







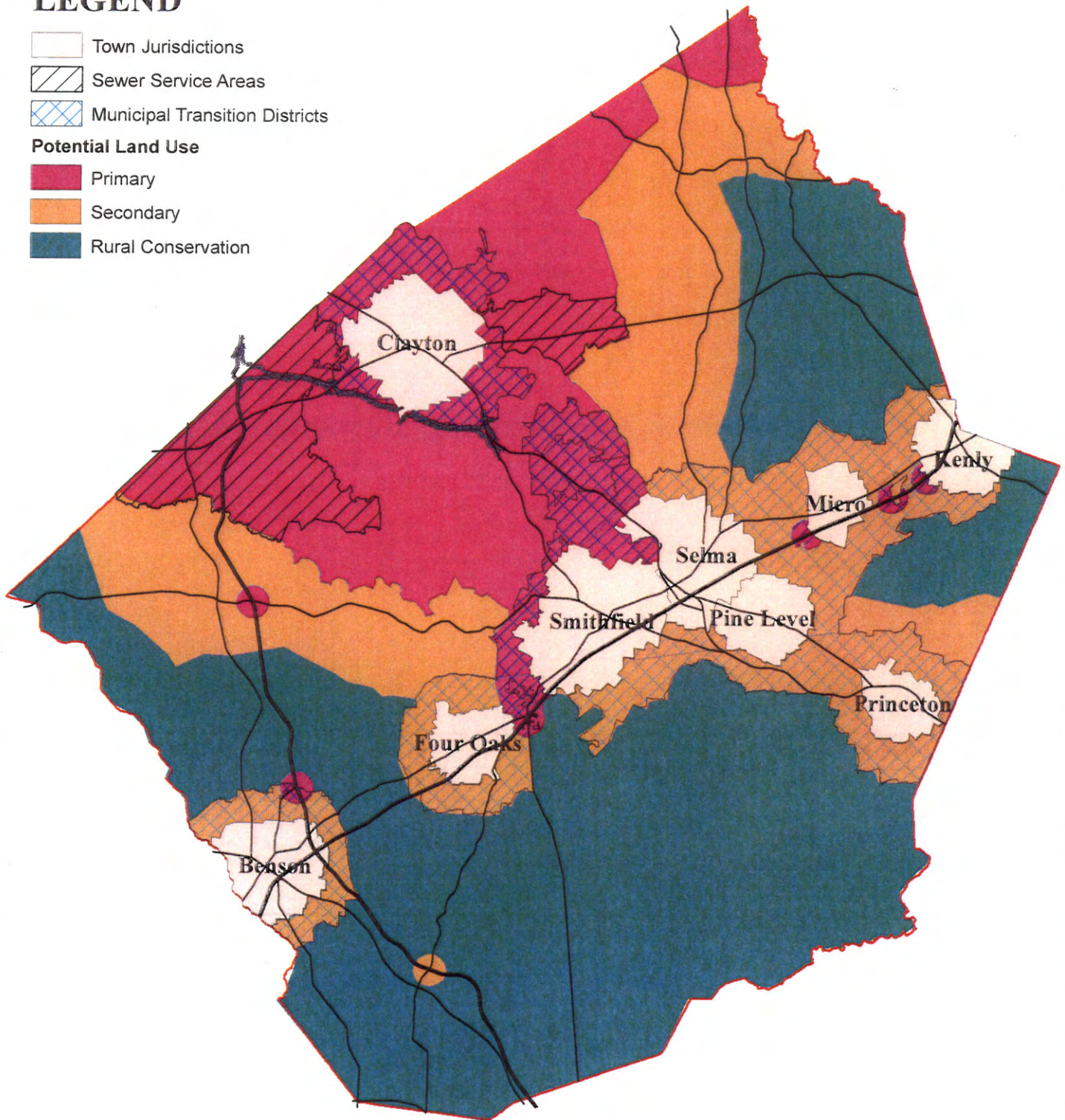
# PROJECTED LAND USE PLAN

## LEGEND

-  Town Jurisdictions
-  Sewer Service Areas
-  Municipal Transition Districts

### Potential Land Use

-  Primary
-  Secondary
-  Rural Conservation



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Report of  
Johnston County  
Growth Management  
Committee

September 2006

Report of Johnston County  
Growth Management Committee  
September 14, 2006

Commissioners:

Allen Mims  
Wade Stewart  
Devan Barbour

Planning Board:

Jim Jenkins  
Bradley Schulz  
Skip Browder

County Staff:

Rick Hester  
Berry Gray  
Amanda Engesether

Vision Statement:

Johnston County is a diverse county, and should not be allowed to develop as one giant neighborhood called the "Town of Johnston". Johnston has low-density areas that are rural in nature, and also has ten municipalities that are growing quickly from west to east. Both rural and urban areas have excellent quality of life, depending on the "eye of the beholder," and we should maintain that diversity and choice for our citizens. Rural areas should remain rural with low density housing to protect agriculture, wildlife, rivers and streams, as well as the living style of the longstanding citizens of the county. Municipalities should be encouraged to grow, in an organized and "smart" fashion, and to provide higher density housing, diverse shopping opportunities, entertainment and recreation.

Growth should be planned, encouraged, and managed for the benefit of all residents, and should never overwhelm our ability to provide necessary services to our citizens such as schools, roads, water, sewer, solid waste disposal, and recreation. The GMC also feels that a lack of response to the present growth issues is unacceptable, and would be irresponsible.

## Background:

The Growth Management Committee (GMC) has met for several months on a biweekly basis and has had extensive discussions of the pros and cons of growth, as it presently exists, in the county. It is the collective conclusion of the GMC that growth is better than no growth. We are fortunate to have so many people desirous of moving to our county, when parts of eastern North Carolina are struggling. We have looked at many of the issues confronting our county's citizens due to the rapid growth we are experiencing; our present growth rate ranks number one in a review of all the State's 100 counties.

An argument can be made that many of our growth-related challenges can be solved with money, but the source of these funds is the more difficult issue. The Johnston County Board of Education recently released its Facilities Plan 2013, indicating a need over the next six years for \$234.5 million, which would put the County's principal and interest payments on any new bond at close to \$1 billion dollars, when combined with previous school bond obligations. The Johnston County Community College has also just released a study indicating a need for \$70 million for facilities over the next five years. The recent recreation committee report expresses a ten-year need for \$33 million to provide adequate recreational activities for our citizens. Funding from NCDOT for major roadway improvement projects, including those in the TIP (Transportation Improvement Plan), is becoming more scarce and uncertain. The State took over road building and maintenance duties from the counties more than thirty years ago. Johnston does not have a revenue source or a governmental department to take back from the State this costly necessity. In short, our financial and infrastructure needs related to growth are great.

With the continued growth of Raleigh and Wake County there is also an urgent need to find adequate water supplies for our future. That search is in progress and has been ongoing for several years. The state sewer treatment and discharge regulations have become more costly and burdensome in the recent past, with no alleviation in sight. When the Johnston County landfill was expanded several years back, it was estimated that the County had approximately 70 years of service life left at that site. With the increased rate of growth, the capacity is being used more quickly than projected, and in the future an additional landfill site will have to be located.

The Johnston County Commissioners and County Planning Board recently received a report from a consulting firm in Cary, North Carolina which addressed many of the issues noted above, and the report made certain recommendations to County leaders related to growth management, which the GMC also considered. A copy of this report is also attached.

Finally, the GMC looked at projections of future population in the County, and attempted to determine a realistic number of people that Johnston County could hope to provide a good quality of life. The GMC has attached charts produced for the committee, which predict that even if there is a strict adherence to the GMC's recommendations, Johnston County could obtain a population of 750,000, which is five times our present population of approximately 150,000.

## Conclusions:

It is the conclusion of the GMC that growth is better than no growth, and ignoring growth issues would be irresponsible. Managed or "smart" growth is our best choice. The GMC concluded that there was a need for a change in the unrestrained way that our county is developing, and there also must be a change in the sharing of the cost of development. The development community is encouraged to be forthcoming with solutions to infrastructure and facilities short falls, and to not just expect government and the tax paying citizens to blindly absorb and fund these short falls. The GMC has concluded and supports the premise that higher density growth is preferable in or around our towns where infrastructure is already in place, or where infrastructure may be more efficiently built. This premise will also drastically reduce and/or prevent what is known as "sprawl." The committee feels that its recommendation will encourage better quality of life for the citizens of this county.

## Committee Recommendation:

The GMC is unanimously recommending that all land presently zoned to permit residential dwellings has a use as of right to be developed at an average density of one dwelling per two acres of useable land. There should be two (2) choices for individuals who wish to go through the "subdivision process". The committee feels these choices will help Johnston retain its rural character, and will also provide options for landowners that appreciate rural landscapes.

The first classification, known as a "standard subdivision," will allow a developer as a matter of right, to have a density (not to be confused with "lot size"), of one house per two acres. In other words, if the tract of land is 100 acres, the individual could build a maximum of 50 houses on that tract. Due to the type and quality of soils, and other factors as may relate to septic systems, it may be possible for these 50 homes to be placed on 50 of the 100 acres. That would leave, in this example, 50 acres that could still be farmed, planted with trees, etc., but could not be used for the construction of additional homes. It is the opinion of the GMC that the "standard subdivision" choice would also ensure that open land is available for school sites, parks or future development in the years ahead.

As a second choice, known as a "SUP subdivision," where a developer wishes to increase the density of the project over the use by right density noted above, an application would need to be made for a special use permit (SUP), which application would bring into consideration the five critical short falls facing the county today. The Developer would be required to examine the impact of the proposed SUP subdivision on the 5 areas, and propose appropriate responses and contributions by the developer to these areas. It is anticipated that each SUP application would initially be reviewed by a technical review committee (TRC) that would determine the sufficiency of the developer's responses, with the goal that all developers be treated fairly and equally in the process. It is hoped that this initial review will allow for frank communication

between the developer and the TRC, with the hope that all impacts of the proposed subdivision are addressed before the application is considered by the Planning Board.

After TRC review, the SUP subdivision will then be considered by the Johnston County Planning Board at a regularly scheduled meeting, and an examination will be made of the impact of the subdivision on the surrounding areas and resources, and the adequacy of the developer's responses. The Planning Board will be required to make "Findings of Fact" for each proposed SUP subdivision that address these issues, namely 1) community compatibility; 2) traffic impact and road conditions; 3) school capacity and planned capacity; 4) recreation and other amenities; and 5) public utilities. It is also anticipated that these 5 areas will be examined, but these items are a starting point, and not meant to be an exhaustive list, as other factors may come into play with individual subdivisions. The GMC is encouraging the use of development contracts, which are permitted by the Legislature and have been adopted by the County, to remedy short falls exacerbated by SUP subdivisions.

The GMC realizes that the SUP process will not be a total cure for our present challenges, but will at least be a framework to identify short falls, as well as available remedies. Other measures that could be initiated to assist the County to live within its means or increase its revenues are:

1. The "cap on permit" ordinance of 2000 that was designed to only build as many homes as the county could finance school capacity for the children they produced.
2. Impact fees, land transfer fees and an increase in ad valorem property tax are also available as measures to increase revenues.
3. Adoption of a four-year revaluation schedule (rather than the present 8 year schedule) would put more of the burden on the fast growing areas of the county where growth is impacting our schools, roads, and recreation.
4. A local bill allowing Johnston County to use the "Welcome Stranger" method of property valuation as used in Florida and California, which puts a home on the tax books at what the purchaser paid for the home, and not what the schedule of values were at the last revaluation.
5. Multi-track year round schools could arguably increase the capacity of our existing schools and school buses by as much as 33%, and slow the need for future school construction.

It is respectfully requested that the Johnston County Board of Commissioners receive this report, and request that the Johnston County Planning Board place the item on an agenda for discussion, invite stakeholders in the developmental process to give their input, and then make a recommendation to the Board of Commissioners in regard to the report, and the issues and suggestions contained therein.

## Johnston Co. Subdivision Process

A) Developer buys or owns land and he wants to develop it into a residential subdivision.

He has a choice to make:

- 1) Higher than two acre density
- 2) Two acre or lower density

B) If two acre or lower density is chosen he has basically three options:

- 1) Actual two acre lots
- 2) Two acre average,  $\frac{3}{4}$ , 1, 2, 3, 4, etc acre lots of any combination
- 3) Cluster with a homestead, cluster  $\frac{3}{4}$  or 1 acre lots with the balance left in a large tract for farming or timber, etc. Still averages two acre density for entire tract.

C) With two acre or lower density there is no open space requirement, this is a use by right.

D) If developer chooses a higher than two acre densities a special use permit (SUP) is required.

E) Now a meeting should be held with county staff to determine the correct density to request.

- 1) Is public water available?
- 2) Is sewer available?
- 3) What are the road conditions?
  - a) Physical condition.
  - b) Traffic count.
  - c) Current TIA (traffic impact analysis)
- 4) What are the school conditions?
  - a) Is there current capacity?



- b) Is there planned capacity in the county's CIP (capital improvement plan)
- c) Is there space for mobile classrooms at local school and will the BOE ( Board of Education) accept them?
- d) Is there an already purchased school site for the CIP or is one needed?

5) What is the community like?

- a) Already high density?
- b) Low density?
- c) Very rural?
- d) MTZ (municipal transition zone)?
- e) What are the amenities in the area?

1) Fire/rescue

2) Shopping

3) Recreation

F) Once these questions are answered, then:

1) Can short falls be remedied?

a) How?

b) Timeline for doing so.

2) If short fall can not be remedied?

a) Is there an alternate means of mitigation? Maybe a school site for the future.

b) Is there a density lower than the one proposed that will not trigger the short fall?

## Process for High Density Subdivision SUP


- A) Developer meets with planning staff to collect information.
- B) Developer submits plans and schedules a TRC (technical review committee) meeting.

TRC members:

- 1) Planning
- 2) Inspections
- 3) Environmental Health
- 4) Infrastructure, Engineering and public utilities
- 5) JC Schools
- 6) DOT or county traffic consultant
- 7) EMS
- 8) Others (Town representative, Economic development, Agriculture committee)

- C) TRC identifies short falls and suggests remedies.
- D) Developer remedies short falls.
- E) Developer submits plans with all short falls remedied with documentation and timeline for doing so.
- F) TRC reviews the submittal and makes recommendation to the planning board.
- G) Planning board hears case during subdivision section of their monthly meeting.
- H) If all things are in order and all short falls remedied then the SUP is granted. If not, the case is tabled until the developer remedies short falls and requests a new hearing.
- I) If case is heard two times and there are still unanswered short falls this land parcel shall not come before the planning board again for twelve months.

# DemographicsNow

A Product of  SRC

Date: 01/18/06

Current Geography Selection: (1 Selected) Counties: Johnston County

## Demographic Detail Summary Report

### Population Demographics

	1990 Census	2000 Census	2005 Estimate	2010 Projection	Percent Change	
					1990 to 2000	2005 to 2010
Total Population	81,300	121,965	146,138	168,989	50.0%	15.6%
Population Density (Pop/Sq Mi)	102.2	153.3	183.7	212.4	50.0%	15.6%
Total Households	31,564	46,595	53,586	60,207	47.6%	12.4%

### Population by Gender:

Male	39,253 48.3%	60,594 49.7%	73,166 50.1%	85,060 50.3%	54.4%	16.3%
Female	42,047 51.7%	61,371 50.3%	72,972 49.9%	83,929 49.7%	46.0%	15.0%

### Population by Race/Ethnicity

	1990 Census	2000 Census	2005 Estimate	2010 Projection	Percent Change	
					1990 to 2000	2005 to 2010
White	65,767 80.9%	95,237 78.1%	113,102 77.4%	129,824 76.8%	44.8%	14.8%
Black	14,389 17.7%	19,090 15.7%	22,605 15.5%	25,874 15.3%	32.7%	14.5%
American Indian or Alaska Native	178 0.2%	494 0.4%	579 0.4%	655 0.4%	177.5%	13.1%
Asian	159 0.2%	411 0.3%	523 0.4%	628 0.4%	158.5%	20.1%
Some Other Race	807 1.0%	5,530 4.5%	7,654 5.2%	9,963 5.9%	585.3%	30.2%
Two or More Races		1,203 1.0%	1,675 1.2%	2,045 1.2%		22.1%
Hispanic Ethnicity	1,262 1.6%	9,440 7.7%	14,976 10.3%	20,091 11.9%	648.0%	34.2%
Not Hispanic or Latino	80,038 98.5%	112,525 92.3%	131,162 89.8%	148,898 88.1%	40.6%	13.5%

## Johnston County, North Carolina Population Projections

1990 - 2000											
1990	July 1991	July 1992	July 1993	July 1994	July 1995	July 1996	July 1997	July 1998	July 1999	July 2000	2000 Census
Census 81,306	84,584	87,535	90,406	93,987	98,465	103,026	108,020	113,375	118,789	121,965	
2000 - 2010											
July 2000	July 2001	July 2002	July 2003	July 2004	July 2005	July 2006	July 2007	July 2008	July 2009	July 2010	July 2010
123,113	127,682	132,448	136,444	141,503	146,319	151,031	155,874	160,637	165,471	170,237	170,237
2010 - 2019											
July 2010	July 2011	July 2012	July 2013	July 2014	July 2015	July 2016	July 2017	July 2018	July 2019	April 2020	April 2020
170,237	174,692	179,255	183,931	188,763	193,694	198,674	203,820	209,130	214,626	220,061	220,061

## Historic and Projected County Densities

	Persons per Sq. Miles			
	Census 1980	Census 1990	Projected 2010	Projected 2020
Johnston County Land Area (Sq. Miles)	89.14	102.65	154	215
			278	278

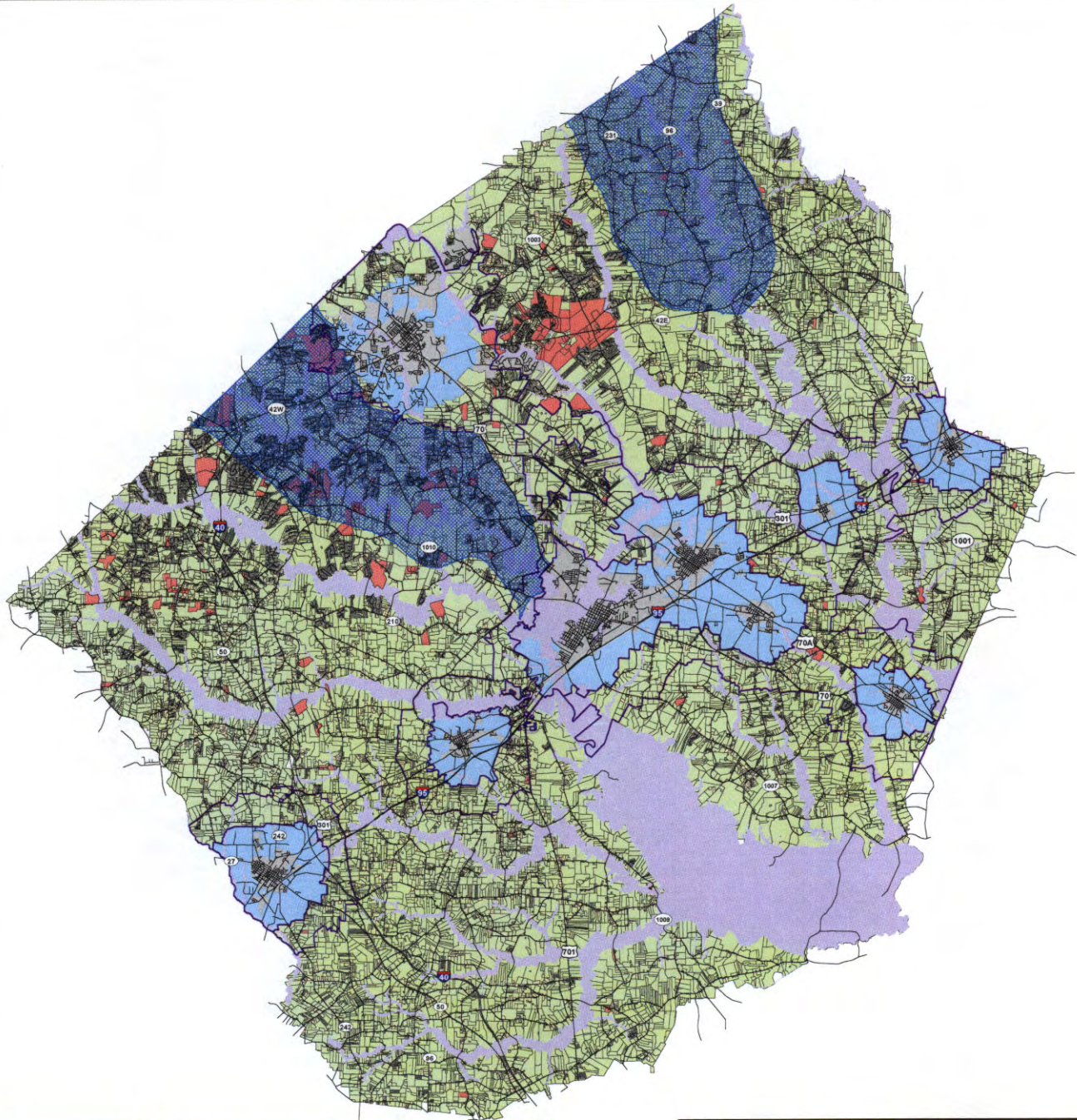
Source: N.C. Office of State Budget and Management  
Last Updated June 2006

