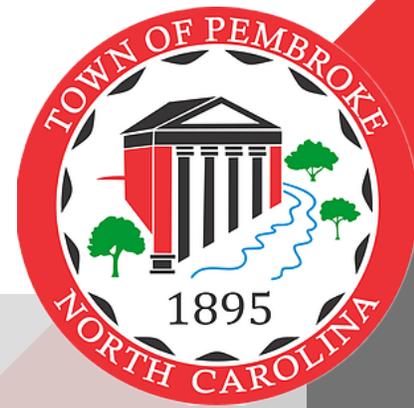


Town of Pembroke, North Carolina



2022 COMPREHENSIVE PLAN





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Chapter 1: Introduction

1.1 Purpose and Scope

The Town of Pembroke Comprehensive Plan provides the framework for future growth and redevelopment throughout the town's planning jurisdiction. The plan serves as a policy guide for decisions regarding land use, development, and public improvements. Town officials will utilize this plan when making decisions regarding the growth of the community.

The plan will not change existing conditions or current regulations; however, future development proposals will be assessed to determine their consistency with the plan's guiding principles and future land use categories. Implementation tools, including development regulations and incentives, administrative procedures, and capital improvement planning will continue to be utilized to promote responsible growth.

The plan should be adaptable and able to respond to changing conditions. Ideally the plan should be reviewed and updated every five to ten years to ensure that current trends, changing demographics, and ongoing development are accounted for. This plan should be used to guide and complement the future actions of the community. It presents a strategy for the future, with long range goals and objectives to make the community vision a reality.

1.2 Authority to Plan

Chapter 160D, Article 5 of the North Carolina General Statutes requires adoption and reasonable maintenance of a comprehensive plan as a condition of adopting and applying zoning regulations. The comprehensive plan is intended to set forth goals, policies, and programs to guide the present and future physical, social, and economic development of the jurisdiction. When adopting or rejecting any zoning text or map amendment, the governing board shall approve a brief statement describing whether its action is consistent or inconsistent with an adopted comprehensive plan.

This statement of reasonableness may consider, among other factors, (a) the size, physical conditions, and other attributes of the area proposed to be rezoned, (b) the benefits and detriments to the landowners, the neighbors, and the surrounding community, (c) the relationship between the current actual and permissible development on the tract and adjoining areas and the development that would be permissible under the proposed amendment, (d) why the action taken is in the public interest, and (e) any changed conditions warranting the amendment.

1.3 Planning Area

The current planning jurisdiction includes, the incorporated town limits and an extraterritorial jurisdiction (ETJ) boundary, which encompasses unincorporated areas that average between one and one-half mile from the formal town limits.



Another component of this plan is the capacity of infrastructure; therefore, it is important to consider development trends in adjacent lands, not regulated under current town zoning authority, and the potential impacts to the Town of Pembroke's vision.

1.4 Development of the Comprehensive Plan

The development of this plan was initiated by the Town Council's adoption of a Citizen Participation Plan (CPP) on November 1, 2021. The planning process provides for public input, research, and analysis of demographic information, economic, land use, transportation, and environmental factors. It utilizes census data and public opinion to project future needs of the community, including physical improvements and public facilities, and further defines implementation strategies to ensure the community vision prevails in the face of development pressures. The Comprehensive Plan will provide the foundation for future revisions to the Town's Unified Development Ordinance.

1.5 Public Input

The Town of Pembroke's Comprehensive Plan took into consideration public input throughout the planning process. The public engagement campaign included an interactive project website, public input survey, utilization of social media platforms, stakeholder interviews, and various work sessions to ensure the community vision included diverse perspective and was an adequate representation of the community vision.



Screenshot of project website
Image Source: Insight Planning & Development.

1.6 Plan Elements

The Town of Pembroke Comprehensive Plan is divided into six independent components that focus on various aspects of the community. The following provides a brief synopsis of what will be addressed within each plan element:

Section 1. Introduction

This plan element provides a general overview of the plan, planning process, and enabling legislation regarding the establishment and use of Comprehensive/Land Use Plans in local government decision-making.

Section 2. Demographic Profile

This plan element provides a general overview of existing demographic conditions in the Town of Pembroke, including population, housing age and condition, and economic indicators. This section serves as a basic overview of the Town's current situation and as a baseline for discussion regarding growth, development, and public policy.



Section 3. Environment/Existing Conditions

This plan element focuses on existing environmental and land use conditions throughout Pembroke’s planning jurisdiction including environmental factors, community facilities and services, transportation, land use/suitability, and neighborhoods. This information provides the data and analysis necessary to make sound decisions regarding development of the Town’s Future Land Use Map.

Section 4. Projections/Future Demand

This section of the plan focuses on future growth and demand which may have an impact on land use and transportation. Forecasts of growth and demand are, at best, difficult. Constantly changing local, regional, national, and international factors significantly influence the Town of Pembroke and the surrounding region. The Future Land Use element defines the framework for future growth and development throughout the Town of Pembroke.

Section 5. Goals and Strategies

The discussion of goals and implementing strategies will serve as a guide for the integration of the Comprehensive Plan into the Town’s day-to-day decision-making process. Additionally, the goals and implementing strategies defined within this plan element will establish an organized and thorough listing of strategies intended to provide for sound principles relating to future growth, economic development, modifications of service delivery, and infrastructure expansion. This section of the plan also provides narrative and tools for implementing the strategies.

1.7 History

As early as 1724, Cheraw Community was observed along Drowning Creek, in what is now known as Robeson County and the Lumber River. These early settlers of Robeson County are still living there today. Known as the Lumbee Tribe, their history is one of pride and tradition. The Lumbee Tribe today is the largest state tribe east of the Mississippi River and the ninth largest non-federally recognized tribe in the United States.

Robeson County was formed in 1787 from Bladen County. It was named in honor of Colonel Thomas Robeson, who served as one of the leaders in the Revolutionary War. Robeson County is the second largest County in the state.



*Lumbee Tribe of North Carolina
Image Source: Insight Planning & Development.*

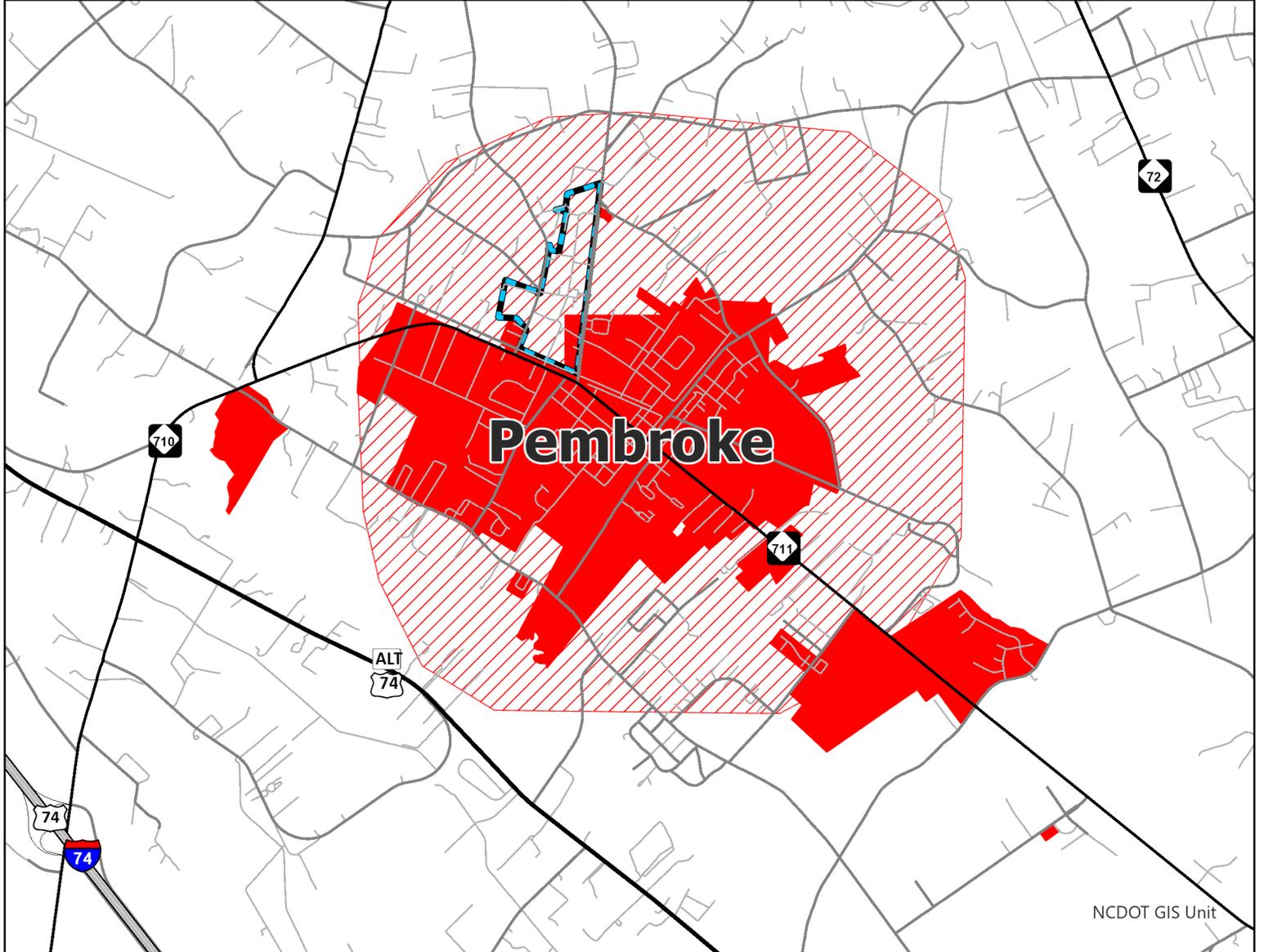
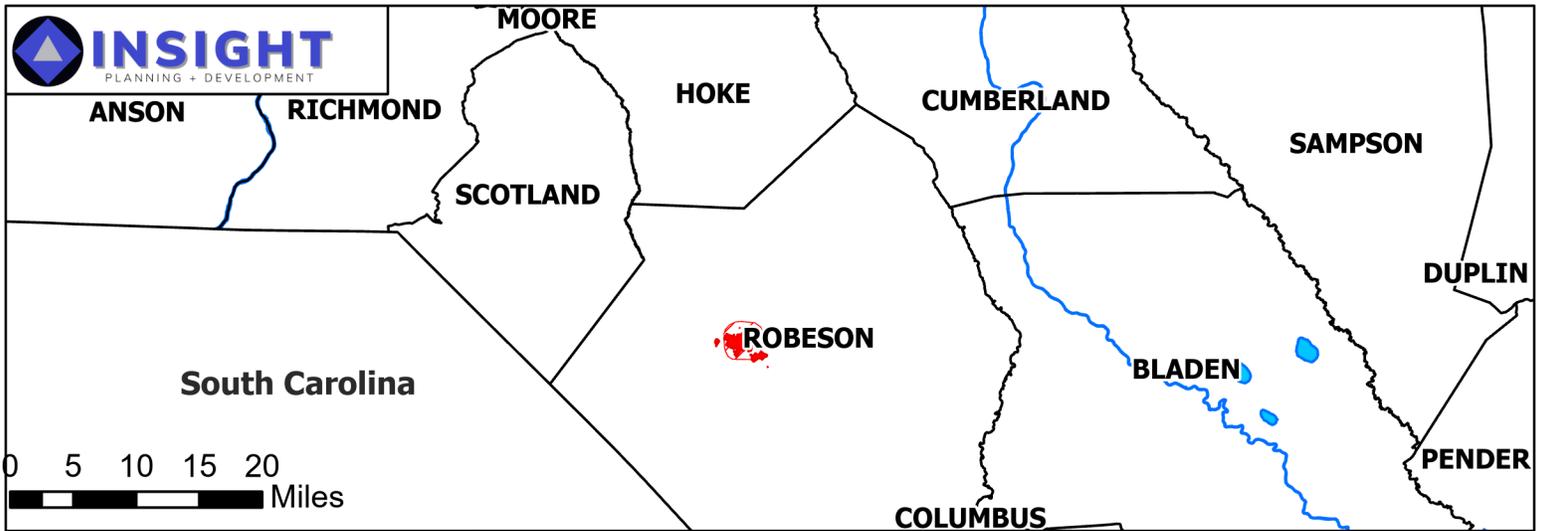


The Town of Pembroke was incorporated in 1895. Pembroke was developed around businesses that served the Lumbee Indians. Even after 300 years, Pembroke still remains the social, economic, and political center for the tribe. Originally named Campbell’s Mill, the name of the town was changed to Scuffletown, and then finally to Pembroke. The name was derived from Pembroke Jones, a principle shareholder in the Atlantic Coastline Railroad (formerly the Wilmington-Weldon). The railroad played such an important role in the development of the town that its corporate limits were based on the intersection of two railway lines.

The State of North Carolina officially recognized the Lumbee Indian Tribe in 1885, and federal recognition has been sought for over 130 years. Most recently, a bill (S. 1364) was introduced to the US Senate on April 16, 2021, to federally recognize the Lumbee Tribe. The bill was referred to the Committee on Indian Affairs by unanimous consent of the Senate on November 2, 2021. Federal recognition could potentially bring a significant amount of money into Robeson County. This recognition establishes a tribe as an entity with the capacity to engage in government-to-government relations with the United States or individual states and also as one eligible to receive federal services. Federal recognition is established as a result of historical and continued existence of a tribal government, by Executive Order or Legislation, and through the federal recognition process recently established by Congress.

1.8 Regional Location

The Town of Pembroke is located in central Robeson County. Robeson County is located in the Coastal Plain of North Carolina. The County is bounded by Cumberland County to the north, Bladen and Columbus Counties to the east and southeast, Hoke County in the west, and Scotland County to the southwest. Robeson County shares its southern boundary with the State of South Carolina. Robeson County is the mid-point between Miami, Florida and Boston, Massachusetts along Interstate 95. See Map 1 for the regional and intra-County location maps of Pembroke.

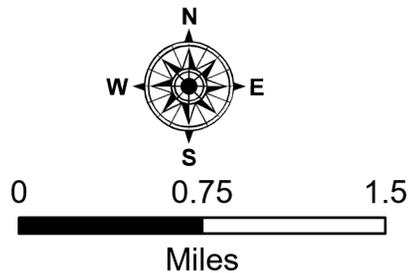


NCDOT GIS Unit

Legend

-  Pembroke Corporate Limits
-  Pembroke ETJ Limits
-  UNC Pembroke Campus
-  County Boundary

Map 1
Town of Pembroke
Regional Location





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Chapter 2: Demographic Profile

2.1 Introduction

The Demographic Profile section outlines various demographic information, including population, housing, and economic indicators. Robeson County is utilized for comparison purposes throughout this section. For the purposes of this plan, and for the sake of consistency, demographic data are sourced primarily from the US Census Bureau American Community Survey. Census data may also be supplemented with figures from the NC Office of State Budget and Management (NCOSBM).

2.2 Population Growth

Table 1 provides an overview of population growth from 1990 to 2020. Since 1990, population growth in Pembroke has been steady. Over this period, the Town’s total population has increased at a rate of 26.0%. Much of this growth occurred between the years 2000 and 2010, where the Town’s population increased at a rate of 23.9%. Within the same period, Robeson County experience an overall population increase of 10.8%. Even with this growth, both the Town of Pembroke and Robeson County grew at a much lower rate than the State of North Carolina. The 2020 US Census lists Robeson County as 25th in total population of the 100 North Carolina counties.

Jurisdiction	1990	2000	2010	2020*	% Change '90 to '00	% Change '00 to '10	% Change '10 to '20	% Change '90 to '20
Pembroke	2,241	2,399	2,973	2,823	7.1%	23.9%	-5.0%	26.0%
Robeson County	105,170	123,339	134,168	116,530	17.3%	8.8%	-13.1%	10.8%
North Carolina	6,628,637	8,049,313	9,535,483	10,439,388	21.4%	18.5%	9.5%	57.5%

**It should be noted that since the 2020 Census counts were taken, the Town has permitted the development of over 200 new housing units (a mix of 1-, 2-, 3-, & 4-bedroom apartments) which could result in a higher population than reported in the official Census counts.
Source: US Census Bureau.*

It should be noted that development located within the Town’s ETJ does not contribute to the municipal tax base, but does have access to public schools, streets, water and sewer, emergency services and other services provided by the Town. Residents living within the ETJ are not eligible to vote for Town elected officials.

2.3 Population Profile

2.3.1 Age Composition

Pembroke’s population has remained fairly steady over the last 20 years as illustrated by the median age of 27.3 in 2000 compared to 22.8 in 2019. The population of working adults, age 20 to 24, grew the most from 2000 to 2019 by 187.4%. The second largest shift in population was in the 15 to 19-year-old age group, experiencing an 89.7% change.



The current majority of the population is 20 to 24 years of age (19.1%), which is a direct result of the location of the University of North Carolina at Pembroke with the Town’s planning jurisdiction. Of equal importance is the percent of the population which is 65 and older (10.7%). Therefore, the needs of the community will need to strike a balance to ensure families and younger generations have recreation opportunities and the aging population have access to social services, including healthcare. Alternative transportation options should be explored to serve the community. There may also be a direct shift in housing needs, including new single-family detached dwellings, continuing care retirement communities, and multi-family buildings with elevator accommodations.

Table 2-2. Age Composition 2000 to 2019

Age Group	Population			% of Total Population	
	2000	2019*	% Change	2000	2019
Under 5 years	283	258	-8.8%	11.8%	8.6%
5 – 9 years	215	235	9.3%	8.9%	7.8%
10 – 14 years	207	178	-14.0%	8.6%	5.9%
15 – 19 years	207	393	89.7%	8.6%	13.1%
20 – 24 years	199	572	187.4%	8.3%	19.1%
25 – 34 years	338	400	18.3%	14.1%	13.3%
35 – 44 years	281	213	-24.2%	11.7%	7.1%
45 – 54 years	225	210	-6.7%	9.4%	7.0%
55 – 59 years	96	111	15.6%	4.0%	3.7%
60 – 64 years	102	111	8.8%	4.3%	3.7%
65 and older	246	321	30.5%	10.3%	10.7%
Total Population	2,399	3,002	25.1%	100.0%	100.0%
Median Age (years)	27.3	22.8	---	---	---

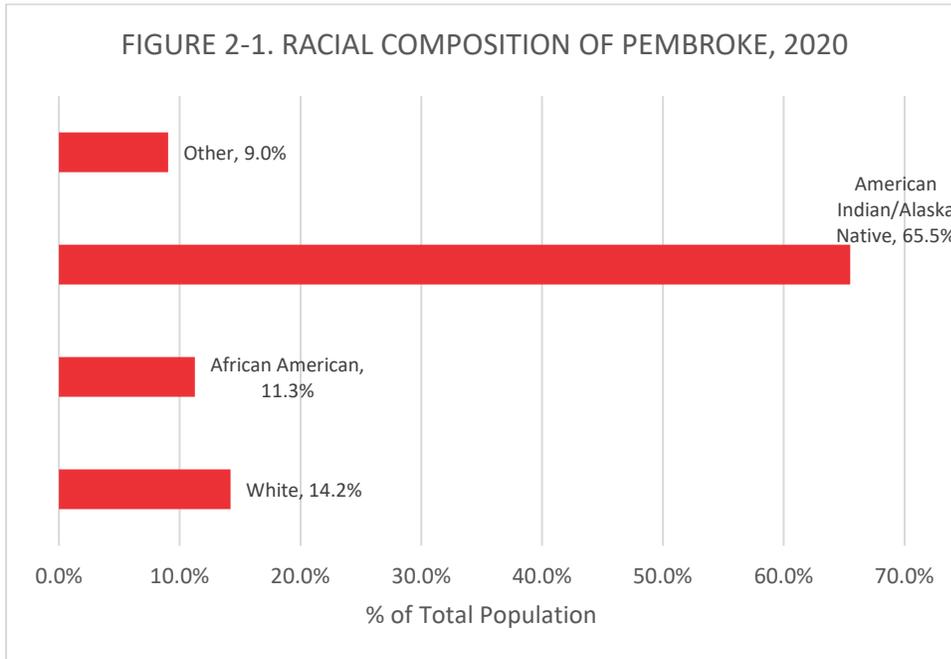
*2020 Census data by age is not available.

Source: US Census and ACS 2019 5-Year Estimates.



2.3.2 Race Composition

The 2020 Census data shows that the Town of Pembroke is a racially diverse community relative to the statewide population. At 65.5%, American Indian/Alaska Native make up the majority of the Town’s population. The remainder of the population consists of White at 14.2%, African American at 11.3%, and persons of other races at 9%. Robeson County’s racial make-up is 38% American Indian/Alaska Native, 26% White and 23% African American, while North Carolina consists of 1.2% American Indian/Alaska Native, 62% White, and 20% African American.



Source: US Census Bureau, 2019 ACS 5-Year Estimates.

2.3.3 Educational Attainment

In 2020, roughly 80% of Pembroke’s population age 25 years or older have attained a high school diploma compared with 77% of those in Robeson County and almost 88% in North Carolina. While most employment opportunities will require at least a high school diploma, higher paying positions will require additional training and education at Trade, Colleges, and Universities. The University of North Carolina at Pembroke is located in Pembroke’s planning jurisdiction and Robeson Community College is located approximately 15 miles away in Lumberton, NC.

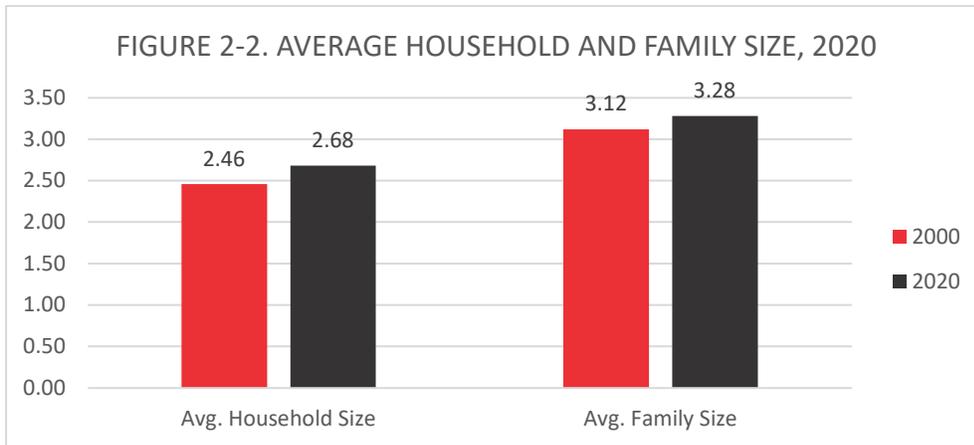
Table 2-3. Educational Attainment 2020			
Education	Pembroke	Robeson County	North Carolina
No Diploma	275	19,384	853,396
High School Diploma/GED Alternative	283	28,607	1,791,532
Some College, No Degree	299	17,842	1,480,933
Associate degree	109	7,997	675,145
Bachelor’s degree	266	7,989	1,395,214
Master’s degree or higher	134	3,730	787,639
Total Population 25 Years & Over	1,366	85,549	6,983,859

Source: US Census Bureau, ACS 2019 5-Year Estimates.



2.3.4 Households

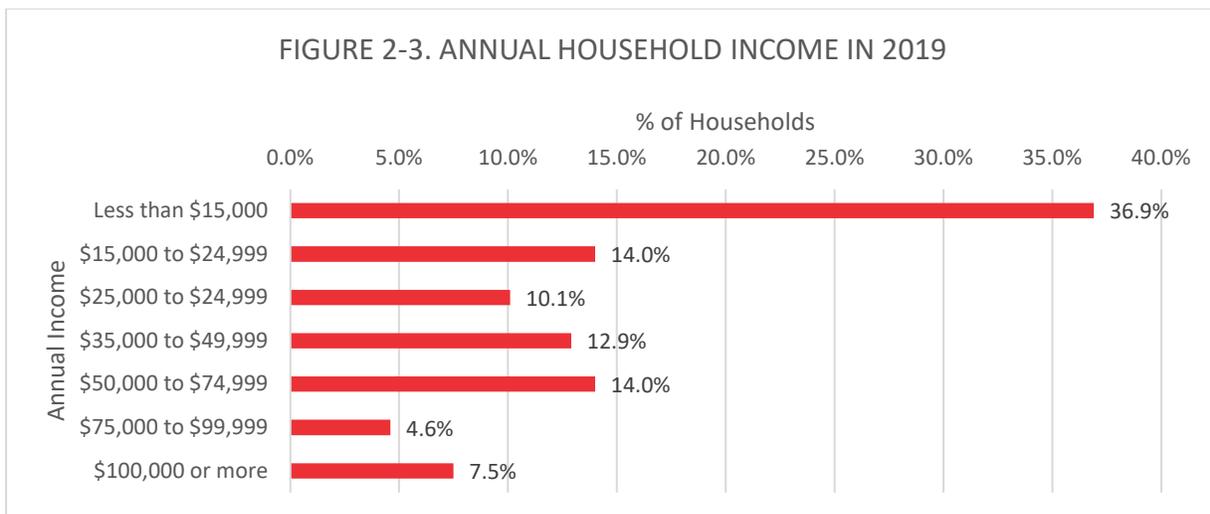
A household consists of all persons living in a housing unit and is useful for estimating future land use and service needs. Figure 3 shows that the average household size in Pembroke is growing, increasing to 2.68 in 2020 from 2.46 in 2000. The average family size is also growing, increasing to 3.28 in 2020 from 3.12 in 2000.



Source: US Census Bureau, 2019 ACS 5-Year Estimates.

2.3.5 Household Income and Poverty

The 2020 census reported that the median household income in Pembroke (\$24,034) was approximately 56.0% below the state median household income of \$54,602. Also, Figure 3 shows that a large majority of households in Pembroke earned less than 39 percent (below \$15,000) of the state median income.



Source: US Census Bureau, 2019 ACS 5-Year Estimates.



According to the US Census Bureau, over 45% of Pembroke’s population lived below the poverty line in 2019, which is nearly triple the rate in North Carolina (14.7%). Children, identified as those under the age of 18, represent 55% of those living below the poverty rate, and seniors, identified as 65 years of age or older, represent 30% of those living below the poverty rate. These families and community members may rely on federal and state services to meet basic living needs.

2.4 Housing

2.4.1 Housing Characteristics

There are 989 housing units available in Pembroke town limits as of 2019. Of the available inventory, 879 units are occupied, and 110 units remain vacant. Pembroke’s owner-occupied housing unit rate between 2015 and 2019 was 36.1%, below the county average of 65.6% and state average of 65.2%. The median value of owner-occupied housing units, from the same period, was \$89,500. Median gross rent is \$573 in the town, below the state’s average of \$907.

