth oriented by:

- establishing a liaison with Pender County Economic Development Interest and promote industry in the Burgaw area
- encourage the location of additional business and professional uses in the CBD
- encourage the "balanced growth" of the Burgaw Planning Area to encourage in-migration

Strategy: Promote the commercial and professional services of Burgaw by:

- creating an active and well led organization of business and professional interests dedicated to financial revitalization
- developing fund for revitalization projects (food sales, flea markets, fairs, assessments, etc.)
- promotion of special events (parades, festivals, etc.)
- promotion of special sales (George Washington's Birthday, after Christmas, etc.)
- developing a single promotion plan to include theme for revitalization, slogan, buttons, pennants, etc.

Strategy: Make the CBD a more active place by:

- youth involvement in community activities
- providing recreation and entertainment activities
- extending business hours
- opening community buildings for public use

These goals and objectives are quite ambitious. It is obvious that the effort be given specific direction. The plan for revitalization must be comprehensive, yet realistic. A cost effective approach that involves both private investment, individual initiative, with public support is essential.

The proposed plan is the consultants attempt to bring these factors together in a program that presents current conditions, proposes specific changes, defines revitalization responsibilities and offers an implementation schedule complete with financing strategies. It must be understood that this proposal is the result of a great amount of input from elected officials, steering committee members, town administrators, and the general public. The plan hopefully reflects the needs and attitudes of Burgaw and not an "ideal" situation.

The scope of the revitalization study is identified below:

- The area studied should conform to the boundaries of the existing CBD
- Effects of fringe area commercial activity should be discussed
- The improvements of U.S. 421 and N.C. 53 along with the construction of I-40 should be discussed in context with the CBD
- An inventory of existing building space should be included
- A determination of current tax value of the area should be made
- A proposal for downtown revitalization should be made
- Some estimate of total necessary public expense should be made
- An estimate of average private expenditures should be made
- Existing policy by ordinance and practice should be made to determine its effect on revitalization efforts
- An implementation plan should be included

BURGAW SURVEY RESULTS

Prior to employing a consultant to develop a revitalization plan for Burgaw, the Steering Committee made a concerted effort to obtain public opinion through a series of meetings. Attendance at these meetings was good and the problems and suggestions heard were considered valid and quite useful. The Committee felt that a broader base for opinion could be developed, however.

With the aid of the consultants, the Steering Committee developed two public opinion questionnaires for local input. One survey was designed for merchant/professional input. Every commercial establishment and professional agency was interviewed in the business district and several in other areas of town. A total of 53 interviews were made, representing more than 90 percent of the business and professional interest in Burgaw.

The consumer survey was more difficult to handle. Three separate approaches were used to gain citizen input. First, surveys were taken to the two schools in the Burgaw limits and distributed to students to obtain their parents opinions. Second, the survey was placed in the local newspapers for subscribers to complete and return. The final method used was to place survey forms in selected businesses in the town (banks, drug stores, etc.). Of the 2,000 surveys distributed, a total of 211 were returned to the consultant.

While 10.55 percent of a sample is not a significant return, the answers received compare favorably with the results of several public meetings conducted by the Steering Committee. The survey period covered more than four weeks and it was felt that the response would not significantly increase if the survey period was extended.

The following pages contain an analysis of the responses to both questionnaires. Percentages may not total 100 percent for two reasons; multiple answers and the fact that respondents did not answer all questions.

BURGAW SURVEY RESULTS

211 RESPONSES

1. How often do you shop in Burgaw?

21.3% Daily
2.8% Several times a week
39.3% Weekly
5.7% Monthly
28.4% Seldom
2.4% Not at all

The majority (69%) of survey participants shop in Burgaw regularly, although the incidence of shopping trips ranges from daily to monthly.

2. If you seldom or never shop in Burgaw, where do you shop most often? (Multiple answers were given by 65 respondents.)

80% Wilmington
29% Wallace
14% Jacksonville
2% Fayetteville, Raleigh, Whiteville

How often?

72.3% Weekly
6.2% Bi-weekly
4.6% Often
13.8% Monthly
3.1% Seldom

Most (80%) of the non-regular Burgaw Shoppers select Wilmington for their buying trips, and most (72%) shop out of town weekly.

3. Why do you shop there and not in Burgaw?

92.3% More variety
52.3% Better prices
35.4% More convenient parking
16.9% Friendlier atmosphere
10.8% More convenient hours

The prime reasons cited for shopping out of town were wider variety of merchandise, more competitive prices, and easier parking.

4. If you shop in Burgaw, what draws you to the Downtown Area? (Multiple answers, 121 respondents.)

41.3%	Convenience
24.0%	Stores/bargains
16.5%	Groceries
15.7%	Necessities
9.1%	Banking
5.0%	Drug store
1.6%	Library
1.6%	Post Office

More than 41% of the regular Burgaw shoppers said convenience is the downtown area's main attraction, while 32% are drawn by grocery needs and other necessities.

5. What specific problems do you find with Downtown Burgaw? (Multiple answers, 139 respondents.)

50.4%	Lack of variety
43.2%	Parking
13.7%	High prices
9.4%	Inadequate store hours
5.8%	Unfriendly store personnel
4.3%	Traffic congestion
3.6%	Lack of recreation facilities

Specific problems found with downtown Burgaw by regular shoppers are lack of variety (50%), parking (43%), and high prices (14%) - the same reasons cited by non-regulars for shopping out of town.

6. What problems do you find with Burgaw overall?

	Multiple Answers	
	Daily - Monthly (70 respondents)	Seldom - Never (29 respondents)
Lack of Recreation/Entertainment	31.4%	62.1%
Lack of Progress/Need to Modernize	27.1%	24.1%
Lack of Industry/Job Opportunities	25.7%	37.9%
Lack of Restaurants	11.4%	31.0%
Better Schools	7.1%	6.9%
Lack of Housing	5.7%	3.5%
Merchant attitude	5.7%	48.3%

Both groups (regular and non-regular shoppers) identified the lack of recreation and entertainment facilities as the biggest overall problem in Burgaw, although it was viewed as a more severe problem by non-regulars. Both groups appear about equally concerned with the lack of progress and need to modernize, the lack of industry and job opportunities, the need for better schools, and the lack of housing. The non-regulars also cited the lack of restaurants and the attitudes of merchants as prime problems.

7. Do you find Downtown Burgaw to be attractive or unattractive? Does this influence your choosing Burgaw as a place to shop?

		Influenced			
	Attractive	Yes	No	Undecided	Number Responding
Daily - Monthly	46.5%	35%	56.6%	8.3%	60
Seldom - Never	26.7%	18.8%	75.0%	6.2%	16
Total (both groups)	40.2%	31.6%	60.5%	7.9%	76
	Unattractive				
Daily - Monthly	39.5%	43.1%	45.0%	11.8%	51
Seldom - Never	68.3%	56.1%	39.0%	4.9%	41
Total	48.7%	48.9%	42.4%	8.9%	92
	Undecided				
Daily - Monthly	13.9%	22%	61.1%	16.6%	18
Seldom - Never	5.0%	33.3%	66.6%	0	3
Total	11.1%	23.8%	61.9%	14.3%	21

	Total Percentage	Influenced Yes	No	Undecided	Number Responding
Attractive	40.2%	31.6%	60.5%	7.9%	76
Unattractive	48.7%	48.9%	44.4%	8.9%	92
Undecided	11.1%	23.8%	61.9%	14.3%	21
Total	100%	39.2%	51.9%	8.9%	189

Overall, the survey participants were about equally divided on whether they found downtown Burgaw attractive or unattractive and on whether this factor influenced their decisions to shop in Burgaw. The regular shoppers were also almost equally divided, with slightly more (47%) finding Burgaw attractive. However, a relatively high majority of the non-regulars (68%) declared Burgaw unattractive, and a majority of these (56%) said that does influence their decisions not to shop in the downtown area.

8. If a new store or service were willing to locate in Downtown Burgaw, what would you like it to be? (Multiple answers, 200 respondents)

34.5% Fast Foods Restaurants
33.0% Shoe store/repair
32.5% Variety/discount store
28.0% Clothing/fabrics store
27.0% Theater/entertainment
22.0% Quality restaurant
18.5% Recreation facilities (bowling, skating, etc.)
16.0% Chain Grocery
15.0% Major department store
13.5% Major shopping center

Leading the suggestions for new stores or services in downtown Burgaw were fast food restaurants, shoe sales and repair, and variety discount stores. Proposals were also strong for clothing and fabrics shops, theater and entertainment facilities, and quality restaurants. However, if recreation facilities are considered interchangeably with theater/entertainment, that would be the top of the list with 45.5% of the survey participants responding.

Several suggestions for various speciality stores and services were made, but none received more than a 4% response.

9. Do you find the food service to be adequate in Burgaw? (196 responses)

37.8% Yes

62.2% No

10. Would you go to a new restaurant in Downtown Burgaw? (196 responses)

88.8% Yes

11.2% No

11. How often would you go? (164 responses)

38.4% Weekly

14.6% Often

13.4% Occasionally

12.2% Several times a week

9.2% Monthly

8.5% Every two weeks

3.7% Daily

Overall, the survey rated the food service in Burgaw inadequate (62%), and a high majority (89%) of the respondents said they would patronize a new restaurant, most of these (54%) either daily, weekly or several times a week.

This pattern was followed closely by both groups. Food service was rated inadequate by 61% of the regular shoppers and by 65% of the non-regulars, while 90% of the regulars and 80% of the non-regulars said they would patronize a new restaurant. Most of the regular shoppers (57%) said they would go either daily, weekly or several times a week, while 48% of the non-regulars said they would also.

12. Please rate the following as excellent, good, fair, or poor as it applies to Burgaw.

	Overall Survey			
	Excellent	Good	Fair	Poor
Groceries	14.1%	54.3%	27.6%	4.0%
Clothing	1.0%	7.8%	45.6%	45.6%
Furniture	1.0%	14.1%	46.0%	38.9%
Merchandise	1.0%	11.8%	51.3%	35.9%
Places to Eat	0.5%	2.4%	18.4%	78.7%
Entertainment	0.5%	0.5%	3.5%	95.5%

(continued next page)

Store Hours	4.4%	24.6%	37.9%	33.0%
Parking	0.5%	15.1%	31.7%	52.7%
Prices	-	5.9%	51.0%	43.1%
Appearance	0.5%	29.2%	43.7%	26.6%
Attention of sales personnel	5.0%	37.6%	34.7%	22.8%

Overall, only groceries received a "good" rating by more than half of the participants. A third gave good marks to attention of sales personnel. Store hours and general appearance both drew good ratings from one-fourth of the survey group.

Merchandise and prices were both rated fair by more than half the participants. Just under one-half gave fair marks to clothing, furniture and appearance. One-third gave fair ratings to store hours, attention of personnel, and parking. Groceries were rated fair by a fourth of the group.

Entertainment drew a poor rating from nearly all participants. More than three-fourths rated places to eat poor, and more than a half rated parking poor. Nearly half gave poor marks to clothing and prices. About a third rated furniture, merchandise, and store hours poor. Appearance of the area and attention of sales personnel drew poor marks from one-fourth of the group.

	Execellent	Good	Fair	Poor
GROCERIES	14.1%	54.3%	27.6%	4.0%
Daily-Monthly	14.7%	57.4%	24.3%	3.7%
Seldom-Never	12.3%	46.2%	33.8%	4.6%
CLOTHING	1.0%	7.8%	45.6%	45.6%
Daily-Monthly	1.4%	9.9%	50.7%	38.0%
Seldom-Never	-	3.1%	34.4%	62.5%
FURNITURE	1.0%	14.1%	46.0%	38.9%
Daily-Monthly	1.5%	18.5%	49.6%	30.4%
Seldom-Never	-	4.6%	36.9%	55.4%
MERCHANDISE	1.0%	11.8%	51.3%	35.9%
Daily-Monthly	0.8%	15.9%	52.3%	31.1%
Seldom-Never	1.5%	3.0%	47.7%	44.6%

(continued)

	Excellent	Good	Fair	Poor
PLACES TO EAT	0.5%	2.4%	18.4%	78.7%
Daily-Monthly	0.7%	2.1%	21.7%	75.5%
Seldom-Never	-	3.0%	10.8%	86.2%
ENTERTAINMENT	0.5%	0.5%	3.5%	95.5%
Daily-Monthly	-	0.7%	5.2%	94.1%
Seldom-Never	1.5%	-	-	98.5%
STORE HOURS	4.4%	24.6%	37.9%	33.0%
Daily-Monthly	4.3%	29.0%	40.6%	26.1%
Seldom-Never	4.6%	15.4%	32.3%	47.7%
PARKING	0.5%	15.1%	31.7%	52.7%
Daily-Monthly	-	17.7%	31.9%	50.4%
Seldom-Never	1.5%	9.2%	30.8%	56.9%
PRICES	-	5.9%	51.0%	43.1%
Daily-Monthly	-	7.9%	53.2%	38.9%
Seldom-Never	-	1.5%	44.6%	52.3%
APPEARANCE	0.5%	29.2%	43.7%	26.6%
Daily-Monthly	-	35.6%	42.2%	22.2%
Seldom-Never	1.5%	15.4%	46.2%	35.4%
SALES PERSONNEL	5.0%	37.6%	34.7%	22.8%
Daily-Monthly	5.8%	43.2%	33.8%	17.3%
Seldom-Never	3.0%	24.6%	35.4%	33.8%

Breaking the ratings down by regular shoppers (at least once a month) and non-regular (seldom or not at all), the survey shows significant differences of opinion in several areas.

The ratings were fairly consistent on groceries, with more than half of the regulars and almost half of the non-regulars giving "good" marks.

On clothing, half of the regulars rated it fair and slightly more than a third rated it poor. However, only a third of the non-regulars gave fair ratings, while two-thirds rated it poor.

Furniture received a fair rating from half of the regulars and poor from a third. More than half of the non-regulars rated it poor, and only a third fair.

On merchandise, the non-regulars were split between fair and poor, although it drew a good mark from more than one-fifth of the regulars, a fair from more than half, and poor from less than a third.

