



# Town of Carrboro

Town Hall  
301 W. Main St.  
Carrboro, NC 27510

## Meeting Agenda Board of Aldermen



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Tuesday, November 24, 2015

7:30 PM

Board Chambers - Room 110

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### 7:30-7:35

#### A. CONSENT AGENDA

1. [15-0388](#) Approval of Previous Meeting Minutes
2. [15-0381](#) Minor Revisions to the Rental and Utility Deposit Assistance Program

**PURPOSE:** The purpose of this item is for the Board to review and consider approving revisions to the Rental and Utility Deposit Assistance Program.

**Attachments:** [Attachment A - A Resolution Approving Revisions to the Rental and Utility Deposit Assistance Program](#)  
[Attachment B - Draft Description of the Rental and/or Utility Deposit Assistance Program](#)  
[Attachment C - Draft Description of the Rental and/or Utility Deposit Assistance Program with Tracked Changes](#)  
[Attachment D - 3-3-15 Resolution Approving Updates to the Affordable Housing Fund](#)  
[Attachment E - 6-27-14 A RESOLUTION AUTHORIZING THE TOWN MANAGER TO EXPEND FUNDS FROM THE AFFORDABLE HOUSING FUND \(4\)](#)

3. [15-03](#) Consideration of approval of a Supplemental Agreement with NCDOT to receive additional STP-DA Funds for Homestead Road Multi-Use Path and to amend the Capital Project Ordinance for the project.

**PURPOSE:** The purpose of this item is for the Board of Aldermen to consider approving a Supplemental Agreement with NCDOT for the Homestead Road-Chapel Hill High School Multi-Use Path to provide \$212,000 of additional STP-DA funds to the project and to authorize a \$53,000 local match.

**Attachments:** [Attachment A - Resolution](#)  
[Attachment B - HOMESTEAD- CHAPEL HILL HS MULTI USE PATH CIP ORDINANCE AMENDMENT 11-24-2015](#)

4. [15-0390](#) Contract Amendment for Engineering Services with Kimley-Horn for the Homestead Road -Chapel Hill High School Multi-Use Path

**PURPOSE:** The purpose of this item is for the Board of Aldermen to consider approving an amendment to the contract with Kimley-Horn for engineering services for the Homestead Road-Chapel Hill High School Multi-Use Path.

**Attachments:** [Attachment A - Resolution Approving KH Contract Amendment - Resolution 11-24-15](#)

5. [15-0383](#) Continuation of the June 23rd Public Hearing on Land Use Ordinance Amendments to Modify the Presumptive Parking Requirement for Restaurants with Outdoor Seating

**PURPOSE:** The purpose of item is for the Board of Aldermen to adopt a resolution to continue its consideration of amendments to the Land Use Ordinance to modify the presumptive parking requirements for restaurants with outdoor seating in the B-1(c), B-1(g) and B-2 zoning districts to a future date.

**Attachments:** [Attachment A - Resolution](#)  
[Attachment B - Draft Outdoor Seating LUO Amendment - 6-10-15](#)  
[Attachment C - Excerpt from the Board's 6-23-15 Minutes](#)

6. [15-0389](#) Request for Amendment to Contact for Preliminary Engineering and Design Services for the Rogers Road Sidewalk Project

**PURPOSE:** The purpose of this item is to request the Board of Aldermen approve a contract amendment with SunGate Design Group for Rogers Road Sidewalk Project.

**Attachments:** [Sungate Design Group Contract Amendment](#)

7. [15-0392](#) Request-to-set a Public Hearing for a Major Modification to a Conditional Use Permit for The Butler CUP-CU permit located at 107 Padgett Lane (behind the Arts Center)

**PURPOSE:** The Town has received an application for a major modification to the existing Conditional Use Permit (with associated conditional use rezoning) for The Butler mixed use project located at 107 Padgett Lane. Prior to reaching a decision on this request, the Board of Aldermen must hold a public hearing. A hearing date of January 26th, 2015, has been identified. A resolution setting a public hearing is provided herein.

**Attachments:** [HGI Vicinity Map](#)  
[Resolution for Public Hearing](#)

**B. PUBLIC HEARING****7:35-7:50**

1. [15-0334](#) Public Hearing on Snow & Ice Removal Ordinance on November 24, 2015

**PURPOSE:** The purpose of this item is to receive input from the public on proposed changes to Section 7-6 of the Town Code on Snow and Ice Removal and for the Board to consider approving the attached proposed amended ordinance for Town Code Section 7-6.

**Attachments:** [Attachment A- Draft Ordinance amending Town Code Section 7-6](#)  
[Attachment B- Section 7-6 Snow & Ice Removal Current Text](#)  
[Attachment C- 2014-2015 Winter Weather Plan](#)  
[Attachment D- Proposed Sidewalks](#)

**C. OTHER MATTERS****7:50-8:30**

1. [15-0387](#) Update on Lloyd Farm Development Application

**PURPOSE:** The Board is asked to receive an update on the status of the development application for Lloyd Farm following the conclusion of the mediation sessions.

**8:30-8:55**

2. [15-0391](#) Report on Community Conversation Related to Properties around North Greensboro Street, Weaver Street, Center Street, and Short Street

**PURPOSE:** The purpose of this item is for the Board of Aldermen to receive a report on the status of a possible community conversation focused on properties around North Greensboro Street, West Weaver Street, Center Street, and Short Street.

**8:55-9:10**

3. [15-0382](#) Northside Initiative Overview and Direction

**PURPOSE:** The purpose of this item is for the Board to receive an overview of the Northside Initiative and provide direction on the Town's actions.

**Attachments:** [Attachment A - Northside Housing Market Action Plan](#)  
[Attachment B - Northside Progress Report](#)  
[Attachment C - Landbank Model](#)  
[Attachment D - NNI FAQs](#)

**9:10-9:30**

4. [15-0380](#) Update on Policing in Carrboro

**PURPOSE:** The purpose of this item is to provide an update on policing in Carrboro since the last community forum

**Attachments:** [Attachment A: Response to Orange County Bias Free Policing Coalition](#)

**9:30-9:40**

5. [15-0386](#) A Request to Make an Appointment to the Greenways Commission and Amend Expiration Months of Current Members

**PURPOSE:** The purpose of this item is to make an appointment to the Greenways Commission and amend the expiration month of current members.

**Attachments:** [ATTACHMENT A - A RESOLUTION MAKING APPOINTMENTS TO THE GREENWAYS COMMISSION](#)  
[ATTACHMENT B - Greenways-Chair-Recommendations-10-Nov-2015.pdf](#)

**9:40-9:55**

6. [15-0393](#) Joint Planning Agreement Amendment to Modify Language Regarding Transition Area Resident Representation on the Chapel Hill Planning Commission and Chapel Hill Board of Adjustment

**PURPOSE:** The purpose of this item is to consider an amendment to the Joint Planning Agreement to modify resident representation on Chapel Hill's Planning Commission and Board of Adjustment.

**Attachments:** [Attachment A - JPA Resolution](#)  
[Attachment B -Oct 2015 JPA PH Agenda Package](#)  
[Attachment C - Draft Minutes 20151015JPA](#)  
[Attachment D - TOCH JPA Resolution](#)  
[Attachment E- PB Recommendation](#)

**D. MATTERS BY BOARD MEMBERS**

**E. MATTERS BY TOWN MANAGER**

**F. MATTERS BY TOWN ATTORNEY**

**G. MATTERS BY TOWN CLERK**



# Town of Carrboro

Town Hall  
301 W. Main St.  
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## Agenda Item Abstract

**File Number:** 15-0388

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**Agenda Date:** 11/24/2015

**File Type:** Agendas

**In Control:** Board of Aldermen

**Version:** 1

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Approval of Previous Meeting Minutes



# Town of Carrboro

Town Hall  
301 W. Main St.  
Carrboro, NC 27510

## Agenda Item Abstract

**File Number:** 15-0381

**Agenda Date:** 11/24/2015

**File Type:** Agendas

**In Control:** Board of Aldermen

**Version:** 1

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### TITLE:

Minor Revisions to the Rental and Utility Deposit Assistance Program

**PURPOSE:** The purpose of this item is for the Board to review and consider approving revisions to the Rental and Utility Deposit Assistance Program.

**DEPARTMENT:** Manager's Office

**CONTACT INFORMATION:** Nate Broman-Fulks, [nbroman-fulks@townofcarrboro.org](mailto:nbroman-fulks@townofcarrboro.org)  
<<mailto:nbroman-fulks@townofcarrboro.org>>, 919-918-7314

**INFORMATION:** On June 27, 2014 the Board passed a resolution creating a program to assist Section 8 Housing Choice Voucher (HCV) recipients relocating within Carrboro. This program provided loans for rental and/or utility deposits to HCV recipients whose landlords would no longer be accepting HCVs.

On March 3, 2015 the Board approved allowing this to be a grant program. Staff brought this change to the Board based on feedback from the affordable housing community that HCV recipients were worried they would not be able to repay the loan, and therefore, were turned away from applying for this program.

Since the creation of this program, Carrboro has not received any applications for funding. Town staff discussed some of the potential reasons for this with Community Empowerment Fund (CEF), the main nonprofit working with potential applicants for this program. CEF has successfully worked with HCV recipients to receive funding from a similar program in Chapel Hill. The draft revisions to the program are based off of staff conversations with CEF.

The draft revisions contain three notable changes. The first change opens the eligibility up to more HCV recipients by taking out the stipulation that applicants must be relocating due to their current place of residence no longer accepting HCVs. Staff has found there are other reasons why an HCV recipient may need to move out of their current residence. One example is a resident who receives HCVs was recommended by their doctor to relocate due to health related issues that were being made worse due to their current residence. Removing this stipulation would allow for residents in a similar situation to be eligible for funding, who may otherwise be forced to relocate outside of Carrboro.

The second notable change is to allow a signed copy of an Orange County Request for Tenancy Form instead of a signed lease. In many cases, a resident may need to show that they possess the ability to provide a deposit

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before a lease can be signed. Without obtaining the funding first, an HCV recipient may not be able to do this. An Orange County Request for Tenancy Form is a document that a landlord and tenant sign in order to schedule an inspection with the Orange County Housing Department, a requirement of the HCV program. It also affirms that a landlord is willing to accept the HCV from a tenant.

The last notable change is the addition of a requirement that an applicant provide official documentation for the amount of the deposit. This is included to ensure the Town only pays the amount needed for a deposit, and no more

On November 16, the Affordable Housing Task Force approved the draft changes and recommended sending them to the Board for consideration of approval.

Opening this program to more HCV recipients fits with the Town's goal of providing opportunities for safe, decent and affordable housing for all residents.

**FISCAL & STAFF IMPACT:** The fiscal impact would be the additional funds granted for any applications that would not currently be eligible under the existing program. No grant may exceed \$1,000. The funds would come out of the Affordable Housing Special Revenue Fund.

**RECOMMENDATION:** Staff recommends the Board of Aldermen consider approving the attached resolution.



A RESOLUTION APPROVING THE UPDATES TO THE RENTAL AND UTILITY  
DEPOSIT ASSISTANCE PROGRAM

11-24-15

WHEREAS, the Board of Aldermen created an affordable housing special revenue fund on June 27, 2007 by the adoption of resolution no. 244/2006-07; and

WHEREAS, the Board of Aldermen established administrative procedures for the fund on September 9, 2008 by the adoption of resolution no 15/2008-09; and

WHEREAS, the Board of Aldermen passed a resolution authorizing the Town Manager to develop and implement a program to expend funds from the Affordable Housing Fund as it pertains to the loss of Section 8 Housing Choice Vouchers on June 24, 2014; and

WHEREAS, the Board of Aldermen approved updates to the Housing Fund Guidelines to coordinate with the Land Use Ordinance and Affordable Housing Goals and Strategies, to expand the ways in which the funds may be used and to clarify who is eligible to apply for funds and how they go about doing so, which changed the program from a loan program to a grant program on March 3, 2015.

NOW THEREFORE, BE IT RESOLVED that the Board of Aldermen hereby ordains:

Section 1. Previously adopted resolutions pertaining to creation and administration of the Rental and/or Utility Deposit Assistance Program are superseded by the actions in the following sections.

Section 2. Eligibility, grant limitations and other administrative procedures are specified below:

A household is only eligible to receive funds once. The funds are to be used to provide rental housing and/or utilities deposits as based on the following requirements:

A. That the grants are issued for assistance relocating within the Town of Carrboro.

B. That the grant applicant provide a signed copy of the lease or provide a signed copy of an Orange County Request for Tenancy Form showing the applicant has been approved for housing in the Town of Carrboro.

C. That the grant applicant provide proof of having a current Section 8 Housing Choice Voucher from Orange County.

D. That the applicant provides official documentation showing the amount of the deposit.

E. That the grant amount shall not exceed \$1,000 per household.

Section 4. This resolution shall become effective upon adoption.



**Carrboro Affordable Housing Fund:  
Description of Rental and/or Utility Deposit Program**

**Description.** A grant program to expend funds from the affordable housing fund for the purpose of assisting citizens in need of assistance relocating. A household is only eligible to receive funds once. The funds are to be used to provide rental housing and/or utilities deposits as based on the following requirements:

- A. That the grants are issued for assistance relocating within the Town of Carrboro.
- B. That the grant applicant provide a signed copy of the lease or provide a signed copy of an Orange County Request for Tenancy Form showing the applicant has been approved for housing in the Town of Carrboro.
- C. That the grant applicant provide proof of having a current Section 8 Housing Choice Voucher from Orange County.
- D. That the applicant provides official documentation showing the amount of the deposit.
- E. That the grant amount shall not exceed \$1,000 per household.



## Carrboro Affordable Housing Fund: Description of Rental and/or Utility Deposit Program

**Description.** A grant program to expend funds from the affordable housing fund for the purpose of assisting citizens in need of assistance relocating. A household is only eligible to receive funds once. The funds are to be used to provide rental housing and/or utilities deposits as based on the following requirements:

~~A.~~—That the grants are issued for assistance relocating within the Town of Carrboro.

~~B.~~—

~~C.A.~~ That the grant applicants provide a letter stating that that their current place of residence will no longer be accepting Section 8 Housing Vouchers.

~~D.B.~~ That the grant applicant provide a signed copy of the lease or provide a signed copy of an Orange County Request for Tenancy Form showing the applicant has been approved for housing in the Town of Carrboro.

~~E.C.~~ That the grant applicant provide proof of having a current approval for Section 8 Housing Choice Vouchers from Orange County.

D. That the applicant provides official documentation showing the amount of the deposit.

~~F.E.~~ That the grant amount shall not exceed \$1,000 per household.

A RESOLUTION APPROVING THE UPDATES TO THE AFFORDABLE HOUSING  
SPECIAL REVENUE FUND

3-3-15

WHEREAS, the Board of Aldermen created an affordable housing special revenue fund on June 27, 2007 by the adoption of resolution no. 244/2006-07; and

WHEREAS, the Board of Aldermen established administrative procedures for the fund on September 9, 2008 by the adoption of resolution no 15/2008-09; and

WHEREAS, the Board of Aldermen has updated Land Use Ordinance provisions related to affordable housing in recent years; and

WHEREAS, the Board of Aldermen adopted the Affordable Housing Goals and Strategies document on June 17, 2014; and

WHEREAS, updates to the fund guidelines have been prepared to coordinate with the Land Use Ordinance and Affordable Housing Goals and Strategies, to expand the ways in which the funds may be used and to clarify who is eligible to apply for funds and how they go about doing so.

NOW THEREFORE, BE IT RESOLVED that the Board of Aldermen hereby ordains:

Section 1. Previously adopted resolutions pertaining to creation and administration of the Affordable Housing Special Revenue fund are superseded by the actions in the following sections.

Section 2. The Town shall continue to maintain an Affordable Housing Special Revenue Fund. Payments to the Town made by developers in lieu of providing affordable housing under the applicable provisions of the Land Use Ordinance shall be deposited into this fund. Other revenue sources for the fund may include grants, donations, loans, interest payments, or other revenues that may become available.

Section 3. Disbursement authority, eligibility, application processes, loan limitations and other administrative procedures are specified in Exhibit A, "Guidelines for the Affordable Housing Special Revenue Fund."

Section 4. This resolution shall become effective upon adoption.

A RESOLUTION AUTHORIZING THE TOWN MANAGER TO DEVELOP AND IMPLEMENT A PROGRAM THAT RELATED TO THE EXPENDITURE OF FUNDS FROM THE AFFORDABLE HOUSING FUND AS IT PERTAINS TO THE LOSS OF SECTION 8 HOME VOUCHER ACCEPTANCE BY SOME RENTALS IN CARRBORO

**WHEREAS**, the Town of Carrboro has established an affordable housing fund; and

**WHEREAS**, several Carrboro residents will be without a home because the apartment complex they currently live in will no longer be accepting section 8 vouchers; and

**WHEREAS**, the displaced citizens need assistance relocating; and

**WHEREAS**, Housing and/or utilities deposits have been identified as the best form of assistance the Town may be able to provide within the parameters of the affordable housing fund.

**NOW THEREFORE**, THE CARRBORO MAYOR AND BOARD OF ALDERMEN RESOLVE THAT:

**Section 1.** The Town Manager is hereby authorized to develop a loan program to expend funds from the affordable housing fund for the purpose of assisting citizens in need of assistance relocating , the funds to be used to provide rental housing and/or utilities deposits as based on the following requirements:

a. That the Town Attorney shall prepare a contract to be used for each loan authorized, which contract shall require that the loan be repaid to the Town either when the family moves from the location or when the deposit from the current residence (no longer accepting Section 8 vouchers) and/or utility was returned.

B. That the Loans are issued for assistance relocating within the Town of Carrboro.

c. That the loan applicants provide a letter stating that that their current place of residence will no longer be accepting Section 8 Housing Vouchers.

D. That the loan applicant provide a copy of the lease showing the applicant has been approved for housing in the Town of Carrboro.

E. That the loan applicant provide proof of approval for Section 8 Housing vouchers.

F. That the loan amount shall not exceed \$1,000 per household.

**Section 2.** This resolution is effective upon adoption.



# Town of Carrboro

Town Hall  
301 W. Main St.  
Carrboro, NC 27510

## Agenda Item Abstract

**File Number: 15-03**

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**Agenda Date:** 11/24/2015

**File Type:** Agendas

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**Version:** 1

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### **TITLE:**

Consideration of approval of a Supplemental Agreement with NCDOT to receive additional STP-DA Funds for Homestead Road Multi-Use Path and to amend the Capital Project Ordinance for the project.

**PURPOSE:** The purpose of this item is for the Board of Aldermen to consider approving a Supplemental Agreement with NCDOT for the Homestead Road-Chapel Hill High School Multi-Use Path to provide \$212,000 of additional STP-DA funds to the project and to authorize a \$53,000 local match.

**DEPARTMENT:** Planning

**CONTACT INFORMATION:** Christina Moon - 919-918-7325; Bergen Watterson - 919-918-7329; Patricia McGuire - 919-918-7327

**INFORMATION:** At the November 22, 2011 regular meeting, the Board of Aldermen awarded a contract for preliminary engineering to Kimley-Horn and Associates for the design of the Homestead Road Multi-use Path (TIP# U-4726-DE) also known as Phase 1B of the Bolin Creek Greenway. A copy of the Conceptual Master Plan for the Bolin Creek Greenway may be found at <http://nc-carrboro.civicplus.com/739/Greenways>.

On July 9, 2015 Town staff advertised the project and only received one bid. On October 8<sup>th</sup>, staff re-advertised the project and received three bids. The lowest bid, submitted by Fred Smith and Company, out of Raleigh, is more than \$265,000 higher than the Engineer's estimate.

Town staff has an opportunity to seek additional monies from the MPO as part of the FY 2017 STP-DA and TAP funding for Regional Bicycle and Pedestrian projects. A request for \$212,000 in additional funds would require \$53,000 as the local 20% match; funding would be available in October of 2016. The additional funding would better enable the Town to select the low bidder and submit the appropriate documentation to NCDOT to request concurrence and formally award the contract to Fred Smith and Company.

A resolution authorizing the Town Manager to execute a Supplemental Agreement with updated terms and to allocate the additional monies for matching funds is provided as Attachment A. A copy of the amended Capital Improvement Project Ordinance, is provided as Attachment B. Staff are working with NCDOT to extend the milestone dates one final time, to ensure that the project is completed within an approved time period.

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Staff is also working with the selected contractor and the CEI to evaluate the starting dates for the project taking into account the upcoming winter season and to ensure that the contractor extends the bid price until notice of NCDOT's concurrence.

**FISCAL & STAFF IMPACT:** To date, a total of \$977,730 has been appropriated for this project. The addition of \$265,000 would increase the total amount appropriated for this project to \$1,242,730; and require a 20% match of \$53,000.

**RECOMMENDATION:** Staff recommends that the Board of Aldermen approve the resolution in Attachment A approving the Supplemental Agreement and the Capital Project Ordinance in Attachment B.

A RESOLUTION APPROVING A SUPPLEMENTAL AGREEMENT WITH THE NORTH  
CAROLINA DEPARTMENT OF TRANSPORTATION FOR THE HOMESTEAD ROAD  
CHAPEL HILL HIGHSCHOOL MULTI-USE PATH

WHEREAS, the Town of Carrboro has executed a municipal agreement with the North Carolina Department of Transportation for the design and construction of the Homestead Road Chapel Hill High School Multi-use Path; and,

WHEREAS, on November 22, 2011, the Board of Aldermen awarded a contract for preliminary engineering to Kimley-Horn and Associates; and,

WHEREAS, the low bidder's construction cost exceeded the amount allocated for construction by \$265,340; and,

WHEREAS, the Town needs and has an opportunity to seek additional STP-DA funds through the DCHC-MPO; and,

WHEREAS, additional time will be necessary to complete construction of the project.

NOW, THEREFORE BE IT RESOLVED by the Carrboro Board of Aldermen that the Board authorizes the Town Manager:

- 1) to apply for \$212,000 in additional STP-DA funds, and
- 2) allocate \$53,000 in additional matching funds from General Obligation Bonds, and
- 3) to execute an amended Supplemental Agreement with NCDOT to reflect the additional funding allocation and revised milestones for project completion.

This is the 24<sup>th</sup> day of November in the year 2015.



**AMENDMENT TO HOMESTEAD CHAPEL HILL HIGH SCHOOL MULTI-USE PATH  
CAPITAL IMPROVEMENT PROJECT ORDINANCE NO. \_\_\_\_\_**

WHEREAS, the Board of Aldermen adopted Capital Improvement Project Ordinance No. 14/2010-2011 for the Bolin Creek Greenway Phase 1-B (referred to as the Homestead-Chapel Hill HS Multi-Use Path) on March 1, 2011; and,

WHEREAS, this Capital Improvement Project Ordinance was amended by Capital Improvement Project Ordinance #18/13-14; and,

WHEREAS, additional funds are necessary to complete the project and sources of funding have been identified; and,

WHEREAS, the Town Manager has been authorized to execute a an amended Supplemental Municipal Agreement with NCDOT for this project;

NOW, THEREFORE PURSUANT TO N.C.G.S 159-13.2, BE IT ORDAINED BY THE BOARD OF ALDERMEN OF THE TOWN OF CARRBORO THAT:

1. The revenues anticipated to be available to the Town of Carrboro to complete the project are amended as follows:

	<b>Current Budget Ordinance 18/13-14</b>	<b>Increase (Decrease)</b>	<b>New Budget Authorized</b>
STP-DA Funds	\$ 782,184	\$ 212,000	\$ 994,184
GO Bond Proceeds	\$ 147,500	\$ 53,000	\$ 200,500
Payment-in lieu	\$ 48,046		\$ 48,046
<b>Total Revenue</b>	<b>\$ 977,730</b>	<b>\$ 265,000</b>	<b>\$ 1,242,730</b>

2. The amount appropriated for design, environmental documentation and construction costs are amended as follows:

	<b>Current Budget Ordinance 18/13-14</b>	<b>Increase (Decrease)</b>	<b>New Budget Appropriation</b>
Design	\$ 153,260		\$ 153,260
Construction	\$ 731,630	\$ 265,000	\$ 996,630
ROW	\$ 6,354		\$ 6,354
Contingency	\$ 86,486		\$ 86,486
<b>Total Expenses</b>	<b>\$ 977,730</b>	<b>\$ 265,000</b>	<b>\$ 1,242,730</b>

3. The revenues and appropriations are authorized for Bolin Creek Greenway Phase 1-B (referred to as the Homestead-Chapel Hill HS Multi-Use Path) Capital Improvement Project until all project activity is completed.

4. Within five (5) days after this ordinance is adopted, the Town Clerk shall file a copy of this ordinance with the Finance Director and Planning Director.



# Town of Carrboro

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301 W. Main St.  
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## Agenda Item Abstract

**File Number:** 15-0390

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### TITLE:

Contract Amendment for Engineering Services with Kimley-Horn for the Homestead Road - Chapel Hill High School Multi-Use Path

**PURPOSE:** The purpose of this item is for the Board of Aldermen to consider approving an amendment to the contract with Kimley-Horn for engineering services for the Homestead Road-Chapel Hill High School Multi-Use Path.

