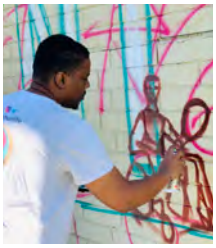
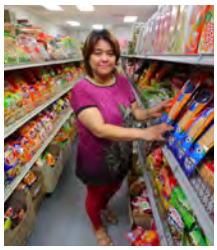
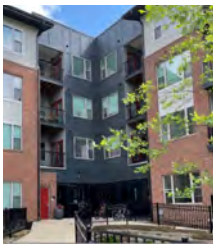
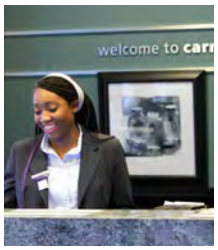








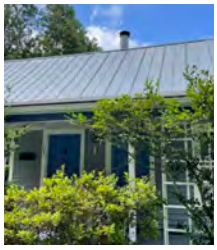
COMMUNITY · UNIDOS

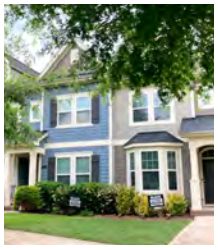
CONNECTS

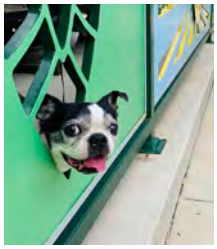
TOWN OF CARRBORO 2022-2042 COMPREHENSIVE PLAN

CREATING COMMUNITY TOGETHER

ADOPTION DRAFT • MAY 10, 2022







Acknowledgments

This document is the product of a community-wide planning effort that included many residents, businesses, organizations, Town staff, and members of advisory boards and commissions. Thank you to all who participated in Carrboro Connects. This plan is a reflection of your vision, ideas, and commitment to Carrboro's future.

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Quinton Harper (Co-Chair) - Human Services Advisory Commission
David Jessee (Co-Chair) - Economic Sustainability Commission
Tim Turner (Co-Chair) - Environmental Advisory Board (8/2020-7/2021)
Sarah Brown - Transportation Advisory Board (8/2020 - 8/2021)
Wamiq Chowdhury - At-Large Community Member
Lorie Clark - At-Large Community Member
David Dixon - At-Large Community Member
Miles Fitch - Carrboro Business Alliance
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Dan Mayer - Arts Commission
Mark Moshier - Carrboro Business Alliance
Jim Porto - Economic Sustainability Commission
Eliazar Posada - Planning Board
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Soteria Shepperson - At-Large Community Member
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Jacqueline Thompson - At-Large Community Member
Rasam Tooloee - Planning Board
Anahid Vrana - Northern Transition Area Advisory Committee
Alyson West - Greenways Commission

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Susan Romaine, Mayor Pro Tempore
Barbara Foushee
Randee Haven-O'Donnell
Danny Nowell
Sammy Slade

TOWN COUNCIL (2020-2021)

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Barbara Foushee, Mayor Pro Tempore
Jacquelyn Gist
Randee Haven-O'Donnell
Susan Romaine
Damon Seils
Sammy Slade

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David L. Andrews (2012-2021)

Acknowledgments

Many thanks to the dedicated staff of the Town of Carrboro, who thoroughly reviewed this plan and provided invaluable insight and expertise.

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Sub Consultants: Center for Neighborhood Technology, Lockamy Consulting

TOWN OF CARRBORO
MARCH 3, 1911
TOWN OF CARRBORO
NORTH CAROLINA

CONTENTS

CHAPTER 1
Introduction & Plan Overview 01

CHAPTER 2
Community Engagement 25

CHAPTER 3
Affordable Housing 37

CHAPTER 4
Climate Action & Environment 47

CHAPTER 5
Transportation & Mobility 63

CHAPTER 6
Green Stormwater Infrastructure, Water, & Energy 81

CHAPTER 7
Economic Sustainability 99

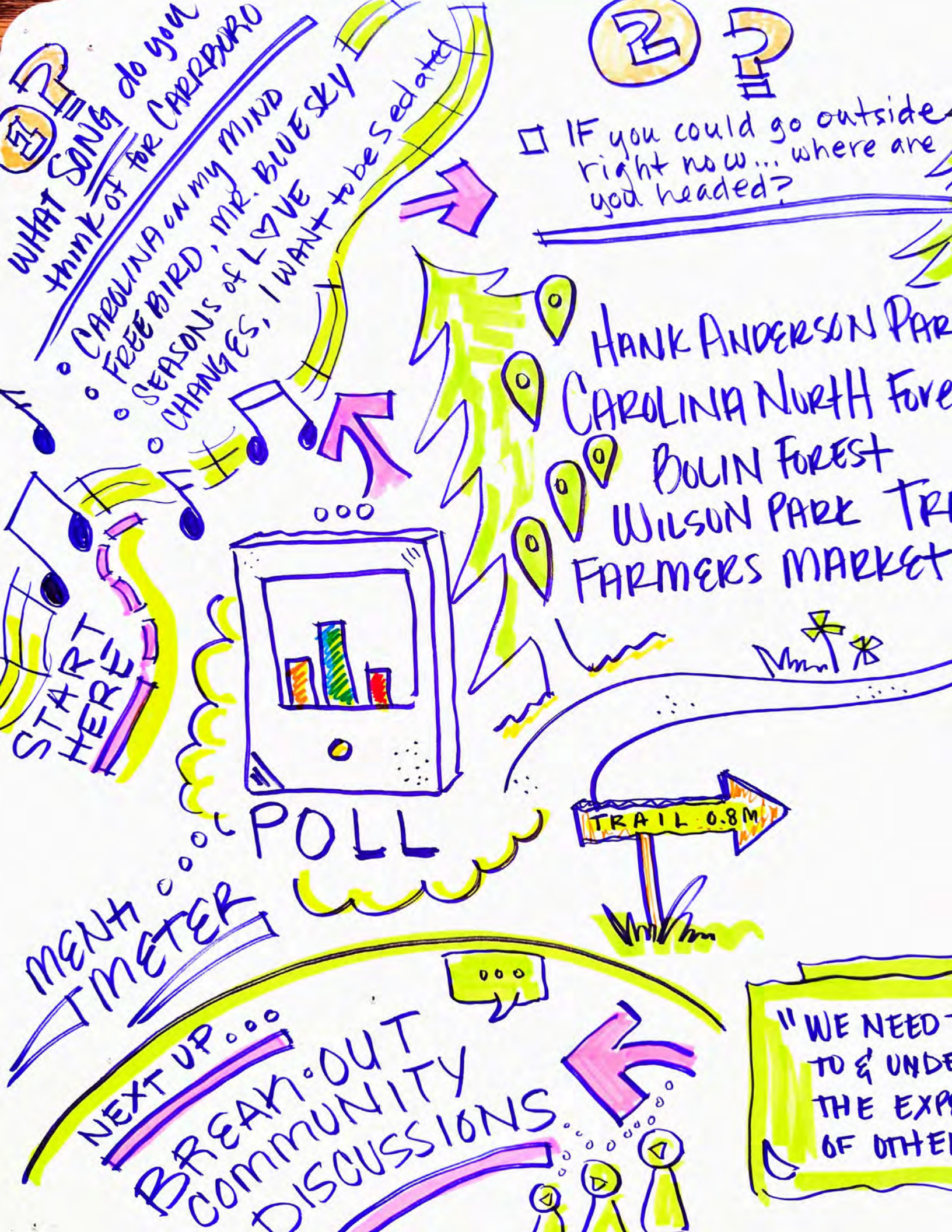
CHAPTER 8
Recreation, Parks, & Cultural Resources 109