Ratings varied only slightly on places to eat, with three-fourths of the regulars and more than three-fourths of the non-regulars giving them poor marks. However, almost a fourth of the regulars ranked them fair.

Entertainment was ranked poor by almost all in both groups.

Almost one-half of the regulars said store hours were fair, with the other half split between good and poor. However, half of the non-regulars ranked hours poor and only one-third said they were fair.

Rankings were fairly consistent on parking with more than half in both groups marking it poor and nearly a third in each marking it fair.

More than half of the regulars gave prices a fair ranking and more than a third ranked them poor. The non-regulars were almost split between fair and poor, but leaned toward poor.

On appearance, only one-fourth of the regulars gave poor marks, with the rest almost split between good and fair. However, more than one-third of the non-regulars gave poor marks and nearly one-half ranked it fair.

Attention of sales personnel drew good marks from almost one-half of the regulars and fair marks from more than a third. However, only one-fourth of the non-regulars gave ranks of good, with more than a third in each of the fair and poor ranks.

13. If resources were made available, what should be done to improve Downtown Burgaw? (120 respondents, multiple answers)

40.8% Beautification/remodeling
29.2% Improved parking/streets
28.3% More shopping/service facilities
25.8% Entertainment/recreation
12.5% Restaurants

Beautification and remodeling or renovation efforts in downtown Burgaw were high on the list of suggestions for needed improvements.

Following, and almost equal in terms of response, were the needs to upgrade streets and provide parking, to offer more shopping opportunities and service facilities, and to provide entertainment and recreation facilities.

Other than restaurants, all other suggestions received less than a 3% response.

14. Do you think the Courthouse Square should be preserved and protected as a historical site?

83.9% Yes (88.1% of those responding)
11.4% No (11.9% of those responding)
4.7% No response

15. If the Courthouse Square is protected as a historical site, do you think activities should be allowed inside?

57.8% Yes (67.0% of those responding)
28.4% No (33% of those responding)
13.7% No response

On the grounds?

67.3% Yes (78% of those responding)
19.0% No (22% of those responding)
13.7% No response

More than four-fifths of the survey respondents are in favor of Courthouse Square as a historical site. Slightly more than two-thirds would allow activities inside, and more than three-fourths would allow activities on the grounds.

16. Personal data.

Sex (198 respondents)

AGE	MALE	FEMALE
Under 25	4 (2%)	9 (4.5%)
25 - 34	10 (5%)	73 (36.9%)
35 - 44	14 (7%)	41 (20.7%)
45 - 54	5 (2.5%)	13 (6.6%)
55 - 64	6 (3%)	14 (7%)
65 or over		10 (5%)
Total	39 (19.7%)	159 (80.3%)

Personal data reported shows that the largest age group participating in the survey is in the 25-44 bracket (70%). Of the total survey population, four-fifths are female, 72% of whom are in the 25-44 age bracket. Of the males participating in the survey, 62% are in the 25-44 age bracket.

Additional breakdown reveals that 69% of the females reporting shop regularly in downtown Burgaw, and 69% of the males shop there regularly.

Of the females who shop out of town, 59% are under 35 years old, and 29% are in the 35-44 age bracket. Males who reported shopping seldom or never in Burgaw fell equally into the under 35, 35-44, and over 45 age brackets.

Income: (174 respondents)

Under $ 5,000	29	(16.7%)
$ 5,000-$10,000	47	(27%)
$10,000-$15,000	33	(19%)
$15,000-$20,000	27	(15.5%)
$20,000-$25,000	20	(11.5%)
Over $25,000	18	(10.3%)

Financial data reported indicates a fairly even distribution of various income brackets, although a solid fourth fell in the $5,000 - $10,000 range.

A further breakdown of income data as to regular and non-regular shoppers shows the greatest percentage of each falls into the $5,000 - $10,000 bracket.

Income	Regular (122 responding)	Non-regular(52 responding)
Under $ 5,000	19.7%	9.6%
$ 5,000-$10,000	26.2%	28.8%
$10,000-$15,000	15.6%	26.9%
$15,000-$20,000	18.0%	9.6%
$20,000-$25,000	11.5%	11.5%
Over $25,000	9.0%	13.5%
	100%	99.9%

Overall, 83% of total respondents in the under $5,000 income bracket shop regularly in Burgaw, while 68% in the $5,000-$10,000 bracket are regulars. In the $10,000-$15,000 bracket only 58% are regulars, but this figure jumps to 83% in the $15,000-$20,000. For those with incomes of $20,000-$25,000, 70% shop regularly in Burgaw, and in the highest income bracket 61% are regular Burgaw shoppers.

It should be noted here that the survey did not measure the number of regular shoppers in downtown Burgaw who also shop in other towns and cities as well.

	BURGAW RATING	Excellent	Good	Fair	Poor
1.	Selection of Goods/Services	4.5%	34.1%	52.3%	9.1%
2.	Store Hours	4.5%	56.8%	22.7%	16.0%
3.	Parking Convenience	0.0%	18.2%	29.5%	52.3%
4.	Attention from Personnel	15.9%	61.4%	20.4%	2.3%
5.	Places to Eat	0.0%	6.8%	22.7%	70.5%
6.	Entertainment	0.0%	0.0%	13.6%	86.4%
7.	Prices	0.0%	27.3%	59.1%	13.6%
8.	Interior Appearance	0.0%	34.1%	50.0%	15.9%
9.	Exterior Appearance	0.0%	15.9%	61.4%	22.7%

OTHER TYPES OF STORES/SERVICES

Restaurant (fast food)

Clothing
- childrens
- women
- men

Shoes

Furniture

Theatre

Entertainment/Recreation

Doctors

WHAT CHANGES DOES BURGAW NEED?

Replace Older Delapidated Structures

Improve Parking

Improve Building Appearance

Upgrade Quality

Change Attitude

Underground Wiring

MERCHANT/PROFESSIONAL SURVEY

(53 Responses)

1. 22.6% in business 1 - 4 years
   18.9% 5 - 9 years
   11.3% 10 - 14 years
   13.2% 15 - 19 years
   5.7% 20 - 24 years
   1.9% 25 - 29 years
   11.3% 30 - 34 years
   15.1% 35 years or more

2. 54.7% own their buildings
   45.3% rent

3. 22.6% have one employee
   20.8% have two employees
   17.0% have three employees
   7.6% have four employees
   3.8% have five employees
   3.8% have six employees
   9.4% have seven employees
   9.4% have eight employees
   3.8% have ten employees
   1.9% have thirteen employees

4. 50.9% provide off-street parking for employees

5. 24.5% provide off-street parking for customers

6. (50 responses)
   60% offer charge accounts
   34% accept major credit cards

7. Store hours vary widely, but:
   45.3% close at 5 P.M.
   26.4% close at 5:30 P.M.

The largest response to the survey, nearly one-half, came from merchants/professionals who have been in business less than 10 years; although a fourth have been in operation from 10-19 years, and slightly more than a fourth have been in business 30 years or more.

Slightly more than half own their own buildings, and half provide off-street parking for their employees, while only a fourth offer off-street parking for customers/clients.

Nearly two-thirds have three employees or less, and a fourth have seven or more. Almost two-thirds offer charge accounts, and a third accept major credit cards. Opening and closing hours vary, with many businesses closed Wednesday and Saturday afternoons; however, nearly one-half close weekdays at 5 P.M. and slightly more than a fourth close at 5:30 P.M.

8. Would you contribute to a Burgaw Area advertising campaign? (53 responses)

47.2% Yes
24.5% No
28.3% Undecided

9. What other type of stores does Burgaw need? (31 responses, multiple answers).

51.6% Quality restaurant
25.8% Clothing store
19.4% Major department store
16.1% Entertainment/recreation
16.1% Fast food chain

Nearly one-half said they would financially support an advertising campaign boosting Burgaw, but the remaining half were almost divided between negative and undecided responses. The strongest suggestion to fill Burgaw's needs was for a restaurant, followed by clothing and department stores, entertainment and recreation facilities, and fast food chains.

10. Please rate Burgaw overall in:

	Execellent	Good	Fair	Poor
Selection of goods/services	2.0%	34.0%	56 %	8.0%
Store Hours	4.1%	55.1%	26.5%	14.3%
Parking convenience	-	22.0%	30.0%	48.0%
Attention from personnel	18.8%	58.3%	16.7%	6.3%

(continued)

	Execellent	Good	Fair	Poor
Places to eat	-	9.8%	17.6%	72.6%
Entertainment	-	2.0%	14.0%	84.0%
Prices	-	32.7%	65.3%	2.0%
Interior appearance	-	34.7%	46.9%	18.4%
Exterior appearance	-	20.4%	55.1%	24.5%

Only 10 respondents added comments, and five of these referred to remodeling or renovation of existing buildings.

The only factor receiving a significant excellent rating was attention from sales personnel, which also was rated good by more than half the respondents.

Also rated good by more than half were store hours, although a fourth gave hours only fair marks.

Selection of goods/services was rated good by a third of the respondents, but only fair by more than a half.

Prices were also rated good by a third, but the other two-thirds rated them fair.

Interior appearance received good marks from a third, but fair marks from nearly a half. More than a half rated exterior appearance fair, while the other half split on good and poor.

Almost half rated parking convenience poor, and nearly a third rated it fair.

Places to eat received poor ratings from nearly three-fourths, and more than four-fifths rated entertainment poor.

11. What other types of stores or professional offices does Burgaw need? (34 responses).

41.2% More doctors
29.4% Clothing/department store
20.6% Quality restaurant
17.6% Theater/entertainment
17.6% None
8.8% Shoe store

When the question of professional offices was posed along with store types, more doctors was selected as the greatest need, dropping restaurants from first

place (Question 9) to third. However, clothing and department stores remained in second place, and the need for entertainment facilities drew essentially the same response.

12. What would you change in downtown Burgaw if you could? (34 responses).

47.1% Beautification/building renovation
41.2% Improved parking
14.7% More convenient store hours
5.9% Better variety
5.9% More progressive attitude

13. If public investments and/or other merchants agreed to share in the cost, would you help pay for: (40 responses).

	Yes	No
Parking lots	30.0%	70.0%
Street Landscaping	30.0%	70.0%
Pedestrian Walk	23.7%	76.3%
Better Lighting	24.3%	75.7%
Building Restoration	23.1%	76.9%

Nearly half the respondents said they would change downtown Burgaw through beautification, building renovation and improved parking. However, less than a third said they would agree to help pay for such improvements.

14. Comments on Revitalization Effort:

35.9% Positive
11.3% Negative
15.1% Indifferent
37.7% No response

However, of the 33 responding:

57.6% Positive
18.2% Negative
24.2% Indifferent

Of the total survey participants, more than a third gave positive responses to Burgaw's revitalization effort, but another third had no response.

However, more than half of those responding had positive reactions, while slightly under a fourth appeared indifferent.

15. Idea of what area your customers come from? (25 responses).

64% (County-wide)
12% (90% within county)
8% (mainly Burgaw)
16% (ranges from 40% to 95% within county)

ECONOMICS

A. In February of 1978, municipal employees conducted a survey of the Burgaw Central Business District to determine building ownership, use and occupancy. The consultant compiled this information in a series of tables. There may be some minor changes since the survey, but not significant enough to change the following tables.

Table I

BURGAW BUILDING USE SURVEY

Street	Occupant	Sq. Feet
East Side 100 Block North Walker Street	Marshall Oil Co. (pumps only)	Lot 8100
	Barnes Tourist	7104 (2 fl.)*
	Residence	
	County Jail	7680
	Fast Fare	2640
West Side 100 Block North Walker Street	Moore & Biberstein Atty's.	2698
	Town Hall	4896
	Surveyors Office	1224
	V. Service Station	1125
East Side 100 Block South Walker Street	Nash Equipment	9600
	V. Lot	Lot 5000
	Residence	
	Residence	
	Residence	
	Church Activity Bldg.	
West Side 100 Block South Walker Street	Courthouse	
East Side 200 Block South Walker Street	Service Station	1250
	Body Shop	1334
	Residence	
West Side 200 Block South Walker Street	Offices	NA**
	Residence	
	Residence	
North Side 100 Block East Satchwell Street	Realty & Construction Office	NA
	Post Office	NA
South Side 100 Block East Satchwell Street	Southern Bell Exchange Terminal	NA
North Side 100 Block West Satchwell Street	Residence	
	Residence	

South Side 100 Block West Satchwell Street	Carolina Blueberry Whse.	
East Side 200 Block South Dickerson Street	Residence Harrell's Funeral Home Vacant Lot Residence Vacant Lot	
West Side 200 Block South Dickerson Street	Josey Fertilizer Sport Shop	NA NA
East Side 100 Block South Dickerson Street	Vacant Lot U Wash N Dry Residence Cape Fear Tech	
West Side 100 Block South Dickerson Street	SCLRR Depot (Harrell's Vending & Storage)	NA
East Side 100 Block North Dickerson Street	Residence Residence Residence Residence Residence Residence	
South Side 100 Block West Bridger Street	Residence Residence	
South Side 100 Block East Bridger Street	Residence Residence Residence Vacant Lot	
East Side 100 Block North Wright Street	Residence Residence Residence Residence Residence	
West Side 100 Block North Wright Street	Residence Residence Residence Residence	
East Side 100 Block South Wright Street	Courthouse	214,632 (3 fl.)

