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# **Moore County Infrastructure Integration Plan**

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Prepared for the Fort Bragg Regional Alliance  
June 2011

CLARION

*In an effort to conserve paper, this report is formatted to be printed double-sided.*

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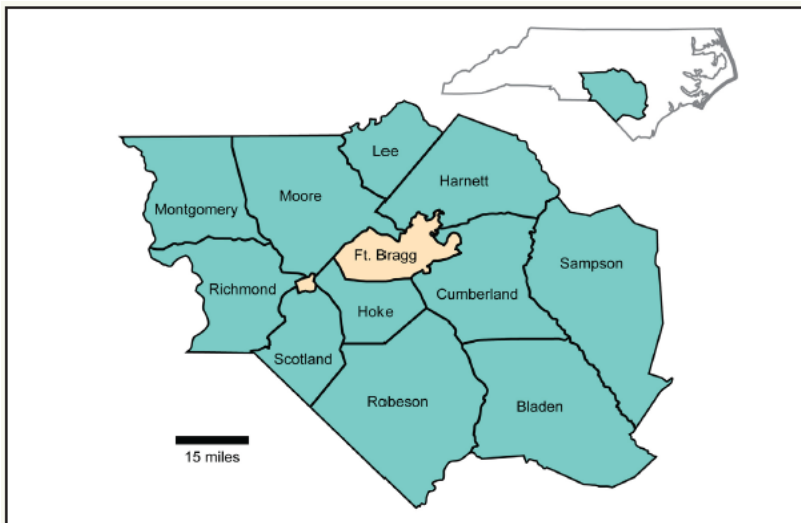
*This study was prepared under contract with the Fort Bragg Regional Alliance with financial support from the Office of Economic Adjustment, Department of Defense. The content reflects the views of the BRAC Regional Task Force and does not necessarily reflect the views of the Office of Economic Adjustment.*

# INTRODUCTION

## BACKGROUND

This report offers options for coordinating infrastructure planning among local governments in Moore County, North Carolina. The focus is on the need for expansion of public infrastructure systems related to water supply, water treatment, wastewater treatment, and schools, and how to achieve integrated planning for those infrastructure components.

The need for expansion of these infrastructure systems in and around Moore County is compelling. Major growth in the region's population is imminent. The reassignment of FORSCOM and USARC to Fort Bragg and the base's resulting expansion require careful planning to ensure a near- and long-term capacity to meet the base's needs and accommodate the projected growth throughout the region. The Fort Bragg Regional Alliance (formerly the BRAC Regional Task Force) has recently completed a Comprehensive Regional Growth Plan to move toward these ends.



One key recommendation of the Regional Growth Plan is to better coordinate infrastructure planning within this 11 county region. Infrastructure expansion is needed, and is best and most efficiently achieved through coordinated efforts. The Fort Bragg Regional Alliance selected Moore County for in-depth study (one of the 11 counties in this region) to explore and demonstrate how coordinated planning can be achieved.

The goal of this initiative is to present a model for integrated capital investment planning for the counties and municipalities of the Fort Bragg Region that will (1) facilitate regional, intergovernmental collaboration on infrastructure investments (water, wastewater, schools), capital equipment, and service provision; (2) preserve financial resources by maximizing efficiencies in service delivery; (3) direct growth in a smart and sustainable manner to ensure continued quality of life and preservation of resources; and (4) enhance the resiliency of communities in this region by connecting infrastructure systems so that capacities can be shared in response to emergency situations. The intent is to build on the region's strengths and assets to produce positive benefits while minimizing negative consequences. This model Integrated Infrastructure Plan (I<sup>2</sup>P) has been developed for Moore County, and will act as a template for collaboration and infrastructure integration that can be pursued throughout the rest of the region.