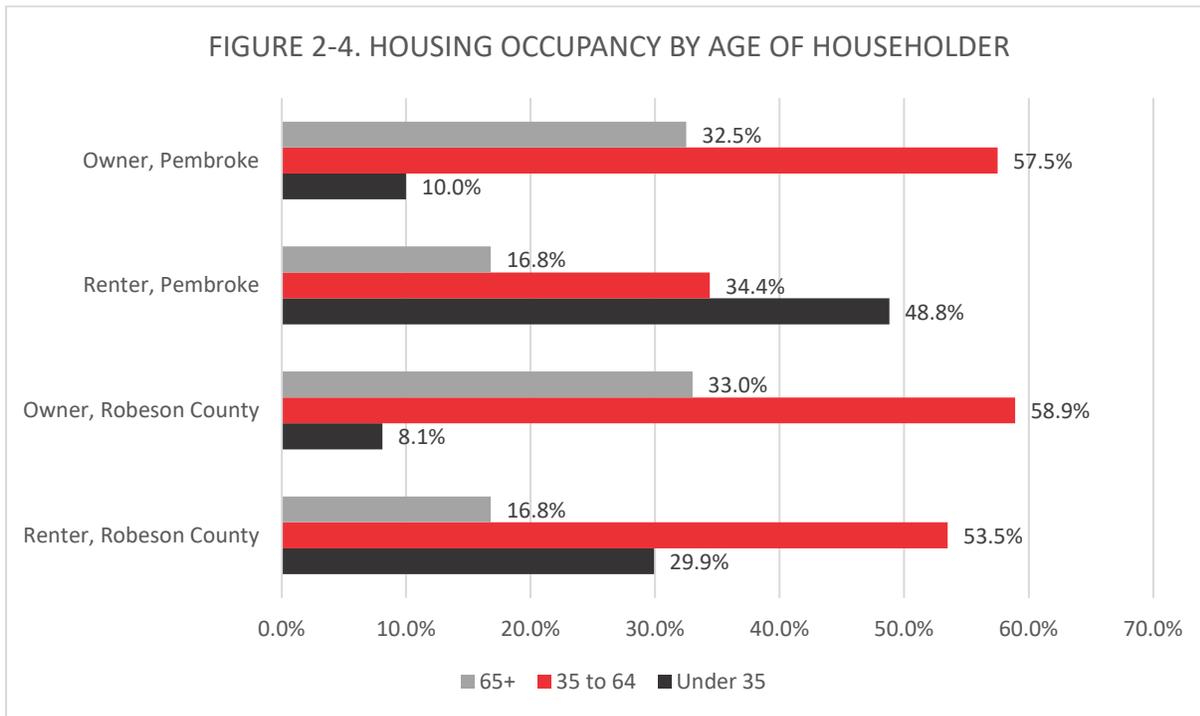
Housing Characteristics	Pembroke	Robeson County	North Carolina
Total Housing Units (#)	989	53,210	4,627,089
Total Occupied Housing Units (#)	879	45,927	3,965,482
<ul style="list-style-type: none"> Owner-occupied units (%) 	30.8%	65.6%	65.2%
<ul style="list-style-type: none"> Renter-occupied units (%) 	69.2%	34.4%	34.8%
Homeowner Vacancy Rate (%)	0.7%	1.2%	1.8%
Rental Vacancy Rate (%)	5.2%	4.3%	6.8%
Median Rent (\$)	\$573	\$645	\$907
Median House Value (\$)	\$89,500	\$75,600	\$172,500

Source: US Census Bureau, 2019 ACS 5-Year Estimates.

2.4.2 Homeownership

In 2020 owner-occupied units, within Pembroke town limits, continued to trend downwards, dropping to 30.8% from 37.6% in 2010 and 69.4% in 2000. While rental housing is a necessity of the community in part due to UNCP and proves to be a more affordable option in Pembroke, compared to the state in general, there is a desire to continue to encourage homeownership. Homeowners help stabilize neighborhoods and maintain property values.

Most housing occupants are between the ages of 35 and 64 for both the Town of Pembroke and Robeson County. In 2020, householders in Pembroke, under the age of 35, owned 10 percent of owner-occupied housing units, down from 9.9% in 2000, while 41.8% were owned by householders 65 years or older.



Source: US Census Bureau, 2019 ACS 5-Year Estimates.

2.4.3 Housing Type

According to the 2019 American Community Survey, 46.0% of Pembroke’s 989 total housing units were single-family houses. Robeson County and North Carolina had slightly higher single-family shares of 53% and 69%, respectively. However, Pembroke’s 11.2% manufactured home share in 2019 was much less than 38.1% for Robeson County.

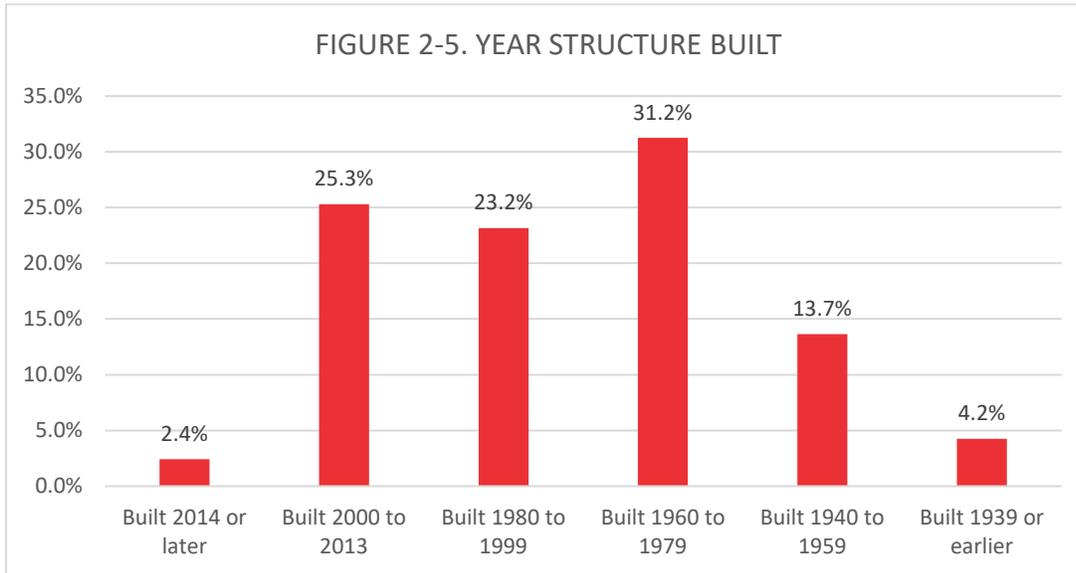
Table 2-5. Housing Units by Type, 2019

Housing Type	Pembroke		Robeson County		North Carolina	
	Number	% of Total	Number	% of Total	Number	% of Total
Single-Family Residential	455	46.0%	28,206	53.0%	3,204,014	69.2%
Multi-Family Residential	423	42.8%	4,748	8.9%	825,417	17.8%
Manufactured Homes	111	11.2%	20,247	38.1%	594,578	12.9%
Boat, RV, Van, etc.	0	0.0%	9	<0.1%	3,080	0.1%
Total Units	989	100.0%	53,210	100.0%	4,627,089	100.0%

Source: US Census Bureau, 2019 American Community Survey 5-Year Estimates.

2.4.4 Age of Housing

Figure 5 provides a summary of year structure built for the Town of Pembroke. Overall, the housing stock within Pembroke is quite “young.” Roughly 82% of the Town’s housing stock has been developed since 1960. According to the US Census, only 86 homes were constructed prior to 1950.



2.4.5 Housing Affordability

The United States Department of Housing and Urban Development (HUD) defines affordable housing as housing in which the occupant is paying no more than 30 percent of gross income for housing costs, including utilities. Households that exceed this threshold are considered by HUD to be cost burdened and may not be able to meet other basic living costs, including food, clothing, healthcare, and transportation.

Just over fifty percent (50.8%) of renters residing inside the Pembroke town limits were above the affordability threshold in 2020, compared to 48.8% of Robeson County renters and 47.4% of the renters statewide. Homeowners in Pembroke fair better, with 62.3% of owner-occupied structures deemed to be affordable.

Table 2-6. Percent of Household Income Spent on Housing 2020

Income	Pembroke		Robeson County		North Carolina	
	Renter-Occupied	Owner-Occupied	Renter-Occupied	Owner-Occupied	Renter-Occupied	Owner-Occupied
Less than 30%	49.2%	62.3%	51.2%	69.0%	52.6%	75.0%
More than 30%	50.8%	37.7%	48.8%	31.0%	47.4%	25.0%

Source: US Census Bureau, 2019 ACS 5-Year Estimates.



2.5 Employment

2.5.1 Labor Force Characteristics

The civilian labor force is described by the US Census as nonmilitary persons 16 years or older who are either workers or actively employed. Table 9 shows that 38.6% of Pembroke's eligible persons participated in the town workforce in 2020, which was less than Robeson County's 50.5% and the statewide average of 61.3%.

The local, county, and state labor force was impacted by pandemic related closures in 2020. Bringing the town's workforce average down from 50.5% participation in 2000 to 38.6% in 2020.

Labor Force	Pembroke		Robeson County		North Carolina	
	Total	%	Total	%	Total	%
Persons 16 years +	2,311	---	103,205	---	8,233,448	---
Civilian Labor Force	892	38.6%	52,099	50.5%	5,045,479	61.3%
• Employed	830	35.9%	48,621	47.1%	4,764,135	57.9%
• Unemployed	62	2.7%	3,478	3.4%	281,344	3.4%

Source: US Census Bureau, 2019 ACS 5-Year Estimates.

2.5.2 Employment by Industry

Approximately 75% of Pembroke and Robeson County workers were employed in five industrial sectors: Construction; Manufacturing; Educational services, and health care and social assistance; Retail trade; and Arts, entertainment, and recreation, and accommodation and food services. By comparison, only 63.4% of state workers were employed in the top five sectors. Diversifying the employment base will make the town less dependent on a few employers and will mitigate the impact that an economic downturn in one industry could have on the local economy.

Industrial Sector	Pembroke	Robeson County	North Carolina
Agriculture, forestry, fishing and hunting, mining	1.6%	2.9%	1.3%
Construction	8.4%	9.5%	7.0%
Manufacturing	8.0%	17.5%	12.4%
Wholesale trade	1.9%	1.7%	2.5%
Retail trade	12.0%	10.8%	11.5%
Transportation and warehousing, and utilities	1.1%	4.8%	4.7%
Information	2.3%	0.6%	1.7%
Finance and insurance, and real estate and rental and leasing	0.6%	3.1%	6.5%
Professional, scientific, and management, and administrative and waste management services	1.9%	5.4%	10.9%
Educational services, and health care and social assistance	35.8%	26.7%	22.9%

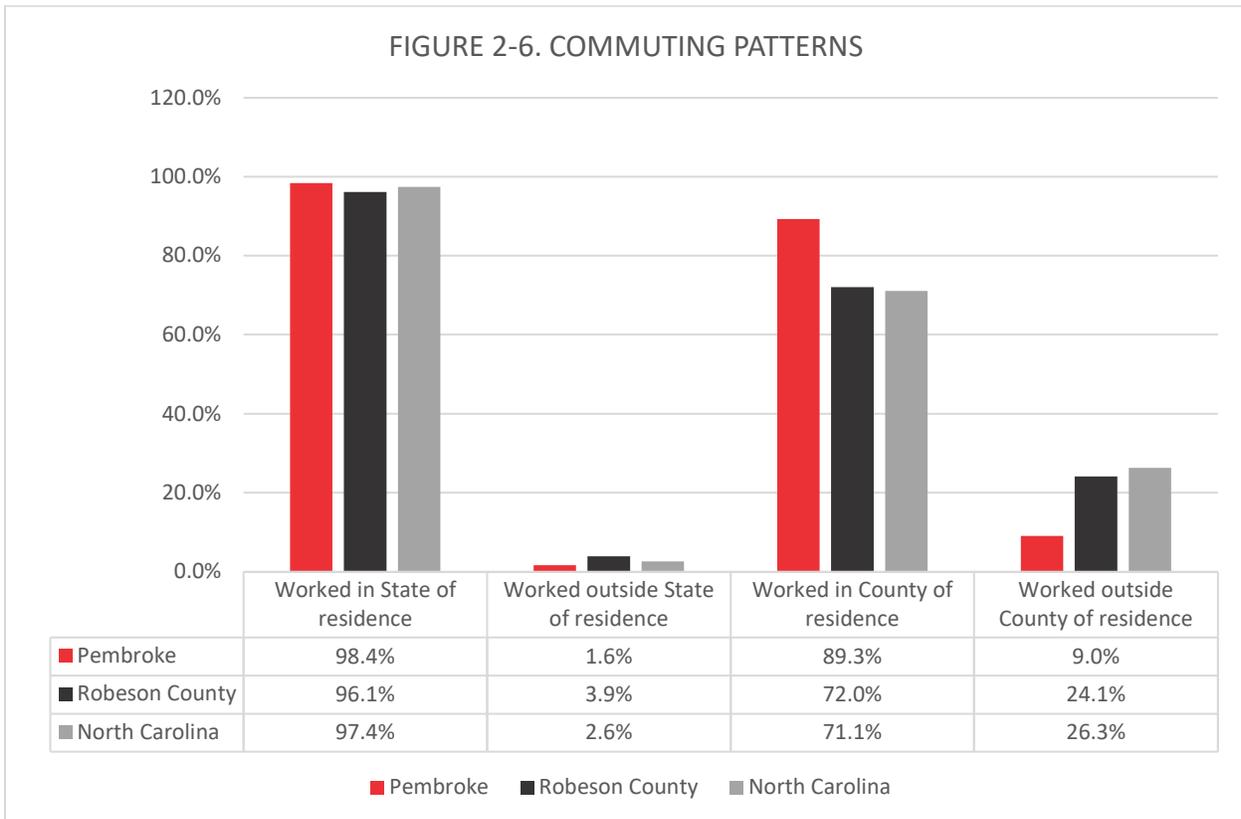


Industrial Sector	Pembroke	Robeson County	North Carolina
Arts, entertainment, and recreation, and accommodation and food services	12.2%	6.9%	9.6%
Other services, except public administration	6.7%	4.2%	4.9%
Public Administration	7.5%	5.9%	4.2%

Source: US Census Bureau, 2019 ACS 5-Year Estimates.

2.5.3 Commuting Patterns

The 2019 ACS Estimates report that 89.3% of Pembroke workers travelled from within the county to their place of employment and the mean travel time to work was 16.7 minutes. In comparison, Robeson County reports 72.0% workers commute within county limits for employment with a mean travel time of 24.4 minutes.



Source: 2019 ACS 5-Year Estimates.

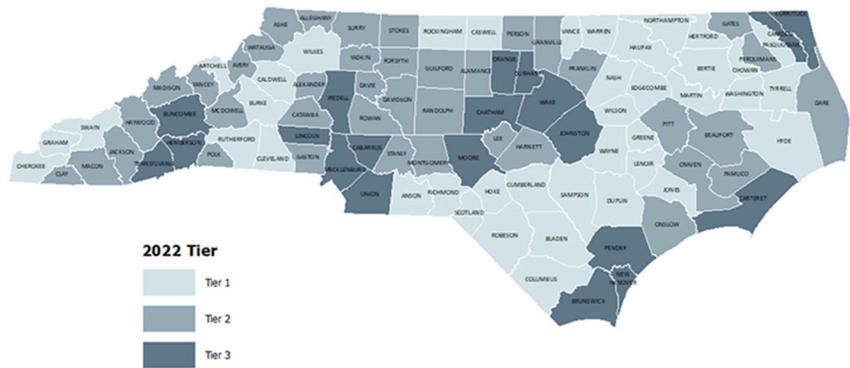
2.6 Economic Conditions

Each of the North Carolina counties are assigned a tiered rank by the North Carolina Department of Commerce based on economic well-being. The tier system is incorporated into various state programs



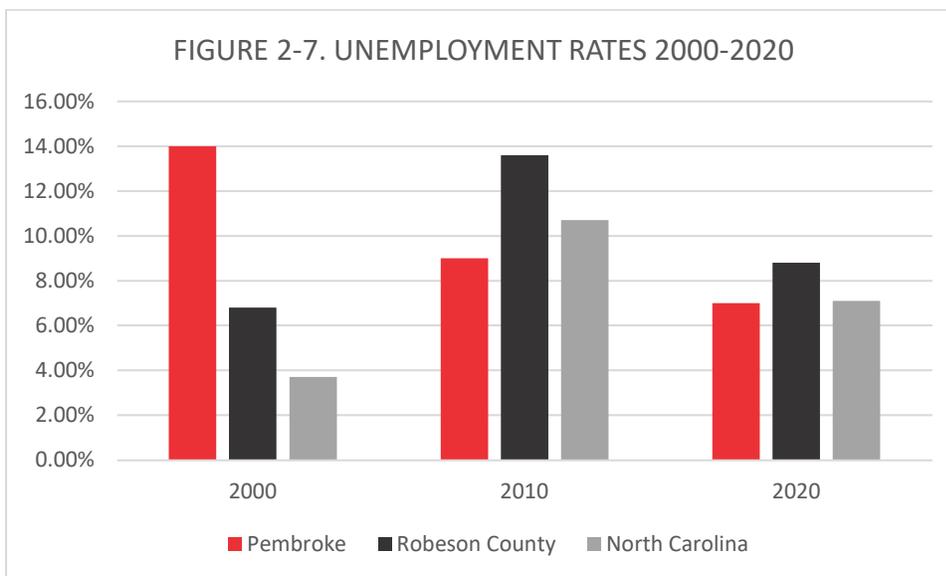
to encourage economic activity in less prosperous areas across the state. The evaluation criteria for the tier designation includes average unemployment rate, median household income, percentage growth in population, and adjusted property tax base per capita. The forty most distressed counties are designated as Tier 1, the next 40 as Tier 2, and the 20 least distressed as Tier 3.

Robeson County has been consistently rated as a Tier 1 county under the system. While conditions within individual municipalities in a county sometimes vary, the 2019 ACS estimates data on income and poverty indicate the economic climate in Pembroke is consistent with that of a Tier 1 county.



County Distress Rankings (Tiers). Image Source: NC Department of Commerce.

The unemployment rate in Pembroke continues to decrease over the last 20 years, and is lower than the current county and state averages. According to the North Carolina Department of Commerce, Labor and Economic Analysis Division, of the 100 counties Robeson County is 1 of 41 that are Tier 1, with 39 NC counties identified as Tier 2, and 20 NC counties identified as Tier 3. For comparison, Durham County is reported to have the highest private sector wages at \$75,892, and Swain County has the lowest, at \$29,024. The North Carolina average private sector wage is \$54,005.



Source: Bureau of Labors Statistics; US Census Bureau.



Chapter 3: Pembroke Today

3.1 Introduction

This chapter describes physical features that can support or limit development capacity. It further highlights the community assets. The information contained in this chapter provides many tools used to identify land uses that are appropriate for future development or conservation. The maps inserted into this chapter were prepared from data compiled from federal, state, and local government sources. The information and data are solely intended to support the Town of Pembroke planning process and should not be substituted for onsite surveys and detailed engineering studies.

Pembroke is a historic town located in Robeson County. It encumbers 2.3 square miles of land area, all of which is land. With a population of approximately 2,823 residents, this charming North Carolina town has several key assets that make Pembroke a great place to live, work, or attend college. Pembroke is home to the Lumbee Tribe. Within and immediately around the town, Pembroke has numerous assets that draw residents and visitors including:

- Lumber River State Park
- University of North Carolina at Pembroke
- Museum of the Southeast American Indian
- Pembroke Diamond Railroad Crossing
- Givens Performing Arts Center
- Pembroke Recreation Complex

3.2 Environmental Resources

Environmental resources are critical natural features that either perform a valuable environmental function or pose a significant threat to life or property if not managed. Environmental resources can constrain development; therefore, it is important to know the resources of the community and where they are located.

3.2.1 Climate

The climate in Pembroke is best described as mild. Summer can present hot and muggy conditions, while winters are known to be cold, but short. Over the course of a year, the temperatures vary from 35 degrees to 90 degrees Fahrenheit(F). It rarely dips below 22 degrees F or above 96 degrees F.

A *wet day* is defined as a day that encounters at least *0.04 inches* of liquid or liquid-equivalent precipitation. The chance of wet days in Pembroke varies significantly throughout the year. The *wetter season* lasts *3.4 months*, from *May 27 to September 7*, with a greater than *36%* chance of a given day being a wet day. The month with the most wet days in Pembroke is *July*, with an average of *15.5*



days with at least 0.04 inches of precipitation. The month with the least rain in Pembroke is *November*, with an average rainfall of 2.7 inches.

3.2.2 Topography & Slope

Topography refers to the slope and elevation of land. Pembroke is located in the southeastern portion of the state in the Coastal Plain region of North Carolina. The Coastal Plain is sub-divided into two major sub-areas. The Outer Coastal Plain, or Tidewater, which lies closest to the ocean, is extremely flat and averages less than 20 feet above sea level. The Inner Coastal Plain is higher in elevation and better drained. The Town of Pembroke lies within the Inner Coastal Plain, with an elevation of 171 feet above sea level.

3.2.3 Flood Hazard Areas Geographic Regions of North Carolina

Most of the special flood hazard areas (SFHA) in the planning area are located within the 100-year floodplain, although land outside the floodplain can be flood prone to water rise. Property in the 100-year floodplain has a 1 percent chance of flooding in any given year and stands a 26 percent chance of flooding during the lifetime of a 30-year mortgage. Therefore, the 100-year floodplain is the standard used by the National Flood Insurance Program (NFIP) to determine the need for flood insurance. The town participates in the NFIP, which allows homeowners, renters, and businesses to buy flood insurance at affordable rates.

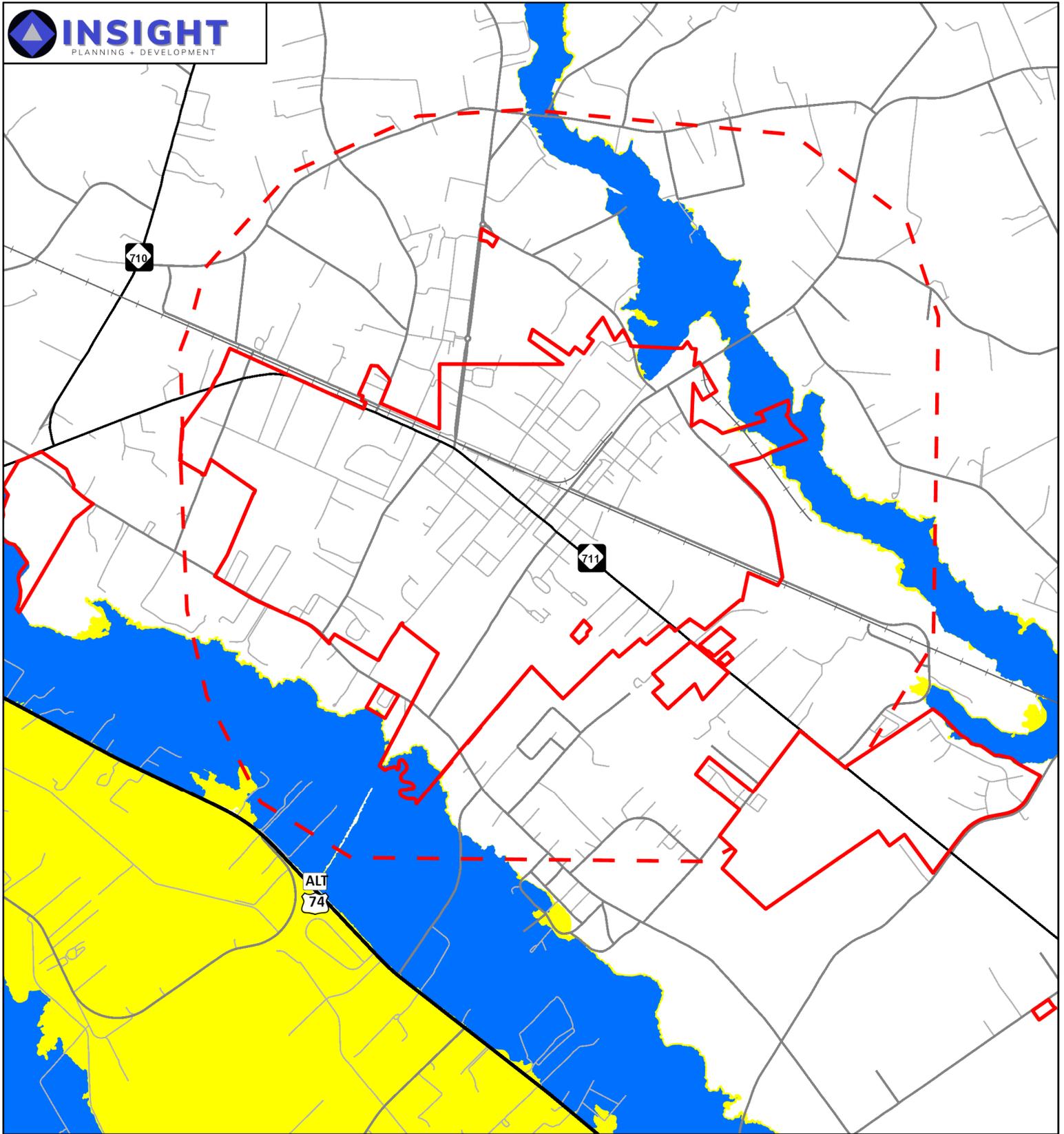
SFHAs are broken into “AE” zones and “VE” zones. “AE” zones, formerly known as the 100-year floodplain, are area subject to risk of flooding by standing or relatively static flood waters, while “VE” zones are areas subject to wave action. “Shaded X” is a supplemental flood hazard area in which there is a 0.2% annual chance of flooding, also known as the “500-year floodplain.” Land bordering the Atlantic Ocean is most susceptible to wave inundation, whereas land bordering estuarine areas are most susceptible to flooding/rising waters.

The town’s planning area is minimally impacted by the AE and Shaded X zones. These percentages are based on flood maps prepared by the National Flood Insurance Program in December 2019. Pembroke’s designated flood hazard areas extend along Bear Swamp and the Lumber River. The geographic location of each flood hazard area is displayed on Map 2. Digital FEMA Flood Insurance Rate Maps are available for review at <http://fris.nc.gov>.

Table 3-1. Flood Hazard Areas

Flood Zones	Acres	% of Planning Jurisdiction
AE	22.2	0.3%
Shaded X (0.2% annual chance)	642.3	11.1%
Total	664.5	11.4%

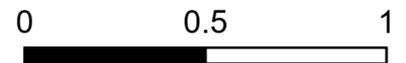
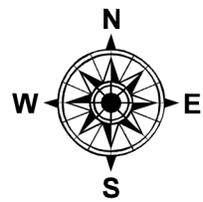
Source: Federal Emergency Management Agency.



Legend

- Corporate Limits
- - - ETJ Limits
- Railroads
- Flood Hazard Areas
- AE
- 0.2 PCT ANNUAL CHANCE FLOOD HAZARD

Map 2 Town of Pembroke Flood Hazard Areas



Miles



3.2.4 Wetlands

Wetlands help preserve or improve water quality, protect wildlife and vegetative habitats, control flooding and soil erosion, and provide recreation and education opportunities. Wetlands in the planning area are mostly concentrated along swamp and forest areas. Development of regulated wetlands must be identified and permitted under federal or state wetland protection laws. The probable wetlands indicated on the Environmental Resource Map are based on the National Wetlands Inventory. The Town of Pembroke development is minimally impacted by wetlands. As indicated in Table 3-2, wetlands encumber approximately 11.76% of the planning jurisdiction (see Map 3).

Wetland Type	Acres	% of Planning Jurisdiction
Freshwater Emergent Wetland	3.62	0.06%
Freshwater Forested/Shrub Wetland	633.10	10.88%
Freshwater Pond	12.63	0.22%
Riverine	35.12	0.60%
Total	684.47	11.76%

Source: Federal Emergency Management Agency.