West Side 100 Block South Wright Street	Westbrook Variety	15,230 (2 fl.)
	Farrior's Clothing	5,531 (2 fl.)
	Ideal Barbers	1,872
	Harrell's Dept. Store	5,353 (2 fl.)
	Pope's Variety	16,488 (2 fl.)
	Dees Drug Store	7,927 (2 fl.)
	Vacant Commercial	1,862
	N.C. Natural Gas	1,497
	Burgaw Jewelers	1,414
East Side 200 Block South Wright Street	Vacant Lot	
	Padgett's T.V.	1,988
	Vacant Lot	
	Laundry Mat	1,260
West Side 200 Block South Wright Street	Att. Gary Trawick	1,761
	Durner Insurance	792
	Willa's Florist	630
	Dottie O Fabrics	846
	New Life Books	360
	Eleanors Beauty Shop	864
	Spick Cleaners	1,830
	Vacant Lot	12,600
	Hardison Barber Shop	384
	Residence	
North Side 100 Block East Wilmington Street	Pender Rescue Squad	4,500
	Old Jail	4,700 (2 fl.)
	Community Building	1,500
	Wolfe Office Bldg.	4,352 (2 fl.)
South Side 100 Block East Wilmington Street	Courthouse	
North Side 100 Block West Wilmington Street	Service Station	1,775
	Vacant Residence w/Apt.	
	Vacant Church	
	Vacant Residence	
South Side 100 Block West Wilmington Street	Residence	
North Side 100 Block East Fremont Street	Courthouse	
South Side 100 Block East Fremont Street	Corbett Office Bldg.	6,970 (2 fl.)
	Dr. Taylor's Office	1,705
	Associated Insurance	1,064
	Office w/Residence	3,280
	Bank of North Carolina	3,915

North Side 100 Block West Fremont Street	First Citizens Bank	7,810 (2 fl.)
	Maria Lee Florist	3,692 (2 fl.)
	Western Auto	6,248 (2 fl.)
	Village Shop	3,834
	Vacant Commercial	1,500
	Fremont Furniture Co.	11,200 (2 fl.)
	Pool Hall	1,850
	Surplus Store	235
	Vacant Commercial	564
	Vacant Lot	NA
	Vacant Commercial	NA
	Vacant Commercial	NA
South Side 100 Block West Fremont Street	Vacant Lot	2,880
	Williams Hardware	5,760 (2 fl.)
	Pender Drug	NA
	Burgaw Dry Cleaners	1,820
	Rochelle Furniture	4,225
	Burgaw Electric	2,400
	Copper Kettle	4,200
	Vacant Lot	

*fl. - floor
**NA - Not Available

The survey revealed a considerable amount of commercial footage in the central business district. Present space is being under utilized. Second floor space in most buildings is either vacant or used for bulk storage. The condition of this unused space was often listed as poor. In addition, there are several vacant lots existing or projected in or near the CBD.

CONSUMER AND MARKET ANALYSIS

It is obvious from an analysis of goods and services offered in the central business district of Burgaw that a decline in business volume has occurred. Burgaw was once the center of communication and business for the surrounding rural area. A decline in the number of farms being worked, a reduction in agricultural employment, and ready access to other competing markets by automobile have been the principal factors.

What are the factors which may be used to counter these trends? Among them should be included rising costs of transportation and energy, an increased bite into each families' disposal income caused by the increased costs of transportation for work, shopping, and recreation. Transportation costs to work in rural areas are usually fairly constant and are now subject to increases in the cost of energy. Areas where savings may be instituted include both recreation and shopping. This is an area where the benefits of revitalization may be accompanied by reductions in trips to more district shopping areas to the benefit of local merchants. Such benefits, however, should be stimulated by investment in facilities, inventory and amenities of the downtown shopping district.

Local recreation also stands to benefit from the increases in energy costs. In many decades, the town of Burgaw has served a recreational and social function as well as a center of trade. This function is one which should also be strengthened in the downtown revitalization plan.

Personal Income

Other factors which should be considered in downtown redevelopment include the trends in personal income, the types of employment in Pender County, and the recent history and analysis of local retail sales. Unfortunately, this data is not available for towns under a population of 5,000 persons, but such data is available for the county. Accordingly, data for county residents will be used for this analysis.

What is the potential Burgaw customer like? How much money does his family have? What kind of work does he do? What is the history of sales

in the area? These questions and others must be answered before an economic revitalization effort can be planned for Burgaw. The following analysis will help answer these questions.

Table 2 lists changes in personal income, the sum of all income to individuals in Pender County from 1969 to 1976. It shows that personal income in the county more than doubled, increasing from $37 million in 1969 to $82.9 million in 1976, an increase of $46 million dollars in a seven year period.

Considering the estimated rate of inflation, income still increased during the period by 86 percent, an average of 12 percent per year. Increases such as this are more common in areas whose incomes are very low, but even so, income in Pender County has increased substantially over the past few years, substantially exceeding the rate of inflation.

Table 2

Personal Income in Pender County (Millions of Dollars)
1969-1976

1969	1970	1971	1972	1973	1974	1975	1976
$37.0	$43.1	$46.2	$52.6	$61.6	$68.4	$75.2	$82.9

Source: U.S. Bureau of Economic Analysis

These recent increases of income indicate that the purchasing power of county residents has risen substantially. If some of this increased income can be channeled to local stores for purchases of goods and services, local merchants should be able to increase their inventories and the variety of their merchandise, as well as to invest in capital improvements.

Increased total income in Pender County raises the question as to whether these increases in income are due to inflation, larger average incomes

of its residents, or a larger population. Available evidence indicates that all three factors are partially responsible for the increased flow of dollars into the Burgaw area. However, a substantial portion of the increase can be attributed to individual increases in per capita income shown in Table 3. A substantial proportion of this increase in income has benefited individuals already living in Burgaw and Pender County. During this same seven year period, per capita personal income has increased from $2,047 per person per year to $3,903, a per capita increase of $1,856 or 90 percent as shown in Table 3. Inflation is estimated to account for approximately 57 percent of the increase, leaving 33 percent of the gain in income available for increased purchases of goods and services. Based on these figures, sales increases based on increased per capita incomes are a prospect.

Table 3

Per Capita Income in Pender County
1969-1976

1969	1970	1971	1972	1973	1974	1975	1976
$2,047	$2,376	$2,572	$2,837	$3,192	$3,422	$3,673	$3,903

Source: U.S. Bureau of Economic Analysis

Table 4 illustrates the sources of increases in disposable income in Pender County from 1971 to 1976. It shows that wage and salary disbursements in the County increased from $14.18 million in 1971 to $22.31 million in 1976, an increase of 57.33 percent during the five-year period. This was an average yearly increase of 11.47 percent, greater than the rate of inflation during the period.

It also shows sharp increases from income in trade during the period. Income from retail trade in Pender County increased from $2.24 million in 1971 to $4.83 million in 1976, an increase of 115.6 percent, or an average of 23.12 percent per year. Income from wholesale trade increased almost as fast, 114.8 percent in five years.

Other substantial increases in personal income during the period were generated by construction, 117.4 percent; Finance, Insurance and Real Estate, 200 percent, and local government, 73.67 percent. Income derived from manufacturing declined during the period by 5.62 percent, although manufacturing income in Pender County still amounts to approximately $3.4 million per year.

This analysis indicates that besides increasing potential sales in Burgaw owing to increased numbers of people within its market area, the prospects for increasing sales derived from higher disposable incomes of area residents is also a likely prospect.

Labor Force

Table 5 illustrates labor force information for Pender County from 1970 through 1977. It should be noted that unemployment has been high in recent years, peaking at 13.2 percent during the recession year 1975. Also notable is the fact that while manufacturing employment declined from 580 persons in 1970 to 350 persons in 1975, employment in wholesale and retail trade increased from 540 persons in 1970 to 990 persons at the end of the seven-year period.

Retail Sales

Historically, retail sales in Pender County have increased in proportion to the increases in population and per capita income of the county. Table 6 indicates that retail sales have increased from $15.7 million in FY 1967-68 to $44.7 million in FY 1977-78, an increase of $29 million, or 185 percent over the 10-year period, an average increase of approximately 185. percent per year. It is probable that Burgaw merchants have not received their proportional share of this increase, due most probably to their failure to compete with other districts within the Burgaw market area.

Table 7 indicates the types of merchandise the sales for which are lower than the average for the State of North Carolina. These include apparel sales which constitute only .02 percent of all sales in the county; furniture, which captures only 1.3 percent of total county sales; and building materials, which include only 6.4 percent of all sales in the county. The table also indicates that 25.3 percent of all retail sales in Pender County are for food.

Table 4

Sources of Personal Income by Industry
Pender County 1971 - 1976
In Millions of Dollars

	1971	1972	1973	1974	1975	1975	Percent Change 71-76
Wage & Salary Disbursements	14.18	15.81	17.32	19.15	20.34	22.31	57.3
Farm	6.59	6.95	9.38	8.06	7.28	8.47	28.5
Non-Farm	3.47	4.47	4.30	4.11	3.85	4.49	29.3
Private	11.16	13.65	14.23	14.99	15.14	17.91	60.4
Agriculture Services, Forestry, Fisheries, etc.	0.22	0.30	0.35	0.33	0.12	0.18	-22.2
Construction	0.86	1.41	1.71	1.59	1.52	1.87	117.
Manufacturing	3.57	4.21	3.66	3.45	2.74	3.38	-5.6
Non-Durable	1.73	2.04	1.41	1.48	1.38	1.62	-6.7
Durable	1.84	2.17	2.25	1.97	1.36	1.77	-3.9
Transportation, Communication, Utilities	1.10	1.28	1.47	1.73	1.40	1.73	57.2
Wholesale Trade	1.21	1.28	1.32	1.52	2.23	2.60	114.
Retail Trade	2.24	2.91	3.31	3.70	3.90	4.83	115.
Finance, Insurance Real Estate	0.23	0.41	0.41	0.56	0.71	0.69	200.
Services	1.75	1.88	2.01	2.12	2.52	2.63	50.2
Government	5.25	5.82	6.51	7.33	8.29	9.05	72.3
Federal, Civilian	0.55	0.55	0.70	0.75	0.84	0.96	74.5
Federal, Military	0.17	0.20	0.22	0.22	0.22	0.23	35.2
State and Local	4.52	5.06	5.58	6.36	7.23	7.85	73.6

Source: Regional Economics Information System
Bureau of Economic Analysis

Table 5

CIVILIAN LABOR FORCE

PENDER COUNTY

1977 MONTHLY DATA *

	JAN.	FEB.	MAR.	APR.	MAY	JUN.	JUL.	AUG.	SEP.	OCT.	NOV.	DEC
CIVILIAN LABOR FORCE 1/	7,590	7,580	7,810	7,860	8,000	8,410	8,920	8,540	8,410	8,460	8,210	7,96
UNEMPLOYMENT, TOTAL	890	780	830	650	650	720	700	620	660	650	700	74
RATE OF UNEMPLOYMENT	11.7	10.3	10.6	8.3	8.1	8.6	7.8	7.3	7.8	7.7	8.5	9.
EMPLOYMENT, TOTAL	6,700	6,800	6,980	7,210	7,350	7,690	8,220	7,920	7,750	7,810	7,510	7,22
AGRICULTURAL EMPLOYMENT	580	600	660	800	900	1,110	1,580	1,500	1,070	860	670	56
NONAG. WAGE & SALARY EMPLOY.	5,720	5,790	5,900	5,980	6,000	6,120	6,160	5,960	6,220	6,490	6,380	6,21
ALL OTHER NONAG. EMPLOYMENT 2/	400	410	420	430	450	460	480	460	460	460	460	45
INDUSTRY EMPLOYMENT BY PLACE OF WORK 3/												
MANUFACTURING	350	360	370	360	360	350	360	290	370	370	360	34
FOOD	60	60	60	60	60	60	60	60	70	70	70	7
LUMBER & WOOD	80	80	80	80	70	70	100	100	100	100	100	10
OTHER MANUFACTURING 4/	210	220	230	220	230	220	200	130	200	200	190	17
NONMANUFACTURING	2,550	2,570	2,600	2,650	2,670	2,730	2,790	2,780	2,810	2,900	2,880	2,82
CONSTRUCTION	140	140	150	130	120	130	140	140	150	150	150	14
TRANS., COMM., & P. UTIL.	100	100	100	100	100	100	100	110	110	110	100	11
TRADE	880	880	890	950	940	1,000	1,050	1,020	1,010	1,090	1,090	1,06
FIN., INS., & REAL ESTATE	80	80	80	80	90	90	90	90	90	90	90	9
SERVICE	190	200	210	220	240	250	260	250	240	240	240	22
GOVERNMENT	1,160	1,170	1,160	1,160	1,170	1,150	1,150	1,160	1,200	1,200	1,200	1,19
OTHER NONMANUFACTURING 5/	0	0	10	10	10	10	0	10	10	20	10	1

1/ DATA BASED ON PLACE OF RESIDENCE.
2/ INCLUDES NONAGRICULTURAL SELF-EMPLOYED WORKERS, UNPAID FAMILY WORKERS, AND DOMESTIC WORKERS IN PRIVATE HOUSEHOLDS.
3/ INDUSTRY SEGMENTS ARE NOT ADDITIVE TO THE "NONAG. WAGE & SALARY EMPLOY." SHOWN UNDER "CIVILIAN LABOR FORCE" SINCE LABOR FORCE DATA ARE BY "PLACE OF RESIDENCE."
4/ INCLUDES TEXTILES; FURNITURE; PRINTING; STONE, CLAY, & GLASS; ELEC. MACHINERY; INSTRUMENTS; AND MISC. MFG.
5/ INCLUDES AGRICULTURAL SERVICES AND FISHERIES.

* 1977 ANNUAL AVERAGE DATA ARE SHOWN ON REVERSE SIDE OF PAGE.