## Johnston County Schools (Out-of-Capacity Worksheet)

	Capacities				20-day	Projected 20-day ADM									
	2005-06	2006-07	2007-08	2008-09	2005-06	2006-07	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14	2014-15	2015-16
<b>Elementary Schools</b>															
West Clayton Elem (K-5)	900	900	900	900	930	890	922	958	983	1011	1047	1087	1127	1167	1208
Cooper Elem (K-5)	500	500	500	500	495	524	553	584	606	631	663	699	735	770	804
East Clayton Elem (K-5)	740	740	740	940	1022	880	998	1105	1188	1280	1400	1533	1688	1800	1929
Riverwood Elem (K-5)	684	684	684	684	665	704	742	784	813	846	889	936	984	1031	1077
River Dell Elem (K-5)	684	684	684	684	561	601	639	682	712	746	789	837	886	934	980
Glendale Kenty Elem (K-5)	550	550	550	550	604	617	630	644	654	665	680	696	712	728	743
Micro-Pine Level Elem (K-5)	450	450	450	450	517	531	545	561	571	583	599	616	634	651	668
Princeton Elem (K-12)	1100	1100	1100	1100	1366	1394	1420	1444	1470	1497	1526	1554	1583	1611	1640
Corinth Holder (K-8)	550	550	550	550	683	706	732	755	784	814	842	859	877	903	932
Seima Elem (K-4)	850	850	850	850	849	863	876	891	901	913	928	945	961	978	994
South Smithfield Prim/Elem (K-5)	500	500	700	700	532	535	537	540	542	545	548	551	554	558	561
West Smithfield Elem (K-5)	684	684	684	684	496	522	546	574	593	615	643	674	706	736	766
Wilson's Mills Elem (K-5)	625	625	625	625	685	690	696	702	706	711	717	723	730	737	743
Meadow (K-8)	550	550	750	750	532	551	575	594	624	654	679	688	698	719	744
Four Oaks Elem (K-5)	1200	1200	1200	1200	1030	1057	1084	1114	1135	1158	1188	1221	1255	1288	1320
Benson Elem (K-4)	684	684	684	684	563	591	619	649	671	694	725	760	794	828	861
Cleveland Elem (K-5 in 2006)	900	900	900	900	1063	888	696	709	717	726	737	750	763	776	788
Dixon Road Elem (K-5)		668	668	668		597	637	683	714	749	795	846	897	947	996
McGees Crossroads Elem (K-5)	900	900	900	900	1019	705	729	756	775	796	824	854	885	915	945
Polenta Elem (K-5)	900	900	900	900	642	811	825	841	852	864	880	898	916	934	951
West View Elem (K-5)		868	868	868		794	834	880	911	946	992	1043	1094	1144	1193
<b>Totals</b>	<b>13951</b>	<b>15487</b>	<b>15887</b>	<b>16087</b>	<b>14454</b>	<b>16251</b>	<b>15825</b>	<b>16451</b>	<b>16925</b>	<b>17446</b>	<b>18086</b>	<b>18770</b>	<b>19460</b>	<b>20152</b>	<b>20842</b>
<b>Middle Schools</b>															
Clayton Mid (6-8)	750	750	750	750	712	754	808	847	919	989	1045	1057	1075	1119	1175
Riverwood Mid (6-8)	886	886	886	886	912	986	1081	1149	1278	1399	1497	1520	1552	1628	1727
Northwest Mid (6-8)			886	886			0	0	0	0	0	0	0	0	0
North Johnston Mid (6-8)	550	550	550	550	604	619	638	652	678	703	723	728	735	750	770
Seima Mid (5-8)	550	550	550	550	620	624	629	633	638	643	648	652	656	660	666
Smithfield Mid (6-8)	750	750	750	750	826	851	882	905	947	988	1021	1028	1039	1084	1097
Four Oaks Mid (6-8)	500	500	500	500	499	511	527	538	558	579	595	596	603	616	632
Benson Mid (5-8)	625	625	625	625	458	469	480	491	503	515	526	537	548	560	573
South Campus Mid (6-8)	n/a	n/a	n/a	n/a	31	31	31	31	31	31	31	31	31	31	31
Cleveland Mid (5-8 in 2006)	886	886	886	886	921	749	804	843	916	987	1043	1056	1074	1118	1175
McGees Crossroads Mid (6-8)	886	886	886	886	689	720	787	835	923	1009	1077	1093	1115	1169	1238
<b>Totals</b>	<b>6383</b>	<b>6383</b>	<b>7269</b>	<b>7269</b>	<b>6282</b>	<b>6313</b>	<b>6667</b>	<b>6925</b>	<b>7388</b>	<b>7843</b>	<b>8208</b>	<b>8301</b>	<b>8428</b>	<b>8715</b>	<b>9083</b>
<b>High Schools</b>															
Clayton High (9-12)	1300	2000	2000	2000	1652	1839	1970	2099	2224	2357	2513	2744	2953	3105	3243
North Johnston High (9-12)	600	600	600	850	685	712	730	749	767	786	808	841	871	893	912
Smithfield-Seima High (9-12)	1350	1350	1350	1350	1800	1653	1691	1728	1764	1801	1846	1912	1972	2015	2055
South Johnston High (9-12)	1275	1275	1275	1275	1084	1137	1175	1212	1248	1285	1330	1396	1456	1499	1539
West Johnston High (9-12)	1600	1600	1600	1600	1826	2029	2171	2311	2447	2591	2761	3011	3238	3403	3554
Middle College High (9-12)	n/a	n/a	n/a	n/a	74	74	74	74	74	74	74	74	74	74	74
South Campus High (9-12)	n/a	n/a	n/a	n/a	24	24	24	24	24	24	24	24	24	24	24
<b>Totals</b>	<b>6125</b>	<b>6825</b>	<b>6825</b>	<b>7075</b>	<b>6945</b>	<b>7469</b>	<b>7835</b>	<b>8197</b>	<b>8648</b>	<b>8916</b>	<b>9357</b>	<b>10002</b>	<b>10687</b>	<b>11013</b>	<b>11401</b>
<b>System Total</b>	<b>26459</b>	<b>28695</b>	<b>29981</b>	<b>30431</b>	<b>27651</b>	<b>29033</b>	<b>30326</b>	<b>31573</b>	<b>32861</b>	<b>34207</b>	<b>35653</b>	<b>37073</b>	<b>38476</b>	<b>39680</b>	<b>41325</b>

Adequate Capacity
  Two-year Warning
  Out of Capacity

# Developable Land in Johnston County



The information below shows the developable land in the County compared to the total land in the County. Developable land is defined as tax parcels that are either vacant (as defined by the tax department) or greater than 10 acres. The parcels that are within the city limits or ETJ were not considered for this analysis (with the exception of Wilson's Mills).

Once the city limits and ETJ (with exception of Wilson's Mills) were removed, the total land in the County amounted to 434,276.75 acres.

The table below shows the developable acreage based on the original data from the tax department, and then shows the acreage resulting from the removal of various factors that reduce the amount of developable land.

	Developable Acreage	Percentage of Developable Land in the County
Original	381,852.48	87.53%
Parcels in Flood Zones Removed	306,460.93	70.57%
Parcels in Flood Zones and Approved Subdivisions Removed	286,098.16	68.78%
Parcels in Flood Zones, Approved Subdivisions, and Poor Soils Removed	175,299.48	40.37%

The table below shows the the developable acreage only with the Municipal Transition Districts (MTD) with the removal of city limits/ETJ (with the exception of Wilson's Mills).

	Developable Acreage	Percentage of Developable Land in the MTD
Original	62,266.71	88.34%
Parcels in Flood Zones Removed	51,932.08	79.65%
Parcels in Flood Zones and Approved Subdivisions Removed	51,295.88	72.74%
Parcels in Flood Zones, Approved Subdivisions, and Poor Soils Removed	26,890.25	38.13%

The total amount of land in the Environmental Sensitive Overlay District is 60,395.93 acres.

## Legend

- Streets
- 2004 Flood Zones
- Environmental Sensitive Overlay Districts
- City Limits (Exception of Wilson's Mills)
- Approved Subdivisions
- ETJ
- Municipal Transition Districts (MTD)
- Tax Parcels
- Developable Land (Vacant or > 10 acres)



1 inch equals 6,900 feet



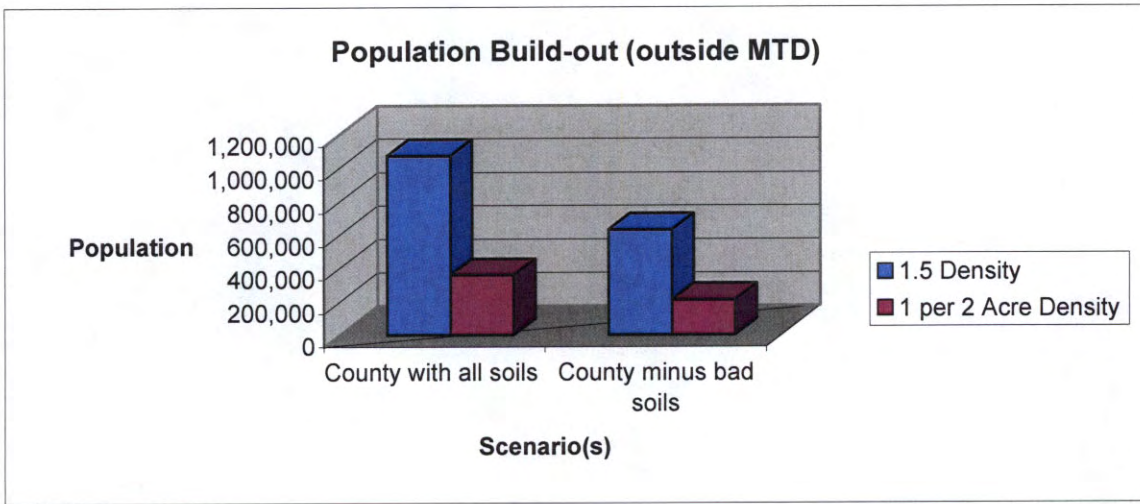
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Johnston County Technology Services.  
PO Box 1373  
Smithfield, NC 27577  
(919) 968-5133  
<http://www.johnstoncountync.gov>



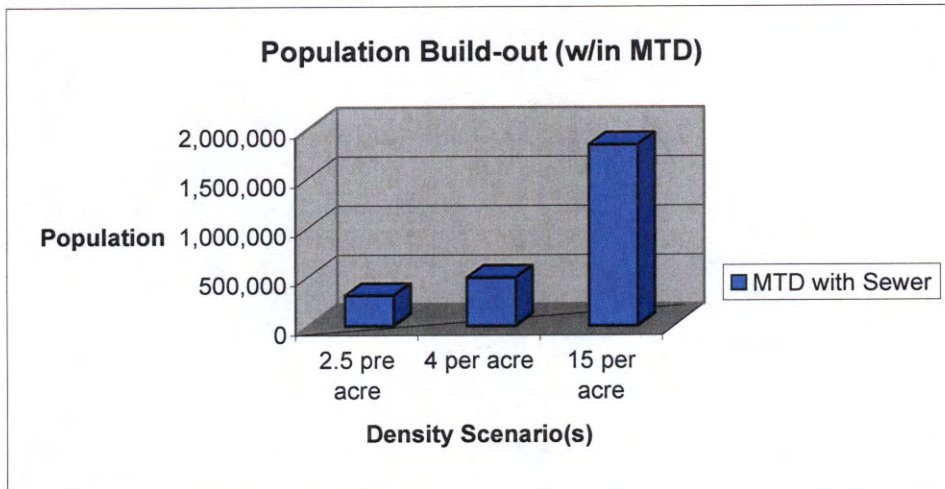
### Population Build-out (outside MTD)

Scenario	Acres	Density	# of Homes	PPH	Population
County with all soils	298,698	1.5 per acre	448,047	2.39	1,070,832
County minus bad soils	175,299	1.5 per acre	262,948	2.39	628,446
County with all soils	298,698	1 per 2 acres	149,349	2.39	356,944
County minus bad soils	175,299	1 per 2 acres	87,649	2.39	209,482



### Population Build-out w/in MTD

Scenario	Acres	Density	# of Homes	PPH	Population
Municipal Transition District	51,295	2.5 per acre	128,237	2.39	306,487
Municipal Transition District	51,295	4 per acre	205,180	2.39	490,380
Municipal Transition District	51,295	15 per acre	769,425	2.39	1,838,925



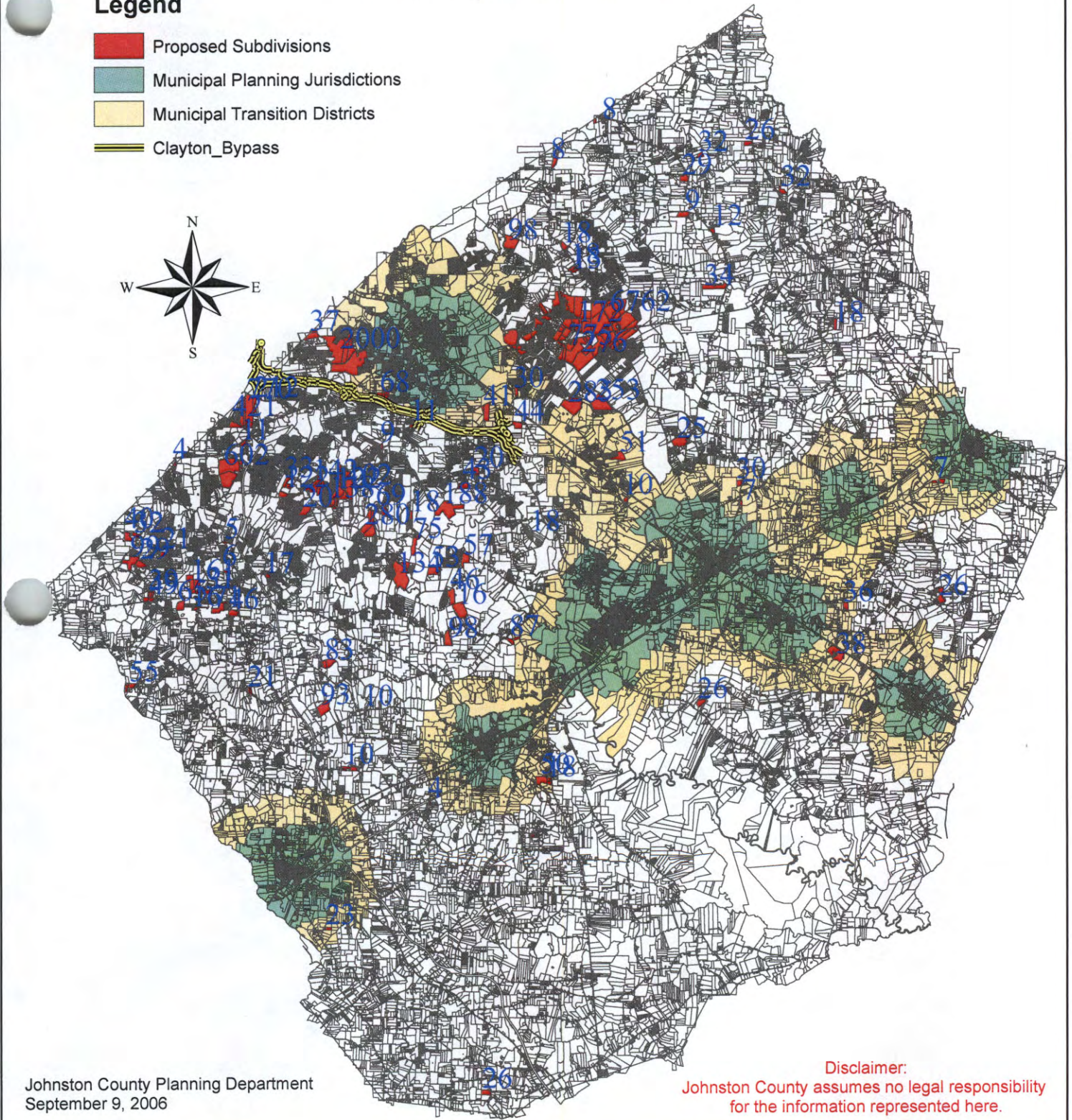
# Johnston County Residential Development

## Approvals Still Valid But Not Yet Recorded

As of August 31, 2006

### Legend

- Proposed Subdivisions
- Municipal Planning Jurisdictions
- Municipal Transition Districts
- Clayton\_Bypass



Johnston County Planning Department  
September 9, 2006

**Disclaimer:**  
Johnston County assumes no legal responsibility  
for the information represented here.

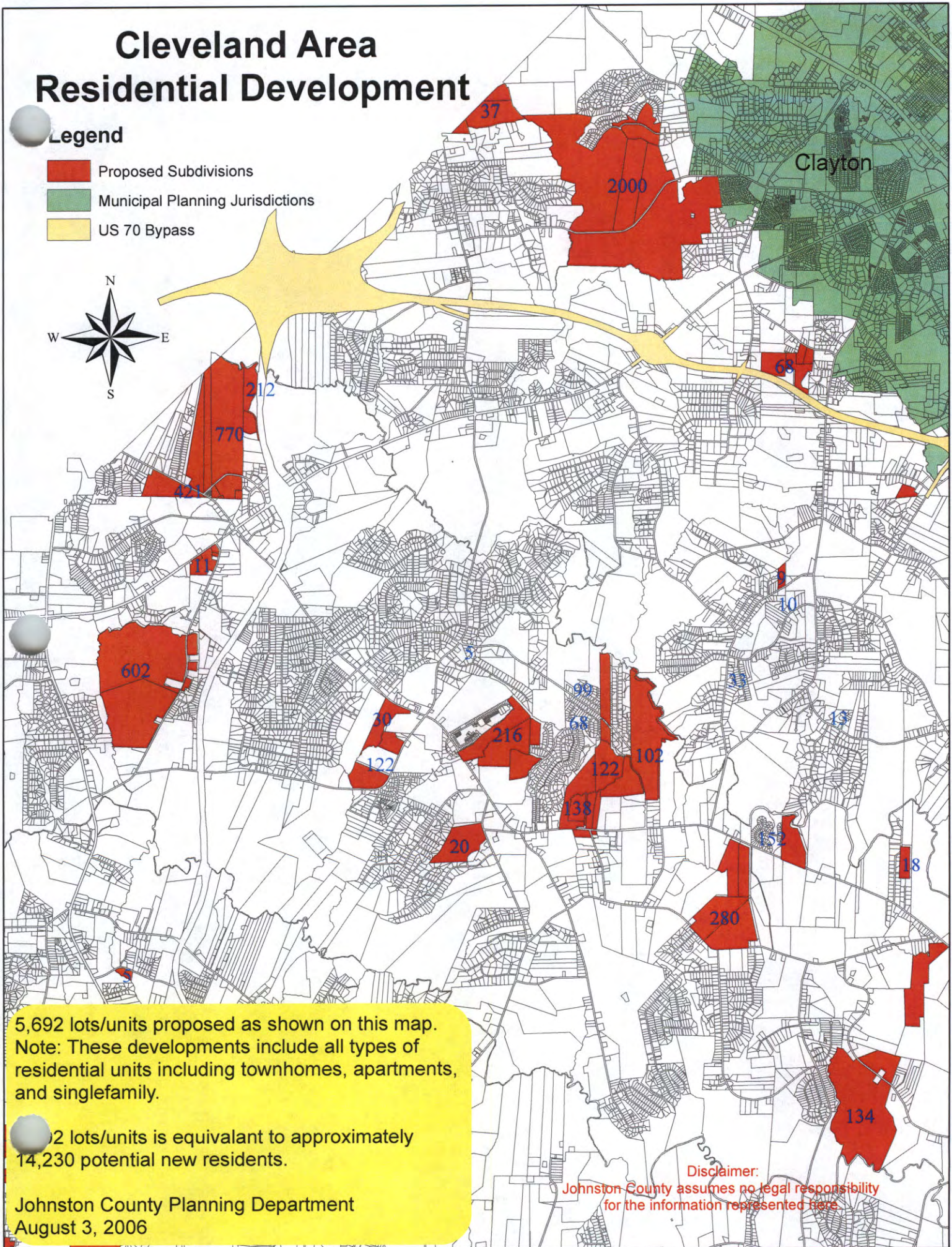
There are 16,291 residential lots approved in Johnston County that have not been developed at this time. This would provide the potential for over 40,700 new residents. These numbers do not include development approvals within municipal jurisdictions.



# Cleveland Area Residential Development

## Legend

- Proposed Subdivisions
- Municipal Planning Jurisdictions
- US 70 Bypass



5,692 lots/units proposed as shown on this map.  
Note: These developments include all types of residential units including townhomes, apartments, and singlefamily.

2 lots/units is equivalent to approximately 14,230 potential new residents.

Johnston County Planning Department  
August 3, 2006

Disclaimer:  
Johnston County assumes no legal responsibility  
for the information represented here.

# JOHNSTON COUNTY LAND USE PLANNING GUIDANCE

*October 2006*

*prepared for: The Johnston County Planning and Zoning Department*



The Louis Berger Group, Inc.



## **“Johnston County Land Use Planning Guidance”**

This policy guide is solely meant to recommend *potential* land development policies and offer suggestions and guidance based on current land use policies that relate to infrastructure, land use, transportation, and aesthetics/community character. The final recommendations are bulleted below, and none will be immediate ordinance changes or requirements. At the boards' request, staff can revise and amend the Land Development Code and/or Design Manual to reflect any recommendations of the Policy Guide.