**DEPARTMENT:** Planning

**CONTACT INFORMATION:** Christina Moon - 919-918-7325; Bergen Watterson - 919-918-7329; Patricia McGuire - 919-918-7327

**INFORMATION:** At the November 22, 2011 regular meeting, the Board of Aldermen awarded a contract for preliminary engineering to Kimley-Horn and Associates for the design of the Homestead Road- Chapel Hill High School Multi-use Path (TIP# U-4726-DE) also known as Phase 1B of the Bolin Creek Greenway. A copy of the Conceptual Master Plan for the Bolin Creek Greenway may be found at <http://nc-carrboro.civicplus.com/739/Greenways>.

The original contract amount was for \$130,485.22. Unique circumstances have led to increased costs associated with the project relating to details of the pedestrian bridge crossing, finalizing three bid packets (construction plans and specification manual), revisions to project design review requirements at NCDOT, and participation in pre-bid meetings. The revised cost for the contract is \$160,169.06. Staff recommends increasing that amount by \$16,016.90, an additional 10%, to cover any unforeseen expenditures that may affect project completion. The new total would be \$176,185.00.

A resolution provided as Attachment A, authorizes the additional funds.

**FISCAL & STAFF IMPACT:** With the contract amendment and additional 10%, the total amount allocated to the contract with Kimley-Horn for engineering services would increase from \$130,485.22 to \$176,185.00.

**RECOMMENDATION:** Staff recommends that the Board of Aldermen approve the resolution in Attachment A authorizing the contract amendment.

A RESOLUTION AUTHORIZING AN AMENDMENT TO THE CONTRACT WITH  
KIMLEY-HORN FOR ENGINEERING SERVICES FOR THE HOMESTEAD ROAD  
CHAPEL HILL HIGH SCHOOL MULTI-USE PATH

WHEREAS, on November 22, 2011, the Board of Aldermen awarded a contract to Kimley-Horn and Associates for preliminary engineering design of the Homestead Road Chapel Hill High School Multi-Use Path; and,

WHEREAS, the costs associated with the preliminary design work are expected to exceed the amount of the original contract.

NOW, THEREFORE BE IT RESOLVED by the Carrboro Board of Aldermen that the Board authorizes:

- 1) An increase in the contract to Kimley-Horn for engineering services from \$130,485.22 to \$160,169.06, and
- 2) A contingency amount of 10% of the total contract amount not to exceed \$16,016.90 for a total contract award of \$176,185, and
- 3) The Town Manager to amend the existing contract with Kimley-Horn for any additional work; determine and authorize use of contingency funds; and approve payments to Kimley-Horn for contract services not to exceed \$176,185.

This is the 24<sup>th</sup> day of November in the year 2015.



# Town of Carrboro

Town Hall  
301 W. Main St.  
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## Agenda Item Abstract

**File Number:** 15-0383

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**Agenda Date:** 11/24/2015

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**Version:** 1

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### **TITLE:**

Continuation of the June 23<sup>rd</sup> Public Hearing on Land Use Ordinance Amendments to Modify the Presumptive Parking Requirement for Restaurants with Outdoor Seating

**PURPOSE:** The purpose of item is for the Board of Aldermen to adopt a resolution to continue its consideration of amendments to the Land Use Ordinance to modify the presumptive parking requirements for restaurants with outdoor seating in the B-1(c), B-1(g) and B-2 zoning districts to a future date.

**DEPARTMENT:** Planning

**CONTACT INFORMATION:** Christina Moon - 919-918-7325, [cmoon@townofcarrboro.org](mailto:cmoon@townofcarrboro.org); Patricia McGuire - 919-918-7327, [pmcguire@townofcarrboro.org](mailto:pmcguire@townofcarrboro.org)

**INFORMATION:** At the June 23<sup>rd</sup> regular meeting, the Board of Aldermen opened a public hearing to consider text amendments to the Land Use Ordinance relating to parking requirements for restaurants with outdoor seating. The ordinance under consideration, if adopted, would modify the parking standards from one space per four outdoor seats to one space per eight outdoor seats within the three downtown zoning districts: B-1(c), B-1(g) and B-2 (Attachment B). Agenda materials are available at the following link:

<https://carrboro.legistar.com/MeetingDetail.aspx?ID=388585&GUID=F75209F2-5E07-4F85-A309-5D9B50F8D7DB&Options=&Search=&>. Meeting minutes, also available at the link above, are included as Attachment C.

Following the presentation of the ordinance and discussion, the Board of Aldermen requested additional information relating to travel mode behaviors and directed staff to prepare and distribute questionnaires to restaurants with outdoor seating to determine if outdoor diners are more likely to walk or bicycle to a restaurant than their indoor counterparts. Staff delivered outdoor dining surveys to twenty-one restaurants in the downtown area and received more than three hundred completed responses. During conversations with restaurant owners, staff identified another metric which may provide additional insight into diner behavior and the relationship between location, outdoor seating and parking demand. With that in mind, staff have corresponded via email to restaurant owners and managers to gain a better understanding of the typical increase in the total number of patrons, during the months when outdoor seating popular, but have yet to receive responses.

Now that the parking study is underway, compilation of this information in relation to other data collection

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**Agenda Date:** 11/24/2015

**File Type:**Agendas

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**Version:** 1

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efforts can occur. The review of the amount of parking available in the three downtown zoning districts as well as the comparative study of the presumptive parking standards in the Land Use Ordinance is expected to inform whether to reduce the parking requirement for restaurants with outdoor seating or whether to remove the requirement altogether. Once the findings from the parking study are available along with any additional information from restaurant owners, staff will bring the item back to the Board for direction and a request to set a new public hearing, as is needed.

**FISCAL & STAFF IMPACT:** Minimal staff impacts are anticipated in relation to continuing consideration of the proposed text amendments.

**RECOMMENDATION:** Staff recommends that the Board of Aldermen consider the resolution (Attachment A) to continue the public hearing until some future date.

A RESOLUTION TO CONTINUE THE PUBLIC HEARING TO CONSIDER TEXT  
AMENDMENTS TO THE LAND USE ORDINANCE RELATING TO THE PARKING  
REQUIREMENTS FOR OUTDOOR USES FOR RESTAURANTS TO A FUTURE DATE  
Draft Resolution No.

WHEREAS, an amendment to the text of the Carrboro Land Use Ordinance has been proposed, which amendment is described or identified as follows: AN ORDINANCE AMENDING THE CARRBORO LAND USE ORDINANCE TO MODIFY PROVISIONS RELATING TO PARKING REQUIREMENTS ASSOCIATED WITH OUTDOOR USES FOR LAND USE CLASSIFICATION 8.000 IN CERTAIN ZONING DISTRICTS; and

WHEREAS, the Board directed staff to collect information relating to the travel modes of restaurant patrons choosing outdoor dining; and

WHEREAS, as part of the survey process staff has identified additional questions for restaurant owners to assist with the determination of appropriate parking standards; and

WHEREAS, a parking study is now underway, which includes a projection of current and future parking needs as well as an analysis of the current presumptive parking standards in the Carrboro Land Use Ordinance.

NOW, THEREFORE BE IT RESOLVED, that the Carrboro Board of Aldermen continues the public hearing on the proposed amendment until an additional information is available.

This the 24<sup>th</sup> day of November 2015.

AN ORDINANCE AMENDING THE CARRBORO LAND USE ORDINANCE TO MODIFY  
PROVISIONS RELATING TO PARKING REQUIREMENTS ASSOCIATED WITH  
OUTDOOR USES FOR LAND USE CLASSIFICATION 8.000 IN CERTAIN ZONING  
DISTRICTS

**\*\*DRAFT 6-10-2015\*\***

THE BOARD OF ALDERMEN OF THE TOWN OF CARRBORO HEREBY ORDAINS:

Section 1. Section 15-291(g), Part II Parking Requirements of the Carrboro Land Use Ordinance is amended by adding the following:

8.200 : 1 space for every 8 outdoor seats

Section 2. This ordinance shall become effective upon adoption.



(l) All data service provider facilities shall meet the applicable lighting requirements established in section 15-242.5.

(m) The recipient of the permit for data service provider facilities shall submit to the Zoning Administrator written verification that the facility is being utilized within thirty (30) days of receipt of a written request for such verification. Data service provider facilities which are not used for a period of 6 months or more shall be removed by the recipient of the permit or subsequent permit holder within 90 days thereafter.

Section 4. Section 15-147 Use of the Designation Z, S, C, in Table of Permissible Uses is amended by adding a new subsection (n) that reads as follows:

(n) Notwithstanding the foregoing, the permit requirement for use classification 15.750 data service provider facilities shall be determined by the supplementary use regulations in Section 15-176.6.

Section 5. All provisions of any town ordinance in conflict with this ordinance are repealed.

Section 6. This ordinance shall become effective upon adoption.

**This the 23<sup>rd</sup> day of June, 2015**

**The motion carried by the following vote:**

**Aye:** Mayor Lavelle, Alderman Chaney, Alderman Gist, Alderman Haven-O'Donnell, Alderman Johnson, Alderman Seils and Alderman Slade

\*\*\*\*\*

**PUBLIC HEARING ON LAND USE ORDINANCE AMENDMENTS TO MODIFY THE PRESUMPTIVE PARKING REQUIREMENT FOR RESTAURANTS WITH OUTDOOR SEATING**

The purpose of this item is for the Board of Aldermen to consider amending the Land Use Ordinance to modify the presumptive parking requirements for restaurants with outdoor seating in the B-1(c), B-1(g) and B-2 zoning districts.

Tina Moon, the Town's Planning Administrator, provided the staff report.

Nathan Milian, property manager for Carr Mill Mall, urged the Board to refrain from adopting the proposed amendment until the parking study was completed and presented the Town Clerk with materials for the record.

Mike Benson, owner of Southern Rail, stated that Carrboro has been growing and that the parking issues are a direct result. He stated that the proposed amendment is a good thing.

Alderman Johnson stated that the advisory boards recommended that the Board wait to act on the proposed amendment until the Parking Study begins.

Alderman Gist stated that she would like to see a survey completed to see if people are biking or walking to outdoor seating. She asked for the parking study to include such a survey.

Alderman Seils stated that it makes sense to continue the public hearing to include a more comprehensive process.

Alderman Slade stated that it makes sense to consider this item for after the parking study and that the Transportation Advisory Board supports this amendment with the caveat of waiting to see if the Parking Study data backs it up. He also asked for clarification from the Nathan Milian (seated in the audience) regarding if “they are litigating the Town” upon which time Mr. Milian nodded to reject that statement and Alderman Slade continued that it would be ironic if Mr. Milian was litigating and wanted to discontinue the study since part of the reason for the Parking Study was to respond to Carr Mill Mall’s parking complaint.

Trish McGuire, the Town's Planning Director stated that staff will try to accomplish returning this item to the Board on September 22, 2015 for further discussion.

MOTION WAS MADE BY ALDERMAN SEILS, SECONDED BY ALDERMAN CHANEY TO CONTINUE THIS PUBLIC HEARING UNTIL SEPTEMBER 22, 2015. VOTE: AFFIRMATIVE ALL.

\*\*\*\*\*

### **ENERGY AND CLIMATE ACTION PLANNING TASK FORCE REPORT**

The purpose of this item was for the Energy and Climate Action Planning Task Force to present its recommendations.

Randy Dodd, the Town's Environmental Planner, provided an introduction to the report.

Members of the Taskforce were present to provide the report and discuss their recommendations.

Alderman Johnson asked the Town Manager to look into a position of a sustainability coordinator in next year's budget and that interns are used in the interim. She stated that it could be a good idea for the members to meet with the Affordable Housing Taskforce to speak about affordability issues. She asked for shared parking to be looked into for car/vanpool parking. She encouraged staff to work with the school system to have more bike to work and school events. She encouraged the Taskforce to work with school groups that may be interested in assisting.

Alderman Haven-O'Donnell asked the Town Attorney to review the Town's authority to limit idling in the Town. She stated that the Town is looking into the potential to partner with a stormwater utility. She stated that she approves of an extension of their work.

Alderman Chaney suggested a lunch-and-learn event to help promote the goals of the Taskforce. She suggested that the final plan be very clear that the Town would like to prioritize subsidies to barriers for low-income communities so all have equal access to creating a healthy community. She encouraged



# Town of Carrboro

Town Hall  
301 W. Main St.  
Carrboro, NC 27510

## Agenda Item Abstract

**File Number:** 15-0389

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**Agenda Date:** 11/24/2015

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**Version:** 1

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### **TITLE:**

Request for Amendment to Contract for Preliminary Engineering and Design Services for the Rogers Road Sidewalk Project

**PURPOSE:** The purpose of this item is to request the Board of Aldermen approve a contract amendment with SunGate Design Group for Rogers Road Sidewalk Project.

**DEPARTMENT:** Public Works, Management Services

**CONTACT INFORMATION:** JD Freeman, Public Works Director, 918-7427; Arche McAdoo, Finance Director, 918-7439

**INFORMATION:** Due to unforeseen project design requirements, SunGate Design Group has been tasked with performing work beyond the original scope of the project. The proposed budget increase will provide the necessary funds to complete the project's design and engineering requirements.

**FISCAL & STAFF IMPACT:** Sufficient funds are budgeted for this project to cover the increased engineering and design contract costs. There will be no increase in the total project costs..

**RECOMMENDATION:** It is recommended the Board approve the attached resolution increasing the engineering and design services contract to Sungate Design Group for the Rogers Road Sidewalk project.

**ATTACHMENT A**

**AMENDMENT TO CONTRACT FOR PRELIMINARY ENGINEERING AND DESIGN  
SERVICES FOR THE ROGERS ROAD SIDEWALK CAPITAL IMPROVEMENT  
PROJECT**

WHEREAS, ON December 4, 2012 the Town of Carrboro awarded a professional services contract to SunGate Design Group for preliminary engineering and design services for the Rogers Road Sidewalk Project; and,

WHEREAS, the Town of Carrboro and SunGate Design Group executed a contract in the amount of \$102,277.66; and,

WHEREAS, it is now necessary to modify the contract scope of services and adjust the fee for needed additional engineering and design services;

NOW, THEREFORE BE IT RESOLVED BY THE BOARD OF ALDERMEN OF THE TOWN OF CARRBORO THAT:

The Professional Services Contract award to SunGate Design Group for preliminary engineering and design services for the Rogers Road Sidewalk Project is increased from \$ 102,277.66 to \$122,277.66; and, the Town Manager is authorized to execute an amendment to the contract.



# Town of Carrboro

Town Hall  
301 W. Main St.  
Carrboro, NC 27510

## Agenda Item Abstract

**File Number:** 15-0392

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**Agenda Date:** 11/24/2015

**File Type:** Agendas

**In Control:** Board of Aldermen

**Version:** 1

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### **TITLE:**

Request-to-set a Public Hearing for a Major Modification to a Conditional Use Permit for The Butler CUP-CU permit located at 107 Padgett Lane (behind the Arts Center)

**PURPOSE:** The Town has received an application for a major modification to the existing Conditional Use Permit (with associated conditional use rezoning) for The Butler mixed use project located at 107 Padgett Lane. Prior to reaching a decision on this request, the Board of Aldermen must hold a public hearing. A hearing date of January 26<sup>th</sup>, 2015, has been identified. A resolution setting a public hearing is provided herein.

**DEPARTMENT:** Planning

**CONTACT INFORMATION:** Jeff Kleaveland - 919-918-7332; Marty Roupe - 919-918-7333

**INFORMATION:** The subject property includes one parcel further identified by Orange County PIN number 9778-96-8060 and shown on a vicinity map (Attachment B). The property is .97 acres in size and is currently zoned B-1(c)-CU.

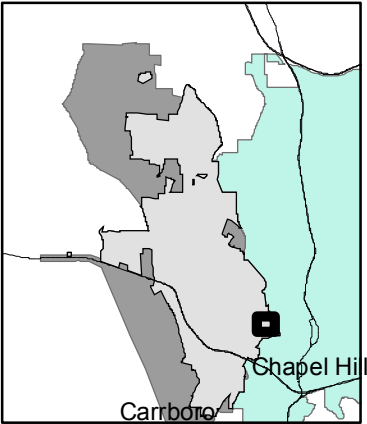
The permit modification request is for authorization to construct a hotel on the site in lieu of the previously approved mixed use project.

Section 15-57 and 15-322 speak to the role of the Planning Board and other advisory boards in the review of CUPs prior to the public hearing.

**FISCAL & STAFF IMPACT:** The petitioner has submitted fees and materials for reviewing and processing this request, which includes public hearing notice and advisory board evaluation. Staff time will be necessary for public notice and public hearing agenda preparation.

**RECOMMENDATION:** Staff recommends that the Board of Aldermen consider the attached resolution (Attachment A), setting the public hearing for January 26<sup>th</sup>, 2015 and referring the application to advisory boards.





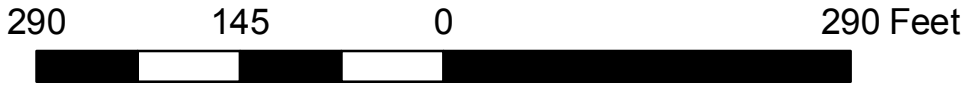
**THIS MAP IS NOT A CERTIFIED SURVEY  
NO RELIANCE MAY BE PLACED IN ITS  
ACCURACY**

The Town of Carrboro assumes no liability for damages caused by inaccuracies in this map or supporting data and makes no warranty, expressed or implied, as to the accuracy of the information presented. The fact of distribution does not constitute such a warranty.



**TOWN OF CARRBORO**  
301 W. Main St.  
Carrboro, NC 27510

Printed Jan 3, 2012





ATTACHMENT A

A RESOLUTION CALLING A PUBLIC HEARING ON THE PROPOSED MAJOR  
MODIFICATION TO THE EXISTING CONDITIONAL USE PERMIT FOR THE BUTLER  
MIXED USED DEVELOPMENT AT 107 PADGETTE LANE FOR AUTHORIZATION TO  
CONSTRUCT A HOTEL

Draft Resolution No.

**WHEREAS**, the Carrboro Board of Aldermen seeks to provide ample opportunities for the public to comment on proposed projects; and

**WHEREAS**, an application has been received for a major modification for a Conditional Use Permit for the property located at 107 Padgett Lane; and

**NOW, THEREFORE BE IT RESOLVED** by the Carrboro Board of Aldermen that the Aldermen call a public hearing on January 26<sup>th</sup>, 2015 to discuss the proposed project at 107 Padgett Lane;

This is the 24<sup>th</sup> day of November in the year 2015.



# Town of Carrboro

Town Hall  
301 W. Main St.  
Carrboro, NC 27510

## Agenda Item Abstract

**File Number:** 15-0334

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**Agenda Date:** 11/24/2015

**File Type:** Agendas

**In Control:** Board of Aldermen

**Version:** 1

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### **TITLE:**

Public Hearing on Snow & Ice Removal Ordinance on November 24, 2015

**PURPOSE:** The purpose of this item is to receive input from the public on proposed changes to Section 7-6 of the Town Code on Snow and Ice Removal and for the Board to consider approving the attached proposed amended ordinance for Town Code Section 7-6.

**DEPARTMENT:** Manager's Office and Public Works

**CONTACT INFORMATION:** Julie Eckenrode- 918-7308; JD Freeman- 918-7427

**INFORMATION:** During the winter of 2014, several winter weather storms affected Carrboro. During that time, Town staff received concerns from citizens regarding the removal of snow specifically in the parking lots of business and multi-family housing dwellings. The concerns were for safety and prompt removal of snow after a storm. Town staff reviewed the current Town Code Section 7-6 and worked with the Town Attorney to revise this section to ensure that these specific types of parking lots were tended to in a timely manner during future winter weather incidents.

These Town Code changes are suggested in conjunction with changes being made in Public Works Winter Weather Plan. Changes in this plan will reflect Public Works beginning to clear sidewalks on heavily traveled roads in the winter of 2015. A current copy of the Winter Weather Plan is attached and also a list of proposed sidewalks which will be added to the policy beginning this winter.

**FISCAL & STAFF IMPACT:** Staff impact thus far has required staff and attorney research and time. There is no predicted fiscal impact involved with the proposed Town Code amendment.

**RECOMMENDATION:** Staff recommends that the Board of Aldermen consider the public feedback on the proposed changes to Town Code Section 7-6 and take action on the proposed Town Code amendment.



AN ORDINANCE AMENDING CARRBORO TOWN CODE SECTION 7-6 SNOW and ICE  
REMOVAL

THE BOARD OF ALDERMEN OF THE TOWN OF CARRBORO ORDAINS:

Section 1. Town of Carrboro Town Code Section 7-6 “Snow and Ice Removal” is hereby amended to read as follows:

Section 7-6 Snow and Ice Removal

Every occupant of any building used for commercial purposes, and the owner of any building used for multi-family residential purposes (i.e., more than 2 dwelling units) in front of which there is (a) a sidewalk paved with stone, brick, asphalt or cement, or (b) a paved parking area intended for the use of customers, employees or residents, shall remove snow, ice or other similar obstruction from the sidewalk and/or paved parking area at the earliest possible time and as soon as the weather permits.

Section 2. All provisions of any town ordinance in conflict with this ordinance are repealed.

Section 3. This ordinance shall become effective upon adoption.

The foregoing ordinance, having been submitted to a vote, received the following vote and was duly adopted this \_\_\_\_ day of \_\_\_\_\_, 2015.

Ayes:

Noes:

Absent or Excused:

(c) Any violation of subsection (a) or (b) is declared to be a public nuisance, and if not corrected by the responsible person within 7 days after being notified of the violation by the administrator, the town may summarily abate such nuisance.

## Section 7-3    Drainage-Related Interference with Sidewalks

(a) No person may cause or permit gutters, ditches, ducts, or drain pipes to be constructed or placed on property under his control in such a manner that the water runs across a public sidewalk.

(b) Subject to the next sentence, all owners of property abutting concrete, brick, or other permanently improved public sidewalks shall grade such property or construct a retaining wall in such a manner as to prevent the washing of dirt, grass, gravel, or other material upon the town sidewalks. If the town constructs a sidewalk, it shall be responsible initially for taking the necessary steps to prevent the washing of such materials upon the sidewalk.

## Section 7-4    Warnings Required for Obstructions

(a) All persons engaged in doing work that creates any dangerous condition or obstruction in the public right-of-way of any street or sidewalk shall take whatever action is necessary, including the placement of barricades and warning signs or devices, to warn the traveling public of the condition or obstruction.

(b) No person may remove, destroy, injure, or tamper with any barricade, sign, lantern, torch, or other device placed in any street or sidewalk to warn or give notice to the traveling public of any dangerous condition or obstruction.

## Section 7-5    Depositing Injurious Materials on Street

(a) No person may throw or deposit upon any street or public right-of-way any glass bottle, nails, tacks, wire, paper containers, cans, or any other substance likely to injure any person, animal or vehicle.

(b) Any person who deliberately or inadvertently causes or allows any of the materials specified in subsection (a) to be deposited on any public street or right-of-way shall immediately remove such materials or cause them to be removed.

## Section 7-6    Snow and Ice Removal

## CURRENT Text

Every occupant of a store building, in front of which the sidewalk is paved with stone, brick, asphalt or cement, shall remove snow, ice or other similar obstruction from such sidewalk at the earliest possible time and as soon as the weather permits.

## Section 7-7    Maintenance of Drainage Swales (Amend. 3/11/80)

*Town of Carrboro*  
*Public Works Department*



*Winter Weather Plan*  
*2014-15*

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## **I. Scope**

The Public Works Department is primarily responsible for responding and reducing winter weather related roadway hazards associated with accumulations of ice or snow on roadway surfaces of Town maintained streets, Town maintained facilities and parking lots.

Direct supervision of hazard reduction and snow removal operations is the assigned responsibility of the Director of Public Works and/or the Street Superintendent.

The removal program is designed to effectively utilize and commit town personnel and equipment resources as determined, and when deemed necessary, to be supplemented by local contractor forces and equipment when deemed essential.

The type of response, personnel, and equipment to be used and depth of commitment will be dependent on the type and severity of the winter storm and the known or anticipated future weather conditions. Response actions to specific conditions will be recommended by the Street Superintendent and approved by the Director of Public Works and/or the Town Manager.

## **II. Execution**

The Winter Weather Plan is executed when directed by the Director of Public Works and/or the Street Superintendent.

## **III. Headquarters**

The Headquarters for the Winter Weather Plan is at the Public Works Facility located at 100 Public Works Drive (off of Smith Level Road).

\* **Public Works Administration** – Office – 919-918-7425

\* **Public Works Director** – Office – 919-918-7427/Cell – 919-805-0017

\* **Street Superintendent** – Office – 919-918-7432/Cell – 919-805-0106

\* **Fleet Maintenance** – 919-918-7429/Supervisor Cell – 919-805-1426

### **Central Communications**

(Orange County Emergency Management Services (EMS) (911) or 732-5063

### **POLICE Department OFFICE**

- Patrol Room – 919-918-7404 or 7403

- Main Office – 919-918-7398 or 7399

### **POLICE Department:**

- Capt. Cornell Lamb – 919-883-8393

- Capt. Chris Attack – 919-883-8394

- Chief Walter Horton – 919-883-8396

**Shift 1**–Lt. Strowd: 919-883-8381, Sgt. Hobby: 919-883-7708 **Shift 2**–Lt. Peloquin: 919-883-8383, Sgt.

Walker: 919-883-8390 **Shift 3**–Lt. Westbrook: 919-883-8397, Sgt. Daniels: 919-883-8386 **Shift 4**–Lt.