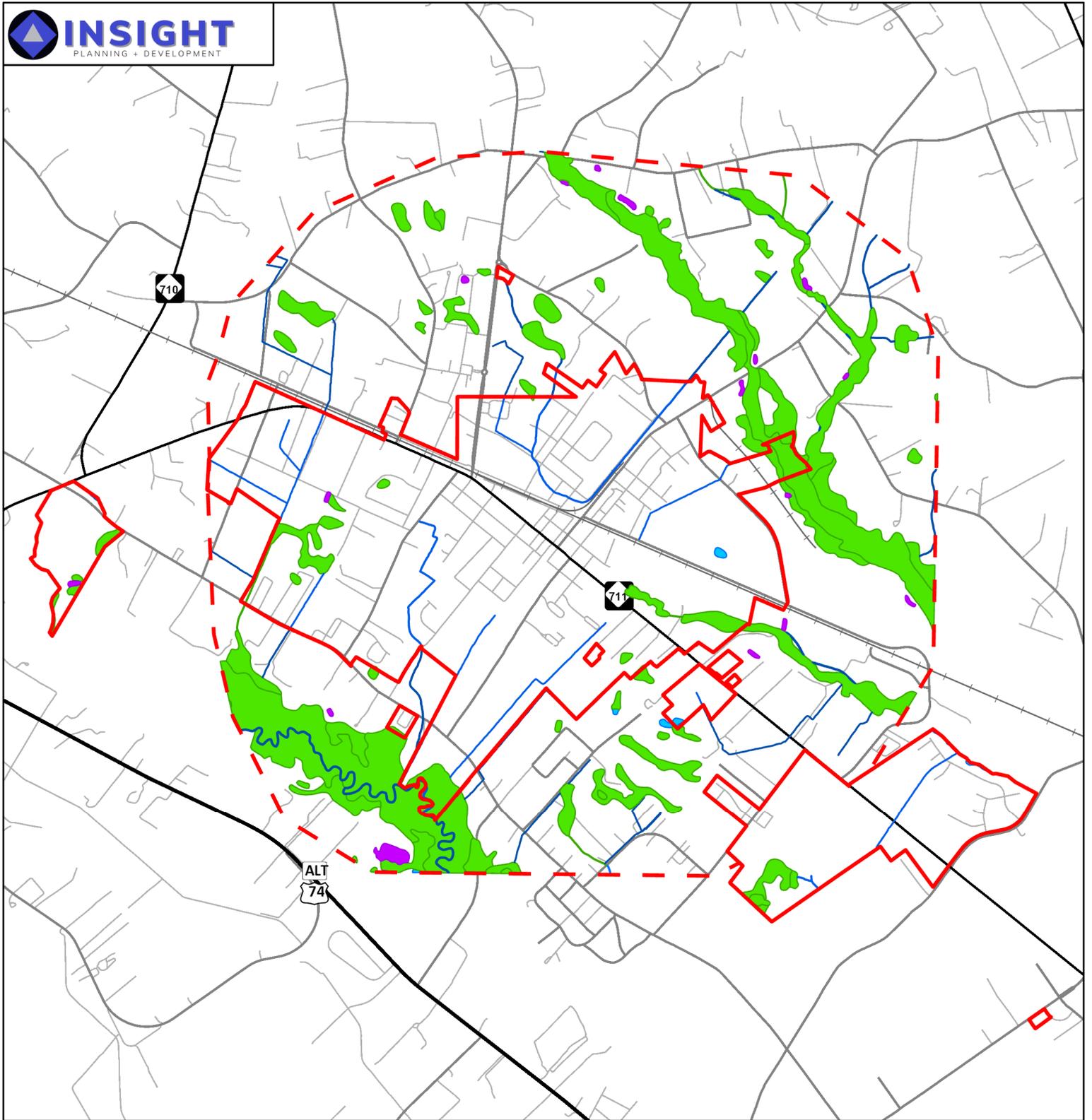
3.2.5 Natural/Managed Areas

By consolidating information about hundreds of rare species and natural communities, the North Carolina Natural Heritage Program (NHP) ensures that the public is able to get the information that is needed to weigh the ecological significance of various sites and to evaluate the ecological impacts of development. The information aggregated and shared by NHP, using methodology developed by the Nature Conservancy and maintained by NatureServe, helps project planners and landowners make land use decisions that have the most benefit for society and the economy, while having the least ecological impact.

There are two Natural Heritage Areas within the Town of Pembroke which extend along the southwestern boundary of the ETJ. Map 4 depicts the location of the Middle Lumber River Swamp and Lumber River/Bear Swamp Aquatic Habitat.

3.2.6 Water Classifications

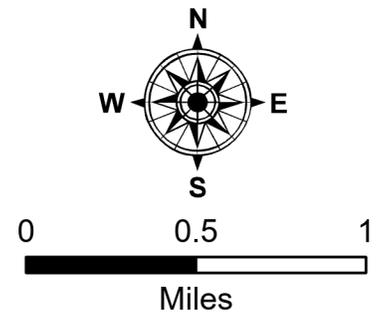
Each stream mile of water in North Carolina is evaluated and rated by the NC Division of Water Resources. The classifications are based upon the existing or contemplated best usage of the various stream segments of streams within a basin, as determined through studies, evaluations, and comments received at public hearings. The state water classification system is summarized in Table 3-3.

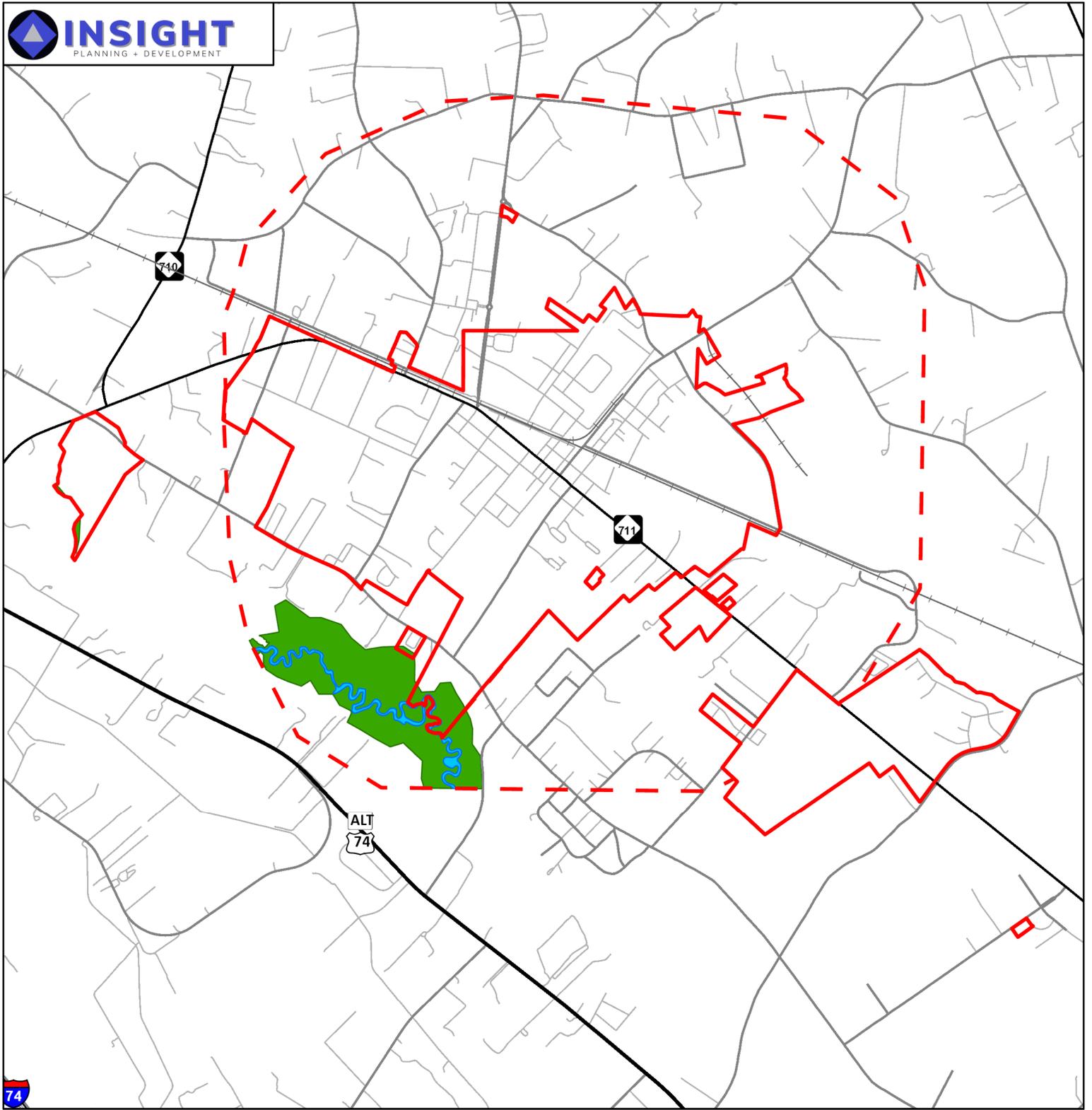


Legend

- ▭ Corporate Limits
- - - ETJ Limits
- + Railroads
- Wetland Type
- ▭ Freshwater Emergent Wetland
- ▭ Freshwater Forested/Shrub Wetland
- ▭ Freshwater Pond
- ▭ Riverine

Map 3 Town of Pembroke Wetlands





Legend

- ▭ Corporate Limits
- - - ETJ Limits
- Railroads
- Natural/Managed Areas
 - ▭ LBR/Lumber River/Bear
 - ▭ Swamp Aquatic Habitat
 - ▭ Middle Lumber River
 - ▭ Swamp

Map 4
Town of Pembroke
Natural/Managed Areas

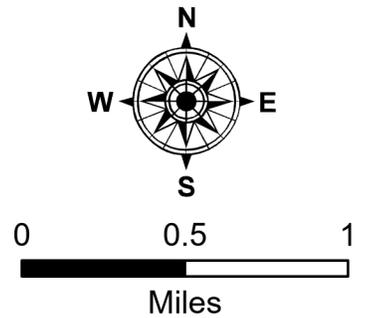




Table 3-3. NC Division of Water Resources Water Body Classifications

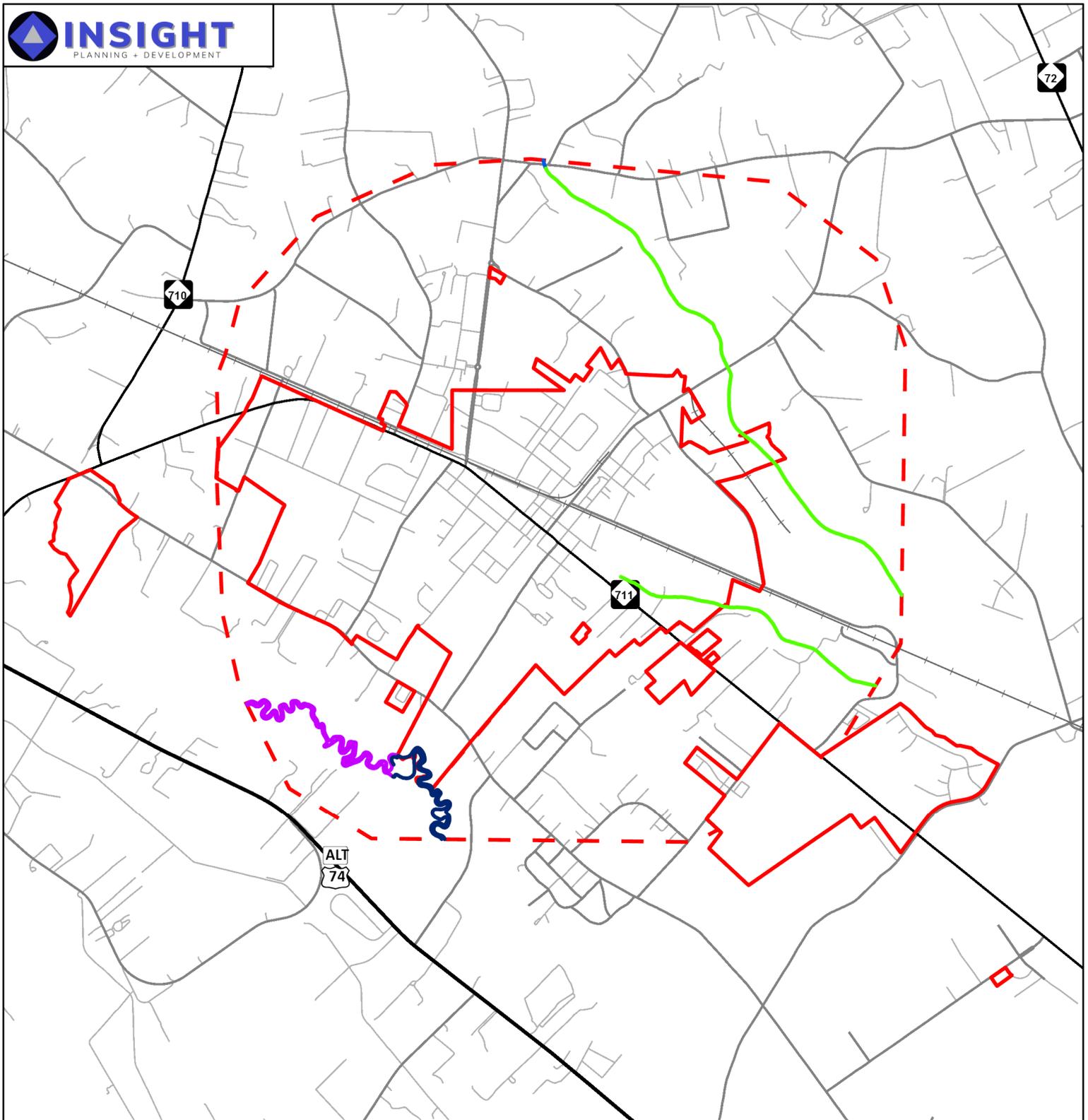
PRIMARY FRESHWATER AND SALTWATER CLASSIFICATIONS*	
<u>Class</u>	<u>Best Uses</u>
C and SC	Aquatic life propagation/protection and secondary recreation
B and SB	Primary recreation and Class C uses
SA	Waters classified for commercial shellfish harvesting
WS	<i>Water Supply Watershed.</i> There are five WS classes ranging from WS-I through WS-V. WS classifications are assigned to watersheds based on land use characteristics of the area. Each water supply classification has a set of management strategies to protect the surface water supply. WS-I provides the highest level of protection and WS-V provides the least protection. A Critical Area (CA) designation is also listed for watershed areas within a half-mile and draining to the water supply intake or reservoir where an intake is located.
SUPPLEMENTAL CLASSIFICATIONS	
Sw	<i>Swamp Waters:</i> Recognizes waters that will naturally be more acidic (have lower pH values) and have lower levels of dissolved oxygen.
Tr	<i>Trout Waters:</i> Provides protection to freshwaters for natural trout propagation and survival of stocked trout.
HQW	<i>High Quality Waters:</i> Waters possessing special qualities including excellent water quality, Native or Special Native Trout Waters, Critical habitat areas, or WS-I and WS-II water supplies
ORW	<i>Outstanding Resource Waters:</i> Unique and special surface waters that are unimpacted by pollution and have some outstanding resource values.
NSW	<i>Nutrient Sensitive Waters:</i> Areas with water quality problems associated with excessive plant growth resulting from nutrient enrichment.
<i>*Primary classifications beginning with an "S" are assigned to salt waters. Source: NC Department of Environmental Quality.</i>	

The surface water classifications relevant to Pembroke are provided in Table 3-4 (see Map 5). There is currently a designated water supply watershed within the Town’s planning jurisdiction.

Table 3-4. Waterbody Classifications

Waterbody	Description	Classification
Little Bear Swamp	From source to Bear Swamp	C; Sw
Bear Swamp	From Robeson County SR 1515 to Lumber River	WS-IV; Sw
Watering Hole Swamp	From source to Bear Swamp	WS-IV; Sw
Lumber River	From Robeson County Water Supply Intake (located 0.5 mile upstream of NC Highway 711) to Seaboard Coast Line Railroad bridge near Pembroke	B; Sw; HQW
Lumber River	From Seaboard Coast Line Railroad bridge near Pembroke to a point 0.5 mile upstream of Powell Branch	WS-IV; B; Sw; HQW

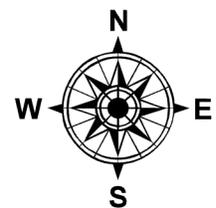
Source: NC Department of Environmental Quality.



Legend

- ▭ Corporate Limits
- - - ETJ Limits
- Railroads
- Water Classifications
- WS-IV;Sw
- B;Sw;HQW
- C;Sw
- WS-IV;B;Sw;HQW

Map 5 Town of Pembroke Surface Water Classifications





3.2.7 Soils

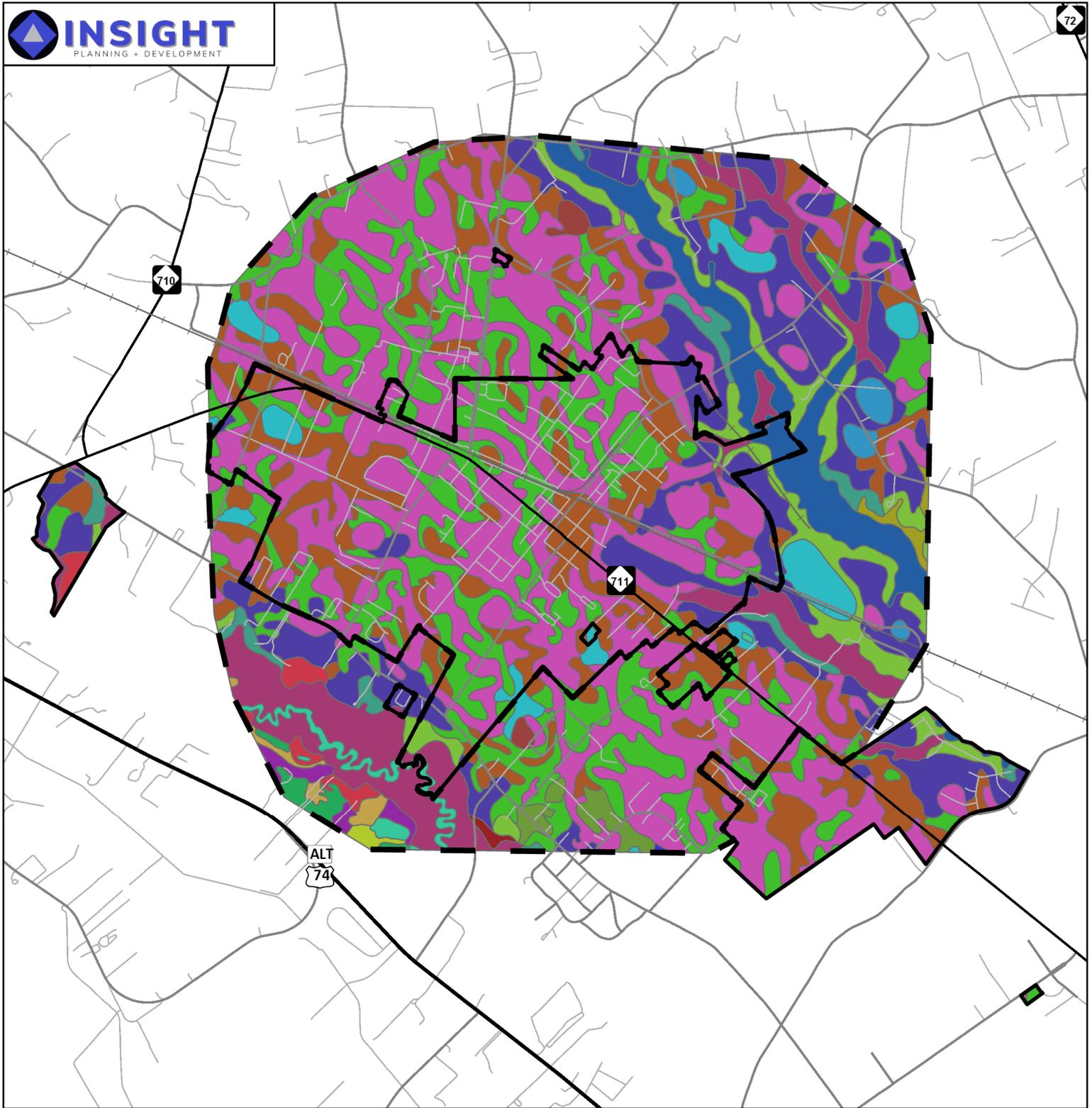
Healthy soils are essential not only for healthy plant growth and human nutrition, but for water filtration. Healthy soil supports a landscape that is more resilient to the impacts of drought, flood, or fire. Therefore, soil classifications impact land suitability and appropriate development patterns.

The Town of Pembroke houses a variety of soil types. A brief description and slope analysis is provided in Table 3-5.

Table 3-5. Soils		
Soil Name	Abbreviation	Slope Analysis
Bibb	BB	Nearly level, poorly drained soils are on floodplains of natural drainageways
Coxville loam	Co	Nearly level, poorly drained soils are on broad flats or in bays of uplands
Dunbar sandy loam	Dn	Nearly level, somewhat poorly drained soils on uplands
Goldsboro loamy sand	GoA	0-2% slope
Johnston	JT	Nearly level, very poorly drained soils on floodplains
Johns sandy loam	Jo	Nearly level, moderately well drained or somewhat poorly drained soils on stream terraces
Kalmia loamy sand	KaA	0-2% slope
Lakeland sand	LaB	0-6% slope
Lumbee sandy loam	Lu	Nearly level, poorly drained soils on stream terraces
Lynchburg sandy loam	Ly	Nearly level, somewhat poorly drained soils on uplands
Marlboro sandy loam	MaA	0-2% slope
McColl loam	Mc	Nearly level, poorly drained soil in oval bays on broad uplands
Norfolk loamy sand	NoA	0-2% slope
Norfolk loamy sand	NoB	2-6% slope
Norfolk and Faceville	NsC	6-10% slope
Pantego fine sandy loam	Pg	Nearly level, very poorly drained soils on lowest part of irregularly shaped or oval bays
Plummer and Osler	Pm	Nearly level, poorly drained soils in depressions and along drainageways on uplands and stream terraces
Rains sandy loam	Ra	Nearly level, poorly drained soils on broad, low plains and is on the lowest part of the landscape
Wagram loamy sand	WaB	0-6% slope

Source: Soil Survey of Robeson County.

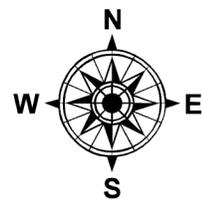
More than half of the soils located in the town’s planning jurisdiction are not suitability for intense development. However, the pockets of developable soils are located along the town’s major corridors and existing commercial node areas. Refer to Map 6 for specific soil location details.



Legend

- ▭ Corporate Limits
 - ▭ ETJ Limits
 - Railroads
- Soils Type
- | | | |
|----|-----|-------|
| BB | GoA | NoA |
| Bp | JT | NoB |
| Co | Jo | NsC |
| Dn | KaA | Pg |
| | LaB | Pm |
| | Lu | Ra |
| | Ly | WaB |
| | MaA | Water |
| | Mc | |

Map 6
Town of Pembroke
Soils





3.3 Historic Resources

Historic preservation promotes sustainability through the reuse of existing buildings, sites, and infrastructure. Through adaptive reuse (adapting historic buildings for new uses), the town can reduce fiscal and environmental toll of growth since extending water and sewer to new development is generally more costly than serving existing development with existing infrastructure. Plus, redevelopment of existing buildings disturbs less of the natural landscape than new construction.

Historic preservation is an important economic development tool for communities. Historic properties give Pembroke a unique “sense of place” that can attract heritage tourism, defined by the National Trusts as “traveling to experience the places, artifacts, and activities that authentically represent the stories and people of the past and present.”

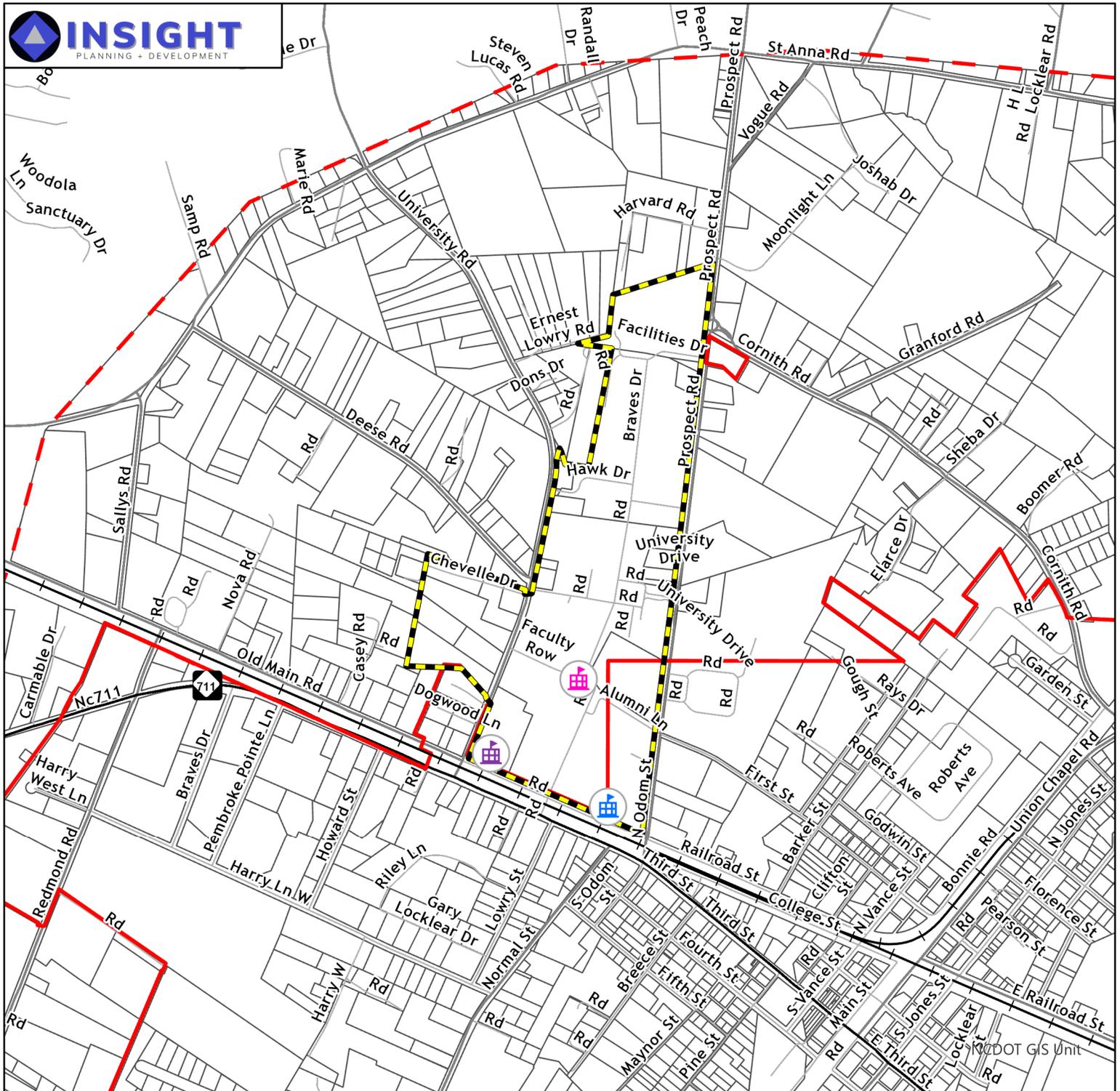


*Old Main, Pembroke State University
Image Source: Insight Planning & Development.*

Historic resources are defined as districts or sites that are valuable to the development, heritage, or culture of the city, state, or nation. Properties on the National Register are eligible for state and federal tax credits if preserved to federal guidelines. As of 2020, Pembroke had two sites identified on the national register, Old Main, Pembroke State University (entered May 13, 1976) and the former Pembroke High School (entered September 1, 1995).

Unique to Pembroke is the Pembroke State University Historic District. Recognized by the National register, the district boundary encompasses Old Main Street, north along North Odom Street to Prospect Road, west along University Drive and south parallel to University Road. The area is referred to as “The Quad” among students and faculty.

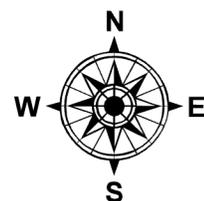
Property on a local listing can be protected from demolition and neglect only by local ordinance. The Town of Pembroke does not currently maintain a local district. A complete list of Pembroke’s Historic Resources can be seen on Map 7.