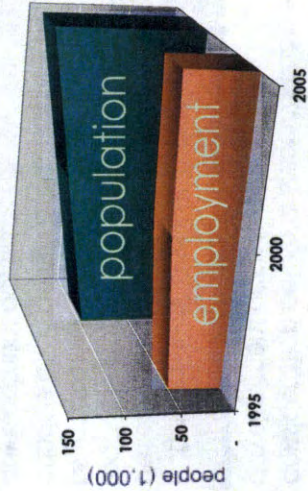
### **Final Recommendations of Policy Guide:**

- Amenities-in-lieu
- Reverse frontage lots would require an earthen berm or wall to buffer from roads
- Requiring stub-outs for all major and minor subdivisions
- Stricter guidelines for Auto Salvage related Special Uses
- Modify more stringent language prohibiting incompatible uses OR expand design manual to mitigate the effects incompatible land uses
- Consider requiring developments to reserve rights-of-way for roads, greenways, parks, schools, etc.

### **Additional Recommendations include:**

- Develop Comprehensive Land Use Plan
- Street connectivity plans
- Buffering and Visual/Acoustic Screening
- Incorporate School Facility Planning with Land Use Planning
- Establish Impact Fees and Other Funding Remedies for schools
- Focus development in Towns and Nodes
- Open Space/ Recreation Plan

## CHANGES IN THE LAST DECADE



"Explosive" ... "Shot Up" ... "Fastest Growth Rate" are terms often used to express the rapid rise of Johnston County's population in the last 15 years. Keeping up with school financing, public infrastructure, and transportation capacity are recognized as recurring issues for our citizens and decision makers.

## WHAT HAS JOHNSTON COUNTY DONE TO MANAGE CHANGE?

- Put into place policies that guide new development around interchanges
- Require special use permitting for many new developments
- Adopted visual screening standards for some land uses
- Developed a comprehensive land use map to help guide new development into areas that are best able to accommodate additional growth

## Johnston County Planning and Zoning Department

309 E. Market Street  
Smithfield, NC, 27577

Phone: 919.989.5060  
Fax: 919.989.5426



# EIGHT POLICIES TO MAKE JOHNSTON COUNTY A BETTER PLACE TO LIVE AND WORK

During the final years of the 1990's and the first half of this century, Johnston County experienced high growth rates in population, job opportunities, school enrollment and traffic. Not all of these changes were entirely welcome: Johnston County's residents have always favored the life pace, rural culture, and affordable living conditions that have attracted much of this change.

The Johnston County Planning and Zoning Department ("Planning Department"), Planning Board, and Board of County Commissioners sought help from their staff and a private consulting firm to audit the existing issues and identify those that could be remedied with straightforward changes to existing policies.

The following policy changes are not in place yet, but were endorsed by Johnston County in October, 2006. To implement any of these policies, a subsequent action by the Board of County Commissioners would be required.

## GENERAL GROWTH POLICIES

Historic, cultural, and natural features in prime development areas will be preserved. Current roadway plans, as well as future plans set forth by local municipalities, will be taken into consideration before any zoning changes or development occurs.

## GENERAL GROWTH POLICIES

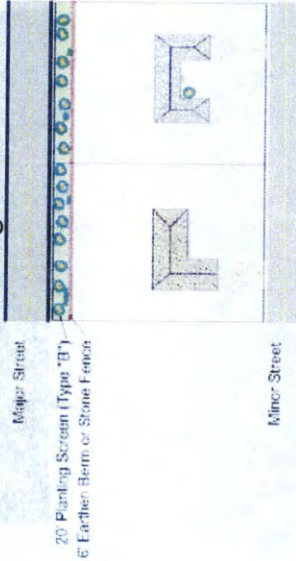
Historic, cultural, and natural features in prime development areas will be preserved. Current roadway plans, as well as future plans set forth by local municipalities, will be taken into consideration before any zoning changes or development occurs.

## AMENITIES-IN-LIEU

Offers of amenities in place of other requirements placed on new development will be structured as to how and when they can be used.

## REVERSE FRONTAGE LOTS

Landscaping requirements including solid walls, vegetation, and/or berms will be required for reverse frontage lots.



provide alternate access for emergency services, residents, and other residential properties.

## PRIVATE OFF-SITE SEPTIC SYSTEMS

Minor subdivisions should not allow off-site treatment of sewage, and major subdivisions would need to require adjacency for any approved off-site treatment. Restrictions would be set for septic components, as well as who providing assurances for maintenance of the systems in the event of failure.

## GENERAL SPECIAL USE ADJACENCY ISSUES

Modifications to municipal ordinances and design manual would prevent incompatible land uses. The changes would reduce safety concerns, prevent cultural conflict, and still permit complimentary land uses to be within close proximity.

## ADEQUATE PROVISION FOR RIGHTS-OF-WAY FOR NEW DEVELOPMENT

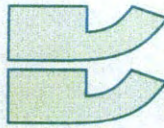
Requirements in development ordinances would be set to reserve rights-of-way in new developments. These requirements would not just pertain to roads but greenways, parks, schools, public utilities, and stream buffers as well. This will help minimize future public expenditures to accommodate private development.

## AUTO/SALVAGE-RELATED REQUESTS FOR SPECIAL USE

To improve the appearance of these uses, Johnston County proposes to increase the screening buffers and requiring a central operations building to conduct business. Also included would be noise restrictions as well as minimum spacing from schools and streams.

## STUB-OUT STREETS

Stub-out streets, in accordance with NCDOT standards, will be considered for all new developments. These future streets would



"The communities of Johnston County have many things in common--a relaxed atmosphere and friendly people. From community festivals to sporting events,

Johnston County is a kaleidoscope of unique sights, sounds, ideas and experiences complemented by a colorful array of rural and small-town history and culture."

-Johnston County Website, 2006



# Strategic Plan

*For Open Space Protection  
In Johnston County*

*prepared by*

Open Space Protection Work Group  
Don W. Stephenson, Project Director

*prepared For*

Johnston County Board of Commissioners

November, 2001

## ACKNOWLEDGEMENTS

This strategic plan would not have been possible without the support and initiatives of Mr. J. H. Langdon, Chairman of the Johnston County Board of Commissioners, Mr. Tom Moore, Johnston County Commissioner, Mr. Allen Mims, Johnston County Commissioner, Mr. Rick Hester, County Manager, and Dr. Don Reichard, President of Johnston Community College. Also, special thanks to the entire Board of Commissioners for funding the project.

The citizens who composed the Open Space Protection Work Group brought expertise, concern, dedication and hard work to each and every meeting and their contributions cannot be over emphasized. The Technical Advisory Committee provided expertise and guidance in many different areas that proved to be extremely valuable to all participants. We are indebted to all of these individuals who took time from their busy schedules to deal with this very important issue (Appendix 2).

Dr. Howard Paris, James Sprunt Community College, served as Facilitator for the project, presided over the meetings of the Work Group and ensured an orderly process from beginning to end. Ms. Sue Canaday, Secretary for the Work Group, was most diligent in taking minutes, getting mailings out on time and assisting with meeting preparations.

# Strategic Plan for Open Space Protection In Johnston County, North Carolina

## Executive Summary

### Introduction

Open space protection is recognized around the nation as one of the most important issues facing local and state governments. In the 2000 election, 257 open space measures appeared on ballots in every region of the nation and 201 (78.2%) were successful (Myers and Puentes, 2001). These measures tapped into bond, tax, lottery and appropriation revenue sources. Within the Triangle Region, Wake County approved a \$15 million open space bond, the Town of Cary has raised more than \$12.5 million in revenues for open space protection through special use taxes and the Counties of Durham and Orange have well financed open space programs in place.

Recognizing the importance of the local open space issue, the Johnston County Board of Commissioners through zoning, storm water management and an inventory of natural areas have taken important steps in open space protection. Further recognizing the need for further planning, the Board contracted with Johnston Community College in July, 2000, to prepare a strategic plan to protect natural areas, historic and cultural resources, farmland and recreational resources within the County.

### Process

A broad-based citizens group representing all geographical areas of the County and various stakeholders met over a nine-month period to develop a strategic plan to guide the County's efforts in meeting citizens' needs in open space protection. A Technical Advisory Committee consisting of representatives from a number of local and state agencies met with the group to provide technical assistance.

The citizens group developed a mission statement and a definition of open space as a basis for developing a vision of what Johnston County should look like over the next five, ten, and fifteen years. The mission statement is as follows:

The mission of the Open Space Protection Workgroup is to develop a plan of action to protect open space within Johnston County to insure continued agricultural use of farmland; to protect natural areas for wildlife habitat and a high level of water quality, to provide for outdoor recreation through the establishment of parks, trails and other facilities; and to preserve areas of historical significance.

The definition of open space adopted by the Work Group hinges on four major areas: preservation of unique natural resources, managed production of natural resources, outdoor recreation and public health and safety.



Break-out groups for farmland, natural areas, historic and cultural resources and recreation and parkland developed vision statements by determining "where we are" in open space protection and "where we want to be in 5, 10, 15 years and beyond." These vision statements defined the seven goals and twenty objectives of the plan. Each goal and its objectives were incorporated into worksheets to define actions, responsible parties to complete the actions, expected results and time frames needed to accomplish each objective. In turn, goals would be achieved.

The plan strategy is summarized into four distinct areas: 1) develop the needed infrastructure within County government to administer an effective open space protection program; 2) identify and obtain funds for the acquisition of open space lands using a variety of tools; 3) raise public awareness through educational programs; 4) identify and develop specific protective strategies for farmland, natural areas, historic resources, and recreation and parkland. The plan is ambitious, detailed in many areas and specific for the many components that make up open space protection.

### **Recommendations and Proposed Budget**

The recommendations contained in the body of the Plan define specific actions to be taken by an Open Space Authority or citizens' Open Space Advisory Council, an Open Space Coordinator and numerous volunteer groups and local and state agencies. The summary matrix that follows on the subsequent pages, identifies specific actions needed by the Johnston County Board of Commissioners to develop the infrastructure and groundwork to successfully implement the Plan.

*Executive Summary*

**An Inventory of the Significant  
Natural Areas in Johnston County,  
North Carolina**

North Carolina Natural Heritage Program

Funding provided by:  
Johnston County  
North Carolina Natural Heritage Trust Fund

2001

## SIGNIFICANT NATURAL HERITAGE SITES OF JOHNSTON COUNTY

Johnston County is located in east-central North Carolina, straddling the Fall Line which separates the Coastal Plain from the Piedmont physiographic province. The northwestern portion of the county lies in the Piedmont and has a more rolling topography than Coastal Plain portion. Also, the rivers and streams in the Piedmont have narrower floodplains, with steeper banks and ravines, than where they occur in the flatter and sandier Coastal Plain. The elevation in Johnston County ranges from 70 feet above sea level at the southeastern edge of the county to 370 feet in the northwestern portion. There are no major hills or monadnocks in the county to mark the highest point.

The majority of Johnston County lies in the Neuse River basin; however, a very small area in the southwestern part of the county drains into the Cape Fear River basin. Within the Neuse River basin, the land area of the county is drained mainly by the Neuse River and the Little River. The major physiographic feature of the Johnston County is the Neuse River, which flows generally northwest to southeast across the center of the county. One notable feature of this river is its very expansive floodplain, which is three to four miles wide once it leaves the Piedmont and enters the Coastal Plain. The Little River flows in a more north to south manner in the eastern part of the county. It has a much narrower floodplain, which is often absent in some areas.

Johnston County is a patchwork of forests and agricultural land. Farming is one of the most important industries in the county. Thus, cropland covers many thousands of acres and is spread rather evenly across the overall land area. Large tracts of forest do exist, primarily in the Neuse River floodplain, where the largest continuous piece of undeveloped land in the region can be found.

The largest urban center is Smithfield, where less than 10% of the county's population resides according to the 2000 census. This gives the county a rural character. Lying just northwest of Johnston county is heavy-populated Wake County, where the state capital, Raleigh, is located. As a result of its location, Johnston County's population is growing rapidly—a 50% increase from 1990 to 2000—especially in the northwest portion where many of the county's residents commute to work in Wake County.

Conducted by Harry LeGrand, Jr. and published in 2001, the Johnston County inventory identified 39 Significant Natural Heritage Areas. As of 2005, a total of 40 Significant Natural Heritage Areas are documented in the county. Two natural areas are considered of national significance, 4 are of state significance, 11 are of regional significance. All aquatic habitats are North Carolina Public Waters.

For more information on the Johnston County Inventory please contact the North Carolina Natural Heritage Program at 1601 MSC, Raleigh, NC 27699, (919) 715-8687 or visit our website at <http://www.ncnhp.org>.

## SITES OF NATIONAL, STATE, AND REGIONAL SIGNIFICANCE IN JOHNSTON COUNTY

### *Little River*

**Little River Aquatic Habitat.** The Little River is one of the largest tributaries of the Neuse River, and it supports an outstanding population of the Federal and State Endangered Dwarf wedgemussel (*Alasmidonta heterodon*), as well as a small population of the Federal and State Endangered Tar River spinymussel (*Elliptio steinstansana*). Other rare mussel species include the Federal Species of Concern/State Endangered Green Floater (*Lasmigona subviridis*), Atlantic Pigtoe (*Fusconaia masoni*), and Yellow Lampmussel (*Lampsilis cariosa*); the Federal Species of Concern/State Threatened Yellow Lance (*Elliptio lanceolata*); the State Threatened Triangle Floater (*Alasmidonta undulata*); and the State Special Concern Notched Rainbow (*Villosa constricta*). Other rare animals include the Neuse River Waterdog (*Necturus lewisi*), Least Brook Lamprey (*Lampetra aepyptera*), Carolina Madtom (*Noturus furiosus*), and Roanoke Bass (*Ambloplites cavifrons*).

### *Moccasin Creek*

**Flower Hill/Moccasin Creek Bluffs** contains good quality Piedmont/Coastal Plain Heath Bluff natural communities with species that are typically found in the Piedmont and the mountains. This community occurs on the site's north-facing bluffs and steep ravines. Part of the site is owned by the Triangle Land Conservancy. The remainder is a privately owned Registered Heritage Area.

**Moccasin Creek Aquatic Habitat** is significant due to its rare freshwater mollusks. The significant area extends from Bunn Lake on the Wake-Franklin County line to Buckhorn Reservoir in Wilson County. Rare animals found here include the Dwarf Wedgemussel, Atlantic Pigtoe, Triangle Floater, the Creeper (*Strophitus undulata*), the Notched Rainbow, and the Neuse River Waterdog.

**Moccasin Creek Wetlands** contains one of the few good examples of Floodplain Pool natural communities in the region. On the steep slopes of the site, a Mesic Mixed Hardwood Forest natural community is present, which includes a slope of galax (*Galax aphylla*). A Piedmont/Low Mountain Alluvial Forest community can also be found here. Notable plants at this site include a colony of Carolina Least Trillium (*Trillium pusillum* var. *pusillum*). This site is privately owned.

### *Swift Creek*

**Swift Creek Aquatic Habitat** is significant because it supports a number of rare mussel species. Rare mussels include the Dwarf Wedgemussel, Green Floater, Triangle Floater, Yellow Lance, Creeper, Atlantic Pigtoe, and Notched Rainbow, as well as the State Threatened Cape Fear Spike (*Elliptio marsupiobesa*) and Roanoke Slabshell (*Elliptio roanokensis*) and the uncommon Eastern Lampmussel (*Lampsilis radiata radiata*). Rare fish found here include the rare Carolina Madtom.

### *Middle Creek*

**Middle Creek Aquatic Habitat** supports several rare animal species. Among the rare species found here are Atlantic Pigtoe, Yellow Lance, Triangle Floater, Eastern Lampmussel (*Lampsilis radiata radiata*), Roanoke Slabshell (*Elliptio roanokensis*), Carolina Madtom and the North Carolina Spiny Crayfish (*Orconectes carolinensis*).

**Middle Creek Floodplain Knolls** is composed of two knolls: one large, about 70 feet high, and one small knoll in the floodplain. The larger knoll contains an excellent but unusual Mesic Mixed Hardwood Forest natural community, with an abundance of Silky camellia (*Stewartia malacodendron*) in one area. Interestingly, examples of natural communities typically found in the mountains are also present. For example, a large beaver pond contains a Piedmont/Mountain Semipermanent Impoundment natural community, and a good example of Piedmont/Low Mountain Alluvial Forest community can be found here. The slopes of the knolls contain notable plant species such as Smallflower Pawpaw (*Asimina parviflora*), Mountain holly (*Ilex montana*), and Bigleaf Snowbell (*Styrax grandifolia*). This site is privately owned.

#### *Mill Creek/Neuse River*

**Cowbone Oxbows/Sage Pond Natural Area** contains one of the largest concentrations of Oxbow Lakes in North Carolina. This is a rare landform and a rare natural community type. The site also contains outstanding old-growth Coastal Plain Levee Forest natural community, as well as Coastal Plain Bottomland Hardwoods and Cypress-Gum Swamp natural communities. This site is privately owned.

**Howell Woods** and the adjacent **Brogden Bottomlands** have significance due to the good quality Oxbow Lakes and extensive, good quality Coastal Plain Levee Forest and Coastal Plain Bottomland Hardwood natural communities. These occur on a 4000-acre segment of river floodplain, terraces, natural levees, and oxbow lakes. Howell Woods is owned by Johnston Community College and is protected as an environmental center and preserve. Brogden Bottomlands is privately owned.

**Mill Creek Aquatic Habitat** is a small tributary of the Neuse River that supports populations of the Yellow Lance, Triangle Floater, Roanoke Slabshell, Eastern Lampmussel, Carolina Madtom, and Neuse River Waterdog.

**Riverside Church Bottomlands** contains good examples of several natural communities including: Coastal Plain bottomland Hardwoods, Cypress-Gum Swamp, and a rare example of Mesic Mixed Hardwood forest (Floodplain variant). The Mississippi Kite (*Ictinia mississippiensis*), a rare raptor, is present in the area. This site is partially owned by the North Carolina Department of Transportation; the remainder is privately owned.

#### *Sandhills and Stand-alone Sites*

**Camp Tuscarora Sandhills** has a moderately large extent of sandhills vegetation, for Johnston County. Good examples of Pine/Scrub Oak Sandhill and Dry Oak-Hickory Forest natural communities are present. A Heath Bluff community is also present, which is very unusual as they are more typical of the mountains, and galax occurs here. This site is owned by the National Service League—Boy Scouts of America.

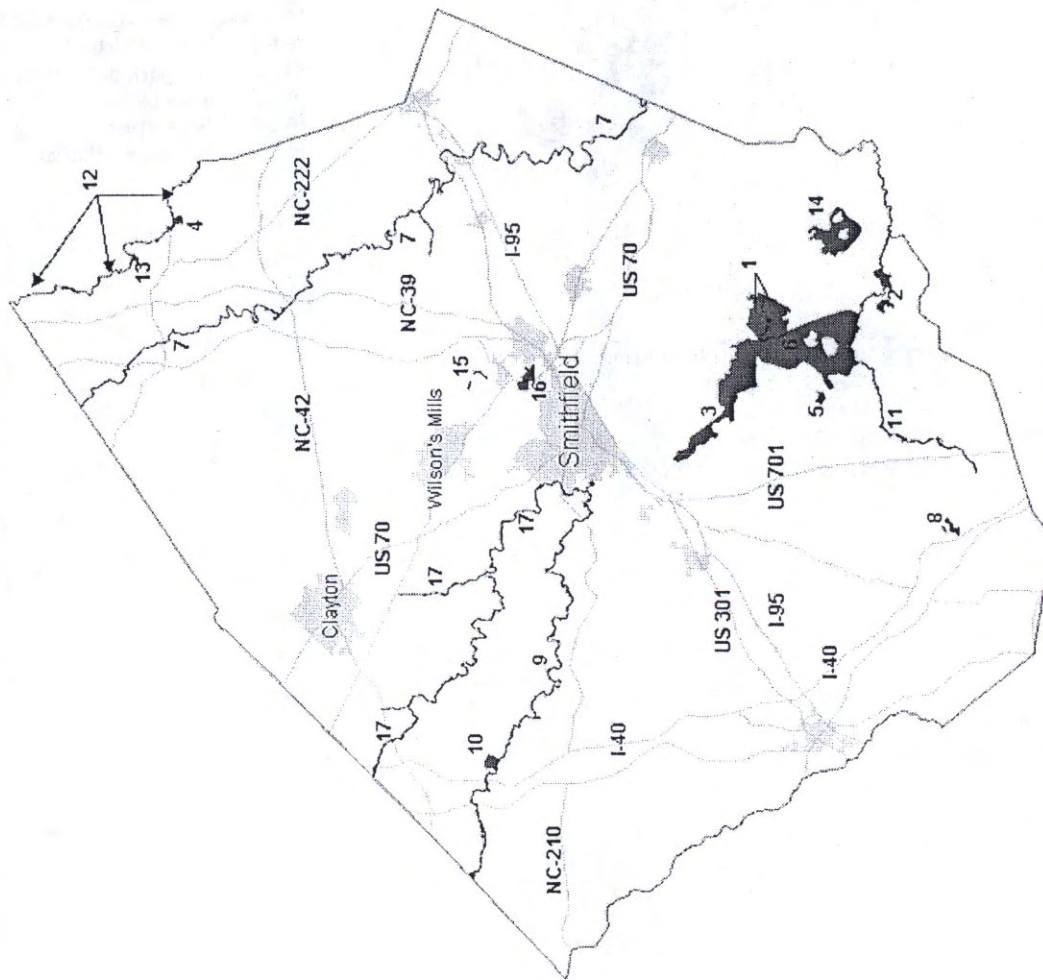
**Hannah Creek Sandhill** has the best example of Xeric Sandhill Scrub natural community in Johnston County. It has an open stand of longleaf pine (*Pinus palustris*). Pine/Scrub Oak Sandhill and Streamhead Pocosin natural communities are also present. Two rare plants can be found at this site: Sandhills Pyxie-moss (*Pyxidantha barbulata*) and Lewis's heartleaf (*Hexastylis lewisii*). The rare Fox Squirrel (*Sciurus niger*) is also present. This site is privately owned.