Webster: 919-883-8395, Sgt. Tripp 919-883-8392

### **FIRE Department (911) or 732-5063**

- **Station #1 Main Office** – 919-918-7347

- Chief Travis Crabtree – Office: 919-918-7349/Cell: 919-883-8342

- Deputy Chief Rick Cox – Office: 919-918-7348/Cell: 919-883-8344

- Carrboro Command Center – 919-918-7363

- PW EOC Desk – 919-918-4469

- Fire Marshall – Kent Squires – Office: 919-918-7352/Cell 919-883-8345

- Lieutenant Office – 919-918-7353

- **Station # 2** – Capt. Office – 919-913-2941 – Watch Room: 919-913-2940 or 919-913-2950

- Engine 1 Officer – 919-883-8365

- Engine 2 Officer – 919-883-7118

- Ladder 3 Officer – 919-883-7646

## **IV. Personnel**

The Street Superintendent is responsible for designating personnel to specific job responsibilities for the implementation of the winter weather plan.

The Street Superintendent will submit in writing each November a Personnel/Job Responsibility Listing to the Director of Public Works.

The listing will include home telephone numbers for personnel listed. Upon approval by the Director of Public Works, the Personnel/Job Responsibility Listing shall replace Appendix A of the Winter Weather Plan.

The job responsibility categories for the implementation of the Winter Weather Plan are:

**A/B \*** Personnel designated for the implementation, coordination, and direct supervision of the winter weather plan and the direct supervision of the crews responsible for ice and snow removal of the Town streets.

Personnel designated as team member or alternates of crews can operate on 12-hour shifts removing ice/snow from Town streets and maintained facilities.

**C/D.** Personnel designated for the implementation of ice/snow removal operations for sidewalks, steps and parking lots at the Town Hall(W. Main St.), Fire Department-TH, Fire Station #2 (Homestead Rd.), Century Center, Police Department(both N. Greensboro St.) and Public Works facilities(off of Smith Level Rd.).

Personnel designated to assist in the removal of ice and snow from Bus Stops and clearing of immediate sidewalk area to facilitate access to Transit Buses for sheltered Bus Stop locations that are Town maintained.

**E/F.** Personnel designated to supervise/assist with the installation of snow equipment, such as tire chains, snow tires and to conduct the repair and maintenance of required ice/snow removal equipment and/or vehicles.

**\*** The names of the personnel designated to these job responsibility categories along with their home telephone numbers are indicated in Appendix A.

## V. Personnel Administrative Procedures

All Division supervisors shall maintain an event daily record of personnel hours worked, what duties they performed, expenses and what resources were utilized. This includes facility generator hours ran and servicing of the units. All hours, duties, expenses and resources committed to the winter weather event shall be recorded and a copy submitted to the Street Superintendent.

Upon execution of the Winter Weather plan, the Street Superintendent or his delegated representative shall begin a log of the following, but not limited to:

- Weather Reports
- Personnel notified to work
- Personnel reporting to work
- Pieces of equipment mobilized
- Quantity of sand/salt utilized
- Damage to private or Town property
- Removal of stranded vehicles interfering with snow removal
- Notifying, record keeping and directing Contractor Resources

The date and time of each entry shall be indicated. A summary of the log's data along with an accounting of snow/ice removal expenditures shall be submitted in "report form" to the Director of Public Works.

Personnel reporting for duty shall report directly to the Street Superintendent or his delegated representative for their orientation of specific duties for the work shift. Each driver or equipment operator will be issued a clipboard with an Ice/Snow Removal Log attached. Weather conditions and a driver's checklist of maintenance items are recorded on this log. The driver's checklist is updated every two (2-4) hours. The Ice/Snow Removal Log shall be turned in to the Street Superintendent at the end of the employee's shift. See Appendix A for the Ice/Snow Removal Log form.

## VI. Equipment to be utilized

The following equipment and/or vehicles are to be used, but not limited to, for the implementation of the Winter Weather Plan.

**Trucks 501/502** V-box combination granular/brine application unit – **Capacity: 360 gals. brine/5 CY granular.**

Target application rate is 40 gals. per. 12' width lane mile. Setting # 9 with conveyor door a 2" opening.

Capacity to treat 9 lane miles or 4.5 miles both lanes if continuously applied rather than spot treatment.

Brine pre-applied per forecasted conditions. Brine applied to Priority Route 1 and Town Maintained Facilities

**Truck # 501, 502 and 33** - Plow (11' & 10' widths) and box type spreader (5.6 cubic yds./5 tons)

All of the above trucks are plumbed to operate v-box spreader and reversible snow plows.

Conveyor Door Opening: 2"/ In Cab control settings: Conveyor - #5 & Spinner - #4 – Adjust for conditions

**Truck # 41** - 8' plow w/ 1.5 cubic yds. spreader.

**Truck #503** – Backup for plow if truck #41 goes down for repairs.

-----  
**Backhoe (Case)**

**Backhoe (JCB)**

**Motor Grader**

**Backhoe (John Deere – small)**

USES: loading of sand/salt

loading of snow for removal

clearing parking areas on Town property

### Contractual Services and Equipment

Upon authorization by the Director of Public Works or the Street Superintendent, contractual services may be utilized. Contractual equipment shall include but is not limited to one motor grader and one rubber tired loader.

## **VII. General Policies**

The Public Works Department and the Emergency Communications Center will monitor local weather forecasts during periods of problematic winter weather. The responsibility for obtaining weather reports shall be that of the Street Superintendent and Director of Public Works.

**U.S. Weather Bureau** – 919-515-8225 – recording of local forecast

**www.accuweather.com** – local weather website

**http://www.wral.com/weather/** - local weather website

<http://www.nationalweatherservice.com/>

Anytime prevailing weather conditions or forecasts indicate roads and/or bridges may become hazardous due to ice or snow, Public Works personnel as designated in Appendix A will be mobilized when directed by the Street Superintendent or the Director of Public Works.

When hazardous conditions develop during non-working hours, the Orange Emergency Communications Center or the Police Department will contact the Director of Public Works or the Street Superintendent who will then notify the appropriate personnel to report to duty. All Street Division employees are to contact the Street Superintendent by telephone or in person if they have not been previously notified. (Normal working hours are from 7:30 a.m. to 4:30 p.m., Monday through Friday.)

Based on the type and severity of the weather conditions, the Street Superintendent will ensure that such preparations as the following, but not limited to, are completed:

- Initiate Salt Brine pre-treatment of designated roadways dependent upon weather forecast.
- Sand/salt spreaders are mounted and prepared for operation.
- Plows and chains are attached to plow trucks.
- Attachment of chains to necessary equipment such as motor graders.
- Fueling to maximum capacity, maintenance and operational inspection of all necessary equipment including radio and cell phone communications.
- Inventory and determine readiness state of essential tools, spare parts, and supplies. Prepare re-supply orders if needed.
- Notification of additional crews to remove trees or fallen limbs and/or to assist with the opening of catch basins and/or to hand spread abrasives at slick spots.

## **VIII. Ice Policies**

During moderate icing conditions, two (2) trucks will begin sanding or salting of major thoroughfares, hills, curves, and bridges.

## **IX. Snow Policies**

Snow should be at least two (2") inches deep and falling or additional accumulation forecasted prior to snowplow operations beginning.

Snow will be removed generally by plowing from the center of the street toward the curb or the extreme edge of the pavement. If snow accumulations become so great as to require hauling, the snow stockpiles will be disposed of at Anderson Community Park and/or at other snow dumping areas so designated by the Director of Public Works or the Street Superintendent.



## X. State Maintained Roads Ice/Snow Removal Policies

The *North Carolina Department of Transportation* is responsible for the following streets located within the municipal limits of the Town:

Estes Drive Extension	SR 1780
S. Greensboro Street	SR 1919
N. Greensboro Street	SR 1972
Hillsborough Road	SR 1009
Highway 54 Bypass	SR 1010
Homestead Road	SR 1777
Jones Ferry Road	SR 1005
Main Street (54 Business)	SR 1010
Merritt Mill Road	SR 1927
Old Fayetteville Road	SR 1107/1037
Smith Level Road	SR 1919

Because of the critical nature of certain Department of Transportation maintained streets, the Town forces will also make every effort to provide ice and snow removal control measures to these streets. The areas of mutual concern are:

Estes Drive	from North Greensboro Street to the railroad tracks
North Greensboro St.	from Main Street to Hillsborough Road
South Greensboro St.	from Hwy. 54 Bypass to Main Street (Bus Route - J)
Hillsborough Road	from Main Street to Old Fayetteville Road
Highway 54 Bypass	from Old Fayetteville Road to the Public Works Facility (Bus Route - J)
Homestead Road	from Calavander to Rogers Road – <b>Bridge between Stratford and High School Rd.</b>
Jones Ferry Road	from Old Fayetteville Road to Main Street (Bus Route - J)
Main Street	from Hwy. 54 Bypass to Merritt Mill Road (Bus Route - J)
Merritt Mill Rd.	from Main Street to Rosemary Street
Old Fayetteville Rd.	from Hillsborough Road to Jones Ferry Road (across to University Lake Rd.)
Smith Level Rd.	from Hwy. 54 Bypass to Rock Creek Road (Bus Route - J)

*\*\* It should be emphasized that although Town forces make every effort to provide ice and snow removal to these Department of Transportation roads, the ultimate responsibility for these operations will remain with the North Carolina Department of Transportation.*

## **XI. Private Property**

### **Ice/Snow Removal Policies**

The removal of ice and snow from private property areas such as sidewalks, driveways, parking lots etc., is the responsibility of the property owner or occupants even if some of the accumulation is caused by snowplows clearing public streets. Ice and snow removed by the property owner or occupant shall not be pushed, dumped, or put in any way along the right of way of a public street to cause a public hazard. The Police Department will assist in the enforcement of this policy.

Contact either Dir. of Public Works or Street Superintendent or On-duty PW Supervisor for assistance to contact Police Dept. for vehicle removal. Provide accurate location (street address, intersection or street) and description (model, year, make, color and License Plate number). Advise on-duty Public Works personnel of the condition(s) requiring the vehicle to be removed.

## **XII. Priorities**

Operations to reduce the hazards of severe winter weather conditions will be performed in accordance with the *following priorities*:

1. Clear or reduce hazards on major arterial streets and collector streets in order to pass:

- a. Emergency vehicles
- b. Public Transit Buses.....*Top Priority being Route J*
- c. General traffic

Vehicles being equipped with snow tires, chains or other equipment designed for icy roadway conditions.

**\*\* To assure optimum usability of all streets, especially by emergency vehicles and ice/snow removal equipment, stranded vehicles or vehicles left in such a manner to prohibit usability of the street shall be removed. Contact Public Works On-duty Supervisor or Street Superintendent or Dir. of Public Works for assistance.**

2. Clear approaches to the Town Hall and Century Center facilities, priority being the Fire and Police Departments, and the South Orange County Rescue facility.
  - a. Fire Station # 2 - Homestead Rd.
3. Clear residential streets unless blocked by vehicles. See Appendix C.
4. Clear sidewalks, steps, and parking lots to the Town Hall-Fire Dept.; Fire Station #2; Century Center-Police Dept.; Public Works facilities and Town maintained public transit bus shelters.
  - a. Carrboro Century Center – clear building sidewalks and steps to access Police and Recreation Dept. offices
  - b. Fire Station # 2 – Homestead Rd.

The priority listing of streets to be cleared is contained in Appendix C.  
Listing of all Town Maintained Streets is contained in Appendix D.

### **XIII. Media Releases**

Information to the newspapers and/or radio stations and/or television stations on ice/snow removal efforts or rescheduling of public works functions such as refuse collection will come from the Director of Public Works only. The Street Superintendent will provide assistance if requested.

## APPENDIX B

### ICE/SNOW REMOVAL FROM TOWN STREETS PRIORITY LISTING – ROUTE I/II – Areas 1/2

Area 1-Priority I	Area 1-Priority II	Area 2-Priority I	Area 2-Priority II
Smith Level	Willow Oak	Hillsborough Rd N Green to Old Fay.	Old Fayetteville Rd Farm House to 54
BPW Club Rd	Manor Ridge	Cates Farm Rd	Barrington Hills Rd
Tar Hill Dr	Orchard Lane	Autumn Dr	Bruton
Rock Haven Rd	Rosburn Way	Stratford Dr	Farm House Dr
S. Greensboro	Old Pittsboro Rd	Homestead Rd	Sunset Creek Cir
Merritt Mill Rd	Abbey Ln	Rogers Rd	Simpson St
Roberson St	Westbrook	Tallyho Trail	Bolin Forest/Bolin Creek
Town Hall	Berryhill	Claymore Rd	Wild Oak Ln
Bim St	Sweetbay/Wannamaker/ Purple Leaf	Lake Hogan Farm Rd	Lorraine St
Laurel Ave	Brewer Ln	Long Meadow Rd	James St
Fidelity	Hargraves	Hogan Hills Rd	Carol St
Davie Rd	Wesley	Pathway Dr	Autumn Dr – Barrington to Downing Ct
Jones Ferry Rd	Eugene St	Spring Valley Rd	Downing Ct
W Poplar Ave	Laurel Ave – South of J. Ferry	Waterside Dr	Winsome Ln
Weaver St	Barnes Area	Rockgarden Dr	Camden Ln
High St	E Poplar	Cobblestone Dr	Meadow Run Ct
N Greensboro St	Oak Ave	Parkview Dr	Hogan Woods Cir
Hillsborough Rd Main to N Greensboro	Shelton St	S. Camellia St – Jewel Dr to Jewel Dr	Commons Way
Estes Dr Ext	Ashe St	Jewel Dr – Claremont only	Tramore Dr – Stratford to Wyndham
	Lloyd St		Legends Way
	Hill/Broad St		Creekview Cir
	Starlite Dr		Winsome Ln
	Sunset Dr		
	Rosemary		
	Pleasant Dr		
	Old Fayetteville Rd 54 to Berryhill Dr		
	Pine St		
	High St		
	Bel Arbor Ln		
	Woods Walk Lane		
	Rocky Point Ct		
	Oleander Dr		

Upon evaluation of roadway conditions and weather forecasted, remaining streets and cul-de-sacs will be addressed

Proposed Sidewalks & Prioritization to be added to Winter Weather Plan

The following was prepared by Public Works staff when developing a budget for integrating sidewalk clearing into their Winter Weather Plan (Attachment C). These 11 miles of sidewalks coincide with major arterials and with the prioritization of road clearing completed by Public Works.

Approximately 11 miles of sidewalks will be plowed with the proposed plan listed below (in order of priority):

- East and West Main St – Sidewalk on both sides
- W. Rosemary St. – Sidewalk on one side
- East and West Weaver – Sidewalk on both sides
- Jones Ferry Rd – Sidewalk on one side for most of the road. On both sides around NC54
- S. Greensboro St – Sidewalk on one side for most of the road. On both sides near Main St
- Hillsborough Rd – Sidewalk on one side
- N. Greensboro St – Sidewalk on both sides
- Old Fayetteville Rd – Sidewalk on one side, except for area around McDougle School.



# Town of Carrboro

Town Hall  
301 W. Main St.  
Carrboro, NC 27510

## Agenda Item Abstract

**File Number:** 15-0387

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**Agenda Date:** 11/24/2015

**File Type:** Agendas

**In Control:** Board of Aldermen

**Version:** 1

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### **TITLE:**

Update on Lloyd Farm Development Application

**PURPOSE:** The Board is asked to receive an update on the status of the development application for Lloyd Farm following the conclusion of the mediation sessions.

**DEPARTMENT:** Planning Department

**CONTACT INFORMATION:** Marty Roupe, 919-918-7333; Patricia McGuire, 919-918-7327

**INFORMATION:** The Board of Aldermen discussed the status of the Lloyd Farm mediation and possible next step related to the development application at its September 15, 2015 meeting. A link to the agenda item is included below, which itself includes links to previous agenda items on the topic:

<https://carrboro.legistar.com/LegislationDetail.aspx?ID=2457585&GUID=57689F9E-96AB-4EA1-99E7-0DFA08D751F2&Options=&Search=&FullText=1>

On November 5, staff provided a message to the applicant regarding what materials would need to be submitted in order to transform the existing application to a conditional zoning request. The applicant has responded stating affirmatively that he does intend to move forward with the conversion. The response mentions that it likely will take until the end of the year to pull the materials together.

Meanwhile, staff is working with Andy Sachs of Dispute Settlement Center to outline a method for gathering feedback from participants on how the mediation process went, so as to inform the Town on how it may go about conducting similar processes in the future. Staff expects to report back to the Board once we have finished formulating the idea.

**FISCAL & STAFF IMPACT:** No fiscal or staff impacts are noted associated with the Board receiving this report.

**RECOMMENDATION:** The Board is asked to receive the update.



# Town of Carrboro

Town Hall  
301 W. Main St.  
Carrboro, NC 27510

## Agenda Item Abstract

**File Number:** 15-0391

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**Agenda Date:** 11/24/2015

**File Type:** Agendas

**In Control:** Board of Aldermen

**Version:** 1

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### **TITLE:**

Report on Community Conversation Related to Properties around North Greensboro Street, Weaver Street, Center Street, and Short Street

**PURPOSE:** The purpose of this item is for the Board of Aldermen to receive a report on the status of a possible community conversation focused on properties around North Greensboro Street, West Weaver Street, Center Street, and Short Street.

**DEPARTMENT:** Planning Department

**CONTACT INFORMATION:** Patricia McGuire, 919-918-7327, [pmcguire@townofcarrboro.org](mailto:pmcguire@townofcarrboro.org); Marty Roupe, 919-918-7327, [mroupe@townofcarrboro.org](mailto:mroupe@townofcarrboro.org)

**INFORMATION:** In June of 2014, the Board of Aldermen expressed an interest in exploring the use of a 'community conversation' to engage property owners and other stakeholders on development options and interests for the properties near the corner of North Greensboro Street and West Weaver Street. In December, the Board endorsed a process and schedule for meetings with these groups, with the initial steps to involve a core group assisting with defining the larger meetings' content <https://carrboro.legistar.com/LegislationDetail.aspx?ID=2075659&GUID=7F6A4FA4-AD20-4A77-9F56-2D39B58A7F87&Options=&Search=&FullText=1>. Multiple meetings with the core group took place early in 2015, followed by a period during which interest and willingness of other parties was assessed.

With the permit application associated with the 201 N. Greensboro Street project inactive, exploration of possible alternative contract purchasers of one property continued. A new stakeholder, interested in possibly advancing a project came forward around mid-year. A meeting involving this new stakeholder occurred on Monday, October 7th. At the conclusion of that meeting, mutual, general consensus existed among parties present that moving forward with a community conversation would not be productive. With that the current effort seems to have reached a conclusion. No additional meetings are planned at this time. Meanwhile, a developer now has under contract a portion of the area that has been the focus of this effort and is considering options for submitting a new application to rezone and / or seek a land use permit to develop the property in a manner not yet fully determined.

The Town has received notice and inquiries about the condition of the properties that are not in use. The fencing, window coverings and locks appear secure. The brick building on the corner is showing some signs of

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**Agenda Date:** 11/24/2015

**File Type:**Agendas

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**Version:** 1

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deferred maintenance - the site is overgrown and a portion of the soffit is damaged, with fiberglass insulation visible and hanging loose. Staff has been in contact with the owners' representative to alert them to these conditions and to inquire about a schedule for maintenance and repairs. Further information is pending and will be shared when it becomes available. Staff is reviewing remedies available to the Town in the event that voluntary, timely, necessary action is not taken to address these conditions.

**FISCAL & STAFF IMPACT:** No fiscal or staff impacts are noted associated with the Board receiving this report.

**RECOMMENDATION:** Staff recommends that the Board of Aldermen receive the report.





# Town of Carrboro

Town Hall  
301 W. Main St.  
Carrboro, NC 27510

## Agenda Item Abstract

**File Number:** 15-0382

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**Agenda Date:** 11/24/2015

**File Type:** Agendas

**In Control:** Board of Aldermen

**Version:** 2

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### **TITLE:**

Northside Initiative Overview and Direction

**PURPOSE:** The purpose of this item is for the Board to receive an overview of the Northside Initiative and provide direction on the Town's actions.

**DEPARTMENT:** Planning Department and Manager's Office

**CONTACT INFORMATION:** Patricia McGuire, [pmcguire@townofcarrboro.org](mailto:pmcguire@townofcarrboro.org), 919-918-7327, and Nate Broman-Fulks, [nbroman-fulks@townofcarrboro.org](mailto:nbroman-fulks@townofcarrboro.org), 919-918-7314

**INFORMATION:** In 2011, a Northside community plan was adopted by the Town of Chapel Hill in partnership with residents and organizations. In October 2012, the Self-Help Credit Union and the Marian Cheek Jackson Center for Making and Saving History began work on identifying housing-related strategies that would respond to community aspirations and market conditions. As part of this effort, the boundaries of the study area for Northside were expanded to include the Lloyd-Broad (and Sunset) neighborhood in Carrboro.

The Northside Housing Market Action Plan was completed in April 2013. This plan presented an implementation strategy for changing the trajectory of the Northside neighborhoods' housing market towards a primarily student rental investor market. In its place, a diverse, multi-generational neighborhood can be maintained and strengthened. This plan is intended to guide the effort to make that happen.

During the plan's formulation, Carrboro staff was invited to attend meetings of the Resource Group that provided input to the effort's Compass Group. Following the announcement of the Northside Neighborhood Initiative funding in March of this year, Carrboro staff have been participating in Resource Group meetings to discuss continued implementation of the plan. Staff of the Self-Help Credit Union and the Jackson Center will be in attendance at this meeting to provide the Board of Aldermen with presentations on the plan and its implementation.

**FISCAL & STAFF IMPACT:** Minimal staff impact is associated with continued attendance at Resource Group meetings. There is no immediate fiscal impact, although some strategies could require some level of funding.

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**Agenda Date:** 11/24/2015

**File Type:**Agendas

**In Control:** Board of Aldermen

**Version:** 2

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**RECOMMENDATION:** Staff recommends the Board provide direction on the Town's actions related to the Northside Initiative.



# NORTHSIDE HOUSING MARKET ACTION PLAN



Clockwise from top left: Hargraves Community Center, Rosemary Village condominiums and retail, house on Sunset Drive, rendering of Northside Elementary, and one of the last remaining stone houses in the neighborhood.

***Revised Final Draft***  
**November 3, 2015**

**Presented by:**  
Center for Community Self-Help,  
in collaboration with the Marian Cheek Jackson Center,  
the Northside Compass Group, and various community stakeholders

**General Notes:** This plan builds on the fall 2012 *Northside Baseline Report* (included as Appendix C). The purpose of this plan is to present a clear implementation strategy for the Northside that will change the trajectory of the neighborhood's housing market. Through coordinated, strategic investment, Northside's drift into a primarily student rental investor market can be corrected. In its place, a diverse, multi-generational neighborhood can emerge.

The Center for Community Self-Help developed this plan in collaboration with the Marian Cheek Jackson Center, neighborhood residents, and other stakeholders.

Throughout the plan, we use two phrases: "affordable housing" and "workforce housing." We define **affordable housing** as homes within reach of people who earn 80% or less of Area Median Income (AMI) for Chapel Hill/Carrboro, as specified by the U.S. Department of Housing and Urban Development (HUD) each year. Currently, HUD ties the AMI determination to the median income of the Durham-Chapel Hill metro area (see <http://www.huduser.org/portal/datasets/il/il13/index.html>). We define **workforce housing** as homes within reach for people who earn between 80% and 120% of AMI for this area.

The distinction between affordable and workforce housing matters because federal community development and housing dollars are largely restricted to 80% AMI and below. There is a shortage of affordable and workforce housing in the community at large, and in the Northside where historically this housing has been the core of the neighborhood. Note that when determining housing each group can afford, we assume buyers are able to put 30% of their gross income toward rent/mortgage (inclusive of principal, interest, taxes and insurance). Individual buyers and tenants have individualized housing needs—depending on credit scores, savings, available financings, et al.—and this report presents approximations rather than assuming circumstances apply to everyone equally.

This November 2015 Revised Final Draft updates the original March 2013 Final Draft; it primarily makes minor corrections and other edits for clarity, and deletes the estimated resources needed budget.

**Acknowledgment to Participants**

The *Northside Housing Market Action Plan* is the culmination of nine months of neighborhood planning work involving Northside residents and other stakeholders. The key group we involved throughout our work is known as the Compass Group. Appendix B provides more detail on the participation process, and contains the complete list of participants in the Compass Group as well as listing some of the other participants in the process. Members of the Compass Group met with Self-Help, the Jackson Center, and project consultants repeatedly throughout the planning process. These individuals also had a chance to preview and comment upon this *Northside Housing Market Action Plan*. We did not call upon other participants as many times, yet many gave hours of their time to listen to presentations, review documents and offer ideas.

We express our sincere thanks to everyone who took the time to participate in the planning process. Neighborhood residents, Town employees (Carrboro and Chapel Hill), University employees and students, business owners, non-profit employees, and many more played a valuable role. All told, 100-plus people directly participated in the planning process and cumulatively gave many hundreds of hours of their time. We hope and expect that this level of commitment will continue as the process shifts from the sometimes grueling work of meetings to the more rewarding stages of implementation.

Thank you for all you have done and will continue to do to support the Northside.

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## A Call to Action

The Northside neighborhood<sup>1</sup> stands at a crossroads. With each additional step down the current path of unchecked student rental investment, Northside's history as a hub for local employee housing and African-American community further erodes. Continuing down this path would be a mistake for the Towns, the University, and the community as whole because this path is a dead end. It does not advance the goals of local comprehensive planning documents, address the University's or Towns' workforce housing needs, or reach the full potential of the Northside. Another, albeit arduous, path leads to a better place; one that fulfills neighborhood, Town of Carrboro, Town of Chapel Hill, and University aspirations. This *Northside Housing Market Action Plan* clears the brambles and guides the way down this path.