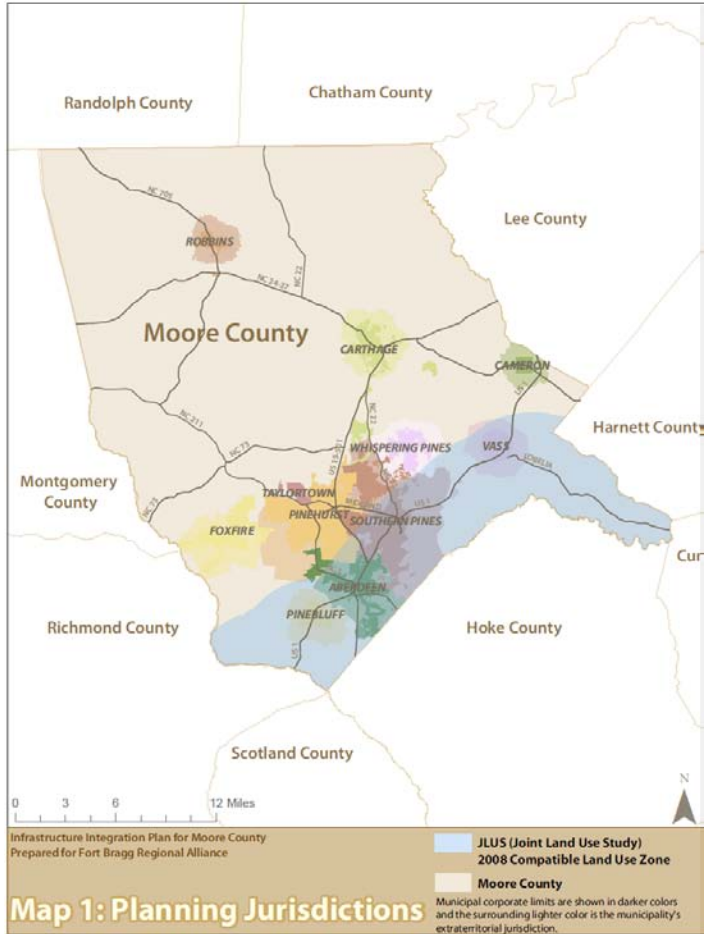
Moore County is a good choice for initial study of Integrated Infrastructure Planning in part because critical infrastructure expansion issues are currently under consideration, and also because the governance structure in Moore County is complex: The County contains 11 individual municipalities. The County also is made up of multiple character areas, with denser population patterns occurring in the

southeast portion of the County (closest to Fort Bragg), and rural-agricultural patterns currently dominating the northern portion of the County. A previously prepared “Planning Influences Report” was the product of the first steps in developing the county’s I<sup>2</sup>P. That report provides a summary of factors that affect infrastructure planning and influence the opportunities for coordination. That report includes an overview of the county’s physical context and outlines critical planning influences, including BRAC, municipal and county land use plans, annexation agreements, and existing coordination efforts. It includes a discussion of the county’s utility service systems and an overview of the Moore County School District, including current data and future plans. Finally, it discusses the need for county-wide coordination of land use planning and public infrastructure.

**APPROACH**

The reasons for pursuing integrated infrastructure planning are convincing. All local governments are experiencing fiscal stress; and in many parts of the country, including this one, demands for services are growing. Local governments can act on their own to fund and provide needed services, which is a traditional governance model. But there are benefits to be realized through cooperative action. Benefits can include:

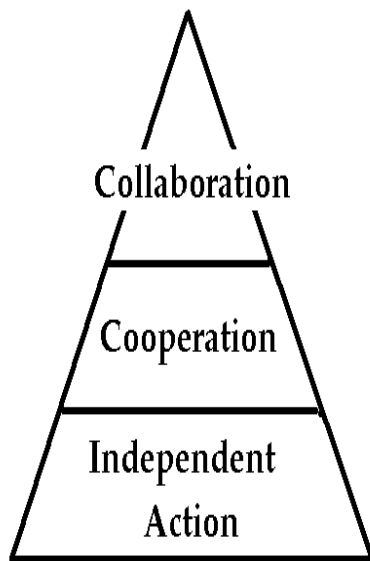
- Cost Savings
- Early Identification of Issues and Problems
- Increased Opportunities for Mutual Aid
- Enhanced Resiliency to Catastrophic Events Due to Multiple Sources of Service
- Focus on Regional Issues, Trends, and Opportunities
- Improved Consistency and Predictability
- Minimized Overlaps in Service and in Competition Among Service Providers
- Minimized Conflicts Between Local Government Plans and Policies
- Coordinated School Siting Decisions with Local Land Use and Infrastructure Plans
- Identification Opportunities for Joint Use of Facilities



In pursuit of ideas to enhance coordination in the provision of public infrastructure, the Center for Urban and Regional Studies at the University of North Carolina at Chapel Hill recently convened a summit to explore possibilities for increasing collaboration between school boards and local governments. The Center issued a report that offered this summary:

In North Carolina, and in many other states, school boards, municipalities, and county commissions operate independently, each with their own set of rules, elected members and missions, and each with their own way of doing things. For example, school boards are responsible for, among other things, developing enrollment projections, facility plans, and building new schools. Municipalities and counties adopt land use plans and policies and make decisions about development and the provision of infrastructure. Counties also pay for the capital costs of schools. Although the three entities are autonomous, decisions by one often affect the others. This why collaboration is so important.<sup>1</sup>

There is a continuum of collaboration possibilities. All Moore County communities currently collaborate at some level. For example, there are numerous intergovernmental annexation agreements in place between municipalities in Moore County.



It is useful to think of collaboration possibilities along a spectrum, with very little collaboration occurring at one end, and highly integrated planning and joint action at the other end. One way to categorize the possibilities for working together is to consider three models for how local governments act with respect to each other: Independent Action, Cooperation, and Collaboration.