**Long Branch Sandhills** has an old-growth Pine Scrub/Oak Sandhill natural community with smaller areas of Xeric Sandhill Scrub communities. The site consists of three disjunct stands of longleaf pines, and some of the longleaf pines are flat-topped due to their age. This site is privately owned.

**Selma Heath Bluffs** has small examples of Piedmont/Coastal Plain Heath Bluffs natural communities. The Heath Bluff community is one of the best of in the region. Here dense stands of Catawba rhododendron (*Rhododendron catawbiense*) are mixed with the more widespread mountain laurel (*Kalmia latifolia*). This site is privately owned.

**Selma Pine Flatwoods** is a large flat area of poorly-drained land. Much is comprised of a Wet Pine Flatwood natural community a Mesic Pine Flatwood community, where longleaf pine is common. Part of the area is a savanna with excellent species diversity. Several types of milkweeds (*Asclepias* sp.) and other rare species are found here. This site is privately owned.

Significant Natural Heritage Areas in Johnston County, North Carolina.

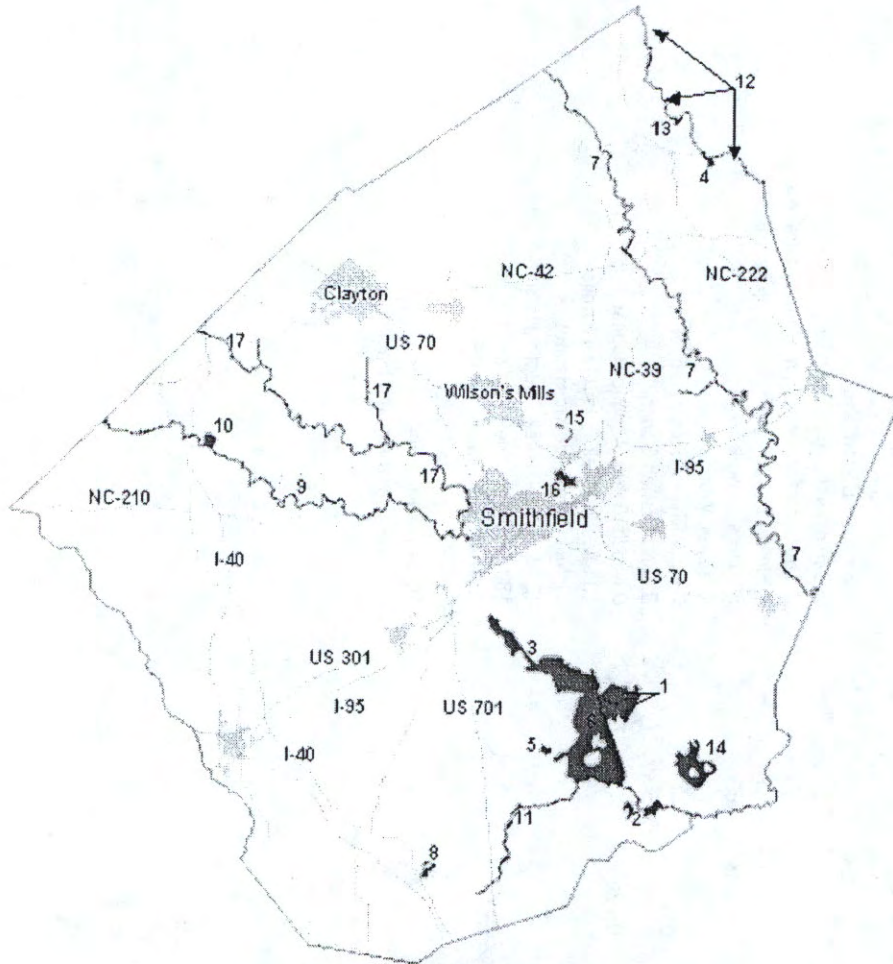


Key to Johnston County  
Significant Natural Heritage Areas:

- 1 Brogden Bottomlands
- 2 Camp Tuscarora Sandhills
- 3 Cowbone Oxbows/Sage Pond Natural Area
- 4 Flower Hill/Moccasin Creek Bluffs
- 5 Hannah Creek Sandhill
- 6 Howell Woods
- 7 Little River Aquatic Habitat
- 8 Long Branch Sandhills
- 9 Middle Creek Aquatic Habitat
- 10 Middle Creek Floodplain Knolls
- 11 Mill Creek Aquatic Habitat
- 12 Moccasin Creek Aquatic Habitat
- 13 Moccasin Creek Wetlands
- 14 Riverside Church Bottomlands
- 15 Selma Heath Bluffs
- 16 Selma Pine Flatwoods
- 17 Swift Creek Aquatic Habitat

Johnston Co. Natural Areas
   
 County Boundary
   
 Major Roads
   
 Municipalities

Mapping by NC NHP 11/2005



### Key to Johnston County Significant Natural Heritage Area

- 1 Brogden Bottomlands
- 2 Camp Tuscarora Sandhills
- 3 Cowbone Oxbows/Sage Pond Natural Area
- 4 Flower Hill/Moccasin Creek Bluffs
- 5 Hannah Creek Sandhill
- 6 Howell Woods
- 7 Little River Aquatic Habitat
- 8 Long Branch Sandhills
- 9 Middle Creek Aquatic Habitat
- 10 Middle Creek Floodplain Knolls
- 11 Mill Creek Aquatic Habitat
- 12 Moccasin Creek Aquatic Habitat
- 13 Moccasin Creek Wetlands
- 14 Riverside Church Bottomlands
- 15 Selma Heath Bluffs
- 16 Selma Pine Flatwoods
- 17 Swift Creek Aquatic Habitat

■ Johnston Co. Natural Areas  
□ County Boundary  
— Major Roads  
▨ Municipalities

Mapping by NC NHP 11/2005



**JOHNSTON COUNTY RECREATION CAPITAL  
IMPROVEMENT PRIORITIES  
EXECUTIVE SUMMARY**

*June 5, 2006*

**Acknowledgements:**

**Board of Commissioners:**

Cookie Pope, Chairman  
Wade M. Stewart, Vice-Chairman  
Allen L. Mims, Jr.  
Jeffrey P. Carver  
W. Ray Woodall  
DeVan Barbour  
Tony Braswell, Steering Committee Chair  
Rick Hester, County Manager

**Johnston County**

**Municipalities:**

Smithfield  
Clayton  
Selma  
Benson  
Four Oaks  
Kenly  
Pine Level  
Princeton  
Wilson's Mills  
Micro

**Johnston Rural Athletic**

**Organizations:**

Greater Cleveland Athletic  
Association  
McGee's Crossroads  
Meadow  
Archer Lodge Community Center  
Corinth Community Recreation  
Glendale Chapel Recreation

**Johnston County Recreation Steering Committee Members:**

Tony Braswell, Board of Commissioners  
Rick Hester, Johnston County Manager

Larry Bailey  
Dale Bender  
Cindy Biggerstaff  
Navy Blue  
Darleen Boyette  
Ricky Byrd  
Joe Carter  
Sherwood Creech  
Derek Eberwein  
Ella Ensign

Steven Finn  
Sheila Flowers  
Tooie Hales  
Jeff Holt  
Tim Johnson  
Buddy Jones  
Kim Kennedy  
Lori Key  
Danny Moore  
Tim Narron

Natalie Norris  
Berry Oliver  
Chuck Olmstead  
Scott Payne  
Ed Perfetto  
Phil Pittman  
Brian Rabil  
Don Rains  
Scott Shelton  
Wayne Sinclair

Matthew Smith  
Mike Smith  
Macon Stafford  
Cecil Stancil  
Randy Tice  
Robbie Watson

**Prepared For:**

**JOHNSTON COUNTY**  
NORTH CAROLINA

**Prepared By:**

**Haden Stanziale**

## EXECUTIVE SUMMARY:

**Introduction:** *HadenStanziale* was charged by Johnston County to prepare a County-wide Recreation Capital Improvement Priority (CIP) List for municipalities and rural athletic organizations located within the County. The County held preliminary meetings with the Johnston County Recreation Steering Committee to begin discussions on recreation needs for each municipality and rural athletic organization. *HadenStanziale* entered this process to help facilitate these discussions and compile the information various municipalities and rural athletic organization had compiled.

**Task One:** *HadenStanziale* began by assembling base data including mapping, existing parks and recreation plans, and other community information. The team used this information to familiarize themselves with the existing conditions of the County's municipalities, rural athletic organizations, and surrounding context. The planning team then sought input from the Recreation Steering Committee to help identify potential recreation opportunities and key existing park elements. The input was gathered during the October 6, 2005 worksession. Committee members helped to verify and provide base mapping information, voice concerns and needs for their particular community, and assist in establishing the framework for the Recreation Capital Improvement Priorities List.

**Task Two:** *HadenStanziale* utilized the information from task one to develop a Capital Improvement Priority Survey to be completed by each municipality and rural athletic organization. A November worksession was held with County representatives and Recreation Steering committee members to complete survey forms and identify community recreation needs. Steering committee members were asked to identify their top three priorities and answer a series of questions related to each item presented.

**Task Three:** *HadenStanziale* compiled all of the survey information to create a draft Recreation CIP List. This list was distributed to committee members for review, approval, and further clarification. Due to the fact that each community and rural athletic organization within the county is so unique, further clarification was needed for many of the items presented. After obtaining clarification of each of the communities priorities *HadenStanziale* revised the CIP List for further review and comment.

**Task Four:** As a part of the Recreation CIP process, the County requested that each community identify the associated costs for each of the priority items. The Steering Committee was asked to submit any and/or all cost information they had obtained for their priority list items. In some cases a particular community or rural athletic organization did not have access to this information. In these cases, the planning team assisted in gathering associated cost data. Once preliminary costs had been assigned, the County and *HadenStanziale* reviewed the presented numbers for accuracy. This was done by

comparing the associated costs to similar projects, correspondence with product manufacturers, and responses from recent bids to similar projects throughout the state.

In some cases there were CIP items presented that represented a county-wide need. These items were either presented more than once by a community or were items that needed to be addressed at a County wide level. These items are presented under the "Johnston County Initiatives" section of the CIP List.

**Summary:** Final priority items and associated costs for each item were presented in one final document called "Johnston County Recreation Capital Improvement Priorities." This list was created by the Johnston County Recreation Steering Committee representatives and reflects a great deal of effort by these committee members to represent their communities' recreation needs to the County. The listing and associated costs are for the County to use for preliminary planning purposes and discussion only. This is not a guarantee of funding, rather an identification of community need. All community recreation funding allocated by Johnston County must be used for only the items allocated in the CIP document and must be used in accordance with the criteria and County approval required by the bond process.

**JOHNSTON COUNTY SCHOOLS**

**INTEGRATED PLANNING FOR SCHOOL AND COMMUNITY  
(IPSAC)**

**LAND USE STUDIES REPORT**

**PREPARED AND SUBMITTED BY  
OPERATIONS RESEARCH AND EDUCATION LABORATORY  
INSTITUTE FOR TRANSPORTATION RESEARCH AND EDUCATION  
NORTH CAROLINA STATE UNIVERSITY**

**DECEMBER 7, 2005**

OR/Ed. Lab

## FINAL REPORT ON LAND USE STUDIES AND ENROLLMENT PROJECTIONS

### OVERVIEW

School systems nationwide are facing difficult planning challenges arising from an increasing student population, an aging school infrastructure, and increasing complexity in pupil assignments. These challenges are shared by the communities that must fund building and renovation projects. The Operations Research and Education Laboratory (OR/Ed. Lab) has developed a system of Integrated Planning for School and Community (IPSAC) which fully integrates community and regional data, ten-year economic and demographic forecasts, demographic and land use studies, digitized pupil and school location files, and mathematical optimization algorithms.

The integrated planning system is comprised of multiple data-driven processes including:

- Enrollment Forecasting
- Land Use Study
- Out-Of-Capacity Analysis
- School Location Optimization Scenarios
- Attendance Boundary Optimization and Redistricting

This report documents findings from the **Land Use Studies** of the geographic area encompassing the school district. The objective of the Land Use Study is to quantify future growth by school attendance areas. The Land Use Studies report includes two components: community interviews and Geographic Information Systems (GIS) analysis.

**Community Interviews:** The community interviews allow the Lab to compose an impression of future growth of the study area by interviewing planners, town managers, mayors, utility works, chambers of commerce, economic development officials, etc. By involving the community in the study, these critical interviews cultivate an understanding of infrastructure development plans (transportation, water, sewer), recent subdivision permits, residential zonings, available land for development, and comprehensive plans developed by the local government agencies.

**GIS Analysis:** The Lab also performs spatial analyses based on GIS parcel data using state-of-the-art ESRI ArcGIS software. The GIS analysis provides quantitative data concerning available parcels and subdivision lots that can then be used to identify areas of future growth. Student demographic analysis can also be conducted at this stage to better understand socio-economic compositions that may influence school assignment decisions.

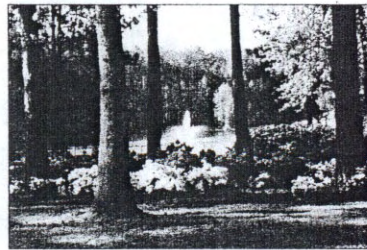
Through the combination of the community interviews and the data-intensive GIS analysis, the Lab is able to articulate school population growth by school attendance area. The culmination of this analysis is the Out-of-Capacity worksheet, which projects school enrollments for a ten-year period.



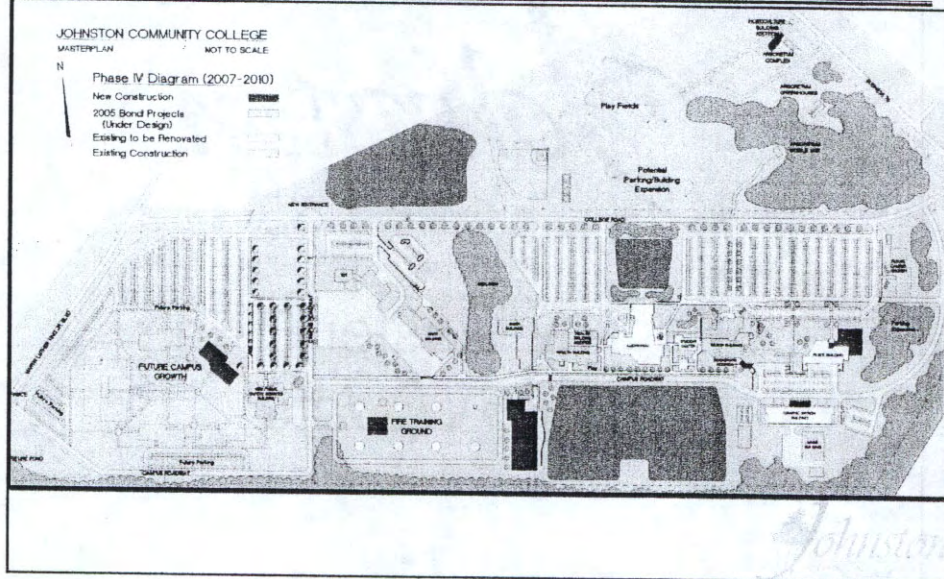
## Facility Master Plan 2006 Update

### OVERVIEW

- Thank you for your Prior Support
- Growth Information
  - ◆ Students
  - ◆ Programs
  - ◆ Employees
- JCC Economic Impact
- Facilities Master Plan- Bond Request
  - ◆ Campus Parking and Road Improvements
  - ◆ Capital Projects
- Questions and Answers



# Facilities Master Plan



## Building Projects

	2006 Cost	Anticipated Bid Date	Anticipated Actual Cost	Bond Funds Required
Health Building Addition*	\$5,661,793	April-08	\$6,794,151	\$2,694,151
Student Resources Center	\$20,762,857	April-09	\$26,991,713	\$26,991,713
LRC / Auditorium Renovation	\$2,010,000	August-10	\$2,814,000	\$2,814,000
Student Center Renovation	\$945,600	August-10	\$1,323,840	\$1,323,840
Bookstore Addition	\$636,480	April-09	\$827,424	\$827,424
Burn Building	\$513,803	April-09	\$667,944	\$667,944
Graphic Design Building Addition & Renovation	\$370,680	April-09	\$481,884	\$481,884
Eisee Building Addition	\$4,904,750	April-09	\$6,376,175	\$6,376,175
Joint JCC / JCS Building	\$11,414,813	April-09	\$14,839,256	\$14,839,256
Horticulture Building Addition	\$1,013,804	April-09	\$1,317,946	\$1,317,946
<b>Total</b>	<b>\$48,234,579</b>		<b>\$62,434,333</b>	<b>\$58,334,332</b>

\*\$4.1 million allocated in 2005 local bond for this project

## Campus Parking & Roadway Projects

	2006 Cost	Anticipated Bid Date	Anticipated Actual Cost	Bond Funding Required
Parking Lot Paving, Repairs and Lighting				
Phase I (Wilson Lot & Access Road)	\$1,562,452	April-07	\$1,562,452	\$1,562,452
Phase II (Smith Lot)	\$272,449	April-08	\$326,939	\$326,939
Phase III (Graphic Design Lot)	\$210,204	April-09	\$273,266	\$273,266
<b>Total</b>				<b>\$2,162,657</b>

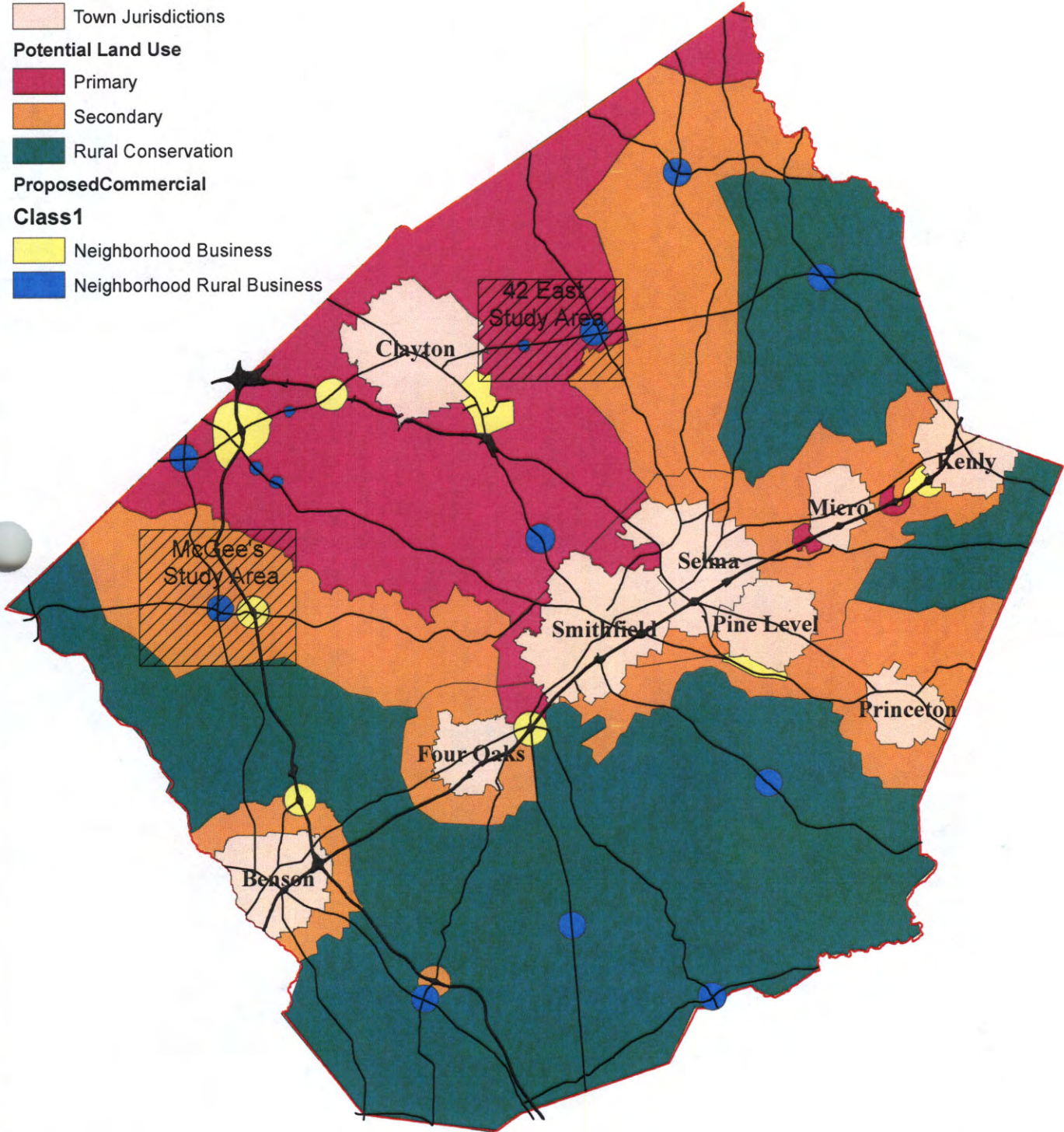
## Campus Wide Energy Management

	2006 Cost	Anticipated Bid Date	Anticipated Actual Cost	Bond Funding Required
Campus Wide Energy Management System	\$225,000		\$225,000	\$225,000
<b>Total</b>				<b>\$225,000</b>

# PROJECTED LAND USE PLAN

## LEGEND

- Interstates
- Major Roads
- Town Jurisdictions
- Potential Land Use**
- Primary
- Secondary
- Rural Conservation
- Proposed Commercial Class1**
- Neighborhood Business
- Neighborhood Rural Business




Produced By: Johnston County Planning Department  
 Berry Gray, Senior Planner  
 Amanda Engesether, Planner  
 Date: June 2, 2006



# 1.5 Units Per One Acre "Existing"



## Possible Design of a 100 Acre Tract



-  Potential Lots (150 lots on 100 acres)  
Lots Size Range: 0.25 acres to 1.60 acres

Produced by Johnston County Planning  
October 13, 2006  
This map is for example purposes only.

