

Town of Matthews
Box 398
Matthews, N.C. 28105

THE CRESTDALE COMMUNITY

April, 1979

ABSTRACT

TITLE: The Crestdale Community
Adjacent to the Town of Matthews, N.C.
(Mecklenburg County)

AUTHOR: Centralina Council of Governments

SUBJECT: Analysis of this unincorporated community and
a proposed Program of revitalization.

DATE: April 12, 1979

PLANNING AGENCY: Centralina Council of Governments

SOURCE OF COPIES: Town Clerk
Town of Matthews
P. O. Box 398
Matthews, N.C. 28105

Centralina Council of Governments
P. O. Box 4008
Charlotte, N.C. 28204

South Piedmont Field Office
N.C. Dept. of Natural Resources and Community
Development
P. O. Box 950
Mooresville, N.C. 28115

ABSTRACT: This Study examines past, present and future
conditions, problems and opportunities for
development of that presently unincorporated
community known as Crestdale, situate at the
municipal boundary of the Town of Matthews in
southern Mecklenburg County, North Carolina.
Town, County, Regional and State plans and
programs were reviewed in the development of
a proposed Community Development Program.

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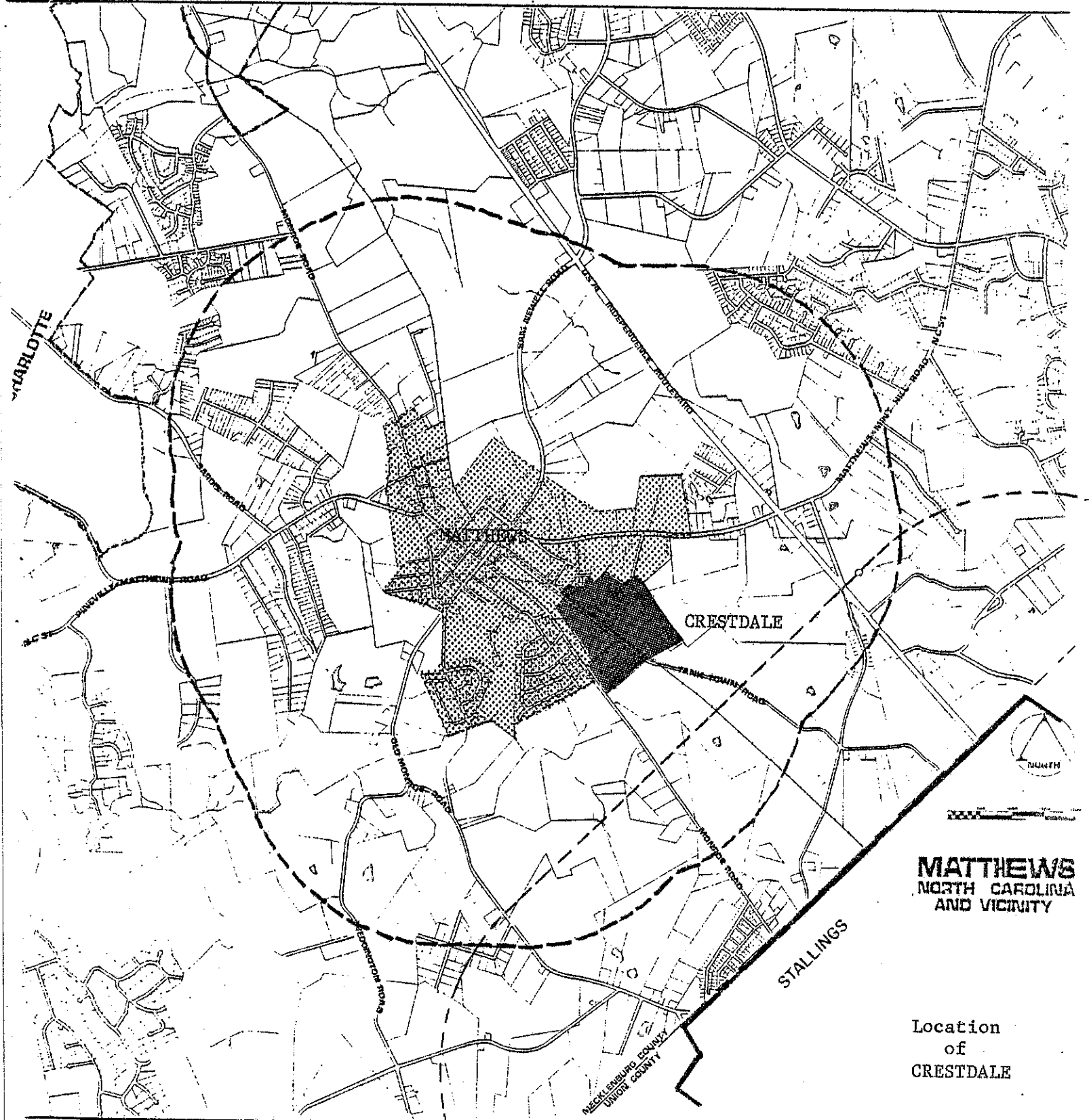
THE CRESTDALE COMMUNITY

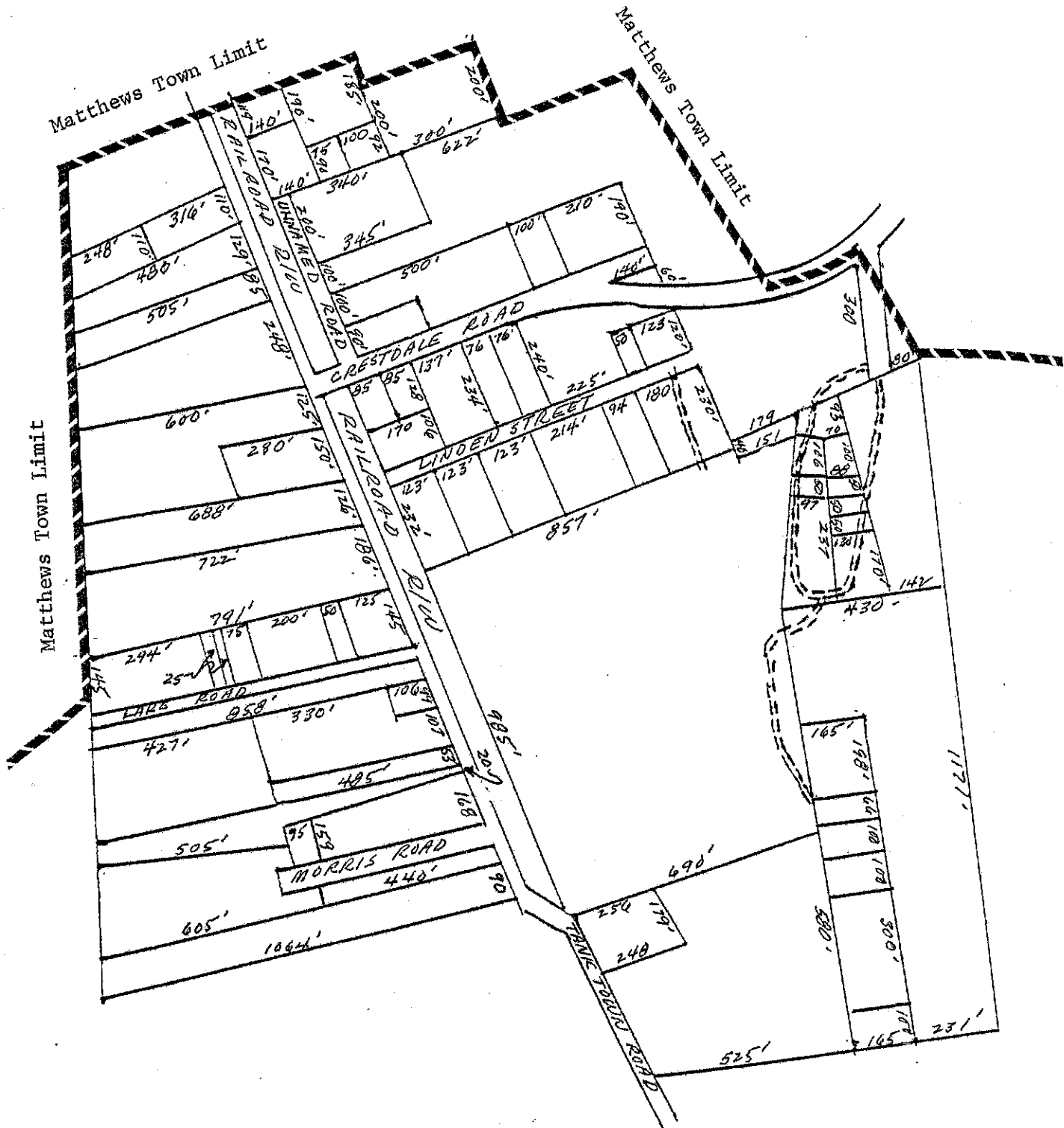
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CRESTDALE