PENDER COUNTY

ANNUAL AVERAGE LABOR FORCE ESTIMATES 1970 - 1977

	1977	1976	1975	1974	1973	1972	1971	1970
CIVILIAN LABOR FORCE 1/	8,150	7,690	7,190	7,030	7,370	7,220	6,870	6,960
UNEMPLOYMENT, TOTAL	720	690	950	620	520	410	540	460
RATE OF UNEMPLOYMENT	8.8	9.0	13.2	8.8	7.1	5.7	7.9	6.6
EMPLOYMENT, TOTAL	7,430	7,000	6,240	6,410	6,850	6,810	6,330	6,500
AGRICULTURAL EMPLOYMENT	910	1,070	1,030	990	1,070	1,090	1,040	1,140
NONAG. WAGE & SALARY EMPLOY.	6,080	5,530	4,850	5,050	5,380	5,310	4,900	4,960
ALL OTHER NONAG. EMPLOYMENT 2/	440	400	360	370	400	410	390	400
INDUSTRY EMPLOYMENT BY PLACE OF WORK 3/								
MANUFACTURING	350	320	290	480	580	610	530	580
FOOD	60	60	60	60	70	70	70	60
LUMBER & WOOD	90	70	60	100	90	90	90	120
OTHER MANUFACTURING 4/	200	190	170	320	420	450	370	400
NONMANUFACTURING	2,730	2,470	2,160	2,080	2,070	2,000	1,920	1,910
CONSTRUCTION	140	150	110	120	170	130	80	60
TRANS., COMM., & P. UTIL.	100	90	80	90	90	110	90	90
TRADE	990	920	770	690	660	610	550	540
FIN., INS., & REAL ESTATE	90	70	70	60	50	40	40	30
SERVICE	230	230	230	200	200	190	270	250
GOVERNMENT	1,170	1,000	890	890	870	880	850	900
OTHER NONMANUFACTURING 5/	10	10	10	30	30	40	40	40

1/ DATA BASED ON PLACE OF RESIDENCE.
2/ INCLUDES NONAGRICULTURAL SELF-EMPLOYED WORKERS, UNPAID FAMILY WORKERS, AND DOMESTIC WORKERS IN PRIVATE HOUSEHOLDS.
3/ INDUSTRY SEGMENTS ARE NOT ADDITIVE TO THE "NONAG. WAGE & SALARY EMPLOY." SHOWN UNDER "CIVILIAN LABOR FORCE" SINCE LABOR FORCE DATA ARE BY "PLACE OF RESIDENCE."
4/ INCLUDES TEXTILES; APPAREL; FURNITURE; PRINTING; CHEMICALS; ELEC. MACHINERY; AND MISC. MFG.
5/ INCLUDES AGRICULTURAL SERVICES AND FISHERIES.

Table 6

Retail Sales - Pender County
1967-1978

FY - 1967-68	$15,784,039
1968-69	17,319,102
1969-70	19,065,340
1970-71	20,432,672
1971-72	24,042,981
1972-73	27,487,031
1973-74	33,853,823
1974-75	36,536,356
1975-76	40,346,464
1976-77	44,286,065
1977-78	44,747,643

Source: N.C. Department of Revenue

Table 7

Analysis of Retail Sales
Pender County FY 1977-78

		Pender Co. Percent of Total	Statewide Average
Retail Sales (Farm, Mill, Fuel to Farmers, etc.)	$ 2,136,833	4.8%	3.2%
Autos, Planes and Boats	4,715,476	10.5	9.0
Apparel	109,290	0.2	2.5
Automotive	8,735,171	19.5	18.4
Food	10,512,948	23.5	22.1
Furniture	560,703	1.3	4.4
General Merchandise	11,326,258	25.3	17.8
Building Materials	2,866,039	6.4	9.1
Unclassified	3,784,925	8.5	13.4
TOTAL	$44,747,643	100.0	100.0

SOURCE: N.C. Department of Revenue

LAND USE

Until recent years commercial land uses in Burgaw were concentrated in the downtown business district. The downtown area was surrounded by residential uses and public or qausi-public uses such as government buildings and churches.

Highway oriented businesses such as farm machinery and auto dealerships were the first to vacate the downtown area in favor of a bypass location. Locating along the bypass was favored by service stations, restaurants, and convenience stores also. The loss of this type of activity (or failure to attract it) does not impair the vitality of the downtown area. Those uses should be located in areas suitable for heavy auto traffic.

What has begun to affect the downtown area is the loss of business suited for the pedestrian. Government offices, banks, and services. These interest are moving out of the Central Business District to locations along major traffic arteries such as the bypass, the eastern portion of Fremont Street, the Business section of U.S. 117 South, and N.C. 53.

Not only has this erosion affected the CBD but is being felt in the areas where the new sites are chosen. Residential areas east of Osgood Branch used to be insulated from commercial encroachment. That area is now feeling the pressure of commercial, governmental, and institutional intrusion. Undeveloped property near the hospital will almost certainly be promoted for office uses.

Another stable residential area that may be subject to commercial pressure is that quadrant of the town bounded by Wilmington Street, Wright Street, and Ash Street. The loss of the church and residential uses on Wilmington Street between Wright and Dickson Streets will almost certainly result in more intense commercial pressure.

The location of the post office on South Wright Street has created another possible eroding factor on the CBD. The zoning of this once stable residential area for office and institutional uses will probably result in professional offices and service organizations converting homes to their needs or in new

construction that is not in character with the neighborhood.

For years, different interests have promoted the development of a shopping center in the Burgaw area. Locations mentioned include parcels on the bypass at its intersection with Wilmington Street and at its intersection with N.C. 53. Another site mentioned is west of Burgaw on N.C. 53.

A shopping center located anywhere within the Burgaw Planning Area will affect the CBD. Commercial interests that are currently "holding on" in hopes of some type of improvement will almost have to consider locating in one of these centers in order to survive. The Burgaw market is currently not strong enough to support more duplication in certain fields (drugs, variety stores, florist, etc.).

In summary, the Town of Burgaw must adopt strict land use policies to prevent the further erosion of the CBD and to protect stable residential areas from the intrusion of commercial and professional interests. Recommendations for such controls are included in the implementation section of this text.

IMPLEMENTATION

In terms of environmental costs, economic costs, personal costs, and energy consumption, planned development is less costly to create and operate than sprawl. These cost differences are particularly significant in terms of those costs borne by local government. Planned development is likely to decrease the total capital cost burden to local government by as much as one-third.

Burgaw is experiencing what may be determined as low density sprawl. The entire community is composed of single family residences and small business scattered over a fairly large area for the population. If the trend continues, the local unit of government is going to have to make larger investments for capital projects and personnel to provide services.

The conceptual plan presented in the previous section must be considered as a goal for the Town and business community. All of the plan's concepts probably will not come to fruition, particularly if the community is slow in implementation and periodic bench marks are not met.

One point has been made very clear during the planning process. There is a lack of strong leadership and unity among the business community in Burgaw. The consumer survey identified the following needed changes to improve Burgaw:

Replace Older Delapidated Structures
Improve Parking
Improve Building Appearance
Upgrade Merchandise Quality
Change Attitude
Underground Wiring

When asked the same question, Burgaw merchants responded in almost an identical manner. However, when asked if they would contribute financially to the improvements cited above, an overwhelming seventy-five percent of the merchants responded in a negative fashion.

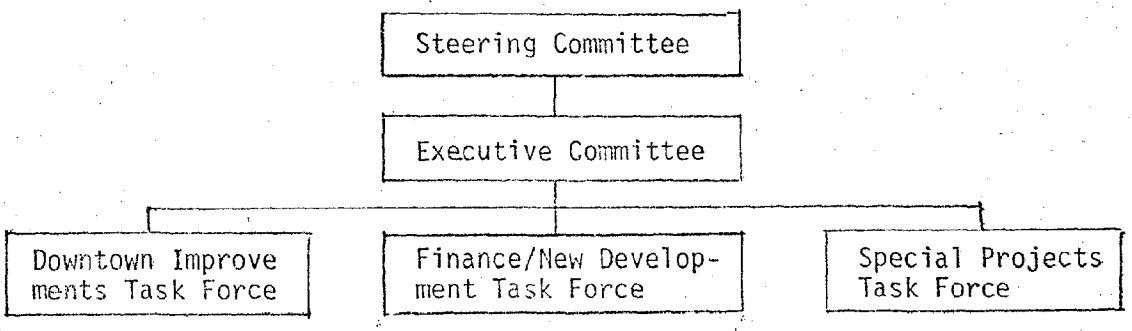
It must be pointed out that federal and state grants cannot be counted upon to make the changes required for revitalization. Neither can the Town of Burgaw totally subsidize the changes recommended. Private investment and commitment are essential to plan success.

The first step toward plan implementation is elementary. A tripartite organization must be established that involves the businessman, the consumer, and public officials. Business representation must include at least a majority, preferably all, of the property owners in the CBD. Both town and county elected officials should be involved because of the huge government investment in the downtown area. When considering consumers, residents of Burgaw should be given prime consideration because they too are tax payers.

A volunteer organization is essential because of the lack of a Chamber of Commerce organization with a staff. The town also has limited staff and cannot show favoritism to downtown businesses.

In selecting committee members, various professional disciplines should be considered. Membership should include as a minimum a lawyer, a banker, a real estate agent, a developer, a tax specialist, an insurance agent, an elected official, and a number of aggressive CBD merchants. Leadership is the key to success. The committee must be able to motivate land owners, merchants, and the public.

A suggested organizational structure is diagrammed below:



Functions and Tasks:

Steering Committee:

The Steering Committee should consist of the members of the various subcommittees and an elected official. This group should meet at least quarterly to insure that all implementation activities are being coordinated. At these meetings the work program and schedule should be reviewed and amended as required.

Executive Committee:

This committee should be made up of the task force chairpersons and the elected officials. It should meet monthly for work review sessions, coordination, and comment.

Downtown Improvements Task Force:

- Set priorities for immediately visible projects
- Review public and private development activities to create policy which would achieve maximum effectiveness in financing project implementation
- Act as liaison with local town government and other public sector decision makers to facilitate private sector project implementation within the CBD
- Encourage public and private sectors to invest in the CBD by setting long and short-range projects and policies to increase confidence in the future of the CBD
- Monitor legislation at the local, state and federal levels which would encourage local development
- Organize merchants into a cohesive organization
- Work with individual merchants to implement projects

Finance/New Development Task Force:

- Assist existing and new merchants in packaging financial assistance for the improvements and new development called for in the adopted revitalization plan
- Out-reach efforts to attract local and out-of-town prospects to locate within the CBD including government offices, professional office space, utilities, etc.

- Analysis of development problems and development of strategies to overcome them.

- Analyze and evaluate alternative incentive mechanisms to maximize capital leverage (such as formation of a development corporation, land packaging, loans, and voluntary tax assessment).

Special Projects Task Force:

- Develop ways to get people Downtown (such as special events; festivals, parades, flea markets, craft shows, etc.)

- Coordinate advertising among merchants

- Coordinate establishment of set business hours

- Develop entertainment/leisure activities

- Explore the use of public buildings for civic events and private productions

In summary, the CBD in Burgaw is deteriorating. There are a few strong anchors but a trend of transient use and closed buildings has been developing. Nothing can be more damaging to business than the appearance of decline.

The proposed plan for revitalization promotes an idea known as "controlled shrinkage." Through this process the sprawl of commercial development can be controlled. It can be likened to an obese person who diets to emerge svelte, slim, healthy, vigorous, and beautiful.

The "controlled shrinkage" concept suggests that commercial revitalization be centered in the area bounded by Fremont Street, Wright Street, Wilmington Street, and the Seaboard Coastline Railroad tracks. These efforts will naturally influence the blocks facing this area.

The plan targets the existing Central Business District for an intensive program of restoration, renovation, and adaptive uses of buildings. The CBD is currently of an optimum size to serve Burgaw and the area of its retail trade influence.

The phased redevelopment of this area calls for street closings, parking lot additions, building renovation, the improvement of public property,

landscaping, and the adaptive use of existing buildings. Adaptive use includes the subdivision of large structures into smaller shops, the development of rear entrances, the addition of shops to the rear of existing uses, and the remodeling of structures for different uses.

Who pays? Who benefits? It is obvious that the party most directly benefiting from increased sales is the merchant. It should follow that the merchant should bear the major burden of redevelopment cost, but it should also be clear that the town and the local taxpayer should share in the cost to a reasonable degree. By providing adequate public access, sufficient services, and a reasonable tax rate, the local unit of government is as insured of a stable commercial tax base. The taxpayer will not have to pay as much property tax on his home if there exists a strong commercial tax base. The taxpayer also benefits from the convenience of local shopping, saving time and the cost of travel.

First Steps:

1. It is recommended that the Finance/New Development Task Force meet immediately to discuss alternatives for financing improvements. Options that should be considered are:

   a. The organization of a Downtown Development Corporation to assemble land, buildings, and package programs

   b. The creation of a municipal service district (see Appendix A)

   c. The development and adoption of a capital improvements program, with emphasis on the CBD, by the Town of Burgaw

   d. Commitments from local lending institutions to help provide capital for revitalization efforts

   e. Exploring state and federal business and econoic development programs to determine if they can serve local needs (See Appendix B).

2. It is recommended that the Downtown Improvements Task Force meet to consider the following activities:

   a. The organization of a professional/business body to act in the manner of a Chamber of Commerce. This body can promote business in Burgaw and set standards (hours, holidays, special promotions, etc.) for conducting that business

2. (contd.)

   b. A search for new business should be immediately initiated. Emphasis should be placed on a quality restaurant and apparel for women and children. Shoe stores were also mentioned as a need. Professional office space should also be promoted.

   c. Serve as a review committee to make sure that plans for revitalization/renovation are carried out in a manner that will support the conceptual plan.

   d. Set up a schedule of projects and activities that property owners can follow that will have an immediate and continual impact on the public (i.e., remove existing signs and replace with signs that fit specific criteria, improve store fronts according to adopted criteria, plant trees and shrubs, remove existing awnings and replace with those that conform to accepted criteria, provide street benches that conform to adopted criteria, remove existing overhead lighting and replace with fixtures that conform to adopted criteria, etc.). See Appendix C.

3. It is recommended that the Special Projects Task Force meet and develop a promotion strategy for business in the CBD.

   a. That strategy could include a calendar of special events (i.e., pageants, parades, festivals, craft shows, etc.).

   b. Sales should be coordinated among the various businesses and a combined-business advertising campaign initiated.

It will be impossible for one person or a small group to make any significant changes. These tasks require the dedication of hundreds of hours of volunteer time. The town, business leaders, and the public must become involved if success is to be achieved.

APPENDIX A

NOTE: Taken From The North Carolina General Statutes

ARTICLE 23

Municipal Service Districts

§ 160A-535. Title; effective date. — This Article may be cited as "The Municipal Service District Act of 1973," and is enacted pursuant to Article V, Sec. 2(4) of the Constitution of North Carolina, effective July 1, 1973. (1973,c.655,s.1.)