Independent Action is self-explanatory. Local governments study a situation to determine what is in the best interest of that entity, and then act independently with little or no coordination or communication with other government entities beyond what is required by law. At this level, local governments approve new developments without consulting the school board, schools are constructed without coordinating with municipalities regarding impacts on development patterns, one town rezones a property that abuts property in an adjoining jurisdiction and creates an incompatible transition, and so forth.

Cooperation is next, and moving up the spectrum there are many examples of intergovernmental cooperation. At this level, local governments acknowledge that there are many interests in common, and each entity understands that it stands to gain more by working cooperatively and engage in consultation. Information is exchanged about plans and policies, and entities let others know when changes are taking place or being contemplated. Information about new development proposals can be shared to minimize unforeseen events or surprises. This kind of information exchange can occur either informally or on a scheduled basis, and can occur either at the staff level or at the elected official level.

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<sup>1</sup> Excerpt from report, "Intergovernmental Collaboration and School Facility Siting," Center for Urban and Regional Studies. David Salvesen, Andrew M. Sachs, Kathie Englebrect. August, 2006.

The third level is collaboration. At this level, intergovernmental collaboration and joint action is institutionalized. Each entity still maintains its autonomy and authority for achieving its objectives, but formal mechanisms are in place to assure communication and to assure that opinions and feedback from governmental partners are incorporated into decision-making processes. An example is preparation of jointly-prepared land use plans that designate growth areas and boundaries, with consensus and formal agreement by all affected parties. Another example is a system to assure that new development in a particular location cannot go forward without assurance that public facilities have capacity to provide needed services. At the extreme end of the spectrum are agreements that require joint approval or action by two or more entities before a project can go forward.

There are good examples of intergovernmental agreements that are currently in place in North Carolina and elsewhere, demonstrating the current state of “Best Practices” for this topic. Some simply call for information exchange. Others set up formal bodies to meet regularly to share information and discuss policy matters of common interest. Still others go further and establish mechanisms for joint review of development proposals and infrastructure decisions, assuring that the interests and feedback from all affected units of government are considered and incorporated into actions. In Charlotte-Mecklenburg, a committee with representatives from the school board, county commission, and municipalities meets monthly to discuss school siting, land use, and financing issues. New Hanover County has a capital facility review process to identify opportunities for joint use of facilities. In the Chapel Hill-Durham area there is an Intergovernmental Work Group that meets quarterly to review issues of common concern. In Hillsborough, an agreement between the town and Orange County adjusted Extraterritorial Jurisdiction lines, established growth boundaries and infrastructure service areas, and put in place mechanisms to assure implementation of the agreements. The list of examples is long.



What to put in place in Moore County? There are options to consider. At the most basic level, Moore County entities could choose to implement a system of informal information-sharing. At a higher level, joint decision-making and/or funding is an option.

An appendix to this report contains three examples of intergovernmental agreements, illustrating each of these three levels on the spectrum. Example Agreement A calls for information to be shared. Example Agreement B would establish a formal body of elected officials to meet regularly to review and discuss policy options and planning decisions. Example Agreement C calls for establishment of a countywide Land Use and Infrastructure Working Group, to jointly prepare a countywide land use plan and infrastructure plan, and would create mechanisms for development and public investment decisions to be run through the filter of policy directions in those plans.