General Pattern of Land Ownership and Streets

CRESTDALE

As southern Mecklenburg County has rapidly urbanized, the growth in and around the Town of Matthews has accordingly changed character, and by 1979 the Town has expanded to a point where its municipal boundaries are contiguous to an unincorporated community known as "Crestdale".

The Crestdale community was one of a series of similar unincorporated pockets of urban development identified in a study by Mecklenburg County in 1976 as having particular problems.

Rapid growth of this general sector of Mecklenburg County has brought an intensification of problems of this community. As other lands around it have developed, storm drainage needs and problems have grown. Abutting lands have developed with large industries. The nearness to N.C. 51 is felt, with the increase in traffic on that facility. Housing has aged, and a large number of the units need attention.

The County's 1976 study found the community to be about 60% home owned housing, and 40% rental housing. Such a high degree of rental housing is unique and unusual in this outlying sector.

A majority of the houses were found in "poor repair". Since that 1977 study, Mecklenburg County has enacted a Minimum Housing Standards Ordinance, that, together with a program of providing missing public services and financial help in improving housing could reclaim this community.

As land ownership patterns have shifted over the years, land parcels have been created to which there is no public road or easement access. A series of informal roadways have been created, unimproved, but to which housing is oriented. The County and the N.C. Department of Transportation have made the assumption that these informal roadways have been in public use for such a long number of years that they in effect are public roadways and can be assured for the future, and improved with public funds.

Some land parcels have been created that are, in and of themselves, far below any acceptable standard as to their size and dimensions. Several are only twenty-five feet in width. On others, a series of houses have been built on one parcel.

A railroad splits the community. Indeed, the community appears to have grown up around the railroad, as that facility was there first. There are streets and numerous land parcels feeding to the railroad right-of-way that use its land as their public access, with no formal agreements for such use.

Only two roadways are traffic carriers - Tanktown Road and Crestdale Road. Other roadways are minor residential in character. Tanktown Road leads into and dead-ends in Downtown Matthews at one end, and leads into Union County and the Town of Stallings at the other. That corridor established by the N.C. Transportation Board for the Outer Loop will cut in an East-West alignment to the south of this community, and cut off Tanktown Road, making it a local residential carrier, with its access only into Matthews.

Crestdale Road is short, connecting Tanktown Road to N.C. 51. It serves not only this community, but also the growing industrial area along N.C. 51. There is no real need that it continue to serve in this manner. It can be cut off and provide a dead-end within the Crestdale community, and, if felt necessary at all, in the industrial area along N.C. 51, receiving that same dead-end treatment.

This community is composed of Black persons, of low- to moderate-income status. In the 1980 Census, Block Statistics will provide for the first time information to see to the block the characteristics of the residents and their housing.

In 1976, the Charlotte-Mecklenburg Planning Commission staff conducted a survey for the County. The following Tables are from that work.

TABLE I
DWELLING UNIT CONDITIONS AND INCOMES OF FAMILIES
BY TENANCY IN CRESTDALE
MECKLENBURG COUNTY, N. C.
1976

<u>OWNERS' INCOMES</u>	<u>STANDARD</u>	<u>MINOR</u>	<u>MAJOR</u>	<u>DETERIORATED</u>	<u>TOTAL</u>
Under \$3000	5	3	2	2	12
\$3000-3999	2	4	3	-	9
\$4000-4999	1	-	-	-	1
\$5000-5999	-	3	-	-	3
\$6000-6999	1	-	-	-	1
\$7000-7999	-	1	-	-	1
\$8000-8999	-	-	-	-	-
\$9000-9999	1	-	-	-	1
\$10,000-12,999	1	1	-	-	2
\$13,000 & OVER	-	1	1	-	2
SUBTOTAL	11	13	6	2	32
<u>TENANTS' INCOMES</u>					
Under \$3000	-	11	1	2	14
\$3000-3999	-	1	4	1	6
\$4000-4999	-	-	-	-	-
\$5000-5999	-	-	1	-	1
\$6000-6999	-	-	-	-	-
\$7000-7999	-	-	-	-	-
\$8000-8999	-	-	-	-	-
\$9000-9999	-	-	-	-	-
\$10,000-12,999	-	-	1	-	1
\$13,000 & OVER	-	-	-	-	-
SUBTOTAL	-	12	7	3	22
TOTAL	11	25	13	5	54

Source: Charlotte-Mecklenburg Planning Commission

TABLE II
RENTAL UNITS IN CRESTDALE
BY CONDITION OF UNITS BY RENTS
HECKLENBURG COUNTY, N. C.
1976

<u>MONTHLY RENTS</u>	<u>STANDARD</u>	<u>MINOR</u>	<u>MAJOR</u>	<u>DETERIORATED</u>	<u>TOTAL</u>
Under \$50	-	-	-	1	1
\$51-\$74	-	2	1	1	4
\$75-\$100	-	1	2	-	3
\$101-\$125	-	3	2	1	6
\$126-\$150	-	3	1	-	4
\$151-\$174	-	3	-	-	3
\$175-\$200	-	-	-	-	-
\$201 & OVER	-	-	-	-	-

Source: Charlotte-Mecklenburg Planning Commission

Fifty-four occupied housing units were counted, and four churches. Of these housing units, only eleven were found to require no improvements in order to meet minimum housing standards.

Five houses were found warranting demolition due to the degree of deterioration. An additional thirteen needed major repairs to be made standard. Since then, the County has been able to rehabilitate four houses through a Federal Community Development Program Grant.

<u>Housing Units</u>	<u>Number</u>	<u>Percent</u>
Standard	11	20%
Needing Minor Repairs	25	46%
Needing Major Repairs	13	24%
Unsafe, Substandard	5	10%

The study found housing as to condition is scattered throughout the community and there is no particular concentration of the better or worst in one spot.