CHAPTER 9
Land Use 130

CHAPTER 10
Public Services & Communications 161

CHAPTER 11
Implementation 173

APPENDIX: Glossary 223


WHAT SONG do you think of for CARRBORO
CAROLINA on my MIND
FREEBIRD, MR. BLUESKY
SEASONS of LOVE
CHANGES, I WANT to be sedated
IF you could go outside right now... where are you headed?
HANK ANDERSON PAR
CAROLINA NORTH Fore
BOLIN FOREST
WILSON PARK TR
FARMERS MARKET
START HERE
POLL
TRAIL 0.8M
MENT METER
NEXT UP...
BREAK-OUT COMMUNITY DISCUSSIONS
"WE NEED TO & UNDE THE EXP OF OTHE

CHAPTER ONE

Introduction & Plan Overview

Welcoming • Inclusive • Vibrant Quirky • Diverse • Eclectic • Green • Progressive • Walkable • Friendly

These are just some of the terms residents and community leaders have used during Carrboro's first formal and official comprehensive planning process. This process has been an opportunity for all residents, organizations, businesses, and appointed and elected officials to come together to develop a common vision for the future of Carrboro and set of goals and strategies to meet that vision. Built on the progress made by past planning and engagement efforts, **the comprehensive plan is a complete policy document that describes the type of community that Carrboro wants to be in the future with an implementation strategy to achieve that vision.**

The plan's engagement process took place in the midst of three crises: a global pandemic, racial equity injustices, and a climate emergency. Still, thousands of people in Carrboro collectively developed this plan to address these paramount issues through a set of ambitious and bold goals, summarized on the following pages.

> "This plan is built on a foundation of race and equity and climate action."

Plan Goals

The Carrboro Connects Comprehensive Plan was developed with the foundational themes of race and equity and climate action, which are integral across every aspect of the plan.

The following goals frame the strategies and projects that set a course for achieving Carrboro's vision for the future.

Affordable Housing

- Increase the number of homeownership units that are permanently affordable with targeted strategies to serve households earning 80% of Area Median Income (AMI) or below with priority to historically disadvantaged households
- Increase the number of rental units that are permanently affordable to very low-income households earning up to 60% of AMI with a particular focus on those earning less than 30% AMI and historically disadvantaged households
- Diversify and expand a variety of housing options throughout Carrboro using a mixture of affordable housing types
- Maintain and improve the quality of Naturally Occurring Affordable Housing (NOAH) and "missing middle" opportunities
- Support efforts with Orange County to ensure that all homeless individuals and families have access to safe housing, appropriate services, and a path to permanent housing.
- Expand resources targeted to affordable housing

KEY WORDS: *Cost burden, Land trust, Missing middle housing, Naturally occurring affordable housing, Housing bond*

Climate & Environment

- Achieve 80% reduction in per capita greenhouse gas emissions by 2030, as compared to 2010 levels
- Achieve 80% reduction in municipal emissions by 2030
- Expand equitable and inclusive community participation in the decision-making and implementation of climate change goals and policies
- Enable lower-income residents and small business owners to be able to financially participate and benefit from climate resiliency programs
- Conserve and restore watersheds, ecosystems, and native species
- Promote policies to ensure distribution of environmental burdens and access to natural areas and ecosystems to be equitable across race, income, and ability, especially in neighborhoods that have been denied and historically underserved

KEY WORDS: *Energy efficiency, Mitigation, Resilience, Urban heat island, Weatherization*

Plan Goals

Transportation & Mobility

- Address disparate impacts of transportation decisions and investments in Carrboro's BIPOC, lower-income, and differently-abled populations
- Continue to expand the transportation system to provide at least one non-automobile option (walking, biking, and transit) for every neighborhood to be usable for a variety of trip purposes
- Reduce greenhouse gas emissions from motor vehicle use by 80% by 2030
- Improve the management of parking spaces in the downtown area

KEY WORDS: *Greenhouse gas emissions, Micro-mobility, Parking, Racial equity assessment tools, Transportation demand management, Vehicle miles traveled*

Green Stormwater Infrastructure, Energy, & Water

- Increase the use of native plants and vegetation to mitigate climate change impacts, including stormwater mitigation and heat island effect
- Plant and maintain the tree canopy along identified roads
- Expand green infrastructure as part of stormwater, watershed restoration, and climate resilience efforts into the Town's public transportation investments
- Expand the use of green stormwater infrastructure to further watershed restoration and meet climate resilience goals
- Ensure that Carrboro residents are informed of and engaged with OWASA's water supply, quality, and cost plans
- Protect and restore watersheds and ecosystems
- Reduce the amount of Carrboro's treated water use while increasing water rate affordability
- Achieve 80% reduction 2010 levels of per capita greenhouse emissions by 2030

KEY WORDS: *Renewable energy sources, Stormwater management, Tree canopy, Water affordability*

Plan Goals

Economic Sustainability

- Create a more inclusive economy, encourage more racial equity in business development, increase support for locally-owned businesses and promote living wage jobs
- Promote economic development that is resilient, promotes excellence in design, reinforces a sense of place, expands commercial development opportunities, promotes infill development and reduces the tax burden on residents
- Grow the arts, entertainment, cultural and tourism sectors of the economy
- Encourage the transition of the economy to one based on green technology and low-impact industries

KEY WORDS: *Downtown and commercial districts, Green economy, Inclusive economy, Living wage jobs, Locally owned and BIPOC businesses, Retail spending gap*

Recreation, Parks, & Culture

- Promote recreational programming and cultural resources across all ages, genders, races, and abilities with affordable opportunities
- Ensure all people in Carrboro have safe, equitable, and connected access to parks, open space, and recreational facilities
- Ensure that recreation and park facilities and programming are environmentally responsible and help further climate change related goals
- Strengthen a sense of community and inclusion through the arts, events, and cultural programming that celebrates the diversity in Carrboro

KEY WORDS: *Active recreation, Connectivity, Green space, Park access, Passive recreation*

Plan Goals

Land Use

- Promote the design of new development, renovation of existing buildings and public spaces that add to the character and promote the diversity of the community
- Plan for the expansion of affordable housing availability through land use tools of planning, zoning, and development review
- Support development patterns that advance climate action goals and environmental protection
- Promote land use planning and development that reduces GHG emissions through reducing auto-dependence
- Expand appropriate development opportunities that meet the goals of the comprehensive plan
- Improve access and availability of Town Parks and schools to meet recreation and educational needs
- Preserve the architecturally significant and historic properties and districts in the Town that reflect the range of cultures and historic experiences in Carrboro
- Plan for future land uses that advance goals and strategies in the comprehensive plan and protect, enhance, and complement the unique character of each area

