



Comprehensive Land Use Plan

ADOPTED
December 7, 2021



Cleveland County
NORTH CAROLINA

CLEVELAND COUNTY

Comprehensive Land Use Plan

PREPARED FOR

Cleveland County

PREPARED BY

Benchmark Planning

ADOPTED

December 7, 2021



Cleveland County
NORTH CAROLINA

ACKNOWLEDGMENTS

COUNTY COMMISSIONERS

Doug Bridges, Chairman
Deb Hardin, Vice Chairman
Johnny Hutchins
Ronnie Whetstine
Kevin Gordon

STEERING COMMITTEE

Tom Spurling, Former Planning Board Chairman, Belwood Council
Max Hopper, Former Planning Board Chairman, Former Earl Mayor
Darryl Crawford, Former Planning Board Member
Johnny Hutchins, County Commissioner
Stephen Bishop, Soil and Water Director
Susan Scruggs, Planning Board, Realtor
Walt Scharer, Shelby Planning Director
Kimberly Herndon, Kings Mountain Senior Planner
Brad Cornwell, Cleveland County Water Manager
Justin Longino, Boiling Springs Manager
Noah Saldo, Planning Board Chairman
Charles Christenbury, Planning Board

COUNTY MANAGEMENT AND PLANNING DEPARTMENT

Brian Epley, County Manager
Kerri Melton, Assistant County Manager
Chris Martin, Planning Director
Henry Earle, Planner
Anna Parker, Administrative Assistant

CITIZENS OF CLEVELAND COUNTY

Thank you for your participation in the development of the Plan!



Cleveland County
NORTH CAROLINA

TABLE OF CONTENTS

- 1** INTRODUCTION
 - PURPOSE 1
 - OVERVIEW OF THE PROCESS 1
 - THE SETTING 4
 - DEMOGRAPHIC PROFILE 6
 - HOUSING PROFILE 10
 - ECONOMIC PROFILE 14
 - ONLINE ENGAGEMENT 21

- 2** GUIDING PRINCIPLES
 - COMMUNITY SURVEY 22
 - COMMUNITY MEETINGS 30
 - KEY PLANNING THEMES 31
 - GUIDING PRINCIPLES 32

- 3** COUNTY FUTURE LAND USE
 - CULTURAL AND HISTORIC RESOURCES 36
 - NATURAL RESOURCES 38
 - TRANSPORTATION 47
 - INFRASTRUCTURE 52
 - LAND USE DEVELOPMENT 54
 - COUNTY FUTURE LAND USE 60
 - SUPPORTING RECOMMENDATIONS 72

- 4** TOWN FUTURE LAND USE
 - TOWN FUTURE LAND USE 81
 - BELWOOD 82
 - EARL 84
 - GROVER 86
 - LAWNDALE 88
 - MOORESBORO 90

1



SECTION 1. INTRODUCTION

A comprehensive land use plan serves as the primary policy guide for the future growth and development of a community. It includes a vision, goals, implementation strategies, and a future land use map for use by the public and private sectors when making decisions about land use and development. The Cleveland County Comprehensive Land Use Plan provides long-range direction to elected officials, appointed boards, and staff as they develop and implement projects, programs, and policies to move the County forward.

PURPOSE

The Comprehensive Land Use Plan sets forth the “blueprint” for the future development of Cleveland County. This Plan is the vision of the community and the steps needed to realize that vision. The Plan is comprised of recommendations that guide decision-making on the long-term physical land development and economic development of the County. The Plan builds upon existing community assets and establishes a framework for taking advantage of opportunities as they arise.

The Plan considers potential development and land use opportunities for both the private and public sectors. The Plan is implemented over time through many distinct decisions including annual budgeting, departmental work programs, zoning decisions, community investments, and development projects.

The State of North Carolina requires local governments, which have adopted zoning ordinances to maintain a land use plan. The

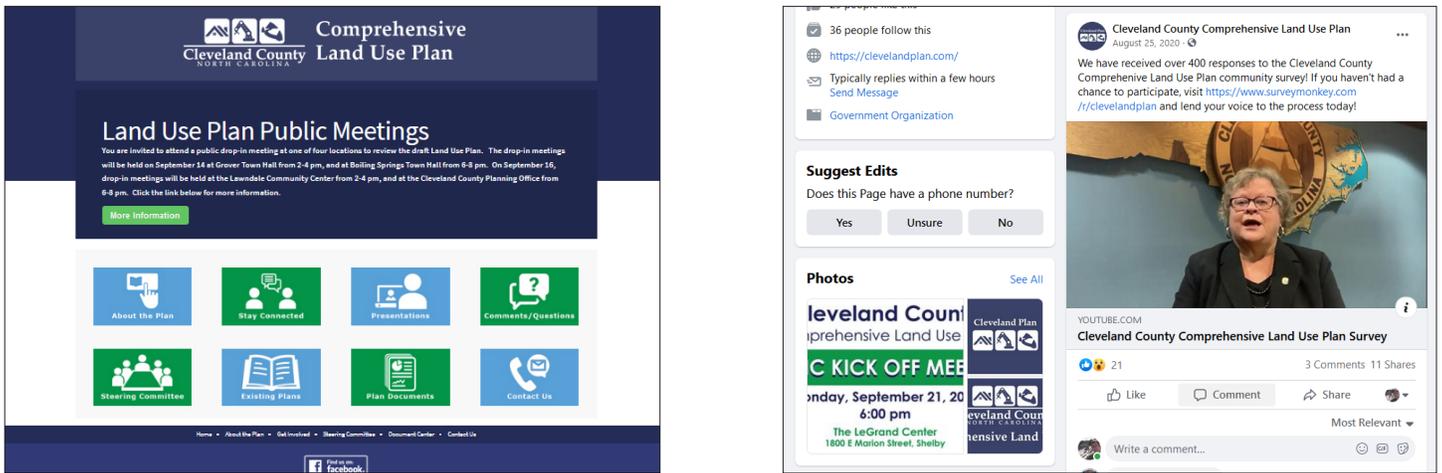
State also requires local governments that are considering a zoning map amendment to approve a statement describing whether its action is consistent with an adopted comprehensive plan and any other official plans as applicable (N.C.G.S. 160D-605).

OVERVIEW OF THE PROCESS

The Comprehensive Land Use Plan was developed over an 18 month time frame, from March 2020 through October of 2021. During the process, the County staff, along with a steering committee, worked closely with a planning consultant to guide the development of the Plan. The steering committee for the Plan was composed of nine members, who helped to provide feedback and craft the major components of the Plan. The Steering Committee specifically included a County Commissioner, three members of the County Planning Board, Boiling Springs' Town Manager, Shelby's Planning Director, Kings Mountain's Senior Planner, and two representatives from different geographic areas of the County.

Early in the process, the general public was engaged in a variety of ways, including a frequently updated website, a community survey, social media posts, a project website and a public kick-off meeting. After a five month project pause, three public meetings focused on topic areas important to the development of the Plan were held. The three topic area meetings included Economic Development, Agriculture and Natural Resources, and Community Initiatives and Partnerships that were held in-person and streamed live for additional participation.

▼ FIGURE 1 PROJECT WEBSITE AND SOCIAL MEDIA PAGE



Following a review of background research and survey results, the Steering Committee worked through ten planning themes that were developed into four guiding principles that work together to form the vision for the future growth and development of Cleveland County. After developing the guiding principles, the Steering Committee held work sessions to develop a draft future land use map and supporting recommendations. Once these were developed a series of four drop-in public meetings were held at different locations across the County for the public to review and provide comment on the guiding principles, future land use map, and recommendations.

After the public drop-in meeting, a final draft of the Plan was reviewed and approved by the Steering Committee for consideration by the County Planning Board. The County's Planning Board gave a favorable recommendation on the Plan to the County Board of Commissioners on October 26, 2021 for their consideration of adoption. At a public hearing on December 7, 2021, the County Board of Commissioners adopted the Plan.

The Comprehensive Land Use Plan outlines the development process of the Plan in more detail. Specifically, the Plan includes this introductory section covering the purpose, process, and setting, while the remaining sections of this Plan discuss the development of the guiding principles, the County future land use, and supporting recommendations needed to carry the Plan forward. The Plan also includes future land use maps for the five municipalities that receive planning and zoning services from the Cleveland County Planning Department.

▼ FIGURE 2 STEPS IN THE PLANNING PROCESS

PLANNING STEPS	DATE
2020 MILESTONES	
Project Initiation	March
Stakeholder Meetings	May 18 - 22
Background Research	March - August
Steering Committee Meeting	June 18
Steering Committee Meeting	July 16
Community Survey	July - August
Steering Committee Meeting	September 10
Public Kick-Off Meeting	September 21
Project Paused	October 2020 - February 2021
2021 MILESTONES	
County Commissioner Update	February 2
Steering Committee Meeting	March 2
Economic Development Panel	April 22
Agriculture and Natural Resources Panel	May 6
Community Initiatives and Partnerships Panel	May 13
Steering Committee Meeting	June 30
Steering Committee Meeting	July 21
Steering Committee Meeting	August 5
County Commissioner Update	August 20
Working Draft Prepared	September
Public Drop-In Meetings	September 14 and 16
Final Steering Committee Meeting	September 30
Planning Board Recommendation	October 26
County Commissioner Adoption	December 7

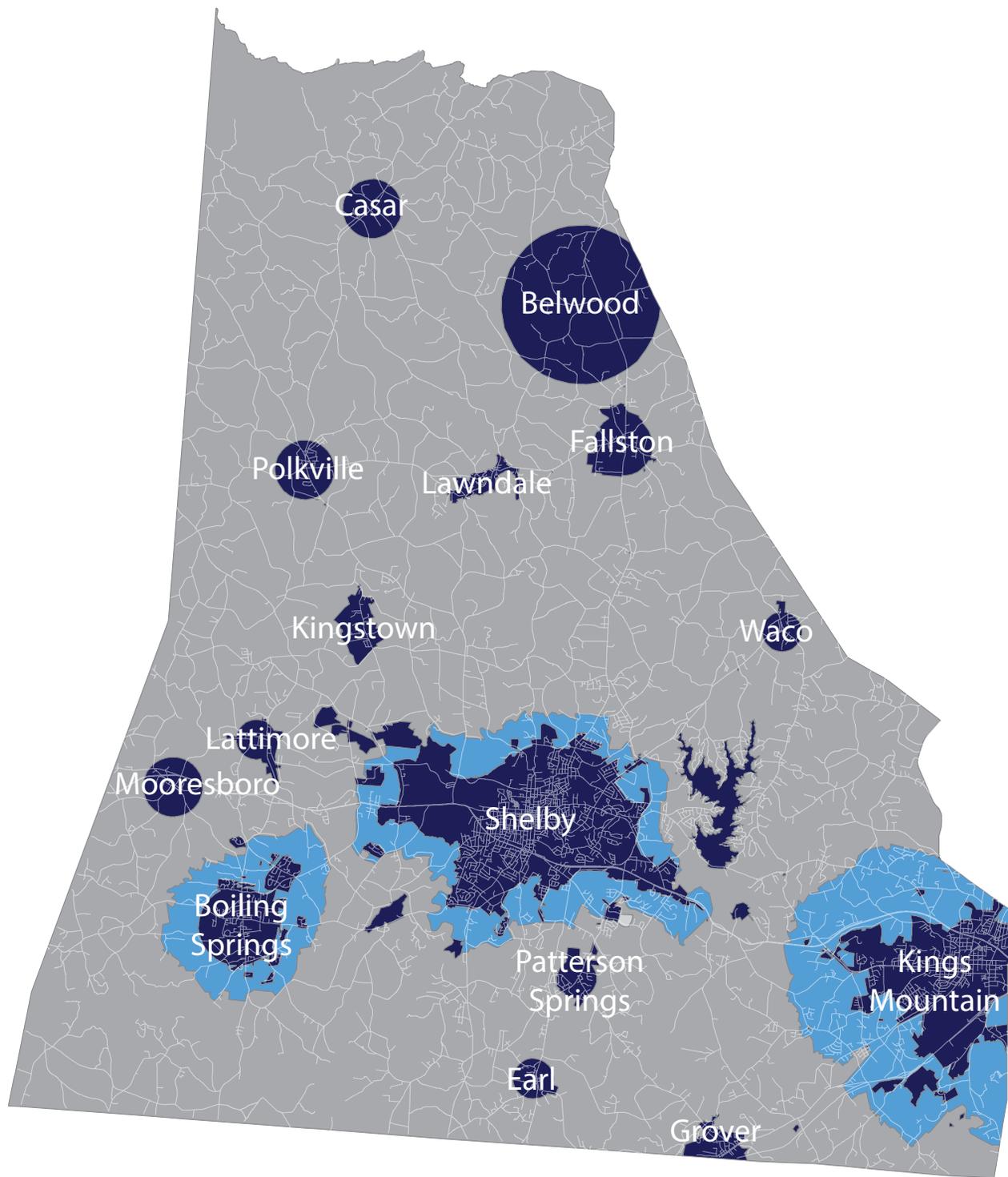
THE SETTING

Cleveland County covers 469 square miles in the foothills of the Blue Ridge Mountains. The County, which includes 15 municipalities, is located between Charlotte, Asheville, and Greenville / Spartanburg metropolitan areas. It shares a boundary with the State of South Carolina and is part of the western piedmont region.

The area known today as Cleveland County was originally inhabited by Cherokee and Catawba Indians. During the 1740's and 1750's, the first European settlers came to the area, primarily from England, Scotland, Germany, Ireland, and France. Typically they came south from Philadelphia and either landed near the Great Philadelphia Wagon Road, or landed in Charleston, South Carolina and made their way to Cleveland County by traveling up the Broad River. Most settlers established their new homes along the rivers and streams throughout the County and began raising a number of colonial crops, including tobacco, grain, and flax. Cotton was first planted in 1815 and the first wooden roller cotton gin was built shortly after. At this time, the area known as Cleveland County was considered to be in either Rutherford or Lincoln County. Yet, by 1836, the population had grown to the extent that a new county was deemed necessary, and thus Cleveland County was formed in 1841. It was named for Benjamin Cleveland, a colonel in the American Revolutionary War, who took part in the Battle of King's Mountain. In 1842, the City of Shelby was established as the County seat and Shelby was officially chartered in 1843. The County continued to grow in small segments for almost eighty years, expanding to include annexations from Gaston and Rutherford Counties.

In the late 19th Century and early 20th Century, Cleveland County's economy was driven by agriculture and manufacturing. The County's municipalities experienced growth during this time frame with abundant employment opportunities at cotton mills, local businesses, and productive farming operations surrounding the towns, especially in cotton production. In the 1970s, production of cotton declined and textile manufacturing employment moved away as a result of foreign competition and larger up-to-date manufacturing facilities available in other locations. In the later years of the 20th Century on into the 21st Century, Cleveland County has found new industrial opportunities, leading the State in the number of new manufacturing jobs per capita for several years during that time frame. The County continues to find ways to diversify its economic base and attract new residents and visitors, leveraging its strong location with the growing region. In fact, the County has adopted a marketing campaign called "Charlotte's backyard," advertising the opportunity for rural living in a large metropolitan region.

▼ MAP 1 CLEVELAND COUNTY AND ITS MUNICIPALITIES



-  Cleveland County
-  Municipalities
-  Municipalities' ETJs
-  Roads



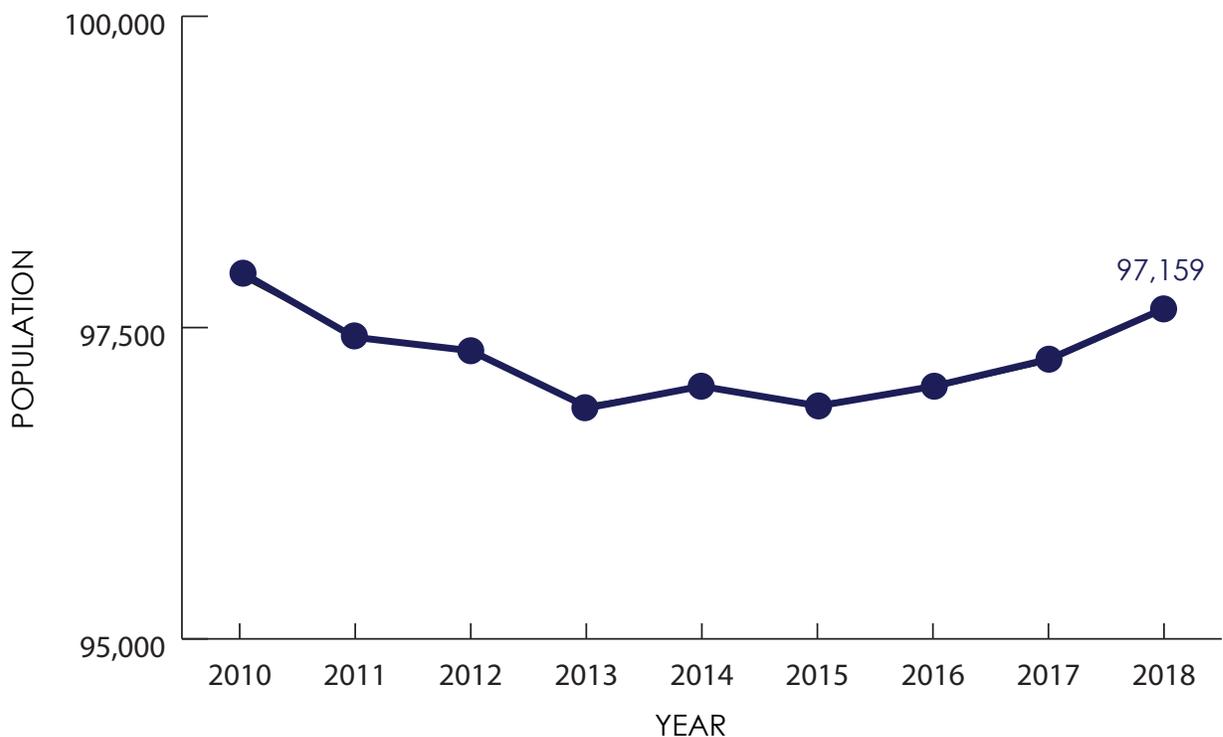
DEMOGRAPHIC PROFILE

As of 2018, when the data collection began for the Plan, Cleveland County's population was estimated at just under 100,000 people. As an update, the recent 2020 US Census indicated the County's total population increased to 99,519 people. The population has not changed significantly over the past decade, though it did grow considerably between 1990 and 2000. The State creates population projections for each county and it anticipates that Cleveland County will reach a population of 102,361 by 2040. This assumes that the County will continue to grow at the same steady rate it has experienced since 2000, increasing by just under 5% between 2018 and 2040. This rate of growth is much smaller than the region, where estimated growth rates during this same time frame were between 12.7% (Rutherford County) and 31.7% (Catawba County).

People are living at the greatest densities in Cleveland County's three cities: Shelby, Kings Mountain, and Boiling Springs, with the least dense population living northwest of Casar. Map 2 shows the density of population by block group in 2018. Generally, the greatest number of people live in and around the center of the County. Figure 4 shows a population pyramid, in which age groups are displayed by number of people in each age cohort. While Cleveland County's population pyramid is relatively flat (most groups are comparably sized), there are larger numbers of residents between 25 and 34, between 45 and 54, as well as between 65 and 74. Overall, the median age of a Cleveland County resident is 42, which is higher than the average North Carolinian (38.6), but relatively comparable with the region as a whole.

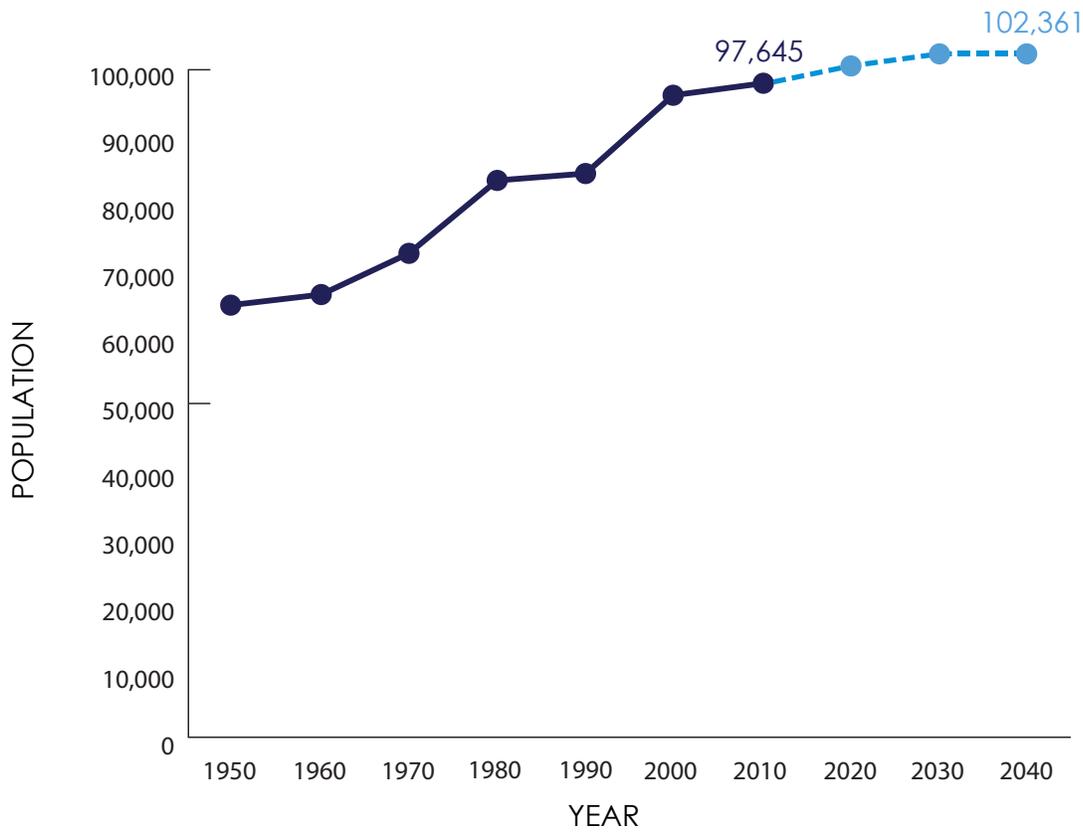
▼ FIGURE 3 POPULATION ESTIMATES

Source: American Community Survey (2010 - 2018, 5-Year Estimates)



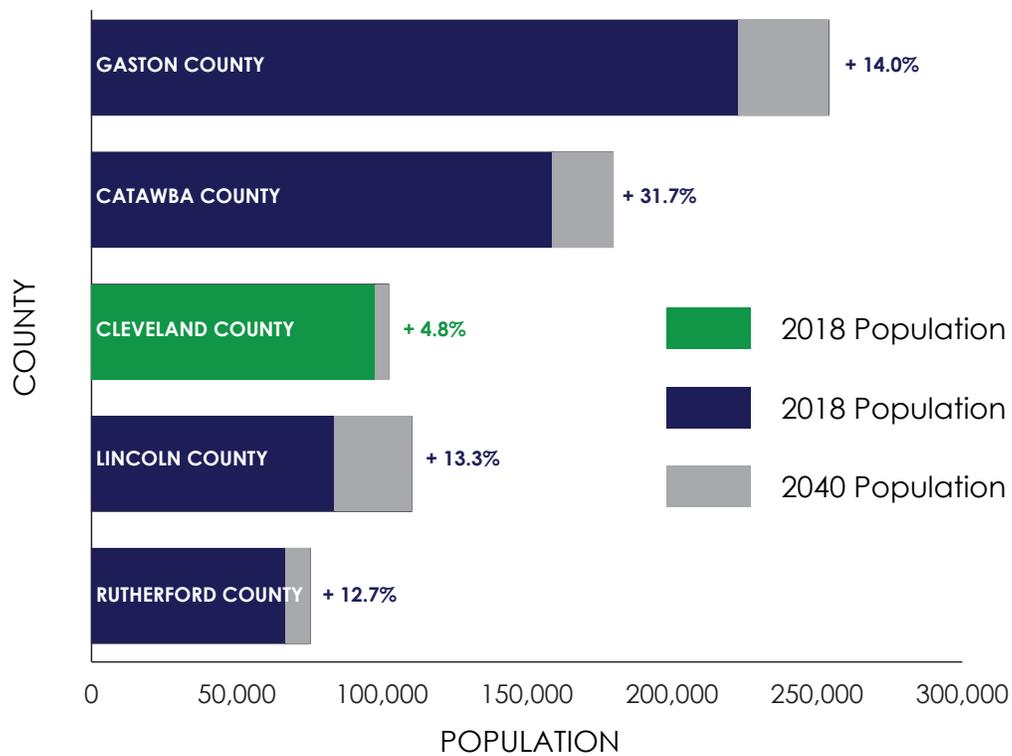
▼ FIGURE 4 POPULATION PROJECTIONS

Source: United States Census, North Carolina Office of State Budget and Management



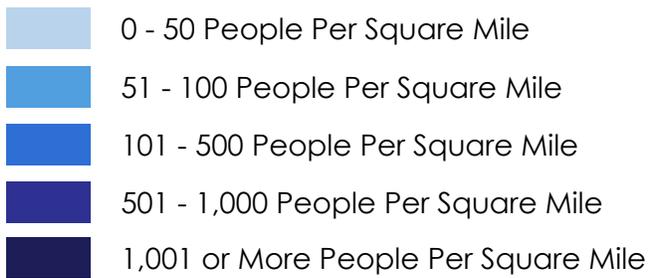
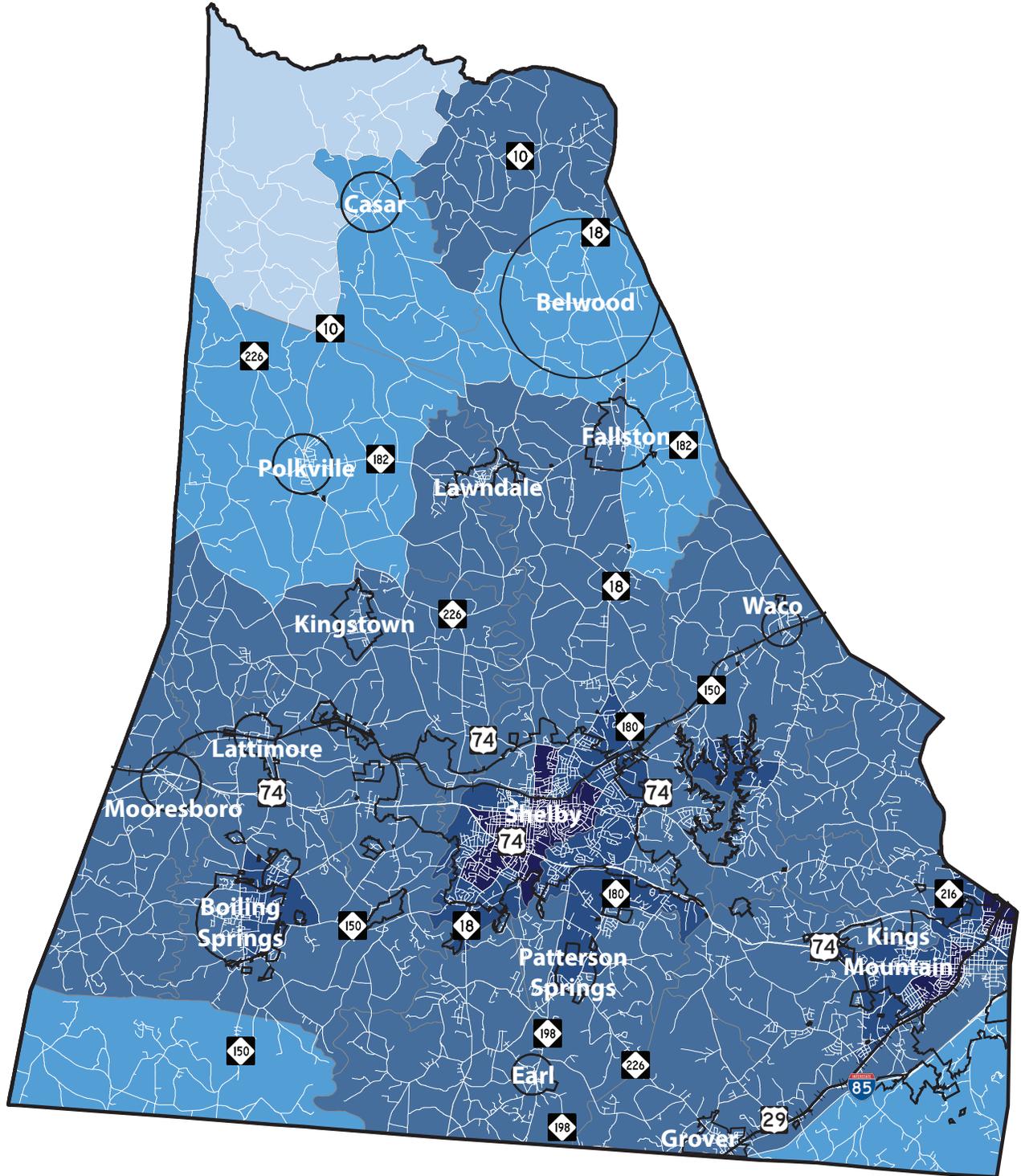
▼ FIGURE 5 REGIONAL POPULATION PROJECTIONS

Source: American Community Survey, North Carolina Office of State Budget and Management



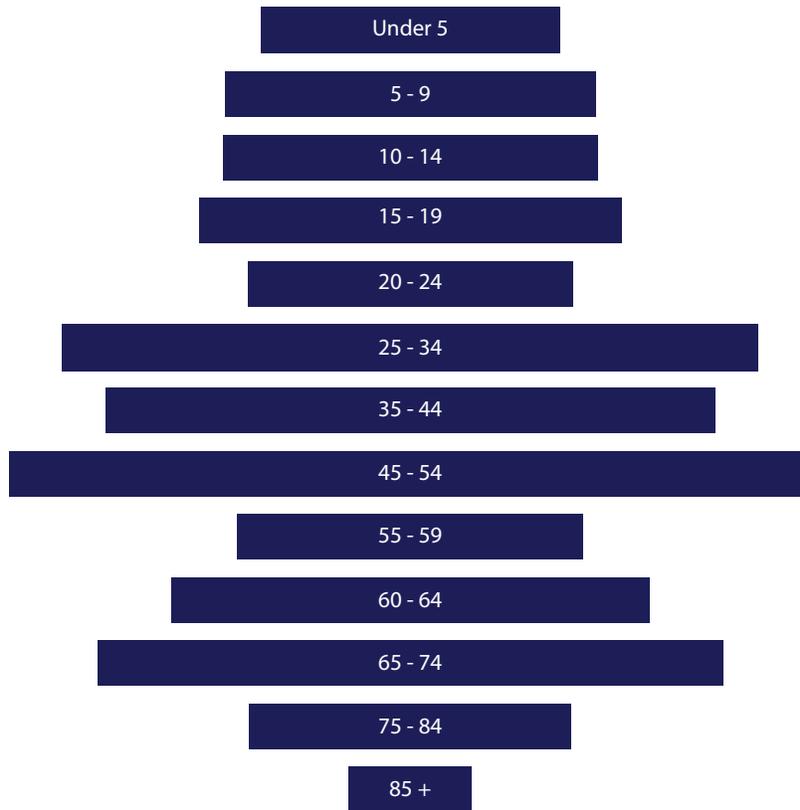
▼ MAP 2 POPULATION DENSITY PER CENSUS BLOCK GROUP

Source: American Community Survey (2018)



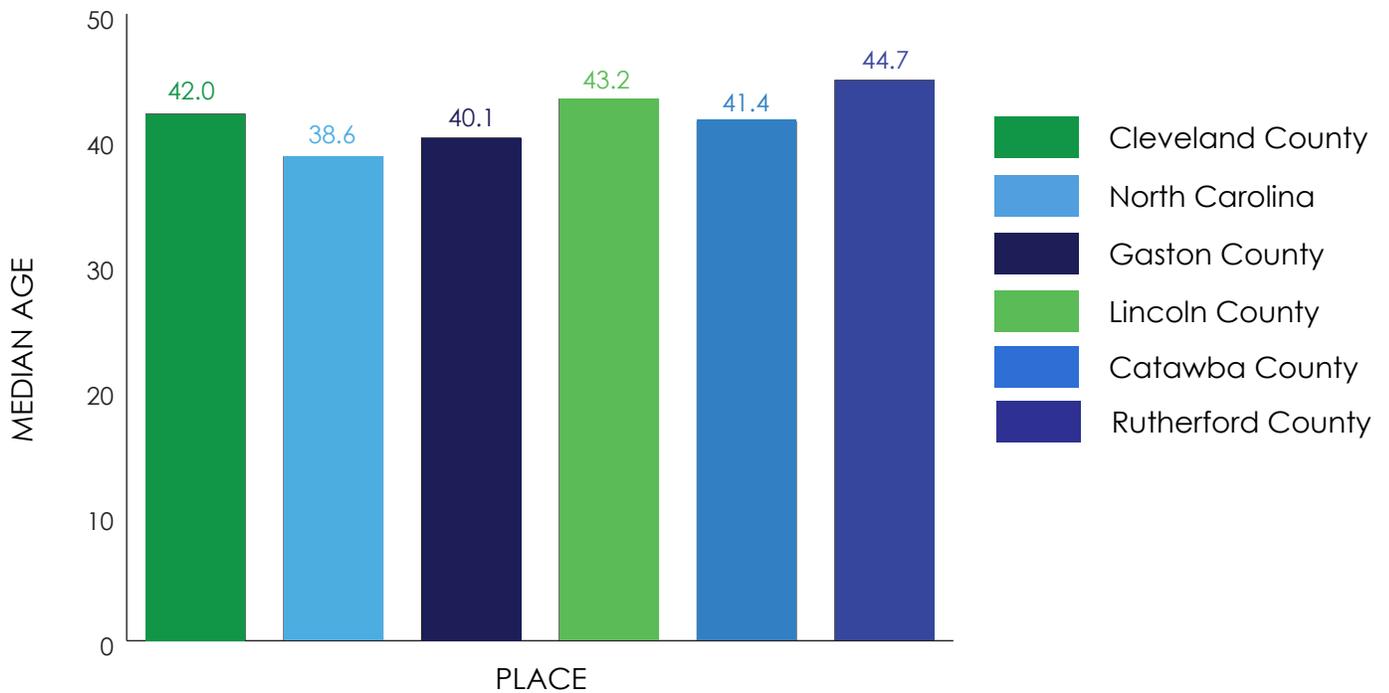
▼ FIGURE 6 AGE OF POPULATION

Source: American Community Survey (2018, 5-Year Estimates)



▼ FIGURE 7 MEDIAN AGE OF POPULATIONS

Source: American Community Survey (2018, 5-Year Estimates)



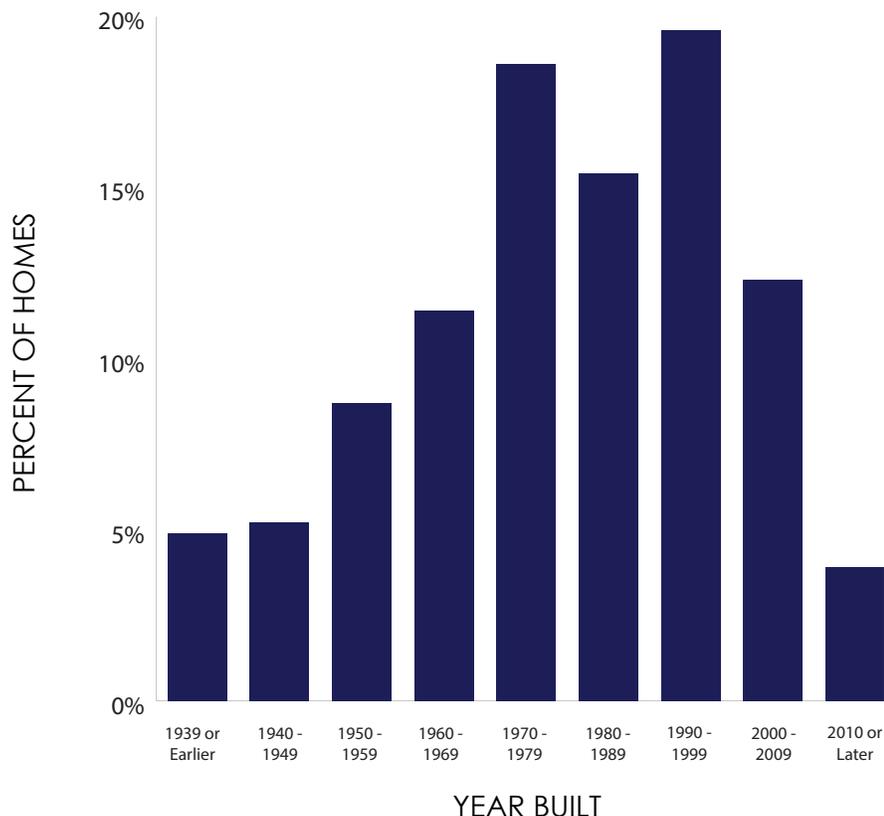
HOUSING PROFILE

Similar to the relatively flat growth rate of Cleveland County's population, development of new housing in the County has also been limited in recent years. The largest portion of the County's housing stock was built between 1970 and 1999, with almost 20% built between 1990 and 1999. Housing ownership is about average with the State: 67.5% of the units are owner-occupied and almost one third of the houses are occupied by renters. However, the housing vacancy rate is somewhat high, with about 20% of the County's total housing units considered vacant according to the 2018 American Community Survey. These figures are likely skewed due to a large number of uninhabitable structures that are included in this count. This high vacancy rate may be contributing to a lack of interest in new home development by large builders. Although, the recent housing study completed by the County that examined the existing housing market, clearly demonstrates a need for new housing products in all income categories and housing types.