TABLE III
TENANCY IN CRESTDALE
BY SIZE OF FAMILY AND ANNUAL INCOMES
MECKLENBURG COUNTY, N. C.
1976

OWNERS' INCOMES	SIZE OF FAMILY							
	1	2	3	4	5	6	7	8 & OVER
Under \$3000	1	4	2	3	1	-	1	-
\$3000-3999	-	2	-	1	-	2	-	-
\$4000-4999	-	1	-	-	-	-	-	-
\$5000-5999	-	1	-	-	2	-	-	-
\$6000-6999	-	-	-	-	-	-	-	1
\$7000-7999	-	1	-	-	-	-	-	-
\$8000-8999	-	-	-	-	-	-	-	-
\$9000-9999	-	1	-	-	-	-	-	-
\$10,000-12,999	-	1	-	-	-	-	-	1
\$13,000 & OVER	-	-	1	-	-	1	-	-
SUBTOTAL	1	11	3	4	3	3	1	2
TENANTS' INCOMES								
Under \$3000	7	4	1	2	-	-	-	-
\$3000-3999	1	-	2	-	1	1	-	1
\$4000-4999	-	-	-	-	-	-	-	-
\$5000-5999	-	1	-	-	-	-	-	-
\$6000-6999	-	-	-	-	-	-	-	-
\$7000-7999	-	-	-	-	-	-	-	-
\$8000-8999	-	-	-	-	-	-	-	-
\$9000-9999	-	-	-	-	-	-	-	-
\$10,000-12,999	-	-	-	-	1	-	-	-
\$13,000 & OVER	-	-	-	-	-	-	-	-
SUBTOTAL	8	5	3	2	2	1	-	1
TOTAL	9	16	6	6	5	4	1	3

Source: Charlotte-Mecklenburg Planning Commission

By this 1976 Study, applying then established Federal standards for defining poverty levels, seventy-two percent (72 %) of all households in the community were at or below the established poverty level.

Housing need by lower-income families and persons is summarized:

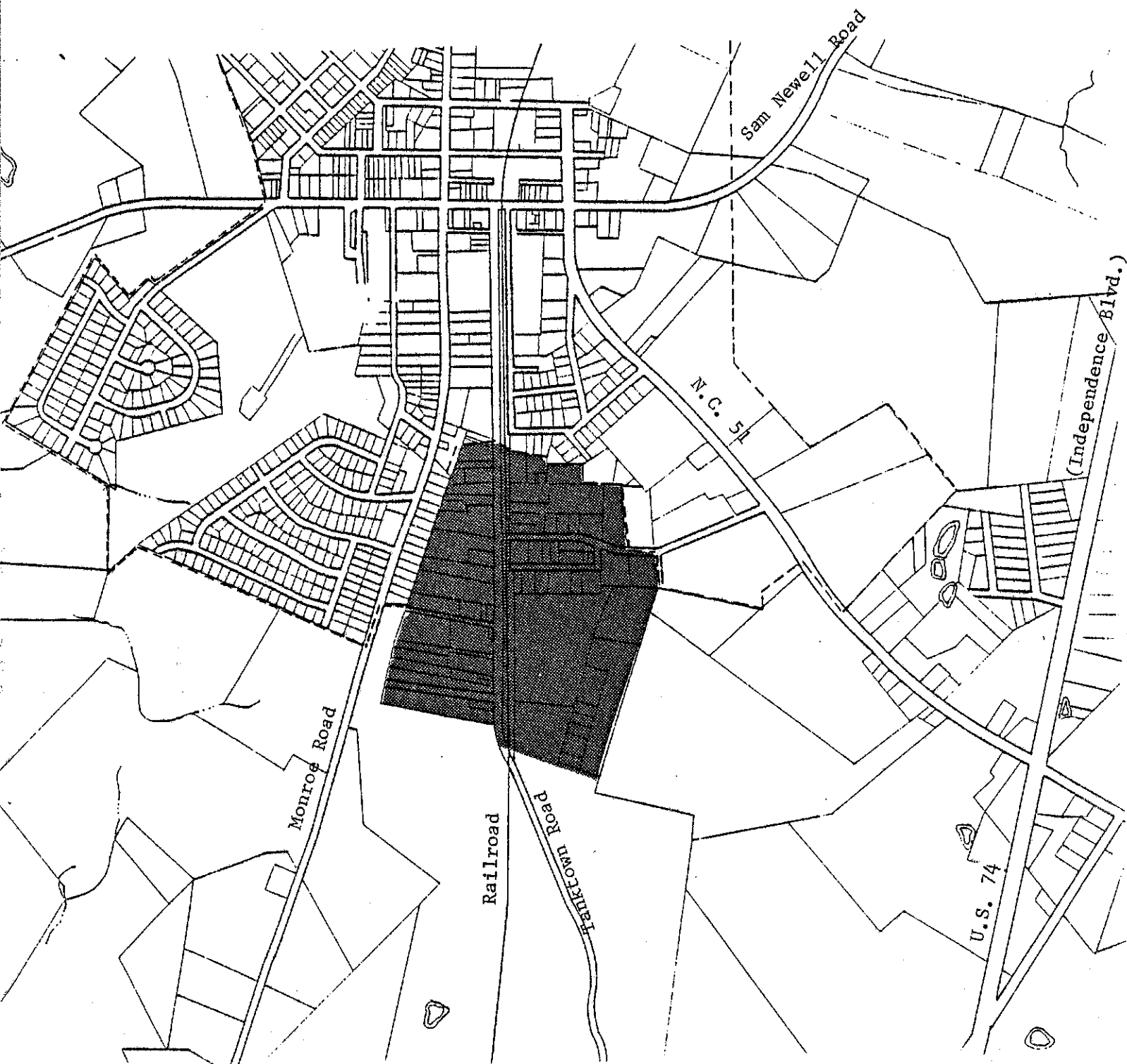
<u>Household Size</u>	<u>Number of Units at or Below 1976 Poverty Level</u>
1	8
2	10
3	5
4	6
5	4
6 and more	<u>6</u>
Total	34

TABLE IV
INCOMES AND RENTS OF TENANTS
IN CRESTDALE
HECKLENBURG COUNTY, N. C.
1976

<u>INCOMES</u>	<u>MONTHLY RENTS</u>							
	<u>UNDER \$50</u>	<u>\$51- \$74</u>	<u>\$75- \$100</u>	<u>\$101- \$125</u>	<u>\$126- \$150</u>	<u>\$151- \$174</u>	<u>\$175- \$200</u>	<u>OVER \$200</u>
Under \$3000	-	4	-	4	3	3	-	-
\$3000-3999	1	-	2	1	1	-	-	-
\$4000-4999	-	-	-	-	-	-	-	-
\$5000-5999	-	-	1	-	-	-	-	-
\$6000-6999	-	-	-	-	-	-	-	-
\$7000-7999	-	-	-	-	-	-	-	-
\$8000-8999	-	-	-	-	-	-	-	-
\$9000-9999	-	-	-	-	-	-	-	-
\$10,000-12,999	-	-	-	-	-	-	-	-
\$13,000 & OVER	-	-	-	-	-	-	-	-
TOTAL	1	4	3	5	4	3	0	0

Source: Charlotte-Mecklenburg Planning Commission

It is possible all housing needs of the community cannot be met by existing, traditional private market housing activity.



CRESTDALE'S IMMEDIATE SETTING

In 1976, County personnel also met with residents of the community, and found preference for improvements, by priority ranking, as: 1) sanitary sewers, 2) recreation/community center, 3) public water system, 4) housing improvements, 5) street improvements, 6) street lighting, and 7) garbage service.

The Federal Community Development Program, various other programs of U.S. H.U.D. and FmHA, etc., over water, sewers, recreation, housing, etc., all need to be assessed for potentials of combinations working towards solving this community's problems.

The manner in which the Crestdale community relates to surrounding land patterns, road patterns, and Matthews is seen from the facing page.

Crestdale is within a short walking distance of the downtown area of the Town of Matthews, by way of Tanktown Road, which becomes Charles Street within the Town.

Crestdale is overwhelmingly residential in character, with 54 housing units, four churches, large vacant land areas, and one non-conforming industrial use. Land Use is shown on the next page, facing to a map depicting the present zoning pattern as this area is zoned by Mecklenburg County. The multi-family zoning as placed by the County appears to have been some sort of futuristic attempt to buffer this community from the anticipated industrial development along N.C. 51, although the County's Community Development proposals for the Crestdale community call for improvement of the street cutting through this community and through that industrial area as a main street. Indeed, those proposals identify Crestdale Road as "Main Street".