KEY WORDS: *ADUs, Density nodes, Development review process, Equitable historic preservation, Key corridors, Overlay district*

Public Services & Communication

This chapter reflects the current priorities of the Town and its departments, including:

- Communications and Community Engagement
- Finance
- Fire-Rescue
- Human Resources
- Information Technology (IT)
- Planning
- Police
- Public Works
- Town Clerk
- Town Management
- Municipal Operations

KEY WORDS: *Accountability, Customer service, Efficiency, Participatory budgeting, Partnerships, Responsive, Trust*

Introduction

Carrboro Connects is built on a foundation of **race and equity** and **climate action, meaning that these elements are woven into every part of the plan**. These foundations are described in more detail on pages 10-15. Goals, strategies and projects have been developed around topics like affordable housing; economic sustainability; environment; transportation; green infrastructure, recreation, parks, and culture; land use; and public services.

This is an ambitious plan, but it is founded on the capabilities, aspirations and proven track record of a town that has worked to understand its history and to develop policies and programs to bring equity and opportunities to its community. All are welcome to become part of the woven tapestry of the Carrboro community: those from every race and ethnicity; recently settled refugees or multi-generational families; members of the LGBTQ+ community; or anyone looking for home. The plan is built on the Town's record as a leader in transit, creating a more walkable/bikeable community, and being a partner in protecting its water and land resources with neighboring jurisdictions.

Planning is not new to Carrboro, not even during a public health emergency that exploded into a global health, social, and environmental pandemic – COVID-19, social unrest due to longstanding racial inequity and tectonic shifts in climate patterns from the increase in worldwide greenhouse gas emissions.

Carrboro is also not new to planning during global crises. The Town's last comprehensive planning effort, Vision 2020, took place during the days following 9/11. Hundreds of residents, local leaders and businesspeople came out to participate in long hours of discussion during sunny September days and nights—oddly quiet with air travel suspended following terrorist attacks in New York, Pennsylvania, and Washington—to envision the future of downtown Carrboro. The decision to go forward was made in part based on the awareness that planning for the future was somehow more certain than anything else that could be imagined at that time. Ironically, the launch of Carrboro Connects coincided almost in exactly the same way with the COVID-19 pandemic.

Faced with a choice to enter the unknown possibility of developing a comprehensive plan with little or no direct physical engagement, or to delay—we jumped in.

What has this planning looked like? From Vision 2020 (adopted in 2000), which laid the groundwork for 20 years of bold action, to the most recent plans including the Climate Action Plan, Carrboro's residents believe in the power of community action based on purposeful and ambitious goals. While this plan may be the first time that all of these issues have been addressed together, it is built on a set of actions led by hundreds of involved residents through participation in Town activities, as well as various partners including non-profits, schools, the county government, transit agencies and universities.

This plan looks at least 20 years into the future – to set a course for actions that may be short-, medium- or long-term. How can Carrboro grow while respecting the history, culture, and aspirations of so many different types of people? How can residents and businesses join together with the Town to reduce its carbon footprint in an equitable manner? How can Carrboro continue to understand its complex history through uncovering truth and educating the community? How can the town become affordable so that anyone who lives or works in Carrboro can remain here? These are not easy questions. We thank all of the people involved for developing a set of cross-cutting approaches that will address these issues with as much effort as the challenges present.

The plan is built on a deep commitment to community engagement that included residents who have committed their time to the Town for years as well as youth, refugees, workers, students, and others who may just be getting involved in their community for the first time. Intentional efforts were taken to reach out to all races, ethnicities, genders, documentation status and refugees. It will take this larger community to implement the plan, with the aim of **building community, intentionally addressing race and equity, and advancing climate action.**

Vision Statements

The following vision statements grew out of the various engagement techniques led by the Carrboro Connects Task Force with input from Advisory Boards, Town Council, residents, and partner organizations. In some ways, these vision statements are built upon the various plans, reports, and initiatives that have taken place in the past, now updated to address race and equity, climate action, and current aspirations. These statements guided the development of goals, strategies, and projects that make up the following chapters.

Affordable Housing

- There is a home for everyone in Carrboro. Carrboro is affordable, safe and welcoming for all households who want to live in the community, works to prevent displacement of existing residents, advances racial equity and accessible housing, and has a full range of affordable options for all life stages and types of households, including BIPOC and other marginalized communities.

Climate Action & Environment

- **Climate Action** - The Town is a leader in mitigating climate change, and in increasing resilience to climate change impacts for both residents and the environment. The Town prioritizes strategies to increase the resilience of BIPOC, low-income, and other residents who are disproportionately impacted by climate change.

- **Environment** - Preserve, protect, and restore natural areas and ecologically sensitive and productive areas through all feasible means. Plans and policies will improve equity by increasing the community's access to experiencing natural places, especially for those who currently have less access.

The planning process is cyclical in nature, as this comprehensive plan will be updated in the future and community engagement will continue

Transportation & Mobility

- Every Carrboro resident, with particular attention to BIPOC populations, has increased safe and quality access to multimodal transportation options for efficient connections to jobs, recreation, and services.

Green Stormwater Infrastructure, Water & Energy

- **Green Stormwater Infrastructure** - Carrboro routinely prioritizes green infrastructure over grey infrastructure to enhance ecosystems and improve vibrancy and quality of life in the community.

- **Water** - Pursue a "One Water" vision in which water is managed in a sustainable and inclusive manner. Align diverse stakeholders to find common ground solutions to water challenges. Current and future generations of Carrboro residents, especially BIPOC populations, reliably enjoy affordable access to high quality drinking water, while improving healthy environments and aquatic ecosystems for Carrboro wildlife.

- **Energy** - Carrboro reduces its dependence on fossil fuel energy sources with opportunities for all residents, especially low-income BIPOC residents, to participate.

Economic Sustainability

- Carrboro is a place where businesses thrive, living wage jobs are available and residents can create new businesses. The community supports a vibrant and inclusive local economy that meets the needs of the most vulnerable and underserved populations while supporting the growth of BIPOC businesses.

Recreation, Parks & Culture

- All people in Carrboro, of all races and backgrounds, will have safe and equitable access to recreational and cultural opportunities, including a connected network of parks, green space, and trails. The Carrboro community comes together year-round through creative programming and events that celebrate the Town's history, unique essence, and diverse range of cultures through festivals, music, and the arts.

Land Use

- Promote equitable and sustainable use of land and natural resources that promote the diversity, values and character of the Town.

Public Services and Communications

The following statements describe how the Town is organized to implement the policies, initiatives and programs outlined in the plan.

- **Communications** - The Communication and Engagement Department works to provide public information, encourage participation, improve trust in local government, and enhance the Carrboro brand and reputation. Through implementation of the Inclusive Carrboro Communications and Community Engagement Plan, we strive to ensure accessible communications to serve our diverse community with new pathways for resident engagement.