§ 160A-536. Purposes for which districts may be established. — The city council of any city may define any number of service districts in order to finance, provide, or maintain for the districts one or more of the following services, facilities, or functions in addition to or to a greater extent than those financed, provided or maintained for the entire city:

(1) Beach erosion control and flood and hurricane protection works;
(2) Downtown revitalization projects;
(3) Drainage projects; and
(4) Off-street parking facilities.

As used in this section "downtown revitalization projects" include by way of illustration but not limitation improvements to water mains, sanitary sewer mains, storm sewer mains, electric power distribution lines, gas mains, street lighting, streets and sidewalks, including rights-of-way and easements therefor, the construction of pedestrian malls, bicycle paths, overhead pedestrian walkways, sidewalk canopies, and parking facilities both on-street and off-street, and other improvements intended to relieve traffic congestion in the central city, improve pedestrian and vehicular access thereto, reduce the incidence of crime therein, and generally to further the public health, safety, welfare, and convenience by promoting the economic health of the central city or downtown area. Exercise of the authority granted by this Article to undertake downtown revitalization projects financed by a municipal service district shall not prejudice the city's authority to undertake urban renewal projects in the same area. (1973, c. 655,s.1.)

§ 160A-537. Definition of service districts. — (a) Standards. — The city council of any city may by resolution define a service district upon finding that a proposed district is in need of one or more of the services, facilities, or functions listed in G.S. 160A-536 to a demonstrably greater extent than the remainder of the city.

(b) Report. — Before the public hearing required by subsection (c), the city council shall cause to be prepared a report containing:

(1) A map of the proposed district, showing its proposed boundaries;
(2) A statement showing that the proposed district meets the standards set out in subsection (a); and
(3) A plan for providing in the district one or more of the services listed in G.S. 160A-536.

The report shall be available for public inspection in the office of the city clerk for at least four weeks before the date of the public hearing.

(c) Hearing and Notice. — The city council shall hold a public hearing before adopting any resolution defining a new service district under this

section. Notice of the hearing shall state the date, hour, and place of the hearing and its subject, and shall include a map of the proposed district and a statement that the report required by subsection (b) is available for public inspection in the office of the city clerk. The notice shall be published at least once not less than one week before the date of the hearing. In addition, it shall be mailed by first-class mail at least four weeks before the date of the hearing to the owners as shown by the county tax records as of the preceding January 1 (and at the address thereon) of all property located within the proposed district. The person designated by the council to mail the notice shall certify to the council that the mailing has been completed and his certificate is conclusive in the absence of fraud.

(d) Effective Date — The resolution defining a service district shall take effect at the beginning of a fiscal year commencing after its passage, as determined by the city council. (1973,c.655,s.1.)

§ 160A-538. Extension of service districts. — (a) Standards. — The city council may by resolution annex territory to any service district upon finding that:

(1) The area to be annexed is contiguous to the district, with at least one eighth of the area's aggregate external boundary coincident with the existing boundary of the district;

(2) That the area to be annexed requires the services of the district.

(b) Annexation by Petition. — The city council may also by resolution extend by annexation the boundaries of any service district when one hundred percent (100%) of the real property owners of the area to be annexed have petitioned the council for annexation to the service district.

(c) Report. — Before the public hearing required by subsection (d), the council shall cause to be prepared a report containing:

(1) A map of the service district and the adjacent territory, showing the present and proposed boundaries of the district;

(2) A statement showing that the area to be annexed meets the standards and requirements of subsections (a) or (b); and

(3) A plan for extending services to the area to be annexed.

A report shall be available for public inspection in the office of the city clerk for at least two weeks before the date of the public hearing.

(d) Hearing and Notice. — The council shall hold a public hearing before adopting any resolution extending the boundaries of a service district. Notice of the hearing shall state the date, hour and place of the hearing and its subject, and shall include a statement that the report required by subsection (c) is available for inspection in the office of the city clerk. The notice shall be published at least once not less than one week before the date of the hearing. In addition, the notice shall be mailed at least four weeks before the date of the hearing to the owners as shown by the county tax records as of the preceding January 1 of all property located within the area to be annexed. The person designated by the council to mail the notice shall certify to the council that the mailing has been completed, and his certificate shall be conclusive in the absence of fraud.

(e) Effective Date. — The resolution extending the boundaries of the district shall take effect at the beginning of a fiscal year commencing after its passage, as determined by the council. (1973,c.655,s.1.)

§ 160A-539. Consolidation of service districts. — (a) The city council may by resolution consolidate two or more service districts upon finding that:

(1) The districts are contiguous or are in a continuous boundary; and
(2) The services provided in each of the districts are substantially the same; or
(3) If the services provided are lower for one of the districts, there is a need to increase those services for that district to the level of that enjoyed by the other districts.

(b) Report. — Before the public hearing required by subsection (c), the city council shall cause to be prepared a report containing:
(1) A map of the districts to be consolidated;
(2) A statement showing the proposed consolidation meets the standards of subsection (a); and
(3) If necessary, a plan for increasing the services for one or more of the districts so that they are substantially the same throughout the consolidated district.

The report shall be available in the office of the city clerk for at least two weeks before the public hearing.

(c) Hearing and Notice. — The city council shall hold a public hearing before adopting any resolution consolidating service districts. Notice of the hearing shall state the date, hour, and place of the hearing and its subject, and shall include a statement that the report required by subsection (b) is available for inspection in the office of the city clerk. The notice shall be published at least once not less than one week before the date of the hearing. In addition, the notice shall be mailed at least four weeks before the hearing to the owners as shown by the county tax records as of the preceding January 1 of all property located within the consolidated district. The person designated by the council to mail the notice shall certify to the council that the mailing has been completed, and his certificate shall be conclusive in the absence of fraud.

(d) Effective Date. — The consolidation of service districts shall take effect at the beginning of a fiscal year commencing after passage of the resolution of consolidation, as determined by the council. (1973,c.655,s.1.)

§ 160A-540. Required provision or maintenance of services. — (a) New District. — When a city defines a new service district, it shall provide, maintain, or let contracts for the services for which the residents of the district are being taxed within a reasonable time, not to exceed one year, after the effective date of the definition of the district.

(b) Extended District. — When a city annexes territory for a service district, it shall provide, maintain, or let contracts for the services provided or maintained throughout the district to the residents of the area annexed to the district within a reasonable time, not to exceed one year, after the effective date of the annexation.

(c) Consolidated District. — When a city consolidates two or more service districts, one of which has had provided or maintained a lower level of services, it shall increase the services within that district (or let contracts therefor) to a level comparable to those provided or maintained elsewhere in the consolidated district within a reasonable time, not to exceed one year, after the effective date of the consolidation. (1973,c.655,s.1.)

§ 160A-541. Abolition of service districts. — Upon finding that there is no longer a need for a particular service district, the city council may by resolution abolish that district. The council shall hold a public hearing before adopting a resolution abolishing a district. Notice of the hearing shall state the date, hour and place of the hearing, and its subject, and shall be published at least once not less than one week before the date

of the hearing. The abolition of any service district shall take effect at the end of a fiscal year following passage of the resolution, as determined by the council. (1973,c.655,s.1.)

Editor's Note. — Session Laws 1973,c.655,s.2, provides that this section and § 160A-542 become effective on July 1, 1973, "but all acts necessary to approve a tax levy or issue bonds on or after July 1, 1973, may be taken at any time after ratification of this act." The act was ratified May 22, 1973.

§ 160A-542. Taxes authorized; rate limitation. — A city may levy property taxes within defined service districts in addition to those levied throughout the city, in order to finance, provide or maintain for the district services provided therein in addition to or to a greater extent than those financed, provided or maintained for the entire city. In addition, a city may allocate to a service district any other revenues whose use is not otherwise restricted by law.

Property subject to taxation in a newly established district or in an area annexed to an existing district is that subject to taxation by the city as of the preceding January 1.

Property taxes may not be levied within any district established pursuant to this Article in excess of a rate on each one hundred dollar ($100.00) value of property subject to taxation which, when added to the rate levied city wide for purposes subject to the rate limitation, would exceed the rate limitation established in G.S. 160A-209(d), unless that portion of the rate in excess of this limitation is submitted to and approved by a majority of the qualified voters residing within the district. Any referendum held pursuant to this paragraph shall be held and conducted as provided in G.S. 160A-209.

This Article does not impair the authority of a city to levy special assessments pursuant to Article 10 of this Chapter for works authorized by G.S. 160A-491, and may be used in addition to that authority. (1973,c.655, s.1.)

Editor's Note. — Session Laws 1973,c.655,s.2, provides that § 160A-541 and this section become effective on July 1, 1973, "but all acts necessary to approve a tax levy or issue bonds on or after July 1, 1973, may be taken at any time after ratification of this act." The act was ratified May 22, 1973.

§ 160A-543. Bonds authorized. — A city may issue its general obligation bonds under the Local Government Bond Act to finance services, facilities or functions provided within a service district. If a proposed bond issue is required by law to be submitted to and approved by the voters of the city, and if the proceeds of the proposed bond issue are to be used in connection with a service that is or, if the bond issue is approved, will be provided only for one or more service districts or at a higher level in service districts than city wide, the proposed bond issue must be approved concurrently by a majority of those voting throughout the entire city and by a majority of the total of those voting in all of the affected or to be affected service districts. (1973,c.655,s.1.)

APPENDIX B

FEDERAL BUSINESS AND ECONOMIC DEVELOPMENT PROGRAMS

Economic Development Administration (EDA)

Grants and Loans for Public Works and Development Facilities (Title I and Section 201)

Program: Grants and loans to improve opportunities for the establishment or expansion of industrial or commercial plant or facilities, to assist in the creation of additional long-term employment opportunities or to benefit long-term unemployment and members of low-income families. Basic grants are for public facilities such as water and sewer systems, access roads to industrial parks or areas, port facilities, public tourism facilities, vocational schools, and site improvements for industrial parks.

Basic grants cover up to 50% of project costs. Supplementary grants may bring the total level of federal assistance up to 80% of costs, depending upon the level of unemployment, the median family income, and the inability to serve depressed redevelopment areas to match federal funds.

Long-term (up to 40 years) low-interest loans may be made to the applicant when financial assistance is not otherwise available from private lenders or federal agencies on terms which would permit implementation of the project.

Eligibility: State and local governments, economic development districts, as well as public and private nonprofit organizations, representing an EDA-designated development area.

Loans for Business and Development Companies (Section 202)

Program: Encourages private investment by providing low-interest, long-term loans, loan and lease guarantees, loan and interest subsidies for plan and equipment improvement in redevelopment areas that cannot be financed through banks or other private lending institutions. Also, working capital loans and loan guarantees are available.

Funds may be used for most kinds of industrial or commercial facilities to acquire fixed assets, i.e., land buildings, machinery and equipment, including land preparation and building rehabilitation, to provide working capital loans, and to provide reserves for EDA loan and lease guarantees.

Federal participation in a project may not exceed 65% of project fixed asset costs. A local development corporation or state agency usually participates to the extent of 5%. Of the remaining 30%, 10% must be in the form of applicant's equity and the balance from a conventional commercial lender. In addition, the government will guarantee loans and leases made by private lending institutions to borrowers in redevelopment areas and economic development centers for up to 90% of the remaining unpaid balance of the working capital loans.

Eligibility: Individuals, private or public corporations which develop projects to be located in an EDA-designated area where economic growth is behind the rest of the nation or which the secretary determines has demonstrated long-term economic deterioration.

Special Economic Development Adjustment Assistance (Title IX)

Program: Provides assistance to state and local areas to meet special needs arising from "long-term economic deterioration". Grant funds can be used for any of the following: public facility, business development, technical assistance and revolving loan funds. Grants may be used in direct expenditures by the eligible recipient or through redistribution by it to public and private entities in grants, loans, loan guarantees, or other appropriate assistance. No grants shall be made by an eligible recipient to a private profit-making entity; however, loans may be.

Eligibility: Redevelopment areas, economic development districts, states, cities, other local political subdivisions, or consortia thereof. States and local political subdivisions do not have to represent an EDA-designated redevelopment area, and can qualify if the secretary determines that they have demonstrated "long-term economic deterioration".

Technical Assistance (Section 301)

Program: Provides assistance to solve problems of economic growth through administrative and demonstration projects grants, feasibility studies, management and operational assistance, and other studies. Technical assistance is used to provide information, data, and know-how in evaluating and/or shaping specific projects and programs related to economic development. It is used in economically depressed areas of the country and in similar sections of urban areas, and may be in the form of services provided by contract or direct grants.

Eligibility: Private nonprofit groups, municipal or county governments or entitled EDA-designated grographic areas of substantial need. Infrequently, technical assistance is given to small private business firms, however, this technical assistance must be repaid to the government.

Planning Assistance (Development District Program: Redevelopment Area Plans) (Section 302)

Program: Provides up to 75% economic development planning grants to reduce unemployment and increase incomes. Promotes comprehensive planning process which includes analyzing the local economy, defining development goals, determining projects opportunities and formulating and implementing a development program.

Eligibility: Any state, city or other political subdivision of a state, or a substate planning and development organization (including a redevelopment area or an economic development district). States and local political subdivisions do not have to represent an EDA-designated redevelopment area.

Public Works Impact Projects

Program: Promotes construction of public facilities to provide immediate jobs to unemployed and underemployed persons in designated project areas.

Eligibility: States and their local subdivisions, and private or public nonprofit organizations representing a redevelopment area or economic development center. Corporations and associations organized for profit are not eligible.

Department of Labor

Comprehensive Employment and Training Act of 1973, as Amended

Program: Under the Comprehensive Employment and Training Act of 1973 (CETA), units of general local government with a population of 100,000 or more are designated as prime sponsors of comprehensive manpower programs. Although the Act does not specifically earmark funds for economic development activities, it clearly impacts upon services related to the economic growth of the community.

Eligibility: Title I is the most flexible section of the CETA program and replaces several of the categorical manpower programs developed in the 1960's including institutional skill training, work experience programs, related remedial education and supportive skill services, and on-the-job training.