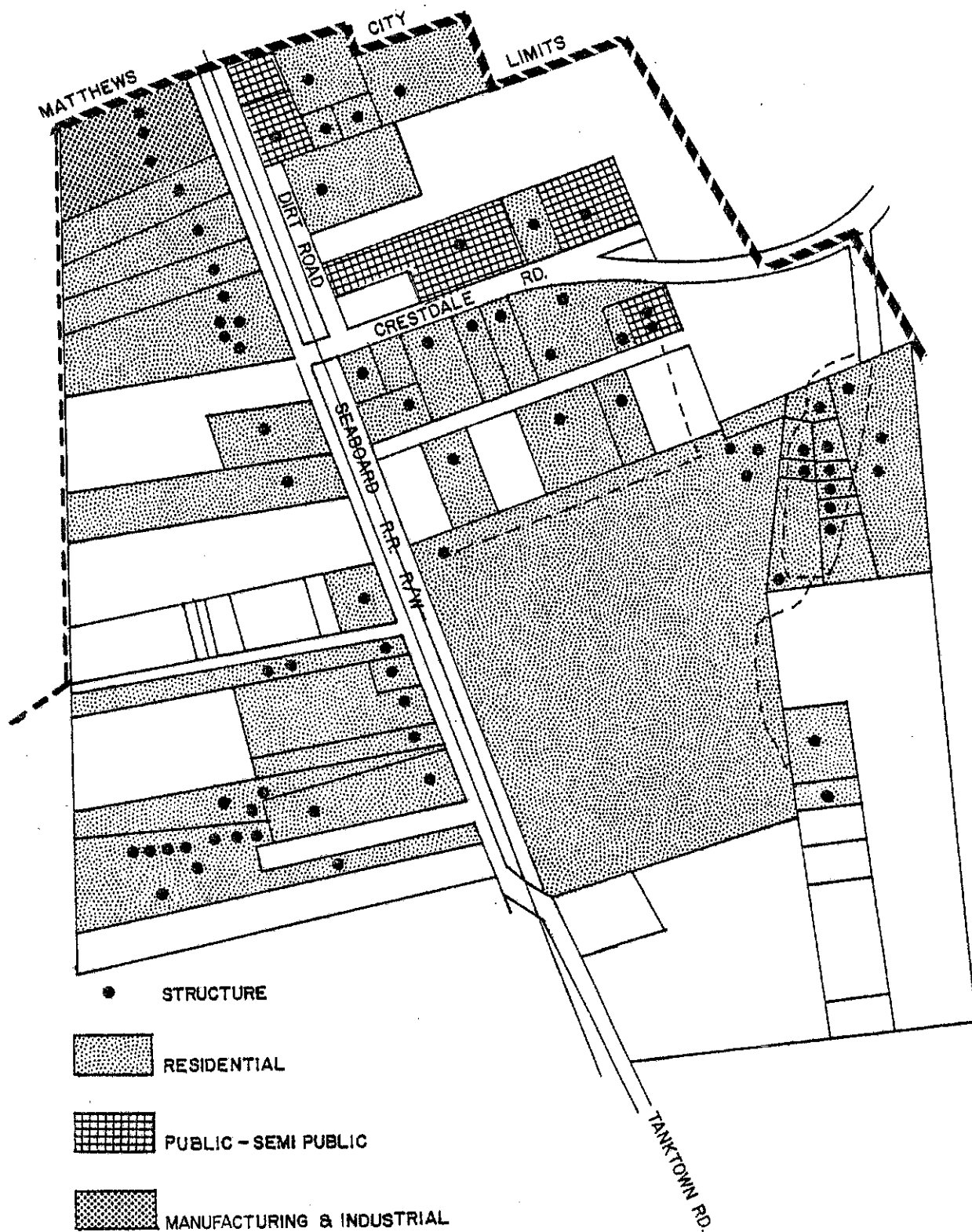
The public elementary school serving this general area of Mecklenburg County is situated in the southwestern portion of Matthews, together with the recreational features associated with that school. The need for a road connection in this community to Monroe Road becomes apparent upon studying the area and such matters as routes to school and recreation. Otherwise, only access is along Tanktown Road by the railroad, or through an industrial area and along N.C. 51, a heavily traveled highway.

The County's present zoning also shows a small area zoned for industry. It is suggested there is no need for such industrial use, along Crestdale Road, and that this tract should be residential.

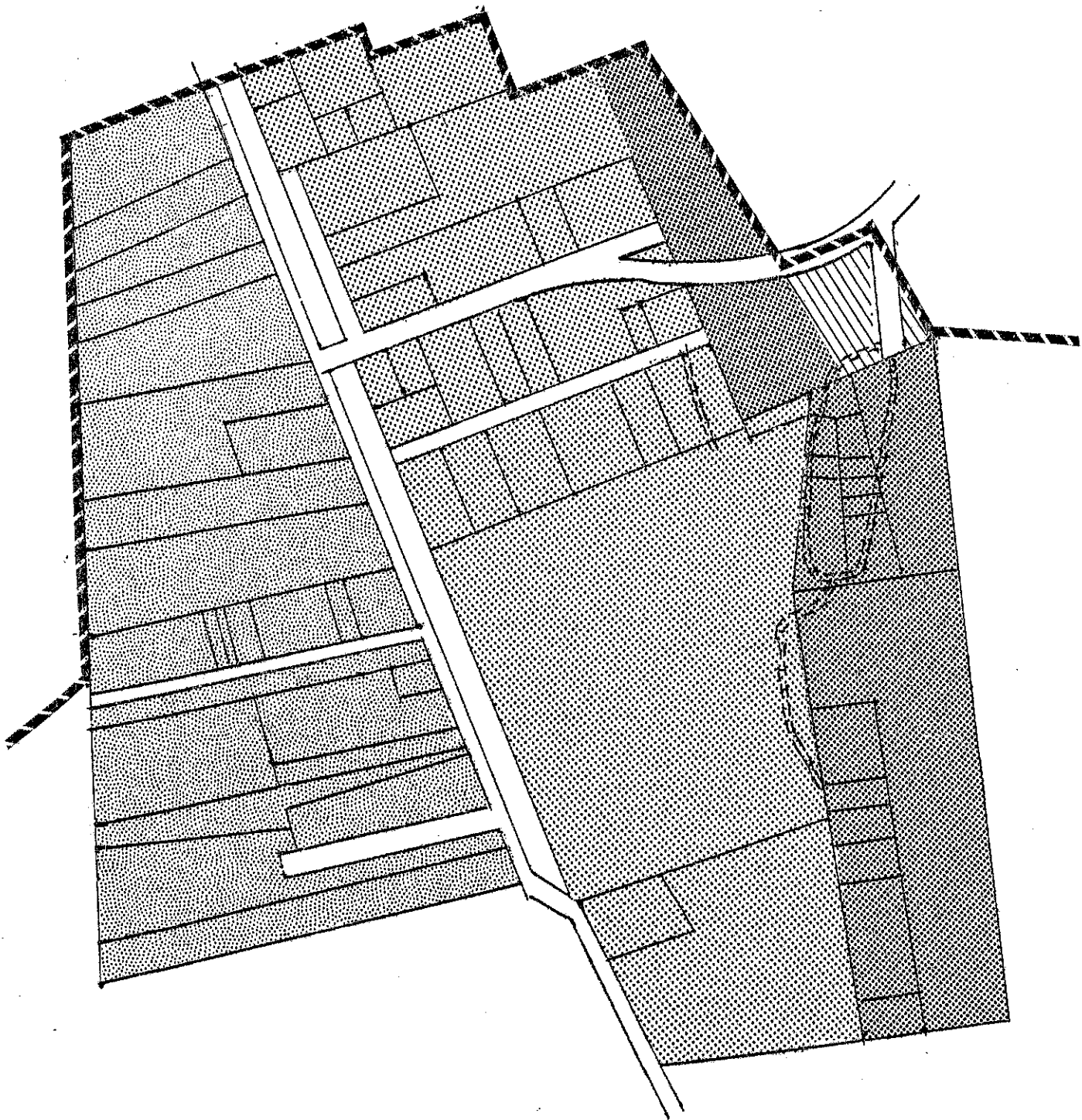
Although the lands to the east are expected to develop industrially, the orientation will be to N.C. 51 and U.S. 74, on large tracts, and adequate buffering devices can be required to protect Crestdale from possible adverse influences.