- **Finance** - The Finance Department provides financial management support for the delivery of town-wide services through the administration of financials, budgeting, accounts payable, purchasing and contracts, risk management and safety, billing and collections, payroll, and project development through best business practices.

- **Fire and Rescue** - To continuously strive to focus on our Community's needs, wants, and safety and to provide them our best possible service.

- **Human Resources** - To partner with the management team to recruit, hire, develop, and retain a highly qualified diverse staff dedicated to delivering exemplary customer service and to creating an atmosphere of positive employee relations that focuses on the health and wellness of all employees.

- **Information Technology** - Assist departments in delivering technology-based solutions that are cost-effective and increase effectiveness and efficiency. This is accomplished in a spirit of partnership with our stakeholders, which fosters a customer-focused environment that integrates people, processes, and technology. To work with various external and community organizations, as directed by the Town Manager, to discover mutually beneficial relationships sharing technology resources and strengths.

- **Planning** – The Planning Department's mission is to help the Town define and carry out its vision for sustaining existing and future populations. The department monitors the availability and use of resources needed to maintain a balance of the built and natural environments. The department fulfills this mission by offering professional planning, zoning, building code, and engineering and transportation and environmental geographic information services to residents, property owners, and businesses.

- **Police** - The Carrboro Police Department protects the residents, businesses and properties within the municipal limits of the Town of Carrboro by providing committed law enforcement officers and community services that foster a safe living environment in our community.

- **Public Works** - Promote a safe, healthy, and pleasing environment and community for residents and the general public through ever progressing projects, programs, and services.

- **Town Clerk** - Prepares Town Council meeting agendas and minutes and makes them available to residents and town staff; maintains official town documents; prepares and makes available updates to the Town Code and provides support for the Mayor and Town Council.

- **Town Manager** - Implements the policies of the Mayor and Town Council and communicates them to the citizenry. To be responsive to the community and to be responsive to the residents' needs to consistently meet their requirements.

Note: Some Town departments are not detailed in this chapter because their priorities and services are discussed in other plan chapters (Recreation, Parks, and Cultural Resources; Housing and Community Services; and Economic Development).

Race and Equity

In launching the development of Carrboro's first comprehensive plan, the Town Council kicked off the process by setting out a framework that begins with considering the impact on race and equity. The Town's deliberate journey began in October of 2018 when the Council unanimously voted to formally begin race and equity work. In November 2018 the Town joined the Government Alliance for Race and Equity (GARE). The inaugural Race and Equity Officer was appointed and the Town developed a leadership core team, and that core team participated in a cohort of communities across North Carolina that culminated in a train-the-trainer model that has resulted in core team members training every Carrboro staff member. The Town started conversations with its partners in Orange County to create a county-wide message and plan; and every jurisdiction in Orange County is now a member of GARE.

Through this process, the Town of Carrboro's Vision statement on race and equity was formed and the logo created:

The Town of Carrboro envisions being a community where race does not determine outcomes and all have equitable opportunities and resources. We envision a time when participation in community events, programs and advisory boards represent community demographics. All will feel safe, secure and know their voice is valued. We strive to be an inclusive and open minded organization that has a culture created by its diverse staff, which serves the public through a social (racial) justice lens.

GARE training was provided to the Carrboro Connects Task Force and consultant team as part of this process and continues to be provided to all Town Advisory Boards and Commissions. This peer-to-peer training provides a welcoming atmosphere so that members can reflect and process the information in a deep, introspective manner.

FACING RACE, EMBRACING EQUITY

One Orange Countywide Racial Equity Framework

Beyond GARE, The Town continues its race and equity work, examining practices and policies through a racial equity lens as an active member of One Orange, a county-wide initiative to provide a race and equity framework for reviewing government actions. The Town and its partners adopted this framework in January 2022.

"The One Orange Countywide Racial Equity Framework: Catalyst for Moving Forward is designed with the commitment of uncovering and addressing implicit biases in our jurisdictions to ensure that race no longer can be used to predict life outcomes in the Orange County community. Since August 2020, a multijurisdictional workgroup [the Towns of Carrboro, Chapel Hill, and Hillsborough and Orange County] collaborated on this framework using GARE methodology and listening to the community. The framework uses five pillars – 1) Training, 2) Community Engagement, 3) Racial Equity Index, 4) Racial Equity Assessment Lens and 5) Evaluation/Accountability. Each jurisdiction will use this framework as guidance to take action on a county and jurisdictional level."[1]

The principles behind this racial equity framework were embedded in the Carrboro Connects planning process, and the adopted One Orange Framework will continue to be used throughout every step of plan implementation.

Why Focus on Race & Equity?

Systemic racism is entrenched in the fabric of our society, from residential segregation to income equality. This plan focuses on strategies to advance race and equity to begin to achieve equity for all people in Carrboro. As described in the One Orange Framework: "In the United States, while race, income, and wealth are closely connected, racial inequity is not just about income. Even when income is the controlling factor, there still exist many inequities across multiple indicators of success, including education, jobs, housing, health and incarceration. In advancing racial equity, we will also be building systems that allow us to address income and wealth inequity and recognize the bias that exists based on gender, sexual orientation, ability, age, and religion. Focusing on race allows us to develop a framework, tools, and resources that apply to other areas of marginalization, recognizing that different strategies will be necessary to achieve equity in other areas."

The lens of advancing race and equity goals can be seen throughout the plan. Examples include:

- **Affordable Housing:** Promote the availability of affordable housing for both homeowners and renters; provide assistance toward the preservation of affordable housing units; and work with Orange County to provide services and housing for homeless/unsheltered individuals and families.
- **Climate Action & Environment:** Ensure distribution of environmental burdens and access to natural areas and ecosystems to be equitable across race, income, and ability, especially in neighborhoods that have been historically underserved.
- **Transportation & Mobility:** Address and reverse disparate impacts of past transportation decisions.
- **Green Stormwater Infrastructure, Water & Energy:** Invest in green infrastructure with a focus on Carrboro's BIPOC, lower-income and multiple abilities populations.
- **Economic Sustainability:** Create a more inclusive economy and encourage more racial equity in business growth and start-ups; support existing and attract new businesses that include a range of BIPOC, gender, ethnicities and multiple abilities.
- **Recreation, Parks and Cultural Resources:** Prioritize access for immigrant, BIPOC and other underserved communities while planning for new facilities and celebrate the diversity of Carrboro through cultural events, programming, artwork and stories.
- **Land Use:** Promote excellence in design that meets the diverse range and cultures expressed in the built environment; promote the development of affordable housing through modifications in the land use ordinance; and identify opportunities for affordable housing at key nodes and corridors throughout the Town.
- **Public Services and Communication**: Expand equitable community participation in the decision-making and implementation of Town goals and policies.