Almost 70% of the County's total homes are single family dwellings, and almost one quarter of the housing units are mobile homes. This has a strong impact on the median home value, which is around \$115,000. Rural areas tend to have lower home values overall, as apparent by the regional home value comparison in Figure 10. There are very few multi-family housing units in Cleveland County, and it is apparent that mobile home units are filling this void in housing type and affordability. Map 3 displays vacancy rates per census block group throughout the entire County. The areas with the highest percentage of vacancies are around Mooresboro, Fallston, Waco, Grover, and Shelby.

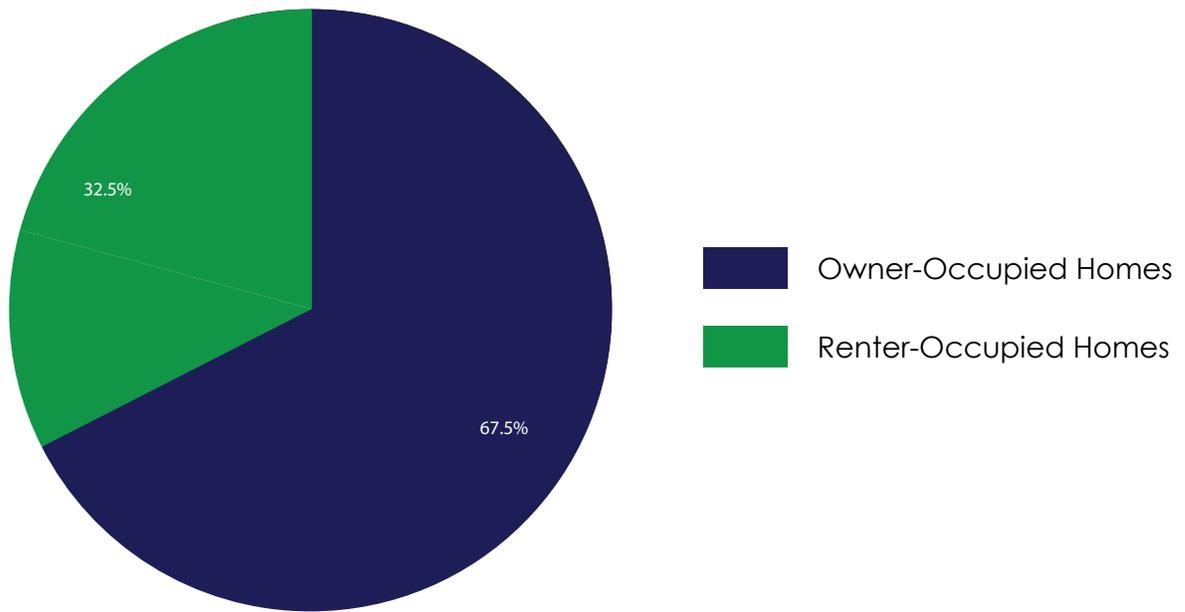
▼ FIGURE 8 AGE OF HOUSING

Source: American Community Survey (2010 - 2018, 5-Year Estimates)



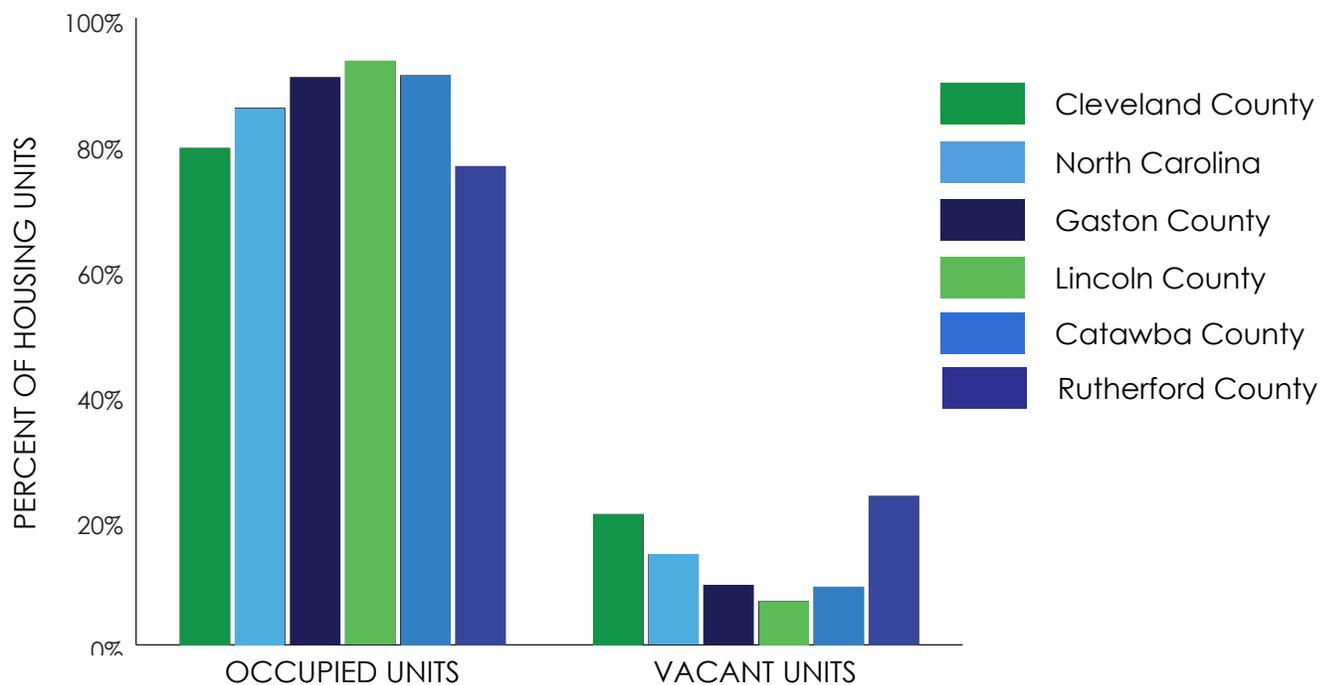
▼ FIGURE 9 HOUSING OWNERSHIP

Source: American Community Survey (2010 - 2018, 5-Year Estimates)



▼ FIGURE 10 REGIONAL HOUSING OCCUPANCY

Source: American Community Survey (2018, 5-Year Estimates)



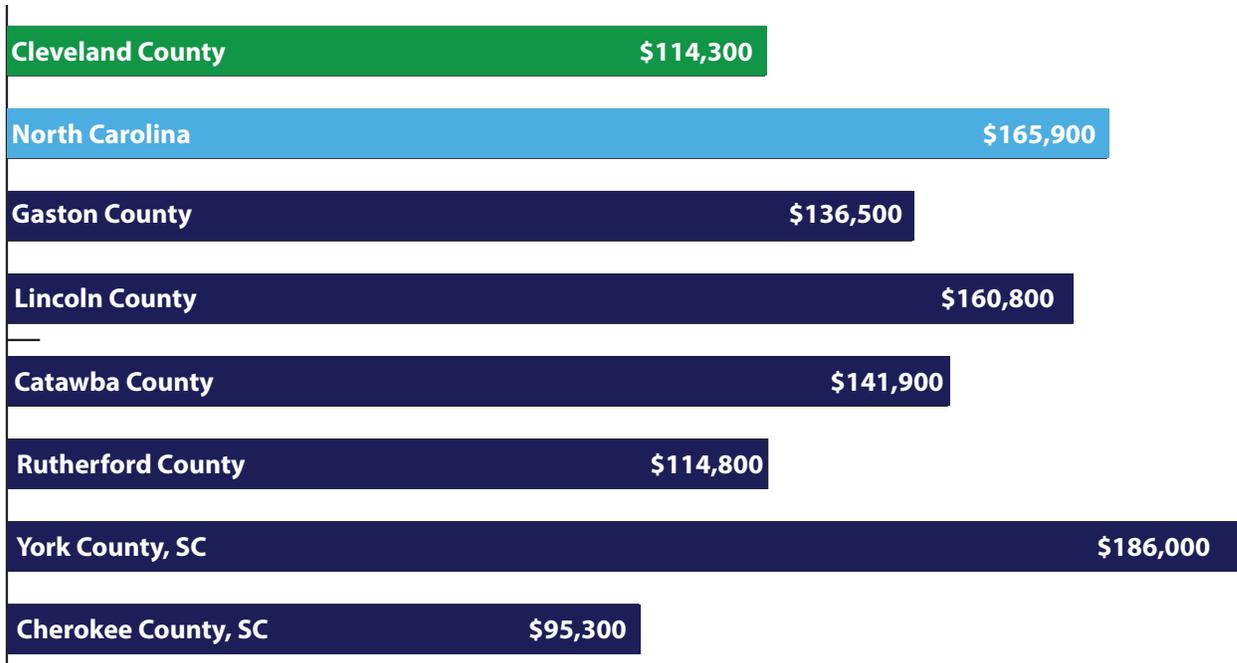
▼ FIGURE 11 HOUSING UNITS

Source: American Community Survey (2018, 5-Year Estimates)

HOUSING TYPE	NUMBER OF UNITS	PERCENT OF TOTAL UNITS
1-Unit, Detached	29,707	68.0%
1-Unit, Attached	444	1.0%
2 Units	730	1.7%
3 or 4 Units	842	1.9%
5 to 9 Units	691	1.6%
10 to 19 Units	900	2.1%
20 or More Units	871	2.0%
Mobile Home	9,488	21.7%

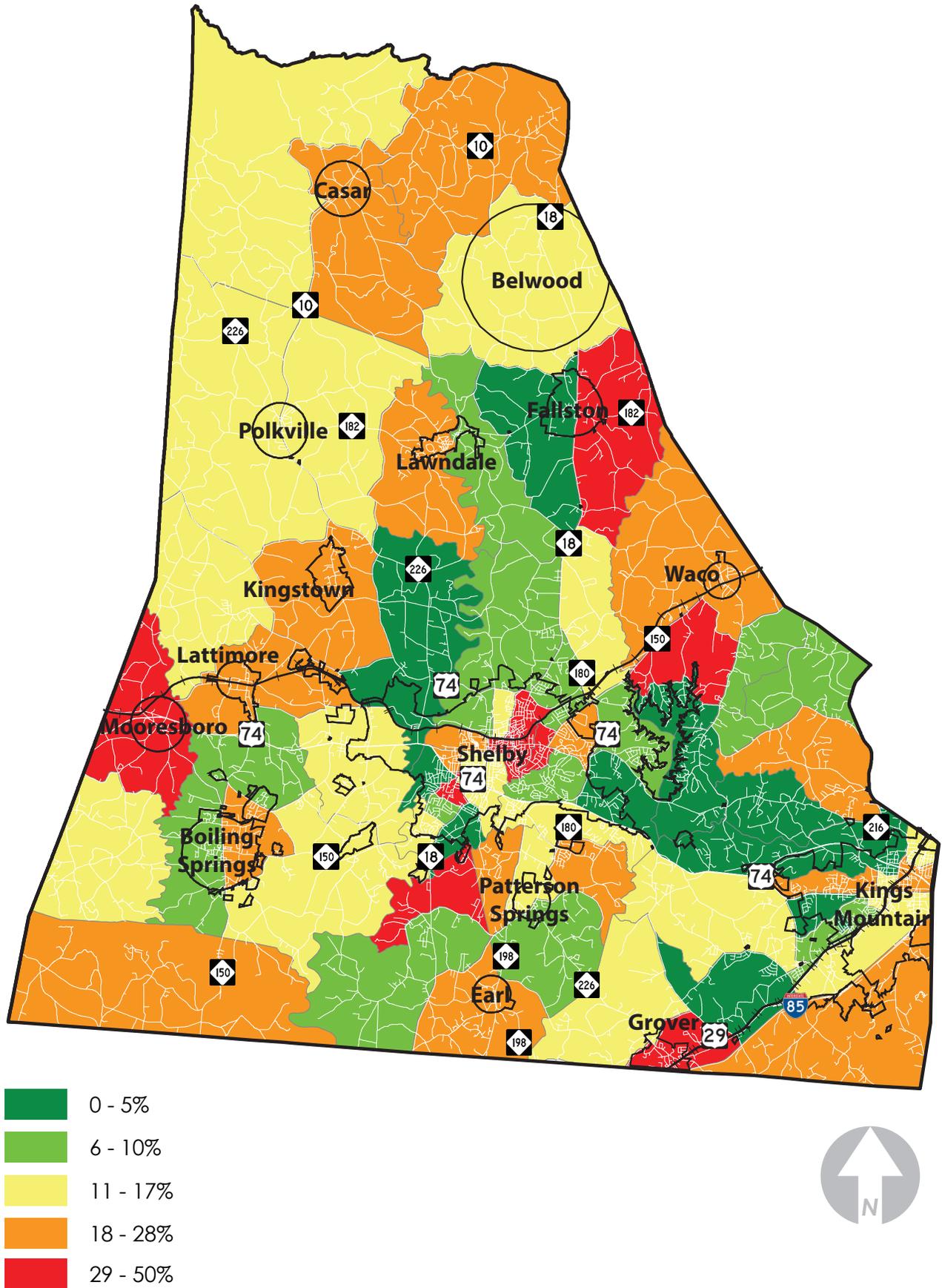
▼ FIGURE 12 MEDIAN HOME VALUE

Source: American Community Survey (2018, 5-Year Estimates)



▼ MAP 3 VACANCY RATES PER CENSUS BLOCK GROUP

Source: American Community Survey (2018)

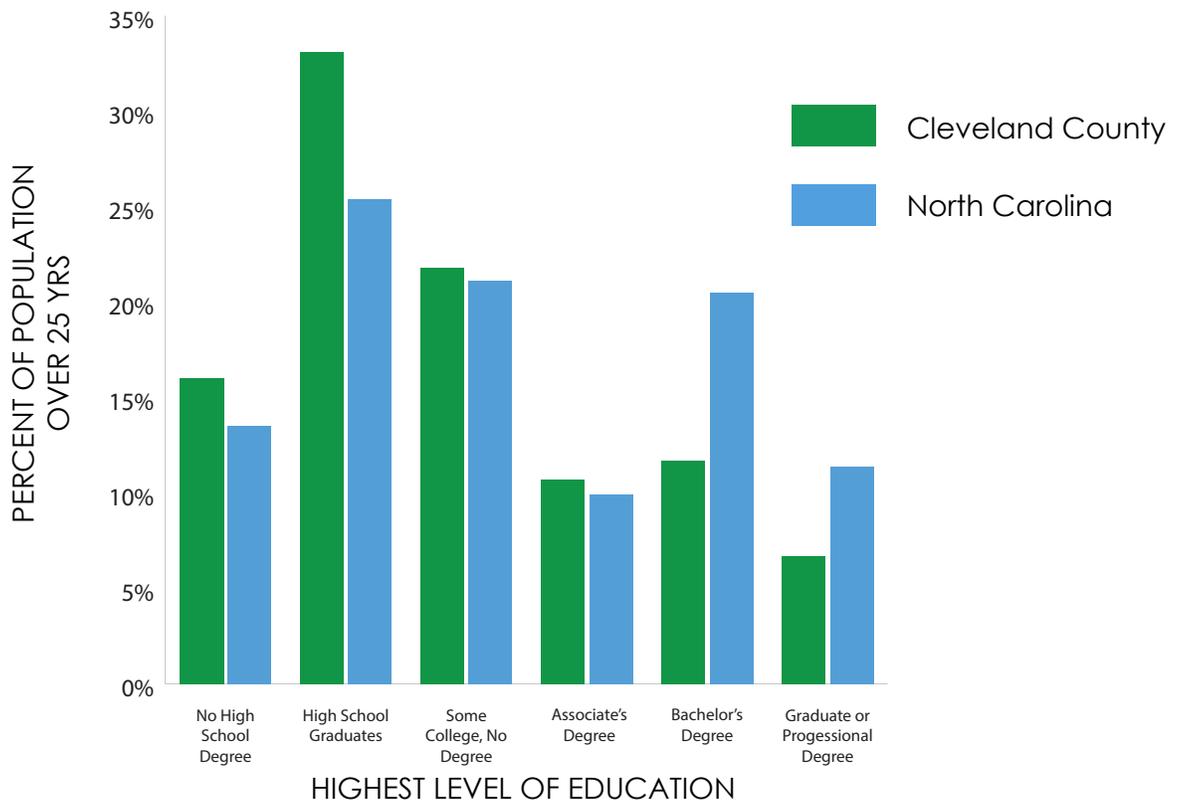


ECONOMIC PROFILE

Figure 11 displays the percent of the population that have attained various levels of education in Cleveland County and the State of North Carolina. While those who have completed some portion of a college degree or an associates degree in Cleveland County is on par with the State, the County has a lower rate of higher educational attainment. Just over half of the population that is over the age of 16 in the County is in the labor force. This is slightly lower than the State, where about 62% of the population is in the labor force. Those not considered to be in the labor force include people who are retired, students, homemakers, and others who are not actively seeking work. The American Community Survey's estimated unemployment rates in the region are shown in Figure 13. Historically, Cleveland County has had a slightly higher unemployment rate. Of the County residents who are employed, just over one quarter work in education, health care, and social assistance. Another 21% of the County's population works in manufacturing. A combination of a lower labor force participation rate and limited employment sector diversity influences the County's median household income, which is lower than much of the region, though higher than Rutherford and Cherokee Counties. Maps 4 and 5 display commuting patterns for residents and workers in the County. While most of the people who work in Cleveland County live here, just over one third of County residents commute to Charlotte, Gastonia, and other locations for work. Many of the County's workers (85%) drive alone to work, though there are about 10% who carpool and 2% who work from home.

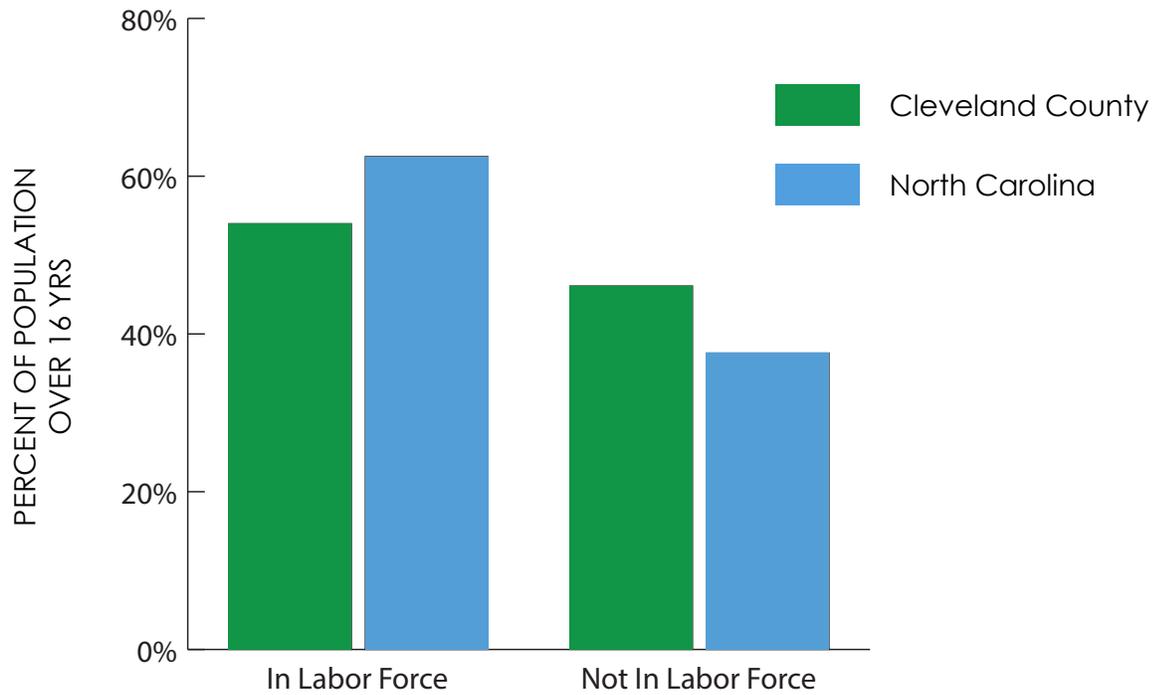
▼ FIGURE 13 EDUCATIONAL ATTAINMENT

Source: American Community Survey (2010 - 2018, 5-Year Estimates)



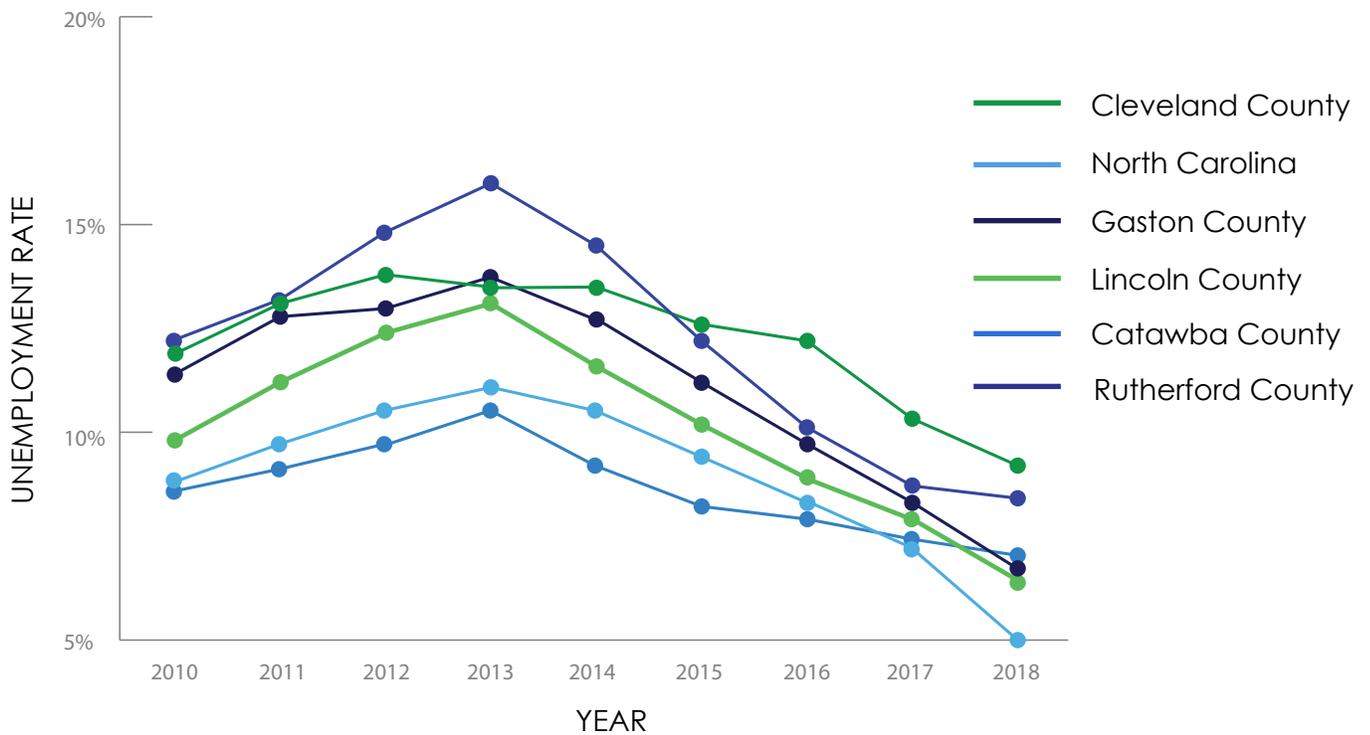
▼ FIGURE 14 LABOR FORCE PARTICIPATION

Source: American Community Survey (2010 - 2018, 5-Year Estimates)



▼ FIGURE 15 UNEMPLOYMENT RATES

Source: American Community Survey (2010 - 2018, 5-Year Estimates)



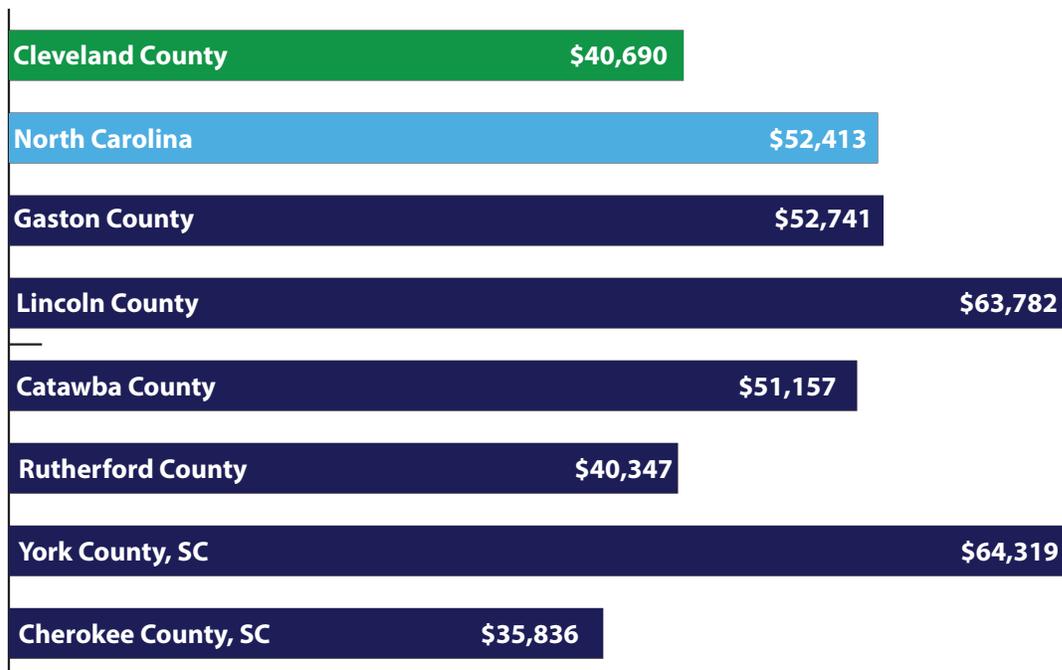
▼ FIGURE 16 KEY INDUSTRY SECTORS

Source: American Community Survey (2018, 5-Year Estimates)

INDUSTRY SECTOR	PERCENT OF WORKFORCE
Agriculture	1.1%
Construction	6.3%
Manufacturing	20.9%
Wholesale Trade	2.4%
Retail Trade	12.0%
Professional, Scientific, Management, Waste Management	5.5%
Educational Services, Health Care, Social Assistance	25.8%
Arts, Entertainment, Recreation, Accommodations	9.1%
Public Administration	3.9%
Other Services	4.9%

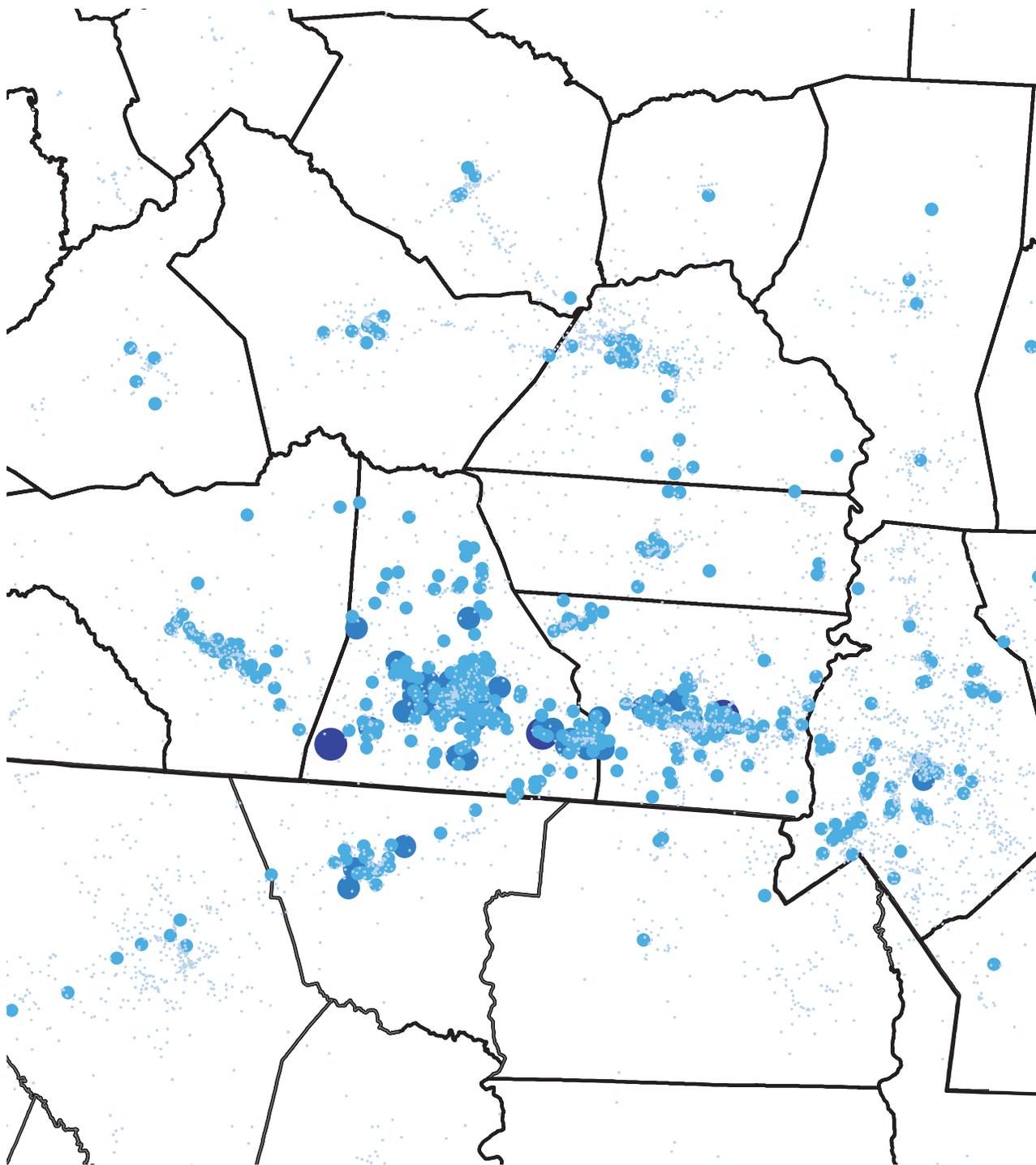
▼ FIGURE 17 MEDIAN HOUSEHOLD INCOME

Source: American Community Survey (2018, 5-Year Estimates)



▼ MAP 4 RESIDENTS' WORK LOCATIONS

Source: American Community Survey (2017)



- 1 - 10 Residents' Jobs
- 11 - 100 Residents' Jobs
- 101 - 400 Residents' Jobs
- 401 - 862 Residents' Jobs