On-the-job training has been used by several cities across the country as tools to retain and attract industry as well as to promote the hiring of city residents. This program can also be funded by the Community Development Block Grant program, state manpower funds and private sector resources. Several variations of on-the-job training exist. In one jurisdiction, current employees are trained for better paying jobs in an expanding firm while their replacements are simultaneously trained. In another city, housing rehabilitation grant programs are utilized for training low-income individuals to pass construction union apprenticeship qualification tests.

Another use of Title I funds is customized manpower training, a method by which workers are trained to meet an employer's specific needs. This program can act as an incentive for a firm to relocate or to expand in a certain area. Those firms lacking enough trained workers in specific skill categories could particularly be affected by such a program. Other public and private sector resources are often combined with the CETA monies to fund a customized training program. These funds are allocated on the basis of prior years allotment, the unemployment rate and the percentage of low-income families in the jurisdictions.

Title II of the CETA program provides transitional public service jobs, training and related services in areas of substantial unemployment (6.5% or more). Transitional public service jobs provide needed public services and are intended to enable participants to move into positions not subsidized under CETA. Title VI also provides funds for public service employment. This funding, added by the Emergency Jobs and Unemployment Assistance Act of 1974, authorizes emergency public service jobs designed to help ease the impact of high unemployment. Title VI funds are distributed relative to the overall unemployment in the state whether it is 6.5% or not.

Title III of CETA authroizes the Secretary of Labor to make grants to provide manpower services to special target groups whose needs may not be adequately met through the other provisions of the Act. These groups include migrant and seasonal farmworkers, native Americans, youth and those with particular disadvantages in the labor market.

Title IV funds are used to fund the Job Corps program, administered by the Labor Department through Job Corps Centers across the country. This program is

designed to provide education, vocational training and counseling for low-income disadvantaged youth.

Eligibility: Cities and counties with a population of 100,000 or more; states. (A city of 100,000 or more may also form a consortium with other cities and/or counties.)

Office of Minority Business Enterprise (OMBE)

Program: Promotes business ownership for socially and economically disadvantaged individuals through projects grants, advisory services, counseling, dissemination of technical information and research contracts.

Specifically, applicants are funded with grants and cooperative agreements to provide advice and counseling in such areas as preparing financial packages, c ounseling, business information, accounting guidance, marketing, site analysis, production, engineering, bidding, construction assistance, procurement, identification of potential business opportunities, advice on mergers and divestures, and identification of capital sources.

Eligibility: There are no restrictions on who may be funded under this program. This includes local governments, individuals, nonprofit organizations and institutions, and profit-making firms.

Small Business Administration (SBA)

Local Development Companies (Section 502)

Program: Provides long-term financing (direct loans and guaranteed/insured loans) to small business concerns through state and local development companies. These companies are corporations chartered to promote economic growth within specific areas.

Loans to local development companies are for the purchase of land, buildings, machinery, and equipment, and to expand, construct or modernize buildings. They are not available to local development companies to provide small businesses with working capital or for refinancing purposes. Loans to local development companies may not exceed 25 years.

Eligibility: Local development companies which are incorporated under state corporations statutes, either on a profit or nonprofit basis.

Small Business Loans (Regular Loans - 7(a) Loans)

Program: Assist small businesses in financing their needs. Direct loans; guaranteed/insured loans are provided to construct, expand or convert facilities, to purchase building equipment or materials and for working capital.

Eligibility: A small business which is independently owned and is not dominant in its field.

Economic Opportunity Loans for Small Business (EOL) (Seciton 7(i)

Program: Provides management assistance and loans (direct and guaranteed/insured) up to $100,000 with a maximum maturity of 15 years to low-income or

economically disadvantaged persons to establish, preserve and strengthen small businesses.

Eligibility: Low-income or disadvantaged persons who have been denied the opportunity to acquire adequate business financing through normal lending channels on reasonable terms.

Displaced Business Loans (DBL) (Section 7(b) (3))

Program: Assists small businesses to continue in business, purchase a business, or establish new businesses if substantial economic injury has resulted through displacement by, or location in or near, a federally-aided project. Provides direct loans and guaranteed/insured loans.

Eligibility: Most small businesses which suffer physical displacement and/or economic injury as a result of federally aided urban renewal, highway, or other construction projects.

Surety Bond and Construction Loan Guarantees for Contractors (Section 410)

Program: Enables small contractors who have been denied access to the bonding system to receive guarantees up to 90% of surety's losses on bonds for a particular contract. The Small Business Administration agrees to guarantee contracts of $1,000,000 or less on which bonding is a requirement. Guarantees are limited to bid, payment, performance and other bonds incidental to the performance of a contract, and are on a case-by-case basis. Guarantees are available to surety companies and can directly guarantee a private construction or rehabilitation loan to small, general business contractors.

Eligibility: Surety bond guarantees are limited to those surety companies holding certificates of authority from the Secretary of the Treasury as acceptable sureties on federal bonds or those companies which meet the requirements of the Small Business Administration. Contraction loans guarantees are available to general contractors whose gross sales have not exceeded $3.5 million in the last fiscal year.

Procurement Assistance to Small Businesses (Section 8(b))

Program: Assures small businesses a fair share of contracts and subcontracts for federal government supplies and services and a fair share of property sold by the government.

Assistance includes: (1) application of small business set-asides (restrictions of bidding/award to small businesses only) to federal procurement and disposal requirements; (2) consultation with procuring agencies on structure of procurement and sale planning to optimize small business participation; (3) review and analysis of small firms' capacity and credit when challenged by contracting officers, and certifying competence of such firms, as appropriate; (4) review of efforts of large prime contractors to subcontract to small businesses and recommendations of improvements; (5) consultation and advice for small firm requesting assistance on government procurement or sale matters, and regular monitoring of certificate of competency holders through contract life; and (6) assistance in specific contract administration problems.

Eligibility: Actual and potential small businesses.

Small Business Investment Companies (SBIC) (Section 301(d) Licenses)

Program: Provides management advisory services and counseling and financial assistance (direct loans and/or guaranteed insured loans) to small businesses for the purpose of generally improving and stimulating the economy. An emphasis is placed on providing assistance to businesses which have innovative ideas and develop new products, processes and markets.

Debentures are issued by the SBIC and guaranteed by SBA for a term not to exceed 15 years. Under certain circumstances, Section 301(d) licenses may apply for the sale of a limited amount of their preferred stock to SBA.

Eligibility: Any chartered small business investment company having a combined paid-in capital and paid-in surplus of not less $150,000 ($500,000 after October 1, 1979) having qualified management, and giving evidence of sound operation. The general MESBIC investment policy is generally aimed at providing assistance which will make it easier for disadvantaged persons to become owners of small business concerns.

Management and Technical Assistance for Disadvantaged Businessmen (406 Program)

Program: Provides management and technical assistance through public or private organizations to existing or potential businessmen who are economically or socially disadvantaged, or who are located in areas of high concentration of unemployment.

Financial assistance under this section may be given for projects which provide: (1) planning and research; (2) identification and development of new businessmen, new businesses, or new business opportunities; (3) business counseling, management training and legal or other related services.

Eligibility: Project grants are awarded to public or private institutions that have the capability to provide the necessary assistance.

Management Assistance to Small Business

Program: Provides advisory services and counseling, training and dissemination of technical information to prospective and existing small businessmen to improve their skills in managing and operating a business.

Assistance includes: (1) workshops for prospective small business owners; (2) management counseling for non-borrowers, including assistance from SCORE (Service Corps of Retired Executives) and ACE (Active Corps of Executives), graduate and undergraduate students of business management schools participating in the Small Business Institute Program, and other volunteer groups; (3) management courses, conferences, and clinics; (4) publications to assist in the management of small businesses. Through a cooperative arrangement between the Small Business Administration and the Veterans Administration, special ownership training available to eligible veterans.

Eligibility: Actual and potential small businessmen and, in some cases, members of community groups.

Minority Business Development - Procurement Assistance (OBD)

Program: Promotes involvement of businesses owned and controlled by

disadvantaged persons in federal contracting and in the establishment of small manufacturing service and construction concerns that could become independent and self-sustaining in a normal environment. This program utilizes authority provided to SBA under Section 8(a) of the Small Business Act to enter into procurement contracts with other federal agencies and to subcontract to others those contracts which SBA has obtained.

Eligibility: Persons who have been deprived of the opportunity to develop and maintain a position in the competitive economy because of social or economic disadvantage. This includes, but is not limited to, Black Americans, American Indians, Spanish Americans, Oriental Americans, Eskimos and Aleuts.

Minority Vendors Program

Program: Identifies minority businesses capable of supplying goods or services to major corporations. Develops specialized programs or assistance to overcome minority firm deficiencies as identified by major corporations. Identifies new business venture opportunities in which the minority business community can engage in.

Eligibility: Minority firms which are owned and controlled by one or more disadvantaged persons.

Department of Housing and Urban Development (HUD)

Community Development

Program: Community development funds could be utilized for economic development at the discretion of local elected officials. The Housing and Community Development Act of 1974 specifies that one of its primary objectives is the expansion of economic opportunities, principally for persons of low and moderate incomes. This is to be achieved through the elimination of slums, blight and detrimental living conditons, improved use of land, the preservation of property with special values, the conservation and expansion of housing and housing opportunities, increased public services and increased neighborhood diversity.

Funds clearly may be used for the acquisition, construction or installation of public works, facilities and sites, or other improvements, including among other things neighborhood facilities, utilities, streets, street lights, water and sewer facilities, pedestrian malls and walkways, flood drainage facilities, parking facilities, and fire protection services and facilities. It is also permissible to use funds for improving public services, including employment and economic development if funding for such services was applied for and denied under any other federal program.

In addition to the grants, HUD is authorized to guarantee obligations issued by grant recipients (or public agencies designated by them) to finance acquisition or assembly of real property (and related expenses) to be used in carrying out eligible activities under grants awarded.

Eligibility: Cities, counties, metropolitan and non-metropolitan areas. Funds are allocated through a formula based on population, amount of overcrowded housing and the extent of poverty (counted twice). Cities with populations of 50,000 and over and central cities of SMSA's are entitled to formula funds.

Urban Reinvestment Task Force

Program: HUD's major initiative in Neighborhood Preservation is the Urban Reinvestment Task Force. This is a joint effort of HUD and the Federal Home Loan Bank Board initiated in 1974 to demonstrate how a marginally declining neighborhood can be revitalized through a partnership of local residents, financial institutions, and local government. The Task Force supports two different programs: the Neighborhood Housing Service Program (NHS) and the Neighborhood Preservation Projects (NPP). The major role of the Task Force in the NHS Program is a catalytic one--it provides technical assistance to effectively bring together members of local partnerships. A distinguishing feature of a NHS is the high risk revolving home repair loan fund to assist homeowners established through the coordinated effort of the local savings and loans banks in addition to grants or city CDBG funds. For Neighborhood Preservation Projects, the Task Force identifies and provides additional funding support to existing innovative local preservation programs for determining their transfer potential.

Eligibility: State chartered private, nonprofit corporations which would function as Neighborhood Housing Services (NHS) operating in a neighborhood in which the housing stock is basically sound, but beginning to show deterioration, in addition to the following:

(a) high percentage of home ownership
(b) interested neighborhood community
(c) local government willing to invest in the neighborhood's service amenities and improvements
(d) financial institutions willing to invest in neighborhoods

Preservation Funding

National Park Service Grants

Program: Matching grants to survey the state for historic and cultural resources, prepare nominations to the National Register, and acquire and preserve properties listed in the Register. Legislation authorizes that grants may provide up to 70% of the costs for survey and planning; 50% for acquisition or development.

Eligibility: Grants issued to states may be transferred by state historic preservation officers to organizations, individuals or government subdivisions.

Consultant Service Grants

Program: Grants provided by the National Trust on a matching basis go to nonprofit or public member organizations to pay for consultants on preservation problems. Grants average $1,000 to $2,000 and support such projects as historic district and property feasibility studies.

National Historic Preservation Fund

Program: Sponsored by the National Trust, this program provides low-interest loans to nonprofit or public member organizations to establish revolving funds for improving properties listed in or eligible for listing in the National Register. The original $300,000 fund has been enlarged by a $500,000 grant from the Mellon Foundation. Loans are expected to average between $25,000 and $50,000.

Title I Home Improvement Loans

Program: Provides Federal Housing Administration insurance for loans made by private financial institutions to finance property improvements that protect or increase the livability or utility of residential or other properties. Currently, an owner of a single family home can borrow up to $10,000 for 12 years. Maximum loans on multi-family structures are $5,000 per dwelling unit, not to exceed $25,000. All loans are made at market rates.

Historic Preservation Loan

Program: A new program which expands the existing Title I Home Improvement Loan program by providing Federal Housing Administration insurance for loans to finance the preservation, restoration, or rehabilitation of residential properties listed in or determined eligible for listing in the National Register of Historic Places, including all residential properties within a National Register district. Available from private lending institutions at market rates, these loans of up to $15,000 per dwelling unit (not to exceed $30,000), will be made for a period of 15 years. (Community development block grants may be used to subsidize the market interest on both historic preservation and Title I loans.) State historic preservation officers must review all proposed improvements.

Community Development Block Grant

Program: Supplies federal funds directly to communities for projects that will improve urban living conditions through housing and environmental changes. The community can use block grants to fund such preservation-related activities as surveys of cultural resources; development of a historic preservation plan; studies for the adoption of regulatory or protective ordinances; establishment of financial programs, including low-interest loans and grants for rehabilitation of historically and architecturally significant structures; establishment of a revolving fund for the acquisition, rehabilitation and disposition of properties; or easement programs.

HUD Section 8 Low-Income Housing Program

Program: The Section 8 substantial rehabilitation program is designed to assist a property owner to finance the rehabilitation work by providing housing assistance payments. Prior to the start of rehabilitation, the owner can make an agreement with HUD to enter into a housing assistance payments contract when the rehabilitation is completed. That commits HUD to providing housing assistance payments on behalf of any eligible family that occupies a unit in the rehabilitated property for a period of up to 20 years (or 40 years, if the project is publicly-financed). In fact, HUD will make partial payments on units before they are actually rented or for part of the time that they become vacant. The owner can use the housing assistance payments contract to finance the rehabilitation work by borrowing against HUD's promise to make housing assistance payments as long as units are occupied.