"Systemic and structural racism are pervasively and deeply embedded in systems, laws, written or unwritten policies, and entrenched practices and beliefs that produce, condone, and perpetuate widespread unfair treatment and oppression of people of color. Examples include residential segregation, unfair lending practices and other barriers to home ownership and accumulating wealth, schools' dependence on local property taxes, environmental injustice, biased policing and sentencing, and voter suppression policies."[2]

1. One Orange Countywide Racial Equity Framework (January 2022)

2. Braveman, Paula A., et al. "Systemic and Structural Racism: Definitions, Examples, Health Damages, and Approaches to Dismantling: Health Affairs Journal." Health Affairs, 1 Feb. 2022, https://www.healthaffairs.org/doi/10.1377/hlthaff.2021.01394.

Race and Equity (continued)

"Words and their multiple uses reflect the tremendous diversity that characterizes our society. Indeed, universally agreed upon language on issues relating to racism is nonexistent. We discovered that even the most frequently used words in any discussion on race can easily cause confusion, which leads to controversy and hostility. It is essential to achieve some degree of shared understanding, particularly when using the most common terms. In this way, the quality of dialogue and discourse on race can be enhanced." - *Racial Equity Tools*[1]

On Language

The engagement process for Carrboro Connects took place during a specific moment in time, one in which the Town had already been well into the GARE process providing tools and resources to enter into honest dialogue, but also one in which racial equity took prominent center-stage locally and nationally.

GARE recommends utilizing direct language to acknowledge the impact that public policies have on racial equity. GARE principles provided a framework for the process and language used in the plan. These recommendations include being as specific as possible when discussing race.

Terms such as BIPOC – Black Indigenous People of Color – began to take hold in Carrboro and across the U.S. to acknowledge the disproportionate impact both on specific races and the fact that these impacts affect many different races and origins. In addition, the terms Latino/a, Latinx, and Hispanic are all used in the community. It is anticipated that there will be ongoing discussion of preferred usage of these terms in Carrboro.

BIPOC: An acronym for the term "Black, Indigenous, People of Color" which is used to highlight the unique relationship to whiteness that Indigenous and Black (African Americans) people have, which shapes the experiences of and relationship to white supremacy for all people of color within a U.S. context.

The outreach process also recognized that populations historically disadvantaged and marginalized include a wide range of groups, from age discrimination to gender identification to persons with different abilities to name a few.

For example, in the housing arena, Affirmatively Furthering Fair Housing (AFFH) holds that:

"Title VIII of the Civil Rights Act of 1968, known as the Fair Housing Act, requires HUD and recipients of federal funds from HUD to affirmatively further the policies and purposes of the Fair Housing Act, also known as "affirmatively further fair housing" or "AFFH." The obligation to affirmatively further fair housing requires recipients of HUD funds to take meaningful actions, in addition to combating discrimination, that overcome patterns of segregation and foster inclusive communities free from barriers that restrict access to opportunity based on protected characteristics, which are: race, color, national origin, religion, sex (including sexual orientation and gender identity), familial status and disability."[2]

In addition, national publications such as the Journal of the American Medical Association (JAMA) have published the following guidance:[3]

1. Racial Equity Toolkit, https://www.racialequitytools.org.

2. Affirmatively Furthering Fair Housing, https://www.hud.gov/program_offices/fair_housing_equal_opp/affh

3. Flanagin, A, Frey, T., Christiansen,SL, et al, "Updated Guidance on the Reporting of Race and Ethnicity in Medical and Science Journals," JAMA. 2021;326(7):621-627. doi:10.1001/jama.2021.13304 https://jamanetwork.com/journals/jama/fullarticle/2783090

"Terminology, usage, and word choice are critically important, especially when describing people and when discussing race and ethnicity. Inclusive language supports diversity and conveys respect. Language that imparts bias toward or against persons or groups based on characteristics or demographics must be avoided."[4] "Specific racial and ethnic categories are preferred over collective terms, when possible."

Noted scholar Kimberlé Crenshaw, an early innovator of the concept of "intersectionality," gave prominence to this term that describes the relationship between power, race and gender. In an interview she explained: "Intersectionality is a lens through which you can see where power comes and collides, where it interlocks and intersects. It's not simply that there's a race problem here, a gender problem here, and a class or LBGTQ problem there. Many times that framework erases what happens to people who are subject to all of these things."[5]

The language of the plan is intended to be intersectional, cross-cutting many subjects, and it is based on cumulative input throughout the engagement process. Whenever possible, the language is meant to be inclusive of common experiences when appropriate as well as to be as specific when possible regarding disproportionate impact. The plan's language is meant to be authentic to that used during the 18-month process in which terms such as "BIPOC" were used regularly in meetings and materials, as well as terms denoting a wide range of marginalized and disadvantaged communities.

It is anticipated that **this language will continue to evolve and encourages on-going discussion of intentionality of language to best meet the challenges faced in our community to rectify injustices and set a course forward** for specific policies and programs to expand opportunities as a welcoming, diverse and inclusive community.

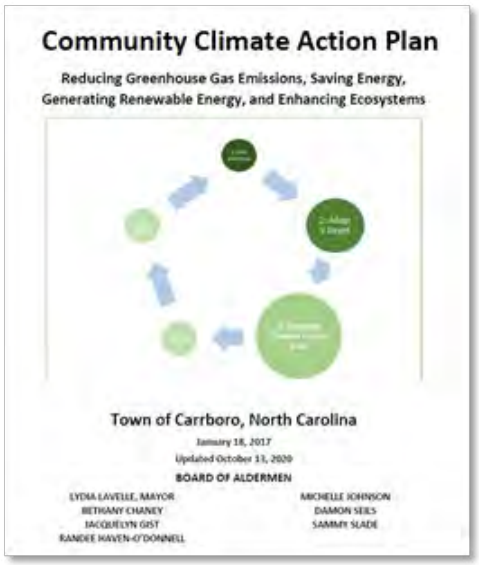
Mural at CommunityWorx Thrift Shop

4. Flanagin A, Frey T, Christiansen SL, Bauchner H. The reporting of race and ethnicity in medical and science journals: comments invited. JAMA. 2021;325(11):1049-1052. doi:10.1001/jama.2021.2104

5. "Kimberlé Crenshaw on Intersectionality, More than Two Decades Later," Columbia Law School, https://www.law.columbia.edu/news/archive/kimberle-crenshaw-intersectionality-more-two-decades-later

Climate Action

The second foundation of the Carrboro Connects Comprehensive Plan is climate action. The Town has been and continues to be a national leader in its efforts to address climate change with bold, actionable plans in place. Carrboro was one of the first communities of its kind to commit to addressing climate change in a comprehensive manner. In 2009, the Carrboro Board of Aldermen passed a resolution committing the Town to reduce emissions of greenhouse gas emissions that are causing global climate change. In 2014, Carrboro developed a plan focusing on the Town's municipal operations, held three forums regarding climate action, and launched a Task Force to develop the Community Climate Action Plan, which was first released in 2017.