Lands to the south, towards where the Outer Loop will cut closely to this community, are expected at least in the short run to continue in agricultural use, possibly in ten to twenty years changing to very large lot suburban residential development, depending partly on whether sanitary sewer service is provided lands in the Fourmile Creek basin.

Whether Crestdale remains an unincorporated community, or becomes part of the Town of Matthews at some time in the future, vigilant review of both subdivision proposals and rezoning requests should be exercised. This is a very sensitive community, and adverse influences must be vigilantly denied, and existing conditions causing the blighting pattern eliminated.



EXISTING LAND USE - 1978



Present Zoning by County

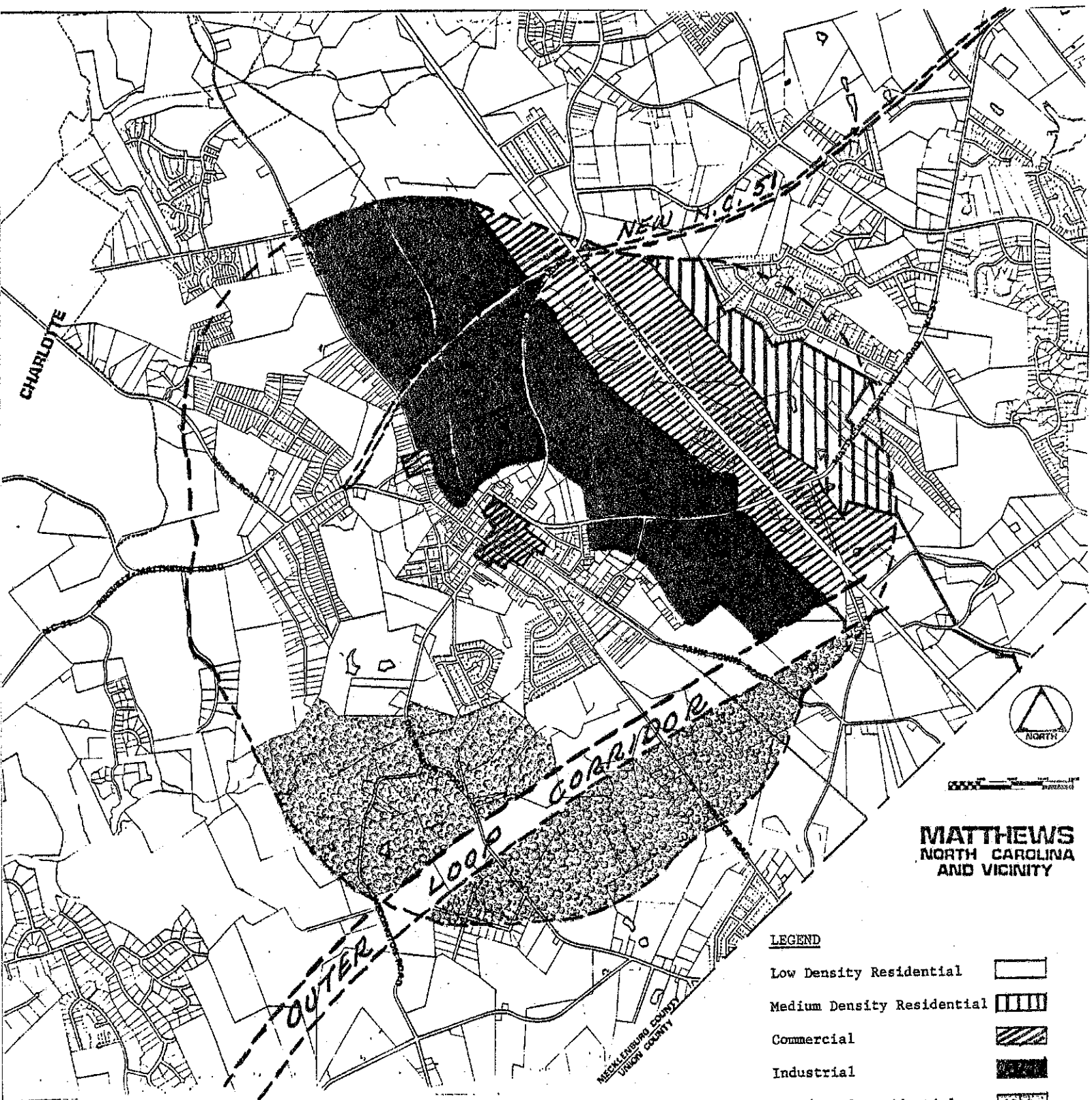
 R-12 Single Family

 R-12MF Multi-Family

 R-9 Single Family

 I-1 Industrial

The facing page indicates a proposed Plan for the Matthews vicinity, that is currently under review by the Town. The Crestdale community is shown in its entirety for low-density residential use.



THE PLAN

The 1977 estimates by the County for basic public improvements to the Crestdale community were:

Sanitary Sewer -----	\$ 1,087,000
Water -----	62,000
Streets -----	55,603
Recreation -----	55,225
	<u>\$ 1,259,828</u>

This estimate did not include street lighting, sidewalks, or other amenities. It did not include any estimates as to costs for improving and/or replacing housing units. It does not include any costs for acquisition of easements or rights-of-way.

Details of the County's 1977 study are included as an Appendix to this report. In 1977, the County spent over \$ 60,000 on major water improvements.

In February, 1979, the engineering consultant to the Town of Matthews, in relation to an annexation study being conducted and to a Capital Improvements Program, provided estimates that there was still in his opinion an unmet need for \$ 85,800 towards assuring a public water supply for this community, and a sanitary sewer system could be provided for \$ 150,000, significantly at departure from the County's \$ 1,087,000 estimate.

For sewer service, the County had assumed Crestdale would continue to be an unincorporated community and would not connect onto the sewer system of the Town of Matthews, but rather would be connected to a sewer trunk line then being advocated for sewer service for the Fourmile Creek basin, of which Crestdale is a part. Accordingly, the County had planned two large lines along minor creek beds, from Crestdale to that anticipated major line. \$ 982,000 of the County's estimate was for these connector mains.

Matthews is currently considering a contract offered by the Charlotte-Mecklenburg Utility Department, by which that Department would contractually take over water and sewer systems, service and operations for the Town of Matthews, and tie their systems into the broader system serving the greater Charlotte area. Were such contract to materialize, costs for provision of these two utilities would no longer be a responsibility under a Community Development Program, unless timing of provision of such service became a consideration, which well could happen. Were Federal Community Development Grant funds to become available, the entire process of regeneration of this community could be expedited.

Other factors indicating some variance in cost estimates may be necessary from those prepared by the County in 1977 are revealed by such situations as the assumption by the County and by the N.C. Department of Transportation of adequate rights-of-way and easements for provision of adequately paved streets, with storm drainage, and with still enough room for water and sewer lines, and possible future sidewalks and street lights. This is highly unlikely, and some expense for adequate rights-of-way and easements is anticipated.