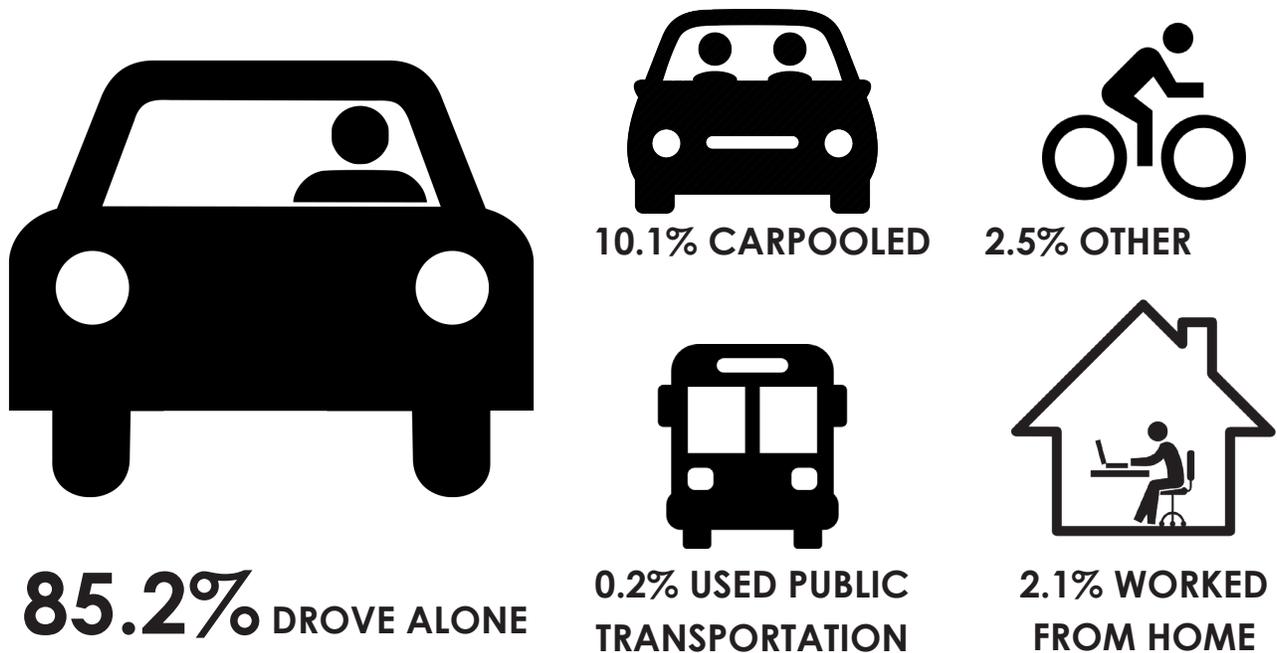
▼ FIGURE 18 WORK LOCATION OF CLEVELAND COUNTY RESIDENTS

Source: American Community Survey (2018, 5-Year Estimates)

LOCATION	NUMBER OF RESIDENTS	PERCENT OF COMMUTERS
Shelby, NC	7,298	17.7%
Gastonia, NC	3,002	7.3%
Charlotte, NC	2,991	7.3%
Kings Mountain, NC	2,563	6.2%
Raleigh, NC	786	1.9%
Asheville, NC	705	1.7%
Hickory, NC	497	1.2%
Forest City, NC	487	1.2%
Boiling Springs, NC	473	1.2%
Winston Salem, NC	386	0.9%

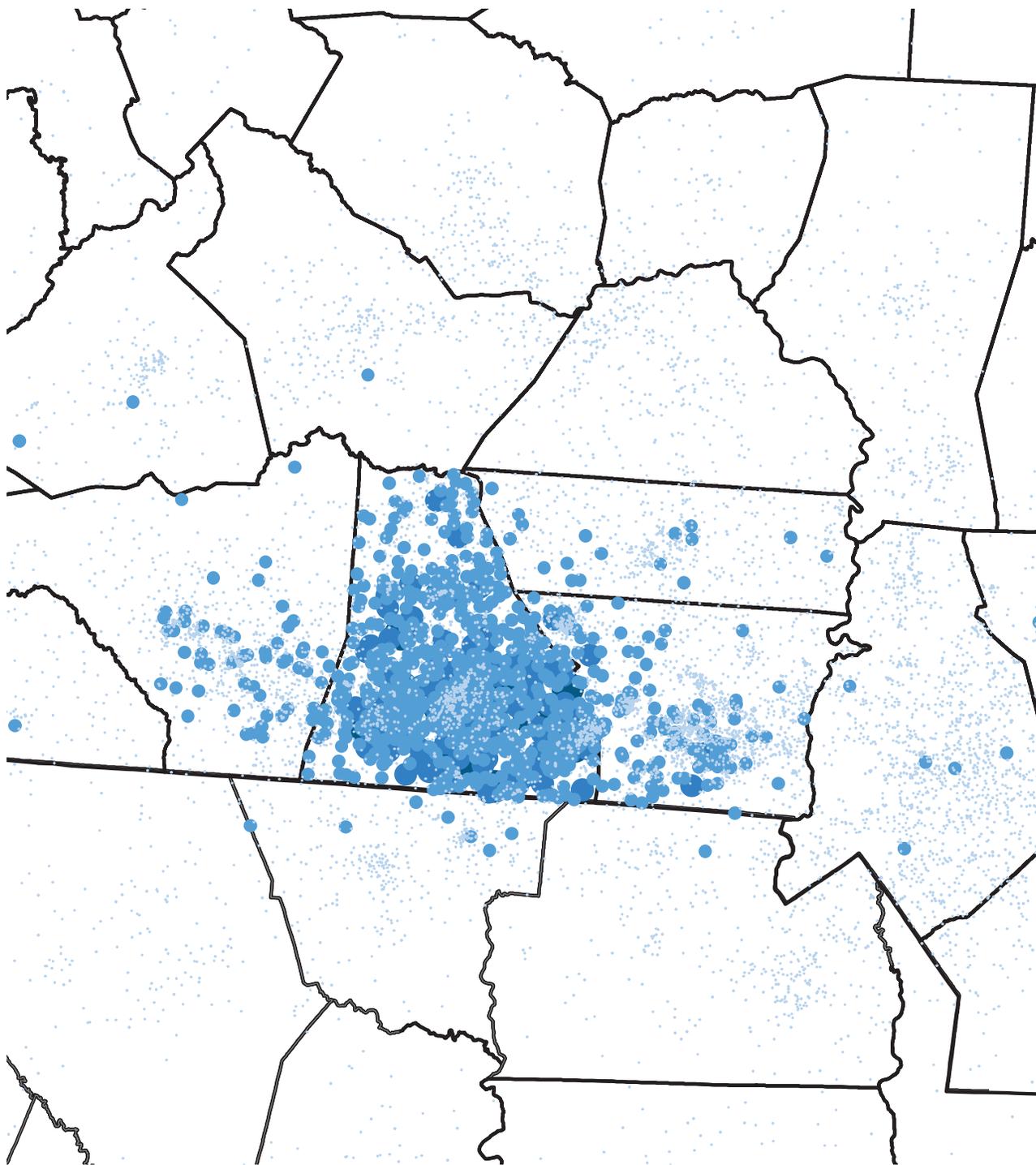
▼ FIGURE 19 MEANS OF TRANSPORTATION TO WORK

Source: American Community Survey (2018, 5-Year Estimates)



▼ MAP 5 WORKERS' HOME LOCATIONS

Source: American Community Survey (2017)



- 1 - 5 Workers' Homes
- 6 - 20 Workers' Homes
- 21 - 50 Workers' Homes
- 51 - 131 Workers' Homes



2



SECTION 2. GUIDING PRINCIPLES

In order to develop a meaningful and community-based plan, the County's residents were engaged through a variety of traditional and online opportunities to provide input into the Plan. Specifically, the community provided input through public meetings, a community survey, small group interviews, and the project website to help develop the Guiding Principles of the Plan, which form the vision for the future.

ONLINE ENGAGEMENT

At the onset of this project, a project website was developed in order to host information related to the Comprehensive Land Use Plan and keep residents engaged and aware of public meetings and other key milestones. The website, www.ClevelandPlan.com, included details on the purpose of the Plan, links to previously approved plans, presentations from steering committee meetings, details on public meetings and other engagement events, and opportunities to submit questions or subscribe to email updates. During the planning process, there were 900 unique views of the website.

- Elected and Appointed Officials
- County and Municipal Staff
- Real Estate Professionals
- Economic Development Interests
- Public Safety Officials
- Community / Civic Organizations
- Transportation Officials
- Agriculture / Environment / Health
- Community College / Schools
- Builders / Land Surveyors

STAKEHOLDER MEETINGS

The County's planning department and the Steering Committee identified individuals with specific knowledge about the community in a wide variety of areas. These individuals were contacted to participate in small group meetings to discuss big opportunities and key issues concerning future land use and development throughout the County. The following groups were engaged:

730+
surveys
taken

30+
interview
sessions

900+
website
views

100+
meeting
attendees

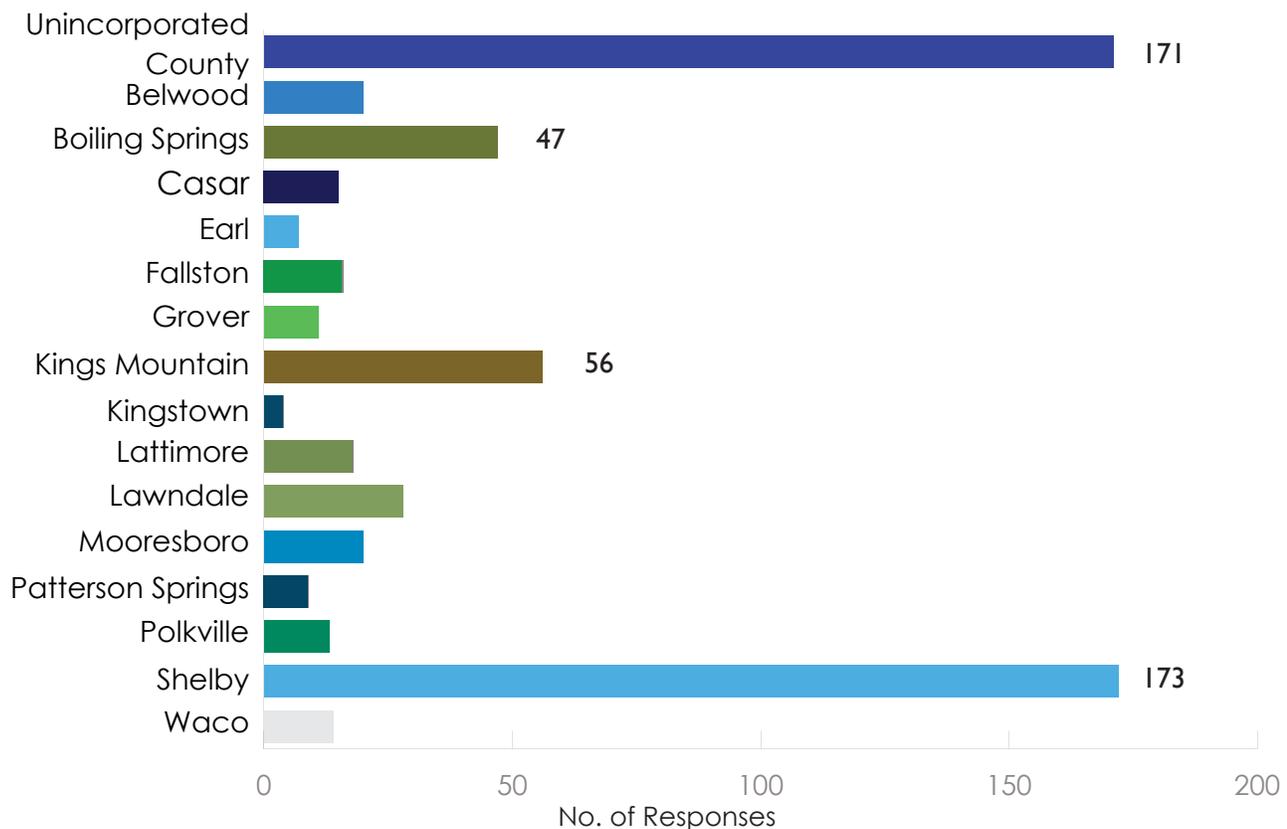
COMMUNITY SURVEY

The community survey, which was open through the months of July and August, 2020, received responses from 731 people (711 of these were completed online and 20 were submitted via paper copy). The survey was advertised on the project website, social media, and through Cleveland County Water’s monthly billing in July. Over 96% of the survey respondents live in Cleveland County with the largest portion of residents reporting they live in either the unincorporated County or the City of Shelby. Other concentrated portions of survey respondents indicated they lived in Kings Mountain, Boiling Springs, Lawndale, Belwood or Mooresboro. More than 75% of respondents own property in the County and almost half work in the County.

▼ FIGURE 20 SURVEY RESPONDENTS

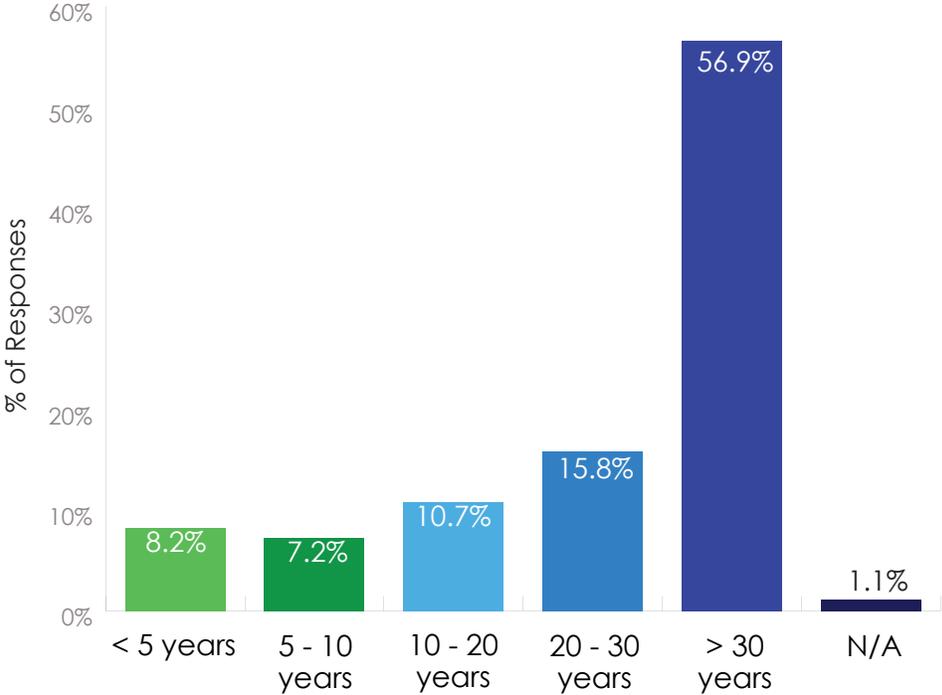
	PERCENT OF RESPONSES	NUMBER OF RESPONSES
I live in Cleveland County	95.83%	690
I work in Cleveland County	49.86%	359
I own property in Cleveland County	75.83%	546
I own a business in Cleveland County	14.44%	104
Other	7.92%	57
Total Respondents		720

▼ FIGURE 21 PLACE OF RESIDENCE



Of the residents who took the survey, more than half of them have lived in the County for more than 30 years. The second largest group of residents have lived in the County for 20 - 30 years (16%). In terms of age groups, the largest portion of respondents (two-thirds) are between the ages of 36 and 65. This is followed closely by those over 65 years old (20%). No one under the age of 18 took the survey and very few people between the ages of 18 and 24 took the survey. It should be noted that 282 respondents provided email addresses to stay informed about the Plan.

▼ FIGURE 22 LONGEVITY OF RESIDENCY



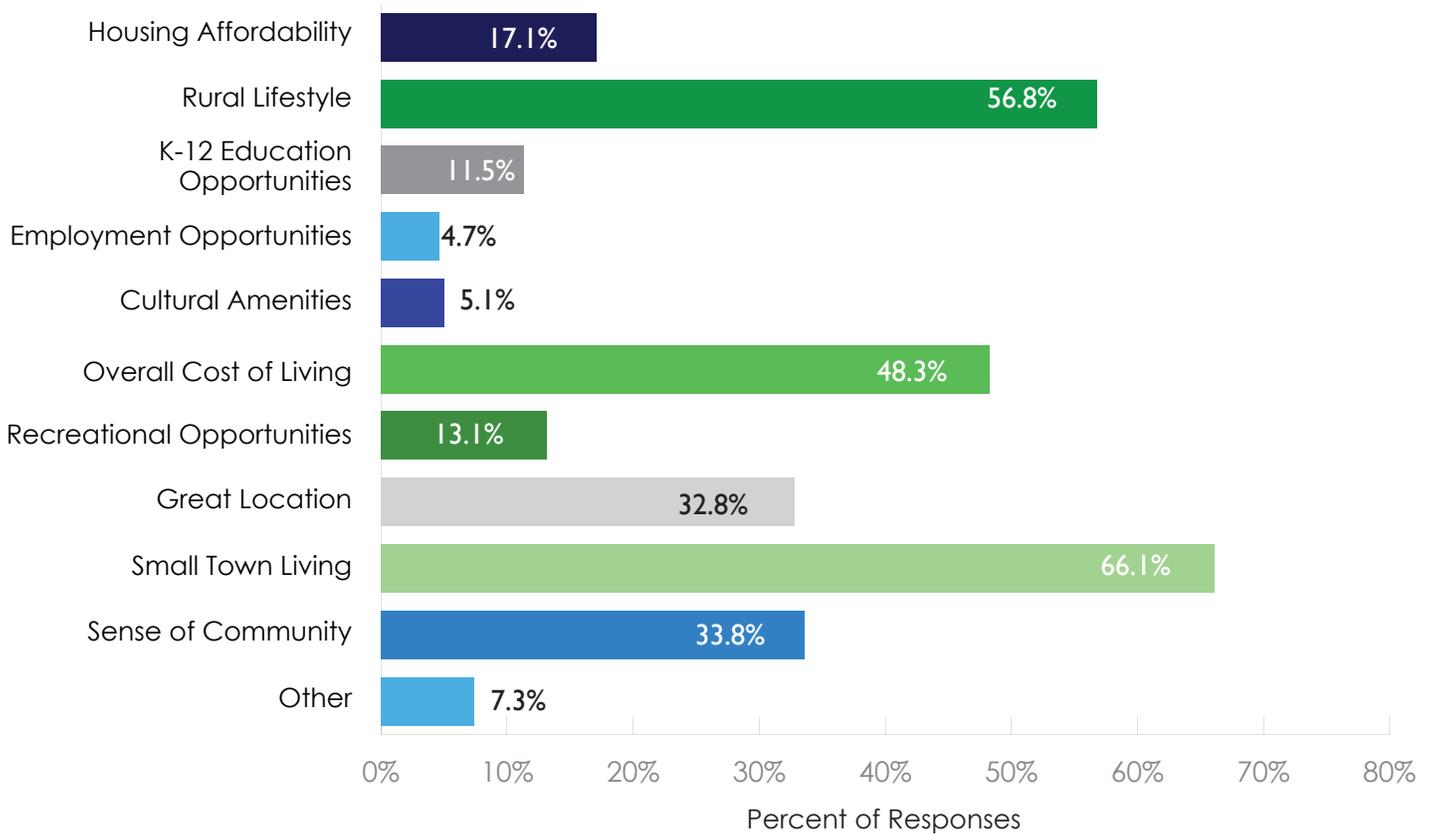
▼ FIGURE 23 RESPONDENT AGE DISTRIBUTION



FAVORITE ASPECTS OF LIVING IN CLEVELAND COUNTY

Survey respondents were asked to identify the three things they like most about the County. While answers varied broadly, the most common responses included small town living (66%), rural lifestyle (57%), overall cost of living (48%), sense of community (34%), and great location (33%).

▼ FIGURE 24 FAVORITE ASPECTS OF CLEVELAND COUNTY



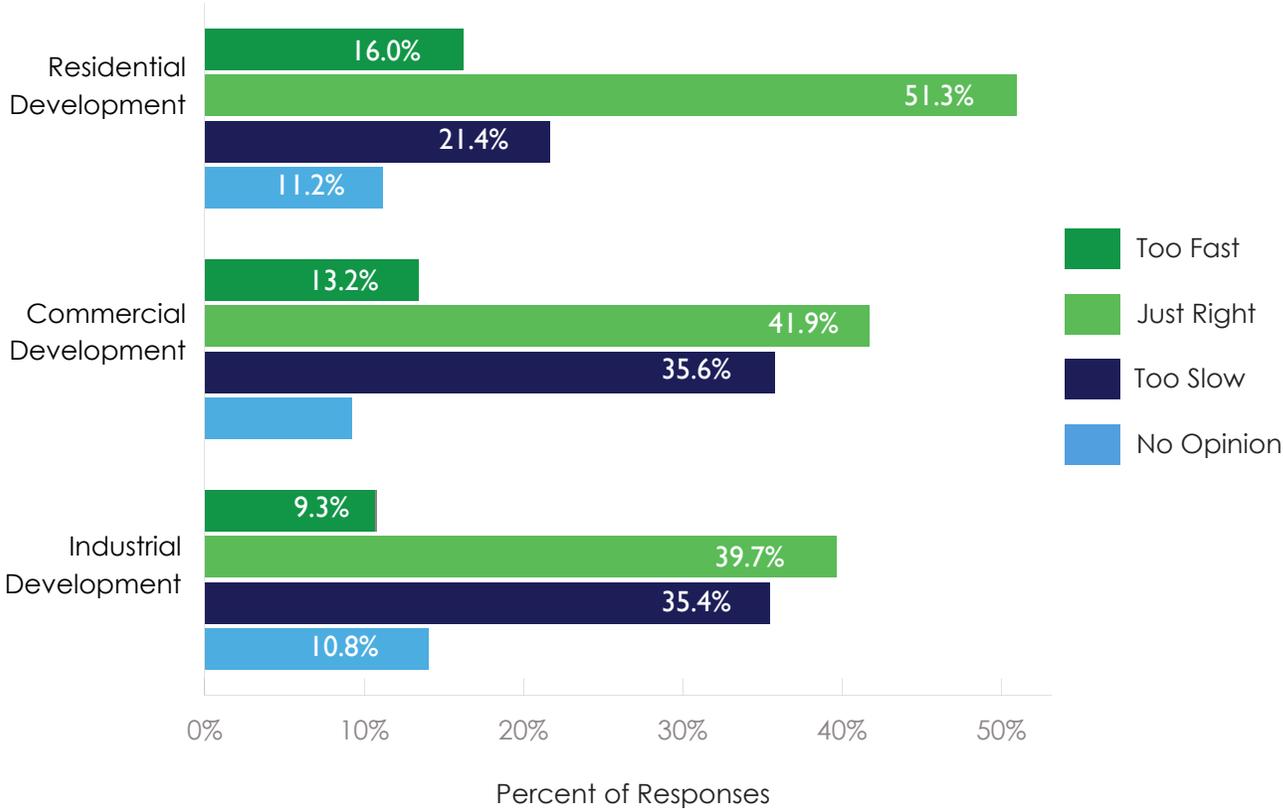
PACE OF DEVELOPMENT

Survey respondents were asked how they feel about the pace of development in the County. In regard to residential development, more than half of respondents think the pace of development is just right, though opinions are split on this. For industrial and commercial development, around 40% of the respondents feel the pace of development is just right but this is followed very closely by people who think development is occurring too slowly.

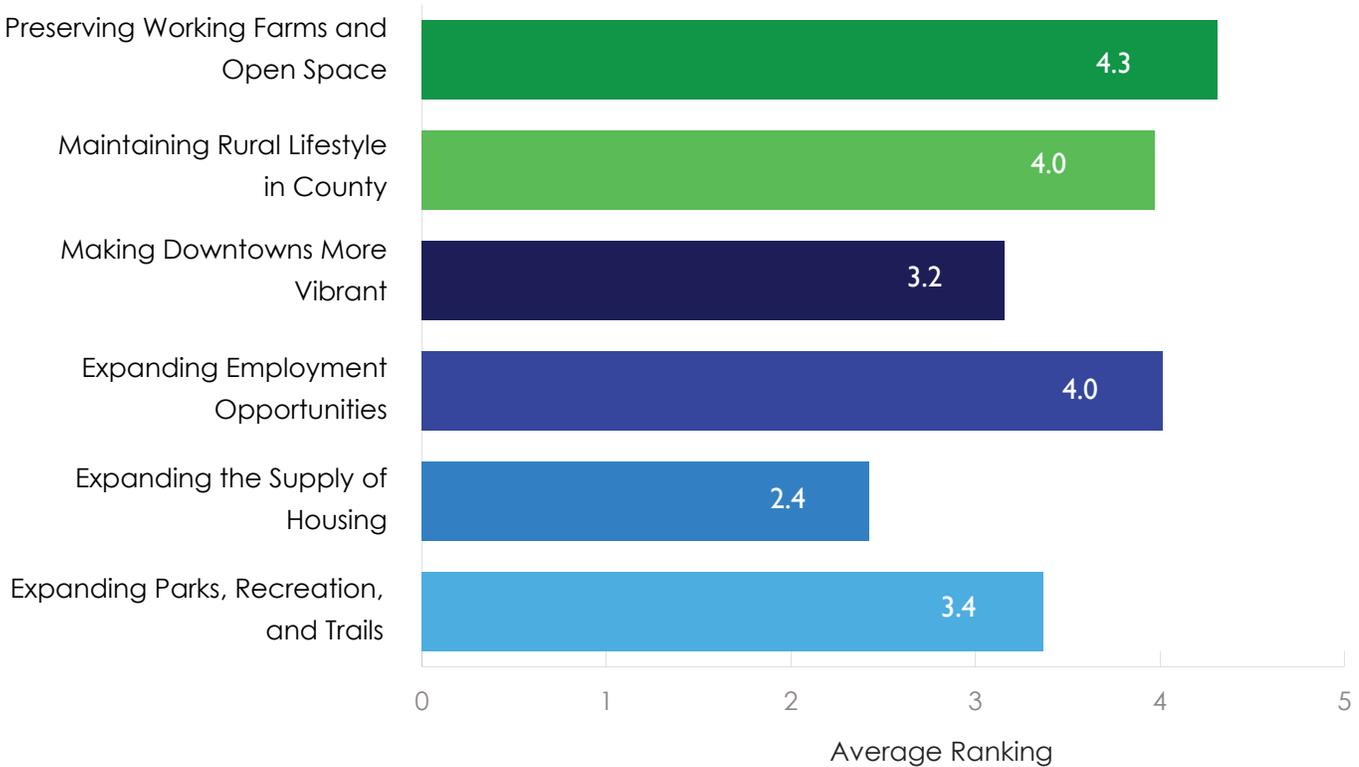
WHAT IS MOST IMPORTANT TO YOU

When asked about things which are most important to them, respondents were very divided in terms of different priorities. However, the highest scoring priority is preserving working farms and open space. This is followed closely by maintaining rural lifestyles in the County and expanding employment opportunities.

▼ FIGURE 25 PACE OF DEVELOPMENT



▼ FIGURE 26 RANK WHAT IS MOST IMPORTANT TO YOU



COMMUNITY ASSETS YOU THINK COULD BE LOST AS THE COMMUNITY GROWS

The graphic above illustrates the assets which were identified as needing to be protected by the survey respondents. Specifically, it includes all assets which were listed by at least six respondents with the larger words appearing the most times. The most often cited asset to protect is historic buildings, which was cited 77 times. This is followed by scenic landscapes (46), and natural and open spaces (46). There were a number of concerns about maintaining the County's rural character and small town atmosphere, as well as protecting mountain views and farms. While 28 respondents feel that historic (confederate) monuments need to be protected, more than a dozen stated that they should be moved elsewhere.

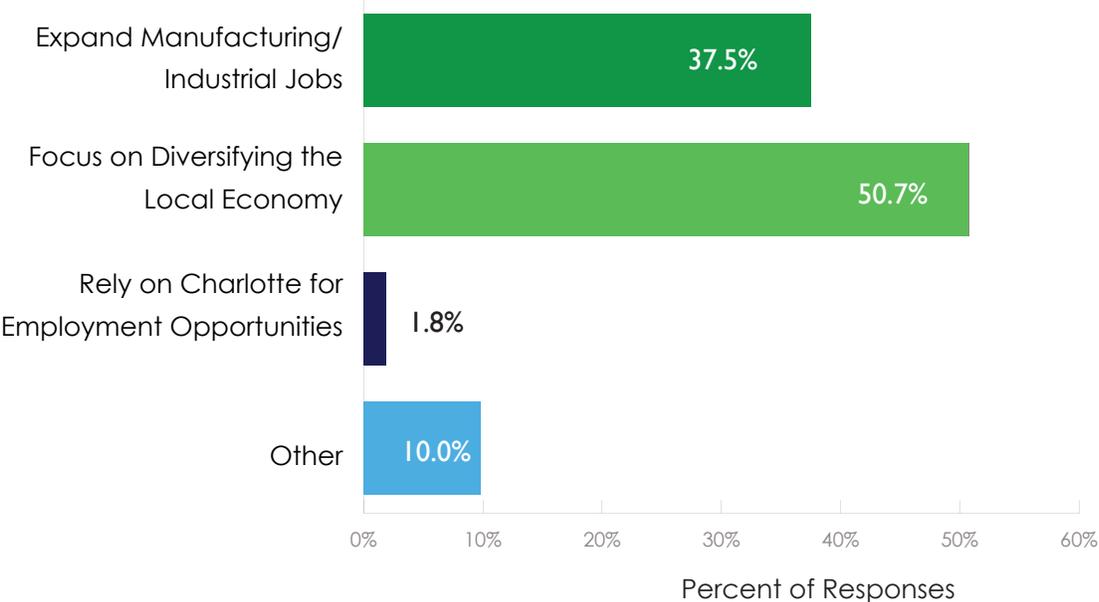
▼ FIGURE 27 COMMUNITY ASSETS THAT COULD BE LOST AS THE COMMUNITY GROWS



PRIORITIZING AN ECONOMIC DEVELOPMENT STRATEGY

Survey respondents were asked about their preferences for economic development strategies which should be considered in the County. Just over half of respondents indicate that the County should focus on diversifying the local economy and more than one third of them are interested in expanding manufacturing and industrial jobs. Very few respondents are interested in relying on Charlotte for employment opportunities. Many respondents want to pursue “other” economic development strategies and listed things such as keeping it as is, supporting farmers and local entrepreneurs, and focusing on supporting existing and future residents through lower tax rates, affordable housing, educational assistance, and attracting higher paying jobs. There were a few comments against use tax money to entice companies to relocate to the County.

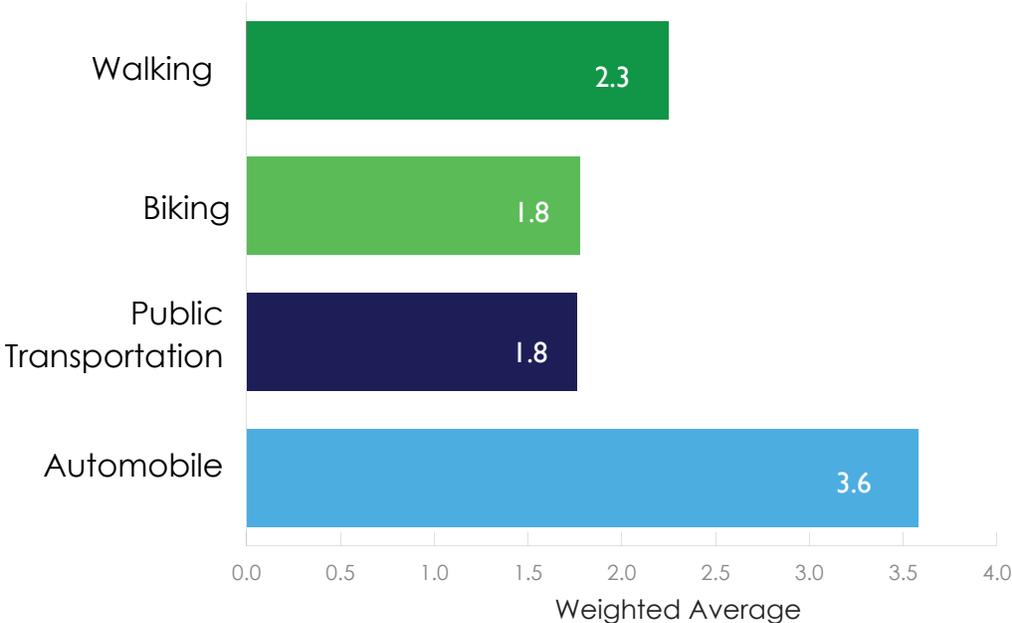
▼ FIGURE 28 PRIORITY ECONOMIC DEVELOPMENT STRATEGIES



MODES OF TRANSPORTATION

When asked about modes of transportation (on a scale of 1 to 5), the most important mode to survey respondents was automobiles. This was followed by walking, then biking, and lastly public transportation. Biking and public transportation received almost the exact same average rating (1.77 and 1.76 respectively).

▼ FIGURE 29 MODES OF TRANSPORTATION



VISION FOR THE FUTURE

A vision for the County was provided by 474 respondents. The graphic above shows those which were cited by at least 25 survey respondents. With 91 votes, the most-often cited vision included increased employment opportunities. This was followed by maintaining rural character (88), keeping small town culture (78), enhancing all downtowns (71), expanding outdoor and cultural amenities (71), and trails and sidewalks (70). Some additional visions which are not shown include attracting younger populations, expanding housing options, improving access to high speed internet, and better road maintenance.

▼ FIGURE 30 VISION FOR THE FUTURE



CHALLENGES TO ACHIEVE THE VISION

Almost 400 respondents also listed challenges to their previously stated visions. The word web above includes all challenges which were listed by at least six survey respondents. The two overwhelmingly high challenges are funding (49) and leadership (44). In addition to the challenges shown above, there was concern over a number of other items including the attention paid to Shelby and Kings Mountain, the bypass, crime, the economy in general, solar farms, and balancing growth.

▼ FIGURE 31 CHALLENGES TO ACHIEVE THE VISION



COMMUNITY MEETINGS

Due to the rapidly changing rules and regulations related to the COVID-19 pandemic, a combined in-person and virtual public kick-off meeting was held in September of 2020 at the LeGrand Center. County residents were invited to receive a formal presentation on the background research, community survey results, key findings, and future opportunities to participate in the process. During the meeting, a concurrent online virtual opportunity was provided for the public to watch the meeting through Facebook Live. After the presentation, the in-person and online meeting attendees had an opportunity to ask questions and discuss ideas.

After the public kick-off meeting, the project was placed on pause as the County worked through priorities related to COVID-19. The project was reactivated in February of 2021, followed by three focus area panel meetings held in April and May of 2021. These meetings were moderated events where local experts shared information on a range of pressing topics: economic development, agriculture and natural resources, and community initiatives and partnerships. All of these meetings were conducted in-person, at the LeGrand Center on Cleveland Community College's Campus, as well as live streamed on the projects' Facebook page. Attendees were able to ask questions and discuss ideas at the end of each presentation.