Community Climate Action Plan

Reducing Greenhouse Gas Emissions, Saving Energy, Generating Renewable Energy, and Enhancing Ecosystems

Town of Carrboro, North Carolina

January 18, 2017

Updated October 13, 2020

BOARD OF ALDERMEN

LYDIA LAVELLE, MAYOR
BETHANY CHANEY
JACQUELYN GIST
RANDEE HAVEN-O'DONNELL
MICHELLE JOHNSON
DAMON SEILS
SAMMY SLADE

The Community Climate Action Plan (CCAP)—which is deeply integrated into the chapters of this plan—goes beyond municipal emissions and focuses on actions the broader community can take to reduce Greenhouse Gas (GHG) Emissions. In 2020, the Plan was updated to establish a goal of 80% reduction in GHG by 2030 as compared with 2010 levels. When the experts say "if we don't act now the effects will be irreversible," Carrboro takes that very seriously. The adoption of Carrboro's Comprehensive Plan includes re-adoption of the Community Climate Action Plan (2017, Amended 2020) and the Energy and Climate Protection Plan (2014, Amended 2020), both of which are being actively implemented and seeing progress made.

Climate Action (continued)

As a core fundation of this plan, climate action is interwoven into all of the elements of this plan. Examples include:

- **Affordable Housing** builds on recommendations for energy and water conservation in the CCAP to reduce housing expenses to lower-income renters and homeowners. Also expands the availability of affordable housing for people who work in Carrboro that would potentially reduce transportation emissions.
- **Climate Action & Environment** includes many of the CCAP recommendations such as the 80% reduction in GHG by the community, and expand access to weatherization, energy efficiency and water conservation measures.
- Reducing transportation emissions and finding more sustainable mobility options is a focus of **Transportation & Mobility.**
- **Green Stormwater Infrastructure, Water and Energy** includes various ways to implement CCAP, expand use of green infrastructure, conserve water and energy.
- **Economic Sustainability** recommends advancing the green economy and agricultural economy, supporting businesses that can keep jobs local, and calls for reduction in retail sales gap that could reduce transportation emissions by reducing driving out of town to buy products or ordering online that results in inefficient deliveries.
- **Recreation, Parks & Cultural Resources** recommends expanding use of stormwater Best Management Practices (BMPs) in parks both for direct environmental benefits and as a public education tool.
- Update the **Land Use** Ordinance and development review process to address climate action and environmental protection, and more efficient use of land to accommodate growth while preserving land, open space and natural resources as well as making development patterns more transit-friendly for buses, bikes and pedestrians.
- **Public Services** involves the various Town departments that will lead 80% reduction in municipal GHG emissions by 2030.

How to Use this Plan

The Plan takes a systems-based approach to planning, meaning that all elements of the plan are interrelated. For example, land use changes may be needed to support affordable housing development, or Public Works needs to be involved to build and maintain the Town's parks. From an organizational perspective, however, the content of the plan is divided into eight main planning elements:

- **Affordable Housing** includes recommendations to expand the availability of affordable housing, access to housing, and preserve existing affordable housing opportunities.
- **Climate Action and Environment** describes items from the CCAP and ways to implement CCAP as well as protect Carrboro's environmental resources.
- **Transportation & Mobility** recommends strategies and improvements to the Town's multimodal mobility network.
- **Green Stormwater Infrastructure, Water, & Energy** provides a comprehensive approach to infrastructure investments in Carrboro that may be guided by the Town and/or related agencies including OWASA.
- **Economic Sustainability** discusses ways to support existing businesses (especially BIPOC, small, and local businesses), attract new investment, and expand employment.
- **Recreation, Parks and Cultural Resources** focuses on serving the community through the Town of Carrboro's parks and recreational and cultural programming as well as coordination with other agencies including Orange County, UNC (Carolina North Forest and University Lake) and cultural groups.
- **Land Use** includes the planning for a variety of land uses in Town – from housing to commercial development, including specific recommendations for corridors that have been experiencing changes over time and ways to promote excellence in design in the public and private realms.
- **Public Services** details how the plan will be implemented by various departments including Communication and Engagement, Finance, Fire and Rescue, Information Technology, Police, Public Works, Town Clerk and Town Manager.

While the recommendations in the plan have intentionally been crafted to have cross-cutting impacts across the various planning elements, they are organized based on the primary source of implementation (e.g. recommendations to support affordable housing development approvals are listed in the Land Use Element). At the end of each chapter, additional related strategies and projects that are identified in other chapters are listed in a table for easy reference.

Mural at local business, Present Day on Main; Image credit: Soteria Shepperson

How to Use This Plan (continued)

Each planning element includes the following components:

- **Vision**: the big picture of what Carrboro wants to be
- **Key Findings:** a summary of facts from past research and plans as well as input gained through the comprehensive planning process. See more information at Carrboro Connects Issues and Opportunity Reports and community engagement summary reports that can be found at https://www.carrboroconnects.org/documents
- **What We Will Measure:** these are aspects we will measure over time to determine progress toward meeting the plan's goals. Progress toward these metrics can also be used to refine goals and strategies during plan updates.
- **Goal:** outcome-focused "what" Carrboro is trying to achieve
- **Strategy:** "how" Carrboro will achieve the goal
- **Project:** specific initiatives that will be undertaken to implement the strategy

Following the planning element chapters, an Implementation Plan (to be added in the next Draft) identifies each goal, strategy and project, the primary department or agency responsible, partner agencies and organizations and an implementation schedule (e.g. short, medium or long-term).

Each element also includes a discussion into how the element specifically relates to race and equity and climate action, the two foundations of Carrboro Connects.

In addition to the new content that was developed for the Comprehensive Plan, the following recent plans are recommended to be adopted as part of the Comprehensive Plan so that they will have the same standing in budgeting, review of policies, and developments:

- Community Climate Action Plan (2017, Amended 2020)
- Energy and Climate Protection Plan (2014, Amended 2020)
- Downtown Parking Plan (2017)
- Economic Sustainability Plan (2017)
- Bike Plan Update (2020)

Finally, **Chapter 11: Implementation** summarizes priority projects and key action steps for the first five years after plan adoption, as well as each goal, strategy and project, the lead agency responsible for the project, possible partners, and an implementation timeframe. As part of regular reporting and updates to the plan, all implementation items wil be reevlauted and measured for necessary adjustments. This is a living document, intended to be updated as needed to help Carrboro pursue its vision for the future.

Garden at Baldwin Park

A Brief History of Carrboro

Just as past residents, a railroad, a university, and a few textile mills helped shape the Town of Carrboro today, current events and people will continue to shape the Town into the future. Along with the transition to a new decade, 2020 has also brought the COVID-19 global pandemic, a social justice uprising in the fight against systemic racism, and a continuing climate emergency. While these issues are not unique to the Town of Carrboro, the way we choose to respond to these crises will undoubtedly change our Town long into the future, and we hope to emerge a stronger, healthier, and more equitable place. Working to create a clear vision and path for the Town through the Comprehensive Plan, we begin with an acknowledgement of the past.