# INFRASTRUCTURE COORDINATION FOR MOORE COUNTY

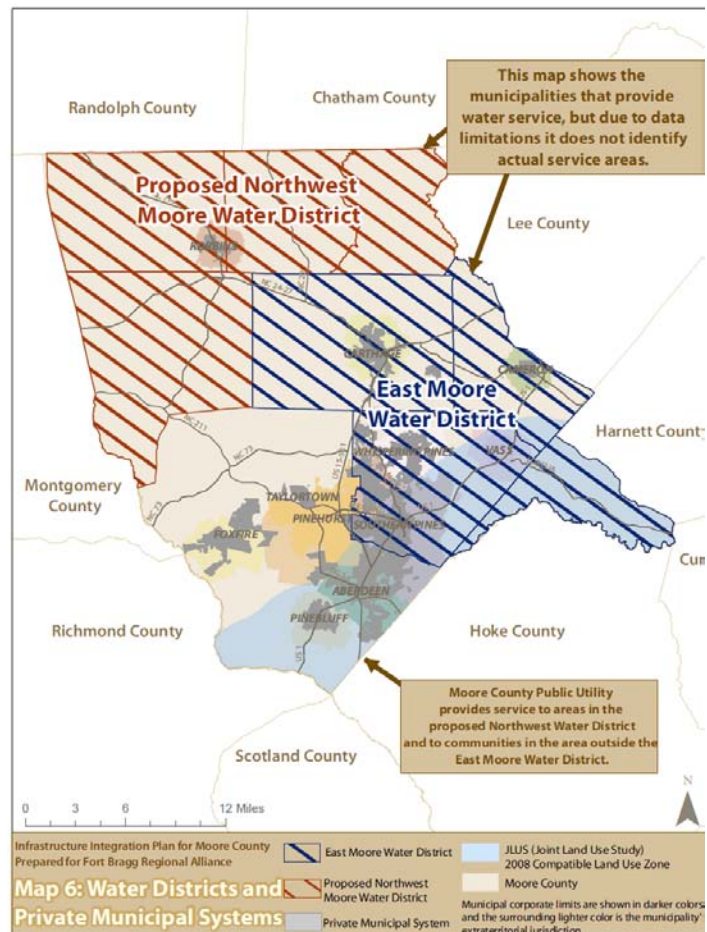
## OVERVIEW

The objective here is to build off the joint planning efforts of the Comprehensive Regional Growth Plan for the Fort Bragg Region -- along with the increased interest in and need for cooperative planning -- to put mechanisms in place that will help ensure readiness for incoming FORSCOM and USARC forces and related population growth. Infrastructure and schools are immediate needs, and are best planned for on a regional basis in a manner that can be pursued through execution of intergovernmental agreements. Historically, communication and coordination among the governmental entities in Moore County has been limited, resulting in fragmented planning; that is changing. The goal to integrate concepts of sustainability and resiliency into overall planning and infrastructure efforts is moving forward. There is consensus regarding the goal of providing needed services to future populations and to sustain the desired quality of life in Moore County. The time is right for constructing new integrated planning strategies that will focus on expanding interjurisdictional communications and knowledge sharing linkages across jurisdictional boundaries. This cooperative and integrated approach to regional planning can be put in place and institutionalized.

Efforts are already underway in Moore County. A good example is the Moore County Water Task Force, being organized and facilitated by the Moore County Chamber of Commerce. That group is currently meeting regularly, receiving updates on water supply, treatment, and distribution within the County, and considering ways to expand capacities and distribution systems. Included in discussions are options for new and additional water sources to be tapped, and options for the organization of water and wastewater treatment utilities.

Another example is a current effort to update Moore County's Land Use Plan (adopted in 1999). In 2009 the Moore County Planning Board requested that work begin to update the 1999 Land Use Plan in partnership with the creation of a master water and sewer plan. In January, 2010, a Long Range Planner was hired to update the plan. Adoption of a new Land Use Plan is targeted for July, 2012.

Yet another example is a set of discussions underway regarding creation of a new regional water authority. Discussions focus on issues related to representation, strategies, financial management, and infrastructure. A goal is to consider all possible resources, both inside and outside the county, to decrease reliance



on groundwater. Emphasis would be placed on achieving a comprehensive, redundant, and equitable service available to all Moore County communities.

### **GUIDING PRINCIPLES FOR INFRASTRUCTURE COORDINATION**

The following guiding principles are offered here to help direct the development of joint planning and infrastructure coordination efforts. A set of principles such as this should help articulate the goals of this Infrastructure Integration initiative and serve as policy direction in preparing plans and strategies.

1. Maintain/expand capacity of public infrastructure to support Ft. Bragg and Camp Mackall's expanded mission needs for water and wastewater services for decades to come.
2. Support the region's off-base military community and dependents.
3. Sustain continued regional economic growth into the future, including allowing for growth by providing infrastructure in appropriate growth areas that currently do not possess infrastructure.
4. Achieve land use and development patterns that respect Fort Bragg's 5-Mile Compatible Land Use Zone (minimize incompatible development within that Zone).
5. Achieve regionally-focused joint decision making regarding infrastructure systems.
6. Respect jurisdictional boundaries and existing infrastructure systems
7. Protect surface and groundwater resources through responsible land use planning.
8. Coordinate local plans and ordinances to achieve compatibility.
9. Coordinate site selection for new school facilities with local land use plans.
10. Implement water conservation / irrigation strategies.
11. Construct and execute intergovernmental agreements to implement an integrated land use and infrastructure strategy.
12. Provide opportunities for smaller communities to realize growth through thoughtful planning and public involvement.
13. Respect historical capital investments of existing municipal systems, to avoid financial harm.
14. Where feasible, reduce reliance on groundwater aquifers.
15. Construct communication and cooperation frameworks that assure opportunities for all stakeholders to participate in policy discussions.

A first step in this process of coordinating land use and infrastructure planning in Moore County should be an effort to gain consensus on these principles, which then can become a policy foundation for subsequent work. One way to achieve this would be to convene a group of representatives from each of the jurisdictions involved (Moore County, Moore County Schools, and each of Moore County's 11 municipalities), and gain agreement on a set of guiding principles (this set or an adjusted set) to be circulated to each elected board in the county for endorsement.

### **ORGANIZATIONAL FRAMEWORK**

It would be desirable to construct an organizational framework within which discussions and coordination could take place. One option under consideration, as noted above, is creation of a new regional water authority. What is needed now is a structure that provides a forum for this and other ideas to be reviewed, along with mechanisms for sharing information and coordinating plans. As noted above, there are many possible ways to put an organizational framework in place. Fundamental to all of them is a way for representatives of each entity working on these issues in the county to be able to come together on a regular basis to design and evaluate solutions. Once a set of Guiding Principles is established, a mechanism is needed to advance those ideas.