**Northside's long-term residents and their allies envision a neighborhood that is vital, family friendly, socially cohesive, multi-generational, mixed-income, and diverse. They envision a community that celebrates its strengths and opportunities, while honoring the neighborhood's cultural and historic legacy.**

This *Northside Housing Market Action Plan* (*Northside Housing MAP*) outlines a comprehensive, neighborhood-driven community investment strategy that could touch more than two hundred homes within five years, acting as a catalyst for further investment in the medium-term and attaining the community's vision in the long-term. The map included on the following page shows the broad vision for investment in the Northside.

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<sup>1</sup> Northside is defined as the area within Chapel Hill that is designated a Conservation District, and within Carrboro that is west of the town boundary, north of Cobb Street, east of Lloyd Street, and south of the railroad corridor. A map of the neighborhood's boundaries is shown in the *Northside Baseline Report* in Appendix C.





1: Retention	2: Transition & Attraction	3: Retention & Attraction	4: Long-term Attraction	5: High-density Development
<p>Retain strong homeownership, build towards transition &amp; attraction strategies.</p> <ul style="list-style-type: none"> <li>+ Policy focus</li> <li>+ Retain heir properties</li> <li>+ Help market homes</li> </ul> <p><i>Development types:</i> single-family infill, accessory dwelling units, duplexes</p>	<p>Has not reached tipping point yet.</p> <ul style="list-style-type: none"> <li>+ Retain neighborhood leaders</li> <li>+ Enable rehab</li> <li>+ Acquisition now and quick transitions</li> <li>+ Attract long-term renters and owners</li> </ul> <p><i>Development types:</i> single-family infill, accessory dwelling units, duplexes</p>	<p>Large UNC student population, close to new school.</p> <ul style="list-style-type: none"> <li>+ Retain accountable landlords and students</li> <li>+ Attract community-minded students, teachers, small families</li> </ul> <p><i>Development types:</i> single-family infill, accessory dwelling units, duplexes, townhouses</p>	<p>More marketable to families who want larger homes. Not a focus of immediate acquisition but part of a long-term attraction strategy.</p> <ul style="list-style-type: none"> <li>+ Market-rate homes</li> <li>+ Increase density with accessory dwelling units</li> <li>+ Promote community assets</li> </ul> <p><i>Development types:</i> rehab of existing homes, accessory dwelling units</p>	<p>Key part of portfolio approach.</p> <ul style="list-style-type: none"> <li>+ LIHTC Multi-family or senior housing</li> <li>+ Market-rate condos or apartments</li> <li>+ By-design student housing</li> <li>+ Mixed-use with retail and office</li> </ul> <p><i>Development types:</i> LIHTC, Multi-family, Mixed-use</p>



## Introduction & Overview

Over the past 30-plus years student renters have steadily replaced homeowners and long-term renters in the Northside neighborhood. Yet today a strong and dedicated contingent of long-term residents remain in the Northside, proudly calling it home and fighting for its future.<sup>2</sup> The Northside has a long, rich history in which the neighborhood has been a hub of workforce housing for University and Town employees. Historically, Northside is an important neighborhood for the local African-American community, and it remains the most populous such neighborhood in Chapel Hill/Carrboro. ***Yet without intervention and new investment in the housing market, the diverse community of local workers who have historically defined the Northside will disappear. Decades of change in the neighborhood's housing market require a coordinated, strategic response to alter its trajectory.*** This *Northside Housing Market Action Plan* (Northside Housing MAP) offers a framework for such a response.

With student renters comprising approximately half of the neighborhood today, Northside stands on the edge of a precipice—will it become an all-student enclave or will it again be a mixed-income, multi-generational community that helps meet the housing needs of the University's and Towns' workforce? Currently, student rental investors can afford to pay more for properties than family homebuyers, and demand from non-students at these prices is minimal. This is a product of several factors, including the housing stock, competition from outside the neighborhood, strong demand from students, and a changing cultural and policy environment. The net effect is that student rental investors are filling a void by providing a product the market favors, and the influx of students in turn reduces non-student demand and creates additional opportunities for student rental investors (Figure 1).

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<sup>2</sup> The *Northside Baseline Report* (Appendix C) explores this trend and other issues facing the Northside neighborhood in more depth.

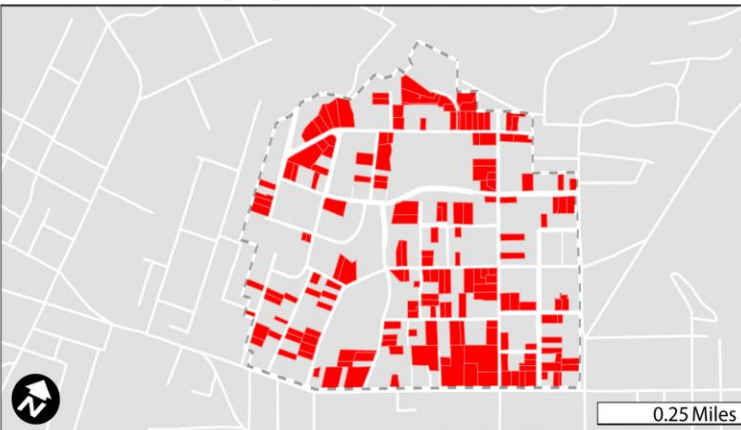
### Investor-owned properties in Northside: 2000



### Investor-owned properties in Northside: 2005



### Investor-owned properties in Northside: 2011



Investor-Owned Property
  Boundary of neighborhood conservation district

Source: Orange County Land Records & Jackson Center Research, June 2011

Figure 1: Change in Investor-Owned Properties

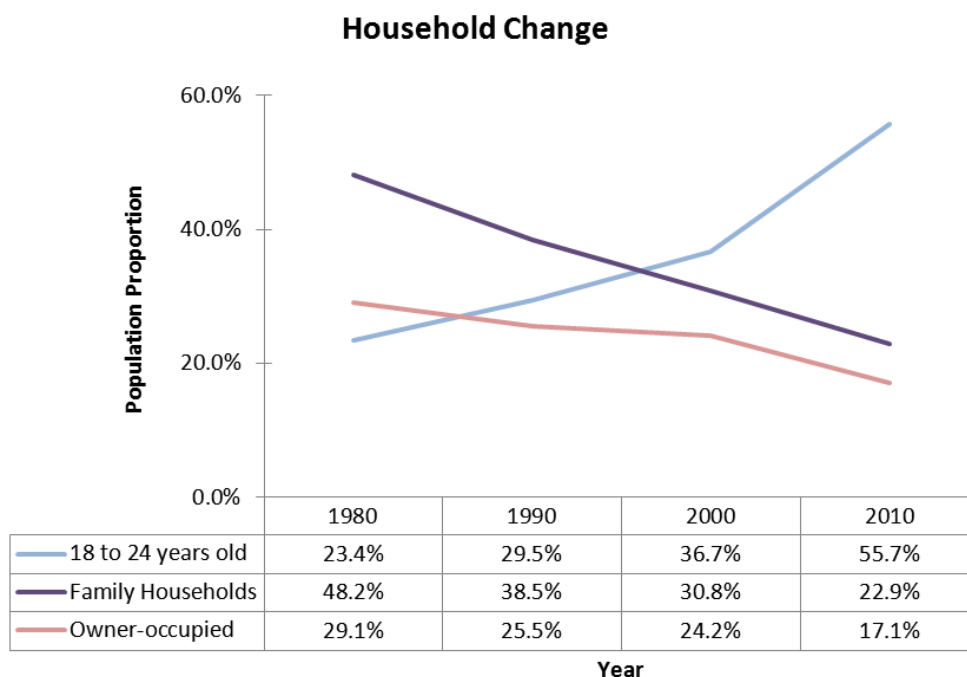


Figure 2: 30-Year Trends; Data from Decennial Census, for Census Tract 113 (slightly larger area than the Northside boundaries delineated by the Neighborhood Conservation District overlay)

Long-term residents recognize the urgency of turning the trajectory of their neighborhood around; they seek to restore homeownership and family rental housing in the neighborhood. Inaction will lead to further decline in the traditional base of the neighborhood—members of the local workforce—as student renters move in when long-term residents move out. Looking at the accelerating trend lines in the graph on the previous page, it is easy to envision a future Northside that has little room for members of the workforce, and exclusively serves students. It is harder to envision a future Northside that features a balanced housing market. Yet such a future is within reach.

This *Northside Housing MAP* presents a set of strategies, including land acquisition, community engagement, housing rehabilitation and construction, and a variety of other activities, that collectively work towards the goal of resetting the housing market in Northside. By committing resources—financial, political and more—toward the strategies outlined in the *Northside Housing MAP* and working on

implementation over a period of years, the neighborhood can serve as an important housing hub for local workers and families of diverse incomes as well as help to revitalize downtown, enhance the new elementary school, and support faculty/staff recruitment and retention at the University. In short, the Northside housing market can support University and Town goals for workforce housing, meet neighborhood aspirations for self-determination, build a community of learning around the new Northside Elementary School, and grow the local tax base.

This document presents a framework for implementation of strategies to help Northside residents achieve their common aspirations. The five year timeline used in this document is an estimate of how long it would take to reach the scale of neighborhood improvements necessary to create meaningful change in the Northside housing market. The expectation is that neighborhood resident involvement, and broader community involvement, will continue for far longer than five years. However, the first five years of strategic investment will be critical to changing Northside's trajectory. It is up to community members, their partners, and funders to determine a work plan (specific priorities and goals) for each year.

As property values continue to rise, and investors convert more and more residences to student rentals every month, taking action today improves the chances of rebuilding the neighborhood that residents envision. Failing to act now will make future change all the more difficult. We hope the *Northside Housing MAP* serves as a call to action and a how-to guide for success.

## Section I. Background and Purpose

This *Northside Housing MAP* is the culmination of nine months of work by the Center for Community Self-Help (Self-Help), the Marian Cheek Jackson Center for Saving and Making History (Jackson Center), Northside residents and stakeholders, project consultants, and other partners to develop a community-based and action-oriented plan for the Northside neighborhood.

Members of the Northside community have a rich history of individual and collective activism in pursuit of neighborhood improvement and self-determination. As a historically African-American community that was established not long after the Civil War, Northside has been through a lot. The idea of working together in the pursuit of common goals is deeply ingrained in many of the families who have long called Northside home. Yet over the past decade or more the neighborhood has faced never-before-seen market pressures in the face of increasing levels of student rental investment.

Most recently, as part of the Sustaining OurSelves (SOS) coalition, Northside residents worked with the Town of Chapel Hill throughout 2011 to develop the Northside and Pine Knolls Community Plan to address neighborhood concerns. Chapel Hill Town Council adopted this plan in January 2012. At the invitation of the Jackson Center, and with funding support from the University-affiliated Chapel Hill Foundation Real Estate Holdings, Inc., Self-Help began a planning initiative to further the housing goals outlined in the Community Plan. The initiative started with an analysis of the housing market, led by consultant czb, LLC, a national neighborhood planning firm with specific expertise in market analysis. This data, including demographic trends, neighborhood conditions, market trends, and assets and opportunities formed the basis of the September 2012 *Northside Baseline Report*. (This report is included in its entirety as Appendix C).

The *Northside Baseline Report* provides a sense of where the housing market stands in Northside, reveals trends, and raises some tough

questions. After completion of that report, the Compass Group, a task force of 15 neighborhood residents and allies convened by the Jackson Center and Self-Help, met regularly and held focus meetings to wrestle with these questions and visualize the future they want to see for Northside. Throughout the meetings, the emphasis was on action steps that can start immediately. In addition, during the MAP planning process, Self-Help and the Jackson Center engaged regularly with the Resource Group, made up of over 40 representatives from a variety of community organizations, including UNC, Chapel Hill Town Council and Carrboro Board of Aldermen, Chamber of Commerce, Chapel Hill Downtown Partnership, Chapel Hill-Carrboro City Schools, local NAACP, Community Empowerment Fund, as well as realtors, nonprofit housing developers, neighborhood residents, and Town staff. Together, the meetings directly connected with over 100 people in the *Northside Housing MAP* planning process, with many more reached indirectly.



Figure 3: Compass Group Meetings

How and why did Self-Help get involved in the Northside? In short, Self-Help became involved because of its mission of creating and protecting ownership and economic opportunity, which aligns closely with the neighborhood's own goals. We believe in what the long-term residents of Northside are trying to accomplish. Self-Help

first became aware of the work going on in the Northside when the Jackson Center invited Self-Help staff members to a roundtable discussion hosted by the NC Institute of Minority Economic Development. This discussion led to a follow-up tour of the neighborhood. The tour—and the people we met and heard about on the tour—demonstrated that Northside is a fascinating and unique community within Chapel Hill/Carrboro. Furthermore, in many ways the neighborhood is a microcosm of town-wide issues, including a lack of an adequate supply of affordable and workforce housing, tensions between long-term residents and student renters, and a housing market that could be better balanced to serve a wider variety of community needs.



## Section II. Goals, Priorities & Strategies

### NORTHSIDE HOUSING MAP GOALS

As noted, this document is a companion piece to the *Northside Baseline Report*. While the baseline report identified trends and issues in the neighborhood, this report presents the neighborhood vision articulated in community conversations and lays out concrete action steps that the neighborhood—and its supporters—can take going forward to achieve its vision. This report's specific goals are to:

- Articulate the community's shared vision for Northside;
- Summarize the guiding principles for turning the vision into action;
- Introduce the five-part strategy framework of Retention, Transition, Attraction, Balancing the Market, and Policy Context, which incorporate the guiding principles into strategy development;
- Describe specific strategies within each framework that, if implemented, can bring about the future vision; and
- Present recommended next steps.

As with any set of strategies or comprehensive community initiative, success will require strong commitment from all community partners, financial and political resources, accountability, coordinated implementation, and an open attitude to evaluating the process and refocusing the efforts as necessary along the way. This report provides a framework to begin addressing the issues in the Northside neighborhood and to build the neighborhood's future. The appendices include additional tools, profiles of buyers and renters interested in Northside, and background information that supplements the content of this community development strategy.

### Key Priorities & Strategies

This section outlines the top priorities for changing the Northside housing market, including the most essential strategies/investments needed to achieve these priorities. Later in this plan, in Section IV, when we provide the full set of recommended strategies, community



Figure 4: Traditional Homes in Northside



priorities are organized by key stakeholder group, and categorized into particular frameworks. In this section, however, we focus on the most critical strategies, which we have organized by priorities of the neighborhood. Within each priority area below are essential strategies needed to change the direction of the housing market. These strategies are critical, must-implement items that will form the foundation of a successful *Northside Housing MAP*. If implemented, these strategies will help bend the housing market in the neighborhood's direction and will give other strategies a chance to work. If not, other strategies will be minimally effective in changing the trajectory of the Northside housing market.

➤ **Priority 1: Retain long-term residents and their peers.**

Without retaining long-term residents and making space in the market for socioeconomic and racial diversity, Northside's defining features will disappear.

*Critical Strategies:*

- ✓ Provide property tax relief through loan or grant assistance.
- ✓ Offer rehab-repair grants to help long-term residents stay in their homes.
- ✓ Provide new housing, such as affordable housing for seniors, so that residents can age in place.

➤ **Priority 2: Attract new homeowners and non-student renters.** Without demand from new residents, there is no point in reducing the in-flow of student renters.

*Critical Strategies:*

- ✓ Establish a land bank to facilitate properties ending up in non-student investor hands.
- ✓ Offer 2<sup>nd</sup> mortgage and/or down payment incentives to buyers.
- ✓ Establish design guidelines that ensure new housing is compatible without restricting creativity.

➤ **Priority 3: Create affordable and workforce housing opportunities for people employed in town.** The current housing market favors student rental investors at the

exclusion of other property owners, including members of the local workforce, who historically were the fabric of the Northside.

*Critical Strategies:*

- ✓ Gain site control to allow construction/sale/rental of properties to members of the local workforce.
- ✓ Reduce the number of unrelated persons allowed to live in a house in Chapel Hill's Northside from four to three, and add an unrelated persons ordinance in Carrboro to match.
- ✓ Enforce existing unrelated persons ordinance strictly.
- ✓ Over time, allow increased density to reduce the impact of high land costs.



- **Priority 4: Manage the student presence in the community.** Students will always be a part of the community and their presence should be an asset if managed appropriately.

*Critical Strategies:*

- ✓ Identify appropriate sites in Northside for by-design undergraduate, graduate and married student housing.
- ✓ Gain UNC's help in enforcing off-campus codes of conduct.
- ✓ Tighter code enforcement (noise, parking, trash, etc.).
- ✓ Attract students to live in intentional communities of learners (e.g., a School of Education house that tutors at Northside Elementary).
- ✓ Encourage appropriate Town and University policies and actions around development of student housing (emphasizing that building housing on campus is not the only approach).

Figure 5: Student Rentals in Northside

## Section III. Guiding Principles for Success

This section introduces five guiding principles central to our work. These principles are key components of turning the neighborhood's vision into actionable strategies, and to help address goals such as those identified in the Chapel Hill 2020 Plan and in Carrboro's affordable housing strategies, to accommodate the University's need for workforce and student housing, and to further community members' ideals of living in a diverse, mixed income town.



Figure 6: Community Home Trust (top two) and Public Housing homes (bottom two)

1. **Preserve Northside's future:** Northside has a rich history, culture, and legacy that remain integral to its community identity and to the identity of Chapel Hill, Carrboro, and the greater region. The neighborhood has changed dramatically over the past few decades, particularly in the last 10 years, and will continue to do so. How will we manage this change?

→ *Community development strategies must ensure that the future of the neighborhood continues to honor its history, culture, and legacy even as the neighborhood inevitably changes.*

2. **House Chapel Hill and Carrboro's workforce:** Historically, Northside has been a working-class neighborhood with many UNC and Town employees as residents. Today, there is an absence of workforce housing (80-120% AMI)<sup>3</sup> in Chapel Hill and Carrboro as a whole. Creating workforce housing in Northside furthers the aims of serving the Town and University's workforce housing needs, enhancing investment in Chapel Hill and Carrboro by its primary workforce, and enriching downtown and the new elementary school district by building a stable, family-friendly neighborhood.

→ *Northside is well-situated to serve the community's workforce housing needs, as it has since the neighborhood formed.*

<sup>3</sup> 80-120% of AMI for a three-person household translates into an annual income range of \$48,750 - \$73,100, based on HUD's FY2013 Income Limits.

3. **Students are residents:** Students have always been a part of Chapel Hill and Carrboro and have long been a part of Northside. While the individual students who live in the neighborhood change every year or two, students as a group will continually be present as residents and participants in the community.
  - *We should invite students to our conversations and community initiatives, and we must proactively include student housing in our strategies. We encourage students to educate themselves and their peers in the history and norms of the community.*
  
4. **Create financial and social value:** Northside's value to neighborhood residents themselves, to the Towns of Chapel Hill and Carrboro, and to the broader community is underutilized and threatened. The strategies proposed in this plan aim to, over time, redirect thirty-plus years of demographic and housing market trends.
  - *Parts of this development strategy will generate revenues, while others will require them. Investments in the neighborhood should create financial and social value, with the goal of financial and social sustainability in the long-term.*
  
5. **Town policies and housing market realities are intertwined:** Development regulations, high land values, and other factors limit the supply of housing units in Chapel Hill and Carrboro, while in-town demand from students is nearly infinite in the absence of sufficient supply. This creates competition between students and other residents, and drives up the cost of available properties.
  - *We cannot address Northside's challenges, or take advantage of all its opportunities, without explicitly addressing the interrelated policy and market framework across the community.*

## Section IV. Turning the Principles into Action

### Five-Part Strategy Framework

The community vision and guiding principles lead into a five-part strategy framework for our work: Retention, Transition, Attraction, Balancing the Market, and Policy Context. Our Northside planning work suggests that this framework is a helpful lens through which to view the neighborhood's issues and explore potential responses.

- a. **Retention** involves strategies to retain families and homeowners currently living in Northside that could choose other neighborhoods, asking the question, “What specifically can we do to keep existing owners and families in the neighborhood?”
- b. **Transition** includes strategies that help existing owners who want to or have to leave the neighborhood, asking the question, “What specifically can we do to up the chances that a home sold in Northside gets sold to an owner-occupant or becomes a stable (non-student) rental?”
- c. **Attraction** contains strategies for igniting and taking advantage of existing home ownership demand in Northside, asking “Who are the next generation of Northside homeowners and how do we get them to choose Northside?”
- d. **Balancing the Market** incorporates strategies that influence the demand for student housing in Northside as well as its location and impact on the neighborhood, asking the question, “What can we do to have student rental housing complement our retention and attraction strategies?”
- e. **Policy Context** acknowledges the interconnection between Northside's housing market and Town policies, asking “What strategies speak to housing market issues at the town-wide level?”



Figure 7: New Construction in Northside

## Key Target Groups

Our approach with this plan is to focus on issues that will impact the housing market choices of three key groups:

- **“Legacy Residents,”** those renters and owners who have lived in the neighborhood for a long time;
- **Students and Student Rental Investors,** those who are a part of the community but may not stay in the neighborhood for very long; and
- **Potential Residents,** those renters and owners who could be attracted to Northside’s location, diversity, neighborhood amenities, and the richness of its history, culture, and sense of community.

## Northside Housing MAP Implementation Strategies

This section provides an overview of each of the recommended strategies/ investments needed to achieve neighborhood aspirations, in order to alter the trajectory of the Northside housing market. By implementing the strategies listed in this section at the scale recommended, assuming all suggested resources materialize, we anticipate that within five years following commitment of sufficient resources the work in Northside can directly impact an estimated:

- 60 homes through emergency relief and property tax assistance,
- 40 homes that receive major or minor rehabilitation,
- 50 homes that are acquired and rented or sold through the land bank,
- 40 workforce housing units built through construction gap financing,
- 30 homes purchased by low-income families with supplemental 2<sup>nd</sup> mortgage assistance,

**Cumulatively, if all activities are resources, they could directly impact 220 homes,** with many more properties indirectly impacted through the attraction of additional private investment.

The strategies are organized into tables by key target group, with a table of strategies provided for each group—Legacy Residents, Students and Student Rental Investors, and Potential Residents. Within each table, the strategies are further categorized into the frameworks of Retention, Transition, and Attraction. Note that Balancing the Market is implicit within each of these areas, while strategies related to Policy Context are woven into the other frameworks.

When reviewing the strategy tables that begin on the following page, please note the following additional information regarding how to read the tables:

1. The investments column lists the types of investments/funds required to implement each given sets of strategies.
2. We include key implementation partners to offer a sense of which major players (University and Towns) and community partners (Jackson Center, Self-Help) the neighborhood most needs to carry out each strategy. Additional potential partners are many but we do not attempt to include them all in this table, as Working Group members may identify and recruit appropriate partners to carry out specific strategies.

Finally, note that the strategies we include in the table below are complementary. We consequently have not rank-ordered the priority of the strategies. It is the job of the Working Group to create a work plan that defines which strategies to focus on first and on what timeline. That said, we offer what we perceive as the most critical strategies in Section II. of this report to help guide the process.