Located in the Piedmont region of North Carolina, Carrboro has a rich history, with a wealth of natural flora and fauna developing from the weathered, ancient mountain range underlying the present-day rolling hills, forests, and streams. For at least 12,000 years before Europeans moved into the area, indigenous peoples flourished in the rich hardwood forests of the area now-called Orange County. In 1701 when English explorer John Lawson passed through the area, he was hosted in a stockade village called Occaneechi Town (within the now Town of Hillsborough) whose Siouan inhabitants had been displaced by Europeans spreading south and west from coastal Virginia settlements. Officially established in 1752 with a land area nearly ten times that of present day boundaries, Orange County's population grew steadily in the lead up to the American Revolution becoming the most populous county in the colony by 1767.

During this period of colonization, most early immigrants were of Scots-Irish, Welsh, and English Quaker descent and were primarily small scale farmers who found the land was most suitable for growing corn and other small grains. It is estimated that in 1755, 8% of households in Orange County included enslaved household members (with no more than ten slaves). By 1790, enslaved people made up approximately 20% of the County's population. The County was centered on the Town of Hillsborough which at one point, even with its relatively small population (474 people in 1800), was in the running to be named the State's capital.

The End of Slavery

The end of the Civil War ushered in a new era of emancipation and southern Reconstruction. Prior to emancipation, some 6,000 enslaved people made up about a third of Orange County's population.

Previously enslaved people could for the first time own land and pursue prosperity. While many formerly enslaved people left the area, others demonstrated their freedom by purchasing land and forming schools, churches, and businesses in what is now modern day Carrboro.

Dolores and Lorie Clark are 7th generation descendants of formerly enslaved people who lived in Carrboro. They shared their family's story and shed light on local history at one of Carrboro Connects' virtual community meetings.

The St Paul AME Zion Church was the first Black church in Carrboro. Established in 1864 near what is now the juncture of downtown Carrboro and Chapel Hill, it continues to serve many in the local Black community. In 1866, two Black freedmen, Benjamin Craig and Green Cordal, purchased a parcel of land across the street from the St. Paul AME Church. With the help of the Quaker-run Friends of Philadelphia, they built the first Freedman School in Orange County on the site that is now the Black-owned Carolina Car Wash. A plaque recognizing Craig and Cordal's actions was unveiled on August 9, 2021. The school served hundreds of free Black children and adults from founding until closure in 1917.

One of the families living in the area that would become Carrboro was that of Toney and Nellie Atwater Strayhorn, both of whom had been enslaved from birth until they were made free by the Emancipation Proclamation. Dolores Hogan Clark and Lorie Clark, great- and great-great granddaughters of Mr. and Mrs. Strayhorn, represent the 7th generation in their family to own and reside in the home Toney built after purchasing land in what is now downtown Carrboro following his marriage to Nellie in the 1870s. The Strayhorns were well known for their industry and hospitality and for Mr. Strayhorn's skills as a farmer and brick mason.

Many descendants of formerly enslaved people, including those of Toney and Nellie Strayhorn, still reside in Carrboro and Chapel Hill. The work of their ancestors is reflected in the history and continues to shape the legacy of the community today. A marker erected in June 1995 on West Main Street honors formerly enslaved members of the Carrboro community and their descendants.

The second truth plaque in Carrboro -- a product of the Truth Plaque Task Force -- was installed on August 9, 2021 to recognize the Freedman School which served hundreds of free Black children and adults.

Birth of a Town

1882 marked a critical turning point for Chapel Hill, the university town, when the University Station Spur Railroad was extended south from Hillsborough to a location just one mile west of the North Carolina campus. With no paved roads in the area, both travel and transport of goods was difficult. For this reason, rail was the preferred method of transportation. The construction of this new spur allowed for direct passenger service to UNC-CH, and supported the transport of goods to and from the area. It was with this event that the small community known at times as Lloydville and West End began its transition to modern day Carrboro.

In addition to the expanding University, the rail extension provided another catalyst for the area to grow. As the 20th century was ushered in, what was once a rural agricultural-based economy, transitioned to industrial textile manufacturing. In 1898, Thomas Lloyd built the Alberta Mill, now Carr Mill Mall, the area's first textile mill for the production of cotton hosiery. Lloyd would go on to build two other adjacent mills, neither of which remain. With the success and expansion of the mills came jobs and opportunity.

A decade or so later, seeing the success of the mills, a businessman from Durham named Julian Shakespeare Carr purchased the mills from Lloyd. The mills were renamed the Durham Hosiery Mills and continued to grow and fuel the local economy.

The Town charter was granted March 14, 1911.The Town was named Venable, in honor of Francis Preston Venable, a much-loved educator and scientist, who was serving as President of the University at Chapel Hill at the time, a role he held from 1900 to 1914. The General Assembly approved a name change to Carrboro two years later on October 11, 1913, in honor of Julian Shakespeare Carr. Carr was an Orange County native, veteran of the Civil War, had served on the University Board of Trustees and purchased two of the mills. The Town was renamed Carrboro in exchange for his providing electricity to the Town.

Circa 1920 view of the cross tie market on E. Main Street, in front of Durham Hosiery Mill No. 4 (Image credit: UNC-CH)

Aerial view of Carrboro, looking north, taken in the late 1940s (Image credit: UNC-CH)

On June 2, four months before the renaming, Carr gave a racially charged speech at the dedication of a monument to the confederacy on the UNC campus, known as Silent Sam. The monument was removed following a 'Remove Silent Sam' rally on the night of August 20, 2018. The relationship of both Carr and Venable to segregation, bigotry, discrimination, and racism has come into clearer focus in the decades since the Town was chartered. In an effort to tell the whole truth of the racist history of Julian Carr, the Town's namesake, a Truth Plaque Task Force was established in 2018 to gather input for the possible installation of a "truth plaque." The first Truth Plaque was installed on April 16, 2019 and can be found on the front of Town Hall.

By 1913, the newly named Town of Carrboro had grown to approximately 1,000 residents. A small grocery, a cross tie market, a post office, two schools, and the Fitch Lumber Company developed in the coming years. Starting in the late 1930s, most Black residents lived in a neighborhood straddling the border of Carrboro and Chapel Hill extended into the Partridge Field area east of the railroad tracks. Segregation, defacto and enforced, was apparent in this neighborhood and other Carrboro neighborhoods near E. Main Street and Jones Ferry Road. The few Black wage earners employed in the mills worked as sweepers. Most working residents were employed as day laborers or domestics, or were self-employed as farmers, blacksmiths, carpenters and stone masons producing food and the built environment for the growing community.

Did you know?

The conductor of the University Railroad that brought people to and from UNC-CH in the late 19th century offered students free first rides. Today, the Carrboro-Chapel Hill area is well known for its free and reliable bus service as part of a commitment to alternate modes of transportation.

Growth and Change

For the first few decades after its incorporation, Carrboro maintained a distinct identity as a small mill town on the other side of the tracks from Chapel Hill. Economic decline in the late 1920's saw reduced mill operations. Within 10 years, Durham Hosiery Mills had closed its plants and sold much of its property, including most of its mill houses, at auction. As a result, workers shifted to plants in Durham, the University, or agriculture. One mill became a shell loading plant during World War II; both were opened again to manufacturing textiles after Pacific Mills brought its woolen hosiery production to town from 1945 to 1957. Carrboro's population began to increase during the 1960's due to growth occurring at UNC-CH and supporting businesses. This new population included a large number of students who would play an important role in shaping the Town's politics and culture.