Further, additional right-of-way should be acquired for extension of Lake Road westerly to Old Monroe Road.

THE PLAN

The Town of Matthews should start preparing to submit a pre-application to the U. S. Department of Housing and Urban Development for a discretionary Community Development Grant. The next round of such pre-applications will probably be announced around November, 1979, with such pre-applications to be filed with H.U.D. sometime in January, 1980.

The Town should not wait until Fall to begin moving towards this program. As a member of the Centralina Council of Governments, and as an official participation by Resolution of the Town's Board of Commissioners in the Areawide Housing Opportunity Plan, Matthews has available free services from that agency for help in preparing the draft of a Community Development Program, and in preparing a pre-application. The State also furnishes such free service through the South Piedmont Field Office of the N.C. Department of Natural Resources and Community Development in Mooresville.

Close contact and coordination with Mecklenburg County should be held from the start of a decision to move in this manner.

Mecklenburg County has a Community Development Program. They have recognized Crestdale as one of the areas in the unincorporated portion of the County in need of such a Program. However, there are so many similar areas in the County that they should welcome Matthews as an agent to try to expedite the improvement of this community.

Further, Mecklenburg County recently employed a professional Community Development Director. It is suggested that from the start Matthews declare it will contract with the County for the services of that individual as the "operator" of a Community Development Program for Crestdale. This also avoids duplication and unnecessary costs of establishing a Town staff for such a Program.

Matthews further should seek Agreement with the City of Charlotte for that City to have authority and responsibility as to providing housing assistance to Crestdale. Charlotte has highly trained and capable personnel in their Community Development Department, for Section 8 Assisted Housing, and in their Public Housing Authority for traditional public housing. Such an Agreement would be to the advantage of both municipalities, as it would provide a professional vehicle for assuring adequate housing within the income means of the residents, in relation to the timing of provision of services through the Community Development Program, including replacement housing, and at the same time would permit Charlotte to relate its Out Reach Program on a broader geographic base.

Mecklenburg County has recently enacted a Minimum Housing Standards Ordinance. Enforcement on any scale should await the Community Development Program, if possible, and be timed in relation to the provision of improvements of that Program. This may not be possible and those units that the Charlotte-Mecklenburg Planning Commission staff concluded needed to be demolished may have to proceed.

The facing page provides a sketch of the physical proposals of this Plan. Some of these would not be basic publicly funded actions, but would serve as guides to Matthews and to Mecklenburg County in the future as subdivision proposals are made, rezoning requests filed, etc.

The following cost estimates are projected for 1980. Were Matthews to be successful in the highly competitive seeking of Community Development Grants, H.U.D. would then offer them funding for development of the detailed engineering and public works programs, wherein cost refinement would occur.

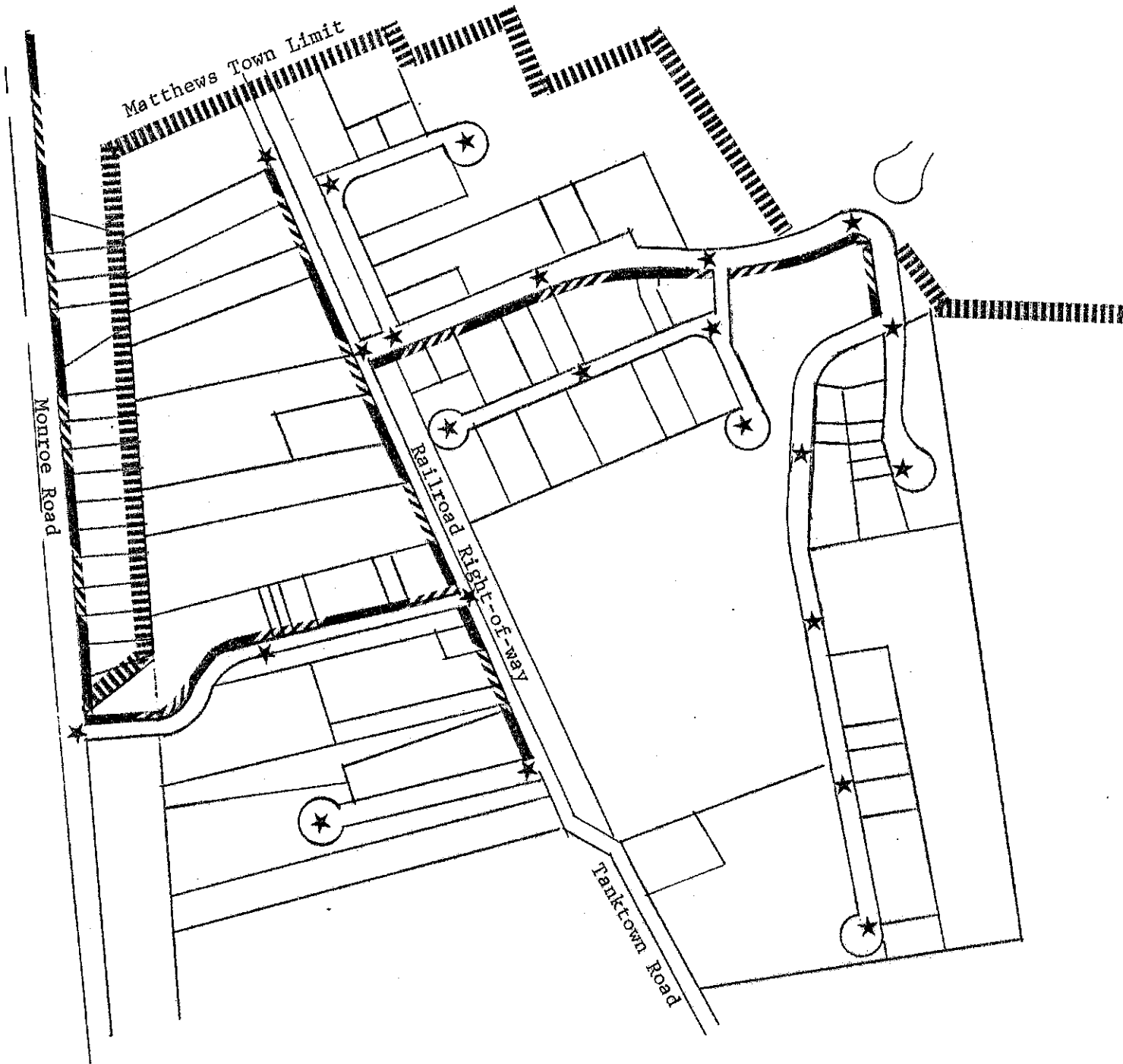
Sanitary Sewers	\$ 175,000
Public Water Supply System	100,000
Rights-of-way and Easements	100,000
Storm Drainage and Street Paving	75,000
Sidewalks	10,000
Street Lighting	10,000
Recreation/ Community Center	<u>60,000</u>
	\$ 520,000

Matthews should consider requesting the County to enter Agreement whereby the contractual garbage collection and disposal system of the Town is extended to cover the Crestdale community, with whatever financial terms may be necessary for least possible involvement of intergovernmental funds and collections for such service.

There is a community organization that worked closely with the County in 1977 in setting community priorities for various services and facilities. This organization should be made a part of the plan development and implementation process, from the beginning.

As part of this Plan, Matthews together with the community association should seek to acquaint the County Commission with the need for elimination of those areas zoned for industry and multi-family use. The County has a Policy against rezonings other than initiated by land owners. In this case, the fact that zoning has been granted for heavier uses, on vacant lands, that, were it to be used, would probably make it impossible to reclaim this community should be stressed.