<i>Legacy Residents</i>			
<b>Retention</b>			
<i>Priorities</i>	<i>Strategies</i>	<i>Investments</i>	<i>Potential Implementation Partners</i>
Increase education and outreach of community resources	<input type="checkbox"/> Provide an information and implementation hub for existing programs and resources. <input type="checkbox"/> Develop events to reinforce the sense of belonging, strengthen community investment, and bridge communities across Chapel Hill and Carrboro. <input type="checkbox"/> To amplify Northsiders perspectives through civic media, continued coalition and advocacy work, and support for community participation and leadership in community-wide discussions, events, and commissions.	Grant in programming funds for community organizations.	<i>Lead:</i> Jackson Center <i>Support:</i> Existing residents, other organizations
Improve existing housing	<input type="checkbox"/> Focus on improvements to public housing, especially at Craig/Gomains <input type="checkbox"/> Connect residents with existing programs, including Habitat for Humanity's A Brush With Kindness and the Town of Chapel Hill WISE home energy upgrades. <input type="checkbox"/> Complete major and minor rehabilitation of existing housing. <sup>t</sup> <input type="checkbox"/> Create low-interest home improvement loans.	Housing Authority capital improvements, grant for rehab, home renovation loans	<i>Lead:</i> Working Group, Jackson Center <i>Support:</i> Existing organizations, others
Mitigate the impact of rising costs of living on elderly residents	<input type="checkbox"/> Help eligible homeowners apply for the Homestead Exemption Relief Program through the Orange County Tax Administration. <input type="checkbox"/> Create a Revolving Emergency Relief and Property Tax Assistance Fund for ineligible homeowners in need of assistance. <sup>t</sup> <input type="checkbox"/> Educate elderly homeowners about various home financing	Grant to start the revolving fund	<i>Lead:</i> Working Group, Jackson Center <i>Support:</i> Town and County tax departments

<sup>t</sup> This strategy is referenced from the Northside and Pine Knolls Community Plan



	<p>strategies, with particular attention to the rise in reverse mortgages.</p> <p><input type="checkbox"/> Provide a rental subsidy for elderly long-time residents who cannot afford market rent.</p>		
Enable elderly residents to age-in-place in the neighborhood	<p><input type="checkbox"/> Revise NCD Guidelines to allow more housing types with certain provisions.</p> <p><input type="checkbox"/> Construct smaller housing units that would be comfortable and affordable for seniors.</p> <p><input type="checkbox"/> Explore the idea of creating a senior cohousing community in existing residences.</p> <p><input type="checkbox"/> Work with a developer to build a LIHTC multi-family housing development for low to moderate-income seniors and/or families.</p>	<p>Town, Self-Help, and Jackson Center staff time</p> <p>Land for LIHTC development</p>	<p><i>Lead:</i> Town staff (policy revisions), Developers (new construction /renovation)</p> <p><i>Support:</i> Self-Help (land bank), Jackson Center (community organizing)</p>
<b>Transition</b>			
<i>Priorities</i>	<i>Strategies</i>	<i>Investments</i>	<i>Potential Implementation Partners</i>
Help families and property owners manage transition	<p><input type="checkbox"/> Reach out to elderly homeowners in careful coordination with family members and heirs.</p> <p><input type="checkbox"/> Educate homeowners about their property's value and transfer options, and encourage open market transactions.</p> <p><input type="checkbox"/> Create an early warning system to connect transitioning owners to potential buyers.</p> <p><input type="checkbox"/> Create restrictive owner-occupancy covenants and right of first refusal/option contract templates.<sup>t</sup></p> <p><input type="checkbox"/> Host will/estate planning workshops.</p> <p><input type="checkbox"/> Enable residents to pre-sell their homes to the land bank or land trust.</p>	<p>Jackson Center programming funding, in-kind time from UNC Law students</p>	<p><i>Lead:</i> Jackson Center to provide info and host events, Residents</p> <p><i>Support:</i> UNC Law School, other organizations</p>

<b>Attraction</b>			
<i>Priorities</i>	<i>Strategies</i>	<i>Investments</i>	<i>Potential Implementation Partners</i>
Make the historic legacy of the neighborhood tangible	<ul style="list-style-type: none"> <li><input type="checkbox"/> Create a self-guided walking tour of Northside that recounts historical and cultural landmarks in residents' voices. <sup>t</sup></li> <li><input type="checkbox"/> Create and install plaques to honor neighborhood landmarks</li> <li><input type="checkbox"/> Design and build gateway signs or features at neighborhood entrances that reinforce the neighborhood's identity.</li> <li><input type="checkbox"/> Build a neighborhood website and email listserv that helps connect residents to one another and markets the neighborhood to prospective buyers.</li> <li><input type="checkbox"/> Support community members without digital access through consistent, direct communication.</li> <li><input type="checkbox"/> Continue to build the archive of oral histories that now includes over 150 recordings; make these increasingly accessible to old and new residents.</li> </ul>	Grant for gateway, landscaping, and signage improvements	<i>Lead:</i> Jackson Center, Residents <i>Support:</i> Other organizations

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<sup>t</sup> This strategy is referenced from the Northside and Pine Knolls Community Plan.

<i>Students and Student Rental Investors</i>			
<b>Retention</b>			
<i>Priorities</i>	<i>Strategies</i>	<i>Investments</i>	<i>Potential Implementation Partners</i>
Connect students as neighbors	<input type="checkbox"/> Build existing service opportunities for student residents and develop others, such as tutoring/mentoring Northside Elementary students. <sup>t</sup> <input type="checkbox"/> Engage students in peer education about the neighborhood's history; develop neighbor-to-neighbor and cross-generational educational programming. <sup>t</sup> <input type="checkbox"/> Require off-campus housing orientation for all students. <input type="checkbox"/> Encourage UNC to collect local student addresses to maintain more productive contact with them. <input type="checkbox"/> Enforce codes of conduct off-campus as well as on.	In-kind staff time	<i>Lead:</i> UNC Office of Community Involvement <i>Support:</i> Jackson Center, other organizations
<b>Transition</b>			
<i>Priorities</i>	<i>Strategies</i>	<i>Investments</i>	<i>Potential Implementation Partners</i>
Deter student rental investors and/or emphasize well-managed student rentals	<input type="checkbox"/> Implement a landlord registry or rental inspection program. <sup>t</sup> <input type="checkbox"/> Enforce and/or tighten occupancy limits for unrelated persons <sup>4</sup> to reduce the potential cash flow for student investors. <input type="checkbox"/> Provide a list of landlords that meet the registry or rental inspection program standards to potential student renters. <input type="checkbox"/> Create development protections in Carrboro to limit the transition of the housing stock into student rentals.	In-kind staff time	<i>Lead:</i> Town

<sup>4</sup> Chapel Hill currently allows no more than 4 unrelated persons to reside in one dwelling unit. Carrboro does not currently have an unrelated persons ordinance, yet such a rule is critical to changing the math of student rental investments.

Address repeat problem student rentals	<input type="checkbox"/> Report problem houses to UNC Office of Community Involvement. <input type="checkbox"/> Approach landlords about changing the pipeline of students to emphasize recruitment of community-minded students. <input type="checkbox"/> Establish graduated fines for repeat code enforcement violations. <sup>t</sup> <input type="checkbox"/> Continue to improve proactive code enforcement efforts. <sup>t</sup> <input type="checkbox"/> Establish community ownership of student rentals to increase tenant accountability and provide income for community initiatives.	In-kind staff time	<i>Lead:</i> Residents (reporting), UNC (enforcement), Town (enforcement) <i>Support:</i> Jackson Center
<b>Attraction</b>			
<i>Priorities</i>	<i>Strategies</i>	<i>Investments</i>	<i>Potential Implementation Partners</i>
Recruit students who want to be part of the Northside community	<input type="checkbox"/> Strategic marketing to graduate students, student organizations, and campus departments. <input type="checkbox"/> Develop intentional learning student residences <input type="checkbox"/> Develop graduate student and married student housing in the neighborhood.	In-kind staff time, In-kind housing development	<i>Lead:</i> UNC Office of Community Involvement <i>Support:</i> Jackson Center, student organizations, departments.

<sup>t</sup> This strategy is referenced from the Northside and Pine Knolls Community Plan.

<i>Potential Residents</i>			
<b>Attraction</b>			
<i>Priorities</i>	<i>Strategies</i>	<i>Investments</i>	<i>Potential Implementation Partners</i>
Market the neighborhood's strong community vision	<input type="checkbox"/> Market the neighborhood as a diverse multigenerational community with a family-friendly atmosphere. <input type="checkbox"/> Support residents in such community-based initiatives as tutoring, community gardens, public health programs, etc. in order to strengthen connections among existing residents and engage potential ones.	Grant for community initiatives.	<i>Lead:</i> Residents <i>Support:</i> Jackson Center, other organizations
Recruit potential homebuyers and families we want to live in Northside	<input type="checkbox"/> Advise area realtors of the neighborhood's strengths and community vision, and work with them to market those assets. <input type="checkbox"/> Work with area realtors to attract those potential buyers who have already self-identified as wanting to "live small," renovate, walk to work, and invest in diverse community. <input type="checkbox"/> Collaborate with UNC, UNC Hospitals, and the Towns of Chapel Hill and Carrboro to develop appropriate housing incentive programs. <input type="checkbox"/> Work with partners to develop a list of potential homebuyers who are just above the qualification limits for affordable and workforce <sup>5</sup> housing <input type="checkbox"/> Maintain a database of interested buyers and renters who receive the Early Warning Digest emails.	Jackson Center programming funding	<i>Lead:</i> Jackson Center <i>Support:</i> Town and UNC HR departments, other organizations
Address affordability gaps	<input type="checkbox"/> Utilize a revolving land bank to acquire 25 properties at a time (50 total) for future development. <input type="checkbox"/> Create new and market existing financial homeownership	Loan and operating grant for land bank	<i>Lead:</i> Self-Help (land bank operation plus

<sup>5</sup> "Affordable" refers to housing that is priced so that it does not make up more than 30% of the gross income of a household making 80% or less of the Area Median Income. "Workforce" housing is priced for households making 80-120% of the Area Median Income.

	<p>incentives, including second mortgage, rehab assistance, and downpayment assistance.<sup>t</sup></p> <ul style="list-style-type: none"> <li><input type="checkbox"/> Create workforce rentals.</li> <li><input type="checkbox"/> Provide gap financing for workforce housing developers.</li> <li><input type="checkbox"/> Advocate for increased funding for construction of affordable and workforce housing units town-wide.<sup>t</sup></li> </ul>	administration, grant for gap financing, loan for homeownership incentives	identifying development incentives); Funders (resources) <i>Support:</i> Residents, other organizations and funders
Develop underutilized property for community purposes	<ul style="list-style-type: none"> <li><input type="checkbox"/> Identify underutilized properties, especially those owned by the Towns and University.</li> <li><input type="checkbox"/> Revise NCD guidelines to include compatibility guidelines for a wider range of housing types and different levels of density.</li> <li><input type="checkbox"/> Develop a range of housing, including high-end of market rental and ownership products that can cross-subsidize affordable and workforce housing.</li> <li><input type="checkbox"/> Increase density where appropriate and in ways that contribute to community goals. <ul style="list-style-type: none"> <li>○ Accessory Dwelling Units with occupancy restrictions.</li> <li>○ Townhouses/duplexes in some locations, such as near Northside Elementary</li> <li>○ LIHTC family or senior housing along Rosemary Street</li> <li>○ By-design student housing along Rosemary Street<sup>t</sup></li> <li>○ Mixed-use with residential and retail/office along Rosemary Street</li> </ul> </li> <li><input type="checkbox"/> Develop pedestrian/bike paths, sidewalks, and other community infrastructure where needed to facilitate connectivity throughout the neighborhood.</li> </ul>	Donation/sale of underutilized land to land bank, Town staff time	<i>Lead:</i> Town (guidelines), Working Group/Jackson Center (facilitate conversations around density) <i>Support:</i> Self-Help, other organizations

<sup>t</sup> This strategy is referenced from the Northside and Pine Knolls Community Plan

## EXAMPLES OF POTENTIAL DEVELOPMENT TYPES

Because of Northside's high land costs, affordable and workforce housing opportunities going forward will typically depend on adding more units per acre. One-for-one replacement of existing homes, or development of vacant lots at the density the neighborhood experienced in past decades, is unsustainable at a large enough scale to make a transformative impact in the market; doing so would require large, ongoing amounts of increasingly scarce subsidies. This page shows examples of the types of development proposed in this plan that could help achieve the neighborhood's vision. We are not proposing these houses as prototypes for Northside but rather show them as examples of attached and higher density housing that could be appropriate in the neighborhood, pending in-depth discussion with residents.



Figure 8, Photos and attribution, left to right from top: Townhouses (TightLines Designs), Single-family infill (TightLines Designs), Accessory Dwelling Unit (Aspen Price), Mixed-use building (Flickr: Brett VA), Senior apartments in background and quadrplexes in foreground (Flickr: Brett VA)

## Section V. Investment Strategy

### Potential Investors

The programs and strategies laid out in the previous section will require a large investment of residents' and other community supporters' time, as well as their consistent involvement and collaboration with each other. It will also require financial resources and non-financial resources to achieve the Northside neighborhood's aspirations. Potential financial investors include the Towns of Chapel Hill and Carrboro, Orange County, the University, UNC Hospital, Self-Help, bank partners and philanthropic investors.<sup>6</sup>

An investment from the University in the proposed land bank would demonstrate its commitment to and faith in the Northside community and its many dedicated partners to bring this strategy to fruition. We expect that a foundational investment by the University will catalyze additional funding while setting a national model for innovative community investment. We recommend that the Towns of Chapel Hill and Carrboro take additional steps to increase funding for affordable and workforce housing, both rental and homeownership, which would benefit the whole community, including the Northside. These steps may include creating a Housing Trust Fund with recurring contributions from general funds, as well as payments in lieu; continuing to collect payments in lieu from rental developments; and issuing bond and/or tax increment financing, transfer of development rights, and other such funding mechanisms. This MAP provides the Towns with a framework for how to pursue ways to provide crucial funding support for gap financing of new units, rehabilitation of existing units, 2<sup>nd</sup> mortgage assistance for low- and middle-income homebuyers, and other needs that collectively can begin to close the affordable and workforce housing gap in Chapel Hill and Carrboro broadly, as well as in Northside specifically.

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<sup>6</sup> Since the original May 2013 publication of this report, significant financial and in-kind support has been received and more is needed.



## Portfolio Approach

The past 30-plus years of neighborhood history make it clear that a piecemeal approach of investing in scattered properties and within a typical governmental housing program will not be sufficient to change Northside's trajectory. Much like financial advisors recommend a diversified set of investments to build wealth, we recommend a balanced, portfolio approach to investing in the Northside. Such an approach will stretch public and philanthropic dollars further, while increasing the scale and speed of change in the neighborhood. Accordingly, we take a "cascade" approach that starts with development we can make happen without subsidy, then focuses on development where some investment is needed, then turns to alternatives such as increased density, and finally relies on leveraging investments in market rate development to serve goals of an inclusive, socioeconomically diverse neighborhood. (The following page walks through the four steps of this cascade.)

Creating affordable and workforce housing that serves families is at the core of community members' aspirations for the Northside, and is one of the most important end goals of our work. Given high land costs, producing socioeconomically diverse housing will require subsidy. Preserving the future of the Northside requires generous support from such funding sources as CDBG, HOME, Payment in Lieu funds, and private philanthropy. In addition, we propose to generate revenues (cash inflow) to balance subsidies (cash outflow) through land acquisition and development. In simple terms, this means strategically leveraging market rate housing development for the purpose of generating revenues to invest in the creation of affordable and workforce housing opportunities.

By acquiring and redeveloping properties that generate returns on investment, we should be able to plow these revenues back into the neighborhood for the purpose of supporting affordable and workforce housing that will often require such investments. This approach is both a desirable outcome for the neighborhood—creating a diverse mix of residents and generating higher property tax receipts, for instance—and a necessity to reach the scale of

investment needed to turn the tide of student rental investment while achieving affordable and workforce housing goals.

The basic “cascade” approach for a successful investment strategy, in terms of how a land acquisition and development tool will be deployed, is as follows:

1. **“Match make”** – that is, purchase properties to pair with prospective homeowners. In these cases, the goal of land acquisition is to purchase properties before student rental investors do (or better yet, facilitate direct sales of properties from sellers to homebuyers). In short order, sell these properties to homebuyers who can afford the homes without further interventions. Compass Group members suggest that demand already exists but that it is not being met because development favors more lucrative supply to student tenants. (The only way to accurately measure the depth of this demand is to test it in real life by providing product for non-student households.) On the other hand, the poor condition of much of the housing stock and market dynamics that favor student rental investors will require investment to attract homeowners and non-student tenants.
2. **“Bridge the gap”** – meaning purchase properties that, with minimal investments, will appeal to homeowners or landlords who serve families. For example, buy a home that is somewhat above the range of being affordable to a family and pair the home with second mortgages or rehab-repair funds to make it appealing and affordable. These homes will require more work and resources, but will be more plentiful than the “matches” shown above.
3. **“Change the math”** – these interventions will look more to the medium- and long-term, with a need for gaining sufficient site control to build a product that can attract homebuyers or family renters at reasonable cost. For example, we might acquire multiple adjacent lots and then propose a townhouse development to better distribute land costs.

4. **“Leverage the market”** – that is, consider deals that generate financial returns through market rate sales and rentals to homeowners or renters (including students). Use the cash flows generated to invest in higher priorities for the community, such as workforce homeownership and affordable rental creation. For example, acquire land to build condos on Rosemary Street and sell most units at prices as high as the market can bear. Through a binding agreement, reinvest a portion of profits into helping “bridge the gap” or “change the math” for the creation of other housing in the neighborhood. This category may be the most difficult to achieve but is critical for creating lasting and financially sustainable change.

### A Range of Housing

Once a land bank acquisition tool establishes site control, Self-Help envisions a multi-faceted strategy of development in the Northside. Reflecting the "portfolio approach" described in the previous section, we believe that development should target a wide range of market needs. Past efforts at redeveloping the Northside have primarily featured affordable housing, hence the development of relatively large amounts of public housing serving people at near poverty level, and the less plentiful but still prominent development of affordable rental and homeownership units serving people under 80% AMI. Clearly the need exists in Northside and the broader community for these types of housing, but we recognize that they should be just part of a balanced development approach. The approach we recommend balances the following housing types within the geographic boundaries of Northside:

- Affordable housing serving below 80% AMI, with an emphasis on two types of affordable housing: 1) rental housing for those below 60% AMI, particularly through Low Income Housing Tax Credits for dense multi-family development that makes the most efficient use of subsidies and 2) housing for first-time homeowners at roughly 50% to 80% AMI, of the sort created by non-profit housing providers, with an emphasis on townhomes or other housing types that make efficient use of

land and therefore subsidies.

- Workforce housing serving households earning between 80% and 120% AMI. These homes should include a wide variety of housing types. Some of these buyers will require subsidies, particularly at the lower end of the 80% to 120% income range. Workforce housing is a critical need in the broader Chapel Hill/Carrboro community and few existing resources are available to serve the need, since federal dollars are mostly limited to households who earn below 80% AMI (as is appropriate given the purpose of the funding streams).
- Housing for market rate buyers who earn over 120% AMI and should be able to afford any of a variety of housing types from detached single-family homes to condominiums, and who require no subsidy. By acting strategically, homes built for market rate buyers in this income range can be used to generate revenues to help subsidize affordable and workforce housing.

The table on the following page summarizes the range of housing choices this plan can help facilitate. The intent is for the emphasis of the work to be put into creating housing opportunities for households who earn below 120% AMI; these are the members of the workforce for whom Northside has traditionally been a stronghold and for whom housing options in the Northside (and the surrounding towns) have diminished. The preservation, renovation and creation of subsidy-dependent affordable housing—from public housing through homeownership—will be critical to the **retention** of existing residents and to serve “peers” of these residents in terms of maintaining socioeconomic and racial diversity. The **attraction** of new residents can best be served by focusing on housing repair, renovation, and new housing development for individuals up to 120% AMI. Much of this work will require investments because it is difficult to serve people in this income range in Northside while generating revenues (profit). Thus, the final range of housing shown in the below table is for households earning more than 120% AMI.

We expect these households to be attracted to the Northside given its proximity to downtown Carrboro, downtown Chapel Hill and the University. Development of housing for families who earn more than 120% AMI, and for students, can help leverage resources to support development of the affordable and workforce housing that is the central focus of this plan. Taken together, this retention-attraction-leveraging approach will work to achieve community aspirations for the Northside. It will help leverage what could be potential development pressures (development of higher income housing) into opportunities (resources to support affordable and workforce housing). This approach will help balance the Northside market.

<b>Building A Range of Housing Choices in the Northside<sup>^</sup></b>				
	<b>RETENTION OPPORTUNITIES</b>	<b>ATTRACTION OPPORTUNITIES</b>		<b>LEVERAGE OPPORTUNITIES</b>
	<i><b>Affordable Housing (&lt;80% AMI with grants provided)</b></i>	<i><b>&lt;80% AMI with no grants provided</b></i>	<i><b>80-120% AMI</b></i>	<i><b>&gt; 120% AMI</b></i>
<b><i>Current stock</i></b>	76 public housing units, roughly 66 other subsidized affordable homes, and 32 Housing Choice Voucher holders for a sum of 174 subsidized units out of 810 total units in Northside.	Most non-student housing units are occupied by residents at <80% AMI but this is changing—as stock turns over it becomes unaffordable at <80%.	~ 10% of housing units are occupied by residents in this income range and stock affordable to the lower end is turning over.	~ 12% of housing units are occupied by households that earn >120% AMI.
<b><i>Currently provided by...</i></b>	Housing Authority, EmPOWERment, Inc., Habitat for Humanity, and Community Home Trust.	Long-term owner-occupants and private landlords.	Existing owner-occupants and private landlords.	Existing owner-occupants and private landlords.
<b><i>Future housing creation ideas</i></b>	A Low Income Housing Tax Credit development for <60% AMI renters, and first-time homeownership opportunities for <80% AMI buyers.	Creation of new stock for this income level without grants is nearly impossible. Repair and renovation loans could help.	Creation of new stock for this income level, some with subsidy and some without.	Creation of new stock for this income level, in order to create revenues/subsidy for other housing.

<sup>^</sup>For the purposes of this table students are not included as < 80% AMI residents. Data comes from 2010 census, 2011 American Community Survey, and the *Northside Baseline Report*; income data are for census tract 113, which includes higher income units in areas adjacent to the Northside.

## Implementation Structure

The Compass Group and Resource Group, both of which we formed at the outset of our planning work, have provided valuable insight and direction. Moving into the implementation phase, members of these groups, along with other community partners, should form a “Working Group” of roughly 15 individuals who represent different community interests and entities; the purpose is to guide the hands-on implementation process.<sup>7</sup> The Working Group will provide direct oversight of implementation and help coordinate community partners, institutions, residents, and prospective residents in implementation programs.

To make the Working Group effective and encourage continuity of process, the Jackson Center should continue in its role as convener and community organizer and should hold a seat on the Working Group. The Working Group should also include residents (including students), a Self-Help staff member, advocates, and other stakeholders (e.g., UNC and Town staff); people who are committed to the vision of Northside, as affirmed by the Compass Group in coordination with focus groups, and believe that the vision will come about through dedicated and focused work. It is critical for the Working Group to be a mix of “do-ers” who make sure day-to-day activities moves forward and “see-ers” who understand the big picture and keep that vision front and center. Residents already consider the Jackson Center essential. Staff members of the Center have been working in the neighborhoods to build bridges between the University, Towns, and Northside communities since 2005. They have become trusted by neighbors for their dedication to learning the histories and values of community members and reciprocating with youth media programming, schools outreach, community journalism, public history and festival events, organizational support for the local food distribution center, community forums, and

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<sup>7</sup> As of the date of this revised version of the report, the Compass Group has assumed the role of the Working Group. Other implementation structures include a “partners group” consisting of staff from the Towns, University, Jackson Center, and Self-Help; and also a non-profit housing developers group.

coalition and policy leadership. The Center is a hub of collaborative preservation and advocacy. The Center importantly complements Self-Help's technical expertise in finance and track record of land banking and community-driven real estate development.

## Next Steps

Between the *Northside and Pine Knolls Community Plan* and this *Northside Housing MAP*, the framework for how to engage in Northside is well-established. Northside residents and their many allies are energized and ready to take action. The critical missing ingredient is a commitment of financial resources, particularly by the Towns of Chapel Hill and Carrboro and the University, supplemented by philanthropic contributions and economic development investment necessary not only to building but to sustaining the vitality of Northside.

Without significant financial resources, the implementation of the many important strategies outlined in current plans will be difficult at best. **Financial resources will enable two critical elements from which all other strategies will flow: 1) acquisition of properties in the Northside, to provide the site control that is a pre-requisite for community self-determination and 2) ongoing neighborhood organizing capacity/support to carry the work forward in a way that is grounded in the community .** If either of these two ingredients is missing, implementation will fail. If both are present, there will be the site control and organizing capacity to allow for other strategies to succeed.

In our opinion, the opportunity to create meaningful, sustainable change in Northside is here for the taking. The social and financial upside is tremendous, while the downside is small. Now is the time to move from studying and planning to doing and acting.

Appendices

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Appendix A. Intentionally Left Blank**Error! Bookmark not defined.**  
Appendix B. Community Process ..... iii  
Appendix C. Northside Baseline Report.....ix



## Appendix A. Intentionally Left Blank

## Appendix B. Community Process

The Compass Group held its first meeting on September 25<sup>th</sup>, 2012, and the Self-Help and Jackson Center teams introduced themselves to participants, while sharing the purpose, process, and desired outcomes of the Compass Group meetings. Staff also described the key takeaways from the market assessment, and the strategy framework of Retention, Attraction, Transition, and Balancing the Market. Participants received copies of the *Northside Baseline Report* and czb's market analysis and encouraged to choose the strategy framework focus area they were most interested in.

Throughout October, Compass Group members facilitated focus group meetings in and around Northside, where residents, students, and other members of the greater community discussed the issues around their focus area, the strengths Northside has related to that focus area, and came up with further questions to bring back to the Compass Group. These meetings stimulated conversation with neighborhood residents, and many people who came to these initial focus group meetings continued to attend meetings throughout the fall.

Early in October, the Self-Help and Jackson Center team met with UNC staff, including Gordon Merklein, Linda Convissor, Dean Blackburn, and Taffye Benson-Clayton to present the findings of the *Northside Baseline Report* and update them on the community meetings that had taken place thus far.

The Resource Group first met the week of October 22<sup>nd</sup>. At the initial meetings, participants learned about baseline report findings and the results of Compass Group meetings. Self-Help and Jackson Center staff encouraged Resource Group members to think of ways their organization could support the work underway. Also in October, several of the Self-Help and Jackson Center staff made a presentation to the board of EmPOWERment, Inc. to update them on progress thus far and get their feedback, as they have been engaged in the Northside community for many years.

Concurrent to the October meetings specific to Northside, the Carrboro Planning Board held a 3-part dialogue session around

affordable housing issues in Carrboro. Self-Help staff members attended these sessions, presented on the current work in Northside as it relates to broader policy/market challenges, and participated in a dialogue about impediments and other issues related to affordable housing provision in Carrboro. These meetings gave Carrboro planning staff, Planning Board members, and Board of Aldermen members a sense of greater affordability issues and the work happening in Northside, part of which is located within Carrboro's jurisdiction.