A common and successful mechanism in many communities facing similar challenges is establishment of an Intergovernmental Work Group. In the three example agreements described above and included in the appendix to this report, the second and third examples revolve around creation of such a work group in Moore County. Pursuit of one of these two examples (B or C) would be a desirable approach for Moore County. With Guiding Principles established and an Intergovernmental Work Group in place, discussion could begin to focus on land use and infrastructure issues.

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## **SEQUENTIAL STEPS FOR INFRASTRUCTURE PLANNING**

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If consensus can be reached on a set of Guiding Principles for Moore County as suggested above, and support builds for pursuing a coordinated approach to land use and infrastructure planning, work could proceed in a logical sequence to achieve the desired goals:

1. Establish an Intergovernmental Work Group (county-wide membership)
2. Evaluate individual municipal land use plans – identify areas with inconsistent planning and areas of joint interest
3. Develop consensus on general urban services areas for future
4. Engage Moore County’s citizens and stakeholders on planning for future urbanized areas
5. Identify priorities for planning coordination
6. Identify intergovernmental agreement tiers and corresponding geographic boundaries
7. Draft and adopt intergovernmental agreements – consistent across jurisdictions
8. Update infrastructure and development policies and ordinances to reflect intergovernmental agreements
9. Develop new formal procedures for coordinating infrastructure planning and decision-making (elected and staff level)

Working toward establishment of a Work Group as described above, and as would be created by adoption of the Example B resolution in the appendix (adoption of the resolution by all entities in Moore County) would be a good approach for Moore County.

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## **INTERGOVERNMENTAL AGREEMENT TEMPLATES**

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The best way to achieve coordination in the planning for future land use and infrastructure systems within Moore County is to negotiate and execute intergovernmental agreements. The purpose of such agreements would be to establish mechanisms for information-sharing, countywide policy formulation and cooperative action. Ideally an intergovernmental agreement would establish protocols for technical working groups, periodic convening of elected representatives, and provisions for joint actions.

The main, umbrella agreement that would be useful to prepare and execute would be an Intergovernmental Agreement, adopted by each of the key elected bodies involved in these planning and infrastructure issues: Moore County, each of the 11 municipalities within Moore County, and Moore County Schools. Three alternative templates for such an agreement appear here as an appendix to this report. The sample agreements call for:

- A. Information-sharing among staff representatives from each entity.
- B. Establishment of a Work Group made up of elected officials to meet regularly.
- C. Establishment of formal mechanisms for establishing growth boundaries and service areas, along with mechanism for courtesy and joint reviews of plans and development proposals that surface in each community.

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## **NEXT STEPS**

The next step in this process of exploring coordination options within the BRAC region is to take the example of Moore County, the progress that has been achieved here to date along with recommended next steps, and develop a template with options for consideration by the other 10 counties in the BRAC region.

This draft Moore County Infrastructure Integration Plan (I<sup>2</sup>P) will be distributed to the thirteen Moore County jurisdictions in June, 2011 for review and comment, followed by revisions as appropriate and a final document ready for action by Moore County and distribution to other 10 counties in the BRAC region for consideration.

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## **APPENDIX**

Following in an appendix are three templates for consideration in moving forward with establishment of a coordination mechanism in Moore County. The first two are in the form of a resolution to be considered for adoption by each entity. The third, involving more formal mechanisms and obligations, is in the form of an Intergovernmental Agreement to be adopted and signed by each party.

## **Moore County Information-Sharing Resolution**

A Resolution by the COUNTY OF MOORE; the municipalities within Moore County: ABERDEEN, CAMERON, CARTHAGE, FOXFIRE VILLAGE, PINEBLUFF, PINEHURST, ROBBINS, SOUTHERN PINES, TAYLORTOWN, VASS, AND WHISPERING PINES; and MOORE COUNTY SCHOOLS relating to sharing land use and infrastructure information.

WHEREAS, the governing bodies of Moore County, Moore County Schools, and the 11 municipalities within Moore County seek to achieve appropriately planned development and land use patterns within Moore County with attention to the coordination of infrastructure and facilities planning;

NOW THEREFORE BE IT RESOLVED that, in order to foster and maintain a system of sound land use and infrastructure planning which can be relied upon by the public and private owners of land as a basis for investment decisions, the protection of the environment, and a climate conducive to healthy economic and social growth and development within Moore County, by mutual consent it is agreed by the governing boards of Moore County, Moore County Schools, and the 11 municipalities within Moore County that:

- (1) Each of the parties to this agreement will transmit to Moore County, which will serve as a central information clearinghouse, the following information :
  - a. Comprehensive Plans and Land Use Plans
  - b. Current Capital Improvement Plans
  - c. Current Arrangements for Water and Sewer Service, Map of Service Areas
  - d. From Moore County Schools, Current and Projected Enrollments and Capacities
- (2) Each of the parties to this agreement will establish mechanisms to inform other parties when changes are made to any of the information described above. In the case of Moore County Schools, annual updates of current and projected enrollments and capacities will be transmitted to each of the other parties.
- (3) Each of the local governments will establish mechanisms to inform other parties to this agreement when development proposals are submitted/approved for residential development involving more than 20 new dwelling units, and non-residential development involving more than 50,000 square feet of new floor area.
- (4) The administrative staffs of the jurisdictions shall pursue cooperative efforts to coordinate long range land use and infrastructure plans.

THIS RESOLUTION adopted by:

\_\_\_\_\_  
Chair, Moore County Board of Commissioners      date

\_\_\_\_\_  
Chair, Moore County School Board                      date

\_\_\_\_\_  
Mayor, Town of Aberdeen                                      date

\_\_\_\_\_  
Mayor, Town of Cameron                                      date

\_\_\_\_\_  
Mayor, Town of Carthage                                      date

\_\_\_\_\_  
Mayor, Foxfire Village    date

\_\_\_\_\_  
Mayor, Town of Pinebluff                                      date

\_\_\_\_\_  
Mayor, Village of Pinehurst                                      date

\_\_\_\_\_  
Mayor, Town of Robbins    date

\_\_\_\_\_  
Mayor, Town of Southern Pines                                      date

\_\_\_\_\_  
Mayor, Town of Taylortown                                      date

\_\_\_\_\_  
Mayor, Town of Vass    date

\_\_\_\_\_  
Mayor, Village of Whispering Pines                                      date

## **Moore County Resolution of Cooperation**

A Resolution of Cooperation between the COUNTY OF MOORE; the municipalities within Moore County: ABERDEEN, CAMERON, CARTHAGE, FOXFIRE VILLAGE, PINEBLUFF, PINEHURST, ROBBINS, SOUTHERN PINES, TAYLORTOWN, VASS, AND WHISPERING PINES; and MOORE COUNTY SCHOOLS relating to land use and infrastructure planning along and near jurisdictional boundaries.

WHEREAS, the governing bodies of Moore County, Moore County Schools, and the 11 municipalities within Moore County seek to achieve appropriately planned development and land use patterns within Moore County with attention to the coordination of infrastructure and facilities planning;

NOW THEREFORE BE IT RESOLVED that, in order to foster and maintain a system of sound land use and infrastructure planning which can be relied upon by the public and private owners of land as a basis for investment decisions, the protection of the environment, and a climate conducive to healthy economic and social growth and development within Moore County, by mutual consent it is agreed by the governing boards of Moore County, Moore County Schools, and the 11 municipalities within Moore County that:

- (1) A Moore County Land Use and Infrastructure Work Group will be established, made up of two representatives from each of the 13 elected bodies noted above. This Work Group will meet at regular intervals to discuss issues of common concern, and to serve as a mechanism for exchange of information between the elected boards. The location of the Work Group meetings will rotate among the participating jurisdictions, with a representative of the host community serving as chairman.
- (2) The role, purpose, and function of the Work Group will be to enhance coordination and consultation among the governments. This will not be a decision-making body, and no votes will be taken.
- (3) The list of issues to be discussed by this Work Group shall include but not be limited to the following, as reviewed and revised from time to time:
  - a. Coordinating Land Use Plans
  - b. Courtesy Review of Development Proposals
  - c. Information Exchange Regarding Annexation Actions
  - d. Information Exchange Regarding Planned School Facilities
  - e. Information Exchange Regarding Expansion of Water/Sewer Capacities
- (4) The administrative staffs of the jurisdictions shall pursue cooperative efforts to coordinate long range land use and infrastructure plans.
- (5) The Work Group's objectives are to cooperatively:
  - a. Seek compatible uses of land and natural resources;
  - b. Seek adequate and efficient infrastructure to support development; and
  - c. Encourage orderly development and efficient delivery of services.

THIS RESOLUTION adopted by:

\_\_\_\_\_  
Chair, Moore County Board of Commissioners      date

\_\_\_\_\_  
Chair, Moore County School Board                      date

\_\_\_\_\_  
Mayor, Town of Aberdeen                                  date

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Mayor, Town of Cameron                                  date

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Mayor, Town of Carthage                                  date

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Mayor, Foxfire Village                                      date

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Mayor, Town of Taylortown                                date

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Mayor, Town of Vass                                        date

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Mayor, Village of Whispering Pines                      date

## **Moore County Interlocal Joint Planning Agreement**

THIS AGREEMENT, made and entered into this \_\_\_\_ day of \_\_\_\_\_, 2011, by and between the COUNTY OF MOORE; the municipalities within Moore County: ABERDEEN, CAMERON, CARTHAGE, FOXFIRE VILLAGE, PINEBLUFF, PINEHURST, ROBBINS, SOUTHERN PINES, TAYLORTOWN, VASS, AND WHISPERING PINES; and MOORE COUNTY SCHOOLS.