701 Comprehensive Planning Assistance

Program: Can be used to fund the following preservation-related activities as long as they are part of a comprehensive plan: development of criteria for evaluation of historic properties; surveys; identification of historic properties

subject to destruction and/or deterioration; consideration of the relationship of historic properties to other elements of comprehensive planning in the jurisdiction; determination of preliminary cost estimates for the rehabilitation of restoration of significant buildings of districts; preparation of district legislation, model preservation contracts, and general administrative and budgetary measures; and preparation of a historic preservation program outlining action needed.

HUD Section 312 Loans

Program: Can be used for repairs and improvements needed to make a privately owned property comply with local building codes. A total of $266 million has been appropriated for fiscal year 1979.

Tax Reform Act

Incentive: The 1976 Tax Reform Act provides incentives to encourage the preservation of historic structures. The act allows for the amortization of rehabilitation expenditures over a five year period for National Register properties, properties in a National Register historic district that are certified by the Secretary of the Interior as being significant to the district, or for properties located in historic districts designated under a statute of the state or local government, if such statute is certified by the Secretary of the Interior as containing criteria which will substantially achieve the purpose of preserving and rehabilitating buildings of historic significance to the district. Rehabilitation must also be "certified." A taxpayer who substantially rehabilitates a certified historic structure will be permitted a more advantageous method of depreciation. The law also disallows deductions for demolition of certified historic structures and accelerated depreciation for properties erected on a site previously occupied by a historic structure on or after June 30, 1976.

Finally, the Act allows a deduction for contribution to a charitable organization or a governmental entity exclusively for conservation purposes of (1) a lease on, option to purchase, or easement with respect to real property of not less than 30 years' duration, or (2) a remainder interest in real property. Conservation purposes include the preservation of historically important land areas or structures.

Federal Programs Available to Small Towns

National Endowment for the Arts

- Grants and matching grants available for programs and planning but not for capital improvements, construction, or purchase of land and equipment.

- Grants given to local governments or non-profit organizations including public awareness, design planning, community arts, festivals.

Regional Development Commission (Department of Commerce)

- Seven regional commissions plus Appalachian Regional Commission (independent agency of the federal government).

- Provides supplementary grants to state/local governments to help meet matching requirements for federal grants-in-aid programs.

- May be combined with federal programs grants to total 80% of project costs.

- Commissions carry out interstate economic development planning and promote activities to foster economic development.

- May fund wide range of economic development programs including acquisition, rehabilitation, reuse of historically significant properties, as well as construction and development.

SBA - Financing for Neighborhood Commercial Revitalization

- Section 502 Local Development Company program is a rural development tool offering long-term, low-interest loans to merchants for business expansion, store front renovation, interior modernization, purchase of store buildings, etc.

- Loans at 6-5/8% up to 15 years for equipment and 25 years for land and buildings.

- SBA contracted with the National Development Council and the National Center for Urban Ethnic Affairs to aid local city government agencies, merchants's associations and individual businesses in obtaining financing.

- SBA programs in small towns can supplement resources from local banks and lending institutions, guarantee loans from private institutions, take second mortgages behind a first mortgage from private lender, and in some cases, finance projects completely.

Farmers Home Administration

- Business and Industrial Loan Program provides direct/guarantee loans to rural areas with populations greater than 10,000 but less than 50,000.

- Community Program provides loans and grants to rural areas of 10,000 or less for community water and waste facilities and planning.

- Community Facilities Program provides loans for construction and improvements for parking facilities, roads, public buildings, etc.

BICYCLE AND BIKEWAY PROGRAM

Administering Agency: Bicycle Program
Department of Transportation
P. O. Box 25201
Raleigh, North Carolina 27611

Contact: Curtis Yates
(919) 733-3804

Types of Assistance: Information and Advisory Services
Dissemination of Technical Information
Specialized Services

Program Activities: The Bicycle Program promotes bicycle safety and public awareness of bicycle alternatives by offering technical assistance to local governments.

General activities of the program include:

1. Working with local agencies on the development of bikeway plans from preliminary design through actual construction of thoroughfares suitable for biking.

2. Monitoring federal/local bikeway projects.

3. Assisting local agencies with federal funding research, grant applications, and administration.

4. Preparing a periodic newsleter entitled Bike Info. for general circulation.

5. The bicycle program is tied into a computer system which provides immediate response to local areas for bicycle accident information about their area, their region, or the state.

6. The bicycle program holds periodic training sessions for citizens and local government professionals and officials concerning various aspects of bicycle programming.

Application Process: Telephone or write the office listed above for technical assistance or program information.

Program Literature: "N.C. Bicycling Highways" (maps of the 712 mile bike path from Murphy to Manteo, N.C.)
Bikeways for North Carolina: Program Requisites
The North Carolina Bicycle Facility and Program Handbook (a "how to" manual for all aspects of bicycle programming for local areas).

Planning for Statewide Bicycle Routes: The N. C. Experience (a DOT technical bulletin discussing methodology).
Films are available upon request.

Comments:

Since the program began in 1974, eight towns have received federal grants ranging from $3,000 - $8,000.

The extensive bicycle information service provides the best library on all bicycle matters anywhere in the nation in a ready responsive form.

PARKS AND RECREATION CONSULTING SERVICES

Administering Agency: Advisory/Consulting Services Section
Division of Parks and Recreation
Department of Natural Resources and Community Development
P. O. Box 27687
Raleigh, North Carolina 27611

Telephone: (919) 733-7701

Types of Assistance: Information and Advisory Services
Specialized Services
Dissemination of Technical Information
Training

Program Activities: The Advisory and Consulting Services Section provides a wide range of technical assistance to local units of government and other organizations. Services are available upon request without charge and include:

1. Consultation - Personnel are available to meet with units of local government, recreation agencies, groups, and individuals for the purpose of discussing recreation opportunities, problems and developments. This includes, but in not limited to subjects such as: Administration, financing, legal, personnel, training, programming, assistance programs, maintenance, development, organization, operation and functional planning.

2. Federal Aid Assistance - The Section is aware and prepared to assist local units of government in investigating sources of federal and state grant-in-aid assistance programs. Disseminates information on availability of federal assistance programs and possible funding. Gives assistance to local governments in requirements for filing applications for funds.

3. Position Information Service - The Section serves as a "personnel referral service" to agencies seeking employees and recreators seeking employment or change of position.

4. Training, Workshops and Conferences - Promotes recreation training and inservice staff training. Assists, co-sponsors, and conducts training opportunities for recreation professionals and laymen.

5. Studies - Information is obtained through questionnaires and studies on public recreation expenditures, county recreation programs, personnel employed in recreation positions, programs for the handicapped and similar topics.

6. Planning - Promotes adequate recreation planning for cities, counties and communities. Review and evaluate comprehensive plans, site plans, administrative studies, program evaluation and others. Assistance in preparing environmental statements.

7. Materials - File material, resource information, studies, reports and publications are available for review and loan.

Application Process: For additional information contact your regional park/recreational consultant or the central Raleigh office.

Program Literature: Program materials are available on a wide variety of park/recreation related subjects including subdivisions, programs, areas/facilities, grant programs, special populations and related studies/materials.

Comments: There are 55 county and 105 municipal recreation departments.

POWELL BILL - STREET AID ALLOCATIONS FOR MUNICIPALITIES

Administering Agency:	Planning and Research Branch Division of Highways Department of Transportation P. O. Box 25201 Raleigh, North Carolina 27611
Telephone:	(919) 733-3141
Types of Assistance:	Formula Grants
Program Activities:	Municipalities receive street aid allocations from the state under G.S. 136-41.1 to 136-41.3 (Powell Bill). Once cent per gallon of the state motor fuel tax goes to cities and towns according to the following formula: 75% is allocated according to relative municipal population and 25% is allocated by the relative proportion of non-state streets in each municipality. Allocations are made by October 1 of each year to incorporated cities and towns which have established their eligibility and thus qualify under the Law. Eligibility requirements are that the municipality shall have held an election for the purpose of electing municipal officials, levy an ad valorem tax or provide other funds for general operating expenses. Each municipality is responsible for furnishing a statement of certified local street mileage. Populations are determined by the most recent annual estimate as certified by the Secretary of the North Carolina Department of Administration.
Application Process:	Towns are required to make application annually as of July 1, and receive their allocation on or before October 1. Forms and instructions are furnished by the administering agency.
Comments:	The first state street aid allocation was paid in 1951 at a rate of 1/2¢ per gallon of the motor fuel tax. The law was amended in 1972 to double the taxation rate to 1¢ per gallon. In 1978 some 452 municipalities shared in a total allocation of approximately 33.5 million dollars.

HISTORIC PRESERVATION SURVEY GRANTS

Administering Agency:	Division of Archives and History Department of Cultural Resources 109 E. Jones Street Raleigh, North Carolina 27611
Telephone:	(919) 733-4763
Types of Assistance:	Project Grants
Program Activities:	The Division of Archives and History makes available 50% matching grants for planning and surveying all historically significant sites, buildings, structures and objects. The comprehensive survey is the basis for identifying properties for nomination to the National Register of Historic Places and for other appropriate preservation activity. Survey and Planning Grants should be within the range of $2,000 - $25,000, not to exceed 50% of the total project cost. Local and regional governmental entities, non-profit tax exempt organizations, and educational institutions are eligible to make application.
Application Process:	Grant application forms may be obtained from the Division of Archives and History (above). Grants are awarded on a competitive basis.
Program Literature:	"Request for Grant-in-Aid 1979 for Survey and Planning" (a brochure).
Comments:	Proposed projects in the applying community must be consistent with the State's historic preservation efforts.

BUREAU OF OUTDOOR RECREATION GRANTS

Administering Agency:	Bureau of Outdoor Recreation Department of Natural Resources and Community Development P. O. Box 27687 Raleigh, North Carolina 27611
Telephone:	(919) 733-5133
Types of Assistance:	Project Grants
Program Activities:	The Bureau of Outdoor Recreation provides grant monies to counties and municipalities on a 50% matching basis for the purpose of promoting the establishment of outdoor recreation facilities. Examples of projects funded would include baseball and softball fields, tennis courts, swimming pools, restrooms and concession buildings, children's playground equipment, etc. Monies are available strictly for recreation facilities, administrative expenses such as salaries are prohibited.
Application Process:	Applications must be submitted on a standard Federal form and are subject to A-95 requirements. For specific deadline information, call the BOR office.
Program Literature:	A short brochure describing the program is available.
Comments:	$4 million is anticipated to be available for local government use in FY 78-79. Last fiscal year 74 grants were awarded to local governments.

TRAVEL AND TOURISM MATCHING FUNDS

Administering Agency:	Travel and Tourism Division Department of Commerce 430 N. Salisbury Street Raleigh, North Carolina 27611
Telephone:	(919) 733-4171
Types of Assistance:	Direct Payments for Specific Use
Program Activities:	The Matching Funds Program seeks to improve the economy of North Carolina through promotion of tourism. Financial assistance is provided to local governments and non-profit tourist promotion organizations to help them develop regional tourist promotion and advertising programs. The state has appropriated $94,000 for F.Y. 1978-79 to match promotion projects by local groups. The limit on the Matching Fund grants is $5,000 per applicant. Priority is given to new, innovative programs that supplement the state's promotional and advertising efforts aimed at tourism.
Application Process:	A legally chartered non-profit organization which includes tourist promotion as a major activity, or local governments make application to the Department of Commerce no later than November 1st of each year. All applicants will be notified by December 1st of the approval or disapproval of the application.
Program Literature:	"Guidelines for the Financing of 1978 Matching Funds Programs"
Comments:	This program began in 1974. A total of $382,000 has been provided since then. Generally, the State program helps local promoters print brochures and pay for advertising. Of 51 communities asking for matching funds in 1978, 36 local community groups received money, mostly chambers of commerce.
Related Programs:	None

COASTAL AREA MANAGEMENT ACT
IMPLEMENTATION ASSISTANCE

Administering Agency:	Office of Coastal Management Office of the Deputy Secretary Department of Natural Resources and Community Development P. O. Box 27687 Raleigh, North Carolina 27611
Telephone:	Ken Stewart - (919) 733-2293
Types of Assistance:	Formula Grants Dissemination of Technical Information Specialized Services Training
Program Activities:	The Office of Coastal Management provides general technical assistance to all local governments within the 20 coastal counties designated by the N.C. Coastal Area Management Act of 1974. Formula grants are awarded to local governments to cover the administrative costs associated with local implementation and enforcement activities mandated by the Act. Grants are awarded on a quarterly basis, with the grant amount determined by the number and type of minor permits issued during the preceeding 3 months. Examples of eligible costs include: 1. Salaries of permit officers and secretaries 2. Office materials and printing 3. Travel expenses 4. Mail and phone costs 5. Necessary equipment costs 6. Studies, surveys, and consultations 7. Training session costs 8. Required attendance at commission meetings The Office of Coastal Management has coastal consultants stationed in Manteo, Washington, Wilmington, and Morehead City to assist in preparing grant applications and to advise on technical matters pertaining to land use activities as covered by the Coastal Area Management Act. One week training sessions are given to local permit officers at the UNC-Wilmington campus each year.
Application Process:	Call or write the nearest coastal consultant or the Raleigh office listed above for more information.
Program Literature:	Rules and Regulations and copies of the Act are available.