On October 30<sup>th</sup>, we convened a second Compass Group meeting to discuss the focus group conversations and determine the direction to pursue next. On Saturday, November 17<sup>th</sup>, 2012 Compass Group members and other invited guests came to a "game planning" session facilitated by the Jackson Center and Self-Help. Facilitators divided the approximately 25 people in attendance several into focus area groups, each with a large map of the neighborhood, markers, stickers, and other tools to map out the issues within their focus area. Afterwards, facilitators from each group presented the "game plans" to the larger group, and encouraged further conversation around the ideas and questions that emerged. This game planning session placed the strategy framework into a geographical context. Participants identified areas of the neighborhood that were under the most pressure of transition, as well as streets or blocks that had high rates of long-term residents, and so on. Collectively, we identified strengths and challenges on a block-by-block basis throughout the neighborhood. This mapping exercise led to the creation of the geographically-specific strategies portrayed in the Strategic Priorities map shown in the body of this document. In addition, at the meeting we identified a network of residents who could help engage other residents in the process.

One of the first actions that came out of the November 17<sup>th</sup> session was the creation of an "early warning network." Neighborhood leaders distributed letters to Northside residents and property owners just before the Thanksgiving holiday, alerting owners, neighbors, and property heirs in Northside that there is an effort underway to educate residents about transition options and help

match them with interested homeowners. Five Compass Group members signed the letter and they serve as the first point of contact for interested neighbors who may be transitioning out of their home in the future.

In early December, the Self-Help and Jackson Center team, along with market analyst consultant Charles Buki, met with UNC's Chancellor and invited staff to discuss the community's work thus far and identify areas where UNC could contribute to the effort.

We convened a fourth Compass Group meeting on December 13<sup>th</sup>, where members discussed important tools under development, including acquisition tools, the early warning network, and other broader tools. Break-out groups in the four focus areas discussed action items that had been identified for their strategy area, picked 3-5 most important action items that can be implemented immediately, and defined action steps to reach that goal, a timeframe for implementation, and point people that would be key to implementing the item. This session helped to clarify immediate community needs and focused the Compass Group's efforts on strategies that they could get involved in immediately.

On January 16<sup>th</sup>, Resource Group members participated in a second meeting, where facilitators presented attendees with the action items identified by the Compass Group, and encouraged them to brainstorm additional strategies and next steps. Some notable outcomes from these Compass Group and Resource Group meetings include a Making History Tangible task force, which is presently designing gateway signs and other materials to convey the neighborhood's identity. Additionally, Self-Help and Jackson Center staff held a lunch-and-learn with a select group of area Realtors, where they exchanged information about current buyers, what they are looking for, and how best to market properties in Northside in such a way that emphasizes the community and cultural history in the neighborhood.

On February 28<sup>th</sup>, the Compass Group convened again to discuss strategies, such as land bank acquisition and a development portfolio, in depth. They also reviewed the first draft of the

*Northside Housing MAP* and provided feedback. This meeting focused on the larger picture of how to implement these strategies at the necessary scale. Participants talked through what increased density would look like, who we would want to serve with housing in the neighborhood, and what sorts of housing types and costs would be an appropriate match.

### **Compass Group – Roster of Participants**

<b>Name</b>	<b>Affiliation</b>
Anita Booth	Northside resident
David Mason	President, Lincoln High Alumni Association Former Northside resident
Donna Bell*	Northside resident, Chapel Hill Town Council member
Heather Reagan	Northside resident, Community Home Trust homeowner, small business owner in Midway Business District
Jane Farrar	Northside resident, retired UNC employee
Janie Alston	Northside resident
Josh Davis	Northside resident, UNC employee
Kathy Atwater	Northside resident, retired UNC employee
Loryn Clark*	Neighborhood and Community Services Manager, Town of Chapel Hill Planning Department
Keith Edwards	Northside resident, retired UNC employee
Matthew Fearrington	Northside (Lloyd-Broad) resident, retired UNC employee
Patricia Jackson	Former Northside resident
Reginald Hildebrand	UNC Professor, member of St. Paul AME
Scott Beavers	Pine Knolls resident, Town of Chapel Hill employee
Taffye Benson Clayton*	Vice Provost of Diversity and Multicultural Affairs, UNC Chapel Hill
Terrence Foushee	Staff member at Teen Center, Northside family connections
Will Leimenstoll	UNC Student Body President
Willis Farrington	Former Northside resident, St. Joseph CME Assistant Pastor

\* Ex-officio member

**Resource Group - Roster of Participants**

<b>Name</b>	<b>Title and Organization</b>
Aaron Bachenheimer	Director, Fraternity & Sorority Life and Community Involvement, UNC
Aaron Nelson	CEO, Chapel Hill-Carrboro Chamber of Commerce
Al McSurely	Civil Rights Attorney, McSurely & Turner and Asst. Secretary, CH-Carrboro NAACP
Bethany Chaney	Carrboro Planning Board Chair. [Anywhere as facilitator]
Cheri Szcodronski	Executive Director, Preservation Chapel Hill
Clay Turner	Civil Rights Attorney, McSurely & Turner
Delores Bailey	Executive Director, EmPOWERment, Inc.
Desiree Goldman	Realtor, RE/MAX Winning Edge
Drew Robinson	Vice President for Homeownership Initiatives, DHIC, Inc.
Esphur Foster	Northside resident
Fred Battle	Former president of NAACP
Gordon Merklein	Executive Director, Real Estate, UNC
Herman Foushee	Business consultant, former Northside resident
Jim Merritt	Former Town Council member
Kristen Smith	Director of Public Policy and Member Engagement, Chapel Hill-Carrboro Chamber
Langston Harris	Intern, Preservation Chapel Hill
Larry Short	Real Estate Developer and Northside advocate
Lee Storrow	Council member, Town of Chapel Hill
Linda Convissor	Director of Local Relations, UNC
Maggie West	Program Coordinator, Community Empowerment Fund
Mariana Fiorentino	Founder, Terra Nova Global Properties
Mark Chilton	Mayor, Town of Carrboro
Mary Jean Seyda	Chief Operating Officer, CASA
Meg McGurk	Executive Director, Chapel Hill Downtown Partnership
Megan Wooley	Housing and Neighborhood Services Planner II, Town of Chapel Hill
Molly De Marco	Public health researcher at UNC, Justice United

	member
Nate Davis	Center Supervisor, Hargraves Community Center
Pilar Rocha-Goldberg	President/CEO, El Centro Hispano
Robert Dowling	Executive Director, Community Home Trust
Scott Radway	Founder, Radway Design
Susan Levy	Executive Director, Habitat for Humanity
Tim Stallman	Head of Counter Cartographers Collective
Tina Vaughan	Director, Chapel Hill Department of Housing
Todd LoFrese	Assistant Superintendent for Support Services, Chapel Hill-Carrboro City Schools
Trish McGuire	Planning Director, Town of Carrboro
Vernelle Jones	Former resident, owns a property in Northside
Will Lambe	Director, Community & Economic Development Program, UNC School of Government
Will McInerney	Executive Director, Sacrificial Poets
Yvette Holmes	Director of Community Partnership & Development, DHIC, Inc.

## Appendix C. NORTHSIDE BASELINE REPORT





**Northside Progress Report for Town of Carrboro Board of Aldermen**  
**November 24, 2015**

This document summarizes work Self-Help and its partners have completed to date in implementing the Northside<sup>1</sup> Neighborhood Initiative (NNI). Our staff continue to work to implement the NNI, including the Northside Land Bank. Please note that we continue to partner closely with the neighborhood-based Jackson Center, whose staff plays an essential role in all of our activities. Since the NNI launch in March 2015, our shared efforts have included:

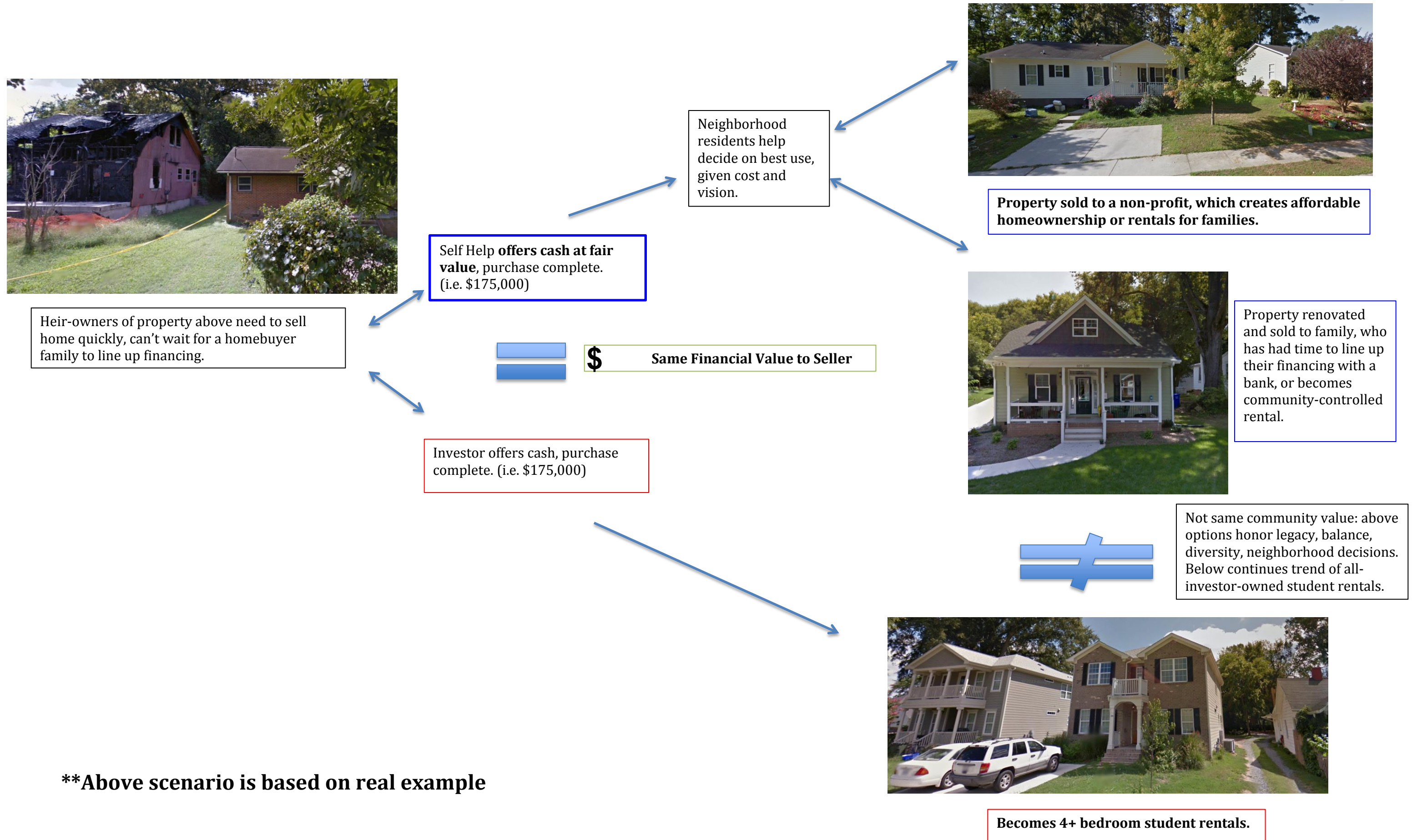
- Acquisition and management of five properties in the Land Bank, with ongoing attention to a list of approximately 50 target properties that we believe are either at-risk of transition or of particular strategic importance.
- Regular meetings with the “Compass Group,” the gathering of Northside neighborhood representatives who provide ongoing guidance and support of the NNI.
- Ongoing conversations with non-profit development partners—including CASA, the Community Home Trust, Empowerment, and Habitat for Humanity—to work together to implement the NNI.
- Monthly coordinating meetings with representatives from UNC, Town of Chapel Hill, Town of Carrboro, Jackson Center, and others as needed. Areas of focus have included baseline data collection, coordination around code enforcement, and other information sharing.
- Completed work in partnership with the NCSU College of Design, which developed concepts for a Town of Chapel Hill-owned property that could be used to develop affordable housing.
- Received a significant amount of private foundation funding for NNI implementation.
- Launching the innovative Promise of Home pilot program to make critical repairs for low-income seniors in the Northside, in partnership with other non-profits and contractors. Five homes will be repaired this winter.
- Continued work to establish a pipeline of households with an interest in Northside, and to connect these families to mortgage lenders and homebuyer counseling agencies.
- Began implementing a “Northside Census” to establish detailed baseline data and help inform program development and outreach.

We will continue to work on the above activities, and welcome the Town of Carrboro’s continued involvement. Please do not hesitate to be in touch with our project coordinator, Dan Levine, at [dan@self-help.org](mailto:dan@self-help.org).

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<sup>1</sup> The phrase “Northside” is inclusive of Carrboro’s “Lloyd-Broad” neighborhood.

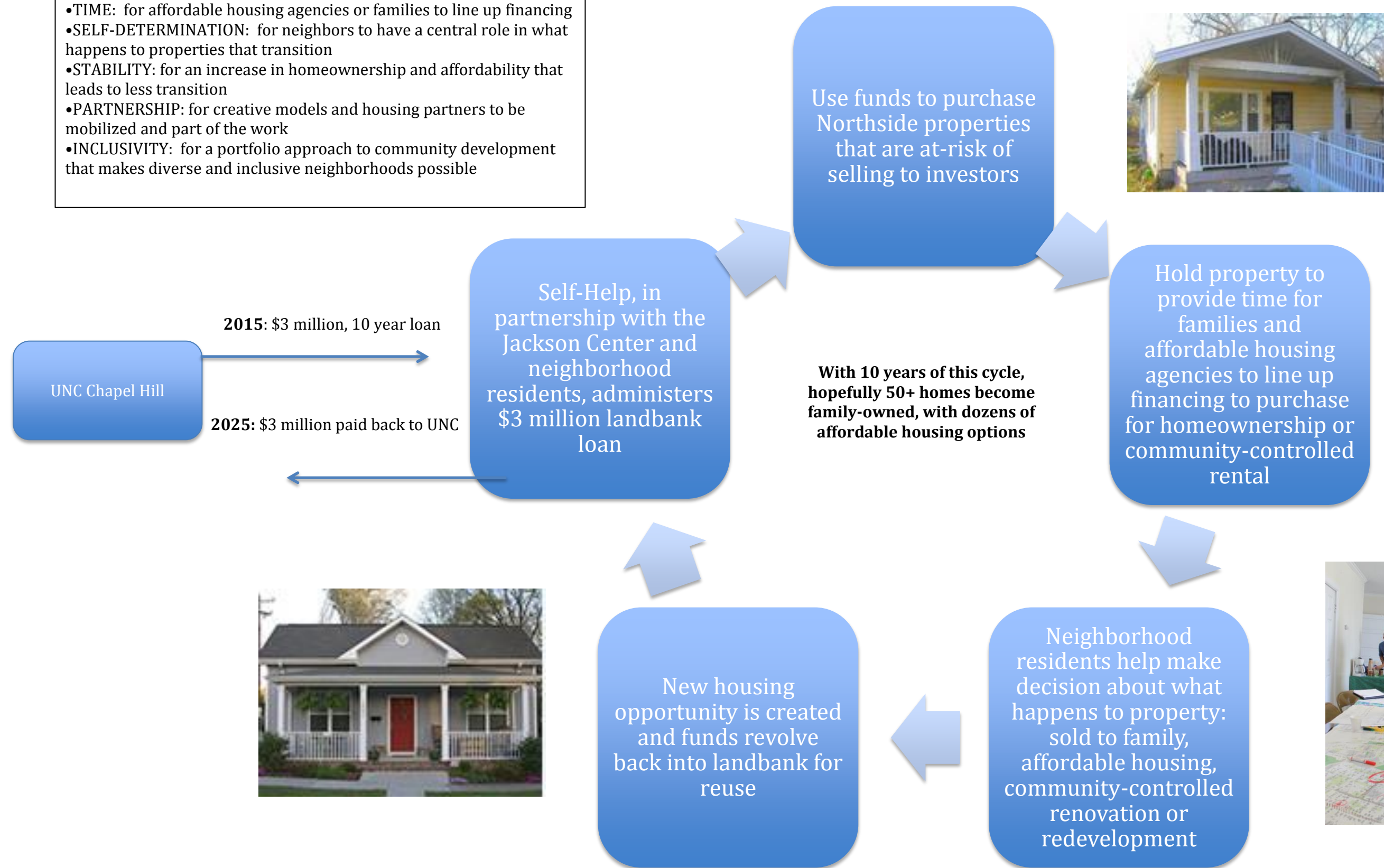
# Process of Land Bank Acquisition vs. Investor Acquisition





What the land bank enables:

- TIME: for affordable housing agencies or families to line up financing
- SELF-DETERMINATION: for neighbors to have a central role in what happens to properties that transition
- STABILITY: for an increase in homeownership and affordability that leads to less transition
- PARTNERSHIP: for creative models and housing partners to be mobilized and part of the work
- INCLUSIVITY: for a portfolio approach to community development that makes diverse and inclusive neighborhoods possible



## Northside Neighborhood Initiative FAQs

### **Q. What is the Northside Neighborhood Initiative?**

A. The Northside Neighborhood Initiative (NNI) was announced March 9, 2015. It is a partnership among neighborhood residents, UNC, Self-Help, the Jackson Center, the Town of Carrboro, and the Town of Chapel Hill that pursues a shared vision for the historic Northside Neighborhood: a family-friendly, multi-generational community that balances the needs of long-term residents, new residents, homeowners, renters and students.

Durham-based nonprofit Self-Help is utilizing a \$3 million no-interest loan from UNC to lead the acquisition and resale of properties in the Northside to create housing opportunities that are consistent with community goals and vision. Self-Help is working closely with the grassroots nonprofit Jackson Center, and in close collaboration with neighborhood residents, non-profit housing providers, local government, UNC, and other partners.

The NNI seeks to build on a long history of creative and courageous leadership among the people who live in Northside. It advances ongoing efforts of non-profit organizations like EmPOWERment, Inc., Habitat for Humanity, and the Community Home Trust, that have worked together over the years to promote and to build affordable housing and to conserve the unique strengths of the neighborhood.

### **Q. What is the vision?**

A. The vision is to maintain and strengthen a vibrant, diverse, family-friendly neighborhood that includes elders, students, families, and others and honors the history of Northside.

### **Q. What are the goals?**

A. The NNI is designed to balance housing types in the neighborhood, in order to preserve the future of Northside as a community that serves homeowners and renters from a wide variety of backgrounds with an emphasis on people who work in Chapel Hill and Carrboro, by pursuing the following specific goals: 1. Helping long-term residents who want to stay in Northside remain in their homes; 2. Attracting new residents – a balance of working families, seniors and students – from diverse backgrounds; and 3. Increasing the availability of housing and financing options for neighborhood properties

### **Q. How does the initiative work?**

A. Self-Help works alongside the Jackson Center, and in close collaboration with neighborhood residents, in order to identify and acquire properties for renovation and redevelopment. Utilizing the loan from UNC, Self-Help seeks to buy properties for the “Northside land bank”, where they are maintained until ready for conversion to homeownership or rental housing consistent with the goals of the community, general in partnership with other housing developers.

### **Q. What is the Northside land bank?**

A. We use the phrase “land bank” to mean a mechanism by which property can be strategically acquired, assembled, and converted to serve a community purpose. Self-Help formed the Northside land bank to gain control of key properties that can help support neighborhood goals. Self-Help looks to

acquire properties from owners looking to sell, and makes these properties available for purchase by homeowners, non-profit housing providers, and others responsive to neighborhood interests.

**Q. How can I purchase a property from the Northside land bank?**

A. If you are an individual buyer or represent an organization, and would like to inquire about property availability, please be in touch with the Jackson Center so they can add you to the contact list.

**Q. What if I want to sell my property in Northside?**

A. If you own property in Northside and are thinking about selling, please be in touch with the Jackson Center to talk more about your interests.

**Q. Does the initiative affect students?**

A. Students committed to being invested citizens of Chapel Hill have been leaders in making this effort possible. Students in the future will have an opportunity to live in vibrant, diverse community and expand their education and learn the history underneath their feet. Also, current and former students have for years played an active role by working as fellows, volunteers and full-time employees at the Jackson Center and other organizations active in the neighborhood. The NNI also seeks to reach out to rental property owners to establish intentional housing for undergraduate and graduate students.

**Q. Do other town-university-neighborhood initiatives exist in the U.S.?**

A. The idea of “town-gown” collaboration with specific neighborhoods is not common but there are examples across the country that help inspire NNI. We believe the NNI is unique in the scope of the vision, as well as in the commitment to authentic grassroots, community-based involvement in planning and implementation. Also, most other such initiatives focus on revitalizing disinvested communities adjacent to campuses, work that is important but in some ways less complex than NNI’s aspirations to balance needs in a community that has seen extensive investment in particular types of housing.

**Q. Why is the Northside Neighborhood the focus of this unique effort?**

A. Northside is not just a geographic area. This community is inclusive of all who live, work, worship, and play here. Residents of Northside have built, sustained, and served Carrboro, Chapel Hill and UNC for generations. The neighborhood remains one of the most diverse, vibrant, and culturally important neighborhoods in Chapel Hill/Carrboro.

**Q. How can I get involved?**

A. Please be in touch with the Jackson Center if you would like to learn more or offer your time to help the NNI succeed.



# Town of Carrboro

Town Hall  
301 W. Main St.  
Carrboro, NC 27510

## Agenda Item Abstract

**File Number:** 15-0380

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**Agenda Date:** 11/24/2015

**File Type:** Agendas

**In Control:** Board of Aldermen

**Version:** 1

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### **TITLE:**

#### **Update on Policing in Carrboro**

**PURPOSE:** The purpose of this item is to provide an update on policing in Carrboro since the last community forum

**DEPARTMENT:** Police Department

**CONTACT INFORMATION:** Chief Walter Horton

**INFORMATION:** The Carrboro Police Department continues to be proactive in attempts to eliminate racial profiling and bias. Suggestions from the community and the Orange County Bias Free Policing Coalition to the Carrboro Police have been reviewed and will continue to be utilized in the future. Ideas and suggestions that are feasible and meet the needs of the community and the department will be implemented. Attached you will find a copy of the response (Attachment A) providing an update on what has already taken place.

Since our June 2015 response to the Orange County Bias Free Policing Coalition, we continue to move forward with implementation of ideas and suggestions presented. There has been more progress on items reported in June as well as new initiatives. It is imperative that we continue to build trust with the community we serve. Trust is the cornerstone on a positive relationship between communities and police.

Since the response, the Carrboro Police instituted a mandatory written consent to search form for vehicles, residences and other property. All officers seeking consent to search a person shall receive written consent from the individual operating or the owner of the vehicle. At the time of this memo, there have been no written consent searches since implementation on July 6, 2015.

In an effort to more efficiently track and monitor citizens' complaints, the police department recently purchased new software that allows complaints to be lodged and tracked against officers. With this system, we will be able to identify any trends in misconduct by an individual so the department can intervene according to policy, and then provide supplemental training and/or dismissal, if deemed necessary. In an effort to be more transparent, the number of complaints and their disposition will be compiled on a quarterly and annual basis

made available on our website and annual report.

We continue to work on policy review. Some policies have been updated and others added, such as the Written Consent Policy and Bias Based Policing Policy. Once completed, all policies will be available online for citizens to review. However, operational procedures will not be shared online. Sharing of this sensitive information could compromise the safety of officers, citizens, and be detrimental to our ability to respond to certain situations.

The department is continuing to deploy Mobile Video Recording (MVR) devices in all new cars purchased by the Town. Up to five more MVR systems will be purchased this fiscal year for deployment. Policy development continues for Body Worn Cameras (BWC). Cooperation with the NC ACLU, Carrboro Board of Alderman and police department has addressed many concerns ranging from privacy issues to retention of footage. We hope to have a final policy ready by the beginning of 2016 for the Board to approve a resolution for the use of BWC by the police department.

At our first community forum, James Williams, Lead Public Defender for Orange and Chatham Counties, presented a report which looked at traffic stops and searches completed by the Carrboro Police Department. The report was authored by Professor Frank Baumgartner of UNC. Professor Baumgartner analyzed traffic stop data from the period 2002-2013. This report found that there was a disparity between the number of black citizens who were stopped and searched as compared to white citizens. After reviewing the report, Carrboro Police staff noticed that there were some issues with the data used in the report. It was found that due to an error in the Records Management System software, the type of search reported to the state from the traffic stop report was potentially incorrect in many cases. Additionally, the amount of officers reported to have worked at Carrboro Police Department during this period was in error. Carrboro Police contracted Dr. Deborah Weisel of NCCU to review the report prepared by Professor Baumgartner and the data used in the report. Dr. Wiesel's review of the corrected data also concluded that a disparity existed, but smaller in number. We are trying to identify what factors cause the disparity and see if officer behavior contributes to this disparity.

In an effort to reduce the disparity, the Carrboro Police Department will change the focus of our traffic enforcement. Officers will shift enforcement priorities to those of moving violations, such as speeding, driving while impaired, and stop sign/light violations, which are major safety and quality of life concerns in Carrboro, instead of enforcing minor violations such as expired registration and turn signal violations. After all, Carrboro prides itself on being a pedestrian and bike-friendly community. The community should not be concerned, the Carrboro Police will never sacrifice the safety of the citizens, but we do feel that this new approach, which is being used in other communities, will address some of the disparity issues we are facing with our traffic stops. As we move forward with this new approach to enforcement, we will monitor for any unintentional consequences, such as an increase in traffic accidents, crime rates and any other concerns that may jeopardize the safety of the community. If this does occur, and we see an increase we will evaluate this strategy and adjust

our priorities.