Legend

-  Corporate Limits
-  ETJ Limits
-  Railroads
-  UNC Pembroke Campus
- Historic Sites
 -  (Former) Pembroke High School
 -  Old Main, Pembroke State University
 -  Pembroke State University Historic District

Map 7 Town of Pembroke Historic Properties





3.4 Existing Land Use

The existing land use is summarized by acreage in Table 3-6 (see Map 8).

Land Use Category	Municipal Limits		ETJ		Total Area	
	Acres	%	Acres	%	Acres	%
Agricultural	62.3	3.4%	438.0	13.6%	500.3	9.9%
Commercial	286.5	15.5%	16.6	0.5%	303.1	5.9%
Industrial	30.0	1.6%	36.6	1.1%	66.6	1.3%
Multi-family	79.3	4.3%	0.2	0.007%	79.5	1.6%
Manufactured Home Parks	20.1	1.1%	8.8	0.3%	28.9	0.6%
Office and Institutional	150.3	8.1%	134.3	4.2%	284.6	5.6%
Recreation	43.3	2.3%	0.1	0.002%	43.4	0.9%
Residential	519.9	28.2%	688.1	21.4%	1,208.0	23.9%
Utilities	35.3	1.9%	12.5	0.4%	47.8	0.9%
Vacant	619.5	33.6%	1,883.7	58.5%	2,503.2	49.4%
Total	1,846.4	100.0%	3,218.9	100.0%	5,065.3	100.0%

Source: Robeson County GIS; Insight Planning & Development.

3.4.1 Residential

Residential was the largest category of developed land in the planning area. According to the 2019 American Community Survey data, single-family residential accounts for 46% of the existing housing stock, down 34% since 2005. Multi-family units make up 42.8% of the available residential units. Manufactured housing completes the 11.2% of residential units available to residents. Early residential development occurred in a traditional neighborhood setting with a grid street pattern and within short walking distance of downtown. Density ranged between 4 to 6 dwellings per acre. Many single-family dwellings on the periphery of downtown have been converted for office, retail, or other transitional commercial uses.

3.4.2 Commercial

Approximately 90% of commercial land use in the planning area is sited in the town limits, up 10% from 2005. Commercial development has historically been concentrated in the Central Business District, along the NC 711 corridor, and around the UNCP Campus. The Central Business District (CBD) holds most of the earliest commercial development in the town. The CBD has a mix of specialty retail, restaurants, and other small businesses. Downtown is also the center of government activity and a preferred location for attorneys, realtors, and other professional services that require easy access to government services. As a result of the significant growth the downtown area has experienced, the town incorporated design guidelines in June 2018 that apply to the commercial corridor.



3.4.3 Industrial

Industrial uses include warehousing, wholesaling, manufacturing, outdoor retail and storage, transportation and towing services, research facilities, and contractor and special trade offices. Roughly 54% of the industrial acreage in the planning area is located in the ETJ or outside the town limits. This percentage is a decrease of approximately 20% since 2005, indicating municipal limits are absorbing industrial users. Existing industry is primarily located along the railroads and Jones Street.

3.4.4 Institutional

Public, quasi-public, and civic uses such as libraries, hospitals, post office, schools, cemeteries, and religious institutions were identified as institutional. Office and Institutional uses accommodate 6.0% of the planning area. Most institutional uses were integrated into downtown and larger commercial districts. However, local development trends indicate the traditional use is branching out both north and south of the traditional downtown and commercial corridor areas.

3.4.5 Utilities

These parcels contained infrastructure that distributed utility service to the community or region. This includes electric substations, water storage and treatment facilities, sewer treatment plants, and other utility infrastructure. It does not include administrative offices or utilities that serve a single neighborhood or lot. Utilities accounted for 1.1% of developed land in the planning jurisdiction, down from 2% reported in 2005.

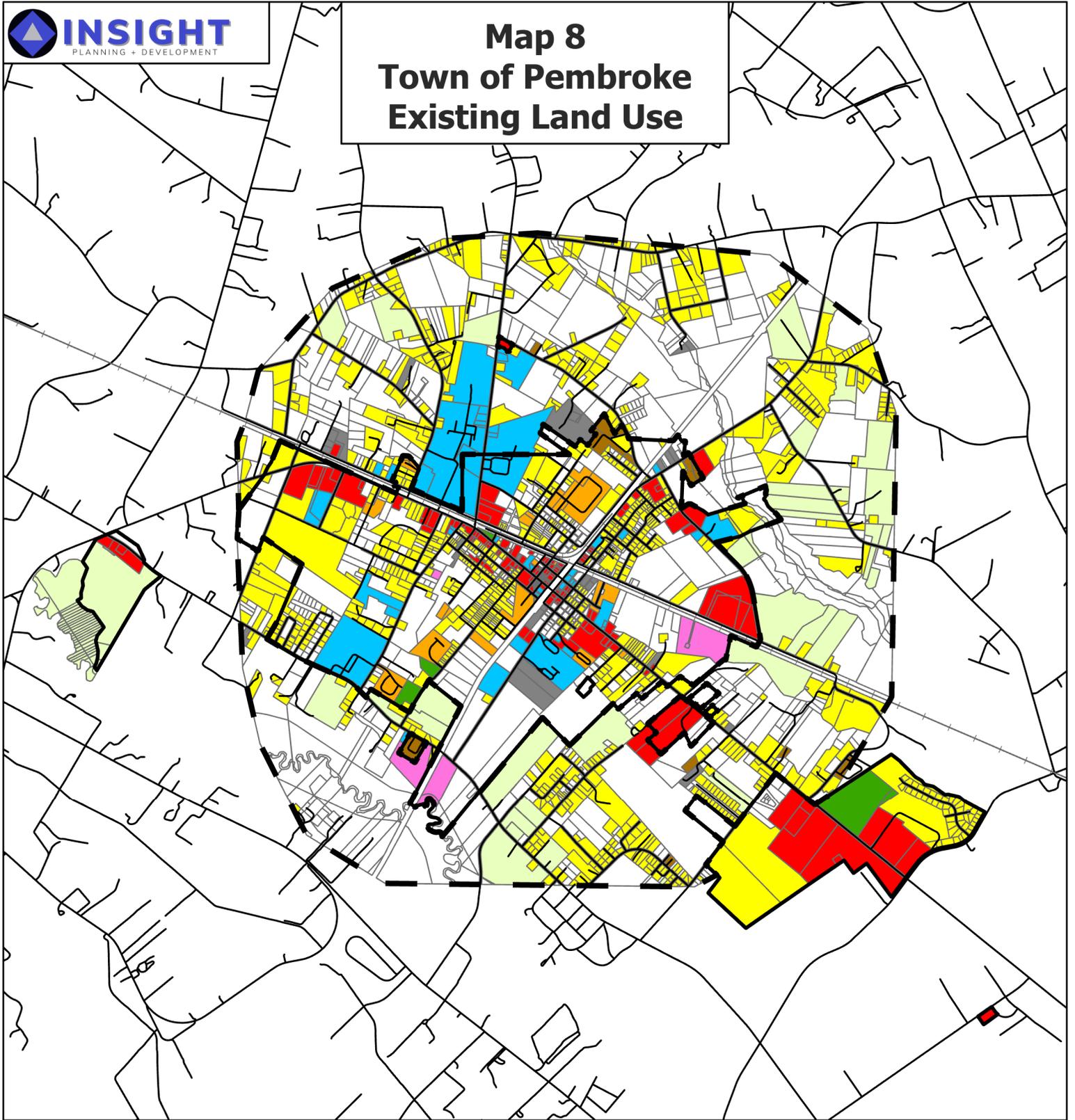
3.4.6 Recreation

Recreation land uses were applied to parcels occupied by playgrounds, ball fields, walking trails, and other facilities used for recreation, education, or leisure activities. Other than golf courses, private facilities such as fitness centers were classified as commercial uses. Recreation accounted for 1% of developed area, down from the 5% previously reported (2005).

3.4.7 Undeveloped Land Uses

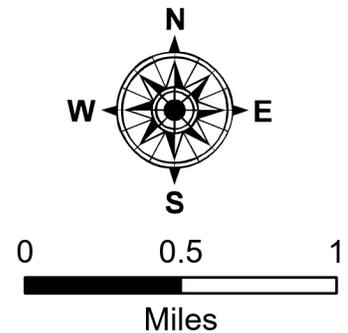
Undeveloped parcels exist mainly in a natural state or are mostly undisturbed. Overall, undeveloped land covers approximately 47% of the planning area, down from the 62% reported in 2005.

Map 8 Town of Pembroke Existing Land Use



Legend

- | | |
|-------------------|-------------|
| Corporate Limits | MF |
| ETJ Limits | MHP |
| Railroads | O&I |
| Existing Land Use | Rec |
| Ag/Res | Residential |
| Commercial | Utilities |
| Industrial | Vacant |





3.5 Community Facilities

Community facilities are established primarily for the benefit and service of the population of the community in which it is located. This section focuses on community facilities, policies and actions that will drive future decisions about siting, acquisition, co-location, programming, design, and construction (see Map 9 for locations of community facilities). Current community facilities and services include:

- Public Works
- Parks and Recreation
- Emergency Services
- Healthcare
- Education
- Libraries

3.5.1 Public Works

The Town of Pembroke's Public Works Department employs seven individuals, including the Director. The department maintains water and sewer utilities for the town and is tasked with installation of new service taps for residential and commercial developments. Additionally, the department maintains the land and streetscape for the community and coordinates town events.

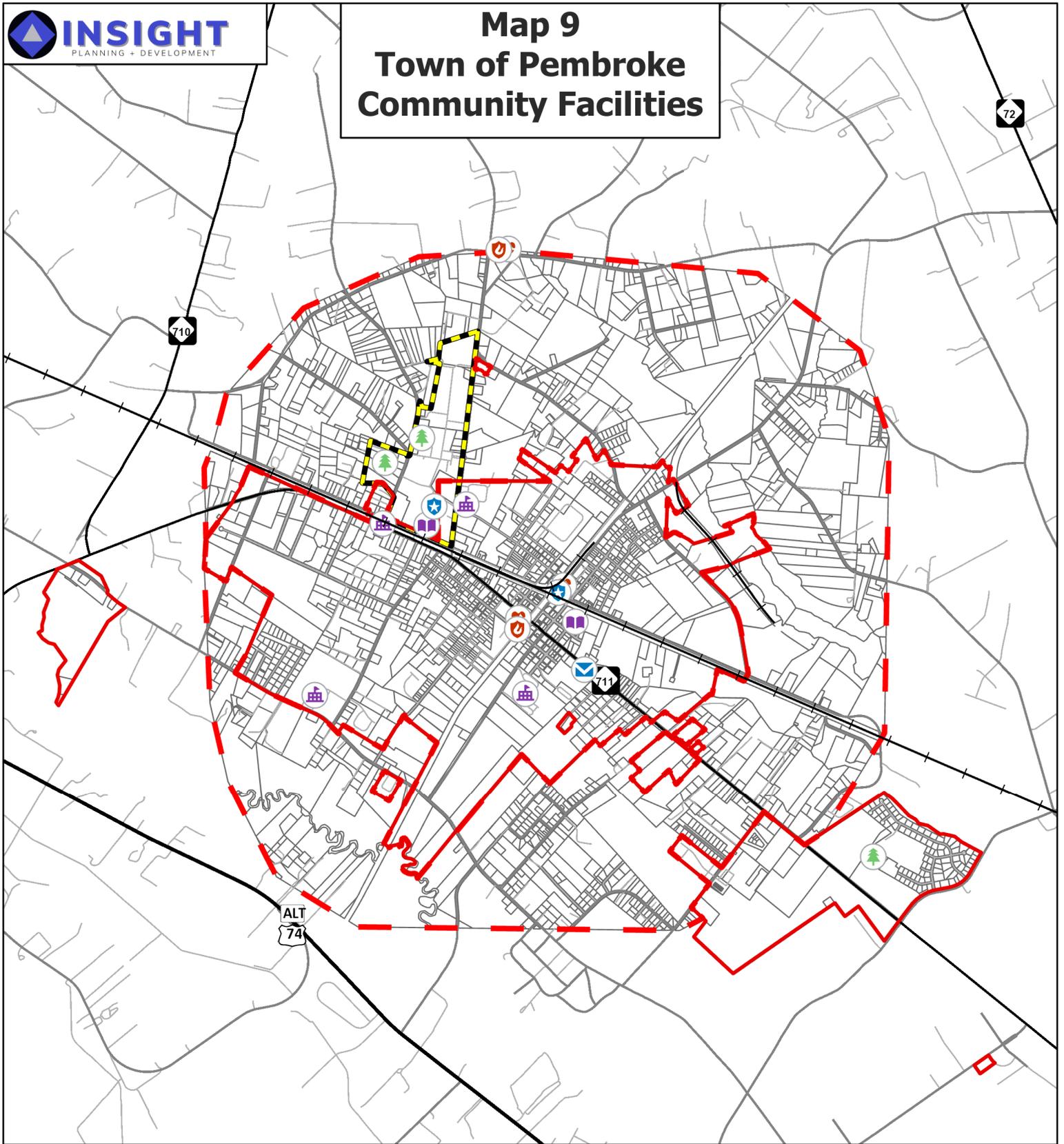
The Public Works Department is also responsible for municipal building maintenance. There are currently eleven municipal buildings, including:

- Town Hall on Union Chapel Road,
- Pembroke Police Department on South Union Chapel Road,
- Pembroke Public Library on Blaine Street,
- Pembroke Public Works on Railroad Street,
- Three Fire Stations (Main Street, 4th Street, and Prospect Road),
- Pembroke Recreation Complex on Highway 711,
- Pembroke Wastewater Treatment Plant on Deep Branch Road, and
- Two Water Treatment Plants

Pembroke maintains 18 miles of public streets. Streets included in the network, but maintained by the state include:

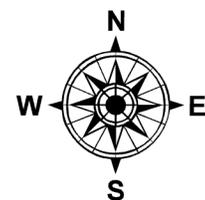
- | | |
|--------------------|---------------------|
| • Jones Road | • Prospect Road |
| • Candy Park Road | • Corinth Road |
| • Deep Branch Road | • Union Chapel Road |
| • Redmond Road | • NC Highway 711 |
| • Old Main Road | • Moss Neck Road |
| • University Drive | |

Map 9 Town of Pembroke Community Facilities



Legend

- ▬ Corporate Limits
- ▬ ETJ Limits
- UNC Pembroke Campus
- Railroads
- ⚡ EMS
- 🔥 Fire Stations
- 📖 Libraries
- 🌳 Parks
- 👮 Police Stations
- ✉️ Post Office
- 🏫 Public Schools





Capital improvement considerations for the next five years should include aeration ditch and headwork upgrades at the wastewater treatment plant and upfitting the fire station. Longer term investments should consider purchasing land in the west side of town to accommodate an additional wastewater treatment plant.

3.5.2 Parks and Recreation

Pembroke Parks and Recreation employs three staff members, including a director, administrative specialist, and field and building maintenance. The department is responsible for the management and supervision of all recreation centers and ensures safety, proper use, and proper conduct of the patrons. Staff also develops, plans, initiates, organizes, evaluates, and supervises an extensive program of indoor and outdoor recreation activities, programs, and services.

Winter programs include youth basketball and cheerleading and an older adult basketball league. 2021-22 enrollment included a total of 335 participants, aged 3-15 and 75 adults over the age of 72.

Spring programs feature youth soccer, tennis, t-ball, baseball, and softball. There is also an adult tennis program offered. 2022 enrollment numbers encompass 855 participants, including seven adults and 848 children, ages ranging from 3-15.

Fall programs include youth indoor and outdoor soccer and adult cornhole and dodgeball leagues.

New attractions include a splashpad, added May of 2022, as the result of a coordinated effort between PARTF Grant funds and community sponsorships.

Capital improvement plans should focus on providing the Parks and Recreation Department with an indoor gymnasium. As participation in public recreation continues to climb, a gym addition would expand programming opportunities for both youth and adults. Long term goals should consider expanding park and recreation opportunities throughout the community, including pocket and neighborhood parks. It should be noted that not all recreation space requires significant investment and onerous maintenance. Passive parks present opportunities to use underutilized plots of land for landscaping, open space, and informal gathering place for relaxation and play. Passive Park includes, but is not limited to, parquets, urban oases, and small space sites. These facilities typically provide older neighborhoods, that predate open space requirements, recreation opportunities.



*Pembroke Recreation Complex
Image Source: Insight Planning & Development.*



3.5.3 Emergency Services

Police Department

The department represents Integrity and professionalism and requires that employees be accountable for the exercise of their authority. Departmental directives, Town of Pembroke Ordinances, North Carolina General Statutes, and the Constitutions of North Carolina and the United States serve to establish boundaries by which authority may be responsibly used.

The Police Department was relocated to the municipal building, located at 98 Union Chapel Road, in 2004. The department currently has 8 full-time sworn officers in the following roles: Chief of Police, Assistant Chief, Detective, Patrol Officer, School Resource Officer, and K-9 Officer.

Table 3-7 provides a comparison of the 2019 and 2020 crime totals for the Town of Pembroke. Index Crime includes the total number of violent crimes and property crimes committed in the jurisdiction. Violent crimes are defined as murder, rape, robbery, and aggravated assault. Property crimes are defined as burglary, larceny, and motor vehicle theft. Overall, crime has seen a decrease of 17.4% in the planning jurisdiction. The largest decrease occurred in the violent crime category.

Table 3-7. Town of Pembroke Crime Totals			
Year	Index Crime Totals	Violent Crime Totals	Property Crime Totals
2019	247	19	228
2020	204	14	190
% Change	-17.4%	-26.3%	-16.7%
<i>Source: Uniform Crime Reporting Program.</i>			

Fire Department

The Fire Department provides fire prevention, fire suppression, rescue, and hazardous materials mitigation. The Pembroke Fire Department maintains one fire station within its municipal boundaries (located at 102 Fourth Street) and is fully staffed by volunteer firefighters.

The department responds to calls for service that include structure and vehicle fires as well as brush fires. The fire department will also answer emergency medical calls to sick and injured victims as well as service calls and interagency assistance. The fire department may also provide technical rescue assistance that include special rescues involving disentanglement of victims in motor vehicle collisions as well as confined space rescue and other special conditions.



Town of Pembroke Fire Department
Image Source: Insight Planning & Development.



3.5.4 Healthcare Resources

Medical Facilities

The nearest hospital serving the region, UNC Health Southeastern, is located approximately 13 miles away in Lumberton, NC. UNC Health Southeastern, which is licensed for 452 beds, is a comprehensive healthcare system that offers an array of services through its affiliated divisions. The medical center is accredited by DNV-GL Healthcare and offers a combination of acute care, intensive care and psychiatric services to more than 13,000 inpatients and 60,000 emergency patients annually. There are more than 135 physicians on the active medical staff. UNC Health Southeastern is still the only hospital in Robeson County and serves patients throughout southeastern North Carolina. Specialty areas include: Anesthesiology, Cardiology, Cardiothoracic Surgery, Dermatology, Endocrinology, Emergency Medicine, Otolaryngology, Family Practice, Gastroenterology, General Surgery, Geriatrics, Gynecology, Hematology, Internal Medicine, Medical Oncology, Neonatology, Nephrology, Neurology, Neurosurgery, Nuclear Medicine, Obstetrics, Occupational Medicine, Ophthalmology, Orthopedics, Pathology, Pediatrics, Physical Medicine and Rehabilitation, Plastic Surgery, Podiatry, Psychiatry, Pulmonary Medicine, Radiation Oncology, Radiology, Rheumatology, Urology, and Vascular Medicine.



In addition to UNC Health Southeastern, there are a number of physicians' offices, as well as other healthcare providers, located within the Pembroke planning jurisdiction.

Robeson County Health Department

Established in 1912, the Robeson County Health Department is recognized as the nation's oldest rural health department. It is the department's mission for all residents to achieve the highest level of health possible through identification and reduction of health risks; detection, investigation, and prevention of the spread of disease; promotion of healthy lifestyles and a safe and healthy environment; promotion of the availability and accessibility of health care services through the private sector; and the provision of quality health services to those in need.

3.5.5 Education

The Robeson County Board of Education offers 36 options, including twenty elementary schools, nine middle schools, and seven high schools. Of these public educational facilities, two primary schools, one middle school, and one high school, including Pembroke Elementary, Union Chapel Elementary, Pembroke Middle, and Purnell Swett High, serve the Pembroke population. There is also a charter school option located in Town, Old Main Stream Academy.



*Pembroke Elementary School
Image Source: Insight Planning & Development.*



In addition to primary, intermediate, and secondary schools, the Town of Pembroke residents have access to Robeson Community College for an associate degree or trade school program and the University of North Carolina at Pembroke (UNCP) for several bachelor and master's degree options. Both post-secondary educational opportunities are public and funded by the state. Public colleges and universities are generally larger than private schools and have larger class sizes. According to UNCP, fall 2021 enrollment included a total of 8,318 students, up 24 percent from enrollment five years ago (2017).

3.5.6 Libraries

The Pembroke Public Library, located at 413 S. Blaine Street, is a branch of the Robeson County Public Library system. The library system offers the following services: lending materials: books, DVDs, Blu-ray discs, and audiobooks; interlibrary loan; downloadable audiobooks, eBooks, videos, and magazines; online research tools available through NCLive.org; magazines & newspapers; computers, internet, Wi-Fi, iPads (for children), outgoing fax and printing services; community programs for all ages; test proctoring; meeting rooms; and the Hoyland Livermore Jennings Genealogy and Local History Room.



*Pembroke Public Library
Image Source: Insight Planning & Development.*

The Mary Livermore Library is open to UNCP students, its personnel, and to the general public. The library's resources include over 481,000 cataloged volumes, over 172,000 licensed eBooks, over 58,000 subscriptions to print and electronic serials, access to more than 167 databases, special collections that include the Charlie Rose Collection, government documents, and current reading and media materials.



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Chapter 4: Pembroke Tomorrow

4.1 Introduction

The national economy has been tested repeatedly in the last century, with the steep decline in markets during the recession of 2008 and the most recent stress brought on by the global pandemic. Forecasting has never been a definitive science but has become ever more difficult in a recovering economy.

4.2 Population

The State Demographer produces the official population projections for the state and counties. Population projections take historical trends in population change and the components of population change (births, deaths, migration) to estimate a future population. Projections are made annually and make certain assumptions about future changes in the components of population change. The forecast data provides general parameters within which a jurisdiction’s path will be charted. Table 4-1 provides population forecasts for the Town of Pembroke, Robeson County, and North Carolina through 2045. The Town of Pembroke is forecast to experience a decline in population from 2020 through 2045, the largest decline occurring between 2020 and 2025.

Table 4-1. Population Projections, 2020-2045

Year	Town of Pembroke	Robeson County	North Carolina
2020	2,781	115,863	10,456,593
2025	2,571	107,136	10,963,764
2030	2,409	100,362	11,527,150
2035	2,278	94,918	12,094,279
2040	2,173	90,540	12,669,133
2045	2,088	87,004	13,245,876

**Projections based on current demographics, indicating the Town of Pembroke encompasses 2.4% of Robeson County's population.
Source: NC Office of State Budget and Management.*

4.3 Housing

In 2020, there were 879 occupied dwelling units, with an average of 2.68 persons per occupied dwelling unit. With a forecast 2045 population of 2,088 and an assumed constant 2.68 persons per dwelling, the demand for additional occupied dwelling units will decrease. However, the increasing age of the existing housing stock, outlined in Chapter 2, including 49.1% of the current inventory exceeding 40 years of age as of 2022, may impact the necessity of additional inventory. As the age of the housing increases, the number of dwellings declining to a substandard status may increase, stimulating a need for replacement housing. The lack of housing inventory paired with recent interest rate increases, may continue to make the goal of homeownership difficult for town residents. Therefore, it is expected that the increase in rental housing will continue through the planning period.



4.4 Economy

As previously noted, the North Carolina Office of State Budget and Management (NCOSBM) provides an annual population projection for the state of North Carolina and its 100 counties. The projections utilized in this report have been modified to incorporate pre-pandemic trends in fertility, morality, and migration. In general, it is expected that the town's economy will slow based on a declining population. However, economic growth while slowed, will not be stagnant. The local economy will likely remain supported by the following:

- Continued skilled work training in the public school system, Robeson Community College, and the proposed Robeson Career and Technology Education Center High School.
- Continued support and development of the Town's entrepreneurial/proprietorship sector.

Economically, the town will face the following challenges:

- Economic diversification.
- Financially achievable standard housing will be a continuing challenge for the work force. Growth will place greater demands on infrastructure, including water, sewer, schools, and recreational facilities.
- Land use planning and zoning of key high growth areas will be an important tool for economic growth.
- Expanding the Town's skilled work force.

4.5 Community Facilities

4.5.1 Healthcare Facilities

Robeson County Administration is pursuing funding assistance and developing a timeline for the construction of a new health department. Constructed in 1974, the current facility is outdated; dilapidated; and lacks sufficient clinic, office, and waiting area space to efficiently serve the consumers. Along with the construction of a new facility, the department will also be working with a document management company to scan and convert all medical records currently in paper format.

Concerns and Considerations for the Future

The Robeson County Health Department has led regional initiatives to encourage individuals to adapt healthier eating and exercise patterns. Over the course of several years, Health Department staff have collaborated with multiple community groups and church congregations throughout the county and region to offer Chronic Disease Prevention and Self-Management education. Efforts have included a program called "Faithful Families Eating Smart & Moving More", which was co-led by the Health Department and Cooperative Extension Services. Additionally, staff worked with churches to establish community gardens, walking trails, and healthy eating policies for all food functions sponsored by the



churches, and much more. Most of these efforts were made possible through grant funding (allocated to the NC Division of Public Health). Unfortunately, federal dollars for chronic disease prevention are limited (take into consideration the shift towards COVID related activities over the last few years).

Another previous successful grant was the Community Transformation Grant (CTG). Robeson was the lead Health Department for the 9 southeastern counties that comprise NC Region 8 (Bladen, Brunswick, Columbus, Duplin, New Hanover, Onslow, Pender, Robeson, and Sampson). Many positive outcomes resulted from the multi-year grant.

The Town of Pembroke elected officials and citizens should continue to support grant opportunities that provide supplemental assistance for various programming needs that are otherwise unobtainable.

4.5.2 School Facilities

The Robeson County Board of Education determines facility needs, solicits grant funding, and ultimately decides on site specific development opportunities. In 2022, the Board secured a \$5 million grant to rebuild a new Planetarium, to replace the facility lost during Hurricane Matthew. Additionally, the Board was awarded \$40 million, from the State Lottery, to construct a new Career and Technical Education Center for high school students. The joint campus location is anticipated to be determined by the end of Summer 2022. The Robeson County School board voted to select the 35-acre ComTech site as the potential joint campus on May 23, 2022.

4.5.3 Recreational Facilities

Capital improvement planning should consider providing additional facilities and programming to support the community’s recreational needs. The Town of Pembroke should consider collaborating with Robeson County and other local municipalities to develop a parks and recreation master plan to more adequately understand the gaps in facilities and programming across the county as a whole.

4.5.4 Transportation System

The Town of Pembroke future roadway improvements and needs are identified in the Robeson County Comprehensive Transportation Plan (CTP). The CTP was last adopted in 2010; however, the Lumber River Council of Governments is currently coordinating an update, with the goal of a formal adoption in 2023. The following summarizes the proposed transportation improvement recommendations for the planning jurisdiction, subject to review and consideration of both NCDOT and the local elected officials.

STIP/Project #	Description
W-5706N	Intersection Improvement - Construct Roundabout at NC 710/SR 1339 (Deep Branch Road) approximately 1.2 miles West of Pembroke.



4.5.5 Water and Sewer

A comprehensive study regarding existing and anticipated capacities should be considered. Given the projected decline in population, immediate attention should be afforded to maintenance.

4.6 Future Land Use

4.6.1 Methodology

Adopting a future land use map is critical to achieving a preferred pattern of growth for the town's planning jurisdiction. The future land use map is a community's visual guide to future planning. The future land use map balances all the elements of the comprehensive plan, including natural resources, economic development, housing and transportation. Further, it makes recommendations of future development patterns based on known and anticipated infrastructure investments and site constraints.