WITNESSETH:

In consideration of the public benefits expected to flow from the cooperative efforts of the parties in establishing a coordinated and comprehensive system of planning within their respective areas of public concern, the parties to this Agreement hereby mutually agree as follows:

### **ARTICLE I. PURPOSE, DEFINITIONS, EFFECTIVE DATE**

#### Section 1.1. Purpose of the Agreement

The purpose of this Agreement is to establish a method of coordinated and comprehensive planning in Moore County, as defined herein.

#### Section 1.2. Definitions

- A. Municipal Jurisdiction. Areas that are either within the Town Limits or Extraterritorial Area of Moore County's incorporated municipalities.
- B. Moore County Jurisdiction. All areas in Moore County which are not within Municipal Jurisdiction areas as defined above.
- C. Municipal Urban Services Areas. Areas which include properties that are currently within Municipal Jurisdiction, and also areas in the Moore County Jurisdiction that are expected to develop according to municipal standards, within which it is anticipated that municipal services will be provided, and within which property is expected to be annexed into municipalities as development occurs. It is not expected that water and sewer service outside of these Urban Services Areas except for reasons of public health, safety, and general welfare.
- D. Moore County Joint Land Use Plan. A land use plan to be adopted by the parties to this agreement subsequent to enactment of this agreement, and as may be amended from time to time.
- E. Moore County Integrated Water-Sewer Plan. A plan to be adopted by the parties to this agreement subsequent to enactment of this agreement for all areas of Moore County, and as may be amended from time to time.

- F. Participating Local Governments. The 13 elected bodies participating in this Joint Planning Agreement: Moore County, Moore County Schools, and the 11 municipalities within Moore County

### Section 1.3. Effective Date and Duration

- A. This Agreement shall become effective upon signatures of the parties.
- B. This Agreement, including any Appendix hereto, shall remain in effect until terminated by mutual agreement or by withdrawal any of the parties. Subject to termination provisions of this Agreement, annexation provisions of this Agreement shall be valid for not more than 20 years and may thereafter be renewed. A party may not withdraw until it holds a public hearing on the proposed withdrawal with thirty (30) days notification of the hearing, followed by action and written notice to the other party not sooner than thirty (30) days following the closing of the public hearing. The withdrawal shall be effective one (1) year following receipt by the other parties of the written notice.
- C. Upon execution of this Agreement, the parties agree that each will take, in a timely manner, all steps (including but not limited to preparation and adoption of Zoning Maps and all required land use ordinance amendments) required to cause this Agreement to become effective, and will notify the other parties when those steps have been taken.

## **ARTICLE 2. ACTIONS SUBSEQUENT TO EXECUTION OF AGREEMENT**

The parties to this agreement shall initiate work to complete the following, subsequent to execution of this agreement:

### Section 2.1 Establishment of a Land Use and Infrastructure Working Group

The Participating Local Governments shall build on their past and current informal cooperation by establishing a Land Use and Infrastructure Working Group. This group shall consist of representatives from each of the Participating Jurisdictions. The Land Use and Infrastructure Working Group will be an ongoing effort with a constantly evolving mission. The initial task for the Working Group shall be development of a Joint Land Use Plan for areas outside of Municipal Jurisdiction. Key issues to be addressed in the plan include:

- Identification of Municipal Urban Services Areas;
- Allowable land uses for all parts of the planning area, including opportunities to encourage or require mixed uses;
- Identification of areas with infill and redevelopment potential;
- Public facilities and services necessary to serve the planning area;
- Recommendations on how the coordinated land use policy will be implemented through a seamless set of zone district and development standards.

### Section 2.2. Preparation and Adoption of Joint Land Use Plan

- A. A countywide land use plan shall be prepared by Moore County designating future land use for all areas within Moore County Jurisdiction, including the Municipal Urbanizing Areas and

reflecting existing land use plans of municipalities for the Municipal Jurisdiction Areas, inviting comments from each municipality and from Moore County Schools during the preparation of the plan.

- B. Upon receipt of the comments described in Section 2.2.A, the Moore County Board of Commissioners shall consider adopting the Land Use Plan.
- C. All other parties, municipalities and Moore County Schools, shall either (1) Each endorse the Joint Land Use Plan if deemed to be acceptable; or (2) If a party desires changes to be made to the plan, the party shall arrange for negotiation and agreement on such changes followed by reconsideration of the plan.
- D. Subsequent to endorsement of the Joint Land Use Plan, municipalities within Moore County shall review local land use plans and, if needed and appropriate, adjust such plans so that land use designations in Municipal Jurisdiction areas that are adjacent to land in Moore County Jurisdiction areas are consistent and compatible.