Most recently, the Carrboro Police hosted its first Citizen Police Academy (CPA) on October 24, 2015. Nine members of the community from various backgrounds participated in the pilot academy. The goal of the CPA is to provide participants with a chance to get an up close and personal look at the Carrboro Police Department and provide participants with a chance to learn the how-and-why behind policing. With feedback from participants, we hope to improve future classes. We are confident that this program will help foster greater understanding, cooperation, and communication between the police department and the greater community.

Law enforcement all over the country has faced major scrutiny about their decisions concerning the use of force and use of deadly force. Officers often have to make split-second decisions about appropriate use of force in their jobs. Police administrators and the Town of Carrboro have the duty and responsibility to provide our officers with the best training available, to allow them to perform their job correctly. To provide this type of training to the police department, a Firearms Training Simulator (FATS) shall be purchased during FY2016-17. This simulator purchase will be made with Federal Asset Forfeiture funds, meaning it will be no cost to tax payers. This will allow officers to train in a replicated real-world environment on critical skills including threat-recognition and decision-making-under-stress.

As the Carrboro Police Department moves forward, there are several more items we hope to accomplish. We are working hard on working on new ideas to bring to the citizens of Carrboro to improve the relationships between the police department and members of the community. Some next steps include improving our data collection. With the recent forums, we have been asked to provide more data on our actions and present this to the public. We are in the process of identifying data in our Records Management System (RMS) that can provide insight in to our daily operations. Some of this information will include more details on our traffic stops, arrests, and use of force.

We are also looking at expanding our Community Policing efforts by hosting smaller community meetings within the Town. We currently break the Town up in to four patrol districts each includes various neighborhoods. While all citizens have the same concerns overall about safety, each community may have their own issues and concerns they want addressed. Meeting with each neighborhood will allow us to identify those concerns and work hand in hand with the individual communities to address their needs. Neighborhoods would include Broad and Lloyd, Collins Crossings, Lake Hogan Farms, Claremont, Lincoln Park, and Cates Farm among others.

In order to provide and expand services to the community, the police department is looking at staffing needs to meet these goals. We are looking at ways to add additional officers to provide more community outreach and programs that would be beneficial to the Town of Carrboro. We are also considering hiring a Police Analyst to capture and provide data to the community in quarterly and annual reports.



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**Agenda Date:** 11/24/2015

**File Type:**Agendas

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**Version:** 1

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These actions we are taking are an ever evolving process, and will take time to accomplish. The members of the Carrboro Police Department are dedicated to continue to make our community safe and improve our partnership with the community

**FISCAL & STAFF IMPACT:** Fiscal and staff impacts, as yet undetermined in extent, can be anticipated from implementation of the goals and strategies.

**RECOMMENDATION:** Staff recommends the Board accept this report

ATTACHMENT A

June 16, 2015

Orange County Bias Free Policing Coalition:  
James E. Williams, Jr.  
Malcolm "Tye" Hunter  
William Hendrick

Re: Policing Reform Recommendations

Dear Mr. Williams, Mr. Hunter and Mr. Hendrick:

We would like to thank the Orange County Bias Free Policing Coalition for taking the time to carefully examine the issues of racial profiling and bias by police, and looking more closely at how these issues might affect our local police and sheriff departments within Orange County and providing the Police Reform Recommendations. It is an issue that the Board of Aldermen also takes very seriously, and is actively pursuing and continually improving within the Carrboro Police Department.

The Board of Aldermen are also very thankful and proud of our Police Department for being proactive on this topic and making strides to eliminate racial profiling and bias in Carrboro. While this is an on-going process that will likely never be "complete," we are excited to share with the Coalition the measures and programming already being employed by the Carrboro Police Department as well as future plans and actions.

The Carrboro Police Department's (CPD) current policies address all types of discrimination, including racial profiling and bias, by stating that citations shall not be issued, nor shall arrests be made, for frivolous, technical, or borderline violations. Factors unrelated to the formulation of probable cause, such as race, gender, economic status, or political or fraternal affiliation, shall not be considered by an officer in deciding whether to make an arrest. In addition, a total policy review is in the works, and explicitly prohibiting racial profiling and mitigating the impact of race during arrest are being taken under consideration during this process. Research and discussions are taking place for the consideration of utilizing written consent-to-search forms as well.

CPD Staff are being trained to develop accurate and quality reports including race reports that would be available to the Board of Aldermen. While requested information and data are always provided promptly, in the future, the department hopes to expand staff in this area to complete this and any other statistical request on a quarterly and annual basis.

Currently, vehicle stops are made based on violations of the law, probable cause, and/or reasonable suspicion. The totality of circumstance will dictate the actions of law enforcement. Officers make decisions based on their training and experience as well as any articulable fact and/or observation during each incident. No two incidents will be exactly alike and the reasonableness of each officer's actions is judged by the totality of the circumstances and applicable state and federal law.

In September, 2014, CPD implemented Mobile Video Recording (MVR) devices in three patrol cars. By the end of 2015, there will be 14 MVR outfitted vehicles. Each year as funding allows the Town will work toward outfitting all vehicles assigned to the Patrol and Community Services Divisions.

Testing for Body Worn Cameras (BWC) has taken place periodically over the last few years, even before the tragic events in Ferguson. CPD has collaborated with the local ACLU on development of policy concerning the operations of BWC and MVR. Once the policy is approved, implementation of BWC use by police officers in Carrboro will begin.

Marijuana law enforcement by CPD is already designated as low priority. However marijuana use cannot be ignored, because it is, in fact, against the law. Marijuana charges are situation dependent; officers have to use discretion depending on the circumstances in the field at the time. This may include the amount, how it is packaged and past violations and/or encounters with officers. In 2014, CPD had 689 arrests. Out of those 689 arrests, 49 individuals were charged with marijuana offenses, of these 49, 35 were given a citation and custodial arrests made up 13 of these 49 charges. In 2014, 7.11% of total arrests were for marijuana.

We are excited to share that all officers have gone through the Fair and Impartial Policing training recommended to the department by James Williams. Every new officer will also attend this training. In addition, our Human Resources Department is looking into providing racial equity training for all Town employees in the future.

On June 29, from 7:00-9:00pm at Carrboro Town Hall, the second Policing in Carrboro Public Forum will take place. The first was well attended and took place in October of 2014. The purpose of these forums is to increase civilian involvement, input and understanding of policing in Carrboro. This is an opportunity for citizens to voice their concerns, ask questions, and learn about how CPD operates. Chief Walter Horton and his staff closely listen and evaluate the comments and recommendations they receive from the forum and decide if and how they can implement or make changes within CPD.

From staff research, trends show citizen review boards are much more prevalent in large communities and large police departments. In a small department such as Carrboro's, the Board of Aldermen provides oversight for the police department's actions and the way our community is policed in the same way a citizen board would in a larger city.

We look forward to continuing these efforts with the input and consideration of the Coalition and are confident that together we can decrease racial profiling and bias of police in Carrboro. If we can further address any of the previously discussed issues, please contact us. Additionally, we hope to see Orange County Bias Free Policing Coalition representatives on June 29<sup>th</sup> at the next Policing in Carrboro Public Forum.

Please feel free to share our comments with the other members of the Orange County Bias Free Policing Coalition.

Sincerely,

Lydia E. Lavelle  
Mayor

cc: Police Chief Walter Horton, Town of Carrboro



# Town of Carrboro

Town Hall  
301 W. Main St.  
Carrboro, NC 27510

## Agenda Item Abstract

**File Number:** 15-0386

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**Agenda Date:** 11/24/2015

**File Type:** Agendas

**In Control:** Board of Aldermen

**Version:** 1

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### **TITLE:**

A Request to Make an Appointment to the Greenways Commission and Amend Expiration Months of Current Members

**PURPOSE:** The purpose of this item is to make an appointment to the Greenways Commission and amend the expiration month of current members.

**DEPARTMENT:** Town Clerk

**CONTACT INFORMATION:** Cathy Wilson, 918-7309

**INFORMATION:** The Greenways Commission currently has one vacant seat. Charlie Hileman, the Chair of the Greenways Commission, provided the applicant recommendation forms. Applications were received from Danai Adkisson, Ethan O. Beattie, and Don Skiba.

The Town Clerk requests that the expiration month of the Greenways members be changed to February to match the expiration month of other advisory boards. This will assist in making the recruitment and appointment process more efficient. A Town Code amendment is not needed to make this change.

**FISCAL & STAFF IMPACT:** N/A

**RECOMMENDATION:** It is recommended that the Mayor and Board discuss the applications and adopt the attached resolution.

A RESOLUTION MAKING APPOINTMENTS TO THE GREENWAYS  
COMMISSION AND CHANGING THE TERM EXPIRATION MONTH TO  
FEBRUARY

THEREFORE BE IT RESOLVED BY THE MAYOR AND BOARD OF ALDERMEN OF  
THE TOWN OF CARRBORO THAT THE FOLLOWING APPOINTMENTS ARE  
HEREBY MADE:

1. (INSERT NAME) is appointed to the Greenways Commission for a term to expire 2/2019.  
The appointment is being made to an open seat with a term expiring in 2/2016. Per the  
advisory board guidelines, appointments to unexpired terms of 12 or fewer months will be  
simultaneously appointed to the following 3-year term.

BE IT ALSO RESOLVED THAT: All expiration months on the Greenways Commission be  
changed to February to match other advisory board term expirations. The year of the existing  
term will not be changed.

ADVISORY BOARD NAME: **Greenways Commission**

Applicant(s) recommended at this time (1 per open seat)

Applicant 1: **Danai Adkisson**

Outstanding qualifications: **Would like to be involved in the community**

How applicant compliments current board composition: **Resident of the Berryhill community**

Other comments: **Recently moved to Carrboro. Application received on 5/24/2015, contacted via e-mail on 8/25. Has not attended a meeting. Recently attempted to contact again via both e-mail and phone, but no response so far.**

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Applicant 2: **Ethan Beattie**

Outstanding qualifications: **Currently involved with Friends of Bolin Creek and El Centro Hispano**

How applicant compliments current board composition: **Lawyer**

Other comments: **Application received on 12/17/2014. Contacted via e-mail on 5/21/2015. Has not attended a meeting. Recently attempted to contact via email. Contacted via phone on 11/9/2015. He is still interested in joining the board.**

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Applicant 3: **Don Skiba**

Outstanding qualifications: **Experienced in numerous volunteer activities.**

How applicant compliments current board composition: **Lake Hogan resident.**

Other comments: **Application received on 9/8/2015, and invited to meeting via e-mail. Contacted me several times, and attended the meeting on 9/21. Spoke directly with Randee as well. Recently contacted me again. Very interested in joining the Commission.**

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Continue if additional applicants are recommended





# Town of Carrboro

Town Hall  
301 W. Main St.  
Carrboro, NC 27510

## Agenda Item Abstract

**File Number:** 15-0393

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**Agenda Date:** 11/24/2015

**File Type:** Agendas

**In Control:** Board of Aldermen

**Version:** 1

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### **TITLE:**

Joint Planning Agreement Amendment to Modify Language Regarding Transition Area Resident Representation on the Chapel Hill Planning Commission and Chapel Hill Board of Adjustment

**PURPOSE:** The purpose of this item is to consider an amendment to the Joint Planning Agreement to modify resident representation on Chapel Hill's Planning Commission and Board of Adjustment.

**DEPARTMENT:** Planning

**CONTACT INFORMATION:** Patricia McGuire - 919-918-7327; [pmcguire@townofcarrboro.org](mailto:pmcguire@townofcarrboro.org)  
<<mailto:pmcguire@townofcarrboro.org>>;

**INFORMATION:** The Town of Carrboro has been a party, with the Town of Chapel Hill and Orange County, to a Joint Planning Agreement since 1987. The agreement was established to create a method for coordinated and comprehensive planning in the southeastern portion of Orange County, described for this purpose as the Orange County- Chapel Hill-Carrboro Joint Planning Area. A Joint Planning Area Land Use Plan was prepared and adopted; the Joint Planning Agreement specifies the method for implementing and revising the plan. Definitions, effective dates, and linkages with other adopted plans are spelled out in the Agreement (<http://www.townofcarrboro.org/PZI/commplanning.htm>).

A joint public hearing on the proposed amendment was held on October 15, 2015. A description of the two options proposed for modifying the Transition Area representation on the Chapel Hill Planning Commission and Chapel Hill Board of Adjustment is provided in the agenda materials from the public hearing (*Attachment B*). Draft minutes from the public hearing are provided as *Attachment C*. The Chapel Hill Town Council adopted a resolution selecting Option B on November 9<sup>th</sup> (*Attachment D*); this option modifies the requirement for representation on the Chapel Hill Planning Commission and Board of Adjustment to allow the Transition Area seat on each board to be filled by either an ETJ or Transition Area resident, unless 90 days elapses, after which time the Chapel Hill Town Council would be able to appoint a Town resident to fill the seats. At the conclusion of the hearing, the Board of Aldermen referred the proposed amendment to the Planning Board, which reviewed and recommended approval of Option B on November 19<sup>th</sup> (*Attachment E*). Amendments to the Plan and Agreement require unanimous approval of all three parties. A resolution consistent with Chapel Hill's action has been prepared for the Board's consideration.

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**Agenda Date:** 11/24/2015

**File Type:**Agendas

**In Control:** Board of Aldermen

**Version:** 1

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**FISCAL & STAFF IMPACT:** None identified in association with consideration or approval of the proposed amendment.

**RECOMMENDATION:** The Administration recommends that the Board of Aldermen consider adoption of the resolution (*Attachment A*).

A RESOLUTION AMENDING THE JOINT PLANNING AGREEMENT RELATED TO TRANSITION AREA  
REPRESENTATION ON THE CHAPEL HILL PLANNING COMMISSION  
AND BOARD OF ADJUSTMENT

WHEREAS, the Joint Planning Agreement calls for the Chapel Hill Planning Board [Commission] and Board of Adjustment membership to have representation from the Joint Planning Area (JPA); and

WHEREAS, on October 15, 2014, the Town the enacted an Ordinance expanding the Town's Extraterritorial Jurisdiction (ETJ) area by reducing the Joint Planning Area (JPA) and the associated population who might serve as members of the Planning Commission and Board of Adjustment; and

WHEREAS, the Town of Chapel Hill has proposed an amendment to the Joint Planning Agreement to modify the requirement for representation from the Joint Planning Area; and

WHEREAS, the Town of Carrboro Board of Aldermen, the Town of Chapel Hill Town Council and the Orange County Board of County Commissioners held a public hearing on October 15, 2015 to receive public comment in consideration of the proposed amendment.

NOW, THEREFORE, BE IT HEREBY RESOLVED that the Town of Carrboro Board of Aldermen approves an amendment to Section 2.7 of the Joint Planning Area Agreement to read as follows:

Section 2.7 Representation of Transition Area Residents

Chapel Hill: Chapel Hill shall revise its Land Use Development Ordinance to provide that in addition to one Extraterritorial Jurisdiction representative on the Planning Board and Board of Adjustment that the County Commission appoints one additional representative from the Joint Planning Area or the Extraterritorial Jurisdiction. If an appointment by the County Commission is unable to be secured within 90 days of a vacancy, the Town Council may fill the vacant seat with a Chapel Hill resident. Chapel Hill shall notify Orange County of any vacancies for which Orange County is to make an appointment, within ten days of a vacancy. At the request of the County Commission, the Town Council may extend the 90 day time limit.

Carrboro: Carrboro shall revise its Land Use Ordinance to provide that at least one resident of Town's Transition area shall be appointed to the Town's respective planning board and board of adjustment, in the same manner as representation of extraterritorial planning area residents is provided for in the Town's ordinance.

(DELETED TEXT)

~~Section 2.7 Representation of Transition Area Residents~~

~~Chapel Hill shall revise its Land Development Ordinance and Carrboro shall revise its Land Use Ordinance to provide that at least one resident of each town's respective Transition area shall be appointed to each town's respective planning board and board of adjustment, in the same manner as representation of extraterritorial planning area residents is provided for in each Town's ordinance.~~

This the 24th day of November, 2015.

**ORANGE COUNTY BOARD OF COMMISSIONERS  
CHAPEL HILL TOWN COUNCIL  
CARRBORO BOARD OF ALDERMEN**

**JOINT PLANNING PUBLIC HEARING  
October 15, 2015  
7:00 P.M.  
Orange County Southern Human  
Services Center  
2501 Homestead Road  
Chapel Hill, North Carolina**

**NOTE: Information is available on-line  
at the “Meeting Agendas” link at:  
<http://www.orangecountync.gov/>  
and also in the Orange County  
Planning Department or the County  
Clerk’s Office**

**NOTICE TO PEOPLE WITH IMPAIRED HEARING: Audio amplification equipment is  
available on request. If you need this assistance, please call the County Clerk’s  
Office at (919) 245-2130.**

**A. OPENING REMARKS FROM THE CHAIR AND MAYORS**

**B. PUBLIC CHARGE**

The Boards and Council pledges to the residents of Orange County its respect. The Boards and Council ask residents to conduct themselves in a respectful, courteous manner, both with the Boards and Council and with fellow residents. At any time should any member of the Boards and Council or any resident fail to observe this public charge, the Chair will ask the offending member to leave the meeting until that individual regains personal control. Should decorum fail to be restored, the Chair will recess the meeting until such time that a genuine commitment to this public charge is observed. All electronic devices such as cell phones, pagers, and computers should please be turned off or set to silent/vibrate.

**C. PUBLIC HEARING ITEMS**

- 1. Text Amendments to the Joint Planning Agreement** – Consider revisions to existing language regarding Transition Area resident representation on the Town of Chapel Hill’s Planning Commission and Board of Adjustment.

**D. ADJOURNMENT OF JOINT PUBLIC HEARING**

**ORANGE COUNTY BOARD OF COMMISSIONERS  
TOWN OF CHAPEL HILL COUNCIL  
TOWN OF CARRBORO BOARD OF ALDERMEN  
JOINT PLANNING AREA (JPA) JOINT PUBLIC HEARING  
ACTION AGENDA ITEM ABSTRACT**

**Meeting Date:** October 15, 2015

**Action Agenda**

**Item No.** C.1

**SUBJECT:** Text Amendment to the Joint Planning Agreement – Revise Existing Language Regarding Transition Area Resident Representation of the Chapel Hill Planning Commission and Board of Adjustment

**DEPARTMENT:** Planning and Inspections

**PUBLIC HEARING: (Y/N)**

Yes

**ATTACHMENT(S):**

Town of Chapel Hill Planning Staff Report

**INFORMATION CONTACT: (919)**

Gene Poveromo, Town of Chapel Hill  
Planning, 969-5069  
Perdita Holtz, Orange County Planning, 245-2578  
Craig Benedict, Orange County Planning, 245-2592  
Trish McGuire, Town of Carrboro Planning, 918-7324

**PURPOSE:** To receive public comment on two proposed options to amend the Joint Planning Agreement to revise existing language regarding Transition Area resident representation on the Town of Chapel Hill's Planning Commission and Board of Adjustment.

**BACKGROUND:** In the mid-1980s Orange County and the Towns of Chapel Hill and Carrboro adopted a Joint Planning Land Use Plan and accompanying Agreement that provided land use planning for the area of the county commonly referred to as the Rural Buffer and for areas designated as "Transition Areas" adjacent to the Towns of Chapel Hill and Carrboro. Transition Areas were defined as areas in transition from rural to urban and were projected to be provided with urban services (public utilities and other town services). The full plan and agreement is available at: <http://orangecountync.gov/planning/Documents.asp>.

In October 2014, the Town of Chapel Hill enacted an Extraterritorial Jurisdiction (ETJ) expansion ordinance that changed most of the Town's designated Transition Area to ETJ. Because there is relatively little Chapel Hill Transition Area remaining, the Town of Chapel Hill has proposed two options for potential amendments to the Joint Planning Agreement regarding Transition Area resident representation on its Planning Commission and Board of Adjustment. The attached Town staff report provides further details on the options.

Amendments to the Joint Planning Agreement require a joint public hearing and approval by the three governing boards of the jurisdictions that are parties to the agreement.

**FINANCIAL IMPACT:** Costs to hold a public hearing on this item have been paid from County FY 2015-16 funds budgeted for this purpose. Necessary work has been accomplished using existing local government staff. Enactment of the amendments is not expected to have a direct financial impact on the local governments.

**SOCIAL JUSTICE IMPACT:** The following social justice goal is applicable to this item:

**GOAL: ENABLE FULL CIVIC PARTICIPATION**

Ensure that Orange County residents are able to engage government through voting and volunteering by eliminating disparities in participation and barriers to participation.

**RECOMMENDATION:** The Planning Staffs recommend that the governing boards:

1. Hear public comment on the proposed options to amend the Joint Planning Agreement.
2. Close the public hearing.
3. Refer the matter to the local governments for decision in accordance with the following schedule:
  - a. Orange County  
Orange County Planning Board for recommendation – November 4, 2015  
Board of County Commissioners for possible action – December 7, 2015
  - b. Chapel Hill  
Chapel Hill Planning Board for recommendation – done on September 1, 2015  
Town Council for possible action – November 9, 2015
  - c. Carrboro  
Carrboro Planning Board for recommendation – November 5, 2015  
Board of Aldermen for possible action – November 10 or 24, 2015



# TOWN OF CHAPEL HILL NORTH CAROLINA

## MEMORANDUM

**TO:** Carrboro Board of Aldermen  
Chapel Hill Town Council  
Orange County Commissioners

**FROM:** Mary Jane Nirdlinger, Chapel Hill Planning and Sustainability  
Gene Poveromo, Chapel Hill Development Manager

**SUBJECT:** A Proposal to Amend Section 2.7 of the Joint Planning Area Agreement Regarding the Joint Planning Area (JPA) Membership on the Chapel Hill Planning Commission and the Chapel Hill Board of Adjustment.

### Recommended Action

- That the governing bodies consider the proposed amendment, recess the public hearing and take action on the proposed amendment at their respective follow-up meetings.

### Explanation of Recommendation

#### *Joint Planning Agreement*

- The Joint Planning Agreement requires that the Chapel Hill Planning Commission and the Chapel Hill Board of Adjustment include one representative from the Joint Planning Area (JPA).
- Changing JPA representation on the Chapel Hill Planning Commission and the Board of Adjustment requires the County Commissioners, the Carrboro Board of Aldermen, and the Chapel Hill Town Council to unanimously agree to amend the Joint Area Planning Agreement.

### Context with Key Issues

#### *Reducing the JPA land area*

- On [October 15, 2014](#), the Chapel Hill Town Council enacted an ordinance to expand the Town's Extraterritorial Jurisdictional (ETJ) boundary. This expansion was achieved by switching the Joint Planning Area (JPA) in the Roger's Road neighborhood to ETJ.
- This effectively reduced the JPA from 1,033 acres to 274 acres. A map of the current ETJ and JPA areas is attached. The ETJ area outlined in red identifies the area that was previously JPA prior to October 15, 2014.
- The expansion of the ETJ was undertaken in order to help fund a plan to expand public sewer service into the Roger's Road neighborhood.

- Tonight's discussion is to consider if, due to the reduced area of the JPA and associated reduction in residential population, the JPA representation on the Chapel Hill Planning Commission and Board of Adjustment should be amended.

### ***Population Estimates***

- The estimated 2013 population of the Town of Chapel Hill, is 59,635. This represents population within Chapel Hill's corporate limits in both Orange and Durham County. While there is no formal population estimate for the planning areas outside the corporate limits (ETJ and JPA), it is possible to extrapolate a population in the ETJ/JPA based on the number of dwelling units in those areas (According to the 2010 Census, there are approximately 2.38 people per household in Chapel Hill).
- The chart below reflects the 2013 corporate limits population and the extrapolated population for the new ETJ boundary and reduced JPA area.

<b>Chapel Hill Area</b>	<b>Population Estimate</b>	<b>% of Population</b>
Town Limits	59,635	93.3%
Extraterritorial Jurisdiction	4,020	6.3%
Joint Planning Area	297	0.4%
Total	63,952	100%

### **Options for Consideration**

#### ***Chapel Hill Planning Commission Recommendation (Option A)***

- The Chapel Hill Planning Commission recommended amending the Joint Planning Area agreement to replace the Joint Planning Area member on the Planning Commission and the Board of Adjustment with a Chapel Hill Resident.
- The Chapel Hill Planning Commission based their recommendation on the fact that the current ETJ/JPA population percentage (6.7%) is less than the representative percentage (22%) of 2 seats on the Planning Commission. The Commission noted that with one ETJ/JPA seat on the Planning Commission, there is still almost double the population representation (11% vs. 6.7%) on the Planning Commission.



***Other Options (Option B)***

- Another option includes:
  - Replacing the JPA seat with an ETJ or JPA resident within 90 days of a vacancy, with an opportunity for the Chapel Hill Town Council to appoint a Chapel Hill Town resident after the 90 day time period.

**Next Steps**

- Following tonight's meeting, this matter will return to each governmental body for addition consideration and possible final action. The schedule for these future meetings is listed below:
  - Carrboro Board of Aldermen – November 10 or 24, 2015
  - Chapel Hill Town Council - November 9, 2015
  - Orange County Commissioners – December 7, 2015

**Notifications**

- The Town of Chapel Hill sent a post card to all property owners in the Joint Planning Area notifying them of tonight's public hearing, as well as the proposed amendment. The post card also noted the above listed meetings.