▼ FIGURE 31 KICKOFF MEETING FLYER



After the panel discussions, the Steering Committee met several times to develop the draft Plan prior to presentation at community drop-in meetings. A total of four public drop-in meetings were held in different locations throughout the County during the month of September 2021. The locations included Boiling Springs Town Hall, Grover Town Hall, Lawndale Community Center and the County's Planning Department Training Room. At the meetings, residents had the opportunity to review the draft future land use recommendations, ask questions, and provide comments and feedback.

KEY PLANNING THEMES

The input received from the stakeholder interviews, public survey, panel discussions, and the steering committee meetings helped to develop a number of planning themes to guide the direction of the Plan. As part of the steering committee's review, they discussed how these major themes influence the future of the County, and how they might be incorporated into the Comprehensive Land Use Plan. The major planning themes included:

- Maintaining the Rural Lifestyle Experienced in the County
- Opportunities related to the US 74 / Shelby Bypass
- Development of Trails, Greenways, and Recreation Opportunities
- Expansion of Tourism Opportunities in the County
- Development of New Housing Product and Revitalization of Older Housing
- Identifying ways to Attract More Young Residents
- Developing More Partnership Between the Municipalities and the County
- Leveraging Cleveland County's Location
- Identifying Economic Development Opportunities
- Establishing Priority Growth Areas



GUIDING PRINCIPLES

The planning themes were later consolidated and organized by the Steering Committee into four guiding principles, which form the vision and focus of the Comprehensive Land Use Plan. The four guiding principles are listed below and on the pages that follow.

- **Embrace Our Rural Heritage**
- **Facilitate Sustainable Economic Growth**
- **Ensure an Ample and Diverse Housing Supply**
- **Strengthen Governmental Coordination**

The guiding principles were utilized to develop the future land use categories, the Future Land Use Map and supporting strategies for implementation of the Plan contained in Section 3 of the Plan.

Guiding Principle

1

EMBRACE OUR RURAL HERITAGE

We value agriculture and the abundant natural resources that serve as the traditional cultural and economic foundations of our community.

Guiding Principle

2

FACILITATE SUSTAINABLE ECONOMIC GROWTH

We support a diverse and resilient economic base that provides stable and well-paying employment opportunities for our residents, while attracting new investment to our County.

**Guiding
Principle**

3

**ENSURE AN AMPLE AND DIVERSE
HOUSING SUPPLY**

We encourage the development and rehabilitation of housing throughout the County to ensure broad housing choice for our residents.

**Guiding
Principle**

4

**STRENGTHEN GOVERNMENTAL
COORDINATION**

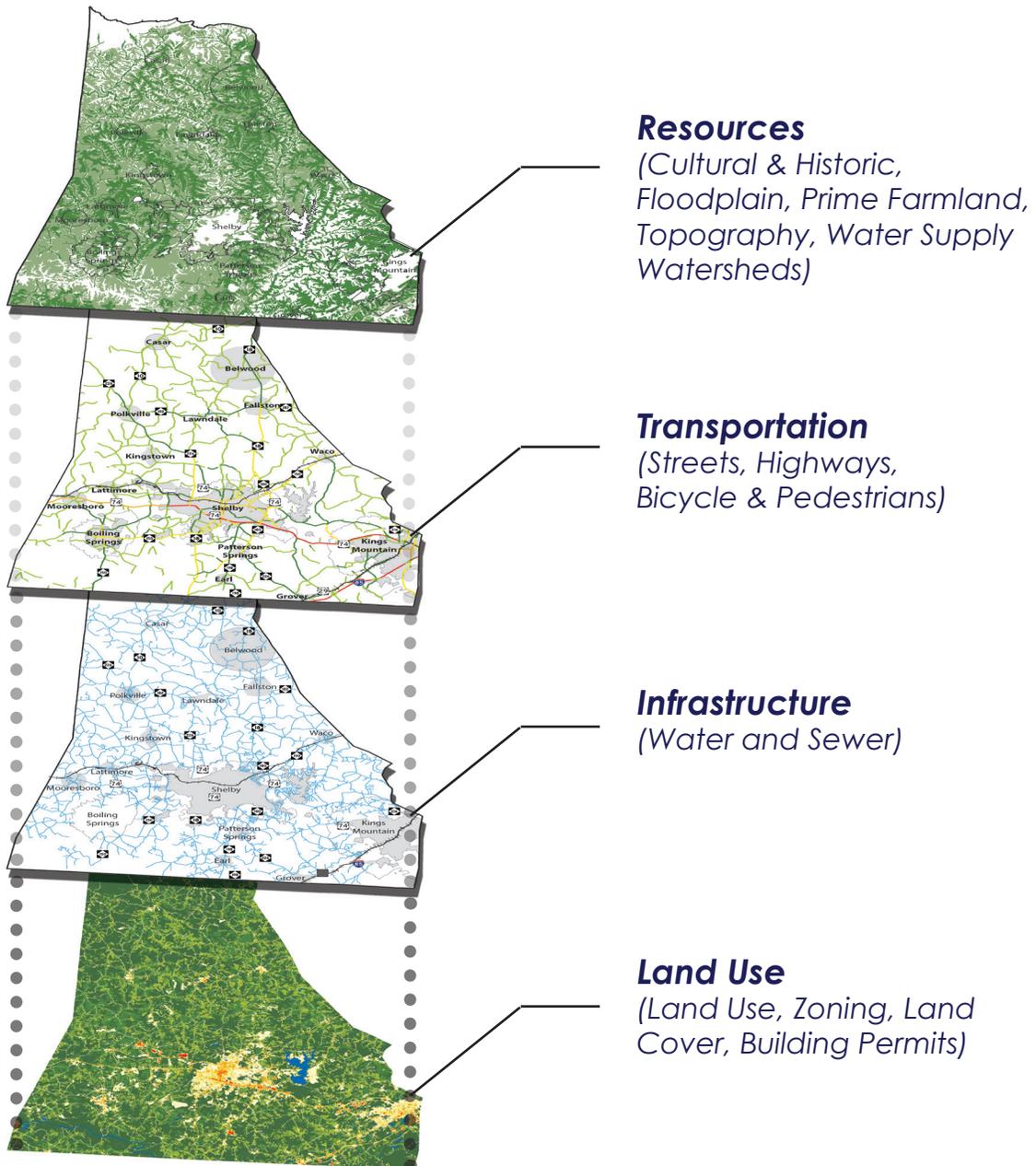
We support intergovernmental relationships between Cleveland County and its municipalities as we continue to work together to effectively deliver a range of services throughout the community and to develop solutions to issues of mutual importance.

3



SECTION 3. COUNTY FUTURE LAND USE

This section highlights key information about the area, its resources, and its capacity for growth. This information, when coupled with the guiding principles, helped guide the development of the Future Land Use Map and supporting recommendations for the County's future land use strategy. The key factors influencing growth and future land use included the following:



CULTURAL AND HISTORIC RESOURCES

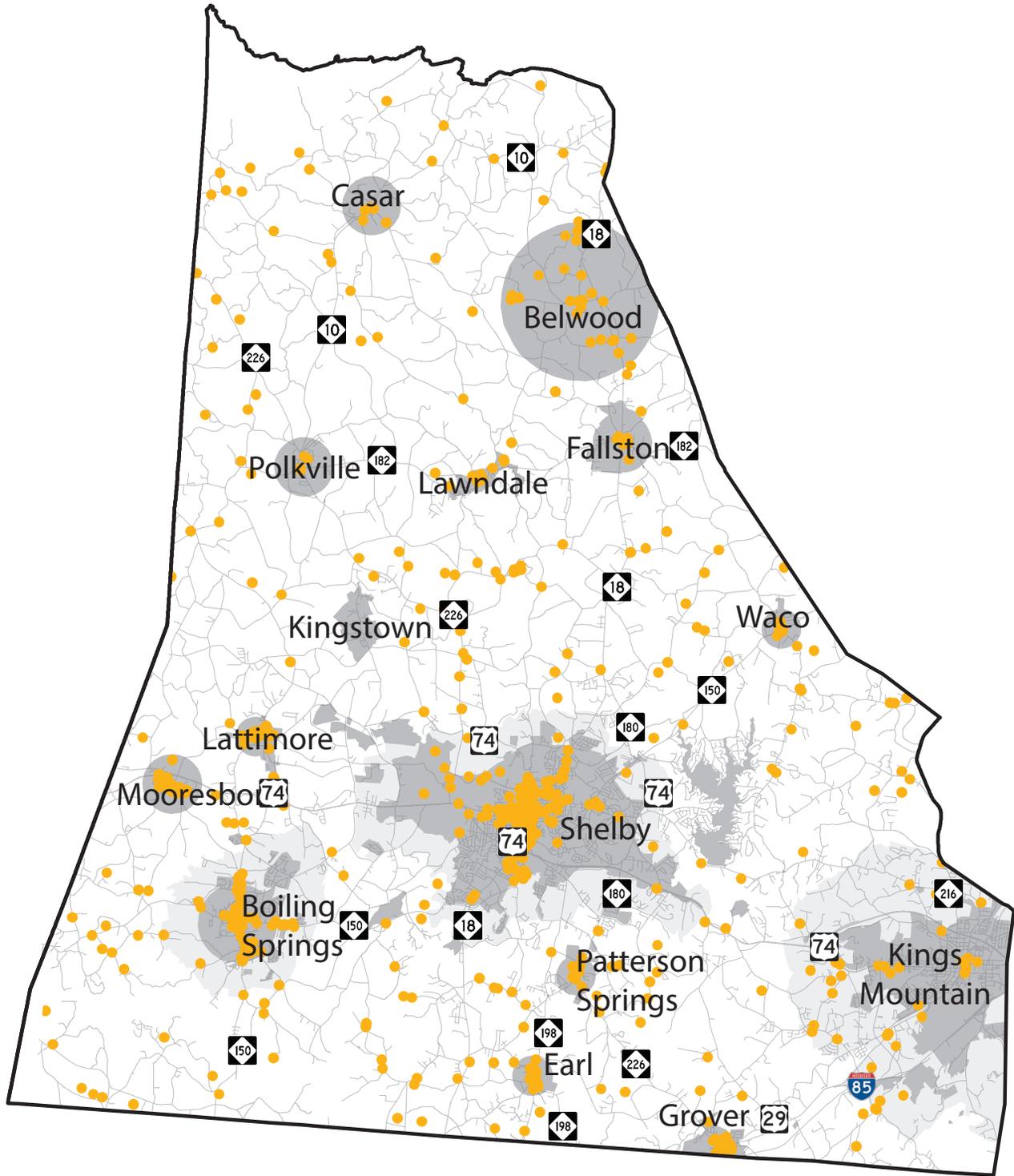
Cleveland County has an active Historical Preservation Commission that was established by the Board of Commissioners in order to protect and preserve cultural and historic resources. The Historic Preservation Commission accomplishes its mission by recommending properties to be designated as historic local landmarks, by recommending areas of the County, including within municipal jurisdictions, to be designated as historic districts, by approving or disapproving change requests on locally designated property, and by advising on preservation planning. As illustrated in Map 6, Cleveland County's historic and cultural assets are located throughout the County. Although, the greatest concentration of existing or potential historic and cultural assets are located within the municipalities.

As a result of the Historic Preservation Commission's work, Cleveland County has preserved and protected a number of its important cultural and historic assets over the years. The continued protection of historic landmarks, places, and districts provides an important link to the County's heritage for residents and future visitors to Cleveland County. Below is a list of the historic landmarks in Cleveland County that are listed on the National Register of Historic Places.

HISTORIC LANDMARKS ON THE NATIONAL REGISTER OF HISTORIC PLACES

- Historic Cleveland County Courthouse (now The Earl Scruggs Center)
- The Banker's House
- Double Shoals Cotton Mill
- Joshua Beam House
- Central School Historic District
- Cleveland County Courthouse
- East Marion Belvedere Park Historic District
- E. B. Hamrick Hall
- "El Nido" The Gibbs House
- James Hayward Hull House (Hudson-Hull House; pending)
- Irvin-Hamrick Log House
- John Lattimore House (Lattimore House)
- King Street Overhead Bridge
- Dr. Victor McBrayer House (Victor and Esther McBrayer House)
- Margrace Mill Village Historic District
- Masonic Temple Building
- Shelby High School
- Shiloh Presbyterian Church Cemetery
- George Sperling House and Outbuildings (George and Mary Jane Sperling Farm)
- Joseph Suttle House (Twin Chimneys)
- Webbley (Governor O. Max Gardner House)
- West Warren Street Historic District
- Stamey Company Store
- Frank Rickert Summers House

▼ MAP 6 HISTORIC AND CULTURAL ASSETS



- Historic and Cultural Assets
- Municipalities
- ETJs
- Roads



NATURAL RESOURCES

A number of natural and agricultural resources are present in Cleveland County that significantly influence growth and development. The natural resources are important to protect and maintain for the overall health of the community, ensuring there is high quality air to breathe and clean water to drink. Conversely, the presence of natural resources can sometimes be hazardous, especially during major weather events that produce heavy amounts of rainfall that can result in severe flooding. Specifically, the natural resources encompass areas of the County where growth potential is limited. In these high flood risk areas of the County, expanded growth can threaten these natural resources, while also increasing the risk of naturally occurring hazards that can threaten human life and personal property.

FLOODPLAIN

Map 7 on the following page displays the floodplains which are present throughout the County. These are typically in and around the Broad River, its tributaries, and the Kings Mountain Reservoir. While floodplains may cause damage to people and properties in the event of extreme weather events, they also provide habitat to a number of wildlife species.

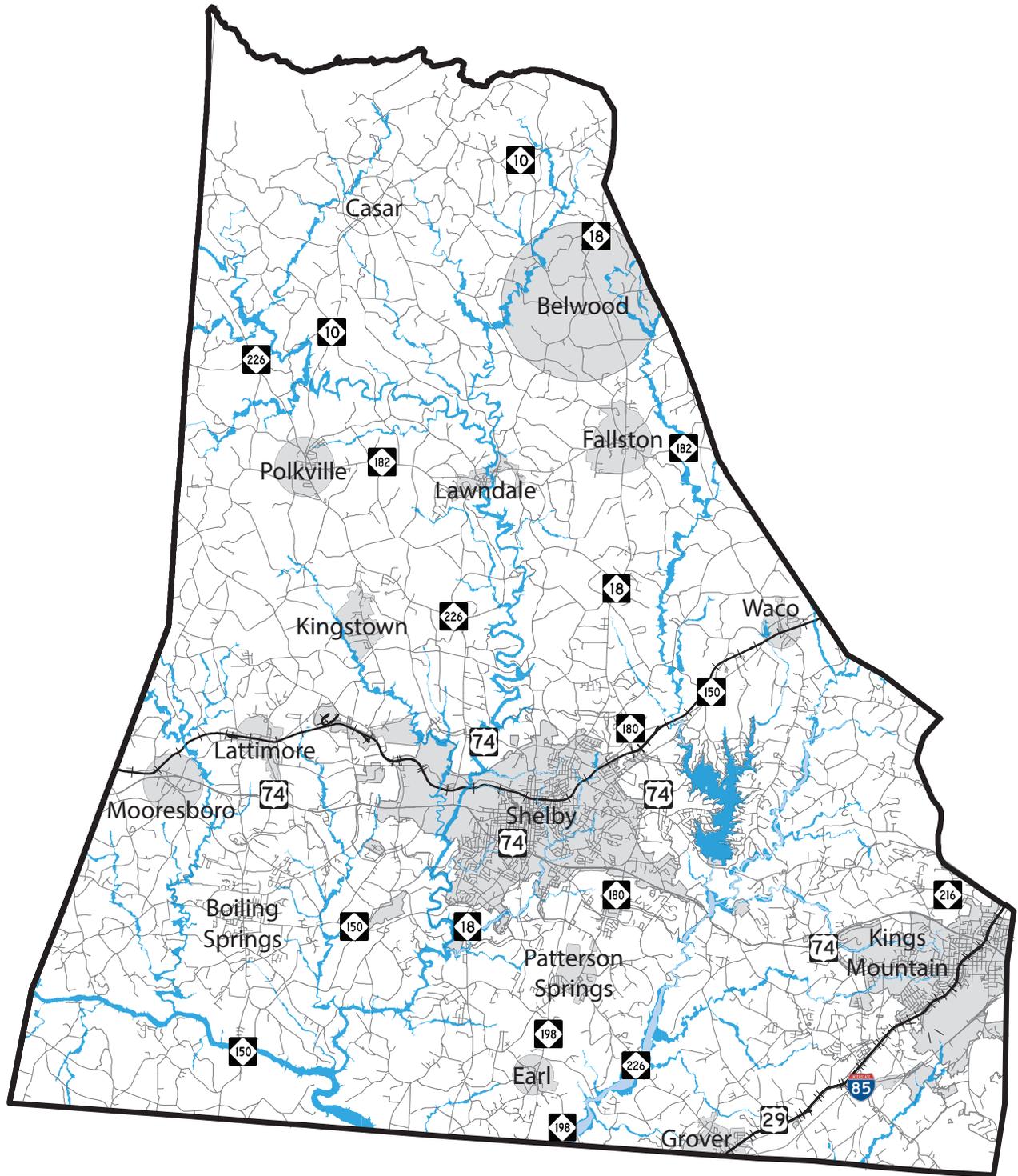
TOPOGRAPHY

Map 8 displays the topography throughout the County. The shades of brown identify the highest terrain, and though the differences in shading appears gradual, there is over 2,500 feet of elevation difference throughout the County, with the highest points located in northern Cleveland County near South Mountain State Park. Many of the lowest elevations, displayed in blue, are water bodies and their tributaries.

WATER SUPPLY WATERSHEDS

Map 9 displays the water supply watersheds that exist in the County. The vast majority of northern Cleveland County is within a water supply watershed, as is the southwestern corner of the County. There are also a number of critical areas in the County, including the Kings Mountain reservoir just east of Shelby, an area surrounding the Broad River just north of Lawndale, an area along the Broad River just north of Shelby, and an area of the Broad River south of Boiling Springs. The State of North Carolina requires regulation of development within all water supply watersheds, though the exact regulations vary based on the classification of the watershed. These regulations pertain to controlling development density and providing for performance-based alternatives to development density controls.

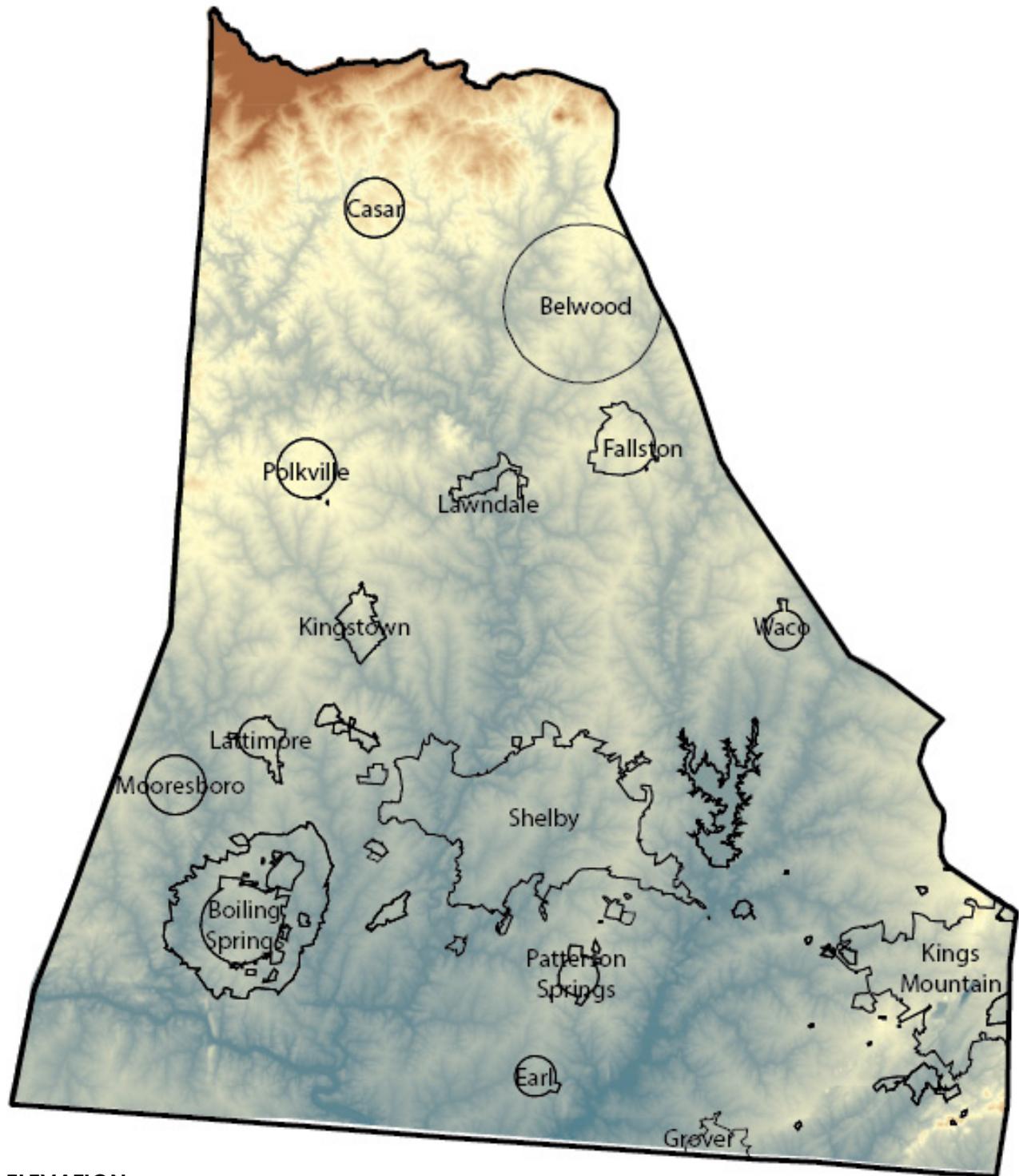
▼ MAP 7 FLOODPLAINS



-  100-Year Floodplain
-  Municipalities
-  Roads
-  Railroad



▼ MAP 8 TOPOGRAPHY



ELEVATION



AGRICULTURAL RESOURCES

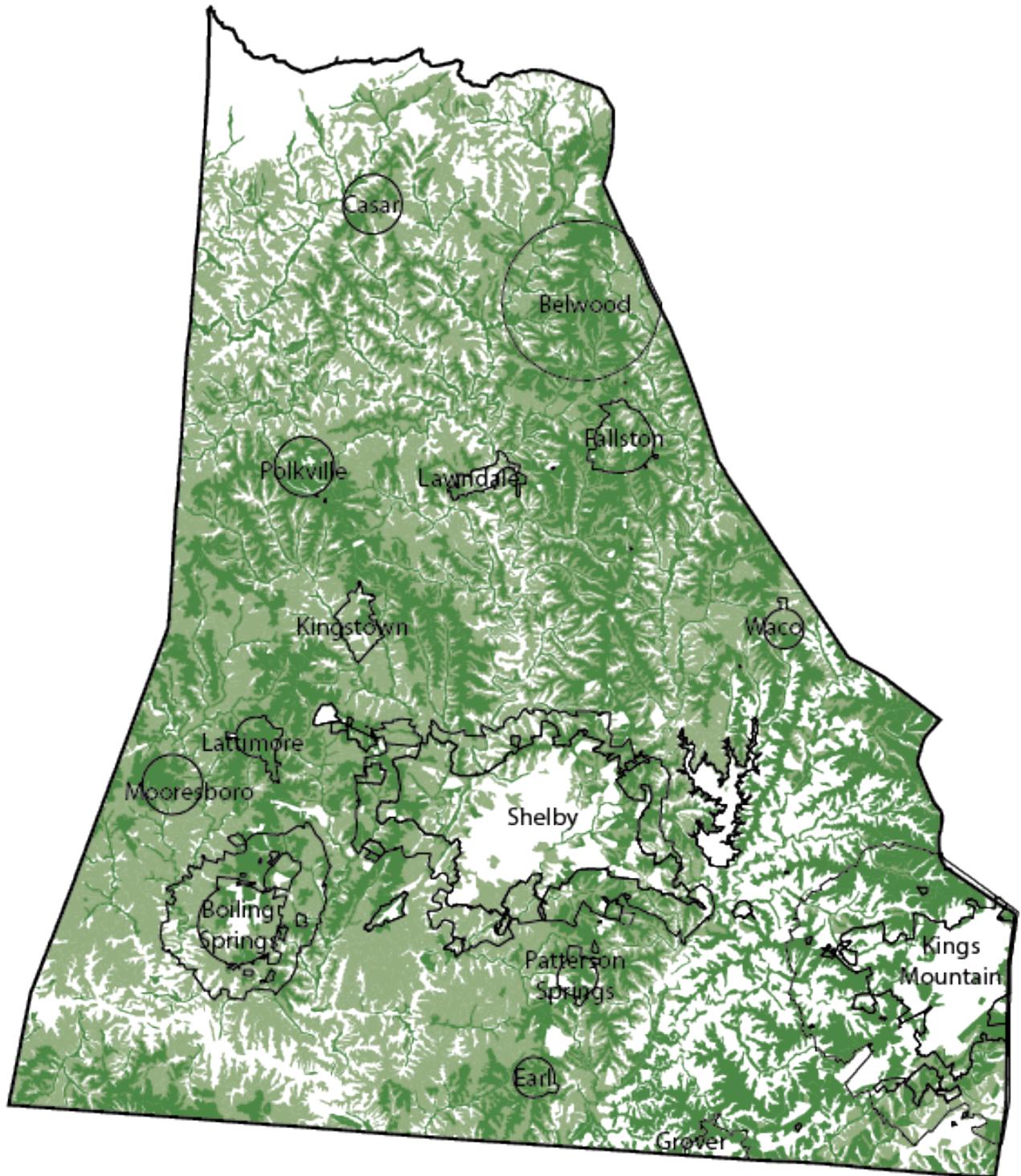
One of Cleveland County's primary industries is agriculture, which is greatly influenced by the abundance of agricultural resources throughout the area as can be observed in Map 10, Prime Farmland Soils. The map shows the County's prime farmland soils and soils of statewide importance. The darker shade of green represents the prime farmland soils, where land has the best combination of physical and chemical characteristics for producing food, feed, forage, fiber, and oilseed crops, and is available for these uses. The lighter green color identifies soil of statewide importance. The soils of statewide importance are soils that nearly meet the requirements for prime farmland and can economically produce high yields of crops when treated and managed according to acceptable farming methods. State agencies assign the classification of soils of statewide importance and these, combined with prime farmland soils, cover the majority of Cleveland County.

The County has also adopted Voluntary agricultural Districts (VADs) to help preserve many of these areas. The implementation of VADs helps promote agricultural values, increase identity and pride in the agricultural community, encourage the economic and financial health of agriculture, and increase protection from non-farm development and other negative impacts on properly managed farms. Map 11 shows these VADs, where farms are participating in the present-use valuation taxation program established by the State, where the USDA has certified that at least two-thirds of the land is suitable for agricultural purposes, where that land is appropriately managed, and where that land is subject to a conservation agreement. While these farms are limited to just under 20,000 acres, there are more than 120,000 acres in the County which are subject to present-use valuation (PUV) taxation, as shown in Map 12. These properties meet requirements of the State and are subject to taxes based on their present use as agricultural, horticultural, or forest land; rather than their market value. Generally, this provides tax benefits to the owner in an effort to make the continued agricultural / horticultural / or forest use of the land more feasible well into the future.

Though the number of farms in the County has decreased by more than 15% between 2007 and 2017, the average size of farms has increased by a slightly greater rate so that the total land area dedicated to farm uses in Cleveland County has only decreased by around 2% in that decade. During this period, the County saw a slight decrease in the percent of land dedicated to cropland and pasture land, but an increase in the percent of area dedicated to woodland. Overall, the market value of agricultural products sold in Cleveland County increased by 145.5%, from \$54,497,000 in 2007 to \$133,799,000 in 2017. The net cash farm income increased by an even greater rate during this time frame, with an overall raise of more than \$42,000,000.

▼ MAP 10 PRIME FARMLAND SOILS

Source: Cleveland County GIS

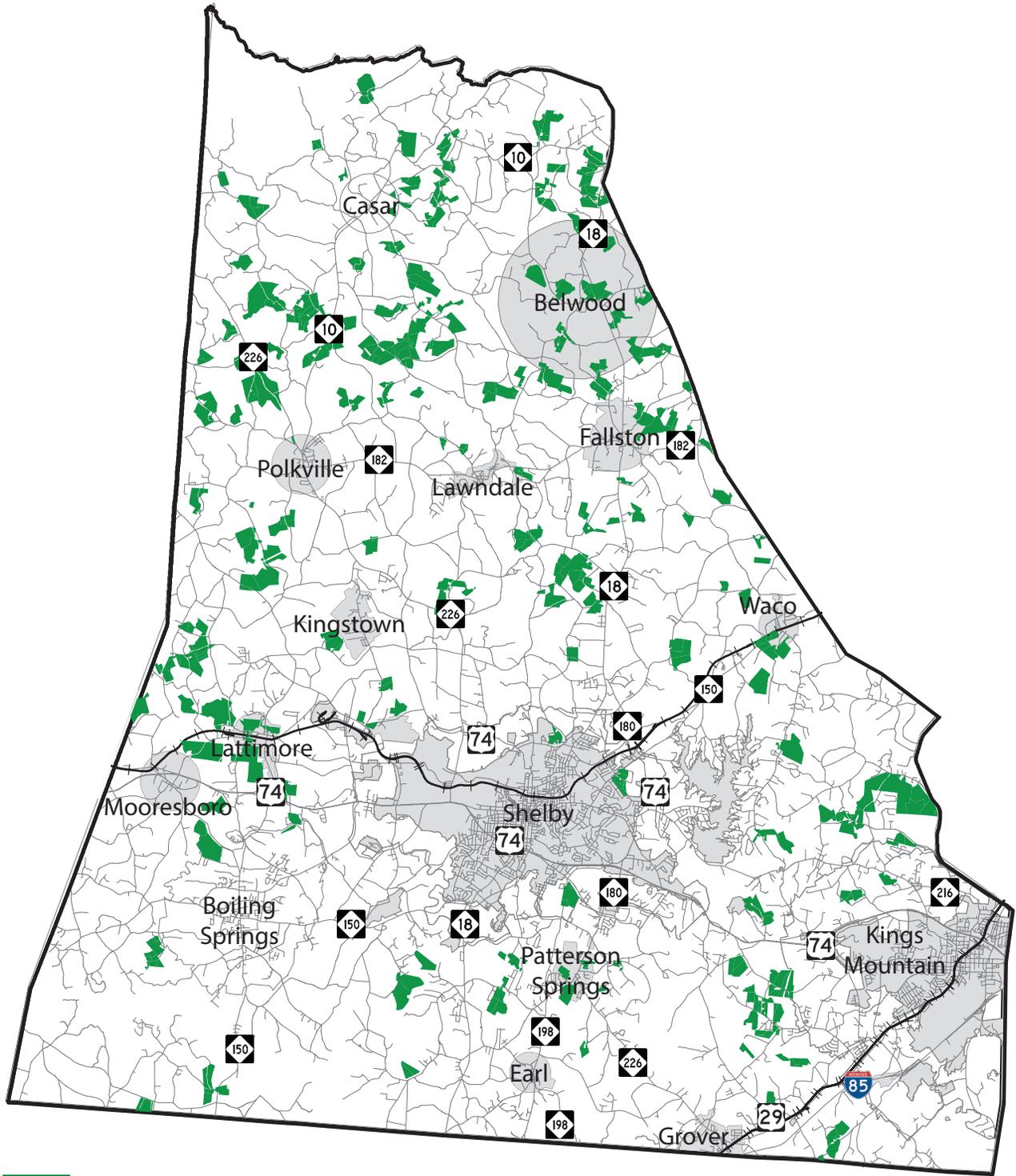


-  Prime Farmland Soils
-  Soils of Statewide Importance
-  Municipalities



▼ MAP 11 VOLUNTARY AGRICULTURAL DISTRICTS (VADS)