# One Unit Per Two Acres "Land Dedication"



## Possible Design of a 100 Acre Tract

-  Potential Lots (50 lots on 50 acres)
-  Potential School Site (25 acre site)
-  Potential Recreation/Amenity (25 acre site)

Produced by Johnston County Planning  
October 13, 2006  
This map is for example purposes only.

# One Unit Per Two Acres "Homestead"

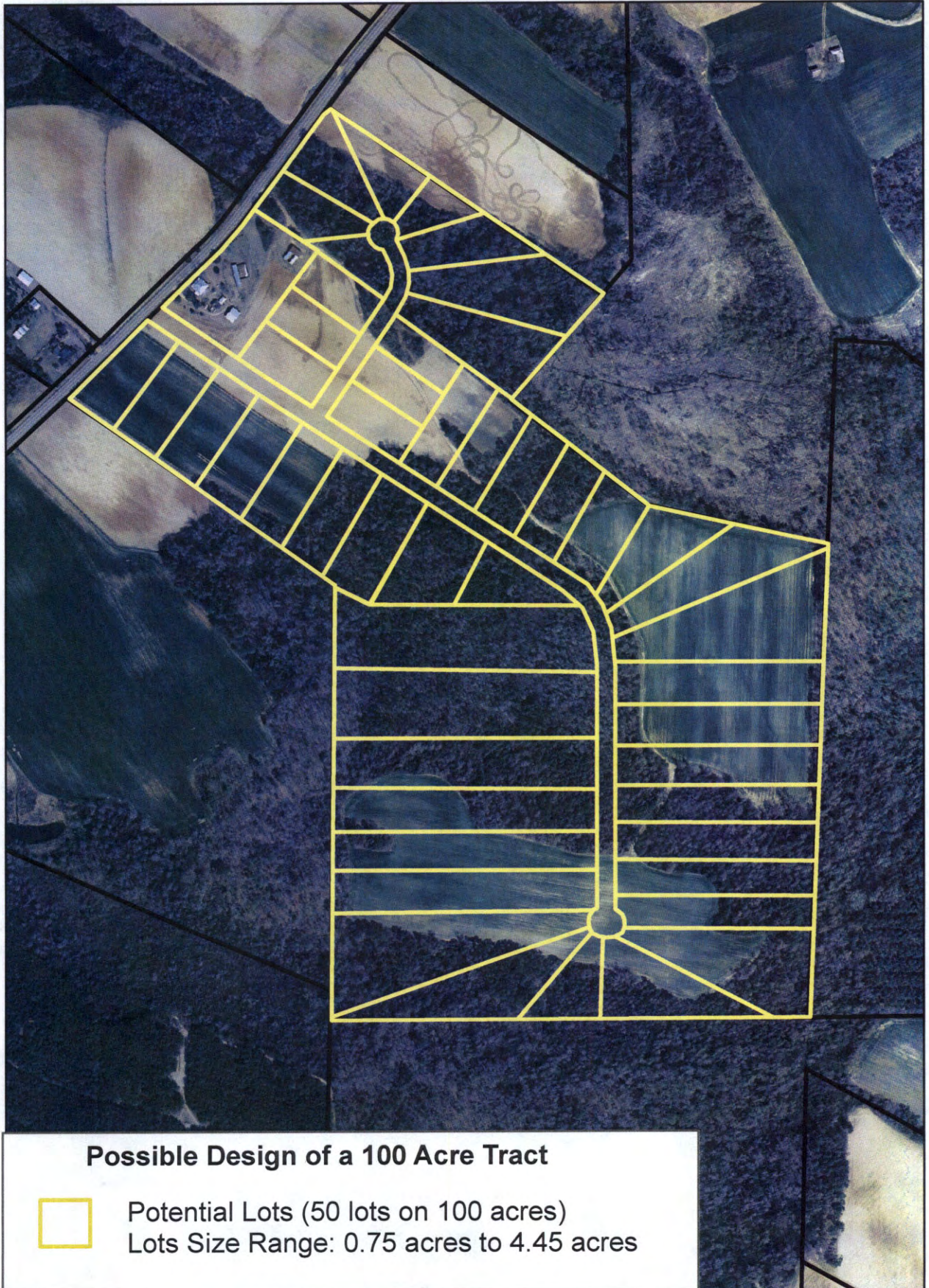


## Possible Design of a 100 Acre Tract

-  Potential Lots (50 lots on 40 acres)
-  Potential Homestead/Farming Site (25 acre site)
-  Potential Conservation/Natural Area (35 acre site)

Produced by Johnston County Planning  
October 13, 2006  
This map is for example purposes only.

# One Unit Per Two Acres "Traditional"



# Commercial Ideas:

- Encourage Town of Clayton to expand its ETJ and land use planning to include the two interchanges on 70 bypass
- Identify current and future areas to designate and guide citizens to commercially develop
- **Zone** commercial areas accordingly **or** designate on land use map commercial areas that guide/justify rezoning decisions
- Expand Zoning code to avoid unnecessary travel and congestion outside immediate community/neighborhood
- Promote Neighborhood “commercial nodes” vs. commercial corridor strips such as US 70
  - 70 GB corridor is not well utilized (Most common uses include mini-storages and used car lots)
  - Corridor strips promote commercial sprawl and many strip shopping centers
- Neighborhood Commercial nodes could be much like IHOD’s with limited uses meant just to serve local residents such as:
  - Shopping centers with Grocery store as anchor
  - Banks
  - Physicians, Dentists, Chiropractors
  - Daycare
  - Diner/Café
  - Design specific convenience stores
  - Barber/Beauty Shops
  - Gym/Exercise/Dance studio
  - Public Use Facilities
  - Country Stores

## Potential Commercial Areas:

### Promote in currently developing areas:

- Buffalo and 42 (Percy Flower’s store area)
- Neuse River Parkway and 42
- 42 and Cornwallis
- Shiloh and Cleveland
- Bayer Area
- McGee’s Crossroads
- Airport area at 70 business
- Continue 500 ft strip at Pine Level
- Holt Lake/Country Club area
- Meadow

### Potential commercial areas and Neighborhood Nodes:

- Cornwallis and Cleveland
- IHOD at 42 and 70 bypass: AR at Ranch Road Interchange
- Archer Lodge
- Blackman’s Crossroads
- McGee’s Crossroads
- Strickland’s Crossroads
- Brogden
- 96 and 42
- Corinth Holders

# PRELIMINARY

## Goals and Objectives for McGee's Crossing

- Preserve and protect the rural flavor of the community
- Restrict and regulate commercial development to highway interchanges
- Manage residential growth so as not to exceed the existing and planned infrastructure such as roads, water, sewer, and school facilities.
- Provide for community/recreational parks and open spaces within developments
- Promote environmentally-friendly development
- Continue public participation to develop a community-accepted Small Area Land Use Plan

## Residential Buffer Options

### ***Locations:***

- Buffers along road frontage only
- Buffers along road frontage and development boundary

### ***Types:***

- Natural vegetative buffers, especially where existing
- Require the replanting of natural vegetation where non-existent
- Allow for Class A, B, or C buffers which are linear and based on large trees, small trees, and shrubs per every 100 linear feet
- Allow for a new type of class buffer with greater width and increased plantings as compared to the existing buffers
- Allow for a combination of privacy fencing and vegetative plantings
- Allow for a berm with vegetative plantings

### ***Application:***

- Based on road type (i.e. Arterials – berm; Collectors – linear buffer; local – natural vegetative state)
- Based on adjacent use (i.e. agricultural or non-developed – natural vegetative state; subdivision – linear buffer)
- Based on land use category (proposed at this point)
  - More natural vegetation and increased with in the rural areas
  - Allow for berms with plantings and fencing in higher density primary growth areas
  - Standards based on different situations (road types and adjacency) depending on the land use category (i.e. a subdivision adjacent to a farm in the rural area has a
- One Countywide standard (i.e. all subdivisions must have a Class C buffer)

### ***Staff Recommendation:***

- Develop standards based on land use categories for both street and boundary buffering
  - Standards based on differing situations within each land use category.
  - i.e. 100' natural vegetative buffer along a local street in the rural area vs. a 50' landscaped berm along a local street in the primary growth area

GENERAL ASSEMBLY OF NORTH CAROLINA  
SESSION 2005

SENATE BILL 2009  
RATIFIED BILL

AN ACT TO ALLOW CAPITAL LEASE FINANCING FOR PUBLIC SCHOOLS.

The General Assembly of North Carolina enacts:

**SECTION 1.** Article 37 of Chapter 115C is amended by adding a new section to read:

**"§ 115C-531. Capital leases of school buildings and school facilities.**

(a) Definitions. – The following definitions apply in this section:

- (1) Capital lease. – A capital lease as defined by generally accepted accounting principles, regardless of how the parties describe the agreement.
- (2) Private developer. – The entity with which the school board enters into a capital lease or build-to-suit lease under the provisions of this section.

(b) Authorization. – Local boards of education may enter into capital leases of real or personal property for use as school buildings or school facilities. The capital lease may relate to an existing building or a new school building to be constructed. The term of any capital lease, including any renewal periods, shall not exceed 40 years from the expected date that the local board of education will take occupancy of the property that is the subject of a capital lease. Subdivisions (c) and (d) of G.S. 115C-521 do not apply to a capital lease entered into under this section.

(c) Construction, Repairs, and Renovation. – The provisions of G.S. 115C-530(b) apply to a capital lease under this section. A capital lease entered into under this section may provide that the private developer is responsible for providing, or contracting for, construction, repair, or renovation work. Construction, repair, or renovation work undertaken or contracted by a private developer is not subject to the requirements of Article 8 of Chapter 143 of the General Statutes. Construction, repair, or renovation work undertaken or contracted by the private developer involving the estimated expenditure of three hundred thousand dollars (\$300,000) or more is subject to the provisions of G.S. 115C-532.

(d) Nonsubstitution Clause. – A capital lease may not contain a nonsubstitution clause that restricts the right of a local board to continue to provide a service or activity or to replace or provide a substitute for any property financed or purchased by the capital lease.

(e) No Deficiency Judgment; No Pledge of Taxing Power. – No deficiency judgment may be rendered against any local board of education or any unit of local government, as defined in G.S. 160A-20(h), in any action for breach of a contractual obligation authorized by this section, and the taxing power of a unit is not and may not be pledged directly or indirectly to secure any moneys due under a contract authorized by this section. A capital lease shall state that it does not constitute a pledge of the taxing power or full faith and credit of the local board of education or board of county commissioners.

(f) Budgetary Accounting. – A capital lease entered into under this section shall be considered a continuing contract for capital outlay and is subject to G.S. 115C-441(c1); provided, however, notwithstanding any provision of G.S. 115C-441(c1) or G.S. 115C-426, in each fiscal year the appropriation of funds by the county for the payment of amounts due under the capital lease shall be at the discretion of the board of county commissioners.

(g) Local Government Commission Approval. – Capital leases entered into under this section are subject to approval by the Local Government Commission under Article 8 of Chapter 159 of the General Statutes if they meet the standards set out in G.S. 159-148(a)(1), 159-148(a)



(2), and 159-148(a)(3). For purposes of determining whether the standards set out in G.S. 159-148(a)(3) have been met, only the five-hundred-thousand-dollar (\$500,000) threshold applies.

(h) No Agreements on Student Assignment. – A capital lease may not contain any provision with respect to the assignment of specific students or students from a specific area to any specific school.

(i) Lien Laws Not Affected. – The provisions of Article 2 of Chapter 44A of the General Statutes apply to any real property, improvement to the real property, and rights that flow with the real property that is subject to a capital lease under this section. Real property that is subject to a capital lease under this section is subject to liens and foreclosure actions in the same manner and to the same extent as if the property were owned in fee simple by a private entity.

**"§ 115C-532. Additional provisions applicable to build-to-suit capital leases.**

(a) Definitions. – The definitions of G.S. 115C-531 apply in this section. In addition, for the purposes of this section, the following definitions apply:

(1) Build-to-suit capital lease. – A capital lease that provides for the construction of new facilities or the renovation of existing facilities by the private developer, the cost of which is estimated to be greater than three hundred thousand dollars (\$300,000).

(2) Prime contractor. – A contractor who contracts directly with the private developer or the private developer's construction manager at risk, if any, for construction, repair, or renovation work under this section.

(b) Contract Provisions. – A build-to-suit capital lease may include contractual provisions by the private developer regarding the provision of products, services, and guaranties related to a facility that is the subject of a capital lease. A local board of education may also enter into a separate agreement or series of related agreements regarding the provision of products, services, and guaranties related to a facility that is the subject of a capital lease; provided all agreements are approved by the board of county commissioners in connection with the approval of the build-to-suit capital lease.

(c) Approval by Local Board of Education. – Before entering into a build-to-suit capital lease pursuant to this section, the local board of education shall adopt a resolution as provided in this subsection. Before adopting the resolution required by this subsection, the local board of education shall publish a notice of its intent to enter into a build-to-suit capital lease at least 10 days in advance of the date of the meeting at which the action is contemplated and in a newspaper having general circulation within the geographic area served by the local board of education. The notice shall include, at a minimum, the date, time, and place of the meeting, a description in brief and general terms of the subject of the lease, the name of the other party to the lease, and an indication of the board's intent to take action to authorize the lease at the indicated meeting. The resolution shall provide the following:

(1) That entering into the build-to-suit capital lease for one or more specified buildings or facilities is in the unit's best interests under all the circumstances. In making this evaluation, the local board of education may consider the time, cost, and quality of design, engineering, and construction, including the time required to begin and the time required to complete a particular activity; occupancy costs, including lease payments, life-cycle maintenance, repair, and energy costs; and any other factors the board deems relevant.

(2) That the private developer is qualified to provide, either alone or in conjunction with other identified and associated persons, the products and services called for under the proposed capital lease and any related agreements. The local board of education shall make this determination taking into account any factors the local board deems relevant, including the knowledge, skill, and reputation of the provider and its associated persons, the goals and plans of providers for utilization of minority business enterprises, and the costs to be incurred by the local board of education.

(d) Additional Requirements Regarding Design Services. – Required design and engineering services shall be performed by an engineer, to the extent permitted under G.S. 83A-13(b), or a licensed architect. Specifications for any new school building shall be

consistent with the requirements of G.S. 143-128(a). All applicable requirements for the review or approval of design and specifications for school buildings by the Department of Public Instruction and the Department of Insurance apply to school buildings constructed, repaired, or renovated under a capital lease authorized under this section.

(e) Additional Requirements Regarding Construction Services. – A private developer is required to seek competition and minority business participation in connection with all construction work under this section in accordance with the following provisions:

- (1) A private developer shall either (i) solicit bids from prime contractors for all construction work under this section or (ii) select a construction manager at risk through a qualification based process in which case the selected construction manager at risk shall solicit bids from all of its prime contractors for all construction work under this section.
- (2) The private developer or its construction manager at risk may prequalify contractors. The prequalification criteria, if any, shall be determined by the local board of education and the private developer to address quality, performance, the time specified in the bids for performance of the contract, the cost of construction oversight, time for completion, capacity to perform, and other factors deemed appropriate by the private developer and the local board of education.
- (3) A private developer and its construction manager at risk, if any, shall comply with the requirements applicable to a public entity pursuant to G.S. 143-128.2, and prime contractors shall comply with the provisions of G.S. 143-128.2 applicable to contractors, except the private developer and its construction manager shall adopt the local board of education's minority participation goal. The local board of education shall require the private developer to submit its plan for compliance with G.S. 143-128.2 for approval by the local board of education prior to the private developer soliciting bids under this subsection.
- (4) A private developer or its construction manager at risk shall publicly advertise at least 30 days in advance of the bid date in a newspaper having general circulation within the geographic areas served by the local board of education, shall open bids publicly, and shall award each contract to the lowest responsible, responsive, and prequalified bidder, taking into consideration quality, performance, the time specified in the bids for performance of the contract, the cost of construction oversight, time for completion, compliance with G.S. 143-128.2, and any other factors deemed appropriate by the private developer and the local board of education and included in the bid solicitation. A private developer or its construction manager at risk shall enter into the construction contracts directly with the successful bidder. After the award of a contract or contracts, the private developer or its construction manager at risk and any contractor may negotiate and reach agreement with the successful bidder on modifications to all aspects of the contract, including the time for performance, the scope of the work, and the price to be paid.
- (5) The local board of education, in its discretion, may require the private developer to provide a performance and payment bond for construction work in accordance with the provisions of Article 3 of Chapter 44A of the General Statutes and may require the private developer to provide a bond or other appropriate guarantee to cover any other guarantees, products, or services to be provided by the private developer.

(f) Predevelopment Agreements with Private Developer Authorized. – Local boards of education may enter into predevelopment agreements with a private developer in advance of entering into a build-to-suit capital lease. Predevelopment agreements with private developers shall be approved by the board of county commissioners. Predevelopment agreements may include provisions for each of the following:

- (1) Site selection, land acquisition, and site preparation, including such services as wetlands delineation, archaeological review, and State and local government land-use permitting.

(2) Building programming and design, including both architectural and engineering services pursuant to subsection (d) of this section.

(g) Real Estate Transfer Authorized. – Notwithstanding any contrary provisions of law, a city, county, or local board of education may, pursuant to the procedures in G.S. 160A-267, sell, lease, or otherwise transfer real or personal property to any private developer for construction, repair, or renovation of a school facility under a build-to-suit capital lease entered into pursuant to this section. The conveying unit may subject the property to any covenants, conditions, or restrictions as the unit deems to be necessary to carry out the purposes of this section. The disposition of property pursuant to this subsection is not subject to the requirements of G.S. 115C-518. No transfer by a local board of education under this subsection shall occur unless it is approved by the board of county commissioners.

(h) Additional Permitted Lease Terms. – In recognition of the potential economic and technical utility of build-to-suit capital leases, which include in their scope combinations of design, construction, operation, management, and maintenance responsibilities over prolonged periods of time, and the potential desirability of a single point of responsibility for these matters in connection with build-to-suit capital leases, any build-to-suit capital lease may include provisions imposing responsibility on the private developer or any identified affiliated entity for any of the following matters:

- (1) Site selection, land acquisition, and site preparation, including wetlands delineation, archaeological review, and State and local government land-use permitting.
- (2) Facility programming, planning, and design, including both architectural and engineering services.
- (3) Qualification and prequalification of contractors and subcontractors.
- (4) Construction and construction management.
- (5) Financing.
- (6) Facility maintenance and repairs.
- (7) Energy usage guarantees.
- (8) Transfer of ownership of the leased property to a local government entity at the end of the lease term.
- (9) Any other guaranties, products, and services as the local board of education may determine.

(i) Letter of Credit. – A private developer shall provide an irrevocable letter of credit for the benefit of laborers and materialmen in an amount not less than five percent (5%) of the total cost of the improvements which are the subject of the build-to-suit capital lease and shall maintain the letter of credit throughout the construction of the project and for the succeeding six-month period."

**SECTION 2.** G.S. 143-129(e) is amended by adding a new subdivision to read:

"(e) Exceptions. – The requirements of this Article do not apply to:

...  
(12) Build-to-suit capital leases with a private developer under G.S. 115C-532."

**SECTION 3.** This act is effective when it becomes law and is repealed effective July

1, 2011.

In the General Assembly read three times and ratified this the 18<sup>th</sup> day of July, 2006.

\_\_\_\_\_  
Beverly E. Perdue  
President of the Senate

James B. Black  
Speaker of the House of Representatives

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Michael F. Easley  
Governor

Approved \_\_\_\_\_ .m. this \_\_\_\_\_ day of \_\_\_\_\_, 2006

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## Chapter 14 LAND DEVELOPMENT CODE\*

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

### 1. PURPOSE AND INTENT

The purpose and intent of this ordinance is to:

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

### 2. FINDINGS

The Johnston County Board of Commissioners makes the following findings:

- a) That the growth rate of the County over the past decade exceeds the growth rate of the region, the State of North Carolina and the United States as a whole;
- b) The County's school enrollment is currently 20,279 pupils; since 1990, the County's school enrollment has increased by 5,769 students, of that number, 4,211 students have been added since 1995; Johnston County has one of the fastest growing school enrollments in the state;
- c) That the sustained high rate of residential development and associated population growth in the county has and continues to increase the County's financial burden for required public services, infrastructure and the provision of public school facilities,
- d) That the cost of county services and facilities necessitated by a typical residential unit exceeds the tax revenues generated thereby;

e) That there is an imbalance between residential and nonresidential development in the county that further reduces the per capita revenues available to the county in comparison to the level of revenues that may be available when residential and nonresidential development are balanced; and

f) That the county would benefit from a moderate rate of residential development to afford it additional time to plan and provide necessary infrastructure, services and public school facilities to accommodate new residential development, to attract new nonresidential development that will provide revenues to the county to assist in the financing of such services, infrastructure and public school facilities, and to maintain reasonable property tax rates, fees, and other charges for its citizens.