The land use classifications utilized include:

- Commercial
- Low Density Residential
- Medium Density Residential
- High Density Residential
- Office & Institutional
- Conservation
- Community Mixed Use

The future land use map establishes objectives for development throughout the town. The future land use map (Map 11) and supporting policies/implementing strategies should be used on a daily basis to make decisions regarding growth and development of the town.

The Future Land Use Map is not intended to provide precise, parcel-level detail. Rather, it is intended to serve as a general guide for important infrastructure development and other land use investment decisions. The Future Land Use Map is intended to be dynamic and continually evolving with changing conditions. Also, it should be periodically reviewed to ensure it remains relevant and accounts for important changes affecting schools, recreation, transportation, sewer and water infrastructure, and economic development planning.

4.6.2 Future Land Use Classifications

The Future Land Use classifications included below are primarily extracted from the former plan, but more concisely defined. The update also introduces a new future land use category – Community Mixed Use – to facilitate urban growth for planned mixed-use development patterns. Characteristics of compatible development patterns for each classification are also provided as examples and are not intended to be an exhaustive list.



Commercial

The Commercial designation allows for a wide range of retail, office, and service-oriented activities that serve the community and surrounding areas. Small-scale institutional and public uses are also appropriate in these areas.

Commercial land uses in Pembroke’s planning jurisdiction have previously been concentrated along the Central Business District, along the NC 711 corridor, and around the UNCP Campus. Current best planning practices support integrating non-residential uses in close proximity to the residents they serve, utilizing design criteria and building form to ensure compatibility with the existing built environment.

Emphasis for Commercial Future Land Use Classifications should be placed on:

- Controlled access to arterial or collector streets
- Compatible infill development
- Public water and sewer available or planned
- Pedestrian-friendly internal design
- Connectivity to adjacent development

Residential

Residential land uses have been divided into three land use categories based on associated variable residential densities. These categories include Low Density Residential, Medium Density Residential, and High Density Residential. The location of residential land uses was based on existing residential development patterns, constraints to development (i.e., floodplains, wetlands, etc.), and the location of infrastructure such as water, sewer, and the transportation network. Future parks and recreation and school areas are appropriate supportive uses in all residential categories.

Low Density Residential: The primary uses in these areas are detached single-family development at rural densities. These outlying areas should retain their rural character but may be considered for more intensive development as public services become available.

Emphasis for Low Density Residential Future Land Use Classifications should be placed on:

- Rural density: Between 1 and 2 dwellings per acre
- On-site water and sewer may be allowed on suitable lands
- Access from local streets

Medium Density Residential: Medium Density Residential land uses have been provided in areas that currently have medium density residential development, have water or sewer service, or where plans exist to extend water or sewer service. As these areas receive Town services, higher residential densities should be allowed. “In-fill” development or development of vacant parcels accessible to water and/or



sewer service should be encouraged. Housing is typically single-family or duplexes, with setbacks on all sides. Commercial uses should be limited to office and retail spaces in areas where neighborhood character will be enhanced.

Emphasis for Medium Density Residential Future Land Use Classifications should be placed on:

- Access from local streets with connections to arterial roadways
- Limiting cul-de-sacs is encouraged to promote internal circulation
- Appropriate density is between 1 and 6 dwellings per acre
- On-site water and sewer may be allowed on suitable lands

High Density Residential: High Density Residential land uses have been located primarily in areas that have already been developed or require buffering to prevent potential conflicting land uses. High Density Residential areas have historically served as traditional land uses between low-density residential and more intense commercial land uses throughout the town's planning jurisdiction. High Density Residential land uses have been utilized along transportation corridors to help preserve carrying capacity and to serve as a buffer from the roadway. Multi-family residential uses are preferred, though higher-density single-family developments will not be prohibited. Mixed uses are encouraged in the same footprint in a vertical pattern, but they can also be adjacent, or separated by lower traffic local and collector roads in a horizontal pattern.

Emphasis for High Density Residential Future Land Use Classifications should be placed on:

- Access from local streets with connections to arterial roadways
- Limiting cul-de-sacs is encouraged to promote internal circulation
- Appropriate density is 8 or more dwellings per acre
- On-site water and sewer may be allowed on suitable lands

Office and Institutional

Office and Institutional land uses, like High Density Residential land uses, have been located primarily in areas that have already been developed or require buffering to prevent potential conflicting land uses. They have historically served as traditional land uses between low-density residential and more intense commercial land uses throughout the town's planning jurisdiction. Office and Institutional land uses have been utilized along transportation corridors to help preserve carrying capacity and to serve as a buffer from the roadway. Office and Institutional categories can also include residential, civic, and recreational uses, but should be clearly delineated from rural and conservation areas. Commercial uses designed to serve the needs of the employment center are appropriate.

Emphasis for Office and Institutional Future Land Use Classifications should be placed on:

- Access from local streets with connections to arterial roadways



- Limiting cul-de-sacs is encouraged to promote internal circulation
- On-site water and sewer may be allowed on suitable lands

Industrial

Industrial places serve as employment and production hubs, predominantly composed of light and heavy industrial uses, with office and complementary commercial uses also being appropriate supportive uses. Residential uses should not be supported in these areas.

Emphasis for Industrial Future Land Use Classifications should be placed on:

- Arterial or major collector road access
- On-site water and sewer may be allowed on suitable lands

Recreation

The Recreation designation applies to existing and planned sites for public parks with active or passive recreation activities such as ball fields (football, baseball, softball, soccer, etc.); basketball and tennis courts; golf courses, sports complexes, and multi-use centers; and walking and biking trails.

It is important to note that some recreation areas will be accessory to other land uses and are appropriately integrated in any of the Future Land Use categories.

Conservation

Conservation places are applied to areas of natural open space and are intended to protect the natural environment, water quality, and wildlife habitats. They serve the public through low-impact recreation and in their natural beauty. Protection may also extend to important cultural or archaeological resources and to areas where hazards are known to exist.

Conservation land uses have historically been located in areas where there is the potential for flooding (100-year floodplain) or the need for buffering. Buffering is used to separate areas that may have the potential to become conflicting land uses.

Emphasis for Conservation Future Land Use Classifications should be placed on:

- Increased density is discouraged
- Low impact development methods are required

Community Mixed Use

Community Mixed Use areas support planned mixed use development patterns that serve multimodal travel. These areas include a combination of retail, office, light industrial, recreation and residential uses. While preference is to integrating vertical mixed uses on a project site, a horizontal mix of uses



that support one another, can be considered. Civic uses, recreation and public gathering places are also encouraged. Lower density single-family development may be acceptable when limitations to mixed use development exists.

Emphasis for Community Mixed Use Future Land Use Classifications should be placed on:

- Multimodal design features
- Public water and sewer available or planned

Traditional Euclidean zoning, where the town is divided into districts based on permitted uses, is an antiquated practice. Successful communities are embracing mixed-use opportunities where multiple uses, such as residential, commercial, recreational, institutional and entertainment, are integrated and provide pedestrian connections to the residents they serve. The concept provides fiscal relief to the community by reducing the limits of disturbance and impacts on the environmentally sensitive areas. Mixed-use projects also capitalize on available utilities and mitigate traffic impacts. Areas appropriate for consideration of mixed-use concepts are detailed on the Future Land Use Map.

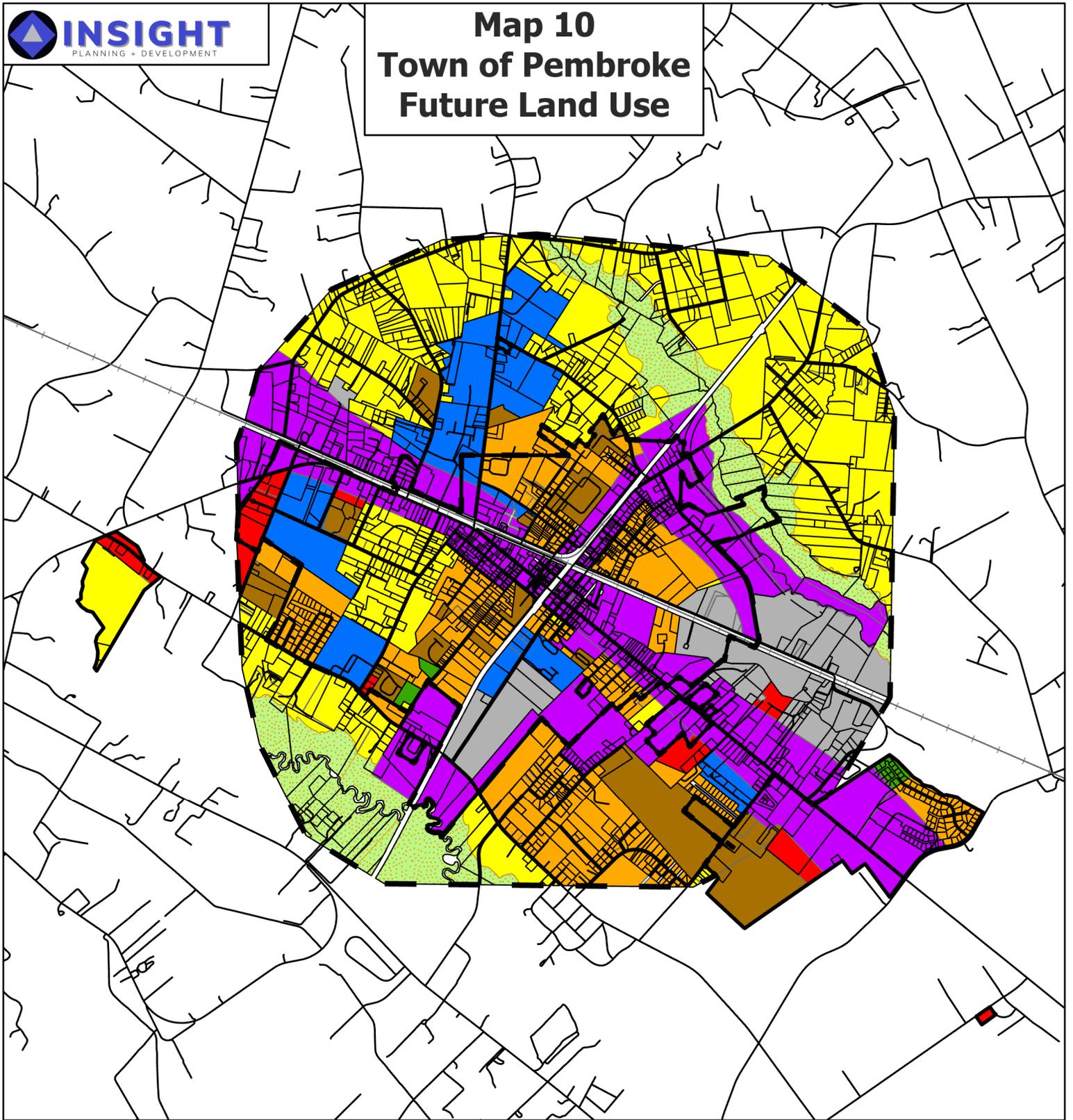
4.6.3 Future Land Use Acreages

Table 4-2 provides the future land use acreages as depicted on Map 10.

Land Use Category	Municipal Limits		ETJ		Total Area	
	Acres	%	Acres	%	Acres	%
Commercial	67.1	3.6%	32.5	1.0%	99.6	1.9%
Community Mixed Use	633.9	34.3%	499.3	15.5%	1,133.2	22.4%
Industrial	119.5	6.5%	229.5	7.1%	349.0	6.9%
Office and Institutional	168.1	9.1%	225.7	7.0%	393.8	7.8%
High Density Residential	191.9	10.4%	132.2	4.1%	324.1	6.4%
Medium Density Residential	419.5	22.7%	303.2	9.4%	722.7	14.3%
Low Density Residential	215.3	11.7%	1,297.9	40.3%	1,513.2	29.9%
Recreation	15.7	0.9%	0.1	0.002%	15.8	0.3%
Conservation	14.7	0.8%	500.5	15.6%	515.2	10.2%
Total	1,845.7	100.0%	3,220.9	100.0%	5,066.6	100.0%

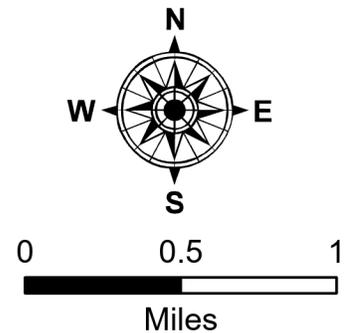
Source: Robeson County GIS; Insight Planning & Development.

Map 10 Town of Pembroke Future Land Use



Legend

- Corporate Limits
- ETJ Limits
- Railroads
- Commercial
- Community Mixed Use
- Industrial
- Office and Institutional
- High Density Residential
- Medium Density Residential
- Low Density Residential
- Recreation
- Conservation





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Chapter 5: Goals, Objectives, & Policies

5.1 Introduction

Citizen engagement in land-use planning is critical to develop a sense of community and avoid resistance to plan implementation. Citizen priorities identified during the comprehensive planning process, including the input received through the public engagement survey initiative (see Appendix A), shape the goals, objectives, and policies included in this update. The policies are intended to provide a framework to guide difficult decisions that will sculpt the future of the Town of Pembroke.

5.2 Housing and Neighborhoods

Quality, affordable housing stock is critical to creating a high quality of life. Existing conditions suggest residential land use is the prominent use of developed land. Of the available housing stock, 69.2% is renter-occupied units. However, according to 2019 American Community Surveys (ACS) data, only 5.2% of the town's total housing inventory is vacant. It is important to clarify this statistic does not account for the condition of the available inventory and may include units that are not habitable. The current vacancy rate, paired with the growth the town has experienced since 2000 and the versatile household income, suggests the town should concentrate on providing additional housing stock at a variety of price points. Additionally, knowing that approximately 37% of the town's households earn below \$15,000 suggests housing should be strategically placed to decrease automotive dependency.

Goal 1: Create and maintain livable neighborhoods that provide quality housing and living arrangements for people of all ages and income levels and for families and people living alone.

Objective 1.1: Revitalize and preserve neighborhoods.

Policy 1.1.1: Mixed-income neighborhoods should be promoted throughout the town, rather than concentrating low-to-moderate income housing.

Policy 1.1.2: Quality design and compatible appearance should be encouraged for all housing units.

Policy 1.1.3: Preservation of existing housing, rather than demolition, should be encouraged, especially structures with historical significance.

Policy 1.1.4: New housing and development patterns within established neighborhoods should integrate compatible features of the existing neighborhood character.

Policy 1.1.5: Infill and redevelopment should respect and improve the integrity of existing neighborhood open space.



Objective 1.2: Create livable neighborhoods.

Policy 1.2.1: Location-efficient communities should be encouraged with walkable streets, access to transit, proximity to jobs, and mixed land uses.

Policy 1.2.2: Construction of accessory dwelling units, granny flats, and mother-in-law suites should be allowed to provide a diverse housing inventory where infrastructure capacity and access to goods and services exist.

Policy 1.2.3: Locating affordable housing units in areas with access to transit should be incentivized.

Policy 1.2.4: Public transit and safe, convenient, non-motorized transportation options should be expanded to serve existing housing areas.

Policy 1.2.5: Clear and safe pedestrian networks should be established and maintained within, through, and between neighborhoods.

Objective 1.3: Pursue public and private partnerships.

Policy 1.3.1: Partnerships with non-profit organizations to expand housing programs and opportunities should be pursued.

Policy 1.3.2: Coordination between public and nonprofit agencies providing support of affordable housing and subsidiary services should be strengthened.

Objective 1.4: Provide affordable housing options for diverse populations.

Policy 1.4.1: Production of affordable and workforce housing units, housing with universal design elements, and senior housing units should be promoted throughout the planning area.

Policy 1.4.2: The development of accessible housing for residents with disabilities, near transit stations and corridors, should be encouraged.

Objective 1.5: Remove barriers to homeownership.

Policy 1.5.1: Zoning regulations should provide opportunity for developers to build a variety of housing types, including single-family, multi-family, and accessory dwelling units at a variety of price points.

Policy 1.5.2: New diverse housing types at different price points should be encouraged.



Objective 1.6: Attract retirees and commuters to Pembroke.

Policy 1.6.1: Universal design should be encouraged to facilitate the ability of homeowners to age in place.

Policy 1.6.2: Street patterns that consider multimodal transportation alternatives and access to circulation between adjacent neighborhoods, parks, commercial, and employment centers should be encouraged.

Policy 1.6.3: Construction or redevelopment of vertical mixed-use building should be encouraged.

5.3 Public Services & Facilities

The town's geographic location, paired with the growth the University of North Carolina at Pembroke is experiencing, continues to make it a viable location for growth. The Town of Pembroke currently provides a variety of community facilities to support a healthy, vibrant community. With growth comes the need for additional facilities and services. To maintain a desirable quality of life and attract new development, the town will need to invest in new and existing facilities.

Goal 2: To provide public services efficiently and equitably so that a high quality of life for residents are sustained and the current and future needs of development are satisfied.

Objective 2.1: Extend public services at an affordable cost.

Policy 2.1.1: Standards and programs that coordinate development to the adequate provision of infrastructure and public service will ensure orderly and cost-efficient administration of public utilities.

Policy 2.1.3: Provide adequate facilities to facilitate growth across the planning jurisdiction.

Objective 2.2: Maintain sufficient public infrastructure capacity.

Policy 2.2.1: Growth and redevelopment should be encouraged in areas already served by adequate utilities.

Policy 2.2.2: Water and wastewater system planning should account for climate and precipitation patterns prior to forecast projections and expansion plans.

Objective 2.3: Promote public safety in neighborhoods.

Policy 2.3.1: Crime prevention through environmental design techniques (CPTED) should be encouraged as a way to maximize crime prevention and community safety.



Policy 2.3.2: Police presence and services should be planned for in order to protect the public health and safety of Pembroke’s citizens.

Policy 2.3.3: Community policing programs should be encouraged and supported.

Objective 2.4: Provide quality recreation and other public services for all age groups.

Policy 2.4.1: Community facilities and programs should be distributed equitably.

Policy 2.4.2: Community facilities should be planned for which address the needs of the community, in terms of programming, recreation, access, and services.

Policy 2.4.3: Community facilities should share locations, where possible, to maximize citizen and business access, and encourage efficient use of land and resources.

Objective 2.5: Maintain a safe and convenient multimodal transportation system.

Policy 2.5.1: Comprehensive transportation impacts, including parking and impacts to all modes of transportation, should be identified and addressed before development or redevelopment is implemented.

Policy 2.5.2: New residential, commercial, and mixed-use developments that require roadway improvements should include a multimodal network.

Policy 2.5.3: Ongoing regional transportation planning efforts should be supported to coordinate planning, operations, and funding priorities.

Policy 2.5.4: Partner with Robeson County School Board to identify future school sites and encourage neighborhood connectivity.

Policy 2.5.5: Investigate grant opportunities to retrofit existing community schools and provide safe pedestrian routes.

Objective 2.6: Maintain quality educational programs for citizens of all ages and experiences.

Policy 2.6.1: Equity in school facilities should be considered when making determinations about school construction, closures, and rehabilitation plans.

Policy 2.6.2: School siting and assignment policies should account for inclusion, walkability, and health impacts.

Policy 2.6.3: Workforce programs and initiatives should be a community priority.

Policy 2.6.4: Coordinate new residential subdivision and rezoning efforts with Robeson County Schools.



5.4 Economic Development

Economic development is the process of local wealth creation, measured through the growth of jobs, income, and investment, and is supported by improvements to the social, built, and natural environments. Undeveloped land covers approximately 47% of the planning area and does not account for redevelopment and infill opportunities. The Town of Pembroke is in a good position to take a proactive approach to establishing sustainable land use practices and recruitment of sound and diverse partners that support the community vision and fill known gaps in retail, dining, and employment sectors.

Goal 3: To create a diverse economy that provides local employment opportunities, provides a living wage, and helps the town sustain a high level of public services.

Objective 3.1: Support development of a qualified workforce.

Policy 3.1.1: Job training, retraining, and related programs should be supported to help Pembroke's workforce transition to a more modern workforce.

Policy 3.1.2 Collaborations that provide youth with job opportunities should be supported.

Objective 3.2: Provide residents with access to quality jobs.

Policy 3.2.1: The needs of niche industry should be supported, and space and infrastructure needs to support these businesses should be proactively provided.

Policy 3.2.2: Land use and zoning regulations should support retail, office, and mixed-use infill and should not enforce segregated land use patterns, forcing non-residential users to the periphery of the planning jurisdiction.

Objective 3.3: Implement a coordinated economic development strategy.

Policy 3.3.1: Investments in public infrastructure, including parks, schools, sidewalks, and streetscapes, should be done in a targeted manner, prioritizing neighborhoods of greatest need.

Policy 3.3.2: Intensification and retrofitting of existing office and retail clusters with new interconnected multimodal-friendly residential and retail uses should be encouraged where appropriate.

Policy 3.3.3: An equitable approach to economic development efforts, funding, and planning should be supported throughout the town.

**Objective 3.4: Recruit industrial development.**

Policy 3.4.1: Business recruitment efforts should focus on industry and business that are environmentally conscious, promote sustainable practices, and reduce negative impacts on the natural environment.

Objective 3.5: Support development of local businesses.

Policy 3.5.1: Training, technical assistance, incentives, and incubator facilities that foster small business should be provided to help create a diverse local economy.

Policy 3.5.2: Small businesses and entrepreneurs should be encouraged to locate in underserved areas of the community.

Policy 3.5.3: Low-impact, home-based businesses should be supported, where appropriate.

Objective 3.6: Promote vitality of downtown.

Policy 3.6.1: Mixed-use development should be promoted as a means of revitalizing and enhancing economic development.

Policy 3.6.2: The redevelopment of underutilized sites, including surface parking lots and brownfield sites, should be prioritized.

Policy 3.6.3: Any publicly owned properties not needed for public use should be made available for redevelopment.

Policy 3.6.4: Opportunities for public-private partnerships should be explored to market available downtown properties.

5.5 Land Use & Development

Land use and development best practices and priorities have evolved over the years. Today's concentration is afforded to placemaking. Placemaking exploits a local community's assets, inspiration, and potential, with the intention of creating public spaces that promote people's health, happiness, and well-being. Less attention is afforded to separation of land use and more attention is focused on form. According to survey respondents, mixed use developments are supported and embracing these types of developments can be important to the future of Pembroke. Further, attention should be given to encouraging a more vibrant historic downtown.

Goal 4: To provide a compatible mix of land uses, both vertically and horizontally, that provide suitable locations for residents to live, work, shop, and recreate. Development decisions should promote the principals of sustainable development.



Objective 4.1: Historic preservation.

Policy 4.1.1: Historic resources, including buildings, landmarks, landscapes, natural areas, public viewsheds, cemeteries, and archaeological resources should be identified, preserved, and protected.

Policy 4.1.2: The town’s historic resources should be recognized and promoted as an economic asset.

Policy 4.1.3: Adaptive reuse of historic buildings and sites should be encouraged.

Objective 4.2: Implement “smart growth” principles.

Policy 4.2.1: When feasible, mature trees should be preserved.

Policy 4.2.2: Promote compact building designs where appropriate.

Policy 4.2.3: Foster distinct, attractive communities with a strong sense of place.

Objective 4.3: Promote land use compatibility.

Policy 4.3.1: Buffers and gradual building height changes should be used to transition between established neighborhoods and higher-density development.

Policy 4.3.2: Consider adopting design guidelines to provide attractive facades rather than enforcement of antiquated land use separation regulations.

Objective 4.4: Create walkable communities through land use design.

Policy 4.4.1: Comfortable, safe, and convenient pedestrian places should be promoted through buildings that address the street they front, avoiding deep setbacks, and providing direct pedestrian connections.

Policy 4.4.2: Attractive streetscapes should be created by promoting active ground floor uses and avoidance of windowless facades and large gaps in street walls.

5.6 Environmental Resources

Managing growth in a manner that preserves the community’s natural environment is a sustainable practice that promotes a smart resilient town.

Goal 5: To preserve and protect the quality of valuable natural resources and habitats and enhance the physical appearance of the town for the enjoyment and benefit of the public.



Objective 5.1: Enhance the aesthetic value of the built environment.

Policy 5.1.1: Tree preservation should be a priority in development where significant trees can be protected for meaningful impact and appearance.

Policy 5.1.2: Brownfield redevelopment, redevelopment of underutilized sites and blighted properties, and adaptive reuse of existing structures should be encouraged.

Objective 5.2: Mitigate natural hazards.

Policy 5.2.1: Environmentally sensitive areas should be identified, protected, and maintained.

Policy 5.2.2: Protective development standards should be enforced, such as elevation requirements for buildings located within recorded floodplains.

Objective 5.3: Preserve critical natural and cultural resources and wildlife habitats.

Policy 5.3.1: Low impact development, infill, and redevelopment projects should be encouraged.

Policy 5.3.2: The design and construction of public facilities, including roadways and stormwater controls, should utilize best management practices.

5.7 Transportation

The definition of transportation is simple, the movement of goods and persons from place to place and the various means by which such movement is accomplished. However, the impacts that many modes of transportation have on the local economy can vary. A fine-tuned transportation network is a necessity to a thriving community. The Town of Pembroke supports transportation multimodal improvements that will improve existing flow and support new development across the planning jurisdiction.

Goal 6: Support regional intergovernmental planning and cooperation for transportation improvements to and within southeastern North Carolina and northeastern South Carolina.

Objective 6.1: Endorse and support the NCDOT Transportation Improvement Projects in the vicinity.

Policy 6.1.1 Support and continue to seek funds for sidewalk and bikeway improvements identified and in the Comprehensive Transportation Plan, including expansion of bike lanes and trails along NC 711 connecting Lumberton and Pembroke.

Policy 6.1.2 Support and continue to explore funding and funding opportunities available for a paratransit service provided throughout the planning area for persons with disabilities.



Policy 6.1.3 Encourage local access street connections between adjoining residential subdivisions which have public roads, and connections between parking lots of adjoining commercial developments.

Policy 6.1.4 Explore opportunities to establish truck routes that divert traffic away from charming downtown areas.

Objective 6.2: Provide dependable transit services to meet the needs of residents.

Policy 6.2.1 Encourage expansion of services of the existing South East Area Transit System (SEATS).

Policy 6.2.2 Increase ridership to support additional stops throughout the planning area.

Policy 6.2.3 Encourage private developers to partner with SEATS to integrate sustainable facilities and stops adjacent to or within new developments.

Objective 6.3: Improve bicycle and pedestrian circulation through the planning area.

Policy 6.3.1 A continuous bicycle and pedestrian network should be included within and between existing and new developments to facilitate safe alternative travel ways.

Policy 6.3.2 Resurfacing projects shall include plans for bicycle and pedestrian facilities compatible with the built environment.

Policy 6.3.3 Bicycle and pedestrian facilities shall be installed and maintained to accommodate universal access.

Policy 6.3.4 Alternative modes of transportation, such as bicycles and pedestrians, shall be accommodated on bridges, interchanges, and over and underpasses, where permitted by law.

5.8 Implementation

Successful implementation of this document requires Town of Pembroke decision makers, including staff, Planning Board, and Town Council, to consult and execute the goals, objectives, and policies established with support of the residents, business owners, and developers of the community.

5.8.1 Key Implementation Tools

Development Codes

Development codes are the framework that regulates where and what type of development can occur. Codes guide everything from permissible land uses to building densities, locations, and setbacks to street widths and parking requirements.



Coordination and Partnership

Plan implementation must be a collaborative effort by key internal and external decision-makers. Public service providers of recreation, schools, utilities, highways, economic development agencies and others all have an interest in how the town develops. Through interlocal and joint use agreements, local governments can combine resources and eliminate duplication of services. Coordination and partnerships may be appropriate to leverage local resources.