Source: Cleveland County GIS

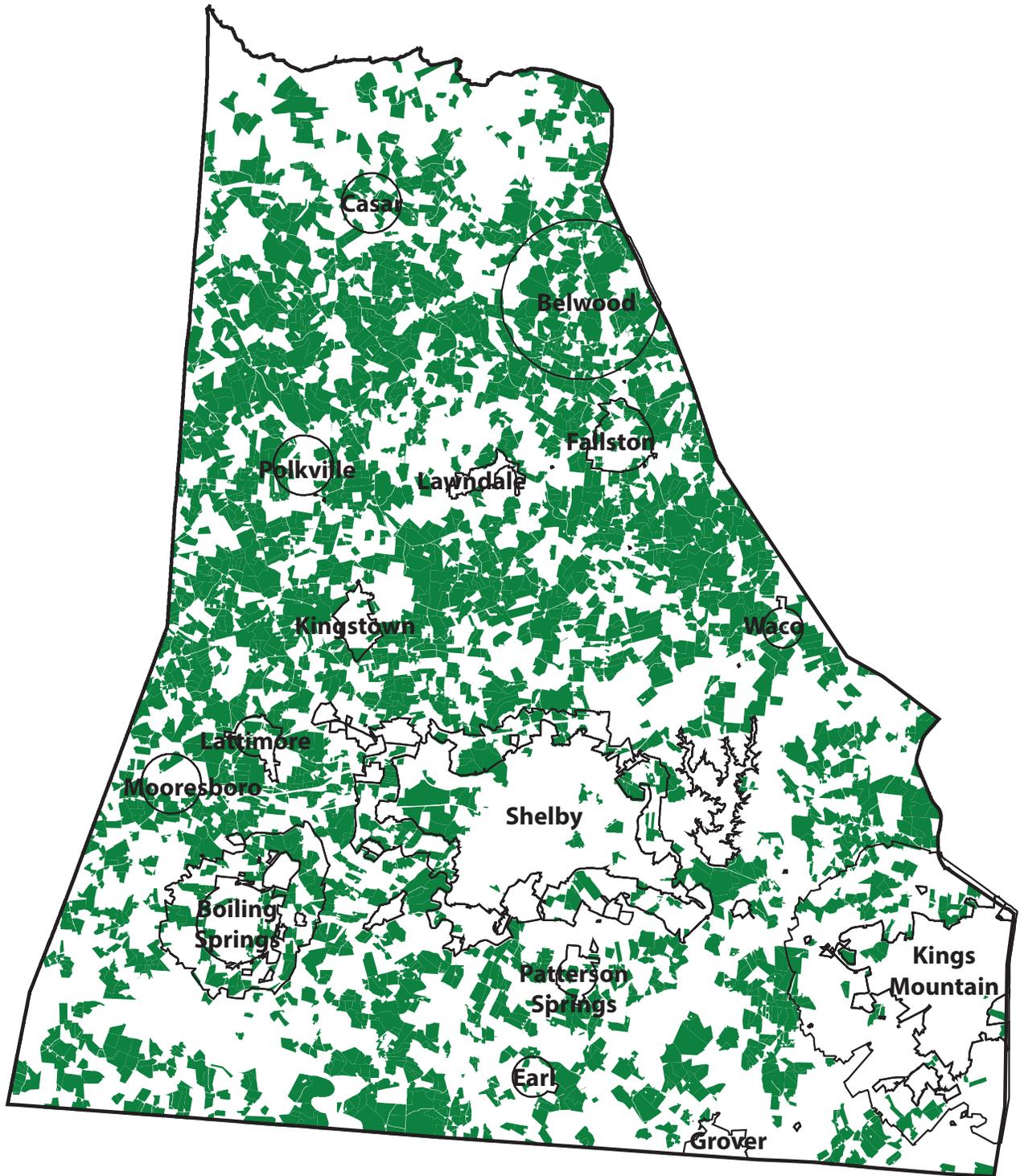


-  VAD Farms
-  Municipalities
-  Roads
-  Railroad



▼ MAP 12 PRESENT-USE VALUATION (PUV) PROPERTIES

Source: Cleveland County GIS



- PUV Properties
- Municipalities
- Roads
- | Railroad

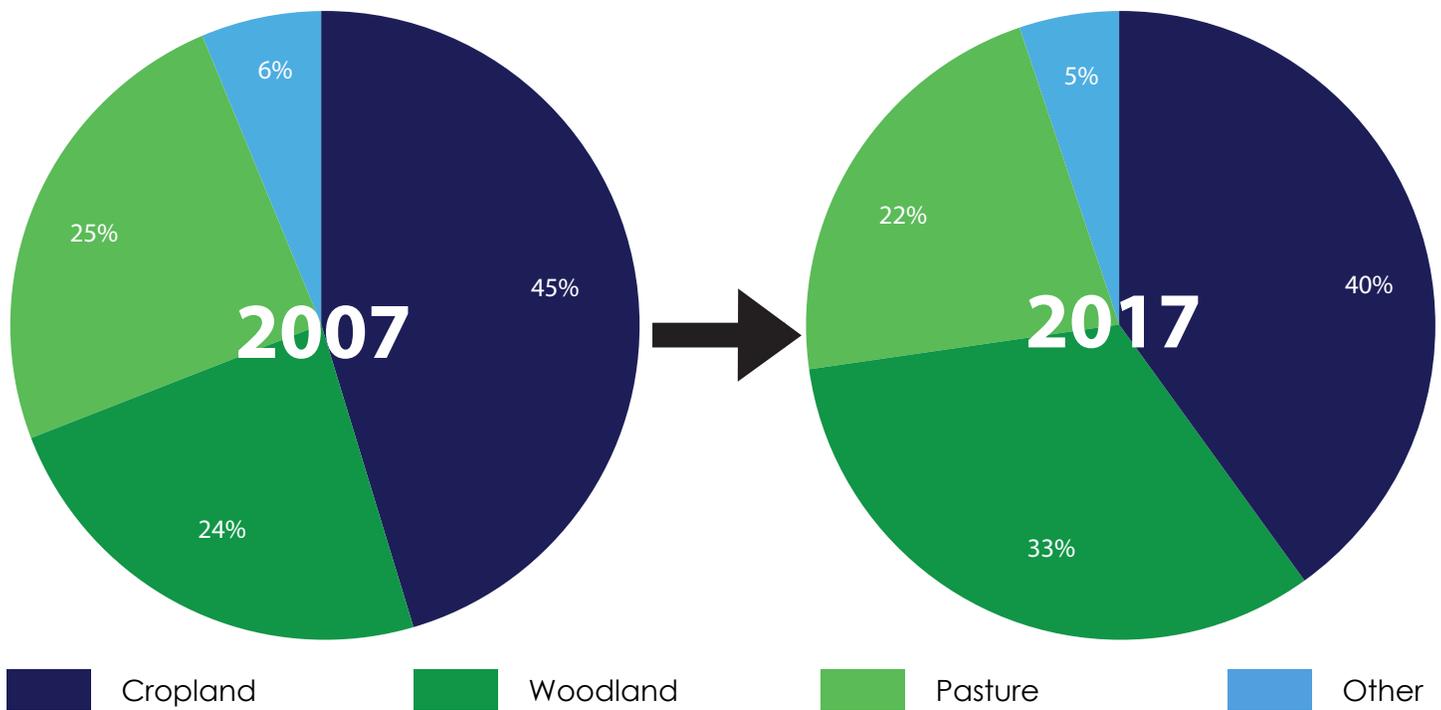
*Data obtained by joining parcel numbers received by Cleveland County Tax Administrator on August 6, 2021 with parcel data from Cleveland County GIS from June 24, 2021. 3,267 parcels totaling 122,168.56 acres were on the list while 3,274 parcels totaling 120,040.58 acres were mapped.



▼ FIGURE 32 KEY CLEVELAND COUNTY AGRICULTURAL STATISTICS

Source: USDA Census of Agriculture

	2007	2012	2017	PERCENT CHANGE 2007 - 2017
Number of Farms	1,188	1,036	1,003	-15.6%
Land in Farms	115,637	116,651	113,341	-2.0%
Average Farm Size	97	113	113	+16.5%
Median Farm Size	56	56	60	+7.1%
Farm Operators Whose Principal Occupation is Farming	414	366	518	+25.1%
Farms Less Than 50 Acres	528	449	432	-18.2%
Farms 50 To 179 Acres	503	432	400	-20.5%
Farms Over 179 Acres	157	155	173	+10.2%
Total Cropland	52,639	47,173	45,554	-13.5%
Harvest Cropland	35,365	40,852	40,938	+15.8%
Market Value of Products Sold	\$54,497,000	\$127,735,000	\$133,799,000	+145.5%
Net Cash Farm Income	\$10,617,000	\$19,805,000	\$52,679,000	+396.2%



TRANSPORTATION

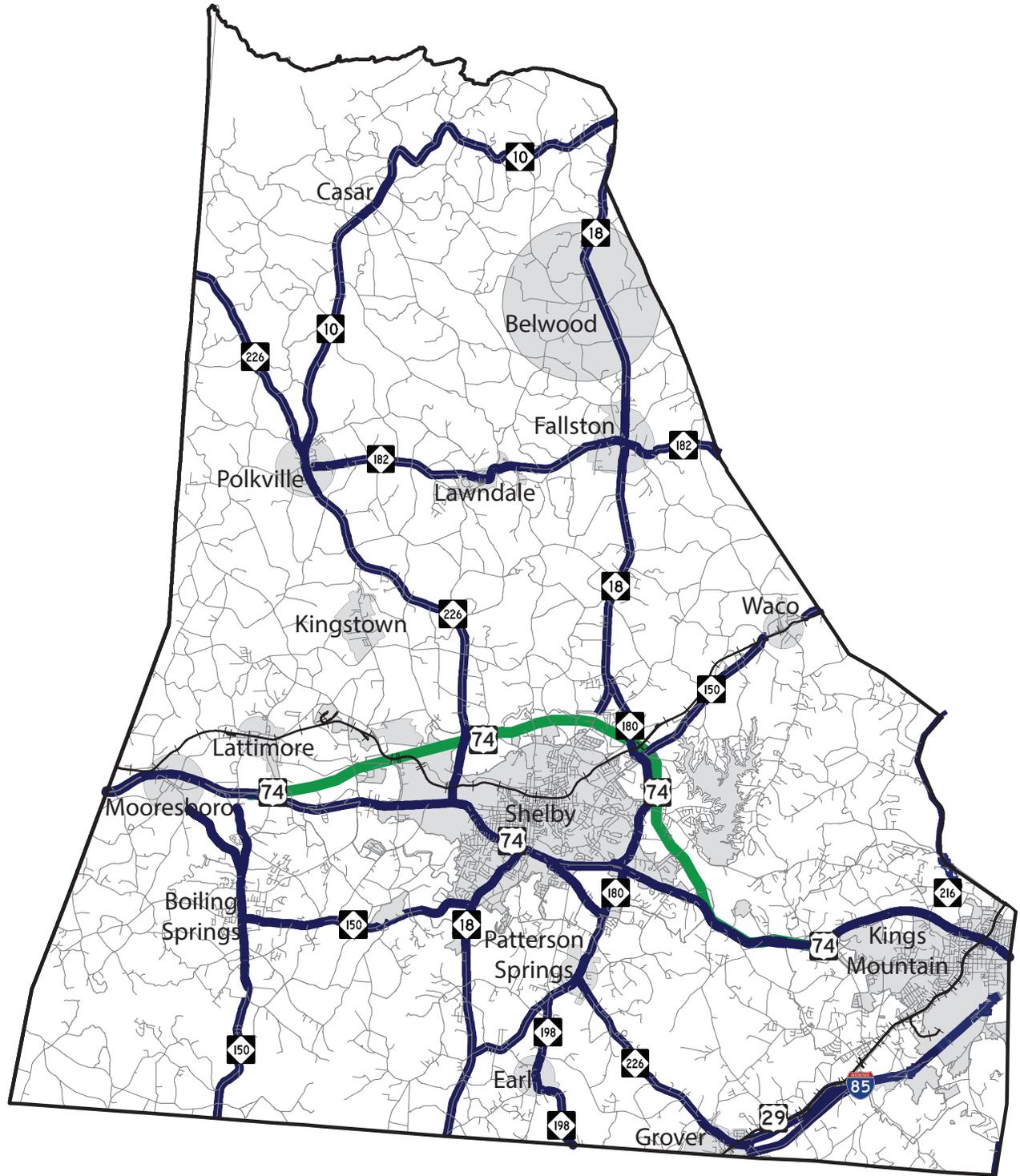
There are a number of State highways which run through Cleveland County, including NC-10, NC-18, NC-226, NC-182, NC-150, NC-198, and NC-29. As the background information for the Plan was being collected, only portions of the US-74 bypass were completed. Currently, the US-74 bypass is completed from NC-226 to the east side of the Town of Mooresboro along US-74. When completed the bypass will connect from the far east side of Kings Mountain to the Mooresboro area. Although only a small segment of Interstate-85 runs along the southeastern corner of the County, it provides a great economic impact to Cleveland County, connecting it the greater region.

Map 14 shows the annual average daily traffic (AADT) in Cleveland County during 2018. While most of the State highways experienced less than 500 vehicle trips per day, a number of the State routes around Shelby, Kings Mountain, and Boiling Springs had between 501 and 1,000 trips per day. As expected, US-74 and Interstate-85 had the highest levels of traffic. US-74's traffic ranged by segment, with the least traveled segment seeing 1,200 trips per day and the highest travel segment seeing 4,620 trips per day, primarily through the heart of Shelby. The majority of Interstate-85 which traverses the County had between 11,000 and 13,000 trips per day in 2018.

Map 15 shows the vehicle crashes which have occurred at each intersection throughout the County between the years of 2014 and 2018. While the majority of crashes occurred in municipalities, particularly within the three major cities, there were also a number of crashes at some of the more rural intersections within the County. The highest number of accidents occurred in southern Cleveland County, around Earl and Patterson Springs, though there were also a handful of accidents between Fallston and Lawndale. Bicycle and pedestrian crash data reflect similar patterns in terms of accident locations.

The State of North Carolina maintains a State Transportation Improvement Program (STIP) which inventories projects for funding between 2020 and 2029. There are eight projects planned in the County during this time frame and they include the construction of the Shelby bypass and US-74 Business, the development of the Shelby Rail Trail, the rehabilitation of pavement on Interstate-85, the replacement of a bridge over Muddy Fork Creek, the realignment of the intersection of US 74 Business and NC-150, improvements to the intersection of US-74 and NC-226, and the development of an interchange at the intersection of US-74 and NC-150. Initially, the State examined funding for the extension of the runway and a taxiway at the Shelby-Cleveland County Regional Airport; however, this was removed from the most recent STIP.

▼ MAP 13 ROAD INFRASTRUCTURE

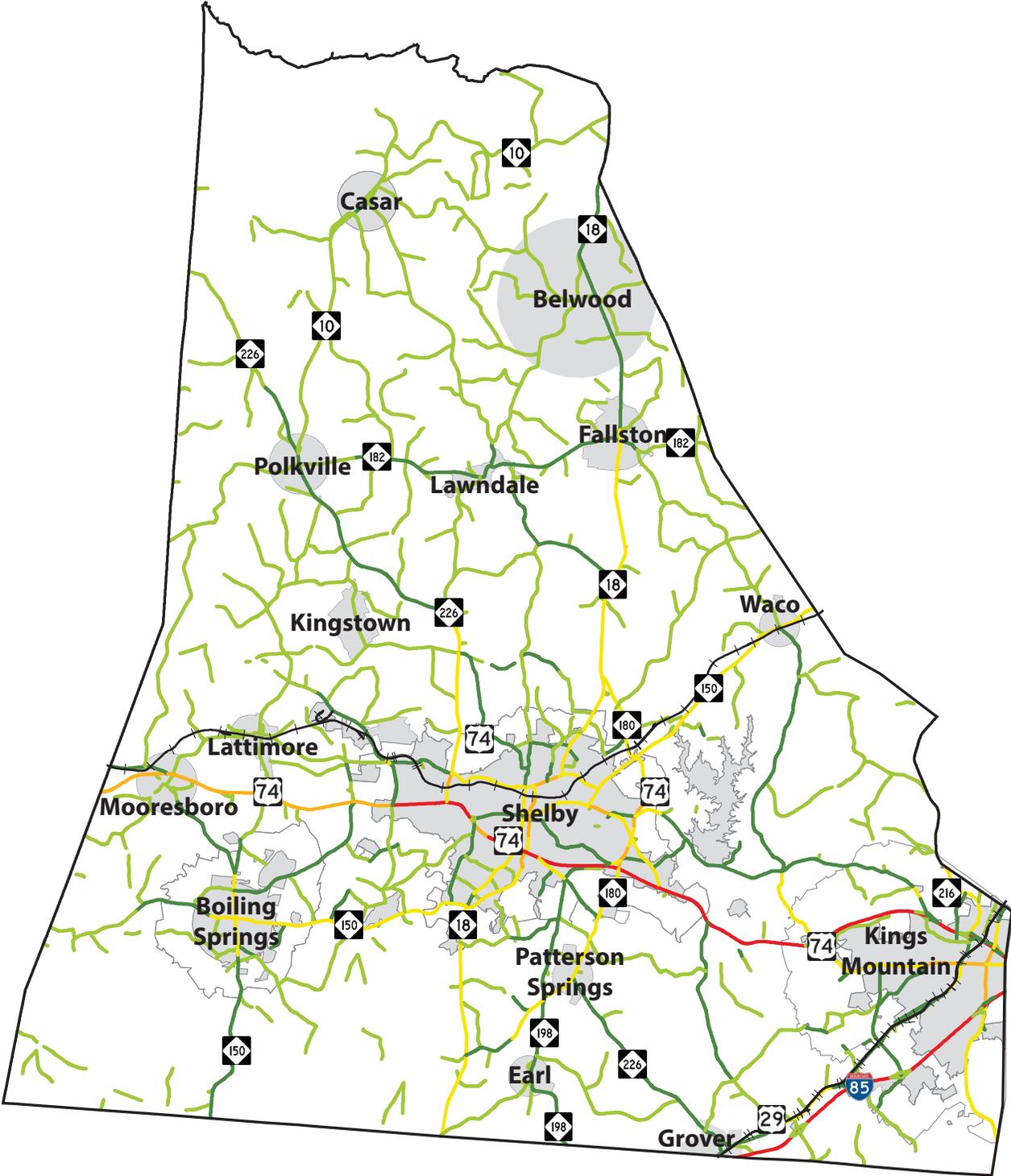


- Highway Corridors
- US 74 Shelby Bypass (Under Construction)
- Roads
- Railroad



▼ MAP 14 AVERAGE ANNUAL DAILY TRAFFIC (2018)

Source: North Carolina Department of Transportation (NCDOT)

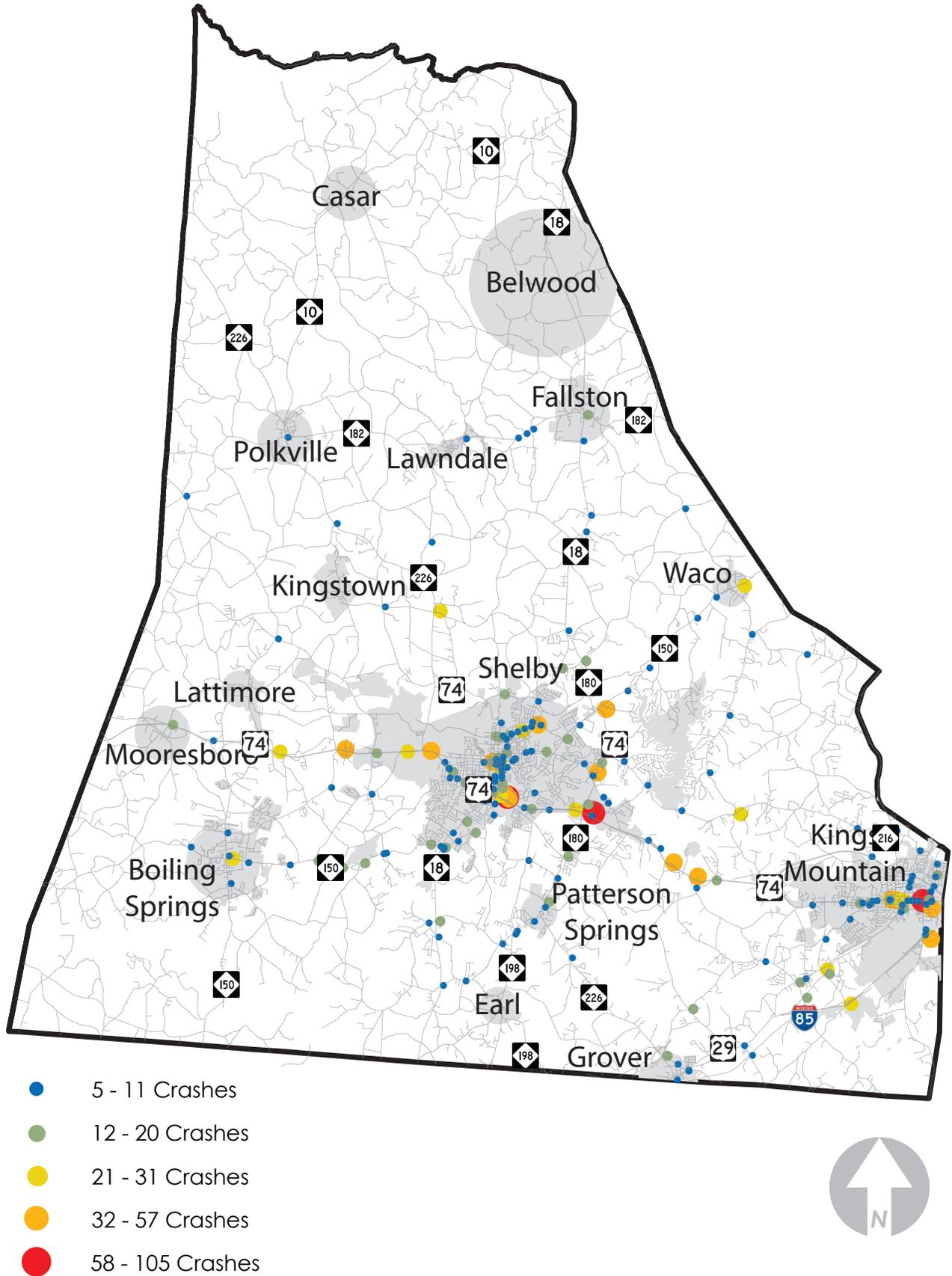


- 10 - 150 Trips Per Day
- 151 - 500 Trips Per Day
- 501 - 1,000 Trips Per Day
- 1,001 - 2,500 Trips Per Day
- 2,501 or More Trips Per Day



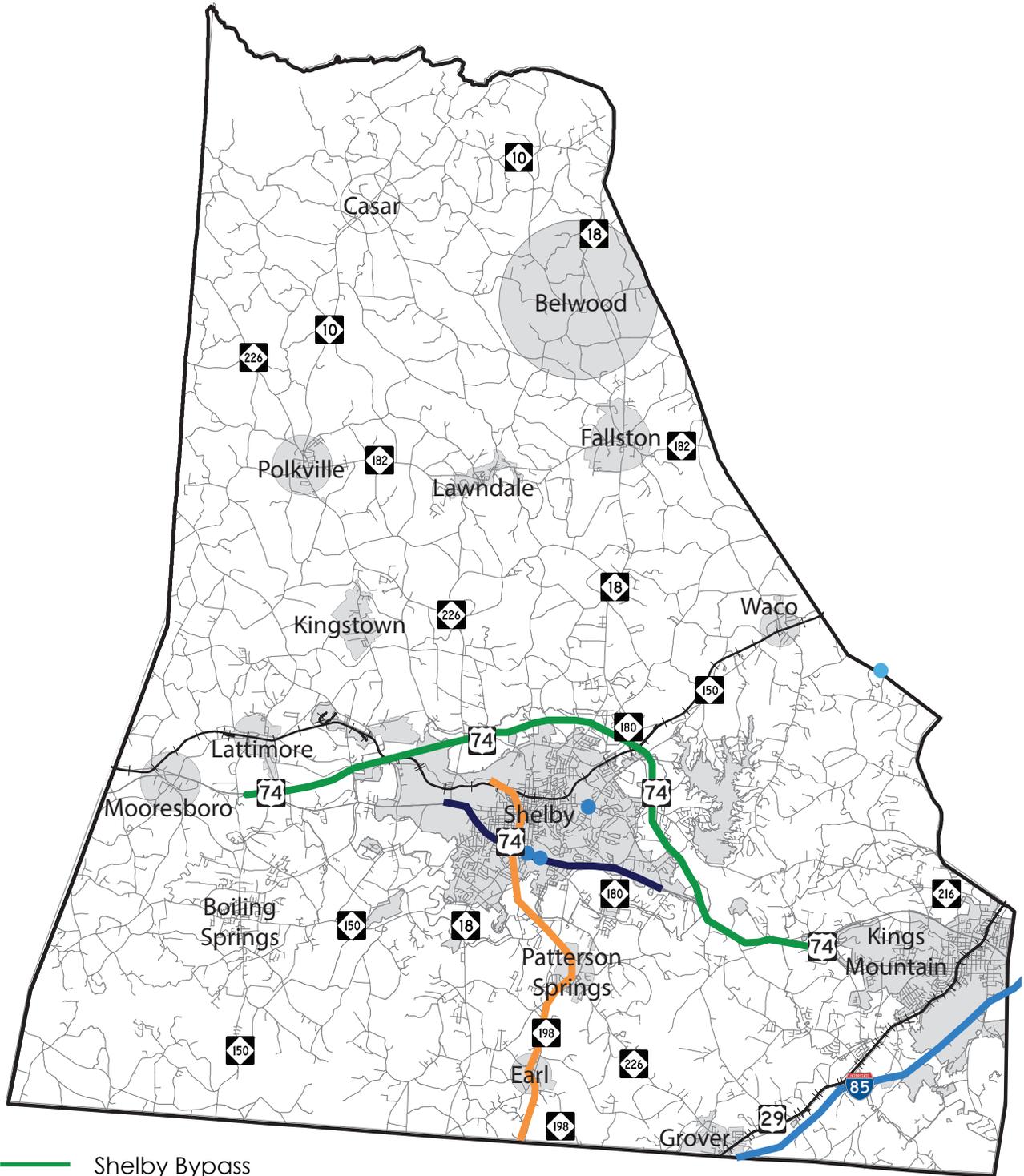
▼ MAP 15 VEHICLE CRASH DATA (BY INTERSECTION, 2014 - 2018)

Source: North Carolina Department of Transportation (NCDOT)



▼ MAP 16 STATE TRANSPORTATION IMPROVEMENT PROGRAM (2020 - 2029)

Source: North Carolina Department of Transportation (NCDOT)



- Shelby Bypass
- Access Management Improvements
- Pavement Rehabilitation
- Multi-Use Trail
- Intersection Improvements
- Bridge Replacement



INFRASTRUCTURE

The presence of water and sewer infrastructure plays an important role in land use and development. Communities need water infrastructure for daily living and for protection when fighting fires. Although water encourages development, wastewater disposal (sewer) is needed for more intense residential developments and many commercial and industrial sites. Within the County, many properties have on-site septic systems to treat and dispose of wastewater. While septic treatment system technology has made improvements, it is limited in its ability to support a large number of residential dwelling units, and many types of non-residential development. There are also a good portion of the County's residents with on-site wells. These similarly limit the type and density of development that can be supported.

COUNTY WATER

Beginning with organization efforts in 1977, Cleveland County Water now serves a population of approximately 51,000, covering most of the County with approximately 1,950 miles of water lines as shown in Map 17 to the right. This provides a great resource for residents and potential businesses in the County.

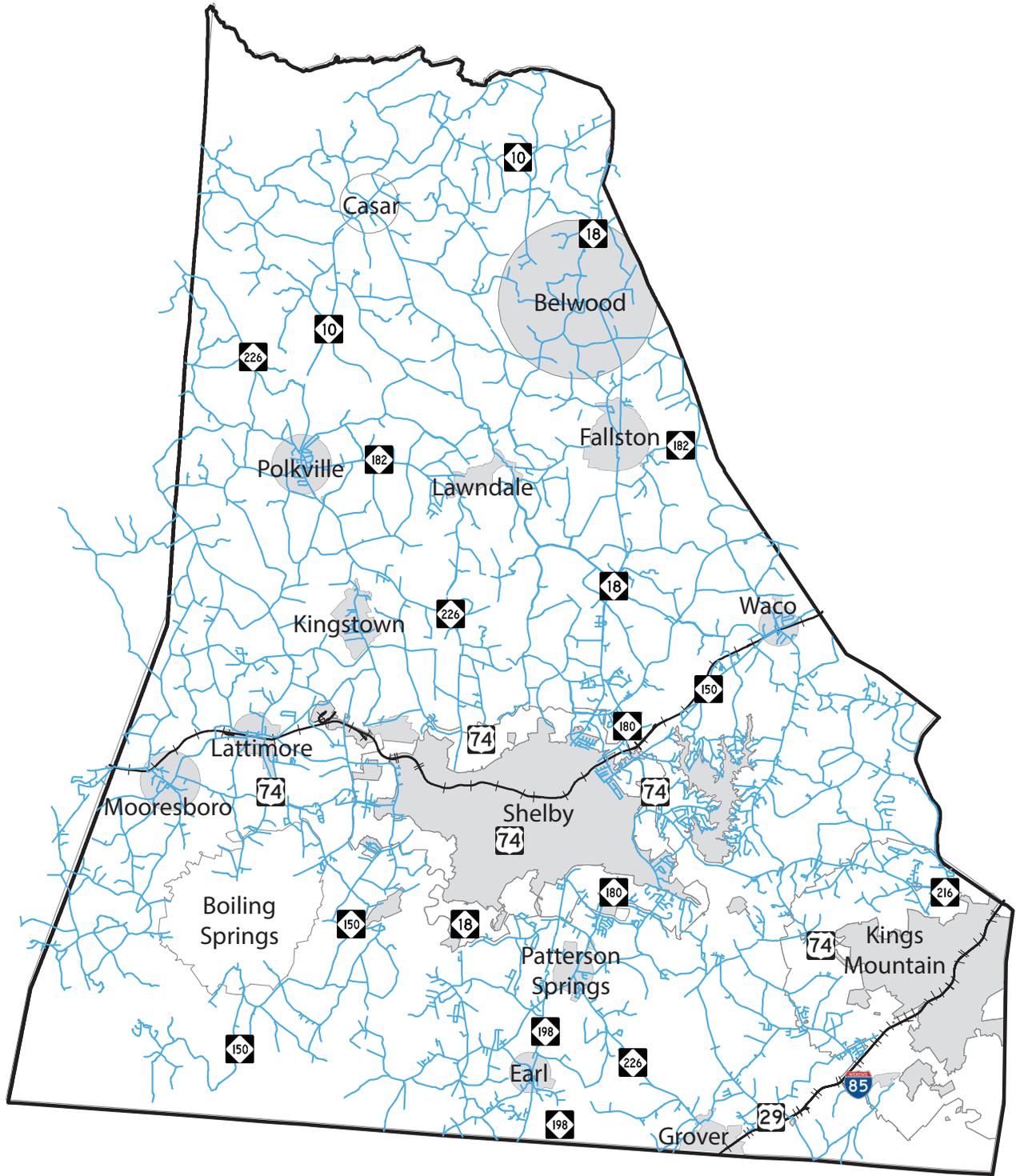
MUNICIPAL WATER AND SEWER

While Cleveland County Water provides service to the majority of the unincorporated areas and most of the small towns, the Cities of Boiling Springs, Kings Mountain, and Shelby provide water to customers within their municipal limits. Through the combination of these four providers, water service is generally available throughout the entirety of Cleveland County.

The County does not own or maintain a county-wide sewer system. However, Boiling Springs, Kings Mountain, and Shelby own and operate their own municipal sewer systems which cover the vast majority of their corporate limits. In addition the towns of Polkville, Kingstown, Lawndale, and Fallston all have their own sewer/wastewater collection systems with a wastewater treatment arrangement as follows. The wastewater from Polkville flows to Kingstown, with Kingstown pumping the wastewater to Shelby for treatment. Likewise, Lawndale's wastewater flows to Fallston, with Fallston pumping the wastewater to Shelby for treatment. In addition, the City of Boiling Springs provides sewer service to the Town of Lattimore via a sewer line which runs north of the City. Also, the Town of Grover operates its own sewer system. Outside of these areas, residents largely rely on septic tank systems. Cleveland County's Environmental Health Department oversees the permitting process for septic tanks and maintains septic tank records for the unincorporated portions of the County.

▼ MAP 17 CLEVELAND COUNTY WATER SYSTEM

Source: Cleveland County GIS



- Water Lines
- +—+— Railroad Tracks
- ▭ County Boundary
- ▭ Municipal Boundaries



LAND USE DEVELOPMENT

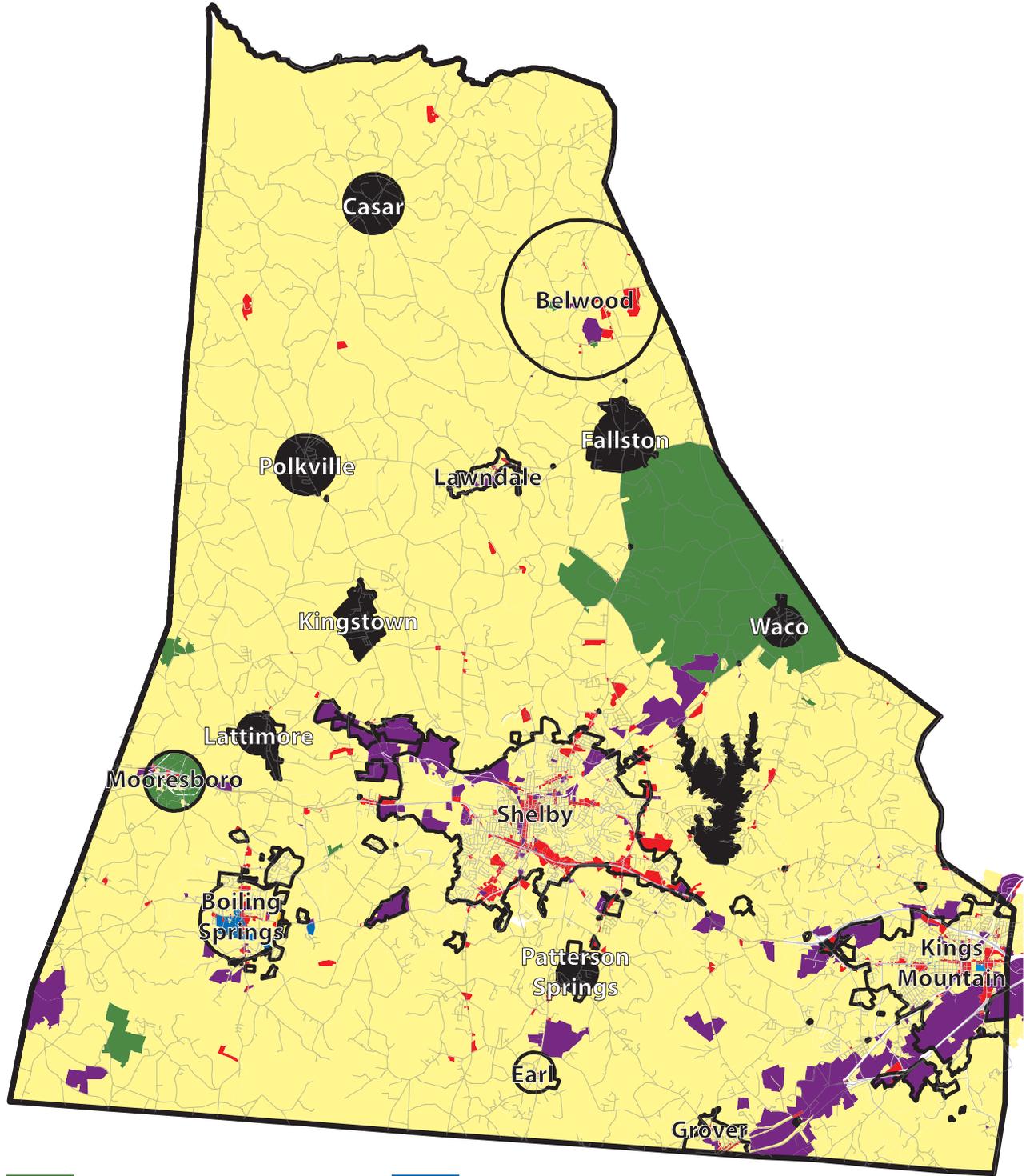
Cleveland County designates zoning districts for all of the unincorporated areas of the County, as well as for the five municipalities which have adopted their zoning map. These include Belwood, Earl, Grover, Lawndale, and Mooresboro. Map 18 displays a generalized view of zoning throughout the entire County. Zoning data was not available for the small towns which have not adopted the County's zoning map. The vast majority of land in the County is zoned for residential purposes, as shown in yellow; although, a number of different zoning districts are contained in this area that allow different types of uses at different densities. As expected the areas primarily zoned for commercial and industrial uses are within or nearby the municipalities, with larger areas adjacent to Interstate 85 designated with an industrial zoning classification. A significant portion of the County between Waco and Fallston is zoned for rural agriculture uses.