### 3. APPLICABILITY

a) *Residential Development Allotment.* After the effective date of this ordinance, no application for a building permit for construction of a residential dwelling unit on a legal lot shall be granted by the county until the applicant is awarded a residential land use permit for that unit on that lot pursuant to this ordinance or such development is exempted from this ordinance as set forth below.

b) *Exempt Development.* The following developments are exempted from the requirement of securing a residential development allotment as a condition precedent to the issuance of a building permit:

- 1) All nonresidential development, including civic, commercial, industrial, and institutional development;
- 2) Remodeling, restoration, reconstruction, or replacement of legally established structures that does not increase the number of residential dwelling units that existed previously on the site; and
- 3) Housing that is restricted to occupancy by elderly people over sixty-two years of age or handicapped persons as defined in this ordinance.

### 4. RESIDENTIAL DEVELOPMENT ALLOCATION

a) *Allocation for 2000.* The Board of County Commissioners hereby establishes an annual residential dwelling allocation of 2,057 units that shall be awarded on a prorata basis according to the procedures and formula set forth in sections 5 and 6 of this ordinance. The first allocation date following the adoption of this ordinance shall be January 1, 2000, or such time as this ordinance becomes effective pursuant to section 12 herein.

b) *Annual Allocation.* The annual allocation shall increase at a rate of no more than 5.6 percent of the previous years annual allocation until such time as the Board of Commissioners determine. This determination shall be based upon an annual review of the needs of the County with respect to the purposes, intent, goal and findings of the County set out herein and elsewhere regarding the impact of growth on the County, that a different rate of increase is warranted.

c) *Frequency of Allotments.* There shall be 12 allocation dates during each allocation year.

d) *Maximum Allotment.* No single applicant may apply for an allocation in excess of the number available in the allocation period.

e) *Unused Allotments.* If the number of monthly allotment requests are less than the monthly allotment number, then any unused allocations are "rolled-over"

into the following monthly allocation period.

f) *Adjustment of Annual Residential Development Allocation.* If conditions warrant, the Board of County Commissioners, upon advice by the County Manager, based on the criteria set forth in this ordinance, may increase or decrease the annual allocation on or before December 31 of each allocation year. However, if the allocation is reduced, it shall not reduce or revoke any allotments made pursuant to the previously existing allocation.

#### 5. DEVELOPMENT ALLOTMENT APPLICATION PROCEDURES

a) *Application For Allotment.* The application for allotments shall be completed on a form provided by the Johnston County Planning Director.

b) *Review of Application.* The Planning Director, in a timely manner, shall review for completeness all applications for allotments and certification of exemption or priority.

c) *Residential Development Allotment Award.* The Planning Director shall, utilizing the allocation formula set forth in section 6, calculate allotments for the allotment period.

d) *Notification of Allotment.* Upon finalization of the allotments awarded by the Planning Director, the Planning Director shall publish such allotments, and all other applications and their ranking, by posting at the County Courthouse. All applicants who received an allotment shall be notified by mail. Successful applicants may apply for issuance of a Building Permit for the applicable number of residential dwelling units subject to complying with requirements of all other applicable County ordinances and regulations.

e) *Fees.* Reasonable fees sufficient to cover the costs of administration, inspection, publication of notices and similar matters may be charged to applicants for a Residential Development Allotment. The amount of such fees shall be fixed by the Board of Commissioners.

#### 6. RESIDENTIAL DEVELOPMENT ALLOTMENT CALCULATION

a) *Monthly Allocation.* For each monthly allocation period, the total number of allotments available shall be calculated by dividing the annual allocation by 12.

b) *Prorata Allotment Formula.* For each monthly allocation period, the number of allotments to be awarded to each applicant shall be equal to the number of allotments requested by that applicant multiplied by the total number of allotments available in that allocation period divided by the total number of allotments requested in that allocation period.

c) *One Time Allotment.* A "one time" allotment will be awarded to an owner of a legal, buildable single family lot provided that the lot owner will occupy the structure that is to be built upon the lot granted the allocation. No one time allocation shall be awarded for a lot that is intended to be sold by a developer, a corporation, limited partnership builder, real estate agent, or other entity that does not intend to occupy the structure to be built upon the lot receiving the allocation. Use of a one time allotment makes the existing landowners and any purchasers of the property ineligible for any additional new residential permits for the following 12 months.

d) *Excess Allotments.* In the event that fewer allotments are requested than are available during any allotment period, the Planning Director shall grant all allotments requested within a reasonable time of application date.

e) *Unused Allotments.* If the number of monthly allotment requests is less than

the monthly allotment number, then any unused allocations are "rolled-over" into the following monthly allocation period.

f) *Expired Applications.* Applications for allotments not allocated within a monthly allotment period will expire.

## 7. REVIEW AND MONITORING

a) *Annual Allocation Review.* The County shall on a quarterly basis, review the rate, amount, and location of residential development in the County's planning jurisdiction, monitor the impacts of such development and determine whether such development is in accord with the policies and goals of the Strategic Plan and other County development policies and so report to the Board of Commissioners.

b) *Expiration of Allotment.* Any allotment granted pursuant to this ordinance shall expire within sixty days unless a valid building permit is obtained for the property for which the permit is being issued.

## 8. APPEALS

a) Any person aggrieved by a final decision or order of the Planning Director pursuant to this ordinance may appeal to the Board of Adjustment. All appeals are to be filed within ten working days after such final decision or order. Upon filing of an appeal, the Planning Director shall forward to the Board of Adjustment all relevant files and records relating to the matter.

b) The filing of an appeal shall not stay the action of the County.

c) The Board of Adjustment may affirm, modify, or overrule the decision of the Planning Director based on the criteria provided in this ordinance.

d) If as a result of a successful appeal, additional allotments are made, the following monthly allotments will be reduced by the same number of allotments granted on appeal.

e) Any person aggrieved by a final decision or order of the County pursuant to this ordinance may appeal as provided by law.

## 9. RULES OF PROCEDURE AND ADMINISTRATIVE REGULATIONS

The Planning Director is authorized to adopt rules of procedure, application requirements, and administrative regulations to implement the provisions of this ordinance.

## 10. RELATIONSHIP TO OTHER ORDINANCES

a) *Land Use Permits.* No Land Use Permit relating to a residential development shall be issued until the applicant shall have been awarded a residential development allotment whenever such allotment is required by the terms of this ordinance.

b) *Conflict.* To the extent of any conflict between this ordinance and any other County ordinance or regulation, the more restrictive is deemed to be controlling. Otherwise, all provisions and procedures contained in those ordinances and regulations shall remain in full force and effect and shall regulate all changes in land use and development.

c) *Compliance With Other Ordinances.* In addition to the requirements of this ordinance, the applicant shall comply with all other applicable ordinances, including County land development ordinances and regulations prior to the County issuing a Land Use Permit.

## 11. DEFINITIONS



- a) *Allocation Year*. The period from January 1, to December 31, of the succeeding year.
- b) *Annual Residential Development Allocation*. The maximum number of residential units that will be available for allotment in any allocation year as established by the Johnston County Board of Commissioners.
- c) *County Manager*. The County Manager of the county of Johnston or his designee,
- d) *Handicapped Person*. "Handicapped" means, with respect to a person - (1) a physical or mental impairment which substantially limits one or more of such person's major life activities, (2) a record of having such an impairment, or (3) being regarded as having such an impairment, but such term does not include current, illegal use of or addiction to a controlled substance
- e) *Nonresidential Development*. Any public or private development, including civic, commercial, industrial, institutional, religious, and other projects that do not provide housing or dwelling units for occupation other than on a transient basis (such as hotels). Any residential portion of a mixed-use development shall be subject to the provisions and requirements of this ordinance.
- f) *Planning Director*. The Planning Director of the county of Johnston or his designee.
- g) *Residential Development Allotment*. An award of a specific number of units from the annual residential development allocation by the Board of County Commissioners. An allotment is an approval required as a condition precedent to obtaining a building permit unless otherwise provided by this ordinance.
- h) *Residential Unit*. Any building or structure, including mobile homes, manufactured and modular homes, that is wholly or partially used or intended to be used for living or sleeping by one or more human occupants.

## 12. EFFECTIVE DATE

The provisions of this ordinance shall become effective upon a finding that the number of residential permits that may be issued in an allotted period is likely to exceed the annual allocation set forth in section 4.a of this ordinance,

Further, the provisions of this ordinance shall expire on December 31, 2002.

# **Voluntary Agricultural District Program in Johnston County**



## **What is a Voluntary Agricultural District Program?**

A Voluntary Agricultural District Program is a voluntary program that allows landowners and farmers to form special areas where commercial agricultural production is encouraged and protected. It is not zoning. It is designed to create awareness that agriculture is a viable segment of Johnston County's economy in addition to the value of working land as an important natural resource. Over 40 counties in North Carolina have implemented a Voluntary Agricultural District Program, each with their own set of customized ordinances.

## **What is the purpose of the Voluntary Agricultural District Program?**

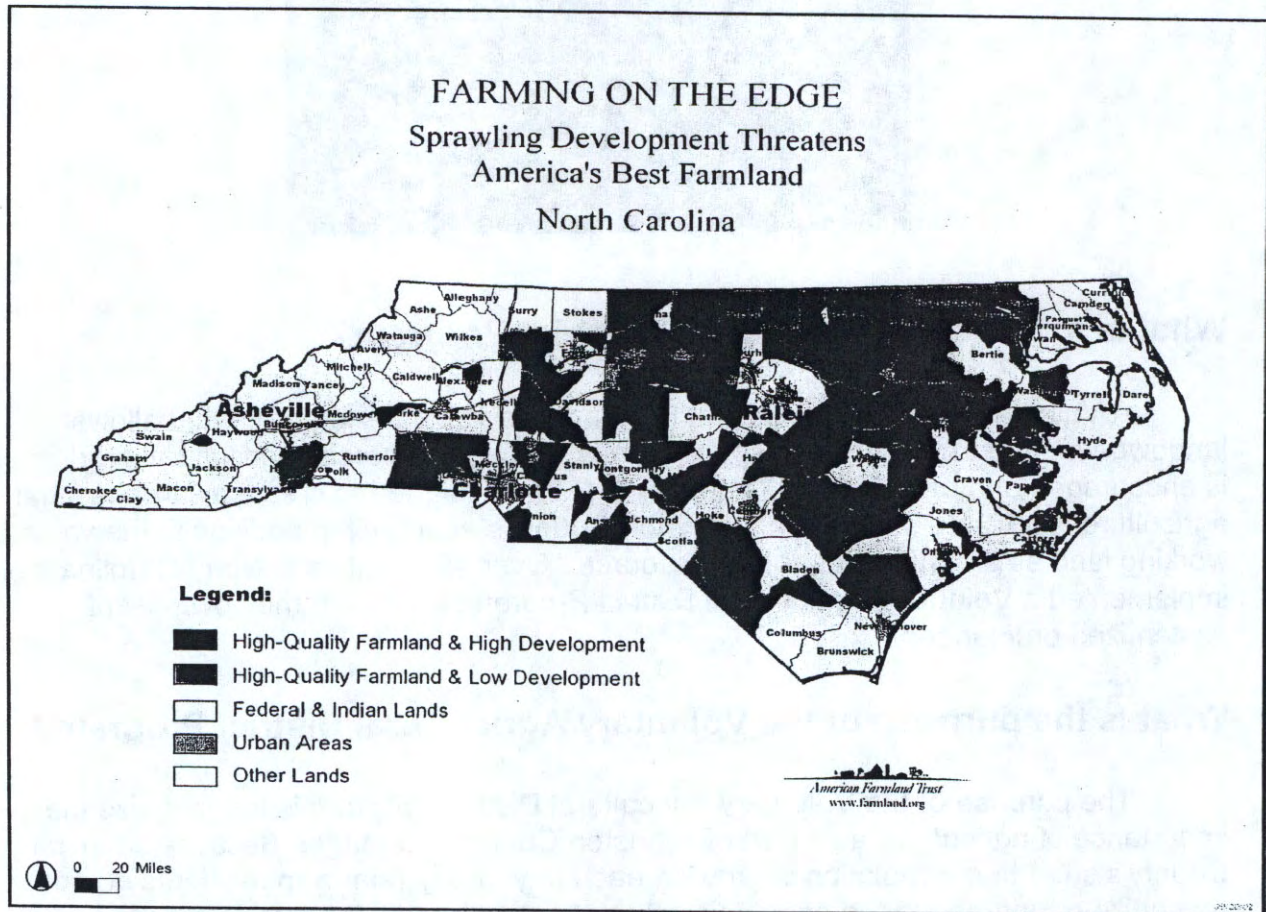
The purpose of the Voluntary Agricultural District Program is to recognize the importance of agriculture as a part of Johnston County's heritage. Because Johnston County's suburban population is growing each day, many non-farm residents do not recognize or appreciate the economic value of agriculture in Johnston County. Voluntary Agricultural Districts create an awareness of an agricultural presence in rural communities. This, in turn, adds to a greater respect and tolerance of farming operations. A Voluntary Agricultural District Program increases the identity and pride of farmers in the community and helps protect them from nuisance lawsuits.

## **History of the Voluntary Agricultural District Program**

In 1985 the North Carolina General Assembly passed the Farmland Preservation Enabling Act (Chapter 106, Article 61-738) which authorizes counties to establish farmland preservation programs including agricultural districts. This law allows county boards of commissioners to create Voluntary Agricultural Districts and adopt ordinances that apply to such districts. Currently, 43 counties in North Carolina have established a Voluntary Agricultural District Program. Included in these are the following adjacent counties: Wake, Franklin, Wilson, Wayne, and Sampson.

## Why have a Voluntary Agricultural District Program in Johnston County?

Johnston County is ranked as one of North Carolina's fastest growing counties.



Johnston County's Rank in North Carolina Agriculture (figures based on 2004 NCDA statistics):

- 1<sup>st</sup> in Number of Farms
- 1<sup>st</sup> in Cash Crops Receipts
- 2<sup>nd</sup> in Tobacco Production
- 2<sup>nd</sup> in Oats Production
- 3<sup>rd</sup> in Sweet Potato Production
- 4<sup>th</sup> in Nursery/Greenhouse Production
- 4<sup>th</sup> in Vegetables, Fruits and Nuts income
- 5<sup>th</sup> in Forestry Income
- 5<sup>th</sup> in Soybean Production
- 6<sup>th</sup> in Total Farm receipts
- 9<sup>th</sup> in Number of Horses

## **Public Benefits**

The public benefits of a Voluntary Agricultural District Program outweigh the costs associated with the program. A Voluntary Agricultural District program protects open space by encouraging working land production. Aesthetically pleasing views of corn and tobacco fields, grazing cattle and woodlands are what attract tourism and growth to the county. And not only does farmland provide these scenic vistas, it utilizes the county's most important natural resource, its soil. Voluntary Agricultural Districts can provide economic diversity and increase opportunities to produce locally grown agricultural commodities. Farmland provides many invaluable benefits to Johnston County citizens – clean water, open space, and wildlife habitat.

## **Landowner/Farmer Benefits**

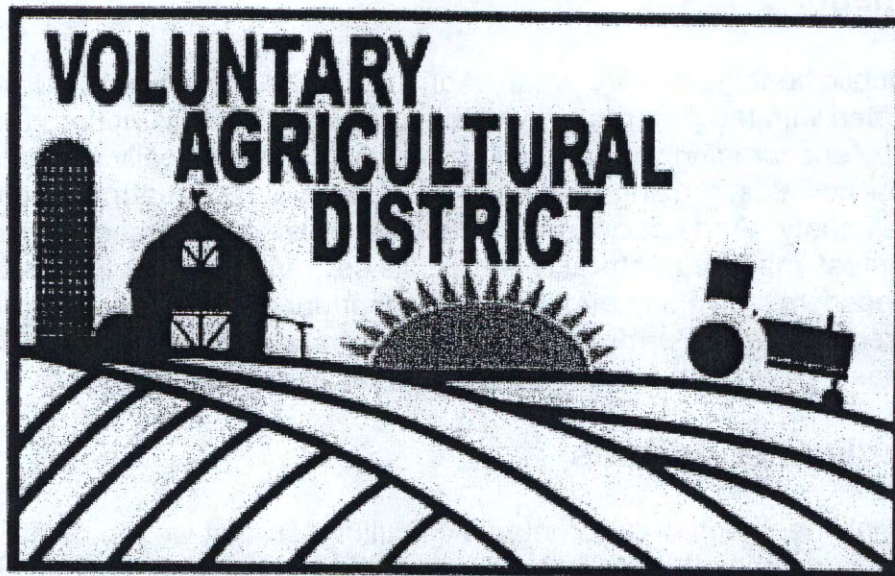
The implementation of a Voluntary Agricultural District would benefit farmers and landowners by promoting the agricultural way of life in the county and help protect and maintain these areas in the county. It increases identity and pride in the agricultural community thus promoting the health and safety of agriculture. A Voluntary Agricultural District will help farmers by informing potential neighbors of an agricultural presence in the community. A Voluntary Agricultural District will help preserve historic farmland and Johnston County's agricultural heritage. In addition, it would encourage the economic health of agriculture in the county and enable farmers to enroll in other Farmland Protection Programs.

## **How Does the Voluntary Agricultural District Program Work?**

Initially, a Voluntary Agricultural District Advisory Board is formed to establish a set of ordinances that govern the program in Johnston County. This Board would be comprised of members of the farming community and agricultural agency members to determine how best the program would work for farmers and landowners in the county. Once the ordinances are established they will be proposed to the County Board of Commissioners for adoption. Upon adoption of the ordinances, farmers and landowners fill out an application to be enrolled in the Voluntary Agricultural District. The Advisory Board reviews and approves the applications. Information is sent to the Register of Deeds to be recorded. Signage is installed on the designated property informing adjacent landowners that that parcel of land is enrolled in a Voluntary Agricultural District Program.

## **Funding for the Voluntary Agricultural District Program**

Funding may vary depending on sponsorship of the program and application fees. Annual Budget may range from \$1500 to \$5000 depending on the number of signs, size and artwork for signs.



## **Why We Need to Implement a Voluntary Agricultural District in Johnston County**

- To identify agricultural areas to the public
- To promote good relationships between farmers and non-farm residents
- To promote natural resource conservation by farmers
- To reduce opportunities for nuisance lawsuits against farmers

***Johnston County***  
**PLANNING & ZONING**  
**INSPECTIONS & PERMITTING**  
"Here to Serve..."

***MEMORANDUM***

**To:** County Commissioners  
**From:** Berry Gray, Senior Planner  
**Date:** June 15, 2006  
**Re:** Land Dedication Amendment

Attached is an Ordinance Amendment to allow the County to further provide for orderly growth through land dedication. Counties in North Carolina now have the authority granted by the General Assembly to enact such an amendment as of January 1, 2006. The County Planning Board has reviewed this amendment and unanimously voted to recommend that it be forwarded to the Commissioners for review.

On behalf of the Planning Board, staff is requesting that the Commissioners call for a public hearing to discuss this amendment.

***Johnston County***  
**PLANNING & ZONING**  
**INSPECTIONS & PERMITTING**  
"Here to Serve..."

***MEMORANDUM***

**To:** County Commissioners  
**From:** Steven Finn, Director  
**Date:** May 26, 2006  
**Re:** Proposed Developer Agreements

The attached ordinance amendment provides an option to the County to enter into development agreements with developers. It is a tool versus a regulation per se, though any agreements if established would be subject to the procedure matters. It is a new tool afforded by the Legislature as of 1/1/06. They may be utilized when large scale or multiple property projects are in play.

As a summary, the proposed Developer Agreements option would allow the County's development review process an opportunity to more effectively address potential community impacts and potential opportunities that are difficult or impossible to accommodate within traditional zoning processes. Large-scale or multiple property developments often require careful integration between public capital facilities planning, financing, and construction schedules and the phasing of the private development. In theory, Developer Agreements would provide an option to allow the County to better structure and manage development approvals for such large-scale developments and ensure their proper integration into local capital facilities programs, Johnston County needs the flexibility in negotiating such developments.

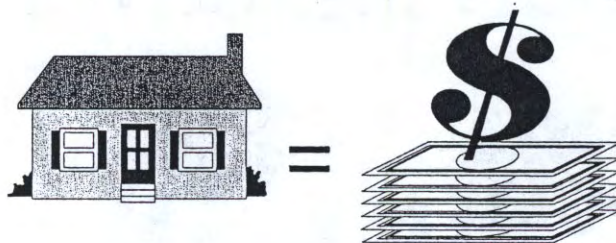
Thus, we request a call for public hearing to discuss this ordinance amendment.