Small Area Plans

Small area plans focus on subareas of the community such as a neighborhood, downtown, or special corridors; target narrowly defined issues such as public improvements, recreation, transportation, or economic development; or focus on short range implementation strategies of up to 5 years. Small area plans expand on the broad policies of the Comprehensive Plan.

Administrative Procedures

Administrative procedures are adopted to establish a decision-making process that ensures development proposals are consistent with the plan policy recommendations, timely and efficient, and fair to all parties involved. Administrative procedures are often set by regulations in development codes.

Budgeting & Annual Work Plans

The Comprehensive Plan establishes priorities to develop annual departmental budgets and work plans. Capital budgets and work assignments should be based on priorities supported within the plan.

5.8.2 Plan Evaluation & Update

The Comprehensive Plan is based on conditions existing at a specific point in time. Over time, new issues or opportunities will emerge that will require the town to adjust its priorities. Shifts in political or economic climates, new state or federal law, and other unforeseen changes may require an update of the plan.

Therefore, a continuous plan evaluation and update program should be incorporated into plan implementation so that the town can respond appropriately to these changes. This plan provides the framework upon which zoning and subdivision regulations and the capital improvements plan should be based. In fact, the preparation of a land use plan and map is mandated by North Carolina legislation as a prerequisite for zoning for cities.

Specifically, in implementing this plan, the following should serve as guiding land use and planning principles:

- Consider the future land use map in coordination with the policies included in this plan.
- Consider the following in deliberation of all zoning petitions:



- All deliberations should consider this plan's goals, objectives, policies, and future land use map.
- All uses that are allowed in a zoning district must be considered in general rezoning requests. A decision to rezone or not to rezone a parcel or parcels of property cannot be based on consideration of only one use or a partial list of the uses allowed within a zoning district, except in the event of a conditional rezoning.
- Access management should be considered in all land use and zoning decisions.
- The concept of uniformity should be supported in all zoning deliberations. Uniformity is a basic premise of zoning which holds that all land in similar circumstances should be zoned alike; any different circumstances should be carefully balanced with a demonstrated need for such different treatment.

5.8.3 Land Use Amendments

Step One: Initiation

Comprehensive Plan amendments may be initiated by the Town Manager or through a directive to the Town Manager from the Town Council. Plan Amendments may also be initiated by an owner of property in the Town of Pembroke as part of a rezoning petition to the Planning staff. Anyone seeking a Comprehensive Plan amendment is strongly encouraged to contact staff prior to applying.

Step Two: Staff Review

The amendment request is reviewed for consistency with the Comprehensive Plan and in relation to other public interest issues. Plan amendments will be evaluated according to the adopted Comprehensive Plan and any relevant area plans.

Step Three: Planning Board Review

Comprehensive Plan amendments go before the Planning Board for recommendation prior to being presented to the Town Council for public hearing and formal adoption. The Planning Board hears presentations of the staff report, comments from the petitioner, and comments from other interested parties. The Planning Board then discusses the petition/proposal and decides to recommend its approval or denial.

Step Four: Town Council Action

Properties adjoining the site will receive a letter about the upcoming Town Council meeting and instructions on how to comment. A notice of the public hearing is also published in the local newspaper. Meeting materials are published on the Town website or may be obtained by calling town staff.



5.8.4 Citizen Participation

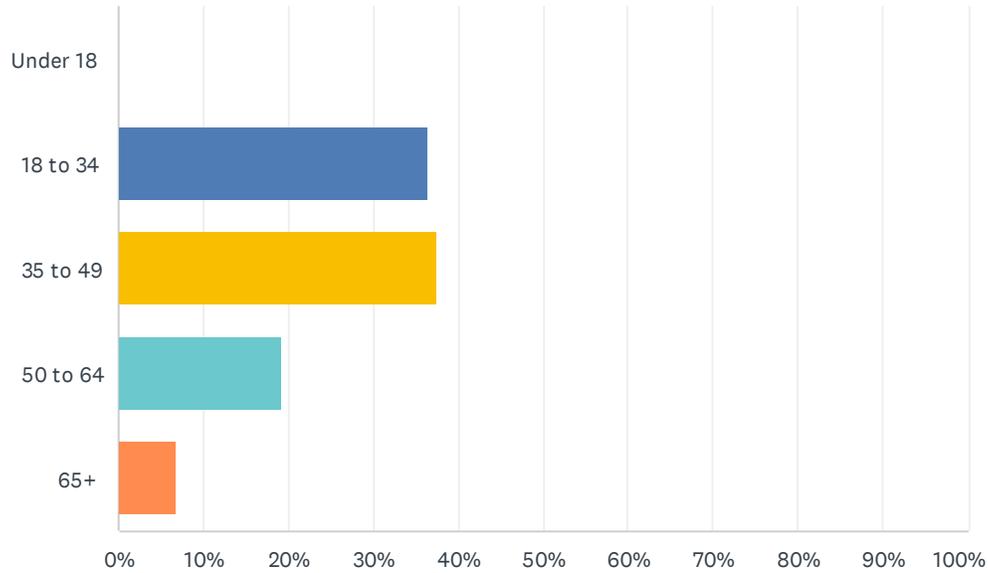
For the preparation of this plan, the Town of Pembroke adopted a citizen participation plan. A copy of that plan is included as Appendix B. Following adoption of this plan, the town will implement the following to ensure adequate citizen participation:

- Encourage public participation in all land use decisions and procedural development processes while encouraging citizen input via its boards and commissions.
- Advertise all meetings of the town's Planning Board and Board of Adjustment through newspaper advertisements, public service announcements, internet notices, and on the Town's website.
- Utilize broad-based advisory committees to assess and advise the Town on special-planning issues/needs, including implementation of this plan.
- At a minimum, update this plan every five to seven years.

Appendix A. Citizen Survey Results

Q1 What is your age range (age of person completing this survey)?

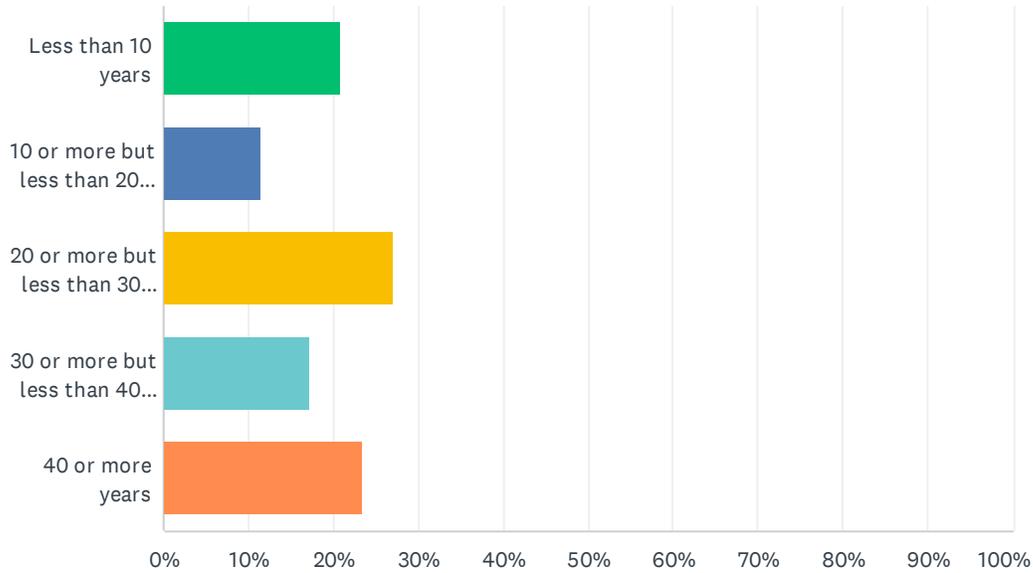
Answered: 192 Skipped: 0



ANSWER CHOICES	RESPONSES	
Under 18	0.00%	0
18 to 34	36.46%	70
35 to 49	37.50%	72
50 to 64	19.27%	37
65+	6.77%	13
TOTAL		192

Q2 How many years total have you lived in the Town of Pembroke?

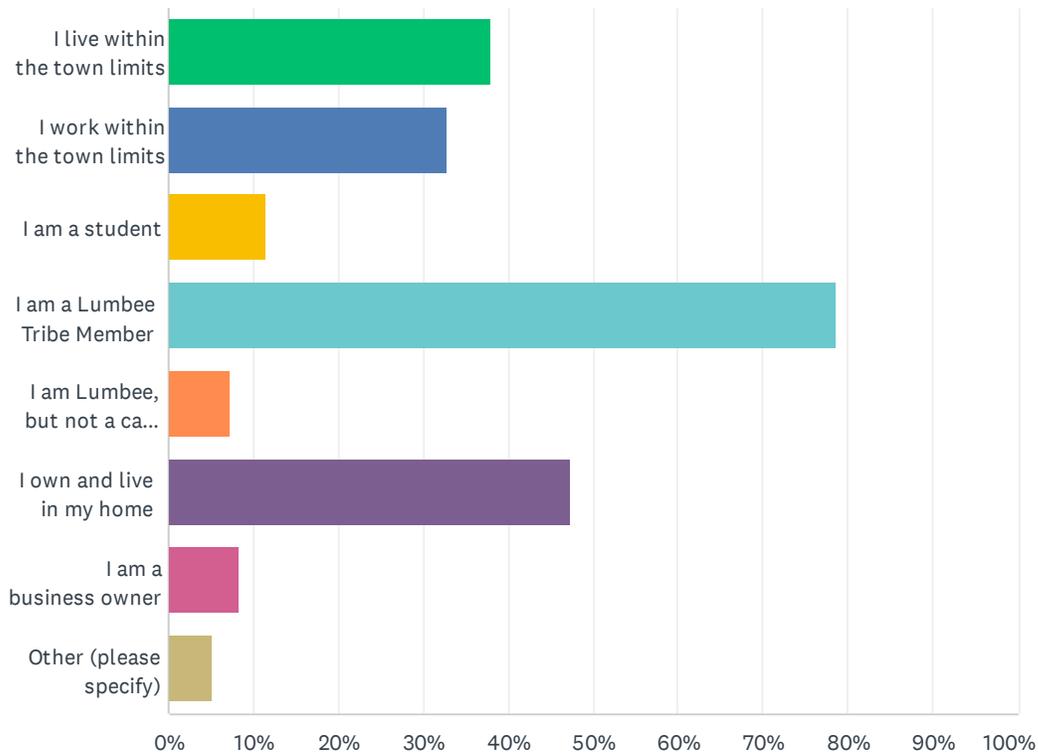
Answered: 192 Skipped: 0



ANSWER CHOICES	RESPONSES	
Less than 10 years	20.83%	40
10 or more but less than 20 years	11.46%	22
20 or more but less than 30 years	27.08%	52
30 or more but less than 40 years	17.19%	33
40 or more years	23.44%	45
TOTAL		192

Q3 Please identify all that apply to you:

Answered: 192 Skipped: 0



ANSWER CHOICES	RESPONSES
I live within the town limits	38.02% 73
I work within the town limits	32.81% 63
I am a student	11.46% 22
I am a Lumbee Tribe Member	78.65% 151
I am Lumbee, but not a card member	7.29% 14
I own and live in my home	47.40% 91
I am a business owner	8.33% 16
Other (please specify)	5.21% 10
Total Respondents: 192	

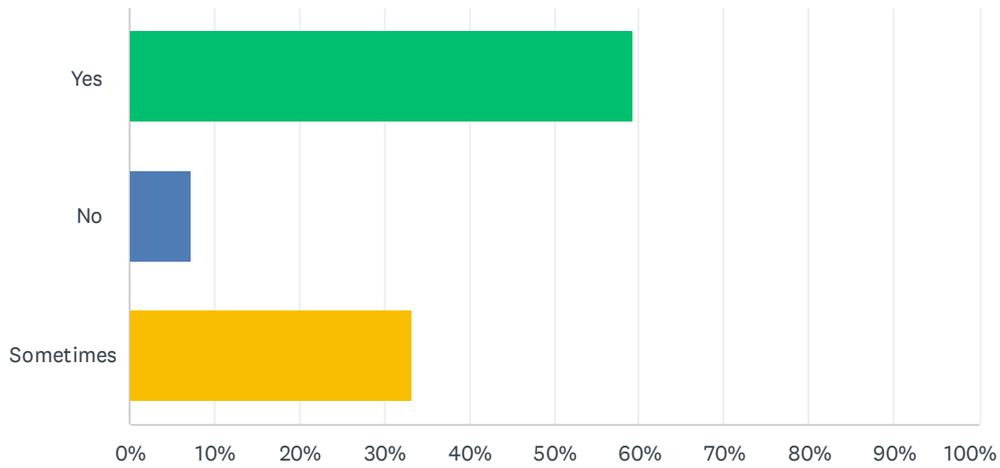
#	OTHER (PLEASE SPECIFY)	DATE
1	mixed Tribal Affiliation	3/24/2022 12:23 PM
2	I have a family home in the town limits	3/8/2022 9:13 AM
3	I help organize charity motorcycle rides.	3/5/2022 3:42 PM
4	I live 5 minutes from town	3/4/2022 6:05 PM

Town of Pembroke Comprehensive Plan Survey

5	Own house with in the city	3/4/2022 5:56 PM
6	Live out side city limits	3/4/2022 4:14 PM
7	I moved out of Pembroke and am currently serving my country	3/3/2022 10:39 PM
8	I live on tribal land in tribal housing be the Turtle building	3/3/2022 7:38 PM
9	my daughter is a student	2/2/2022 10:40 AM
10	I own property in Pembroke	1/28/2022 9:16 PM

Q4 Do you follow your local government plans and initiatives?

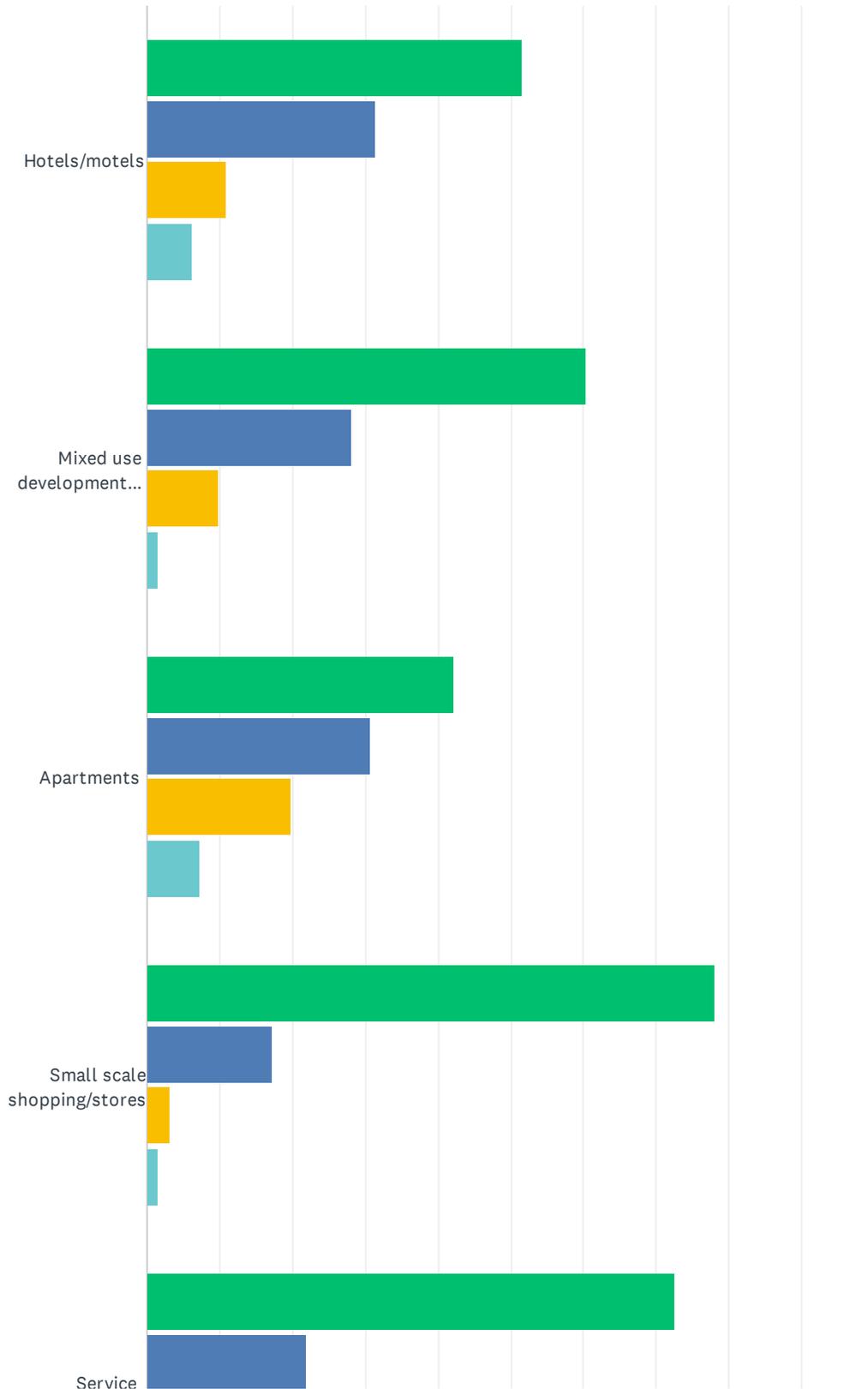
Answered: 192 Skipped: 0



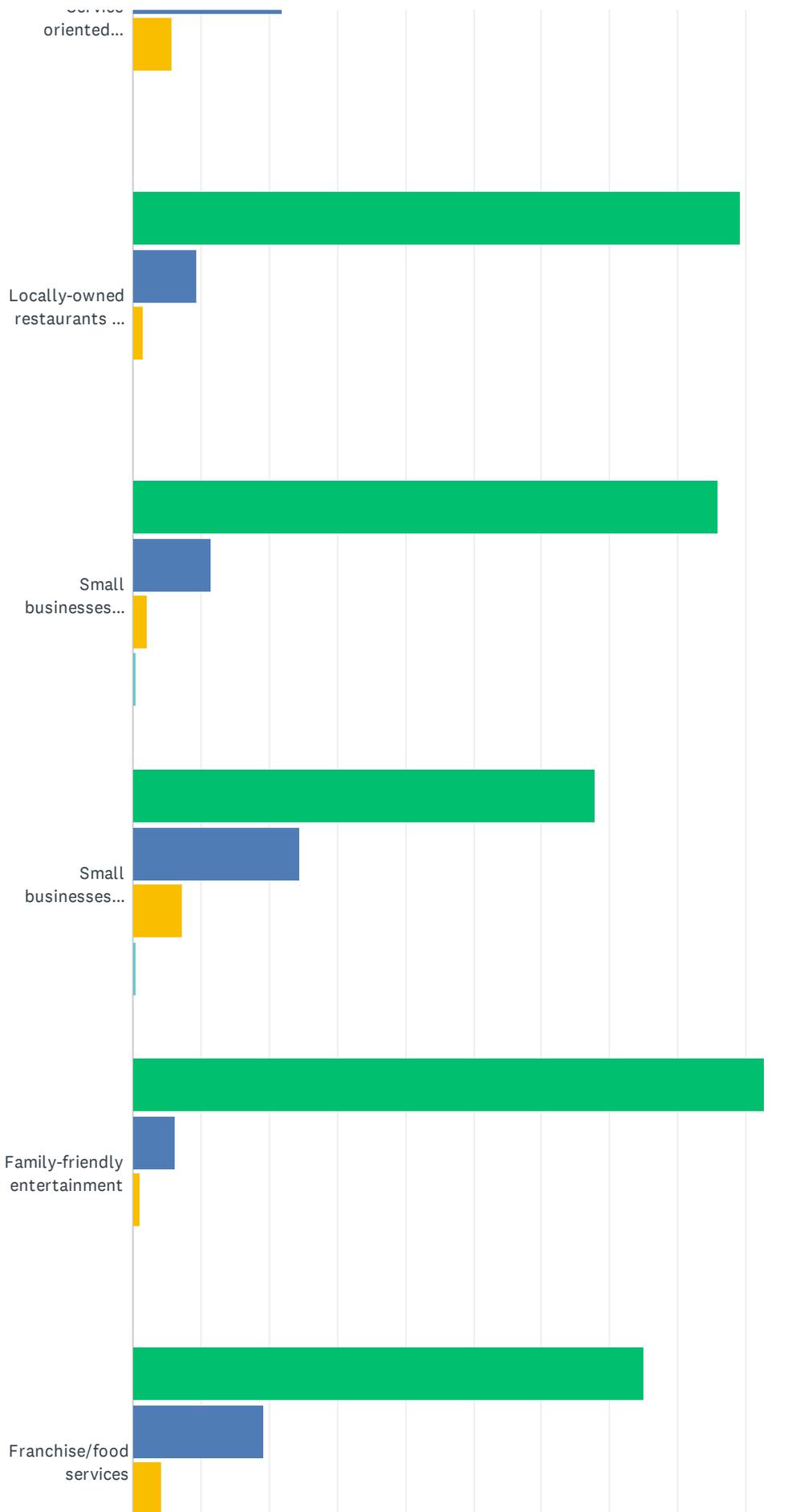
ANSWER CHOICES	RESPONSES	
Yes	59.38%	114
No	7.29%	14
Sometimes	33.33%	64
TOTAL		192

Q5 How important are the following business and commercial activities to the future of Pembroke?

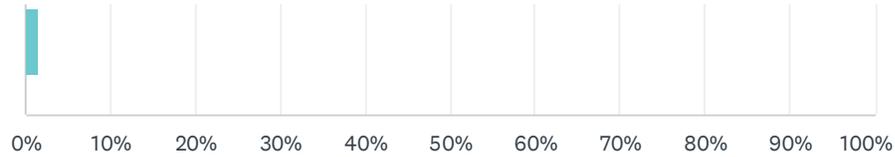
Answered: 192 Skipped: 0



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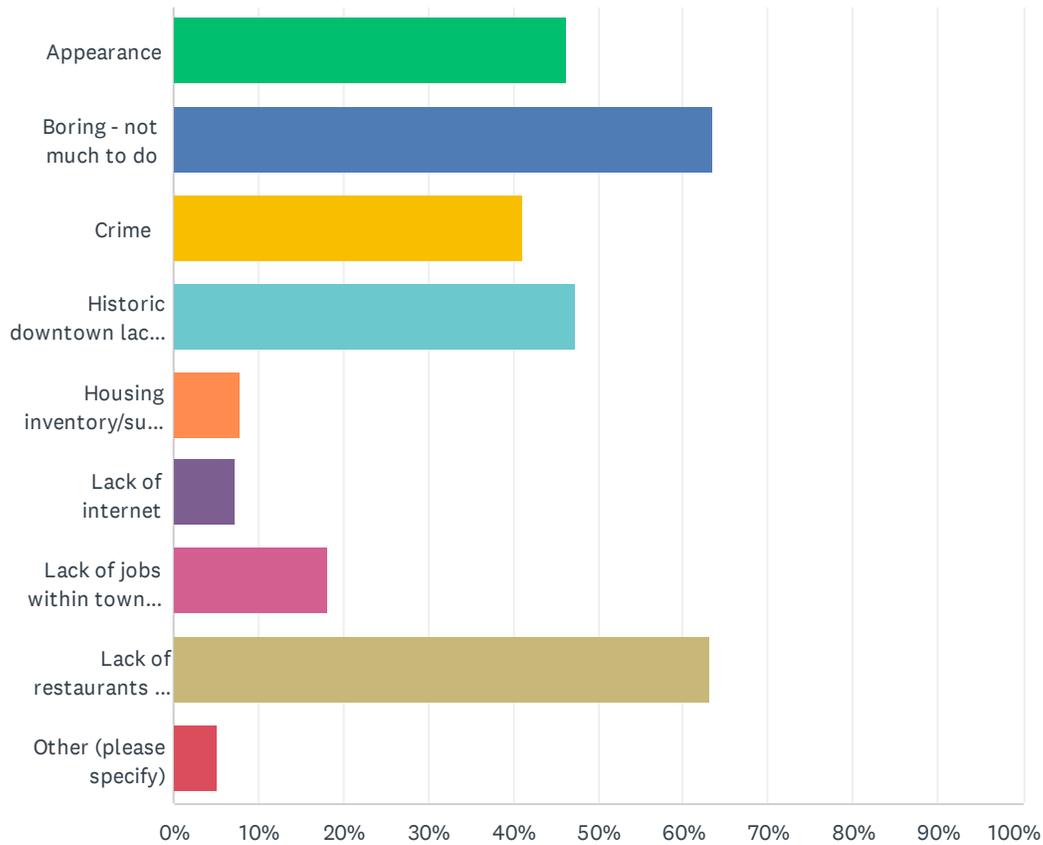


■ Very Import...
 ■ Somewhat I...
 ■ Neutral
 ■ Not Import...