Maps 19 and 20 display land cover in the County for 2019, as well as changes which have occurred in land cover between 2009 and 2019. It can be seen that a majority of the County's land is dedicated to either forest, agriculture, or pasture land. The developed areas are largely in and around municipalities. There has been an increase in development between 2009 and 2019, as identified by the pink areas on Map 18. Most new development has occurred along major roadways throughout the County, though particularly in the southern portions of Cleveland County.

Maps 21 and 22 show building permit data from 2016 to 2020. It should be noted that this data does not include all building permit data from 2020, as it was collected in early 2020. However, this data generally mirrors the development areas shown in the land cover maps, with many permits being issued along major routes in southern Cleveland County. There have also been a number of building permits issued around Casar, Fallston, and north of Shelby. This data does not reflect building permits issued in the cities of Shelby, Kings Mountain, or Boiling Springs. Anecdotally, it has been shared that much development, particularly infill development, is occurring in all three of these cities. In addition, the recently approved casino development in Kings Mountain's jurisdiction is driving new residential development in and around Kings Mountain and southeastern portions of the County's jurisdiction.

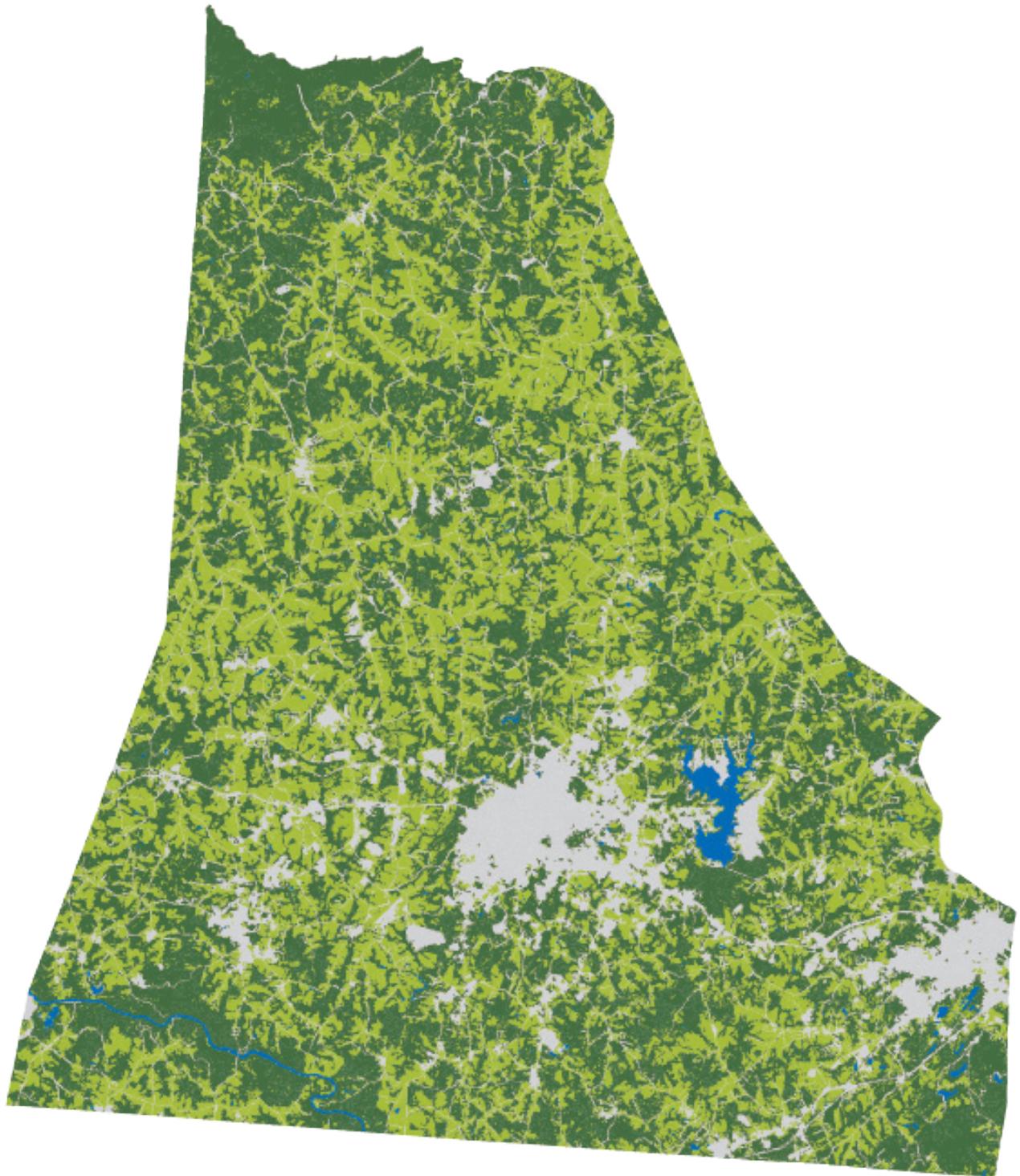
▼ MAP 18 GENERALIZED ZONING

Source: Cleveland County GIS



▼ MAP 19 LAND COVER (2019)

Source: USDA National Agricultural Statistical Service

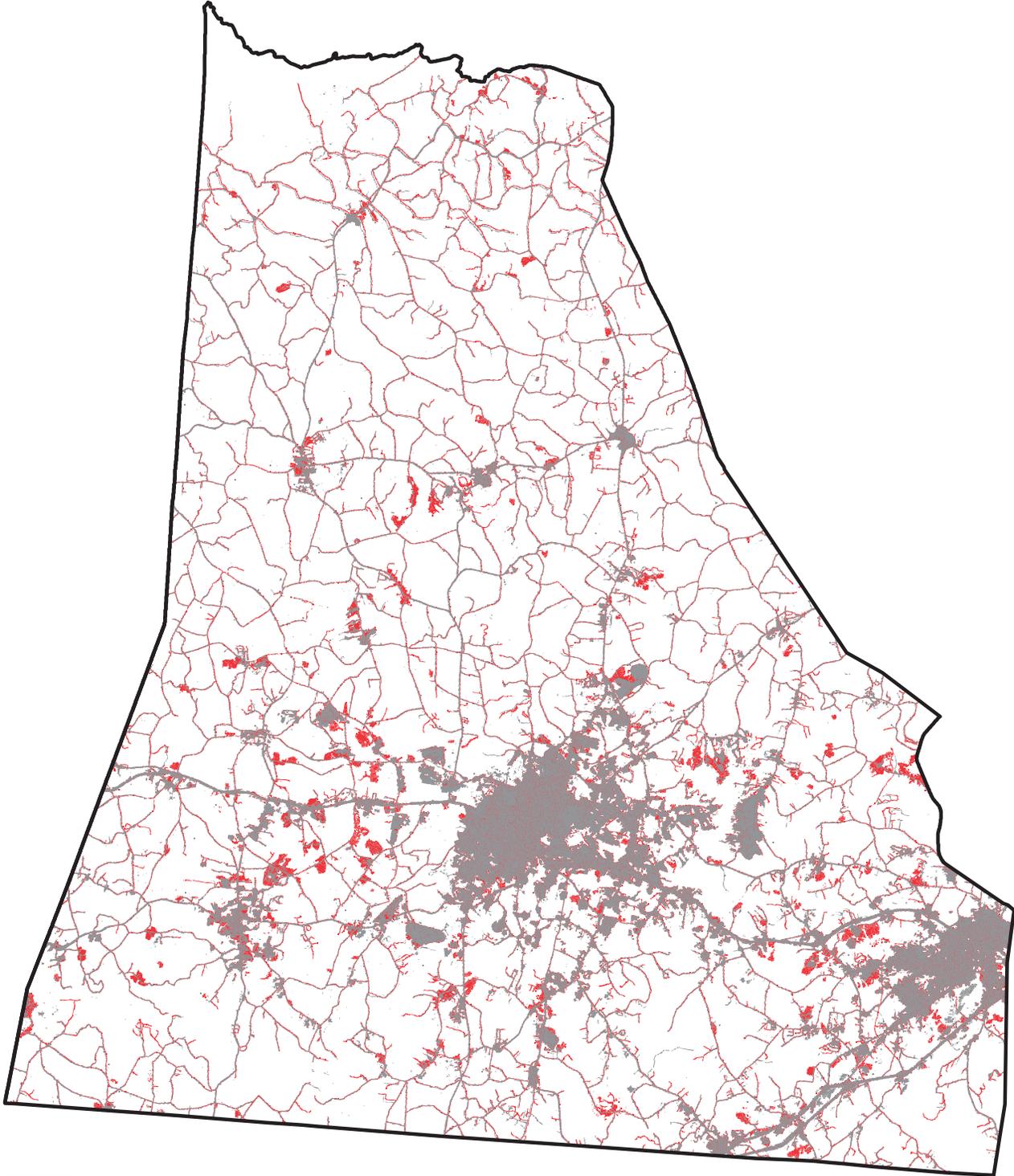


-  Forested Land
-  Agricultural / Pasture Land
-  Developed Land
-  Water



▼ MAP 20 CHANGE IN LAND COVER (2009 -2019)

Source: USDA National Agricultural Statistical Service

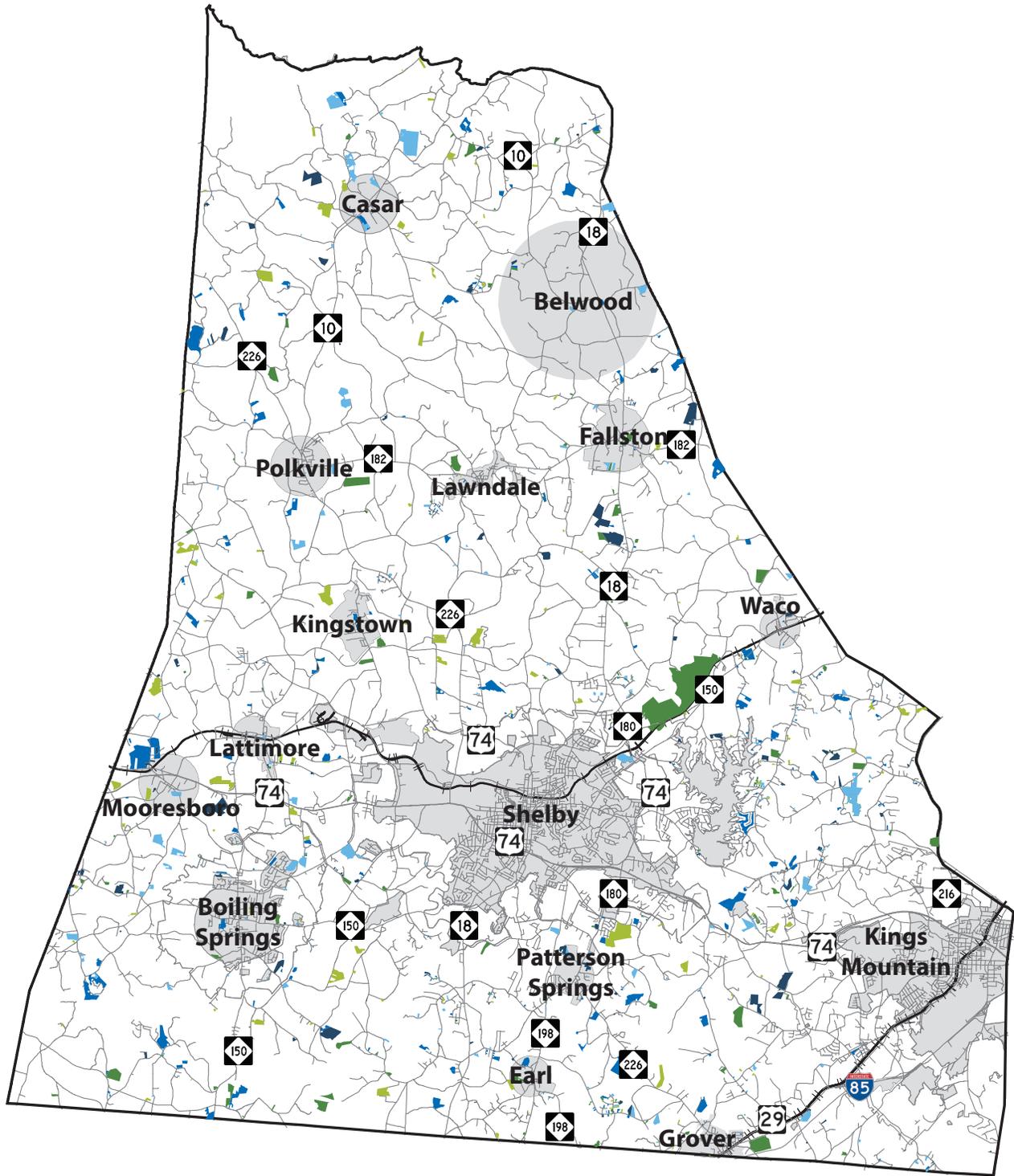


- 2009 Developed Land
- 2019 Developed Land



▼ MAP 21 BUILDING PERMITS (BY YEAR)

Source: Cleveland County GIS

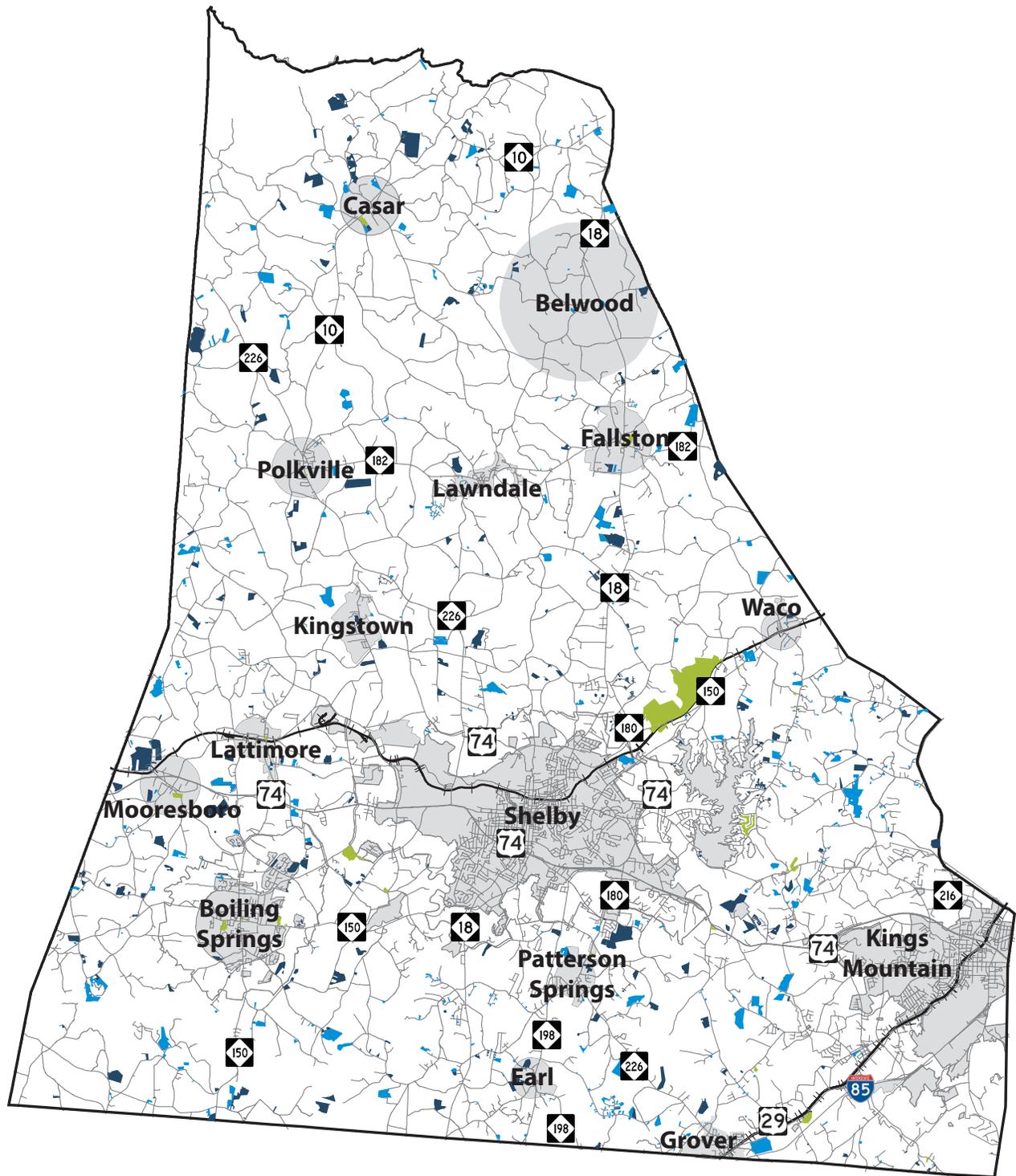


-  2016 Building Permits
-  2017 Building Permits
-  2018 Building Permits
-  2019 Building Permits
-  2020 Building Permits



▼ MAP 22 BUILDING PERMITS (BY TYPE)

Source: Cleveland County GIS



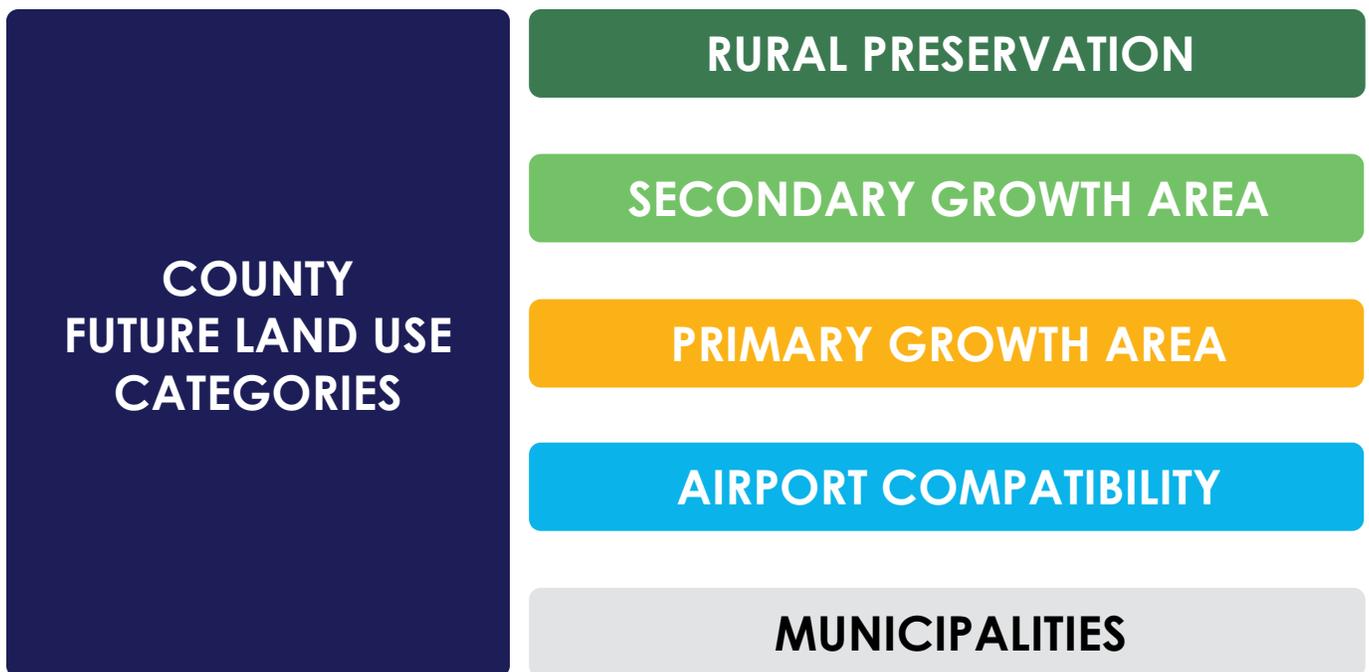
-  Commercial Building Permits
-  Mobile Home Building Permits
-  Stick Built Building Permits



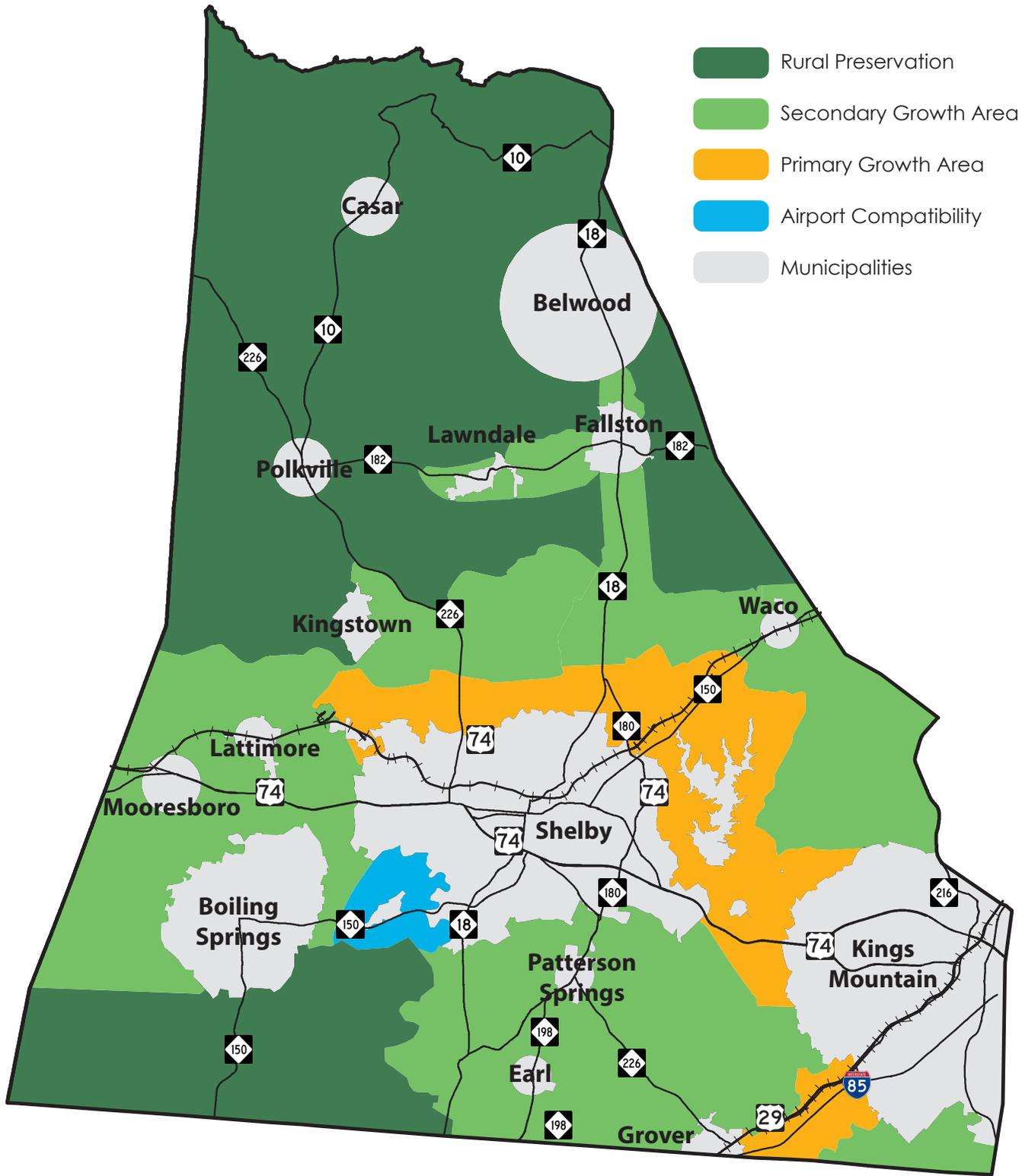
COUNTY FUTURE LAND USE

The County's abundance of resources, transportation facilities, water and sewer infrastructure and land use development patterns greatly influence future development. The County Future Land Use Map is a result of analyzing these factors that influence growth within the context of the public input received during the process and guidance from the Steering Committee. The County Future Land Use Map provides a guiding vision that will be used by elected officials, appointed boards, staff, property owners, and developers as they make land use and development decisions to implement Plan. Specifically, as the County considers legislative decisions related to rezonings and zoning ordinance amendments, the Board of County Commissioner's, as part of their motion to approve or deny rezonings and zoning amendments, must provide a statement of consistency with the Plan. The Future Land Use Map demonstrates how the County desires to both change and preserve existing land use patterns over time. For this reason, it is important to monitor, review, and update the Future Land Use Map as new growth, new infrastructure, and changes in the community's vision and direction evolve over time.

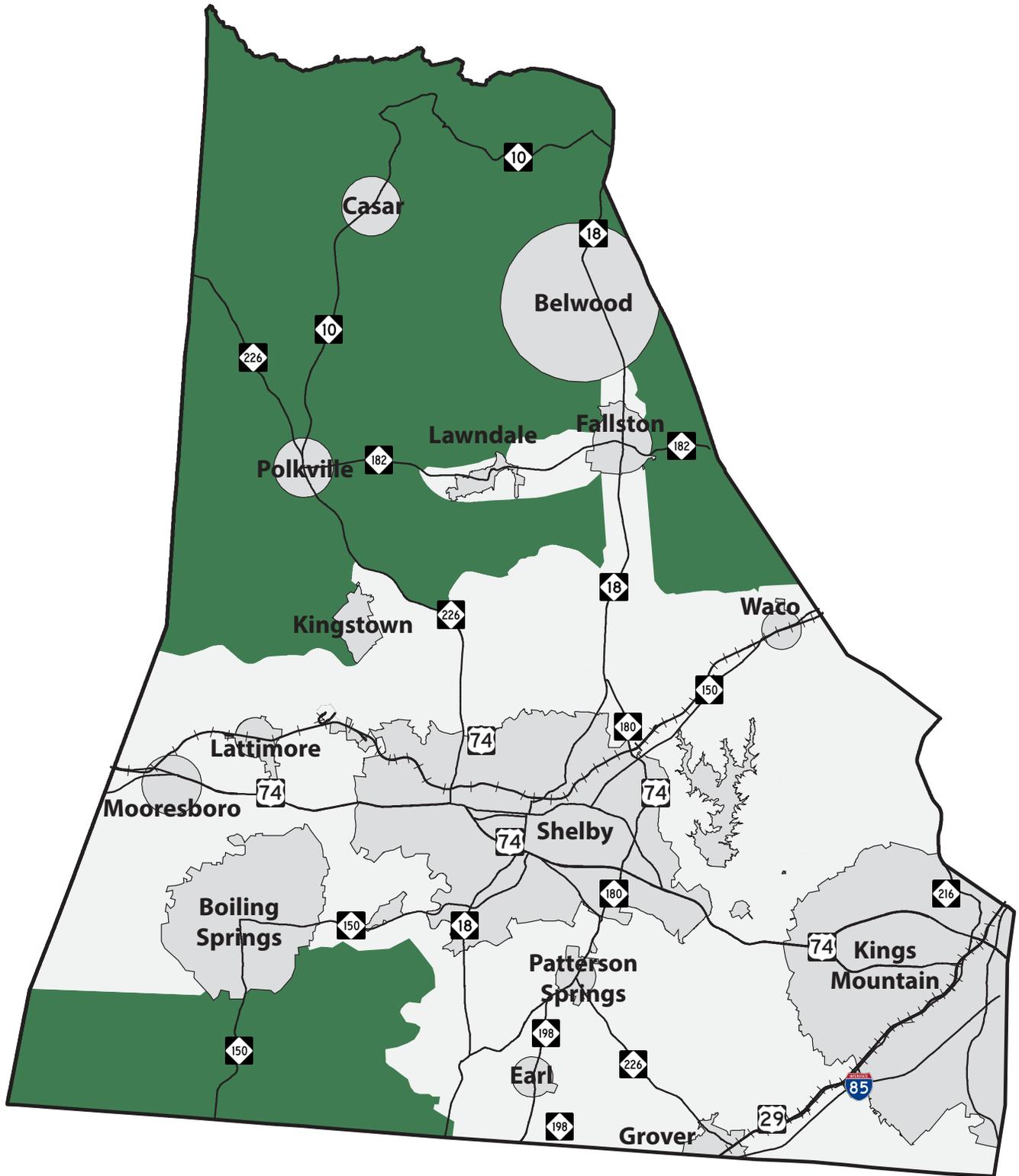
The Future Land Use Map includes four broad land use categories: Rural Preservation, Secondary Growth Area, Primary Growth Area and Airport Compatibility. The future land use categories and Future Land Use Map will help implement the Plan's Guiding Principles. On the pages that follow, a description of each future land use category is defined.



MAP 23 COUNTY FUTURE LAND USE MAP



Rural Preservation



RURAL PRESERVATION FUTURE LAND USE

The Rural Preservation future land use category is intended to promote the protection of agricultural lands, natural resources, and scenic views. The landscape of the rural preservation area is predominantly agricultural and forest lands with sparse residential settlement. Crossroads communities within the rural preservation areas contain clusters of civic and rural commercial uses that provide needed goods and services to residents.

RURAL PRESERVATION STRATEGIES

A number of strategies for consideration by the County were developed by the Steering Committee as the Plan was prepared. The identified strategies present a broad range of actions that can be implemented to help preserve the rural setting that is of great importance to the quality of life desired by the County's residents.

RESIDENTIAL USES

In the Rural Preservation area, agricultural uses and natural resources dominate the landscape. Due to the rural nature of the area, low-density single family homes are located on large tracts of land throughout the area, with very few residential subdivisions. As the County grows, increased residential development in these areas may threaten the productive use of agricultural lands and the protection of the County's abundant natural resources, which residents and visitors have enjoyed for many years.

The County has many options to consider in managing residential development in the Rural Preservation area. The range of options include zoning and subdivision ordinance considerations, preservation easements, and enhanced agricultural use disclosure.

The protection of the Rural Preservation area can be encouraged through amendments to the zoning and subdivision ordinances to minimize the impact of new residential development in the area on the agricultural use of land and protection of the areas natural resources. The potential changes can range from minimum lot sizes to a variety of development concepts for major subdivisions. Specifically, major residential subdivisions in the area will have the most significant impact on preserving and protecting the character of the Rural Preservation area. One of the main concepts for consideration is a conservation subdivision.

Conservation Subdivisions are intended to preserve significant portions of a site that are in active farm use or have significant natural resources. The preservation areas are identified during the development review process and protected, while the remaining portions of the site are developed for residential purposes, often at densities that are greater than would normally be encouraged in the Rural Preservation area. The example below demonstrates how a large tract of land in a rural area can be developed as a traditional subdivision and as a conservation subdivision.

▼ FIGURE 33 CONSERVATION SUBDIVISION CONCEPT



**Rural Preservation Area
Potential Site**

**Traditional Urban Sprawl
Development Pattern**

Conservation Subdivision

In support of the Conservation Subdivision concept, incentives can be put in place, providing the opportunity for smaller lot sizes with increased open space dedication. The dedication of open space can help preserve valuable farmland, natural resources and scenic views that help drive agricultural related businesses and tourism in the area. In addition, floodplains, steep slopes, and similar natural resources can be protected in this concept.

For residential development outside of major subdivisions, a combination of larger residential lot sizes and larger lot frontage widths can also help preserve the agricultural and natural resources found within the Rural Preservation area. Along with these concepts, significant buffers along State maintained roads, contiguous dedicated conservation areas and minimum contiguous acreage for conservation areas can help ensure the rural landscape is maintained. When individual

residential lots are allowed at smaller sizes with small lot frontage requirements, the appeal of the rural landscape can quickly disappear as major roads become cluttered with individual driveways providing access to homes on small residential lots across the Rural Preservation area. This development pattern can be observed in the southern portion of the County outside of the Town of Earl and southwest of the Town of Boiling Springs. The rural areas can change overnight with this type of residential development pattern.

Additional concepts for residential development include incentives for residential developers to purchase agricultural preservation easements on adjacent farmland to count toward required open space requirements in Conservation Subdivisions. This innovation allows for existing farmland to continue, while development pressure can be accommodated on adjacent land that is not in active farm use.