**NAHB**

**THE METRO AREA  
IMPACT OF  
HOME BUILDING IN  
JOHNSTON COUNTY,  
NORTH CAROLINA**

**INCOME, JOBS, AND  
TAXES GENERATED**



Prepared by the Housing Policy Department

July 2006

National Association of Home Builders  
1201 15th Street, NW  
Washington, DC 20005  
202-266-8398

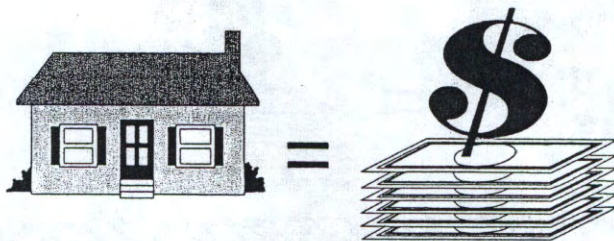




**NAHB**  
NATIONAL ASSOCIATION  
OF HOME BUILDERS

**THE METRO AREA  
IMPACT OF  
HOME BUILDING IN  
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NORTH CAROLINA**

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TAXES GENERATED**



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**Executive Summary**

**Detailed Tables on Income, Jobs, and Taxes**

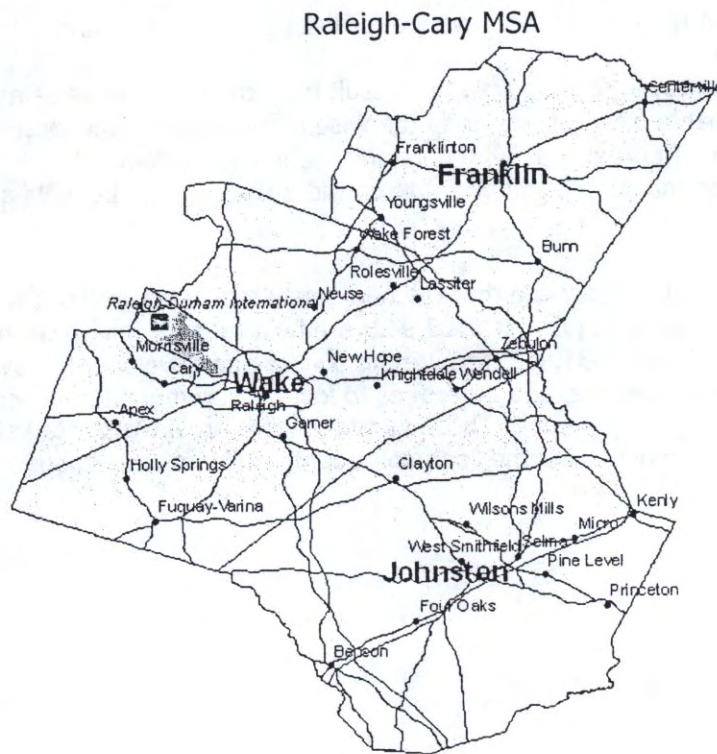
**Background and a Brief Description of the Model Used to Estimate the  
Economic Benefits**

**Technical Documentation**

## EXECUTIVE SUMMARY

Home building generates substantial local economic activity, including new income and jobs for residents, and additional revenue for local governments. The National Association of Home Builders has developed a model to estimate the economic benefits. The model captures the effect of the construction activity itself, the ripple impact that occurs when income earned from construction activity is spent and recycles in the local economy, and the ongoing impact that results from new homes becoming occupied by residents who pay taxes and buy locally produced goods and services. In order to fully appreciate the positive impact residential construction has on a community, it's important to include the ripple effects and the ongoing benefits. Since the NAHB model was initially developed in 1996, it has been successfully applied to construction in over 350 projects, local jurisdictions, metropolitan areas, non-metropolitan counties, and states across the country.

This report presents estimates of the metro area impacts of home building in Johnston County, North Carolina. The comprehensive nature of the NAHB model means that the local area over which the benefits are spread must be large enough to include the places where construction workers live and spend their money, as well as the places where the new home occupants are likely to work, shop, and go for recreation. In practice, this usually means a Metropolitan Statistical Area (MSA) as defined by the U.S. Office of Management and Budget (OMB). Based on local commuting patterns, OMB has identified the Raleigh-Cary MSA as a metro area consisting of three counties (Franklin, Johnston, and Wake) in North Carolina (see map below).



In this report, wherever the terms local or Raleigh-Cary are used, they refer to the entire three-county metro area. The report presents estimates of the impacts of building 1,601 single family homes, based on all new single family home construction in Johnston County in 2005.

The NAHB model produces impacts on income and employment in 16 industries and local government, as well as detailed information about taxes and other types of local government revenue. The key results are summarized below. Additional details are contained in subsequent sections.

◆ The estimated one-year metro area impacts of building 1,601 single family homes in Johnston County include

- \$159.0 million in local income,
- \$15.1 million in taxes and other revenue for local governments, and
- 3,306 local jobs.

These are **local impacts**, representing income and jobs for residents of the Raleigh-Cary MSA, and taxes (and other sources of revenue, including permit fees) for all local jurisdictions within the metro area. They are also **one-year impacts** that include both the direct and indirect impact of the construction activity itself, and the impact of local residents who earn money from the construction activity spending part of it within the local area.

◆ The additional, annually recurring impacts of building 1,601 single family homes in Johnston County include

- \$43.1 million in local income,
- \$7.3 million in taxes and other revenue for local governments, and
- 984 local jobs.

These are **ongoing, annual local impacts** that result from the new homes being occupied, and the occupants paying taxes and otherwise participating in the local economy year after year. In order to fully understand the impact residential construction has on a community, it's important to consider the ongoing benefits as well as the one-time effects.

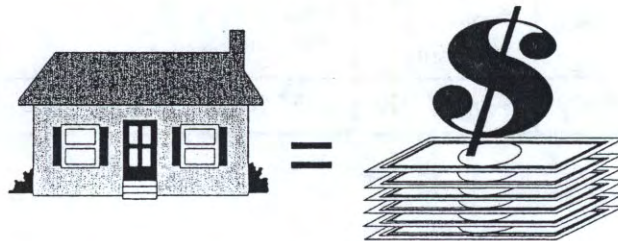
◆ These impacts were calculated assuming that the new single family homes built in the Johnston County have an average price of \$182,942; are built on a lot for which the average value of the raw land is \$31,959; require the builder and developer to pay an average of \$3,546 in impact, permit, and other fees to local governments; and incur an average property tax of \$1,427 per year. These numbers were provided by Market Opportunity Research Enterprises, and the Johnston County Building Inspections Department.



**NAHB**

**THE METRO AREA  
IMPACT OF  
HOME BUILDING IN  
JOHNSTON COUNTY,  
NORTH CAROLINA**

**INCOME, JOBS, AND  
TAXES GENERATED**



**DETAILED  
TABLES ON  
INCOME, JOBS,  
AND TAXES**

# IMPACT OF BUILDING 1,601 SINGLE FAMILY HOMES IN JOHNSTON COUNTY, NORTH CAROLINA

## SUMMARY

*Total One-Year Impact: Sum of Phase I and Phase II:*

Local Income	Local Business Owners' Income	Local Wages and Salaries	Local Taxes <sup>1</sup>	Local Jobs Supported
\$158,953,000	\$47,037,000	\$111,916,000	\$15,061,000	3,306

*Phase I: Direct and Indirect Impact of Construction Activity:*

Local Income	Business Owners' Income	Local Wages and Salaries	Local Taxes <sup>1</sup>	Local Jobs Supported
\$106,959,000	\$30,383,000	\$76,576,000	\$11,375,000	2,184

*Phase II: Induced (Ripple) Effect of Spending the Income and Taxes from Phase I:*

Local Income	Business Owners' Income	Local Wages and Salaries	Local Taxes <sup>1</sup>	Local Jobs Supported
\$51,994,000	\$16,654,000	\$35,340,000	\$3,686,000	1,122

*Phase III: Ongoing, Annual Effect that Occurs When New Homes are Occupied:*

Local Income	Local Business Owners' Income	Local Wages and Salaries	Local Taxes <sup>1</sup>	Local Jobs Supported
\$43,115,000	\$12,943,000	\$30,172,000	\$7,332,000	984

<sup>1</sup> The term local taxes is used as a shorthand for local government revenue from all sources: taxes, fees, fines, revenue from government-owned enterprises, etc...

**IMPACT OF BUILDING 1,601 SINGLE FAMILY HOMES IN JOHNSTON CO., NC  
PHASE I - DIRECT AND INDIRECT IMPACT OF CONSTRUCTION ACTIVITY**

**A. Local Income and Jobs by Industry**

Industry	Local Income	Local Business Owners' Income	Local Wages and Salaries	Wages & Salaries per Full-time Job	Number of Local Jobs Supported
Construction	\$74,445,000	\$19,241,000	\$55,204,000	\$36,000	1,551
Manufacturing	\$210,000	\$25,000	\$185,000	\$34,000	5
Transportation	\$536,000	\$61,000	\$475,000	\$22,000	21
Communications	\$1,055,000	\$372,000	\$683,000	\$52,000	13
Utilities	\$605,000	\$432,000	\$173,000	\$60,000	3
Wholesale and Retail Trade	\$11,243,000	\$1,719,000	\$9,524,000	\$29,000	333
Finance and Insurance	\$2,030,000	\$231,000	\$1,799,000	\$60,000	30
Real Estate	\$1,828,000	\$1,594,000	\$234,000	\$35,000	7
Personal & Repair Services	\$951,000	\$879,000	\$72,000	\$38,000	2
Services to Dwellings / Buildings	\$488,000	\$163,000	\$325,000	\$24,000	13
Business & Professional Services	\$12,283,000	\$4,726,000	\$7,557,000	\$39,000	194
Eating and Drinking Places	\$220,000	\$146,000	\$74,000	\$15,000	5
Automobile Repair & Service	\$287,000	\$251,000	\$36,000	\$36,000	1
Entertainment Services	\$71,000	\$24,000	\$47,000	\$34,000	1
Health, Educ. & Social Services	\$8,000	\$3,000	\$5,000	\$29,000	0
Local Government	\$105,000	\$105,000	\$0	\$39,000	0
Other	\$594,000	\$411,000	\$183,000	\$41,000	4
<b>Total</b>	<b>\$106,959,000</b>	<b>\$30,383,000</b>	<b>\$76,576,000</b>	<b>\$35,000</b>	<b>2,184</b>

*Note: Business & professional services include architectural and engineering services. The "other" category consists mostly of landscaping services, and the production of greenhouse and nursery products.*

**B. Local Government General Revenue by Type**

TAXES:		USER FEES & CHARGES:	
Business Property Taxes	\$226,000	Residential Permit / Impact Fees	\$5,678,000
Residential Property Taxes	\$0	Utilities & Other Govt. Enterprises	\$2,022,000
General Sales Taxes	\$2,234,000	Hospital Charges	\$191,000
Specific Excise Taxes	\$16,000	Transportation Charges	\$195,000
Income Taxes	\$0	Education Charges	\$145,000
License Taxes	\$12,000	Other Fees and Charges	\$339,000
Other Taxes	\$317,000	<b>TOTAL FEES &amp; CHARGES</b>	<b>\$8,570,000</b>
<b>TOTAL TAXES</b>	<b>\$2,805,000</b>	<b>TOTAL GENERAL REVENUE</b>	<b>\$11,375,000</b>

**IMPACT OF BUILDING 1,801 SINGLE FAMILY HOMES IN JOHNSTON CO., NC**  
**PHASE II-INDUCED EFFECT OF SPENDING INCOME AND TAX REVENUE FROM PHASE I**

**A. Local Income and Jobs by Industry**

Industry	Local Income	Local Business Owners' Income	Local Wages and Salaries	Wages & Salaries per Full-time Job	Number of Local Jobs Supported
Construction	\$776,000	\$128,000	\$647,000	\$36,000	18
Manufacturing	\$186,000	\$23,000	\$163,000	\$34,000	5
Transportation	\$846,000	\$31,000	\$815,000	\$32,000	25
Communications	\$2,923,000	\$1,140,000	\$1,783,000	\$52,000	34
Utilities	\$1,141,000	\$514,000	\$627,000	\$61,000	10
Wholesale and Retail Trade	\$7,139,000	\$1,167,000	\$5,972,000	\$25,000	243
Finance and Insurance	\$2,276,000	\$299,000	\$1,977,000	\$52,000	38
Real Estate	\$8,042,000	\$7,011,000	\$1,031,000	\$35,000	30
Personal & Repair Services	\$3,178,000	\$1,673,000	\$1,506,000	\$26,000	57
Services to Dwellings / Buildings	\$743,000	\$249,000	\$495,000	\$24,000	20
Business & Professional Services	\$4,710,000	\$1,907,000	\$2,803,000	\$35,000	81
Eating and Drinking Places	\$2,047,000	\$406,000	\$1,642,000	\$15,000	110
Automobile Repair & Service	\$1,480,000	\$722,000	\$758,000	\$50,000	15
Entertainment Services	\$922,000	\$333,000	\$589,000	\$28,000	21
Health, Educ. & Social Services	\$5,375,000	\$963,000	\$4,412,000	\$35,000	125
Local Government	\$8,426,000	\$0	\$8,426,000	\$39,000	217
Other	\$1,783,000	\$88,000	\$1,695,000	\$24,000	70
<b>Total</b>	<b>\$51,994,000</b>	<b>\$16,654,000</b>	<b>\$35,340,000</b>	<b>\$32,000</b>	<b>1,122</b>

*Note: Business & professional services include architectural and engineering services. The "other" category consists mostly of landscaping services, and the production of greenhouse and nursery products.*

**B. Local Government General Revenue by Type**

TAXES:		USER FEES & CHARGES:	
Business Property Taxes	\$1,102,000	Residential Permit / Impact Fees	\$0
Residential Property Taxes	\$0	Utilities & Other Govt. Enterprises	\$1,252,000
General Sales Taxes	\$392,000	Hospital Charges	\$93,000
Specific Excise Taxes	\$79,000	Transportation Charges	\$97,000
Income Taxes	\$0	Education Charges	\$72,000
License Taxes	\$10,000	Other Fees and Charges	\$274,000
Other Taxes	\$317,000	<b>TOTAL FEES &amp; CHARGES</b>	<b>\$1,786,000</b>
<b>TOTAL TAXES</b>	<b>\$1,900,000</b>	<b>TOTAL GENERAL REVENUE</b>	<b>\$3,686,000</b>

**IMPACT OF BUILDING 1,601 SINGLE FAMILY HOMES IN JOHNSTON CO., NC  
PHASE III- ONGOING, ANNUAL EFFECT THAT OCCURS BECAUSE UNITS ARE OCCUPIED**

**A. Local Income and Jobs by Industry**

Industry	Local Income	Local Business Owners' Income	Local Wages and Salaries	Wages & Salaries per Full-time Job	Number of Local Jobs Supported
Construction	\$878,000	\$152,000	\$726,000	\$36,000	20
Manufacturing	\$177,000	\$22,000	\$155,000	\$34,000	5
Transportation	\$558,000	\$28,000	\$530,000	\$30,000	18
Communications	\$2,790,000	\$1,091,000	\$1,699,000	\$52,000	32
Utilities	\$1,184,000	\$535,000	\$649,000	\$61,000	11
Wholesale and Retail Trade	\$7,022,000	\$1,148,000	\$5,874,000	\$25,000	239
Finance and Insurance	\$2,527,000	\$321,000	\$2,207,000	\$51,000	43
Real Estate	\$4,176,000	\$3,641,000	\$535,000	\$35,000	15
Personal & Repair Services	\$2,334,000	\$1,280,000	\$1,054,000	\$27,000	39
Services to Dwellings / Buildings	\$781,000	\$261,000	\$520,000	\$24,000	22
Business & Professional Services	\$4,486,000	\$1,835,000	\$2,651,000	\$35,000	75
Eating and Drinking Places	\$1,956,000	\$388,000	\$1,568,000	\$15,000	105
Automobile Repair & Service	\$1,591,000	\$792,000	\$798,000	\$47,000	17
Entertainment Services	\$888,000	\$314,000	\$575,000	\$28,000	21
Health, Educ. & Social Services	\$5,195,000	\$986,000	\$4,208,000	\$35,000	120
Local Government	\$4,093,000	\$0	\$4,093,000	\$39,000	106
Other	\$2,478,000	\$150,000	\$2,328,000	\$24,000	97
<b>Total</b>	<b>\$43,115,000</b>	<b>\$12,943,000</b>	<b>\$30,172,000</b>	<b>\$31,000</b>	<b>984</b>

*Note: Business & professional services include architectural and engineering services. The "other" category consists mostly of landscaping services, and the production of greenhouse and nursery products.*

**B. Local Government General Revenue by Type**

TAXES:		USER FEES & CHARGES:	
Business Property Taxes	\$929,000	Residential Permit / Impact Fees	\$0
Residential Property Taxes	\$1,885,000	Utilities & Other Govt. Enterprises	\$3,238,000
General Sales Taxes	\$330,000	Hospital Charges	\$241,000
Specific Excise Taxes	\$67,000	Transportation Charges	\$80,000
Income Taxes	\$0	Education Charges	\$60,000
License Taxes	\$8,000	Other Fees and Charges	\$228,000
Other Taxes	\$265,000	<b>TOTAL FEES &amp; CHARGES</b>	<b>\$3,847,000</b>
	<b>\$3,485,000</b>		<b>\$7,332,000</b>



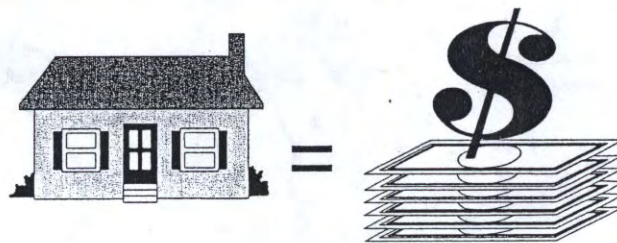
TOTAL TAXES		TOTAL GENERAL REVENUE	
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**NAHB**

**THE METRO AREA  
IMPACT OF  
HOME BUILDING IN  
JOHNSTON COUNTY,  
NORTH CAROLINA**

**INCOME, JOBS, AND  
TAXES GENERATED**

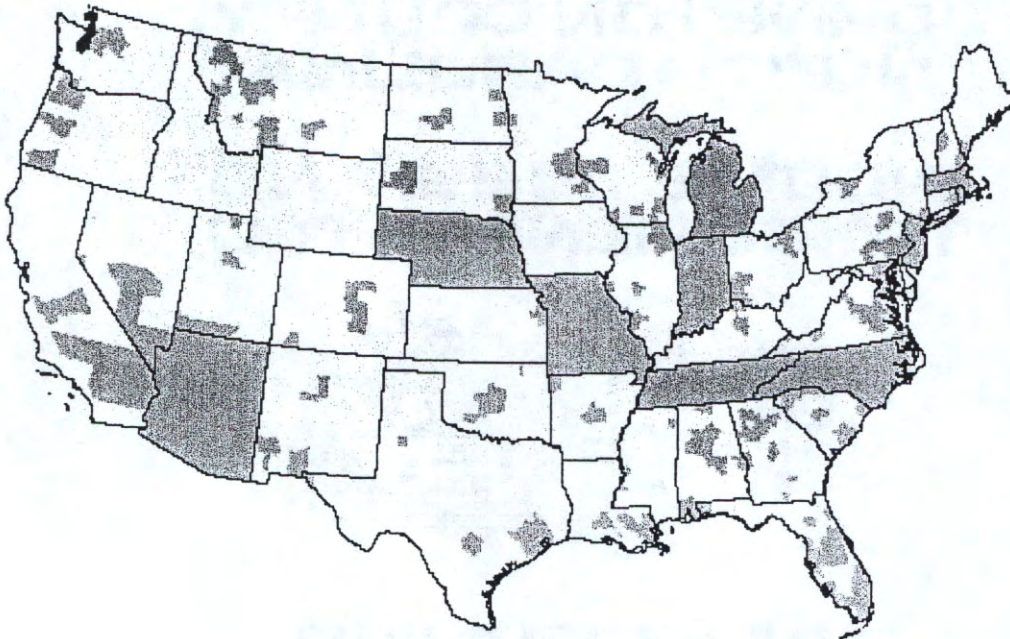


**BACKGROUND  
AND A BRIEF  
DESCRIPTION OF  
THE MODEL USED  
TO ESTIMATE THE  
ECONOMIC  
BENEFITS**

The Housing Policy Department of the National Association of Home Builders (NAHB) maintains an economic model that it uses to estimate the local economic benefits of home building. Originally developed in 1996, the model was at first calibrated to a typical metropolitan area using national averages, but from the beginning was capable of being adapted to a specific local economy by replacing key housing market variables. The initial version of the model could be applied to single family construction, multifamily construction, or a combination of the two.

In March of 1997, NAHB began customizing the model to various areas around the country on a routine basis, primarily at the request of its local affiliated associations. By February of 2006, the Housing Policy Department had produced over 350 of these customized reports analyzing residential construction in various metropolitan areas, non-metropolitan counties, and states across the country (darker shaded areas in the map below).

Areas Covered by Previous NAHB Local Impact Studies



The reports have analyzed the impacts of specific housing projects, as well as total home building in areas as large as entire states. In 2002, NAHB developed new versions of the model to analyze active adult housing projects and multifamily development financed with the Low-Income Housing Tax Credit. In 2005 a version of the model that analyzes residential remodeling was added to the mix.