	VERY IMPORTANT	SOMEWHAT IMPORTANT	NEUTRAL	NOT IMPORTANT	TOTAL
Hotels/motels	51.56% 99	31.25% 60	10.94% 21	6.25% 12	192
Mixed use development (residential and commercial combined)	60.42% 116	28.13% 54	9.90% 19	1.56% 3	192
Apartments	42.19% 81	30.73% 59	19.79% 38	7.29% 14	192
Small scale shopping/stores	78.13% 150	17.19% 33	3.13% 6	1.56% 3	192
Service oriented businesses & offices	72.40% 139	21.88% 42	5.73% 11	0.00% 0	192
Locally-owned restaurants & businesses	89.06% 171	9.38% 18	1.56% 3	0.00% 0	192
Small businesses oriented towards needs of community	85.94% 165	11.46% 22	2.08% 4	0.52% 1	192
Small businesses oriented towards needs of students	67.71% 130	24.48% 47	7.29% 14	0.52% 1	192
Family-friendly entertainment	92.71% 178	6.25% 12	1.04% 2	0.00% 0	192
Franchise/food services	75.00% 144	19.27% 37	4.17% 8	1.56% 3	192

Q6 What would you consider to be Pembroke's top THREE (3) challenges to its success? (Please select ONLY THREE - choices are listed in alphabetical order)

Answered: 192 Skipped: 0



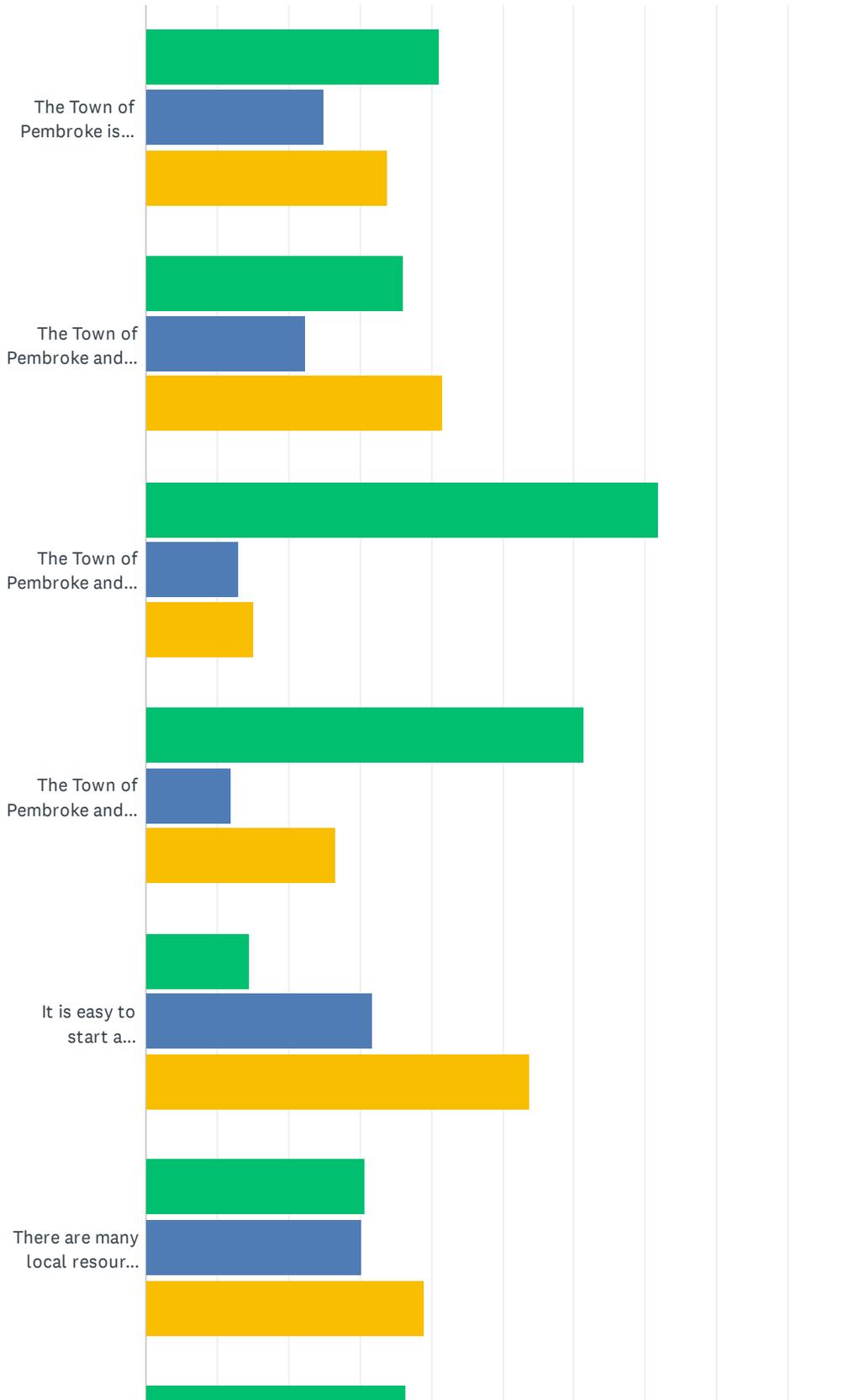
ANSWER CHOICES	RESPONSES	
Appearance	46.35%	89
Boring - not much to do	63.54%	122
Crime	41.15%	79
Historic downtown lacks vibrancy	47.40%	91
Housing inventory/supply	7.81%	15
Lack of internet	7.29%	14
Lack of jobs within town limits	18.23%	35
Lack of restaurants and hotels	63.02%	121
Other (please specify)	5.21%	10
Total Respondents: 192		

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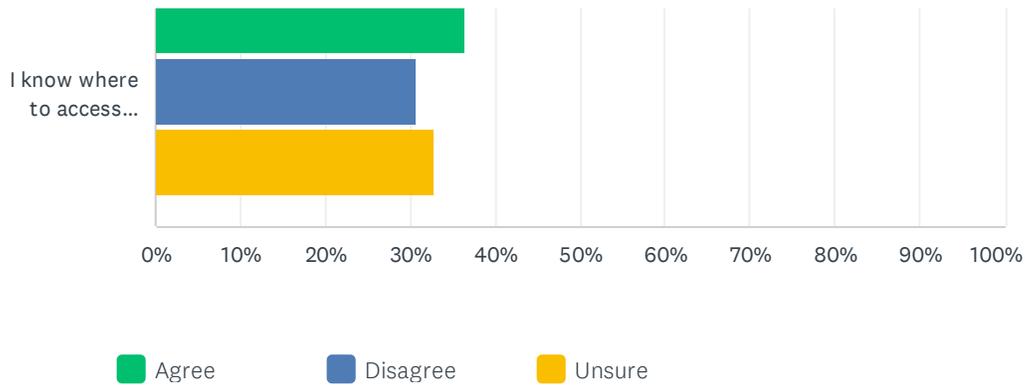
#	OTHER (PLEASE SPECIFY)	DATE
1	School to Farm Initiatives, Internship and Hands On Learning ,Senior Living, Townhomes, Native Landmark Preservation, Theme Park, Movie Theater, Bi-Annual Cultural Diversity Events near the College, Adult outside Exercise Equipment along park trails	3/24/2022 12:23 PM
2	Transportation	3/6/2022 11:51 AM
3	Lack of support for special needs children	3/5/2022 10:25 PM
4	Appealing neighborhoods/subdivisions	3/4/2022 6:12 PM
5	Needs to build new fire department	3/1/2022 6:53 AM
6	Lack of Entertainment	2/28/2022 10:12 PM
7	Affordable not subsidized	2/28/2022 8:45 PM
8	Town lacks ability to expand beyond current footprint.	2/28/2022 12:20 PM
9	No family evening entertainment	2/12/2022 12:11 AM
10	planning and development	2/7/2022 1:40 PM

Q7 Please respond to the following:

Answered: 192 Skipped: 0



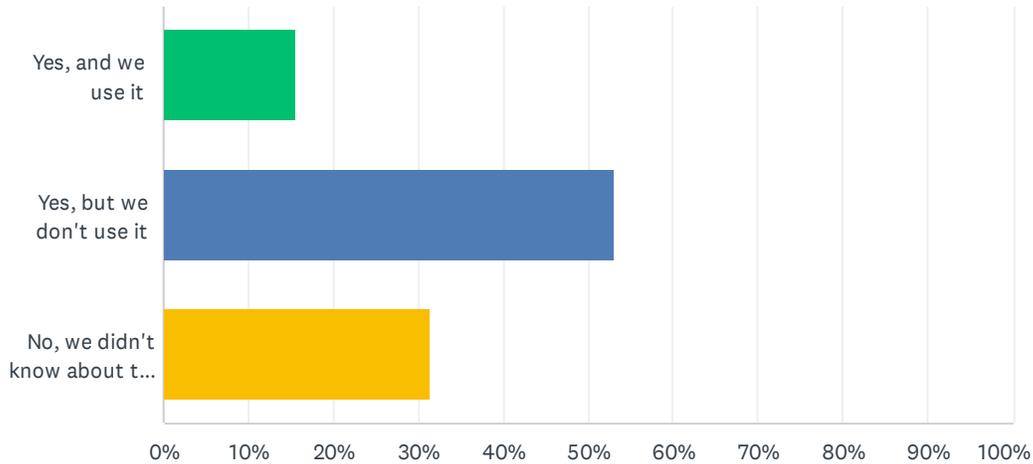
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	AGREE	DISAGREE	UNSURE	TOTAL
The Town of Pembroke is focused on policy that contributes to citizen's quality of life	41.15% 79	25.00% 48	33.85% 65	192
The Town of Pembroke and Robeson County work well together	35.94% 69	22.40% 43	41.67% 80	192
The Town of Pembroke and UNCP work well together	71.88% 138	13.02% 25	15.10% 29	192
The Town of Pembroke and the Lumbee Tribe work well together	61.46% 118	11.98% 23	26.56% 51	192
It is easy to start a business in Pembroke	14.58% 28	31.77% 61	53.65% 103	192
There are many local resources available to start and support a local business	30.73% 59	30.21% 58	39.06% 75	192
I know where to access resources to start or support a business	36.46% 70	30.73% 59	32.81% 63	192

Q8 Are you aware of the Lumber River State Park with access to camping and boat ramp?

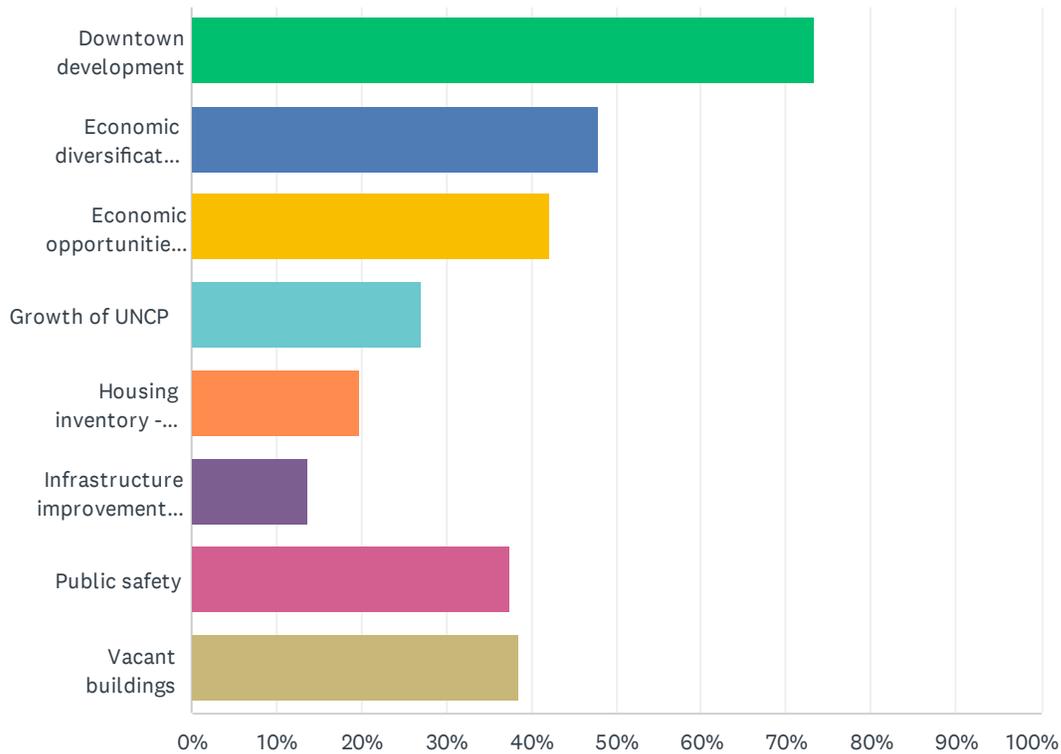
Answered: 192 Skipped: 0



ANSWER CHOICES	RESPONSES	
Yes, and we use it	15.63%	30
Yes, but we don't use it	53.13%	102
No, we didn't know about the State Park	31.25%	60
TOTAL		192

Q9 Select THREE (3) current challenges to focus on which will benefit Pembroke's future. (Please select ONLY THREE - choices are listed in alphabetical order)

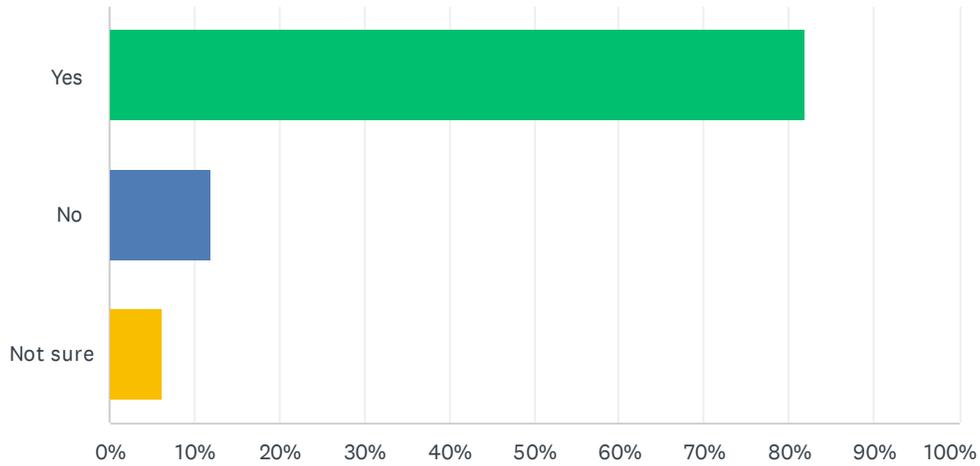
Answered: 192 Skipped: 0



ANSWER CHOICES	RESPONSES	
Downtown development	73.44%	141
Economic diversification - variety of job pay and positions	47.92%	92
Economic opportunities - jobs	42.19%	81
Growth of UNCP	27.08%	52
Housing inventory - variety of options and prices	19.79%	38
Infrastructure improvement (water and sewer)	13.54%	26
Public safety	37.50%	72
Vacant buildings	38.54%	74
Total Respondents: 192		

Q10 Pembroke needs a gathering hall for family events, community gatherings.

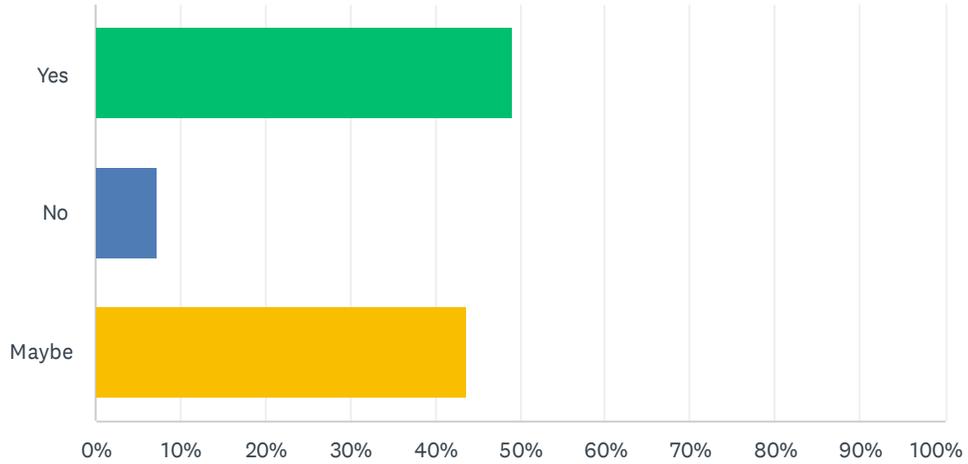
Answered: 192 Skipped: 0



ANSWER CHOICES	RESPONSES	
Yes	81.77%	157
No	11.98%	23
Not sure	6.25%	12
TOTAL		192

Q11 Would you volunteer if there was an Adopt a Block program to support the downtown?

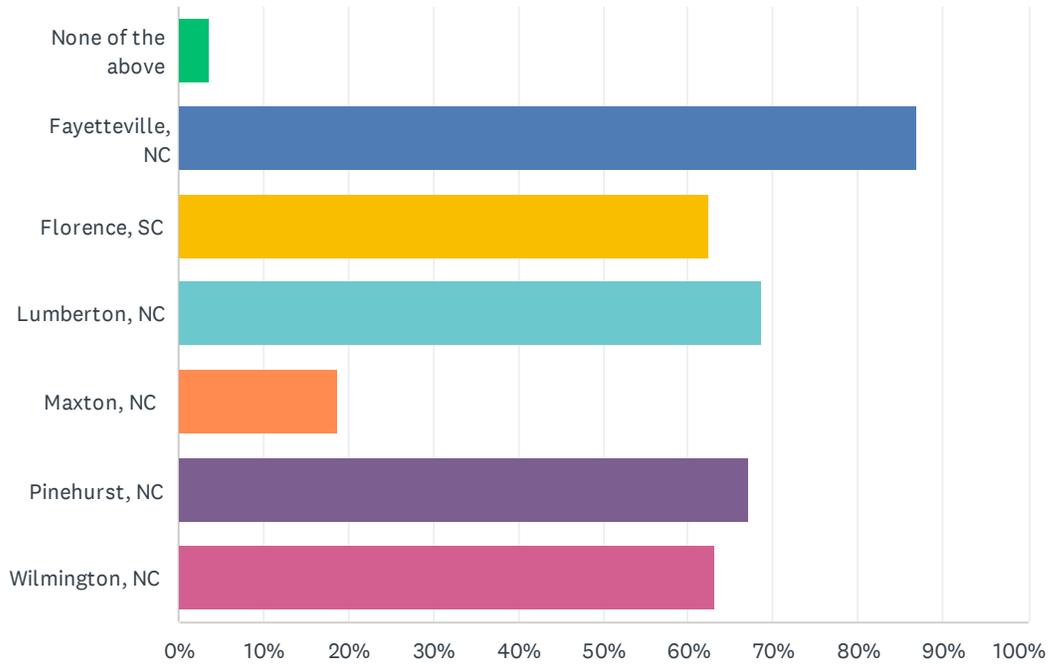
Answered: 192 Skipped: 0



ANSWER CHOICES	RESPONSES	
Yes	48.96%	94
No	7.29%	14
Maybe	43.75%	84
TOTAL		192

Q12 At least once a year, I (or my family) take day trips to... (choose more than 1 if appropriate)

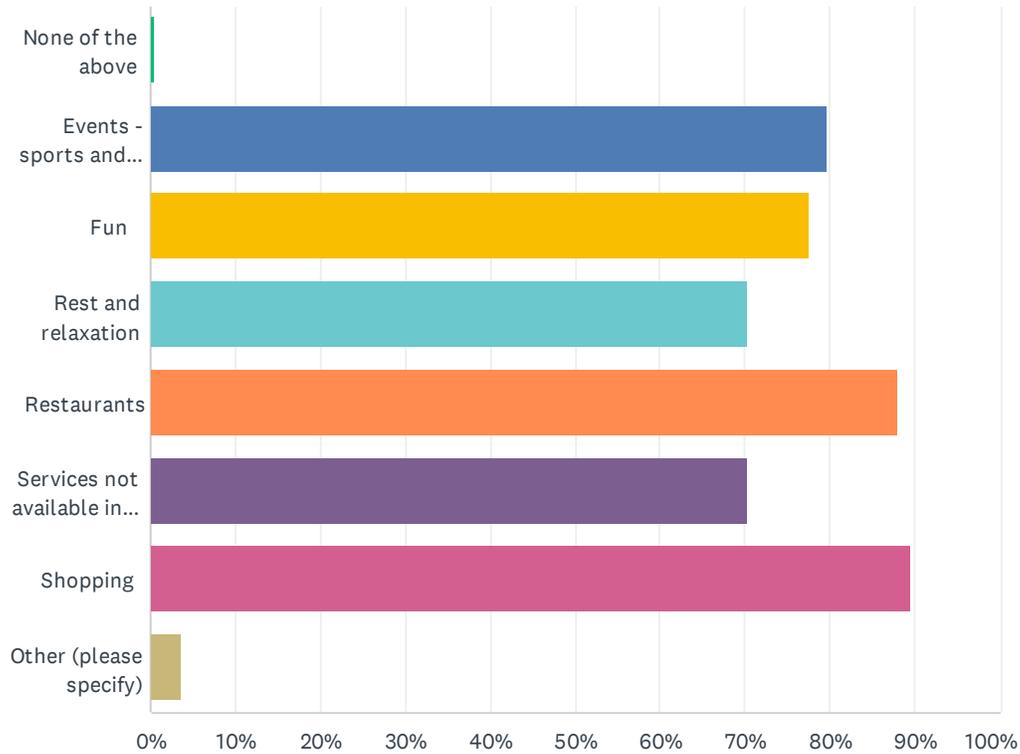
Answered: 192 Skipped: 0



ANSWER CHOICES	RESPONSES
None of the above	3.65% 7
Fayetteville, NC	86.98% 167
Florence, SC	62.50% 120
Lumberton, NC	68.75% 132
Maxton, NC	18.75% 36
Pinehurst, NC	67.19% 129
Wilmington, NC	63.02% 121
Total Respondents: 192	

Q13 At least once a year, I (or my family) take day trips to other towns or cities for... (choose more than 1 if appropriate)

Answered: 192 Skipped: 0



ANSWER CHOICES	RESPONSES
None of the above	0.52% 1
Events - sports and entertainment	79.69% 153
Fun	77.60% 149
Rest and relaxation	70.31% 135
Restaurants	88.02% 169
Services not available in Pembroke	70.31% 135
Shopping	89.58% 172
Other (please specify)	3.65% 7
Total Respondents: 192	

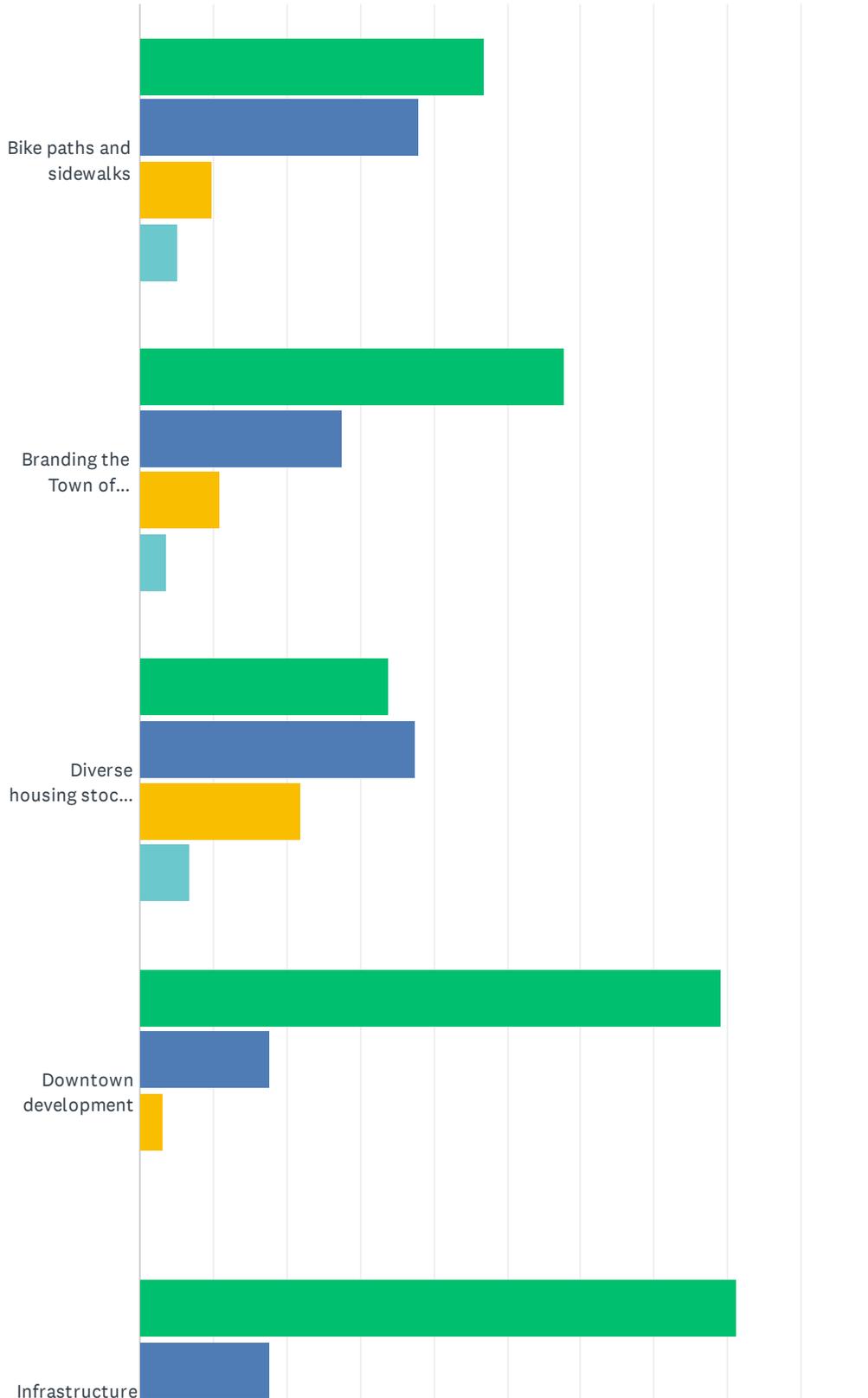
#	OTHER (PLEASE SPECIFY)	DATE
1	In	3/5/2022 12:58 PM
2	Kid friendly activities: skating, laser tag, trampoline Park, etc	3/5/2022 7:55 AM
3	Drs	3/4/2022 8:29 PM

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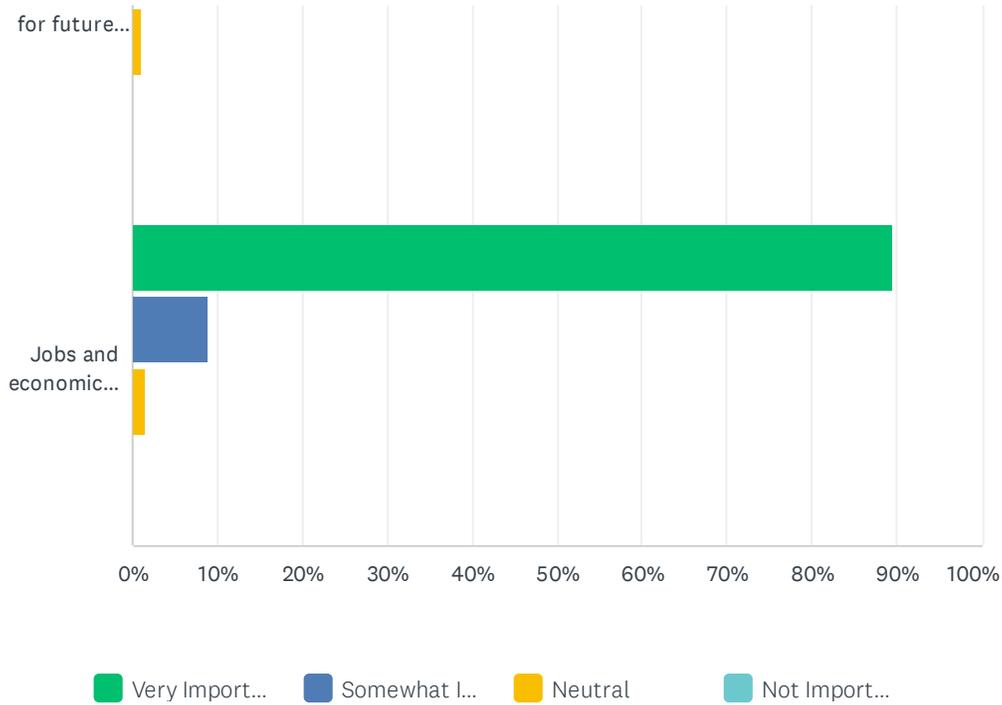
4	Research on Local history and culture	3/4/2022 8:00 PM
5	Dine in restaurants (Olive Garden, Krispy Kreme, steak houses)	3/4/2022 6:23 PM
6	Hiking/Cycling Trails	3/4/2022 2:52 PM
7	Family fun	2/12/2022 12:11 AM

Q14 I think the town government should prioritize the following and provide funding towards:

Answered: 192 Skipped: 0



Town of Pembroke Comprehensive Plan Survey



	VERY IMPORTANT	SOMEWHAT IMPORTANT	NEUTRAL	NOT IMPORTANT	TOTAL	WEIGHTED AVERAGE
Bike paths and sidewalks	46.88% 90	38.02% 73	9.90% 19	5.21% 10	192	1.73
Branding the Town of Pembroke with an identity that is marketed to companies and individuals	57.81% 111	27.60% 53	10.94% 21	3.65% 7	192	1.60
Diverse housing stock options	33.85% 65	37.50% 72	21.88% 42	6.77% 13	192	2.02
Downtown development	79.17% 152	17.71% 34	3.13% 6	0.00% 0	192	1.24
Infrastructure for future growth (including internet access)	81.25% 156	17.71% 34	1.04% 2	0.00% 0	192	1.20
Jobs and economic development	89.58% 172	8.85% 17	1.56% 3	0.00% 0	192	1.12

#	OTHER (PLEASE SPECIFY)	DATE
1	Preserving Indian trademark, traditions and native land preservation and heritage	3/24/2022 12:23 PM
2	Our homeless people need a shelter!!	3/4/2022 8:29 PM
3	Reuse, Green building, recycling	3/4/2022 8:00 PM
4	Free activities for at risk youth with TRAINED staff members	2/28/2022 11:46 PM
5	Safety: reduce crime and drug addiction	2/6/2022 10:08 PM
6	Restaurants and shopping	2/2/2022 1:02 PM

Q15 Finish this sentence: In 5 years, I wish the Town of Pembroke would...