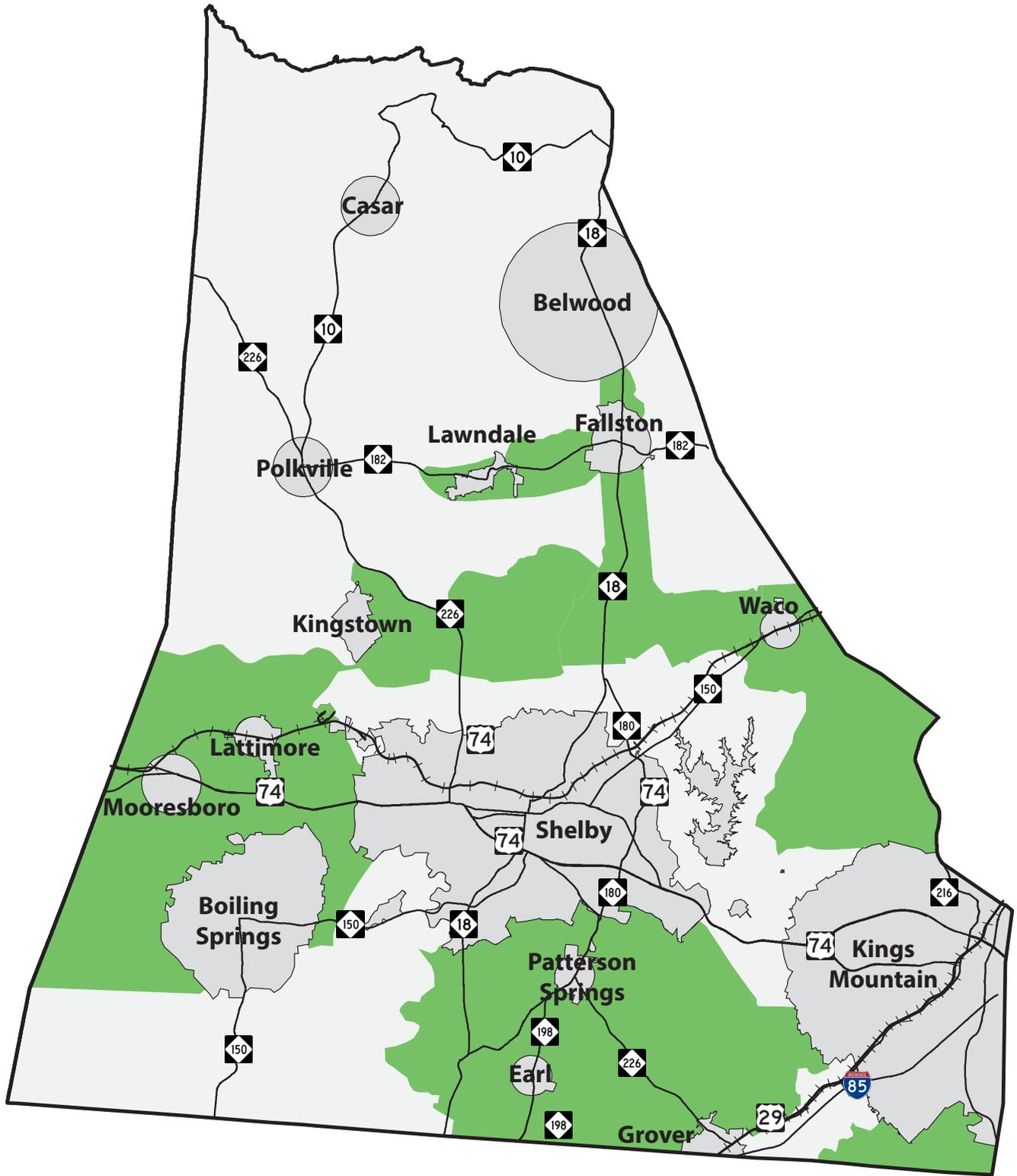
Additional requirements to the Voluntary Agricultural District designations can also help encourage farmland preservation. Those requirements can include agricultural use disclosure and nuisance release, going slightly beyond the existing enhanced voluntary agricultural district programs. This concept would require subdivision plat notation and deed disclosure to ensure future buyers understand that they are purchasing a home adjacent to or within a defined distance of a farm. By signing a nuisance release, local farmers will be better protected from future lawsuits resulting from adjacent residential subdivision development. In addition, a number of tax-based conservation easement and other similar tax related strategies, when coupled with these other tools and concepts can strengthen the overall agricultural and farmland preservation efforts in the Rural Preservation area.

In most cases, manufactured home parks, and multi-family residential uses that demand urban services are not encouraged in the Rural Preservation future land use category.

NON-RESIDENTIAL USES

Small scale convenience retail and service uses are needed in the Rural Preservation area to help serve the needs of residents in the agricultural areas of the County. These uses are most appropriate if clustered at major intersections to help maintain the scenic views along the major roads. However, agribusinesses and businesses which support agricultural land uses are sometimes located away from major intersections on large tracts of land greater than 5 acres. Rural Home Occupations are also found in the rural areas, where commercial enterprises are operated out of homes on larger tracts of land, similar to agribusinesses, that are on parcels greater than 5 acres. Civic and institutional uses are located along major corridors in rural areas on parcels that are at least five acres in size. In most circumstances, industrial development is not encouraged in the Rural Preservation area.

Secondary Growth Area



SECONDARY GROWTH AREA FUTURE LAND USE

The Secondary Growth Area future land use category is intended to promote new development at lower densities of up to one dwelling unit per acre within major subdivisions. Outside of new major subdivisions, it is expected for the area to retain its rural and agricultural character, with larger residential lot sizes and small scale convenience retail and service uses clustered at major rural crossroads.

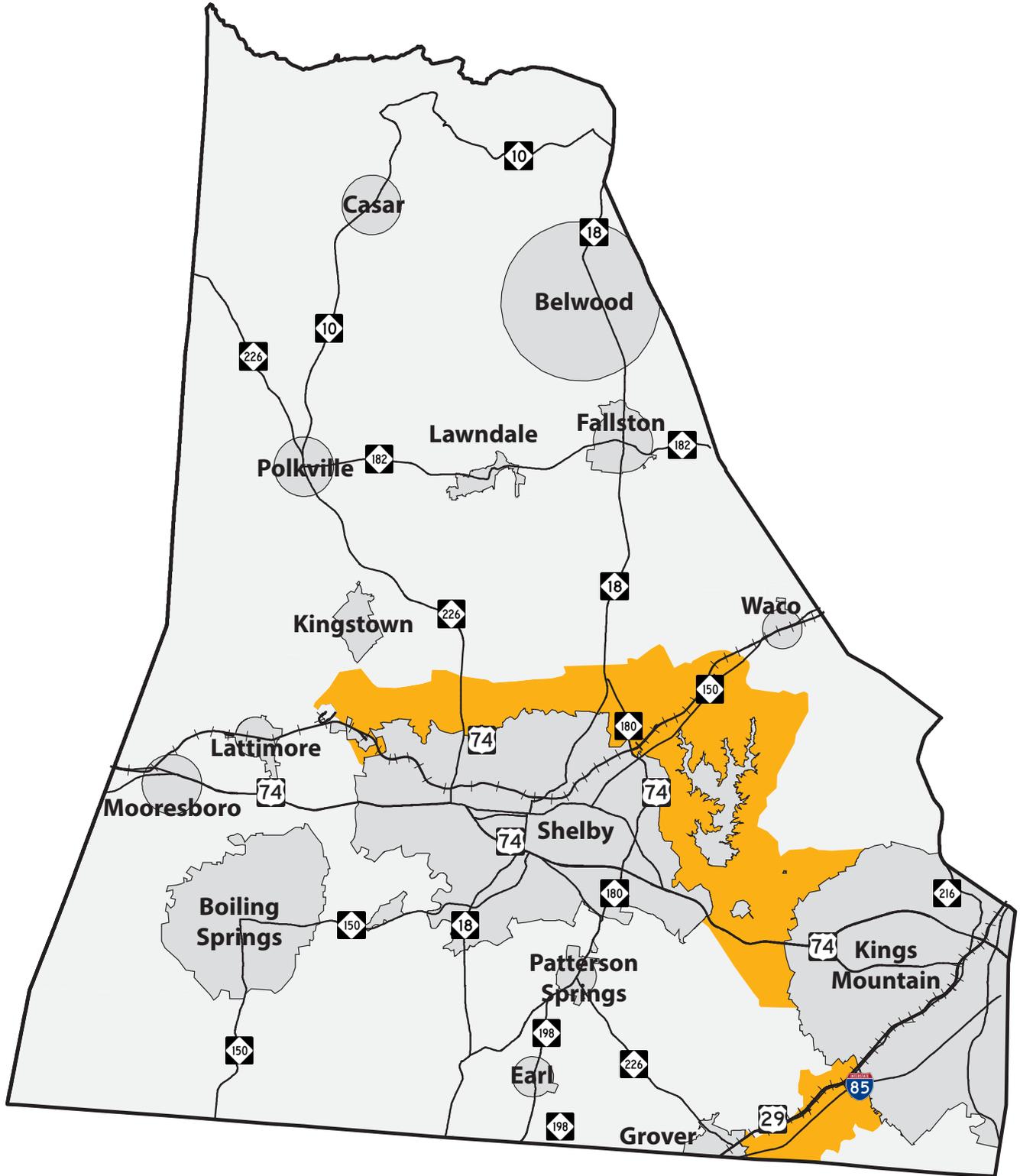
RESIDENTIAL

The residential development concept for this area is focused on single family residential lots that are developed in major subdivisions. It is anticipated that lot sizes in major subdivision may be as small as 20,000 square feet where utilities are available. Single family residential lots outside of major subdivisions should be located on larger lots to help ensure the roadways remain safe and efficient with requirements and limits on the separation and number of driveways/curb cuts along State maintained roadways. Manufactured home parks in this area are appropriate if they are built on a minimum of ten acres with a maximum density of one unit per acre. However, multi-family residential development is discouraged due to the demands for urban services that are not typically found in the Secondary Growth Area.

NON-RESIDENTIAL USES

In this area, small scale convenience retail and services are typically clustered around major rural crossroads. Rural home occupations, where small commercial enterprises are operated out of a rural home may be permitted on properties that are at least five acres in size. Civic and institutional uses are encouraged on major corridors so long as they are developed on at least three acres of land. Industrial development in this area should be developed within industrial parks, with buffering and separation from existing residential areas.

Primary Growth Area



PRIMARY GROWTH AREA FUTURE LAND USE

The Primary Growth Area future land use category identifies the area where more intensive development is most likely to occur over the next ten to twenty years. This area is primarily located along the US 74 bypass corridor, extending from the western edge of the City of Kings Mountain's planning jurisdiction to the western edge of the City of Shelby's planning jurisdiction. Urban services are nearby and readily available to support greater density and intensity of development in this area. It is anticipated that the Primary Growth Area will be annexed into the Cities of Shelby and Kings Mountain.

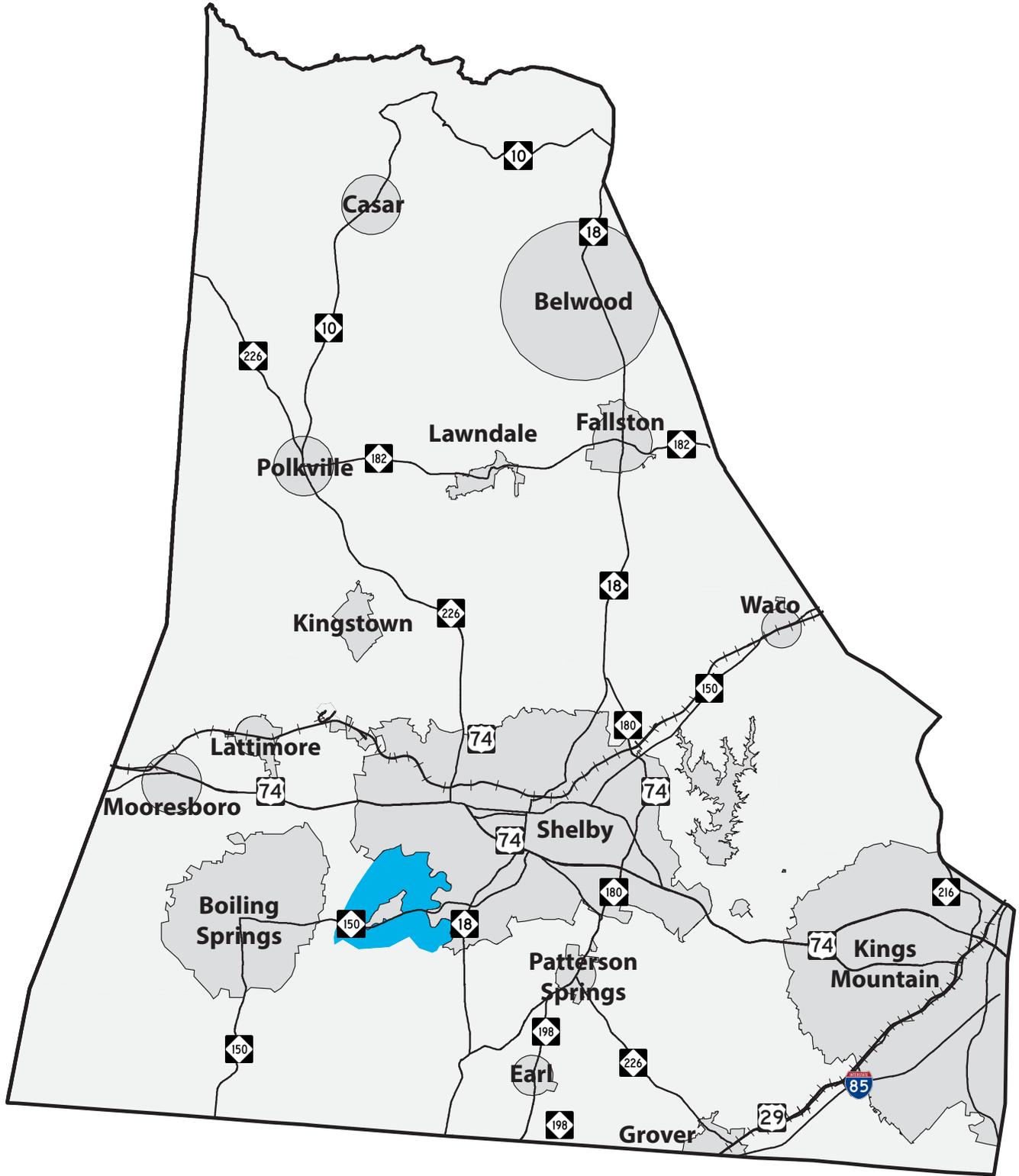
RESIDENTIAL USES

Small lot single family residential development on individual lots or within major subdivisions are encouraged in the Primary Growth Area with a minimum lot size of 20,000 square feet where utilities are available. If sewer is not available, the lots may need to be larger in this concept. Multi-family may be appropriate in this area when located along a major corridor where it can be serviced by utilities and close proximity to emergency services.

NON-RESIDENTIAL USES

Major commercial development is encouraged in the Primary Growth Area, provided it occurs on major corridors in planned developments or at major intersections. Industrial development is also encouraged along major corridors in industrial parks, so long as buffering and separation is provided between the parks and residential areas. Civic and institutional uses are also encouraged along major corridors in the primary Growth Area. Major corridors include state highways, arterial roadways, and larger capacity streets. These sitings will ensure that transportation infrastructure and utilities are appropriately administered without decreasing the effectiveness and efficiency of the existing or planned infrastructure. Rural home occupations are not encouraged in this area.

Airport Compatibility



AIRPORT COMPATIBILITY FUTURE LAND USE

The Airport Compatibility future land use category is intended to protect the area surrounding the airport from incompatible development. This area is meant to be a flexible boundary that aims to protect airport operations and its impacts on adjacent land uses.

RESIDENTIAL USES

In this area, single family residential lots should only be located on larger lots greater than one acre, regardless of whether or not the single family units are within a major subdivision. In the Airport Compatibility area, manufactured home parks and multi-family residential development should be discouraged to reduce noise impacts and prevent the loss of life from a potential aircraft accident.

NON-RESIDENTIAL USES

Rural home occupations, where commercial enterprises are operated out of rural homes on five acres or greater in size, can be located within this area due to the low concentration of people. In addition, small scale convenience retail and service uses, as well as civic and institutional uses, can potentially be located in this area at major intersections, so long as the County grants a compatibility certification. A compatibility certification will help ensure the proposed development will not hinder airport operations, primarily through limiting the height of structures and reducing the likelihood of large groups gathering on properties in close proximity to the airport. Certain types of industrial development can also be located within this area with a similar compatibility certification.

SUPPORTING RECOMMENDATIONS

In addition to the Future Land Use Map and concepts described in the future land use categories, twenty-four supporting recommendations were developed to help ensure the Plan is implemented in a comprehensive manner.

1. Organize regular joint meetings of all planning staff and representatives from planning boards in the County to promote better communication.

Justification: *As there are a number of jurisdictions within Cleveland County, continued coordination on land use and development between jurisdictions will be essential for the future. Using this information to collaborate on growth strategies is also an important tool that should be used.*

2. Direct multi-family and mixed use development toward the urbanized areas of the county.

Justification: *The urbanized areas of the County, including municipalities and the Primary Growth Area, have the greatest presence of supporting infrastructure. In an effort to ensure sustainable development patterns, and to make the greatest use of the County's infrastructure, mixed use and multi-family development should be directed to areas which can support them.*

3. Invite local utility providers to participate in joint meetings with the County to coordinate their activities in support of growth and development.

Justification: *There are a number of utility providers in Cleveland County, including Cleveland County Water, the City of Shelby, the City of Kings Mountain, the Town of Boiling Springs, the City of Cherryville, Duke Energy, Rutherford Electric Membership Corp., Piedmont Natural Gas, and PSNC. In an effort to ensure that areas desirable for future development are well-serviced by these utilities, contractors should be invited to participate in joint meetings which will help to plan the provision of utilities and infrastructure in an effective manner.*

4. Establish a program to assist property owners with the removal and disposal of abandoned / uninhabitable manufactured housing.

Justification: *There are a large number of dilapidated and abandoned manufactured homes in Cleveland County. Their presence largely inflates census data which captures vacant housing in the County and influences developer interest in constructing new units. These abandoned or uninhabitable homes can also pose threats to public health and safety. Yet, it is often cumbersome to remove and dispose of manufactured housing, which is why they remain present in an unlivable state. The County would greatly benefit from assisting property owners in the removal and disposal of these units, both in terms of public safety and in development interests.*

5. Enhance enforcement of the County’s minimum housing ordinance and work with the small municipalities to provide technical assistance to adopt / enforce such ordinances.

Justification: *Similar to Supporting Recommendation 4, enhancing the enforcement of the County’s minimum housing ordinance will help to clean up homes which are unlivable or dangerous to the public. As many of the smaller municipalities are less equipped to administer this ordinance, the County should provide technical assistance to ensure equal enforcement throughout its jurisdiction.*

6. Lead the preparation of a joint county-wide parks and recreation master plan to help coordinate municipal investments in park infrastructure and programming.

Justification: *Currently, the municipalities are the only entities which provide parks and recreation facilities and programming. The County has previously engaged in planning for parks and recreation, and also provides an annual grant program to assist the small towns in developing parks and recreation facilities; yet there is not an overarching plan for parks and recreation throughout the County. If the County takes an active role in leading a joint planning effort with all of its municipalities, all of the jurisdictions can better coordinate on the provision of unique facilities spread throughout Cleveland County. This would ensure better utilization of funding while also enhancing outdoor recreation opportunities for residents.*

7. Fund a staff position in the Planning Department that is either solely or primarily focused on providing services to the municipalities that utilize the services of the County.

Justification: *As growth continues to occur in the County’s municipalities, it will be important to ensure a clear guide for the municipalities’ communication with the County’s zoning administration. In order to ensure clear provision of services, the County should consider funding a staff position that is primarily focused on providing services to municipalities.*

8. Add information on the Planning Department website for the communities that the department provides services for.

Justification: *As there is not currently information on the County’s website regarding the communities with whom they provide zoning services, it may be unclear to developers interested in building in some of the small municipalities that they must reach out to Cleveland County for planning and zoning information and development approvals. Advertising this information on the County’s website will increase transparency and assist in easing developability of some of the small towns.*

9. Continue to participate in planning efforts initiated by the municipalities in the County.

Justification: *Cleveland County's municipalities make up a large portion of the County and provide the greatest opportunity for future dense development. In an effort to enhance collaboration and coordination amongst the jurisdictions, the County should continue to participate in any planning effort initiated by the municipalities. Involvement in municipal planning can also strengthen connections between the different jurisdictions by posing opportunities to identify areas of mutual interest and endeavors for future joint planning efforts.*

10. Include Kings Mountain in the County's joint Historic Preservation Commission.

Justification: *Currently, Kings Mountain is the only municipality in Cleveland County which is not a part of the County's Historic Preservation Commission. At the time the County's Historic Preservation Commission was formed, Kings Mountain had already established a separate entity. As the City has recently disbanded its Historic Preservation Commission, this is an opportune time to unite historic preservation efforts across the County.*

11. Engage the Soil and Water Conservation District staff in the review of major projects in the Rural Preservation Area.

Justification: *In order to ensure the greatest success with some of the recommendations of the Rural Preservation future land use category, such as the development of conservation subdivisions and the dedication of conservation areas, the County should engage Soil and Water Conservation District staff in the review of major projects in the Rural Preservation Area. The Soil and Water Conservation District staff would only need to be engaged where appropriate, such as to provide feedback on the quality of desired conservation land.*

12. Develop a viewshed preservation plan and work with property owners to preserve important viewsheds.

Justification: *There are a number of unique and scenic views throughout Cleveland County. While establishing protection over the corridors on which they lie is a great first step, it will also be important to work with adjacent property owners to ensure the long term protection of these important views by limiting the types of development which occur along roads and may provide visual barriers. A viewshed preservation plan can help to identify the viewsheds of most importance and to outline key steps in preserving them.*

13. Encourage the development of agritourism to support rural land preservation and economic development.

Justification: *Agricultural enterprises are a key facet of Cleveland County's economic sector. Agritourism has emerged as a popular trend in economic development and also serves as a means to make agricultural land more economically feasible, helping to preserve these lands and their agricultural uses. The County should encourage the development of agritourism as a way to support rural land preservation while also strengthening the local economy.*

14. Require the dedication of land for greenway trails in new development where shown on adopted plans.

Justification: *The County has the ability to require dedication of land for greenway trails when that land is already designated for greenways on adopted plans. This is an important tool to help the County develop regional trails and to connect existing greenways and rails-to-trails to one another. The City of Shelby is requiring new subdivisions provide right of way for planned greenways which are located in close proximity to the Shelby Bypass, so this is already something that is taking place in the County. The County should pursue this strategy in an effort to expand recreational opportunities for its residents.*

15. Encourage the development of private outdoor recreation enterprises.

Justification: *As part of Cleveland County's marketing strategy as "Charlotte's Backyard," it is important to provide ample outdoor recreation opportunities for residents and visitors alike. In order to expand recreational offerings without developing new facilities, the County should encourage the development of private outdoor recreation enterprises. This can include a range of amenities, such as water activities, athletic complexes, outdoor adventure parks, and similar facilities.*

16. Work with NCDOT to explore opportunities for the designation of additional scenic byways.

Justification: *North Carolina's Department of Transportation designates scenic byways to give visitors and residents a chance to experience North Carolina's history, geography, and culture, while also raising awareness for the protection and preservation of these treasures. There are currently two scenic byways in Cleveland County: NC-226 and Crowders Mountain Drive. Expanding additional scenic byways can help to protect the many unique and scenic views which exist throughout the County, while also promoting their presence in Cleveland County.*

17. Lead the development of a county-wide trails and blueways master plan in coordination with municipal governments.

Justification: A number of greenways and blueways are currently in existence and / or being planned throughout the County by a number of different agencies. The County should develop a county-wide trails and blueways master plan in coordination with municipal governments to ensure that these individual plans can be incorporated into one master plan which considers ways to enhance connections between them and to create an inter-related network of trailways.

18. Work with the EDC and municipal governments to establish a coordinating strategy for siting major industrial projects.

Justification: While industrial development has long been a key component of Cleveland County's economic development strategy, existing plans for new industrial enterprises (outside of municipalities) is not adequately clear in future land use planning or in reviewing online listings. In order to ensure that future industrial development is established in the most opportune locations, the County should work with the EDC and municipal governments to have one single coordinated strategy for siting major industrial projects. The County and EDC can also leverage the regional Comprehensive Economic Development Strategy process through the Foothills Regional Commission to identify regional opportunities for siting future industrial projects in Cleveland County.

19. Regularly update transportation plans with the GLCMPO to ensure that major industrial projects have good access for the workforce and freight traffic.

Justification: The Gaston - Cleveland - Lincoln Metropolitan Planning Organization (GLCMPO) works closely with the NCDOT to prioritize funding of major transportation projects and to assist the County in ensuring desired projects receive State support. While identifying prime locations for future industrial growth, transportation infrastructure will be a major factor. For this reason, the County should coordinate transportation needs related to new industrial development with the GLCMPO to assist in attracting new industrial interests.

20. Support job creation and economic development in rural areas of the County through land use policies that encourage entrepreneurship.

Justification: As mentioned in the Rural Preservation future land use section of this Plan, the County should support job creation and economic development in rural areas of the County. This may include rural home occupations, agritourism, and similar means which will allow rural residents to engage in entrepreneurial endeavors.

21. Develop plans for the remediation and reuse of former industrial sites for economic development purposes.

Justification: *There are a number of former industrial sites throughout the County which are in various states of abandonment and disrepair. Many of these will require some level of remediation or redevelopment in order to be reused for future industrial or other purposes. The County should identify these properties and develop plans for redevelopment in order to make greater use of existing resources while also promoting economic development opportunities.*

22. Explore options to clean-up or eliminate undesirable land uses, such as unscreened junkyards.

Justification: *Code enforcement issues, such as unscreened junkyards, can be difficult to enforce in a place such as Cleveland County. Noxious land uses can be eliminated by amortization; a process by which nonconforming uses and structures must be eliminated or made to conform to requirements of the current zoning regulations at the end of a certain period of time. This amortization schedule and requirements can be spelled out in the County's ordinances.*

23. Provide additional support to the Soil and Water Conservation District to educate property owners on the programs available to support land conservation efforts.

Justification: *The Cleveland Soil and Water Conservation District (SWCD) is relatively strapped for resources, as they are responsible for guiding many aspects of environmental and agricultural aspects in a rural community. The County should provide additional support to the SWCD to ensure that property owners are adequately informed on the programs available to support land conservation efforts. This can help to strengthen recommendations of the Rural Preservation future land use category. Also, the County can actively participate in the 2014 Farmland Protection Plan update that is currently underway by the SWCD.*

24. Revise the County's Voluntary Agricultural District program to incorporate the standards of the Enhanced Voluntary Agricultural District (EVAD) program.

Justification: *The State Statute's which authorize a local government to adopt VADs also authorize Enhanced VADs. These are similar to standard VADs but they provide additional benefits, as outlined in N.C.G.S. § 106-743.4. These include: landowners may receive a higher percentage of cost-share funds; State grant funding for farmers is encouraged to prioritize supporting landowners in EVADs; and landowners are permitted to collect up to 25% of gross sales from the sale of non-farm products while maintaining zoning exemptions as bona fide farms. Incorporating the standards of the EVAD program may help to protect farmland in the County.*

25. Improve access to broadband internet services.

Justification: Access to strong and reliable broadband infrastructure is important to the future of Cleveland County. In addition to the daily needs of residents across the County, businesses and industries of all types rely on this infrastructure, and sometimes the lack of a reliable internet backbone can limit the types of jobs or production work that is possible in a community. In addition, the agricultural industry has become increasingly dependent on internet connectivity to run efficient and successful agricultural operations. Whether provided by wireline or wireless technology, having reliable high-speed broadband service is critical. This particular strategy helps to implement Guiding Principle 4, Strengthen Governmental Coordination. All local governments in the within Cleveland County need to work together on this strategy to identify short and long-term needs, developing a plan to ensure that the right technology is present in the future.

26. Utilize the Comprehensive Land Use Plan for evaluating proposed zoning and development approvals, and amendments to the zoning and development regulations.

Justification: The Board of Commissioners and Planning Board should consider the Comprehensive Land Use Plan when they are reviewing all zoning amendments, development proposals, rezonings, or text amendments. The State of North Carolina requires the Board of Commissioners and the Planning Board to adopt a statement regarding the consistency of any proposed changes with the Comprehensive Land Use Plan. The proposed change may be consistent or inconsistent; however, each respective board must review the Plan and adopt this statement with any motion to approve or deny a rezoning or zoning ordinance amendment. In this same vein, each board should be mindful of the potential effects of a large-scale rezoning request. The Planning Board and Board of Commissioners should carefully review the Future Land Use Map and consider the broader context in and around the larger area of request. If the approval of a large-scale rezoning request will create a significant number of non-conforming properties, it should be discouraged. This additional evaluation and potential small area study is especially important for large-scale rezoning requests of more than 100 acres.

27. Perform annual reviews and regular updates to the Comprehensive Land Use Plan.

Justification: During the day-to-day administrative activities carried out by the County staff, the staff may become aware of needed changes in the planning document as it relates to the practical application of the recommendations and policies. If the needed updates are minor and do not necessitate an immediate suggested change to adopted policies, the updates can be carried forward through the public hearing process for consideration of adoption.

In addition to the potential need for periodic updates, the Planning Board and Board of Commissioners should set aside one meeting annually to focus on the review of the Comprehensive Land Use Plan policies, evaluating the overall effectiveness and relevance of the Plan, including coordination with other community plans as they are developed from year to year. This annual meeting can be expanded to include other jurisdictions that the County assists with planning and zoning. This annual process will help keep the Plan relevant as the area grows and changes.

The ongoing and annual evaluation of the Plan and current trends may also lead to more detailed evaluation and small area or focus area planning studies to address more specific challenges that are not addressed in the Comprehensive Land Use Plan. The small area plans and studies provide the opportunity to more quickly address challenges and changes in the market place in between periodic updates to the full Comprehensive Land Use Plan.

The small area planning process can inform the community's capital improvement planning needs as well. The Comprehensive Land Use Plan provides the overall framework for infrastructure investment, while small area or focus area planning efforts will allow for the examination of more specific projects and plans that may impact potential development may have on capital improvement project needs and costs of public services and other public utilities and infrastructure.

At a minimum, the Plan should be fully updated every five years to ensure its ongoing consistency with development patterns, needed infrastructure changes, transportation improvements and other similar growth and development influencers. A major update of the plan should coincide with the completion and release of the 2020 Census.

4



SECTION 4. TOWN FUTURE LAND USE

In addition to Cleveland County's jurisdiction, Cleveland County provides zoning services to five municipalities. These towns utilize the County's zoning ordinance and map to direct development within their jurisdictions, and the County oversees the administration of zoning on their behalf. A series of future land use maps were prepared to help facilitate the future growth and development within each of these communities.

TOWN FUTURE LAND USE

The Cleveland County Planning Department assists the towns of Belwood, Earl, Grover, Lawndale, and Mooresboro with zoning and planning administration. As development in these towns is different than areas within the County's jurisdiction, Future Land Use Maps were drafted for each town. The following land use categories were utilized to prepare the Town Future Land Use Maps:

	Rural Residential
	Residential
	Village Commercial
	Crossroads / Civic Areas
	Industrial

The Rural Residential category describes areas which promote agricultural and related uses, while allowing supporting low density residential development. This category is very similar to the County's Rural Preservation area.

The Residential future land use category describes areas where a range of residential development types are present and should continue to be permitted in the future.

The Village Commercial future land use category describes areas designated for current and future commercial growth. This category is applied to the commercial centers of each community where a mixture of office, commercial and civic uses are located.

Crossroads / Civic Areas consist of smaller scale commercial and civic uses, which generally occur just outside of the Village Commercial area or at major intersections.

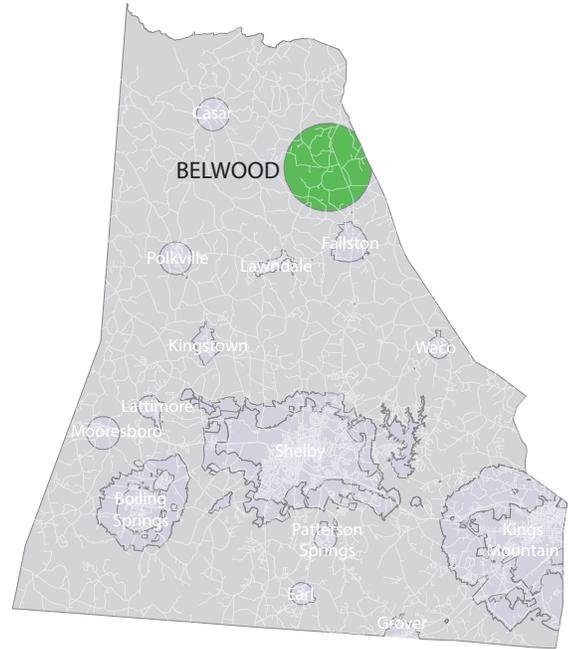
The Industrial future land use category indicates locations which should permit industrial development in the future.

Each of these future land use categories are applied to Future Land Use Map for each of the five towns on the pages that follow.