In the detailed Plan development process if H.U.D. awards a Grant, the N. C. Department of Transportation should be involved from the initial stages as to various roads and the part they may be able to play in the renewal of this community.



PROPOSED BASIC STREET SYSTEM, SIDEWALKS, STREET LIGHTS

 Sidewalks

★ Street Lights

ALTERNATIVES

At this point in time, the continuation of the Federal Government's Community Development Program is faring well in the proposals and actions of the Administration and Congress. However, the Nation is faced, primarily due to international situations, with a diminishing financial resource for domestic programs. There has been discussion within the National Administration of the possible future necessity of reorienting this Community Development Program from a 100% Grant, to some lesser Grant ratio, or even to a low interest loan, rather than grant, program.

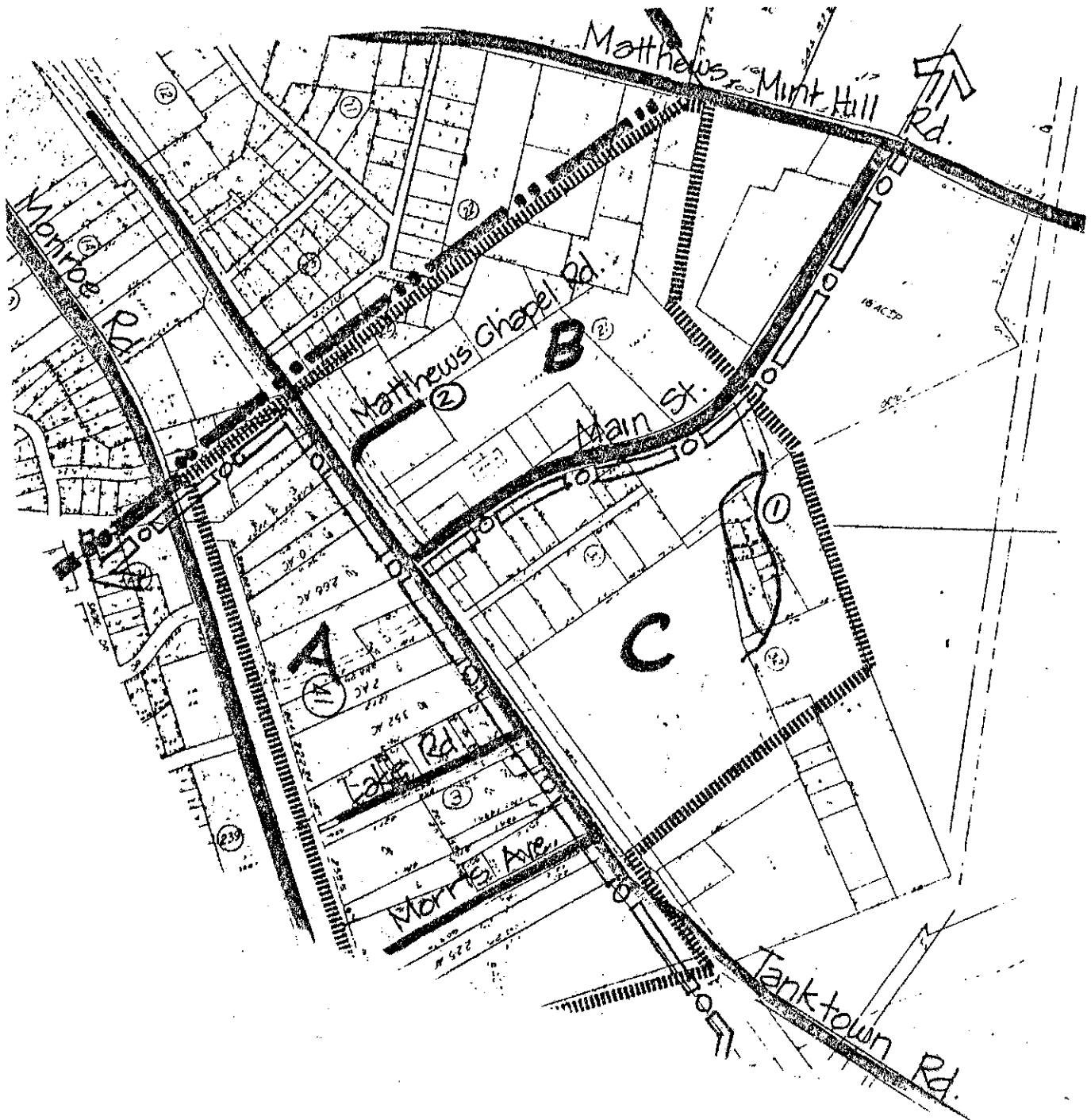
Even with the region within which Matthews and Mecklenburg County are situate - the Centralina Council of Governments - where one of the handfull of Areawide Housing Opportunity Plans approved by H.U.D. is existent, and with the extra bonus points for higher priority accordingly automatically provided because of this A.H.O.P. on Community Development Program applications, there is still each year a lesser number of grants made, and total dollars provided.

In a separate Study conducted for the Town of Matthews, in 1978, it was found that the Crestdale community could be annexed under provisions of North Carolina General Statutes. It may become necessary that the Town of Matthews, in relation to a total, comprehensive program of annexations, move to annex this community in relation to annexation of higher-value areas, and accept the obligation of providing those services and programs it can afford to improve Crestdale.

This Crestdale community, although unincorporated, is for all intents and purosos, as to its location and relationship with the Town, a part of Matthews, excepting for the legal status of annexation and provision of services. Normally, County governments in North Carolina have not provided urban services, leaving that as a responsibility of municipalities and special purpose districts. However, Mecklenburg County, the most populated County in North Carolina, has recognized that it has around 100,000 residents in unincorporated areas, many living in urban conditions, and has moved to meetings the needs of this population. Among other things, the County has zoning, subdivision regulations, planning, is part of the Charlotte-Mecklenburg Utility Department, has a Minimum Housing Standards Ordinance, and has made studies and determined that the Crestdale community is deserving of help. However, the County has so many blighted, unincorporated communities, that it cannot assign top priority to this particular one, and the Town of Matthews will have to accept a larger role in some manner, if they determine to seek to help reverse the conditions of blight in this community and to thus keep them from spreading.