Answered: 152 Skipped: 40

#	RESPONSES	DATE
1	Show a One Solidarity and Benefits and Housing for all native Indians including Black Indians regardless of Color	3/24/2022 12:23 PM
2	Have a youth outreach program to help the young adults and kids of Pembroke and Robeson County to be able to learn about there culture and ways to help take care of our town and to help keep them off the streets and away from drugs and violence.	3/16/2022 4:12 PM
3	Would have more places to choose from to eat and have more family activities to do.	3/8/2022 9:13 AM
4	Clean up street people	3/6/2022 3:42 PM
5	Have more and better restaurants and grocery store choices	3/6/2022 3:07 AM
6	Have our old buildings restored and have more restaurants and hotels	3/5/2022 11:52 PM
7	Redevelop the appeal of downtown so we could bring in outside businesses	3/5/2022 11:01 PM
8	Open a school for special needs children. Ex. AUTISM	3/5/2022 10:25 PM
9	Have some public travel infrastructure (including everything from sidewalks to buses)	3/5/2022 10:18 PM
10	Be a thriving community that meets the needs of local families and students.	3/5/2022 10:08 PM
11	add more student and young adult friendly things to do... bars, restaurants that don't serve the same southern fried food or pizza, movie theater, mini golf, shopping, ice cream place, clubs, etc.	3/5/2022 10:04 PM
12	Have a movie theater and more bars	3/5/2022 10:01 PM
13	provide more housing options for professionals.	3/5/2022 9:59 PM
14	Build locations like an AMC theater and restaurants (not fast food!)	3/5/2022 9:59 PM
15	Have a better variety of restaurants and entertainment options so we could spend our time and money locally.	3/5/2022 4:42 PM
16	Grow and develop for appeal.	3/5/2022 4:24 PM
17	Have all the things I need and want so I would to never have to leave town again to seek out these things..	3/5/2022 3:42 PM
18	provide better job opportunities and to clean up the streets.	3/5/2022 3:35 PM
19	have more for family to do together, rather than spending our money in other cities!	3/5/2022 3:28 PM
20	Have some great restaurant options	3/5/2022 2:46 PM
21	Be a safer more enjoyable place to live that provides a variety of dining and entertainment options.	3/5/2022 1:17 PM
22	Have more restaurants and business development.	3/5/2022 12:58 PM
23	Grow	3/5/2022 12:58 PM
24	Have opportunities for families to enjoy a day out shopping, dining, and go see a movie	3/5/2022 12:46 PM
25	Invest in franchise restaurants.	3/5/2022 10:49 AM
26	Add more businesses, restaurants and resources geared towards our youth	3/5/2022 10:33 AM
27	I wish the town of Pembroke would get more restaurants.	3/5/2022 8:49 AM
28	Become the best town ever & thrive as much as possible.	3/5/2022 8:41 AM

Town of Pembroke Comprehensive Plan Survey

29	Have more options when it comes to shopping	3/5/2022 8:40 AM
30	Be vibrant and active	3/5/2022 8:34 AM
31	Have something for all families and children to do. Not all children play sports, but there are several options that families partake in away from Pembroke, such as putt putt, skating, trampoline/jumping, etc. Our town needs dance studios with options for all ages. Educational centers such as Marbles museum, exploration Station, etc. Lastly shows and performances other than just at UNCP. purchasing tickets there is not convenient nor it's it user friendly for non uncp affiliated members.	3/5/2022 7:55 AM
32	Have a way to make healthy plabt based foods more available. Agriculture, restaurants, etc we need access to better produce	3/5/2022 7:50 AM
33	Have a better control on crime and drugs. I have a 13 year old son and personally don't want him anywhere around Pembroke. We visit family at their homes but that's it.	3/5/2022 7:05 AM
34	have a lower crime and drug use rate	3/4/2022 11:51 PM
35	Create bike paths, nature trails and greenways that are safe!!	3/4/2022 9:03 PM
36	Have more family friendly events and places to spend the weekend doing!	3/4/2022 8:52 PM
37	Invest in downtown	3/4/2022 8:51 PM
38	Provide higher end restaurants.	3/4/2022 8:50 PM
39	Would bring in restaurants.	3/4/2022 8:44 PM
40	Have a movie theater and restaurants that have a large diverse menu.	3/4/2022 8:35 PM
41	Build and oversee a community center for our youth.	3/4/2022 8:24 PM
42	Have something for entertainment water park, arcade, shopping mall, steakhouse	3/4/2022 8:20 PM
43	Have more shopping stores, ie, clothing, shoes, bedding, furniture.	3/4/2022 8:07 PM
44	Grow outside of the current city limits	3/4/2022 8:01 PM
45	be more inclusive.	3/4/2022 8:00 PM
46	Become a safer place to live, visit and work.	3/4/2022 7:53 PM
47	Expand its city limits past content area	3/4/2022 7:50 PM
48	Get a steakhouse	3/4/2022 7:36 PM
49	Revitalize downtown...	3/4/2022 7:24 PM
50	Attract more diverse businesses to attract tourism. Breweries, restaurants, attractions, etc,	3/4/2022 7:11 PM
51	Have a more variety of places of entertainment. This could allow people of all ages to access clean and fun entertainment right in their hometown.	3/4/2022 6:30 PM
52	Have more job opportunities	3/4/2022 6:26 PM
53	Have more entertainment for residents	3/4/2022 6:23 PM
54	Have more high end dine in restaurants to choose from.	3/4/2022 6:23 PM
55	Develope another swimming area with pools and picnic tables an grills because strike at the wind is not enough	3/4/2022 6:22 PM
56	Embrace the history of the community with and emphasis on the Lumbee history. Partner with the local tourism and visitors bureau of Lumberton and surrounding communities. Also work closely with the rest stop areas on I-95 entering from South Carolina and Virginia.	3/4/2022 6:17 PM
57	Have a branded identity and historic downtown revitalization	3/4/2022 6:12 PM
58	Clean up vacant buildings	3/4/2022 6:10 PM
59	Get a movie theater. Some shopping outlets and more restaurants.	3/4/2022 6:05 PM
60	Attract new businesses and restaurants	3/4/2022 5:56 PM

Town of Pembroke Comprehensive Plan Survey

61	Be thriving economically and in appearance	3/4/2022 5:37 PM
62	Develop more opportunities for citizens of Pembroke to enjoy such as better restaurants, shopping centers, etc	3/4/2022 5:29 PM
63	Grow	3/4/2022 5:21 PM
64	have more development and revitalization of downtown.	3/4/2022 5:10 PM
65	Have more restaurant options.	3/4/2022 5:10 PM
66	Increase activity in downtown Pembroke.	3/4/2022 5:04 PM
67	Develop a sports complex, like the one in Myrtle Beach.	3/4/2022 5:01 PM
68	Bring more things to do	3/4/2022 4:57 PM
69	offer a variety of restaurants, shopping stores and entertainment.	3/4/2022 4:53 PM
70	Expand the options of family fun activities	3/4/2022 4:51 PM
71	Have more for the kids to do	3/4/2022 4:45 PM
72	Will have more, business such as, a movie theater, more restaurants and growth in the UNCP campus.	3/4/2022 4:45 PM
73	Have more security for town and uncp	3/4/2022 4:42 PM
74	Have something for children to do	3/4/2022 4:40 PM
75	Have a movie theater and nicer restaurants.	3/4/2022 4:16 PM
76	Grow more in so many ways	3/4/2022 4:14 PM
77	Value historical buildings and restore them, not remove them.	3/4/2022 3:45 PM
78	interact more with the students at UanC-P.	3/4/2022 3:38 PM
79	Be robust	3/4/2022 3:10 PM
80	Have more restaurants and movie theater	3/4/2022 3:05 PM
81	Have more opportunities for young adult- adult involvement	3/4/2022 2:59 PM
82	realize it's downtown potential	3/4/2022 2:52 PM
83	Take the initiative to stop drugs coming through our town and to keep the citizens in the know as well as more community policing.	3/4/2022 2:30 PM
84	Become a safer environment for our youths. Encouraging them to thrive and prosper.	3/3/2022 10:39 PM
85	Get a better car wash. Maybe something like Hurricane or Scrubbies	3/3/2022 8:41 PM
86	Would provide shopping areas, movie theaters, good southern food restaurants, good steak restaurants.	3/3/2022 6:34 PM
87	Looked into more businesses for entertainment	3/3/2022 2:38 PM
88	Have more native owned businesses.	3/3/2022 5:27 AM
89	Have more to do within town limits	3/1/2022 11:41 PM
90	Have more entertainment venues	3/1/2022 9:25 PM
91	Reroute traffic to ease congestion on 3rd st.	3/1/2022 8:24 PM
92	Have better advanced relationships with other local towns and cities. Our county is to disconnected from each other. Their needs to be further relationship development..	3/1/2022 5:44 PM
93	Grow and thrive.	3/1/2022 4:26 PM
94	Reinvent downtown	3/1/2022 11:47 AM
95	Bring in better things to do for the community	3/1/2022 11:09 AM

Town of Pembroke Comprehensive Plan Survey

96	Crack down on crime to feel safer	3/1/2022 7:56 AM
97	Build a better fire department	3/1/2022 6:53 AM
98	have sit down restaurants and a movie theater.	3/1/2022 5:51 AM
99	Look as vibrant as it has the potential to look.	3/1/2022 12:37 AM
100	become more socially acceptable	3/1/2022 12:11 AM
101	Like to see a system that implements future development for at-risk youth. I would love to see a prestigious program where at-risk youth had to apply and be hopeful to be accepted. In this program, the children would be monitored throughout school- resources provided to aid in successful school completion and one-on-one assistance with applying to college or to a job.	2/28/2022 11:46 PM
102	have a gathering spot for young adults.	2/28/2022 11:37 PM
103	A new fire dept	2/28/2022 10:49 PM
104	Get more sit down chain restaurants and a strip mall	2/28/2022 10:12 PM
105	Take public safety serious and invest in police, fire and rescue	2/28/2022 10:02 PM
106	Have more downtown Life	2/28/2022 10:01 PM
107	A local owned ice cream shop	2/28/2022 9:38 PM
108	Add 2 new restaurants, add sidewalks where needed, upgrade Historic Downtown, grow with UNCP students in mind.	2/28/2022 9:19 PM
109	More restaurants shopping center	2/28/2022 9:11 PM
110	Have sidewalks! Focus on teens and family housing. Affordable!	2/28/2022 8:45 PM
111	Grow up, admin needs to stop been childish	2/28/2022 8:24 PM
112	expand and have more buildings for creatives such as myself who owns a photography business!	2/28/2022 7:43 PM
113	Have more restraints to choose from.	2/28/2022 7:00 PM
114	Incease/improve fire/police protection. Hire a new town manager.	2/28/2022 6:53 PM
115	Change the appearance of down town	2/28/2022 6:36 PM
116	Offer employment opportunities based on experience and work ethic and not personal relationships.	2/28/2022 6:34 PM
117	Get more upscale restaurants.	2/28/2022 6:21 PM
118	Be a place where I can raise my family and not worry about crime	2/28/2022 6:01 PM
119	Operate for all the people and not a few people.	2/28/2022 5:32 PM
120	have a nice place where family and friends can hangout and cook.	2/28/2022 5:15 PM
121	Open a nice restaurant or movie theater	2/28/2022 3:23 PM
122	Fund Pembroke rescue squad and provide the necessary assistance to them.	2/28/2022 2:42 PM
123	Would have a theater, more restaurants, beautification downtown	2/28/2022 2:40 PM
124	Incentivize the youth to become involved. There are NC Youth Councils across the state. A youth council in Pembroke would be a good way to get students involved.	2/28/2022 1:44 PM
125	Finish the down town, the new building look very nice. Building a new fire station, bring in new restaurants like steak houses etc.	2/28/2022 1:01 PM
126	Have more restaurants, approve the down town, spend more money in the town infrastructure. Build a new fire dept should be first priority	2/28/2022 12:56 PM
127	Have more restaurants and family entertainment options. Also beautify the town with all the run down and demolished buildings	2/28/2022 12:21 PM

Town of Pembroke Comprehensive Plan Survey

128	offer more restaurants and night life for the 25 and older. My son is 28 and constantly complains about not having anything to do in the Town of Pembroke.	2/28/2022 12:20 PM
129	Improve drainage infrastructure in residential areas. Develop a plan that will enhance residential areas.	2/28/2022 12:20 PM
130	Would show significant growth in areas other than housing for college students.	2/28/2022 12:15 PM
131	Expand and become family friendly with entertainment and food options.	2/14/2022 10:07 AM
132	Have a gym/athletic facility for young people and family fun	2/12/2022 12:11 AM
133	be a place I can see myself settling down in	2/9/2022 2:10 PM
134	have a flourishing unblighted safe downtown with bike and walking trails	2/8/2022 8:01 AM
135	Better coordination with the Tribe on the development of the Lumbee Cultural Center.	2/7/2022 2:24 PM
136	develop programs that would allow students and residents opportunities to do enjoy the area. Items such as Lumber River kayaking, outdoor movies, and Farm to table restaurants.	2/7/2022 1:40 PM
137	be a beautiful and safe place to live.	2/6/2022 10:08 PM
138	update the infrastructure of downtown, internet accessibility, water & sewer issues, partner w/the university and tribe to access their resources, facilities, focus on all activities for youth and offer equal access so our youth can succeed, and welcome all students and celebrate the economic impact this institution has to sustain the town.	2/3/2022 12:41 PM
139	Work together to provide resources that help the health of the community.	2/3/2022 5:26 AM
140	Have more restaurants and tear down old buildings	2/2/2022 11:01 PM
141	Stop with the good ole boy network. If you know the right people you can get things. If you are average, you fall behind. Leadership stays in their small circles and dictates everything. Pembroke is behind and it starts from the top.	2/2/2022 4:49 PM
142	get a kid focused location for activity like jumping facility or skating rink , movie theatre	2/2/2022 3:29 PM
143	have more shopping centers and restaurants.	2/2/2022 2:17 PM
144	Have a recreation center for local kids.	2/2/2022 2:01 PM
145	Provide more family activities ex: movie theater, family fun center	2/2/2022 1:02 PM
146	Have healthy food options	2/2/2022 11:03 AM
147	Have more options for jobs and housing	2/2/2022 10:40 AM
148	be a vibrant Town with a strong downtown core, with a variety of amenities to offer citizens of all age groups.	1/31/2022 3:51 PM
149	Grow its infrastructure for aesthetics, economic development for the town to increase job opportunities for its citizens.	1/28/2022 9:16 PM
150	Have more local jobs so more people from Pembroke could work there and support themselves/family.	1/28/2022 5:11 PM
151	have growth in the restaurant area. There needs to be a national restaurant, instead of the mom/pop places.	1/28/2022 4:13 PM
152	Have an awesome downtown area	1/17/2022 11:46 AM

Q16 Please provide any additional comments you may have about the current or future aspects of Pembroke.

Answered: 46 Skipped: 146

#	RESPONSES	DATE
1	More Social Activities, Cultural Activities, Public Safety and Residential and Community opportunities and initiatives affiliated with the College of UNC Pembroke A Community Board that would allow the Native Residents to Invest in their own Community for Self Preservation Also School to Farm Initiatives, Internship and Hands On Learning Celebrity Fundraising at UNC Pembroke for Community Initiatives for the surrounding area with Contracted Public Safety	3/24/2022 12:23 PM
2	Most people leave this town because of the lack of. You have to drive so far to find places to eat, shop or to have anything to do. It's so boring here is what people say all the time. Time for improvement.	3/8/2022 9:13 AM
3	I'm embarrassed about visitors coming into Pembroke and seeing how run/down downtown 3rd Street is . Wish these HANGOUT GAS STATIONS would get off 3rd St. Union Chapel street is beautiful AND then there's street people on the railroad AND 3 rd St. Too much in and out people at the smoke shop. Why can't there be stricter laws on what business comes to the main throughfair. Put them on a BACK street....	3/6/2022 3:42 PM
4	Please give our special needs children a place of their own where they can feel normal. There is nowhere in Robeson County that provides this.	3/5/2022 10:25 PM
5	The town of pembroke NEEDS the voice of a UNCP student on town council. It's unfair and unjust to draw the university out of town limits not giving students (who are the MAIN SUPPORTER OF THE TOWNS ECONOMY) a voice in ANY town election. You NEED the students and right now they are afraid of you and the surrounding area. They should have a permanent seat on the council that is elected via the SGA election each year. -Your friendly non-student community member!	3/5/2022 10:04 PM
6	Invest in entertainment that would attract not only locals but folks out of town.	3/5/2022 10:49 AM
7	I would love to see our town thrive as I watch neighboring towns do.	3/5/2022 7:55 AM
8	There are too many people dying from drug overdose. I am aware of one facility that helps drug addicts in the town of Pembroke. I know where it is (down past the florist) but unaware of the name even after passing it many times the name does not stick out to me because I never hear speak of it. I wondered for a while what the building was even used for until I happened to see a Facebook post related to it. We need more help for those that struggle with drug addiction. We need a safe place for them to recover. Even a homeless shelter would be great for our community.	3/4/2022 11:51 PM
9	Recruit a upscale casual dining restaurant	3/4/2022 8:51 PM
10	The sewer and water system should be top priority. Then Then the redevelopment of the downtown area.,	3/4/2022 8:35 PM
11	I would like to see more activities geared toward youth that are free. We live in a poverty stricken county and it's sad that the kids even have to pay to play sports. There's nothing offered for our youth leaving them nothing but time and bad opportunities. I would also like to see the community leaders get more involved in our schools not just passing money at ballgames but showing their faces. Talking to students getting their input about things they struggle with and how those leaders can be a positive influence to make some changes in the lives of our children.	3/4/2022 8:24 PM
12	Would be nice to have bike trails, nature trails, more family oriented things around town. Maybe even a theater or small strip mall near the com tech area	3/4/2022 7:50 PM
13	I look forward to Pembroke expanding in the future and providing more entertainment and jobs for residents	3/4/2022 6:23 PM

Town of Pembroke Comprehensive Plan Survey

14	A playground that is toddler/ baby friendly	3/4/2022 6:23 PM
15	Beautification plays a key role with any township. What happened to the plans for the Milton Hunt Town Park? The Pembroke Chamber started the process but hasn't completed the plan. As many has mentioned, the partnership between UNCP and the town needs to be stronger. There needs to be a job shadowing opportunity for SGA students or any student to see the goings on in a municipality. Making sure its a diverse population of students...not just native or someone's child from the community.	3/4/2022 6:17 PM
16	It seems to be moving in the right direction but wish it could grow a little faster with restaurants that are not fast food and overhaul vacant buildings.	3/4/2022 6:12 PM
17	Facelift on downtown	3/4/2022 6:10 PM
18	I am excited to see what the future holds for Pembroke. There is much potential for economic growth within the town.	3/4/2022 6:05 PM
19	I love Pembroke ♥ It is my hometown	3/4/2022 5:04 PM
20	A sporting complex would bring in visitors for the weekends. This would be great for our restaurants and future hotels. Travel basketball is a very marketable venture.	3/4/2022 5:01 PM
21	I feel that UNCP plays a huge roll in bringing people, opportunities and resources to Pembroke therefore a growth in businesses such as shopping, entertainment and dining would catch the interest of future college students. I personally hope to see both UNCP and Pembroke grow into an amazing college town filled with community activities and involvement.	3/4/2022 4:45 PM
22	Safer place to live	3/4/2022 4:42 PM
23	We have a gold mine with having UNCP at our door steps. We have a great performing arts center there as well as an Indian museum. We need to work together with the university and the students are scared to go downtown. One freshman was told not to go downtown. Maybe have a welcome back to campus with a meet and greet on the Milton Hunt park with the town businesses serving food. Maybe they could handout discounts card to the students. I know we have Pembroke Day. But when I go it is mostly community people and not students. Also the police dept should be beyond professional (. I am sure they are). I love my town and I want to see it grow in a beautiful way. Also I would like to see beatification project going on. Like plants and flowers along the street. Have a yard/store of the month of those who dress up their store fronts.	3/4/2022 4:16 PM
24	I think this is a much needed but good start to bringing vibrancy to our town.	3/4/2022 2:30 PM
25	I love Pembroke it will always be my home. I just wish there was more to keep our family (the people of Pembroke) occupied, and off the crime scenes, drug raids, and jail cells. It truly saddens me to know that the people I grew up with are in such danger. I'm not old enough for my friends to be dropping like flies as fast as they are. Please don't let this fate befall your children. Keep our family safe. Give them hope and security. Become the beacon of light that guides our young ones. So that they may become everything, and anything they want to be. My heart is heavy, but my hopes for this town are strong. There is so much potential in Pembroke. Utilize it properly and not for personal appeasement. Those people in office who are corrupt. Please excise them expeditiously. Our children need true leaders to look up to and admire. Not petty swindlers who only look out for numerous uno.	3/3/2022 10:39 PM
26	N/A	3/3/2022 8:41 PM
27	Food shelters for the homeless should definitely be a priority. We have to many people walking around town all night long.	3/3/2022 5:27 AM
28	We are on a good pace but , religious view and personal political agendas need to take a backseat.	3/1/2022 5:44 PM
29	It would be great if there were more places in Pembroke to go and relax, but not turn into run down places and party spots.	3/1/2022 11:09 AM
30	Build a better fire department	3/1/2022 6:53 AM
31	Many in the area leave to go to Hope Mills or Fayetteville for many things I wish we had more of that here in Pembroke. I think we could sustain a movie theater, with all the college students we have here and the size of Robeson county. I also think this would have positive economic	3/1/2022 5:51 AM

Town of Pembroke Comprehensive Plan Survey

growth, going to the movies we want to have a nice place to eat. This may open opportunities for more growth or fun activities for families instead of leaving to put this money into other cities.

32	Pembroke needs to become more involved in the lives and interests of teens and young adults. If there were safe activities for them to partake in, they would be less compelled to participate in drugs and crime. I believe elders are our priority and I'm proud of the resources that are available for elders in Pembroke. I strongly feel that youth-teens and young adults are often left to figure out life on their own, especially if they are of low socioeconomic status.	2/28/2022 11:46 PM
33	The town spends little to no money in public safety. The town seems to be ok with meeting the bare minimum for our police, fire and rescue squad.	2/28/2022 10:02 PM
34	More activities for the kids with special needs..	2/28/2022 9:38 PM
35	Shopping center restaurants	2/28/2022 9:11 PM
36	The town can't get alone.	2/28/2022 8:24 PM
37	Pembroke will never grow until the town embraces UNCP and until Pembroke residents agree to let businesses come into town.	2/28/2022 2:40 PM
38	The town is growing. But we need more than just apartments	2/28/2022 12:56 PM
39	I think the Town of Pembroke is moving in the right direction. Can not wait to see what takes place with the downtown revitalization.	2/28/2022 12:20 PM
40	The Thomas Entrepreneurship Hub is AWESOME!	2/8/2022 8:01 AM
41	I would like to see the town coordinate with the tribe on Elder Adult Care.	2/7/2022 2:24 PM
42	I think additional focus needs to be with CSX on diverting trains out of town along the other 3 bypass rails. Creating easier access for new businesses to come to Pembroke, maybe a tax incentive or special regulations. Make the town more attractive by creating horticulture projects that add color and beauty to the area. Also, create more historic opportunities on why the town is here (maybe a statue of Henry and other historical data around the tribe)	2/7/2022 1:40 PM
43	I feel sorry for the prospects of Pembroke. Without UNCP it is a ghost town.	2/2/2022 4:49 PM
44	n/a	2/2/2022 2:17 PM
45	N/A	1/28/2022 5:11 PM
46	I love Pembroke and hope to see it grow	1/17/2022 11:46 AM



**TOWN OF PEMBROKE
COMPREHENSIVE PLAN
CITIZEN PARTICIPATION PLAN**

Introduction

The Town of Pembroke has initiated the preparation of a Comprehensive Plan for the Pembroke planning jurisdiction. The final document will serve as comprehensive plan for future public investment to achieve the community's overall vision. The intent of this project is to draft a plan that will maintain the positive attributes of the existing Plan, while identifying new and strategic development goals and policies, and new and strategic public initiatives supported by the community.

Recognizing that a collaborative effort with the public is essential, the initial step in the planning process is the adoption of this Citizen Participation Plan (CPP) by the Pembroke Town Council. Approval of the CPP was accomplished on November 1, 2021.

Responsibility

The Pembroke Town Council has appointed the Planning Board to supervise the preparation of the Comprehensive Plan. The town's staff and consultant will serve in an advisory capacity to the Planning Board. The Comprehensive Plan will be drafted by Insight Planning & Development, the town's consultant. The Pembroke Town Council will have final approval authority of the plan.

Meetings

All Planning Board meetings will be conducted in an open format which will encourage public involvement/engagement. The Planning Board will conduct up to four (4) work sessions to prepare the draft Comprehensive Plan. At a minimum, the following meetings will be conducted throughout the plan preparation process:

- Work sessions with the Planning Board. At each meeting, the location, date, and time of the succeeding meeting will be determined.
- Submit the final draft plan to the Planning Board for review and recommendation to the Town Council for adoption of the Comprehensive Plan.
- Present the final plan to the Town Council for public hearing and adoption.



Public Notification

As public bodies, all meetings of the Planning Board and Town Council are conducted in an open and transparent manner. All meetings are open to the public and Pembroke citizens are encouraged to attend and participate.

To ensure public awareness of the Comprehensive Plan project, meeting times and dates, project updates, and public participation opportunities, and to increase ease of access to Comprehensive Plan-specific information, the following are proposed:

- The project team will create and maintain an interactive Comprehensive Plan-dedicated website to both collect and disseminate information. Project progress, public notifications, and the draft plan will be posted on this website for ease of public review and comment.
- Advertisements will be placed on the specialized Comprehensive Plan-dedicated website, the Town's website, <https://www.pembrokenc.com/>, and the Town's Facebook page; posted on all Town bulletin boards; electronically distributed; and published in the local newspaper.
- Sign-up sheets will be placed in the Pembroke Town Hall in all public greeting areas, at the Pembroke Public Library, 413 S. Blaine Street, and at all meetings of the Town Council for interested persons and groups to register to receive electronic messaging, including meeting notifications, update information, and opportunities for review of the Comprehensive Plan. Similar opportunities for registration will be available on the project website. Staff will transmit list updates to the consultant on an at least bi-weekly basis. Individuals who place their names on this list will be mailed or emailed notices announcing meeting times for review of the Comprehensive Plan.
- The Town will utilize email and electronic communications on all aspects of the public participation program to public distribution lists, civic groups, and other interested groups and organizations as approved by the Town.

Dissemination of Information

The following procedures will be utilized to ensure the availability of information:

- Copies of the draft Comprehensive Plan will be available for public review at the Town Clerk's Office in the Pembroke Town Hall, 98 Union Chapel Road, Pembroke, NC.



- Using the sites and methods of public notification provided in the **Public Notification** section, the availability of the draft plan will be publicly announced, and the draft document will be posted for public review and/or printing. Information regarding the location of the online document will be included in all published notices of Planning Board meetings and communicated at all meetings of the Town Council.
- As they are readied for discussion, sections of the draft plan will be provided to the Planning Board prior to any meetings at which they will be discussed. Planning Board meeting materials will be posted following each meeting on the project website for public information and review.
- Copies of the draft Comprehensive Plan or sections of the draft plan may also be obtained from the Town Clerk’s office at the Pembroke Town Hall, 98 Union Chapel Road, Pembroke, NC.

Public Comment

Throughout the process, the public will have the following opportunities for input:

- At each Planning Board meeting, time will be allocated for public comment, both written and oral, which includes opportunities for questions.
- At any time during the preparation of the draft plan, the public may submit written or email comments. Information on how to submit such comments will be provided on public notices and advertisements, Facebook page, and websites.
- The Planning Board work sessions and public hearing will all provide additional opportunities for public input and questions.

Schedule

The Comprehensive Plan planning process will utilize the following schedule:

Phase	Project Task	Timeframe
Phase I:	• Issue Notice to Proceed	August 2021
	• Project Kickoff	September-November 2021
Phase II:	• Plan Development/Public Engagement	December – May 2022
Phase III:	• Completion, Review, and Adoption	June-July 2022



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