Results from NAHB's local impact model have been used by outside organizations such as universities, state housing authorities and affordable housing agencies:

- The Shimborg Center for Affordable Housing at the University of Florida used results from the NAHB model to establish that "the real estate taxes paid year after year are the most obvious long-term economic benefit to the community. Probably the second most obvious long-term economic benefit is the purchases made by the family occupying the completed home." [www.shimberg.ufl.edu/pdfs/Newslett-June02.pdf](http://www.shimberg.ufl.edu/pdfs/Newslett-June02.pdf)
- The Center for Applied Economic Research at Montana State University used "results from an input-output model developed by the National Association of Home Builders to assess the impacts to local areas from new home construction." The results show that "the construction industry contributes substantially to Montana's economy accounting for 5.5 percent of Gross State Product." [www.msubillings.edu/caer/The%20Impact%20of%20Home%20Construction%20in%20Montana.pdf](http://www.msubillings.edu/caer/The%20Impact%20of%20Home%20Construction%20in%20Montana.pdf)
- The Housing Education and Research Center at Michigan State University also adopted the NAHB approach: "The underlying basis for supporting the implementation of this [NAHB] model on Michigan communities is that it provides quantifiable results that link new residential development with commercial and other forms of development therefore illustrating the overall economic effects of residential growth." [www.canr.msu.edu/cm/herc/h5over.html](http://www.canr.msu.edu/cm/herc/h5over.html)
- The Center for Economic Development at the University of Massachusetts found that "Home building generates substantial local economic activity, including income, jobs, and revenue for state and local governments. These far exceed the school costs-to-property-tax ratios. ...these factors were evaluated by means of a quantitative assessment of data from the National Association of Home Builder's Local Impact of Home Building model" [www.donahue.umassp.edu/publications/housing/7-economicco.html](http://www.donahue.umassp.edu/publications/housing/7-economicco.html)
- Similarly, the Association of Oregon Community Development Organizations decided to base its analysis of affordable housing on the NAHB model, stating that "This model is widely respected and utilized in analyzing the economic impact of market rate housing development," and that, compared to alternatives, it "is considered the most comprehensive and is considered an improvement on most previous models." [www.aocdo.org/docs/EcoDevoStudyFinal.pdf](http://www.aocdo.org/docs/EcoDevoStudyFinal.pdf)
- The Boone County Kentucky Planning Commission included results from the NAHB model in its 2005 Comprehensive Report. The Planning Commission used values from the impact model to quantify the increase in local income, taxes, revenue, jobs, and overall local economic impacts in the Metro Area as a result of new home construction. <http://www.boonecountyky.org/pc/2005CompPlan.aspx>

## A Brief Description of the Model

The NAHB model is divided into three phases. Phases I and II are one-time effects. Phase I captures the effects that result directly from the construction activity itself and the local industries that contribute to it. Phase II captures the effects that occur as a result of the wages and profits from Phase I being spent in the local economy. Phase III is an ongoing, annual effect that includes property tax payments and the result of the completed unit being occupied.

**Phase I:  
Local Industries  
Involved in  
Home Building**

**The jobs, wages, and local taxes (including permit, utility connection, and impact fees) generated by the actual development, construction, and sale of the home.** These jobs include on-site and off-site construction work as well as jobs generated in retail and wholesale sales of components, transportation to the site, and the professional services required to build a home and deliver it to its final customer.

**Phase II:  
Ripple Effect**

**The wages and profits for local area residents earned during the construction period are spent on other locally produced goods and services.** This generates additional income for local residents, which is spent on still more locally produced goods and services, and so on. This continuing recycling of income back into the community is usually called a *multiplier* or *ripple* effect.

**Phase III:  
Ongoing,  
Annual Effect**

**The local jobs, income, and taxes generated as a result of the home being occupied.** A household moving into a new home generally spends about three-fifths of its income on goods and services sold in the local economy. A fraction of this will become income for local workers and local businesses proprietors. In a typical local area, the household will also pay 1.25 percent of its income to local governments in the form of taxes and user fees, and a fraction of this will become income for local government employees. This is the first step in another set of economic ripples that cause a permanent increase in the level of economic activity, jobs, wages, and local tax receipts.

## **Modeling a Local Economy**

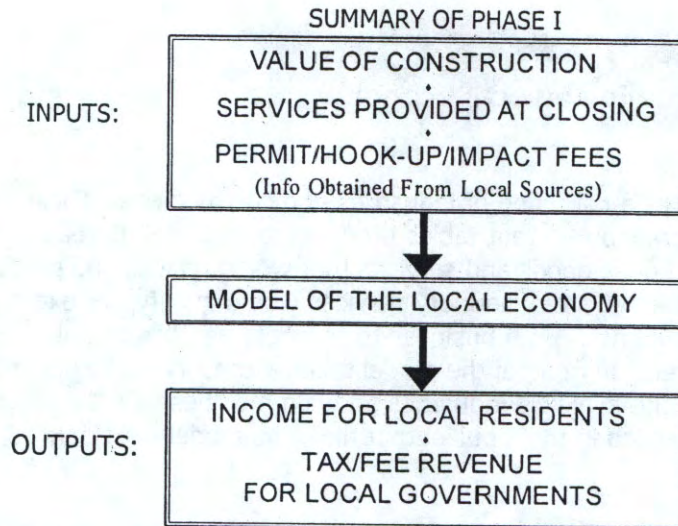
The model defines a local economy as a collection of industries and commodities. These are selected from the detailed benchmark input-output tables produced by the U.S. Bureau of Economic Analysis. The idea is to choose goods and services that would typically be produced, sold, and consumed within a local market area. Laundry services would qualify, for example, while automobile manufacturing would not. Both business-to-business and business-to-consumer transactions are considered. In general the model takes a conservative approach and retains a relatively small number of the available industries and commodities. Of the roughly 600 industries and commodities provided in the input-output files, the model uses only 93 commodities and 95 industries.

The design of the model implies that a local economy should include not only the places people live, but also the places where they work, shop, typically go for entertainment, etc. This corresponds reasonably well to the concepts of Metropolitan Statistical Areas and Primary Metropolitan Statistical Areas. These are areas defined by the U.S. Office of Management and Budget, based on local commuting patterns, and outside of the New England area are aggregations of counties. Outside of these officially defined metropolitan areas, NAHB has determined that a county will usually satisfy the model's requirements.

For a particular local area, the model adjusts the indirect business tax section of the national input-output accounts to account for the fiscal structure of local governments in the area. The information used to do this comes primarily from the U.S. Census Bureau's Census of Governments. Wages and salaries are extracted from the employee compensation section of the input-output accounts on an industry-by-industry basis. In order to relate wages and salaries to employment, the model incorporates data on local wages per job published by the Bureau of Economic Analysis.

## **Phase I: Construction**

In order to estimate the local impacts generated by home building, it is necessary to know the sales price of the homes being built, how much raw land contributes to the final price, and how much the builder and developer pay to local area governments in the form of permit, utility connection, impact, and other fees. This information is not generally available from national sources and in most cases must be provided by representatives from the area in question who have specialized knowledge of local conditions.

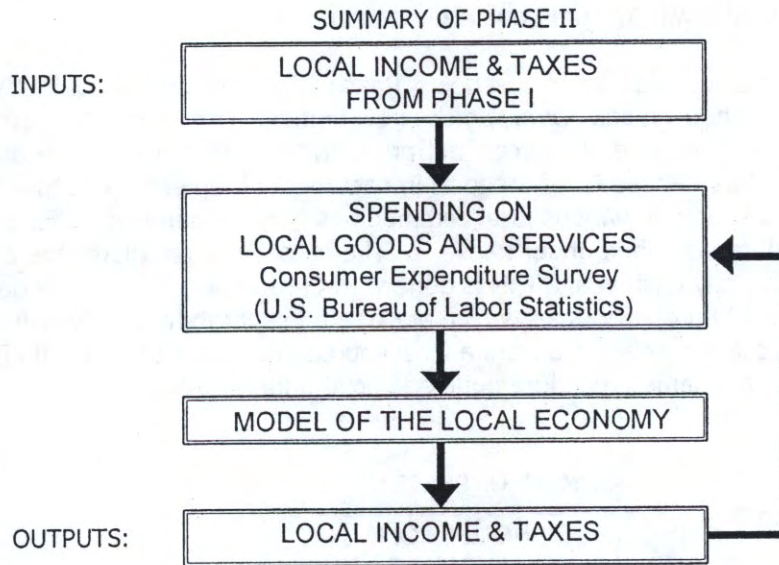


The model subtracts raw land value from the price of new construction and converts the difference into local wages, salaries, business owners' income, and taxes. This is done separately for all 95 local industries. In addition, the taxes and fees collected by local governments during the construction phase generate wages and salaries for local government employees. Finally the number of full time jobs supported by the wages and salaries generated in each private local industry and the local government sector is estimated.

## Phase II: The Construction Ripple

Clearly, the local residents who earn income in Phase I will spend a share of it. Some of this will escape the local economy. A portion of the money used to buy a new car, for example, will become wages for autoworkers who are likely to live in another city, and increased profits for stockholders of an automobile manufacturing company who are also likely to live elsewhere. A portion of the spending, however, will remain within, and have an impact on, the local economy. The car is likely to be purchased from a local dealer and generate income for a salesperson who lives in the area, as well for local workers who provide cleaning, maintenance, and other services to the dealership. Consumers also are likely to purchase many services locally, as well as to pay taxes and fees to local governments.

This implies that the income and taxes generated in Phase I become the input for additional economic impacts analyzed in what we call Phase II of the model. Phase II begins by estimating how much of the added income households spend on each of the local commodities. This requires detailed analysis of data from the Consumer Expenditure Survey (CES), which is conducted by the U.S. Bureau of Labor Statistics primarily for the purpose of determining the weights for the Consumer Price Index. The analysis produces household spending estimates for 56 local commodities (the remainder of the 93 local commodities entering the model exclusively through business-to-business transactions).



The model then translates the estimated local spending into local business owners' income, wages and salaries, jobs, and taxes. This is essentially the same procedure applied to the homes sold to consumers in Phase I. In Phase II, however, the procedure is applied simultaneously to 56 locally produced and sold commodities.

In other words, the model converts the local income earned in Phase I into local spending, which then generates additional local income. But this in turn will lead to additional spending, which will generate more local income, leading to another round of spending, and so on. Calculating the end result of these economic is a straightforward exercise in mathematics.

### Phase III: The Ongoing Impacts

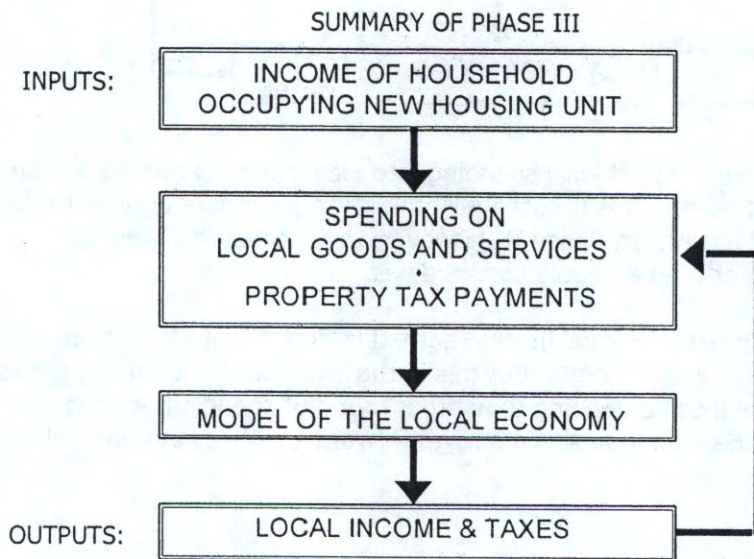
Like Phase II, Phase III involves computing the sum of successive ripples of economic activity. In Phase III, however, the first ripple is generated by the income and spending of a new household (along with the additional property taxes local governments collect as a result of the new structure). This does not necessarily imply that all new homes must be occupied by households moving in from outside the local area. It may be that an average new-home household moves into the newly constructed unit from elsewhere in the same local area, while average existing-home household moves in from outside to occupy the unit vacated by the first household. Alternatively, it may be that the new home allows the local area to retain a household that would otherwise move out of the area for lack of suitable housing.

In any of these cases, it is appropriate to treat a new, occupied housing unit as a net gain to the local economy of one household with average characteristics for a household that occupies a new home. This reasoning is often used, even if unconsciously, when it is assumed that a



new home will be occupied by a household with average characteristics—for instance, an average number of children who will consume public education.

To estimate the impact of the net additional households, Phase III of the model requires an estimate of the income of the households occupying the new homes. The information used to compute this estimate comes from several sources, but primarily from an NAHB statistical model based on decennial census data. Phase III of the local impact model then estimates the fraction of income these households spend on various local commodities. This is done with CES data and is similar to the procedure described under Phase II. The model also calculates the amount of local taxes the households pay each year. This is done with Census of Governments data except in the case of residential property taxes, which are treated separately, and for which specific information must usually be obtained from a local source. Finally, a total ripple effect is computed, using essentially the same procedure outlined above under Phase II.



The details covered here provide only a brief description of the model NAHB uses to estimate the local economic benefits of home building. For a more complete description, see the technical documentation at the end of the report. For additional information about the model, or questions about applying it to a particular local area, contact one of the following in NAHB's Housing Policy Department:

- ☎ David Crowe, Senior Staff Vice President (202) 266-8383
- ☎ Paul Emrath, Assistant Staff Vice President (202) 266-8449
- ☎ Elliot Eisenberg, Senior Economist (202) 266-8398

## Economic Impacts of Home Building in Johnston County

July 2006

Home Builders Association of  
Johnston County

Randy Summerlin, President  
Sherry Pinney-Phillips, Executive Director

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### Home Building

- Generates substantial economic activity  
\$159,000,000.00 in local income
- Generates new income and jobs  
3,306 new jobs from construction
- Generates new revenue for government  
\$15,100,000.00 new taxes in 2005

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### Johnston County Employment

• Government	18.6%	7,491
• Manufacturing	17.6%	7,082
• Retail Trade	12.9%	5,181
• Health Care	10.6%	4,262
• Education		4,168
• Construction	9.5%	3,820
• Motel/Food	9.1%	3,650
• All others	21.4%	<u>8,598</u>
• Total		40,084

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### Modeling a Local Economy

- Collection of industries and commodities
- Typical of a local market area
- Business to business and to consumer
- 600 industries and commodities in US Bureau of Economic Analysis
- 93 commodities
- 95 industries

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### Model of Local Economy

- Captures where people live and work
- Considers where they shop and go for entertainment
- Metropolitan Statistical Area
- Based on job commuting patterns
- US Census Bureau Census of Government
- US Bureau of Economic Analysis

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### National Association of Home Builders Model

- Phase I and II are one-time effects
- Phase I captures the direct effects from the construction activity and the local businesses that support the activity
- Phase II captures the effects of the wages and profits from Phase I being spent
- Phase III is the ongoing, annual effects that includes property tax and occupation

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### Basis for the calculations

- Average price of home - **\$182,942**
- Average lot price - **\$31,959**
- Average builder fees per home - **\$3,546**
- Average property tax per home - **\$1,427**

These numbers were provided by Market Opportunity Research Enterprises and the Johnston County Building Inspections Department.

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### Estimated impact of 1601 homes

#### First year impacts

- **\$159.0** million in local income
- **\$15.1** million in taxes & other revenue for local governments
- **3,306** local jobs

#### Ongoing, annually recurring impacts

- **\$47.1** million in local income
- **\$7.3** million in taxes & other revenue for local governments
- **984** local jobs

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### Questions ?

Thank you for attending.  
Home Builders Association of  
Johnston County

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New Home Permits									
2005									
Month	New Homes	Value in \$\$	New Taxes	Inspection fees	#Stu.	PerPupExp	Net to County		
JAN	83	\$11,971,014	\$93,374	\$29,223	50	\$95,525	\$27,072		
Feb	125	\$17,758,650	\$138,517	\$44,010	50	\$95,909	\$86,619		
Mar	132	\$19,165,506	\$149,491	\$46,475	53	\$101,279	\$94,686		
Apr	147	\$21,393,687	\$166,871	\$51,756	59	\$112,788	\$105,838		
May	121	\$17,596,492	\$137,253	\$42,602	48	\$92,839	\$87,015		
Jun	196	\$29,459,423	\$229,783	\$69,008	78	\$150,385	\$148,407		
Jul	161	\$23,894,325	\$186,376	\$56,685	64	\$123,530	\$119,530		
Aug	103	\$15,643,425	\$122,019	\$36,264	41	\$79,029	\$79,254		
Sep	133	\$19,752,600	\$154,070	\$46,827	53	\$102,047	\$98,850		
Oct	86	\$12,866,500	\$100,359	\$30,279	34	\$65,985	\$64,653		
Nov	117	\$18,398,890	\$143,511	\$41,193	47	\$89,770	\$94,934		
Dec	120	\$18,610,720	\$145,164	\$42,250	48	\$92,072	\$95,341		
<b>Total 2005</b>	<b>1524</b>	<b>\$226,511,232</b>	<b>\$1,766,788</b>	<b>\$536,570</b>	<b>626</b>	<b>\$1,201,158</b>	<b>\$1,102,199</b>		

## Impact of Homebuilding in Johnston County Response from Commissioner Mims

The National Association of Homebuilder's (NAHB) recent study (based on a computer model developed in 1996) for a typical metropolitan area severely skews the numbers for Johnston County when Wake County is included. Also, figures for impact fees, and local income, tend to lead the reader to assume county government is flush with extra revenue. Since Johnston County doesn't have impact fees on new home construction and doesn't collect income tax, these figures are irrelevant. Computer models are used to predict lots of things in our world of sophisticated technology, but they are not always accurate. An example of that is weather forecasts and hurricane models.

The model clearly states that the impacts were calculated assuming that new single family homes built in Johnston County have an average price of \$182,942 and are built on lots for which the average value of the raw land is \$31,959; require the builder and developer to pay an average of \$3,546 in impact, permit and other fees to local governments and incur an average property tax of \$1,427 per year. The Johnston County Homebuilder's Association's (JCHB) spreadsheet does not agree with the above assumptions. According to the spreadsheet, the average sales price of 1524 homes built in 2005 was \$148,629 and since revaluation, our tax value has dropped to approximately 89% of sales price putting the average tax value at \$132,280 per home. Raw land is land that does not have subdivision approval, roads, water lines, sewer lines or other improvements. The model states raw land averages \$31,959. We aren't there yet, and the JCHB states average lot

price at \$31,959. As I said above, we do not have impact fees in Johnston County. We do show a profit of roughly \$200,000 in the year 2005 example, thanks to an agreement reached in the year 2000 by then Commissioner Fred Smith and the JCHB to increase inspection fees to ward off a call for impact fees. As for average property tax bill in the example, it would be \$1,032 per year, not \$1,427 per year (per NAHB) or \$1,159 per year (per JCHB.)

The JCHB spreadsheet shows 1524 new homes producing 626 students or 0.41 students per new home. The Johnston County Board of Education has worked with a consultant (OR-ED) for many years who has calculated that the average new home will produce 0.64 students per home. Therefore, the number of students in the JCHB spreadsheet would need to show 975 students instead of 626. Personally, the way our schools are filling up, I think both groups may be low in their projections.

With these new numbers included in the spreadsheet, there is a net loss to the county of \$516,080 instead of a surplus of \$1,102,199 for 1524 new homes. And that is just for education purposes. Education expenses take about 45% of the services a residential tax bill should pay for. Let's assume we break even on education at \$1,572,441 (new taxes:) that would still leave \$1,921,872 short for the other 55% or a loss of \$1261 per new home. To look at the bigger picture, 29,028 school students come from 45,356 homes. If each has a \$1261 loss, that is a \$57 million cost to the county. One could argue that Johnston County makes that up in sales tax revenues. However, with our sales tax

proceeds at approximately \$30 million, that would still leave us \$27 million short. Thank goodness for commercial and industrial growth in Johnston County, which follows rooftops. Without them, our tax rate would be \$1.54 instead of 78 cents.



JCHB

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Month	New Homes	Value in \$\$	New Taxes	Inspection fees	#Stu.	PerPupExp	Net to County
2005							
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1,572,441 Rev  
 -2,292,096 Exp  
 (-719,650)  
 +203,570 net inspect.  
 (-\$516,080) loss

975 x \$2350 =  
 \$2,292,096  
 Per pup Exp.

975  
 AR-ED  
 .64  
 students  
 per  
 home

Env. Health - 333,000  
 \$203,570  
 Inspections has a gain.  
 Environmental Health has a Loss on Residential inspections

\$1,572,441

Tax value at 89% of sale price.  
 \$201,594,997

226,511,232 ÷ 1524 =  
 \$148,629 Ave sale price X .89 =  
 \$132,280 Ave tax value

Johnson County

\* Assume new homes pay their educational way  
 45% Edu. = \$1,572,441 ÷ 1032/home @ 78¢  
 55% other = \$1,921,872 ÷ 1261/home  
 100% = \$3,494,313 ÷ 2293/home @ 1.54 tax rate

\$68,228,477  
 ÷ 29,028  
 \$2356/student

JC School debt service = \$23 mil.  
 JC School current exp = \$41,828,477  
 JC School Capital outlay = \$3.4 mil.  
 JC School enrollment = 29,028

29,028 students ÷ .64 students/home = 45,356 homes x \$1,261 home = \$57,194,231 loss + 30 sales tax = (-\$27,194,231) loss  
 (-\$27,194,231) loss