**Attachments**

- Draft Option A
- Draft Option B
- Copy of Section 2.7 (Representation of Transition Area Resident): page 15 from the Joint Planning Agreement
- Chapel Hill Planning Commission Recommendation
- Map of JPA and ETJ

**OPTION A**

**This option replaced the JPA seat on the Chapel Hill Planning Commission and the Chapel Hill Board of Adjustment with a Chapel Hill Resident (new text underlined, deleted text strike through)**

**Section 2.7 Representation of Transition Area Residents (Carrboro)**

~~Chapel Hill shall revise its Land Development Ordinance and Carrboro shall revise its Land Use Ordinance to provide that at least one resident of each~~ the ~~town's respective~~ Transition area shall be appointed to ~~each~~ the ~~town's respective~~ planning board and board of adjustment, in the same manner as representation of extraterritorial planning area residents is provided for in ~~each~~ the Town's ordinance.

This option provides a 90 day period in which the County Commission can fill a vacant JPA seat with a JPA or ETJ resident. If the vacancy is not filled after 90 days, the Chapel Hill Town Council may fill the vacant seat with a Chapel Hill Resident (new text underlined, deleted text strike through)

(NEW TEXT)

#### **Section 2.7 Representation of Transition Area Residents**

Chapel Hill: Chapel Hill shall revise its Land Use Development Ordinance to provide that in addition to one Extraterritorial Jurisdiction representative on the Planning Board and Board of Adjustment that the County Commission appoints one additional representative from the Joint Planning Area or the Extraterritorial Jurisdiction. If an appointment by the County Commission is unable to be secured within 90 days of a vacancy, the Town Council may fill the vacant seat with a Chapel Hill resident. Chapel Hill shall notify Orange County of any vacancies for which Orange County is to make an appointment, within ten days of a vacancy. At the request of the County Commission, the Town Council may extend the 90 day time limit.

Carrboro: Carrboro shall revise its Land Use Ordinance to provide that at least one resident of Town's Transition area shall be appointed to the Town's respective planning board and board of adjustment, in the same manner as representation of extraterritorial planning area residents is provided for in the Town's ordinance.

(DELETED TEXT)

#### **Section 2.7 Representation of Transition Area Residents**

~~Chapel Hill shall revise its Land Development Ordinance and Carrboro shall revise its Land Use Ordinance to provide that at least one resident of each town's respective Transition area shall be appointed to each town's respective planning board and board of adjustment, in the same manner as representation of extraterritorial planning area residents is provided for in each Town's ordinance.~~

- A. following a joint public hearing by the two governing bodies. With respect to property that is located within the CJDA Transition area, changes in zoning classifications, including the creation of or changes to the 'floating' conditional use districts designed to implement the recommendations of the 'Facilitated Small Area Plan for Carrboro's Northern Study Area' (Village Mixed Use conditional use districts or Office/Assembly conditional use districts) may not be made unless and until an ordinance approving such zoning map amendment has been approved both by Orange County and Carrboro following a joint public hearing by the two governing bodies. Requests for rezonings within the Transition areas that are filed with the County shall be referred to the respective towns to initiate the amendment process.
- B. Proposed amendments to the text of this Agreement shall not become effective until approved by the towns and an Orange County ordinance adopting the amendment is adopted by Orange County.

## **Section 2.7 Representation of Transition Area Residents**

Chapel Hill shall revise its Land Development Ordinance and Carrboro shall revise its Land Use Ordinance to provide that at least one resident of each town's respective Transition area shall be appointed to each town's respective planning board and board of adjustment, in the same manner as representation of extraterritorial planning area residents is provided for in each Town's ordinance.

## **ARTICLE 3. LIMITATIONS ON ANNEXATIONS**

### **Section 3.1 No Annexation Into Rural Buffer**

**RECOMMENDATION**  
**PLANNING COMMISSION AND BOARD OF ADJUSTMENT**  
**MEMBERSHIP AND REPRESENTATION**

September 1, 2015

**Motion:** Michael Parker moved and Melissa McCullough seconded a motion to recommend enactment of an ordinance, amending the Land Use Management Ordinance, and a resolution, amending the Joint Planning agreement. The recommendation would replace the Joint Planning Area member, on the Planning Commission and the Board of Adjustment, with a Chapel Hill Resident, as noted below:

PLANNING COMMISSION MEMBERSHIP	
Current Membership	Proposed Membership
Community Design Commission Champion	No Change
Environmental Stewardship Champion	No Change
Housing Advisory Board Champion	No Change
Transportation & Connectivity Board Champion	No Change
3Chapel Hill Residents	No Change
Extraterritorial Jurisdiction Resident (ETJ)	No Change
Joint Planning Area Resident (JPA)	<del>Change to an JPA, ETJ</del> or Chapel Hill resident

- The Commission also recommended that the JPA seat on the Board of Adjustment is changed to a Chapel Hill resident seat (as recommended for the Planning Commission).

**Vote:** 7 - 0

Ayes: Neal Bench, Travis Clayton, Deborah Harris, Melissa McCullough,  
Michael Parker, Amy Ryan, Elizabeth Weber

Nays:       None

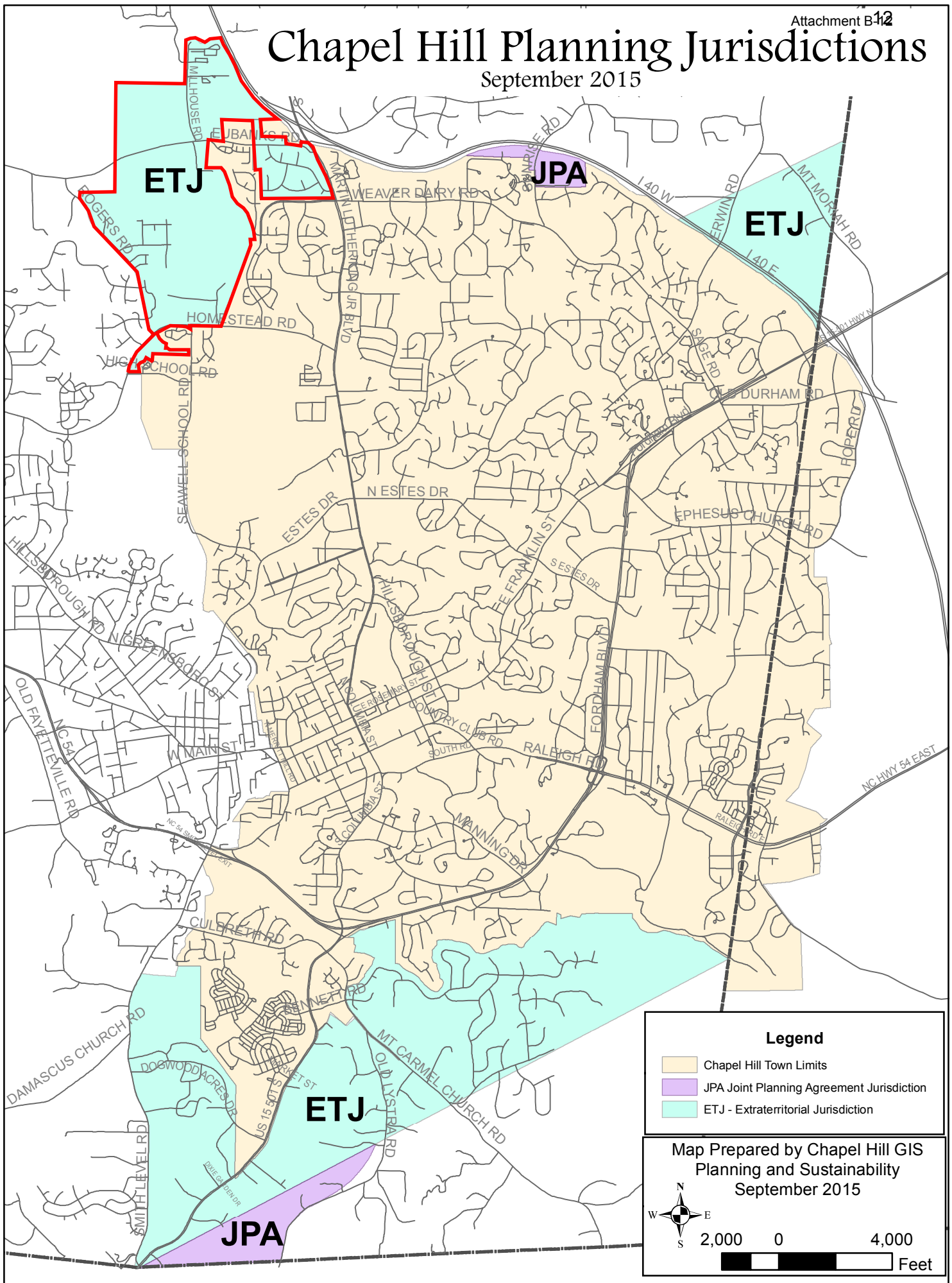
Discussion: The Planning Commission based its decision on the current ETJ/JPA population percentage as compared to Planning Commission member percentage (6.7% versus 22% with 2 representatives and 11% with one representative). With one

ETJ/JPA Planning Commission member there is still almost double the representation on the Planning Commission.

Prepared by: Neal Bench, Chair, Planning Commission  
Gene Poveromo, Staff

# Chapel Hill Planning Jurisdictions

September 2015



DRAFT

**MINUTES  
ORANGE COUNTY BOARD OF COMMISSIONERS  
CHAPEL HILL TOWN COUNCIL  
CARRBORO BOARD OF ALDERMEN  
October 15, 2015  
JOINT PLANNING AREA (JPA) PUBLIC HEARING**

The Orange County Board of Commissioners met with the Towns of Chapel Hill and Carrboro for a Joint Planning Area (JPA) public hearing on Thursday, October 15, 2015 at 7:00 p.m. at the Southern Human Services Center in Chapel Hill, N.C.

**COUNTY COMMISSIONERS PRESENT:** Chair Earl McKee and Commissioners Mia Burroughs, Barry Jacobs, Bernadette Pelissier and Penny Rich

**COUNTY COMMISSIONERS ABSENT:** Commissioner Dorosin and Commissioner Price

**COUNTY ATTORNEYS PRESENT:** Staff Attorney Annette Moore

**COUNTY STAFF PRESENT:** County Manager Bonnie Hammersley, Deputy County Manager Travis Myren and Clerk to the Board Donna Baker (All other staff members will be identified appropriately below)

**CHAPEL HILL TOWN COUNCIL MEMBERS/STAFF PRESENT:** Mayor Mark Kleinschmidt, Jim Ward, Lee Storrow, George Cianciolo, Maria Palmer, Sally Greene and Town Manager Roger Stancil

**CHAPEL HILL TOWN COUNCIL MEMBERS ABSENT:** Council Member Donna Bell and Council Member Ed Harrison

**CARRBORO BOARD OF ALDERMEN MEMBERS/STAFF PRESENT:** Mayor Lydia Lavelle, Aldermen Damien Seils, Jacquelyn Gist, Randee Haven O'Donnell, Sammy Slade, Bethany Chaney and Town Manager David Andrews

**CARRBORO BOARD OF ALDERMEN MEMBERS ABSENT:** Alderman Michelle Johnson

Chair McKee called the meeting to order at 7:03 p.m.

**A. OPENING REMARKS FROM THE CHAIR AND MAYORS**

Mayor Lavelle said Alderman Johnson was not feeling well and might arrive late.

Mayor Kleinschmidt said Council Members Harrison and Bell would not be attending.

Chair McKee said that Commissioner Dorosin and Commissioner Price had conflicts and would not be attending tonight.

**B. PUBLIC CHARGE**

*Chair McKee dispensed with the reading the Public Charge.*

**C. PUBLIC HEARING ITEMS**

- 1. Text Amendments to the Joint Planning Agreement** – Consider revisions to existing language regarding Transition Area resident representation on the Town of Chapel Hill's Planning Commission and Board of Adjustment.

Mayor Kleinschmidt reviewed the following background information:

**PURPOSE:**

To receive public comment on two proposed options to amend the Joint Planning Agreement to revise existing language regarding Transition Area resident representation on the Town of Chapel Hill's Planning Commission and Board of Adjustment.



## 1 **BACKGROUND:**

2 In the mid-1980s Orange County and the Towns of Chapel Hill and Carrboro adopted a  
3 Joint Planning Land Use Plan and accompanying Agreement that provided land use planning  
4 for the area of the county commonly referred to as the Rural Buffer and for areas designated as  
5 "Transition Areas" adjacent to the Towns of Chapel Hill and Carrboro. Transition Areas were  
6 defined as areas in transition from rural to urban and were projected to be provided with urban  
7 services (public utilities and other town services). The full plan and agreement is available at:  
8 <http://orangecountync.gov/planning/Documents.asp>.

9 In October 2014, the Town of Chapel Hill enacted an Extraterritorial Jurisdiction (ETJ)  
10 expansion ordinance that changed most of the Town's designated Transition Area to ETJ.  
11 Because there is relatively little Chapel Hill Transition Area remaining, the Town of Chapel Hill  
12 has proposed two options for potential amendments to the Joint Planning Agreement regarding  
13 Transition Area resident representation on its Planning Commission and Board of Adjustment.  
14 The attached Town staff report provides further details on the options. Amendments to the Joint  
15 Planning Agreement require a joint public hearing and approval by the three governing boards  
16 of the jurisdictions that are parties to the agreement.

17 Gene Poveromo, Town of Chapel Hill Planning Department Development Manager,  
18 made the following PowerPoint presentation:  
19  
20

### 21 **October 15, 2015**

### 22 **Joint Public Hearing**

### 24 **Amending the Joint Planning Area Agreement**

#### 25 **Recommendation**

- 26 • Consider the amendment
- 27 • Continue the Public Hearing
  - 28 ○ Chapel Hill Town Council
    - 29 ❖ November 11
  - 30 ○ Carrboro Board of Aldermen
    - 31 ❖ November 24
  - 32 ○ Board of Orange County Commissioners
    - 33 ❖ December 7

### 35 **Joint Planning Area Agreement Amending JPA Resident Membership on Town of Chapel Hill**

- 37 • Planning Board
- 38 • Board of Adjustment
- 39 • JPA Resident Membership
- 40 • "...at least on resident of each town's respective Transition area shall be appointed  
41 ...planning board and board of adjustment..."
- 42 • *TRANSITION AREA = JOINT PLANNING AREA*

### 44 **Chapel Hill Planning Jurisdiction (map)**

### 46 **Chapel Hill Planning Commission Recommendation**

- 47 • Amend the JPA Agreement and replace the JPA seat on the Planning Commission and  
48 Board of Adjustment with a Chapel Hill resident seat
- 49 • Planning Commission
- 50 • "...current ETJ/JPA population (6.7%) as compared to current Planning Commission  
51 member percentage (22%)."

**Other Options...**

- Make no changes to membership...retain JPA seat on Planning Commission & Board of Adj.

**Another Option...**

- Change the JPA seat to an ETJ or JPA seat
  - County Commission appointment
- Seat can be filled by a Chapel Hill Resident if unfilled for 90 days
  - Town Council appointment

**Recommendation**

- Consider the amendment
- Continue the Public Hearing
  - Chapel Hill Town Council
    - ❖ November 11
  - Carrboro Board of Aldermen
    - ❖ November 24
  - Orange County Commission
    - ❖ December 7

Town Council Member Palmer said the slides did not reflect the current membership that shows the enormous contrast between the less than 1 percent of the population being in the joint planning area, yet being 20 percent of the representation on the Planning Board.

Mayor Kleinschmidt said if another column was added to show the percentage of representation on the Chapel Hill Planning Commission and Board of Adjustment, a huge disparity would be evident between the population and the representation.

Alderman Seils asked if the Chapel Hill Planning Commission had permitting issuing authority.

Mayor Kleinschmidt said this Commission is a quasi-judicial group, depending on the type of permit that is being sought.

Alderman Seils said the Carrboro Planning Board does not have such authority.

**PUBLIC COMMENT:**

Debbie Masquela read an email that she had sent to all boards:

"I live in the JPA Chapel Hill map area. I would like to suggest a good compromise on the Option B for the Joint Planning Area Membership. Please consider this compromise. If we are to use Option B but to retain the title on the individual seats on the Chapel Hill Planning Commission and Chapel Hill Board of Adjustment as having JPA/ETJ status. Which means the persons filling those seats, if they do remain vacant after 90 days of being available to JPA or ETJ residents, those people would be responsible to represent the interests of JPA/ETJ residents. The seat would retain their titles as JPA/ETJ representatives, even if after this 90-day vacant period lapsed and the seats were then filled by Chapel Hill residents.

If you do not agree with this compromise, I, plus my neighbors would like to know why we would be denied this representation in our own Town's government; and not just because we are outnumbered in population and acreage. Our countryside landscapes of rolling hills of farms, woods, forest, fields, creeks, streams, ponds add immeasurably to the aesthetic value and harmony of our Chapel Hill Community as a whole. These peaceful lands cannot be held in comparison to the Town's lands that are weaved with shops, traffic lights, cookie cutter neighborhoods upon a mixture of asphalt and cement. JPA/ETJ areas are greatly different in form, and function than Chapel Hill In-Town Limits. The interests and environments of the

1 JPA/ETJ people need to have their own representative, because unless you live there, you just  
2 don't get it and you won't understand what we want and why we want it."

3 Debbie Mesquela asked for her comments to be put on the Chapel Hill website. She  
4 said the request is that the names of the seats remain the same, and whoever holds these seats  
5 would represent the needs of the JPA/ETJ.

6 Mayor Kleinschmidt clarified that the only seat to be eliminated was the JPA seat, which  
7 would be replaced with a Chapel Hill resident. He said the ETJ seat would remain the same.

8 Commissioner Jacobs said the proposal from Chapel Hill is reasonable, and the County  
9 has a similar process for addressing seats that are vacant for 180 days. He suggested a period  
10 between 90 to 180 days.

11 Mayor Kleinschmidt said that suggestion is different than the Town of Chapel Hill's  
12 Planning Commission's recommendation.

13 Alderman Chaney asked if two seats would be reduced to one seat and would represent  
14 this small percentage of the population.

15 Mayor Kleinschmidt said yes.

16 Commissioner Rich clarified that the ETJ position would not be done away with, but  
17 rather the JPA seat would be combined, or if it goes unfilled by an ETJ/JPA person in a  
18 specified time period, that the seat would go to a Chapel Hill resident.

19 Mayor Kleinschmidt said the Planning Commission's recommendation is to morph the  
20 JPA seat into a Chapel Hill resident seat, but there are other options to consider and he  
21 reviewed them.

22 Commissioner Rich asked if the Planning Commission has a definite number of  
23 membership slots or can the numbers be increased.

24 Gene Poveromo said State statute requires that there be at least one person from the  
25 ETJ on Board of Adjustment and Chapel Hill Planning Commission. He said the Planning  
26 Commission is made up of nine members, and the JPA agreement says there must be one JPA  
27 position.

28 Town Council Member Palmer said Commissioner Jacobs' suggestion of 180 days is a  
29 long time and explained the appointment process and Advisory Board schedules. She said  
30 even the 90 days could be problematic. She said there are only 298 residents that live in the  
31 JPA area, which is a small number from which to find a representative to serve on these boards.

32 Councilman Ward said he believed that the JPA still needs representation, and he  
33 supports the "another option" choice.

34 Gene Poveromo said there is one seat dedicated to the ETJ, and it would be possible to  
35 have a second ETJ seat.

36 Councilman Ward asked if it is possible to transform the remaining ETJ seat into one  
37 that could also be filled by a JPA resident.

38 Mayor Kleinschmidt said that is not be possible, because there must be an ETJ  
39 representative.

40 Mayor Kleinschmidt said another option would be to consider bringing the small JPA  
41 area into the ETJ or releasing it to the County. He said the latter option would be a longer  
42 process.

43 Mayor Kleinschmidt said when this was created years ago, there was a lot more  
44 transition area and a lot more residents in the JPA area.

45 Councilman Ward said he hoped that if the shorter time frame was chosen, Chapel Hill  
46 would be able to help Orange County fill these positions as the Board should be fully staffed  
47 with membership. He said a time extension could be requested if need be.

48 Alderman Slade asked if this potential change would affect Carrboro.

49 Gene Poveromo said the proposal does not include changing Carrboro's jurisdiction.

50 Commissioner Jacobs suggested that Ms. Masquela could apply for this position through  
51 the Orange County Clerk's office.

1 Mayor Kleinschmidt referenced the recommendation below and said all three elected  
2 boards will discuss and recommend an option from their entity by the suggested dates below, or  
3 whenever they chose to do so.  
4

5 **RECOMMENDATION:**

6 The Planning Staffs recommend that the governing boards:

- 7 1. Hear public comment on the proposed options to amend the Joint Planning Agreement.  
8 2. Close the public hearing.  
9 3. Refer the matter to the local governments for decision in accordance with the following  
10 schedule:

11  
12 a. Orange County

13 Orange County Planning Board for recommendation – November 4, 2015

14 Board of County Commissioners for possible action – December 7, 2015  
15

16 b. Chapel Hill

17 Chapel Hill Planning Board for recommendation – done on September 1, 2015

18 Town Council for possible action – November 11, 2015  
19

20 c. Carrboro

21 Carrboro Planning Board for recommendation – November 5, 2015

22 Board of Aldermen for possible action – November 10 or 24, 2015  
23

24 **ADJOURNMENT OF JOINT PUBLIC HEARING**

25  
26 The Joint Public Hearing was adjourned at 7:36 p.m.  
27

28 VOTE: UNANIMOUS  
29

30 *The Town of Chapel Hill left at 7:36 p.m.*  
31

Underline indicates proposed new text, strike through indicates proposed deleted text

## RESOLUTION A

### A RESOLUTION AMENDING THE JOINT PLANNING AREA AGREEMENT REGARDING THE TOWN OF CHAPEL HILL PLANNING COMMISSION MEMBERSHIP AND BOARD OF ADJUSTMENT MEMBERSHIP

WHEREAS, on October 15, 2014, the Town the enacted an Ordinance expanding the Town's Extraterritorial Jurisdiction (ETJ) area by reducing the Joint Planning Area (JPA); and

WHEREAS, the Joint Planning Area Agreement calls for the Planning Commission and Board of Adjustment membership to have representation from the (JPA); and

WHEREAS, the Council of the Town of Chapel Hill, the Carrboro Board of Alderman and the Orange County Board of Commissioners has considered a proposed amendment to the Joint Planning Area Agreement with respect to the Joint Planning Area representation on the Chapel Hill Planning Board and Chapel Hill Board of Adjustment; and

WHEREAS, the Council finds that the amendment is warranted as conditions have changed regarding the Extraterritorial Jurisdiction and Joint Planning Area population in relation to the Town corporate limit population.

NOW, THEREFORE, BE IT RESOLVED by the Council of the Town of Chapel Hill that the Chapel Hill Town Council approves an amendment to Section 2.7 of the Joint Planning Area Agreement to read as follows:

#### Section 2.7 Representation of Transition Area Residents

Chapel Hill: Chapel Hill shall revise its Land Use Development Ordinance to provide that in addition to one Extraterritorial Jurisdiction representative on the Planning Board and Board of Adjustment that the County Commission appoints one additional representative from the Joint Planning Area or the Extraterritorial Jurisdiction. If an appointment by the County Commission is unable to be secured within 90 days of a vacancy, the Town Council may fill the vacant seat with a Chapel Hill resident. Chapel Hill shall notify Orange County of any vacancies for which Orange County is to make an appointment, within ten days of a vacancy. At the request of the County Commission, the Town Council may extend the 90 day time limit.

Carrboro: Carrboro shall revise its Land Use Ordinance to provide that at least one resident of Town's Transition area shall be appointed to the Town's respective planning board and board of adjustment, in the same manner as representation of extraterritorial planning area residents is provided for in the Town's ordinance.

(DELETED TEXT)

#### Section 2.7 Representation of Transition Area Residents

~~Chapel Hill shall revise its Land Development Ordinance and Carrboro shall revise its Land Use Ordinance to provide that at least one resident of each town's respective Transition area shall be appointed to each town's respective planning board and board of adjustment, in the same manner as representation of extraterritorial planning area residents is provided for in each Town's ordinance.~~

BE IT FURTHER RESOLVED that the Council authorizes the Town Manager to execute on behalf of the Town an amendment to the Joint Planning Area Agreement incorporating this change.

This the 9<sup>th</sup> day of November, 2015.



TOWN OF CARRBORO  
**PLANNING BOARD**

**301 West Main Street, Carrboro, North Carolina 27510**

## RECOMMENDATION

**THURSDAY, NOVEMBER 19, 2015**

# Joint Planning Agreement Amendment to Modify Chapel Hill Planning Commission and Board of Adjustment Representation Provisions

MOTION WAS MADE BY CATHERINE ADAMSON AND SECONDED BY HATHAWAY PENDERGRASS THAT THE PLANNING BOARD RECOMMENDS THAT THE BOARD OF ALDERMEN APPROVE THE RESOLUTION THAT WILL AMEND THE JOINT PLANNING AGREEMENT TO MODIFY THE REPRESENTATION PROVISIONS PERTAINING TO THE CHAPEL HILL PLANNING COMMISSION AND BOARD OF ADJUSTMENT, ALLOWING OPTION B.

**VOTE: AYES (8); NOES (0); ABSENT/EXCUSED (2) .**

  
Braxton Foushee, Chair