#### Section 2.3. Preparation of an Integrated Water-Sewer Plan

- A. A countywide Water-Sewer Plan shall be prepared under the direction of the Land Use and Infrastructure Working Group, designating facility locations, service areas, and providers for all areas within Moore County, reflecting all joint service and facility sharing agreements, inviting comments from each municipality and from Moore County Schools during preparation of the plan.
- B. Upon receipt of the comments described in Section 2.3.A, the Moore County Board of Commissioners shall consider adopting the Integrated Water-Sewer Plan for use as a policy document.
- C. All other parties, municipalities and Moore County Schools, shall either (1) Each endorse the Water-Sewer Plan if deemed to be acceptable; or (2) If a party desires changes to be made to the plan, the party shall arrange for negotiation and agreement on such changes followed by reconsideration of the plan.
- D. Subsequent to endorsement of the Water-Sewer Plan, municipalities within Moore County shall review local land use plans and, if needed and appropriate, adjust such plans so that land use designations are consistent with plans for provision of public water and sewer service..

#### Section 2.4. Preparation of School Siting Criteria

The Land Use and Infrastructure Working Group, in conjunction with Moore County Schools, shall prepare criteria for selection of sites for new school facilities. Such criteria shall reflect and be consistent with land development patterns identified on the Joint Land Use Plan, and with existing and proposed water-sewer service areas.

#### Section 2.5. Adoption of Zoning and Subdivision Regulations

Following adoption of the Joint Land Use Plan, Moore County and its municipalities shall adopt zoning and subdivision regulations (including amendments to the Zoning Map) consistent with and implementing the land use designations for areas in and adjacent to those designations included in the Joint Land Use Plan map and local Land Use Plans.

### **ARTICLE 3. ADMINISTRATION AND AMENDMENT OF PLAN**

#### Section 3.1. Permit Administration within Areas of Joint Interest

- A. Whenever a municipality receives an application for a development permit as defined in this Agreement relating to land within a Municipal Jurisdiction Area, it shall forward copies of the application to Moore County and Moore County Schools for review. Municipalities shall establish timetables to ensure that Moore County and Moore County Schools have opportunity to make recommendations regarding such applications within the framework of the municipalities' regularly scheduled meeting dates. To the extent possible, the timetables shall provide for simultaneous review to expedite application processing; provided, however, a municipality may not vote to issue or deny a permit until it has received the recommendations of Moore County and Moore County Schools or until the expiration of sixty (60) days after Moore County and Moore County Schools have received the application, whichever comes first.
  
- B. Whenever Moore County receives an application for a development permit within one mile of Municipal Urban Services areas, it shall forward copies of the application to nearby municipalities and to Moore County Schools for review. The County shall establish timetables to ensure that municipalities and Moore County Schools have opportunity to make recommendations regarding such applications within the framework of Moore County's regularly scheduled meeting dates. To the extent possible, timetables shall provide for simultaneous review to expedite application processing; provided, however, the County may not vote to issue or deny a permit until it has received the recommendations of municipalities and Moore County Schools, or until the expiration of sixty (60) days after affected municipalities and Moore County Schools have received the application, whichever comes first.

#### Section 3.2. Land Use Plan Amendments

The process for amending the Joint Land Use Plan shall be the same as the process for initially adopting the plan, as spelled out in Section 2.1.

### **ARTICLE 4. LIMITATIONS ON ANNEXATIONS**

Except pursuant to the written consent of all parties to this Agreement, municipalities may not annex land outside of the Municipal Urbanizing Area boundaries (whether by voluntary or involuntary annexation or any other method authorized by law), nor shall any party seek special legislation accomplishing such annexation.

**ARTICLE 5. SITE SELECTION FOR SCHOOL FACILITIES**

Section 5.1. Authority for School Site Selection

Authority for selection of sites for new school facilities rests with Moore County Schools.

Section 5.2. Courtesy Review

When Moore County Schools determines need for additional sites for construction of school facilities, the District shall refer to projected land use patterns designated on the Joint Land Use Plan and to the School Siting Criteria prepared as noted above in Section 2.4, and consider those designations and criteria in selecting sites. When need or opportunity for school facility site selection arises, Moore County Schools will invite comments from Moore County and from nearby municipalities regarding possible locations for school facilities.

THIS AGREEMENT entered into this \_\_\_\_ day of \_\_\_\_\_, 2011.

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Chair, Moore County Board of Commissioners

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Chair, Moore County School Board

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Mayor, Town of Aberdeen

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Mayor, Town of Cameron

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Mayor, Town of Carthage

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Mayor, Foxfire Village

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Mayor, Town of Pinebluff

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Mayor, Village of Pinehurst

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Mayor, Town of Robbins

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Mayor, Town of Southern Pines

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Mayor, Town of Taylortown

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Mayor, Town of Vass

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Mayor, Village of Whispering Pines