COASTAL PLAINS REGIONAL COMMISSION

Administering Agency:	Office of Intergovernmental Relations Department of Natural Resources and Community Development P. O. Box 27687 Raleigh, North Carolina 27611
Telephone:	(919) 733-4672
Types of Assistance:	Specialized Services Information and Advisory Services
Program Activities:	This office acts as state coordinator for the broad range of special Federal technical and financial assistance programs which are available to cities, towns, counties and L.R.O.'s located within North Carolina's 45 CPRC counties. Funding is available to supplement grants from any existing Federal domestic assistance program which enhances economic development. Requests for demonstration grants and technical assistance which directly benefit economic development will also be considered. Basic objectives of the program are: (1) Gathering and dissemination of knowledge about the State's Coastal Region, its needs, and opportunities; (2) The transmission of Federal financial assistance to communities in the state for purposes of economic development, and (3) The development of a coherent regional growth policy.
Application Process:	Specific project details too numerous to mention here may be obtained from the Office of Intergovernmental Relations.
Program Literature:	A listing of available program literature may be obtained by writing the Coastal Plains Regional Commission, 215 East Bay Street, Charleston, SC 29401.
Comments:	Since the program's inception in 1967, over 120 projects have been funded. In 1977 over $1.2 million were spent on supplemental funding and technical assistance projects

U.S. ECONOMIC DEVELOPMENT ADMINISTRATION
PROGRAM ASSISTANCE

Administering Agency:	Office of Intergovernmental Relations Department of Natural Resources and Community Development P. O. Box 27687 Raleigh, North Carolina 27611
Telephone:	(919) 733-4672
Types of Assistance:	Information and Advisory Services Specified Services
Program Activities:	This office helps North Carolina's local governments participate in the federal EDA program, by supporting and assisting "packaging" projects which are in conformity with the State's overall development policies and strategies. EDA financial assistance is available for local projects which directly support job creation and per capita income gain. The O.I.R. aids local officials and employers in qualifying projects per EDA regulations, packaging applications, and providing regional coordination as applicable.
Application Process:	Grant applications are submitted to the Federal Economic Development Administration. For assistance in preparing the application call or write the N. C. Office of Intergovernmental Relations.
Program Literature:	Brochures on the various EDA programs are available from the State Office of EDA in the Federal Building in Raleigh.

STATE COMMUNITY DEVELOPMENT GRANTS

Administering Agency:	Office of the Assistant Secretary for Community Development Department of Natural Resources and Community Development P. O. Box 27687 Raleigh, North Carolina 27611
Telephone:	(919) 733-2857
Types of Assistance:	Project Grants
Program Activities:	The Office of the Assistant Secretary for Community Development administers a program to provide state grants to counties and municipalities for the purpose of matching federal grants where local matching is required and the local government is otherwise unable to secure the required funding.
Application Process:	Requests must be made in writing to the Assistant Secretary for Community Development. Grants are awarded in lump sum payments in October and February of each year. Call or write for specific details.
Program Literature:	A brochure is available giving program information and requirements.
Comments:	This relatively new program was announced in March 1978 with the first grants awarded in June. Since that time the existence of this $400,000 annual state appropriation has resulted in 9 million additional federal dollars being allocated to North Carolina.

HUD "701" LOCAL PLANNING ASSISTANCE GRANTS

Administering Agency:	Division of Community Assistance Department of Natural Resources and Community Development P. O. Box 27687 Raleigh, North Carolina 27611
Telephone:	(919) 733-2850
Types of Assistance:	Project Grants
Program Activities:	The Division of Community Assistance allocates funding from federal Department of Housing and Urban Development sources (HUD "701") to all counties, and cities with population of less than 50,000 for the purpose of improving their planning and management capabilities. Examples of actual projects funded include land use and development plans, housing plans, capital improvements budgets, plus activities designed to increase the use of these plans and to strengthen the overall planning and management process of local governments.
Application Process:	Grants are awarded on an annual basis. For assistance in preparing an application contact the Community Development Administrator in your regional DNRCD office. (See map in Appendix)
Program Literature:	Brochures describing the program are available on request.
Comments:	This program has been administered by the Division since 1954. Local governments receiving grants can select to use their own "in-house" planning staffs, or contract with an L.R.O. or private consulting firm to do the technical planning work.

COASTAL PLANNING ASSISTANCE GRANTS

Administering Agency: Division of Community Assistance
Department of Natural Resources & Community Development
P. O. Box 27687
Raleigh, North Carolina 27611

Telephone: (919) 733-2850

Types of Assistance: Project Grants

Program Activities: The Division of Community Assistance in cooperation with the Office of Coastal Management administers a program to allocate federal National Oceanic and Atmospheric Administration Office of Coastal Zone Management grants to the twenty coastal counties as specified in the N.C. Coastal Area Management Act of 1974. Grants are awarded to cities and counties for land use planning and related purposes. Examples of projects receiving high funding priority under the objective ranking system include:

1. Activities designed to bring local land use plans into compliance with state guidelines for coastal land use planning.
2. Changes in existing plans to reflect changed conditions.
3. Beach access plans and studies.
4. Erosion control plans and studies.
5. Studies and planning leading to the nomination of new "areas of environmental concern" and locally significant environmental areas.

Application Process: At least 30 days prior to each new grant period the Office of Coastal Management, Department of Natural Resources and Community Development, will distribute to each eligible applicant a grant application form and notice of availability of funds.

For further information contact the Community Development Administrator in your area's regional NRCD office. For Currituck, Camden, Pasquotank, Perquimans, Chowan, Gates, Hertford, Bertie, Washington, Tyrell, Dare, Hyde, Beaufort, Pamlico, and Craven counties contact:

Washington Regional Office
1502 N. Market Street
Washington, N. C. 27889
(919) 946-6481

For Carteret, Onslow, Pender, New Hanover, and Brunswick counties contact:

Wilmington Regional Office
3143 Wrightsville Avenue
Wilmington, N. C. 28403
(919) 762-3394

Comments: Over $300,000 in funding is available for disbursement in FY 78-79.

PLANNING AND MANAGEMENT ASSISTANCE TO LOCAL GOVERNMENTS

Administering Agency:	Division of Community Assistance Department of Natural Resources and Community Development P. O. Box 27687 Raleigh, North Carolina 27611
Telephone:	(919) 733-2850
Types of Assistance:	Specialized Services
Program Activities:	The Technical Services Section offers free planning and management assistance to counties and municipalities on a short or medium term basis. A staff of professional Community Development Planners, Community Development Specialists, Community Management Specialists, and draftsmen are assigned to the seven DNRCD regional offices to provide such diverse services as grant application assistance, land use planning, community needs assessments, management improvement assistance, tax mapping, historic preservation and downtown revitalization services.
Application Process:	Call or write the Community Development Administrator in your regional DNRCD office. Assistance is provided subject to staff availability and is determined on a first come basis.
Program Literature:	Brochures describing the program are available upon request.
Comments:	This program of free technical assistance was begun July 1, 1978.

COMPREHENSIVE EMPLOYMENT AND TRAINING PROGRAM (CETA)

Administering Agency: Division of Community Employment
Department of Natural Resources and Community Development
10 South McDowell Street
Raleigh, North Carolina 27611

Telephone: (919) 733-6310

Types of Assistance: Information and Advisory Services
Specialized Services

Program Activities: The Comprehensive Employment and Training Act of 1973 (CETA) provides job training and employment opportunities for the unemployed, underemployed and economically disadvantaged. The majority of CETA programs are planned and administered by state and local government units called prime sponsors.

In North Carolina, there are 12 local prime sponsors, with the Governor acting as the prime sponsor for the remaining 86 counties called the Balance of State. The local prime sponsors are: Alamance County; Buncombe County, the City of Charlotte; Cumberland County; Davidson County; Durham/Orange Counties; Gaston County; the City of Greensboro/Guilford County/High Point; Onslow County; the City of Raleigh/Lee/Johnston/ and Chatham counties; the balance of Wake County; and the City of Winston-Salem/Forsyth County. The balance of state program is administered by the Division of Community Employment.

There are four major types of CETA programs administered by the Division of Community Employment:

1. Public Service Employment Programs. The initial purpose of public service employment was to use short-term public jobs as a transitional method to get long term unemployed people into the working labor market. In 1976 and 1977, emphasis shifted to using public service jobs for welfare and long term unemployed persons.

2. Youth Programs. CETA youth programs have three major purposes: (a) to get young people to stay in or return to school; (b) to provide training and related services for out of school youth; and (c) to provide employment opportunities for youth.

3. Training and training related programs. The primary focus of CETA training activity is on job-skill training, either in a classroom or on-the-job setting. CETA also provides basic education (reading and math) necessary for employment, work-site experience to develop good work habits and related work skills, and supportive services needed for persons to participate in employment and training programs.

4. Statewide employment and training program coordination. The State is responsible for providing for coordination between all CETA programs in the state, and between all state agencies that operate employment and training related programs. Principle agencies affected by this process include the state and local CETA prime sponsors, the Departments of Public Instruction, Community Colleges, Labor, Human Resources, and the Employment Security Commission. This activity is accomplished under the auspices of the North Carolina Employment and Training Council.

Application Process: Local Government agencies and non-profit organizations are eligible to receive CETA funds to provide employment and training services. Interested groups in the balance of state should contact the employment and training field representative in the appropriate NRCD regional office. Eligible participants which are not located in the balance of state should contact the appropriate local prime sponsor (see attached).

Comments: Assistance in planning and program administration for CETA programs is provided by the Field Operations Branch of DCE. This Branch has not only fourteen field representatives stationed across the state, but also in-house staff who are available to provide assistance on manpower matters.

STATEWIDE COMPREHENSIVE OUTDOOR RECREATION PLAN (SCORP)

Administering Agency:	Division of Parks and Recreation Department of Natural Resources and Community Development P. O. Box 27687 Raleigh, North Carolina 27611
Telephone:	(919) 733-7795
Types of Assistance:	Dissemination of Technical Information
Program Activities:	The SCORP document lists recreation programs in North Carolina, describing the mission of the Division toward outdoor recreation and how the mission is to be satisfied. Requests for copies of the SCORP document are accepted from people who are involved with recreation as part of their jobs. Copies of the summary are available to others.
Application Process:	Call or write.
Program Literature:	SCORP Document. "Scorp Summary", "Outdoor Recreation Areas Inventory"; "Acquisition and Development Report"; "Municipal and County Services Study Report"; "Trails Committee Annual Report"; "Trails System Plan"; "Natural and Scenic Rivers Report"
Comments:	The first N.C. SCORP document was produced in 1972 and the five year update is currently being conducted.

HOUSING ASSISTANCE

Administering Agency:	Division of Community Housing Department of Natural Resources and Community Development P. O. Box 27687 Raleigh, North Carolina 27611
Telephone:	(919) 733-2857
Types of Assistance:	Specialized Services
Program Activities:	The Division of Community Housing provides consultation, direction, and guidance to cities, counties, and regional organizations and to the private sector to facilitate housing rehabilitative and new home construction efforts. Examples of assistance would include grant proposal writing advice, community housing planning, assistance in implementing housing developers' plans, and advocating improved housing opportunities for the elderly and handicapped. The goal of the Division is to provide a variety of choices of safe, decent, and sanitary housing for all citizens of North Carolina at affordable costs and suitable locations.
Application Process:	Call or write.
Comments:	This new Division was created in January 1978 to directly affect the quantity, quality, and distribution of adequate housing.

APPENDIX C

GENERAL SUGGESTIONS

A general set of recommendations is offered to provide some direction toward uniform improvements. Areas considered are:

A. Landscaping
B. Awnings
C. Signs
D. Building Facades

While the conceptual plan should serve as the primary reference point, individual property owners must agree to a set of guidelines for property improvements. Without these guides the result will be a hodge podge that offers no unity to downtown redevelopment.

Landscaping

Early photographs of the Burgaw CBD indicate that the majority of the streets were tree lined. Street improvements, sidewalk construction, and new development have had a negative impact on the street scapes.

It is recommended that the Town immediately participate in the tree inventory, maintenance, and planting program promoted by the Forestry Service. Initial contact has been made with this office and the Special Projects Task Force should follow through with the program requirements.

Those properties with sufficient open space should agree to a uniform planting program that includes seasonal flowers, shrubs, and grass. Those buildings without open areas could participate with the placement of tasteful planters containing seasonal flowers. Planters could include an arrangement of clay pots, window boxes, or large ones constructed of wood or concrete.

If benches are to be used, a consistent style should be selected. Those with wooden slats and metal frames are recommended.

Trash cans should be convenient but unobtrusive. They should be well maintained and emptied on a regular schedule.

Where possible, overhead wiring should be removed and placed underground. Power companies are usually cooperative in this area, especially when a new service is being installed or when old lines are being upgraded. In the latter case they will participate in the cost.

Awnings

Awnings can be used to provide a concept of unity to the downtown area. While requiring more frequent replacement and more maintenance, canvas awnings are recommended. Metal, horizontal awnings are less attractive and look as if they do not belong on older brick structures.

Store owners should choose a set group of colors to be used on either solid or striped awnings. The canvas should also be of the flame-proof variety. Uniform clearance from the awning to the sidewalk should be agreed upon as well as a standard height for installation.

Signs

Signs, more than any other factor, can make or break a design theme. Property owners should agree to a set of basic guides in sign use. The following suggestions should be included:

- Each building should be limited to two signs, one for motorist and one for pedestrians.
- No sign should be painted directly onto the building.
- Electric, flashing, or neon signs should be prohibited.
- Signs for motorist should have letters no higher than 18 inches and should occupy no more than 5 percent of the building front. The sign should be flat against the wall at a level between 10 and 14 feet from the sidewalk.
- Signs for pedestrians should be located on the sidewalk at a 5'6" height or hung from the structure at a 7'6" height. A uniform sign size, design, and letter style should be selected. These signs should offer a maximum of 10 items of information.
- All signs should have tasteful, contrasting colors for background and lettering. They should all have neat borders, be centered, and easy to read.

Building Facades

A basic rule should apply to all facade improvements; allow the original design and materials to show themselves. Current facades offer an array of style and materials attached to basic brick structures. Original materials will prove to be more esthetically pleasing. Other facade consideration include:

- If the upper-story is not being used, be sure that the windows are maintained and that storage is kept from view.
- Window displays should be attractive and not cluttered. Sale signs are particularly displeasing.
- If the building has billboard type signs painted on it, it is recommended that they be removed.
- Signs should follow the recommendations cited above.
- Any renovation should consider the other buildings on the street (materials used, colors, height, width, etc.)

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