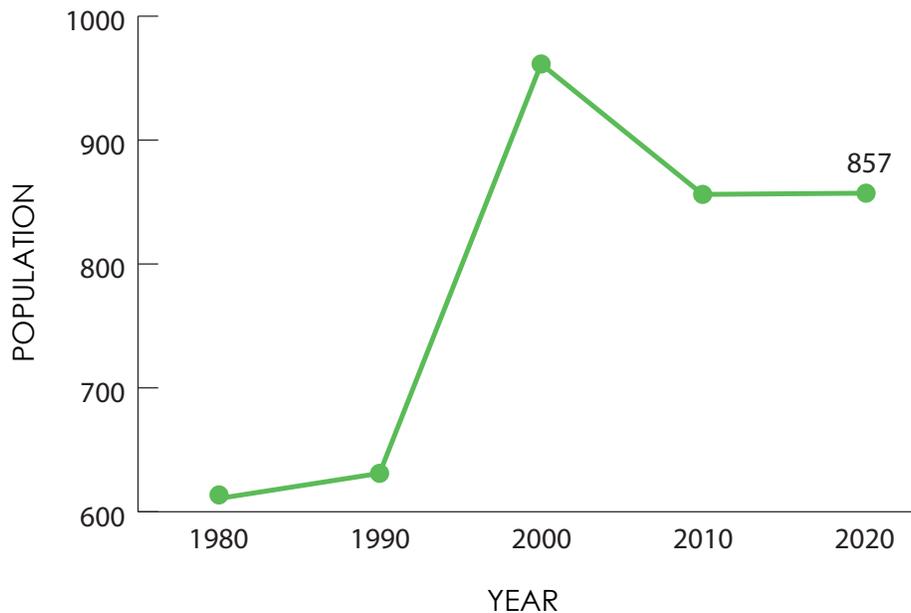
BELWOOD

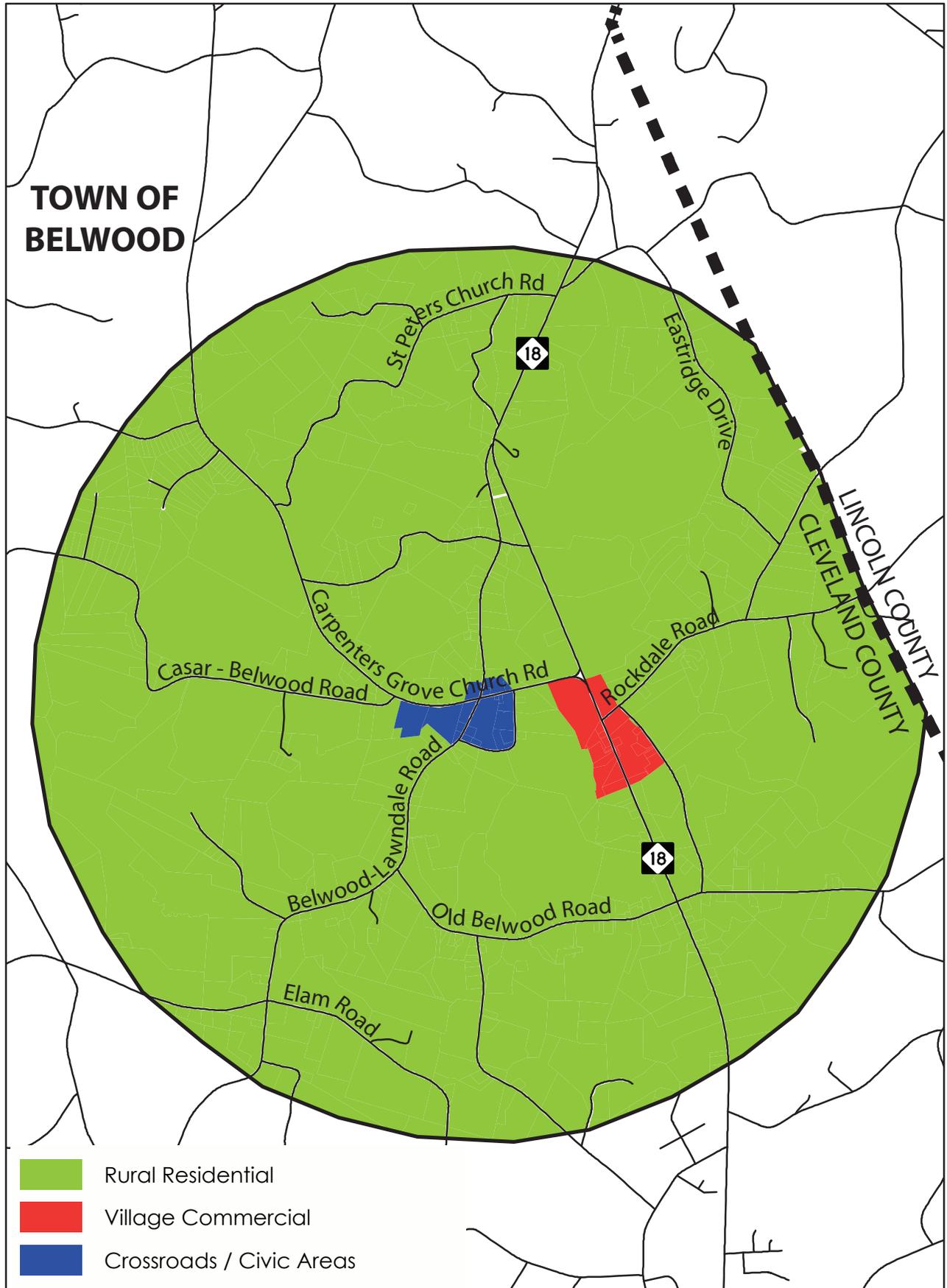
The Town of Belwood is in the northern portion of the County, on the eastern County line. It's just over twelve square miles in area and is in a relatively circular shape. While the majority of the Town is relatively rural and residential in nature, there is some commercial activity along NC-18 (Fallston Road). There is also a civic area, which includes churches, a park, and commercial uses, along Carpenters Grove Church Road. Belwood is home to just under 900 residents. In an effort to maintain the overall nature of the Town, the future land use map is relatively consistent with the existing development pattern in the Town. The Rural Residential areas, which comprise much of the Town's land, should continue to promote residential development in a manner which protects the agricultural use of properties throughout the area. The Village Commercial area will foster necessary commercial services for the Town's residents, particularly considering their distance from other major commercial centers. The Crossroads / Civic Areas are also an important part of the Town. They will continue to provide recreation and similar amenities to Belwood's residents into the future.

▼ FIGURE 34 BELWOOD'S LOCATION



▼ FIGURE 35 BELWOOD'S HISTORIC POPULATION

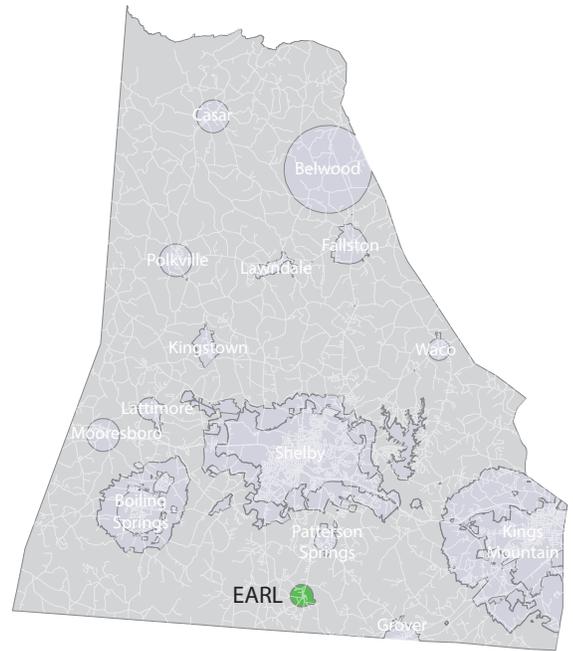




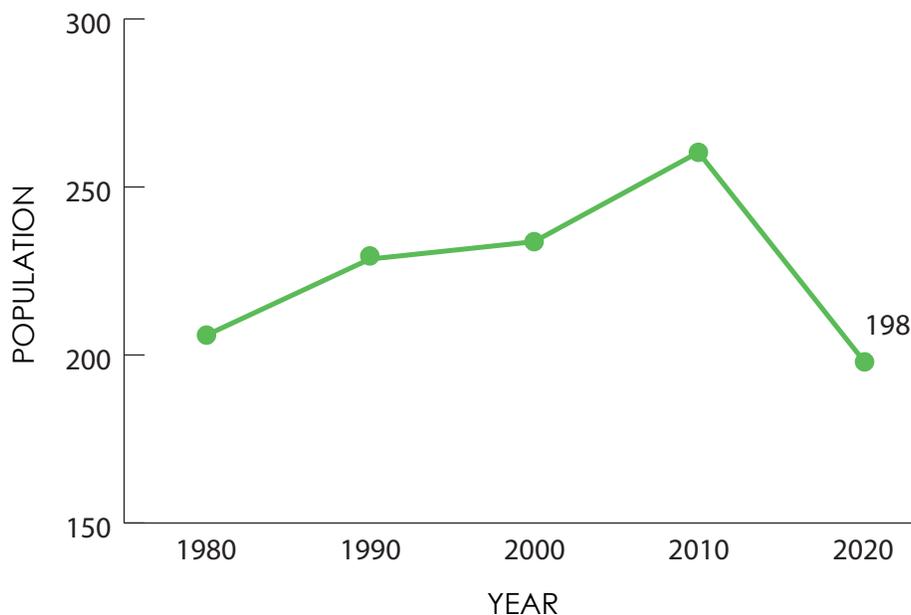
EARL

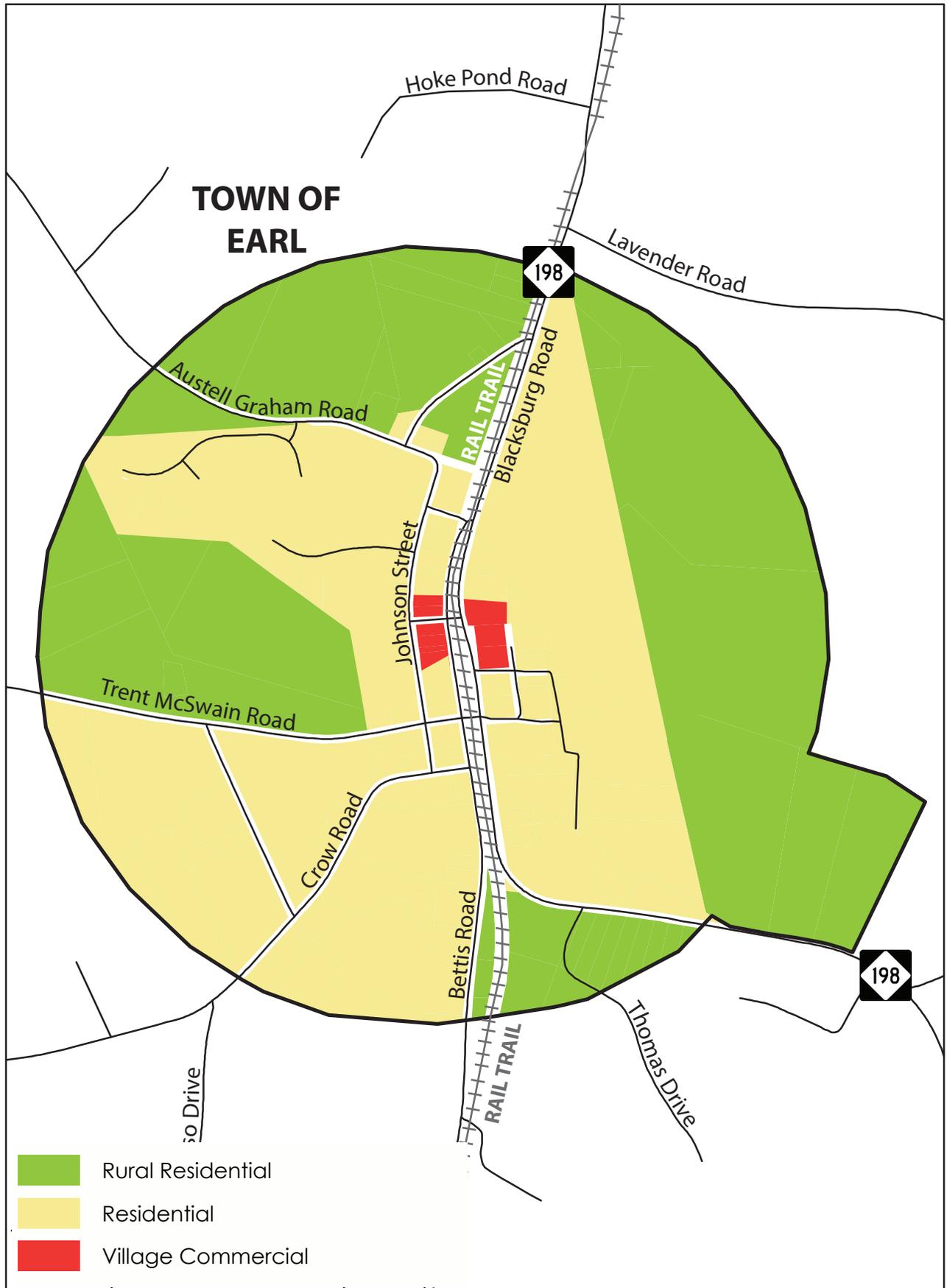
The Town of Earl is in south central Cleveland County and is one of the oldest municipalities in the County. With just under one square mile of area, the Town is a close-knit community with around 200 residents. Earl is home to multiple churches, a United States Postal Office, a central commercial area, low density residential housing, and agricultural uses. The Town is not anticipated to grow significantly in the coming years, thus the Future Land Use Map largely reflects existing development patterns. The Residential areas have been expanded from the current development extent in order to permit additional residential development in the future. Efforts are underway to complete the rail trail, which will hopefully encourage revitalization of the existing commercial areas in the center of town. As the Rail Trail is developed and its impacts are measurable, the Town’s Future Land Use Map should be re-assessed.

▼ FIGURE 36 EARL'S LOCATION



▼ FIGURE 37 EARL'S HISTORIC POPULATION

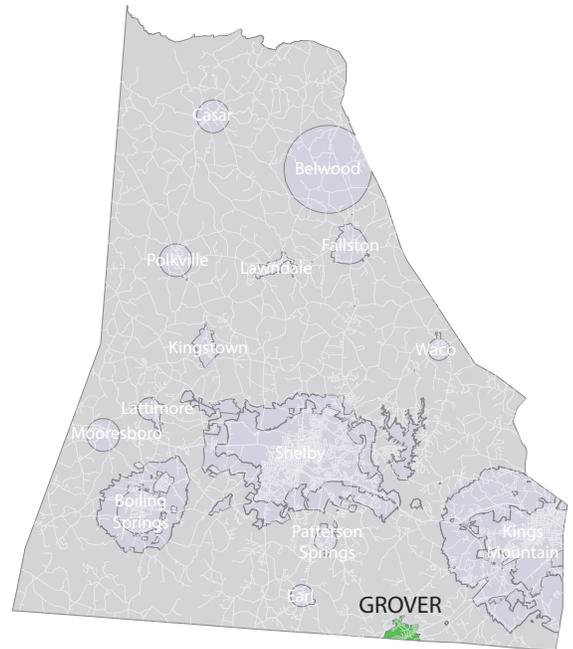




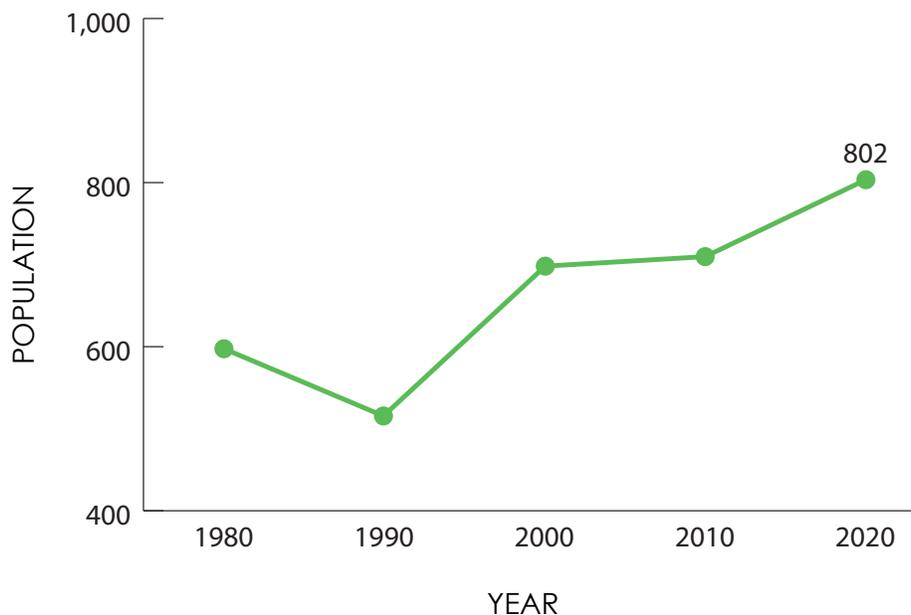
GROVER

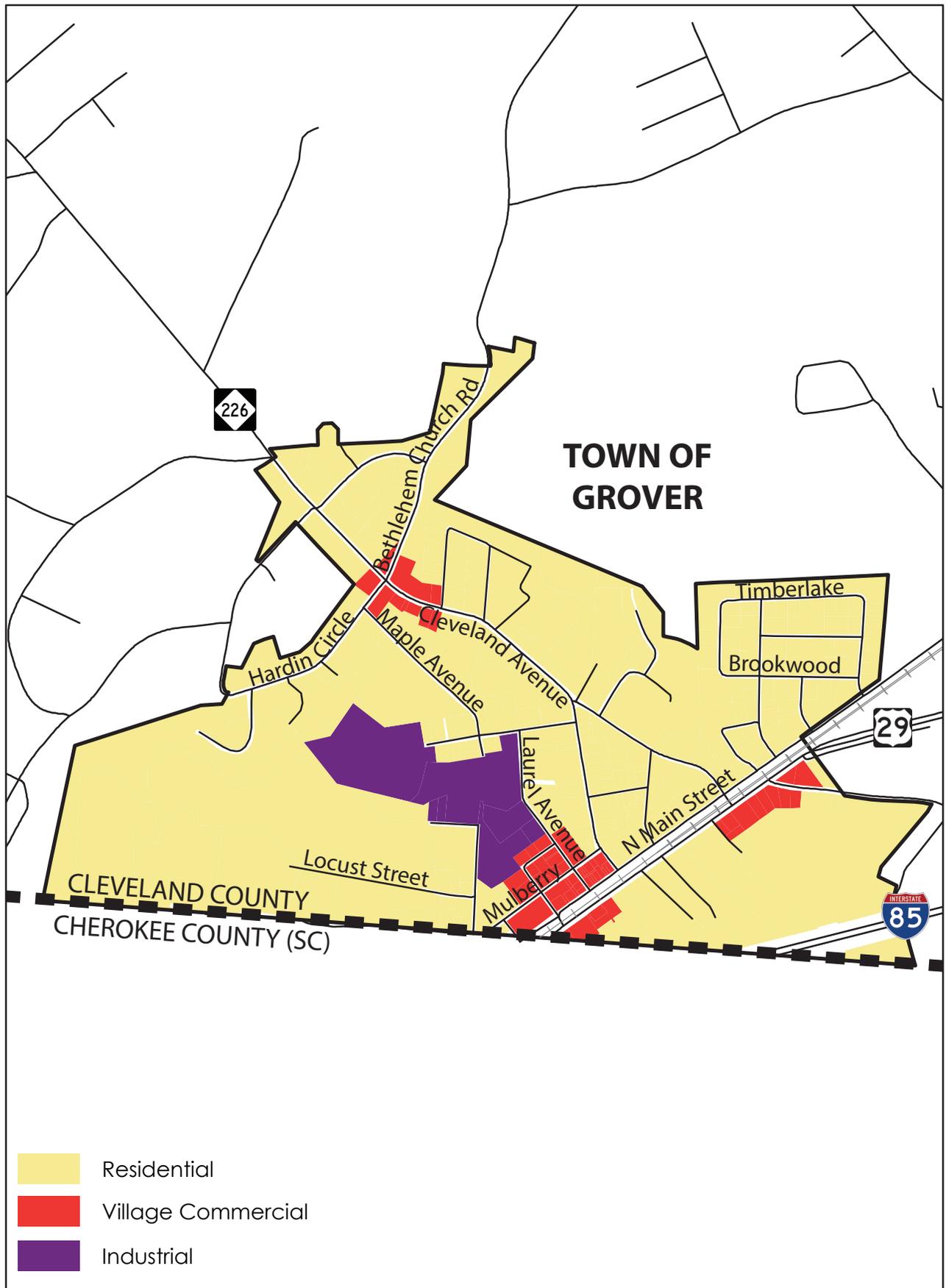
The Town of Grover is on the southeastern border of Cleveland County, where it shares a boundary with Cherokee County in South Carolina. The Town is one square mile in area with 800 residents living in the community. Grover's proximity to Kings Mountain and Interstate-85 has created some interest in residential development in recent months and it is anticipated that the undeveloped portions of the Town may become developed for residential uses soon. For this reason, some of the areas of Town, predominantly along its periphery, which are currently undeveloped or used for very large lot residential purposes, are considered Residential on the Future Land Use Map. The Town also includes a large industrial use toward the center of Town, as well as a number of Village Commercial areas along Main Street, Cleveland Avenue, and at the intersection of Cleveland Avenue and Bethlehem Church Road. The primary commercial area is in Downtown Grover, a small area along Main Street. If new residential development promotes redevelopment of the downtown in the near future, this map should be re-evaluated to ensure the appropriate land uses are depicted throughout the Town.

▼ FIGURE 38 GROVER'S LOCATION



▼ FIGURE 39 GROVER'S HISTORIC POPULATION

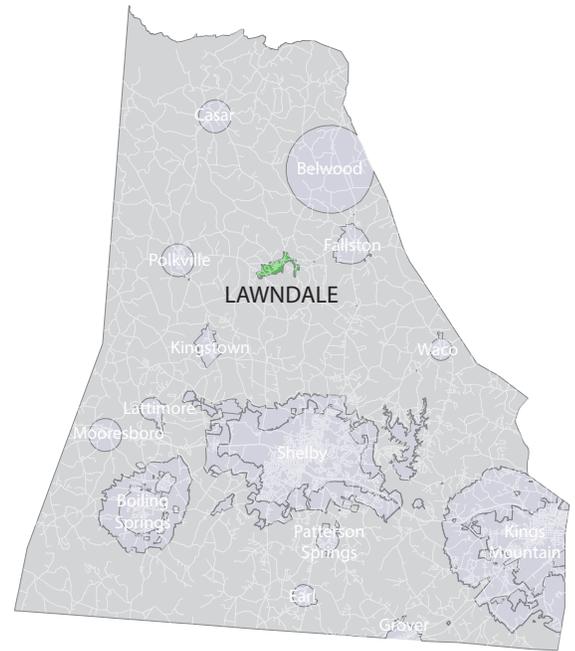




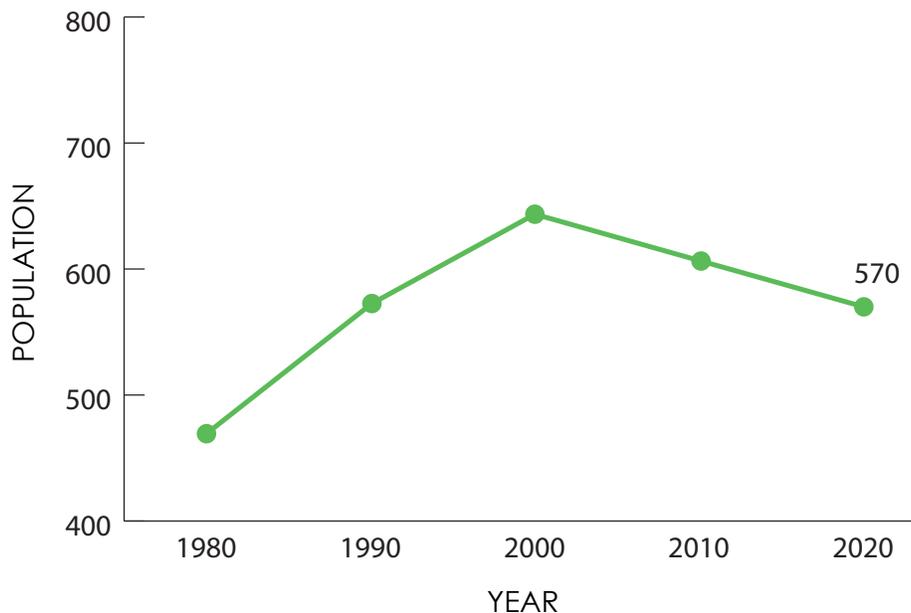
LAWNDALE

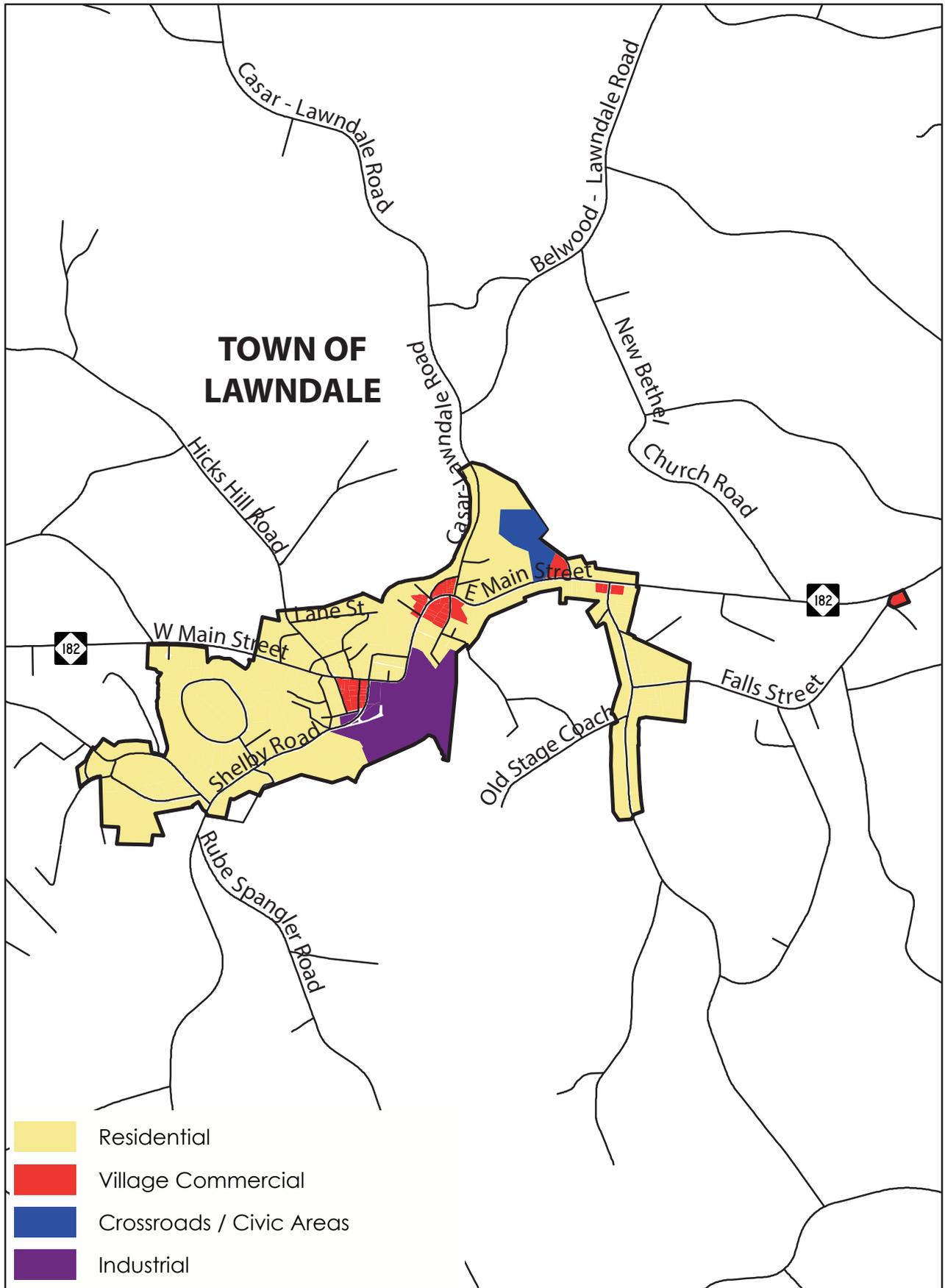
Lawndale is located just north of the center of Cleveland County. As of the 2020 U.S. Census, there are 570 people living in the Town's one square mile (or so) area, which is primarily spread east - west along NC-182. The portion of NC-182 in the Town is designated Main Street and it hosts a number of commercial areas. Lawndale is also the former home of Cleveland Mills with a large and mostly vacant industrial tract along the southern boundary. Along the eastern edge of the Town is the community's civic area, which includes the Lawndale Community Center, the Lawndale Heritage Museum, a library, and a community park. There are currently plans to develop a trail along the Broad River, which runs through the Town as well. The Town's population has not significantly changed since the 1980s, and it is anticipated to remain a similar size for the near future. The Town has a number of opportunities to encourage redevelopment with the planned greenway trail and outdoor recreational opportunities in small town environment.

▼ FIGURE 40 LAWNDALE'S LOCATION



▼ FIGURE 41 LAWNDALE'S HISTORIC POPULATION

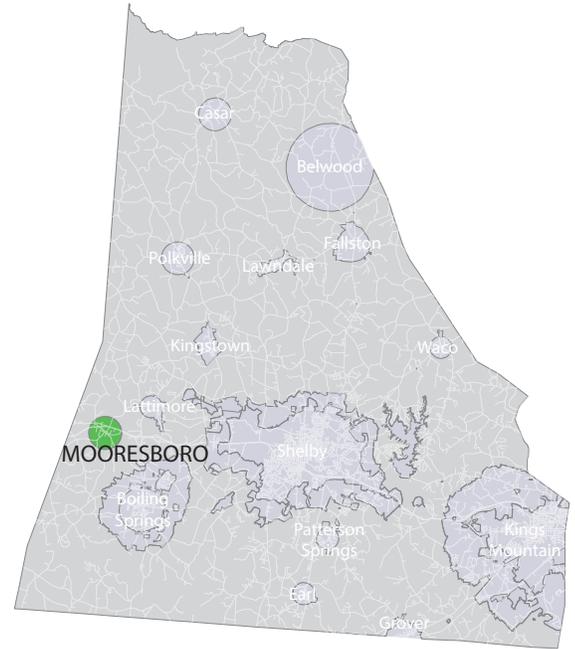




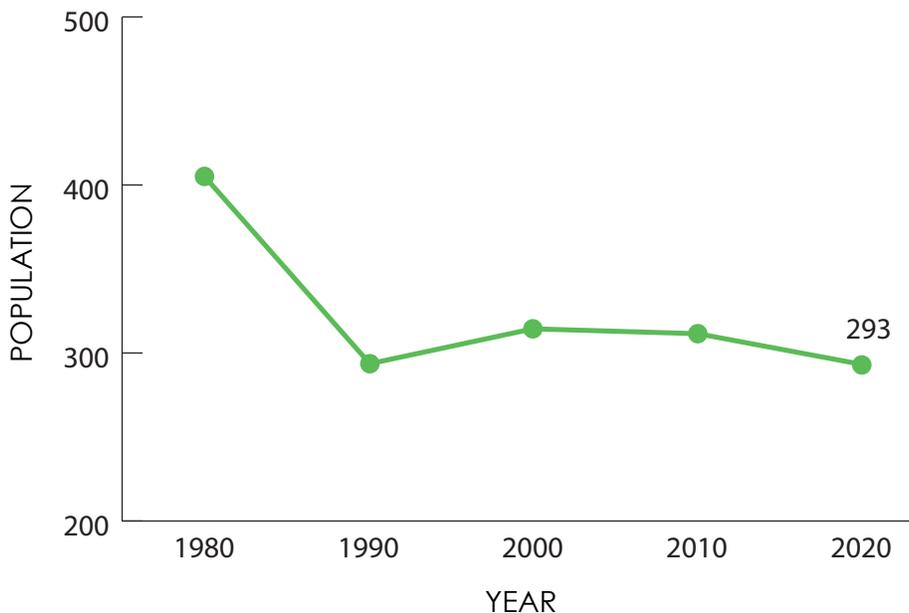
MOORESBORO

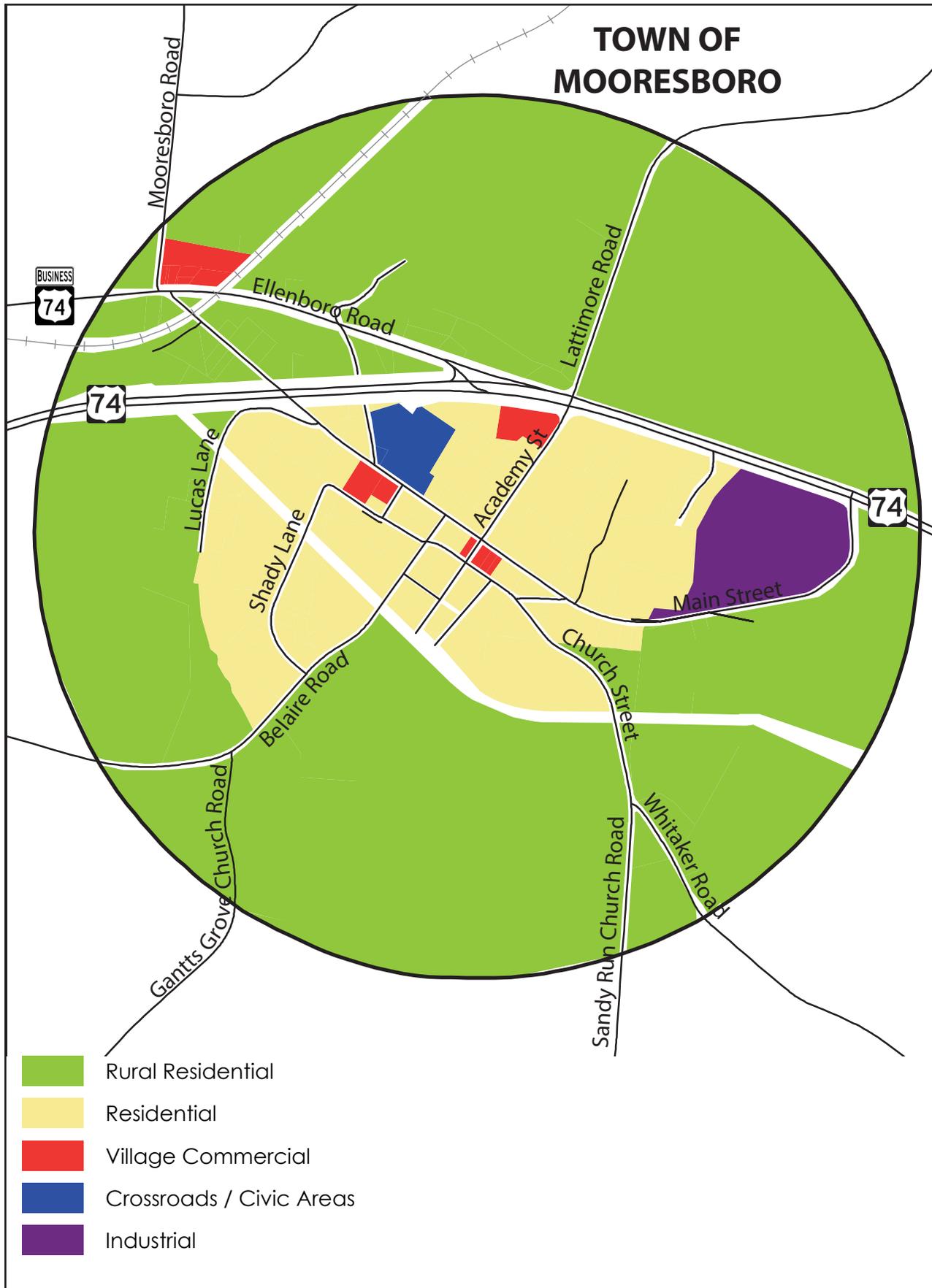
Mooresboro is in southwestern Cleveland County, within close proximity to both Boiling Springs and the major juncture of Business 74 with the Shelby bypass. The Town totals almost 2 square miles in area and the population is just under 300 people in 2020. Mooresboro is very rural in nature, with a number of agricultural properties throughout the Town. There are also some industrial uses, a few commercial areas, and a civic area which includes the Town Hall and some public recreational uses. The residential areas around the center of Town are generally more dense in nature and are shown as Residential on the Future Land Use Map. It is intended to allow infill development in these areas, while aiming to protect the rural nature of the surrounding properties which are designated as Rural Residential on the Future Land Use Map. As the population of Mooresboro is not anticipated to increase in the near future, its location near the bypass will most likely impact land uses in and around the Town as it nears completion. The Future Land Use Map should be evaluated closely before the bypass is fully completed.

▼ FIGURE 42 MOORESBORO'S LOCATION



▼ FIGURE 43 MOORESBORO'S HISTORIC POPULATION





BENCHMARK PLANNING

benchmarkplanning.com