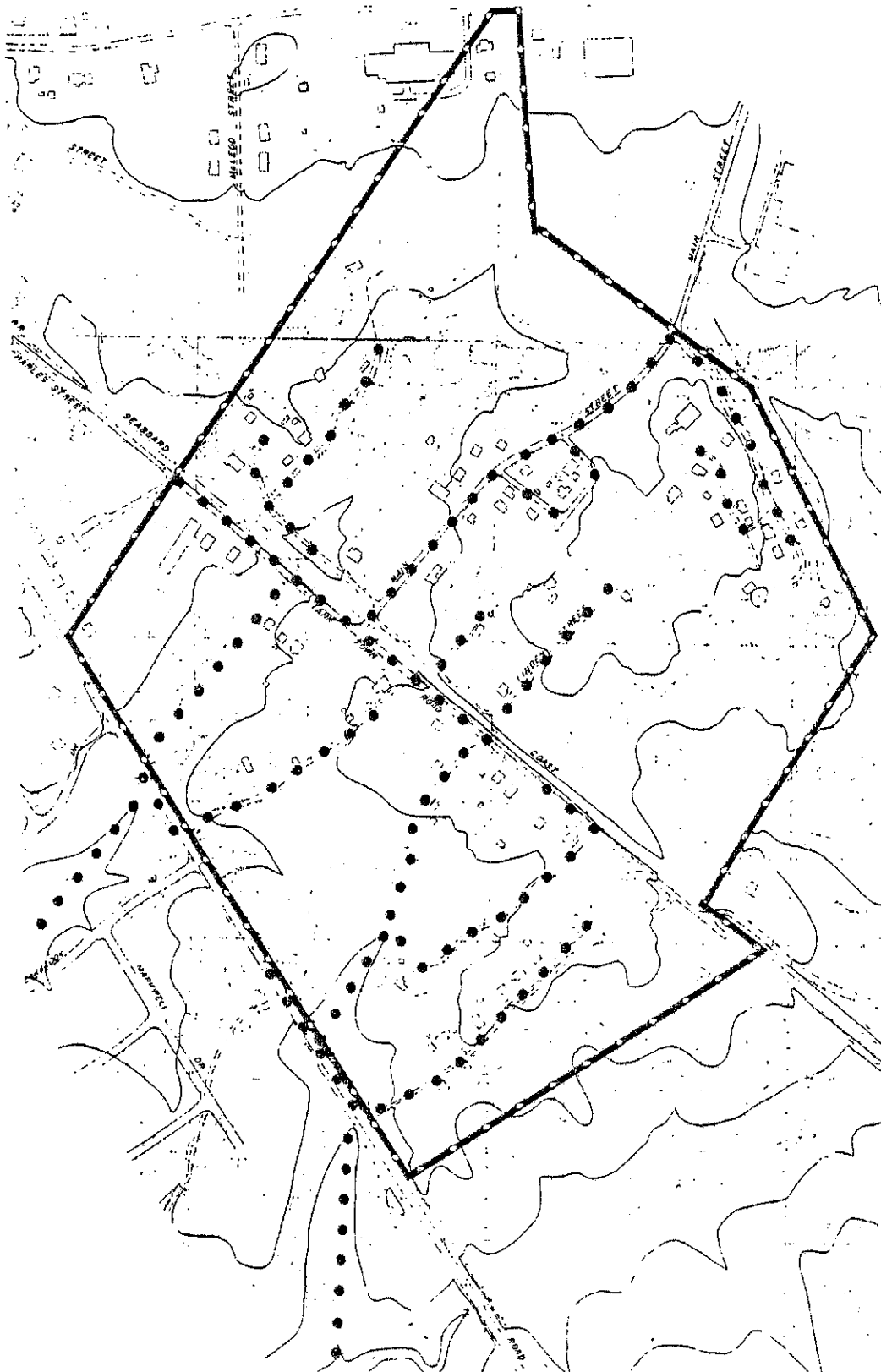
APPENDIX

Estimates by Mecklenburg County in 1977 for water, sewer and
street improvements



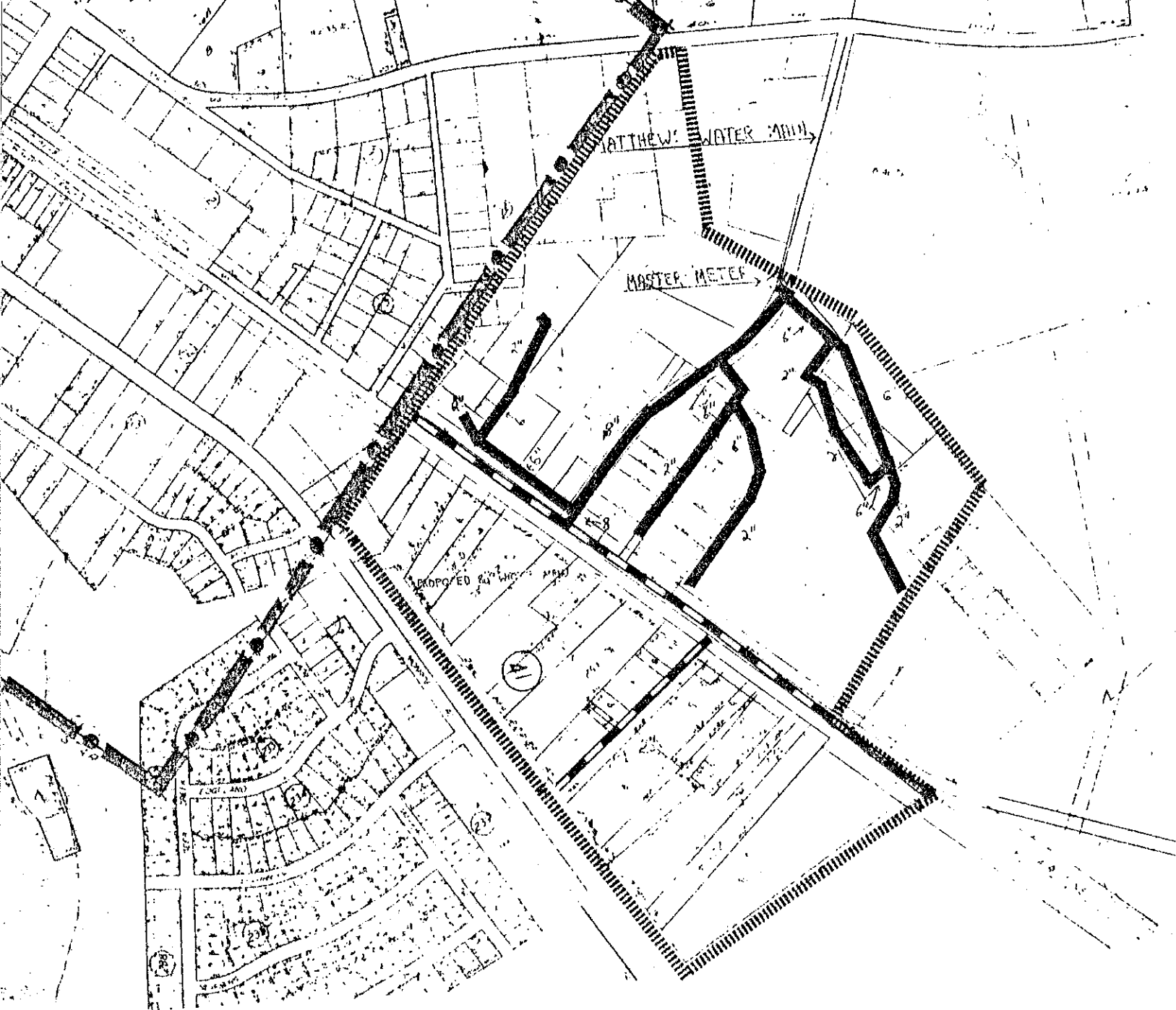
STREET IMPROVEMENTS

Section A (250 feet) -----	\$ 6,102
Section B - N.C. D.O.T. maintained -----	8,255
- Other (600 feet) -----	10,682
Section C (2,100 feet) -----	30,564
	<u>\$ 55,603</u>



PROVISION OF SANITARY SEWERS

18,000 feet of 18 inch line	-----	\$ 630,000
2,250 feet of 12 inch line	-----	67,500
1,500 feet of 10 inch line	-----	37,500
16,000 feet of 8 inch line	-----	<u>352,000</u>
		\$ 1,087,000



PROVISION OF PUBLIC WATER SYSTEM

LEGEND

EXISTING WATER MAIN 

PROPOSED WATER MAIN 

1,000 feet of two inch main \$ 8,000
 3,000 feet of eight inch main 54,000
 \$ 62,000

NOTE: In 1977, Mecklenburg County
 let contract and \$ 60,033.85
 was accomplished on this
 water system program.

ACKNOWLEDGEMENTS

The Centralina Council of Governments, author of this report for the Town of Matthews, expresses sincere and deep appreciation to Mr. R. Vince Connerat, Intergovernmental Coordinator for Mecklenburg County, and to Mr. Barry Webb, Community Development Coordinator for Mecklenburg County, without whose help and assistance this Study would not have been possible.