In 1969 Carrboro's first Black elected Town leader, Braxton Foushee, joined the Board of Alderman and went on to serve until 1981. Ruth West served as Carrboro's first woman Mayor, elected in 1975. Robert "Bob" Drakeford, Carrboro's first Black mayor, served from 1977 to 1983. Drakeford hired the first Black Town Manager, Richard Knight, as well as the Town's first planner and helped to advance alternate modes of transportation such as biking, walking, and transit, key features of life in Carrboro to this day. Since the decline of manufacturing, some downtown buildings have been preserved including the railroad depot and the original textile mill, businesses, and many homes. In 1976, the former Alberta Cotton Mill was rehabilitated to create the Carr Mill Shopping Village which remains a central area for commerce, today housing Weaver Street Market and boutique shops. In 1977, the Town successfully sought funding from the NC General Assembly to build a shelter for a farmers' market. The "locally grown, nationally known" Carrboro Farmers Market continues in its 45th year. Joal Hall Broun served as the first Black woman elected official in Carrboro beginning in 1999.

Entering the 21st Century

Since the end of the textile manufacturing era, Carrboro has experienced a rebirth. It has developed an eccentric culture and a reputation as one of the most accepting communities in the South, welcoming people from all walks of life and all parts of the world. Carrboro has established Sister City relationships with Juventino Rosas and Celaya both in Guanajuato Mexico as well as San Jorge, Nicaragua, El Menisha, Egypt, and Saratov, Russia. In the early 1990s Carrboro experienced a large influx of Latino immigrants. The Hispanic population increased by 936% between 1990 and 2003 making up 12% of the Carrboro population. Founded in 1992, originally as the Hispanic Resource Center, El Centro Hispano is a local Latino nonprofit organization dedicated to strengthening the community, building bridges and advocating for equity and inclusion for Hispanics/Latinos in the Triangle

The "locally grown, nationally known" Carrboro Farmers Market

Area. In 2001 John Herrera was elected to the Carrboro Board of Alderman becoming the first Hispanic immigrant elected to a N.C. municipal office and served until 2009. Herrera co-founded La Fiesta del Pueblo, the Triangle's largest Latinx cultural festival, which started in Carrboro but has since moved to Raleigh to accommodate the 20,000 annual participants.

Carrboro has welcomed refugees from all over the world including people from Syria, Afghanistan and the community from Burma. The Refugee Community Partnership is a local organization that helps to connect people to the resources they need and works to eliminate barriers to access.

Carrboro was the first municipality in North Carolina to elect an openly gay Mayor in 1995, and was also the first local government in the state to grant domestic-partner benefits to same-sex couples.

The Town has continued to grow steadily; in 1960, approximately 2,000 people lived here. Today over 20,000 call Carrboro home and it is a vibrant and diverse community, hosting numerous venues and events. The ArtsCenter and Cat's Cradle both host national music acts, and annual arts and cultural festivals such as the Carrboro Music Festival, WestEnd Poetry Festival, and the Carrboro Film Festival take place in community spaces throughout the downtown.

More information about the Town is available at www.townofcarrboro.org/860/ABOUT-CARRBORO, a page on the Town website where results of the most recent citizen survey, links to US Census demographic data and other resources are available.

Carrboro's Town Hall

Overview of Carrboro Planning

Zoning authority was enacted in 1954. In the 1960's, the Town worked with Triangle 'J' and Chapel Hill and a limited set of land use regulations. The Town prepared a land use plan in 1970. Soon after, Carrboro partnered with Chapel Hill to create the Chapel Hill Transit system, joined the National Flood Insurance program, and adopted a new Land Use Plan followed by a robust unified development ordinance (the first of its kind, with strong environmental protection and requirements for bike lanes and sidewalks in new development) and a revitalization strategy for the downtown.

Years of rezoning studies and comprehensive rezonings followed to establish areas for mixed use and high-density development and to protect the water supply watershed nearby. Population grew by over 300 percent in 20 years and the community was transformed from a declining mill village to a busy town. The land use regulations emphasized residential development with limited commercial areas in order to maintain the economic vitality and focus on the downtown–Main Street–and two designated highway commercial nodes. Current commercial areas include 100 acres of land downtown, at Highway 54 Carrboro Plaza and Willow Creek Shopping Center. There are a number of other non-residential areas that were in place prior to 1980; these are generally quite small in land area and are often mixed use. Key planning concepts have included:

Downtown/Commercial Nodes

Strategies that have been used to support the downtown area have included limiting non-residential areas, focusing on arts and entertainment, overlays to encourage density, outdoor dining and supporting non-vehicular travel such as transit, bike and pedestrian movement. In the 1990s, Office/Assembly districts were added to the zoning ordinance. In 2001, the Downtown Vision laid out these strategies to preserve and strengthen the downtown which led to an increase in the maximum building heights and architectural standards.

Neighborhoods/Housing Diversity

Since the 1960s there has been an expansion of housing tied to the growth of UNC, resulting in the development of a robust transit system in Carrboro and Chapel Hill. Various mechanisms have been used to support infill development including more intensive residential districts, allowing accessory dwelling units and architecturally integrated subdivisions. Mechanisms to support affordable housing have included a density bonus, permit fee waiver, size-limited units and open space and parking requirements.

Environmental Protection

Starting in 1970s, floodplain management began, along with stream buffers. These efforts have included a strong open space requirement in residential development; tree protection, shading, replanting and tree cover; regulating invasive plants and instituting water quantity and water quality standards.

Compact Urban Area

The formation of OWASA and water supply protection have limited development, not allowing water and sewer to expand into the University Lake Watershed, in which much of the Extra-territorial jurisdiction is located. The Joint Planning Area allows for controls over development in the northern part of Carrboro. The Jordan Lake Rules offer additional protection that guides development in those areas.

ETJ and the Transition Areas

The Town's Planning Jurisdiction includes Town limits, the Extra Territorial Jurisdiction (ETJ) and the Carrboro Joint Development Review Area (CJDA) which includes Transition Areas 1 and 2. The Facilitated Small Area Plan for Carrboro's Northern Study Area, adopted in 1999, is a policy document for Carrboro's northern growth area, referred to as the Northern Study Area which includes the two Transition Areas. The Northern Transition Area Advisory Committee provides input into planning and development of this area. Authority for planning in the Transition areas is found in the Joint Planning Agreement and Joint Planning Land Use Plan between Orange County and the Towns of Carrboro and Chapel Hill.

CHAPTER TWO
Community Engagement

Carrboro Connects is built on a foundation of leading with racial equity and prioritizing climate action.

With this foundation at the core, the plan was steered by an engagement process that brought in as many people as possible from all parts of the community. We had a goal of ensuring that 100% of residents, organizations, businesses, and stakeholders were given an opportunity to participate in the plan. Carrboro Connects is about connecting with the community and with people of every age, race and background to ask the question: **what can WE create, together?**

"This plan should shape the future in a way that is consistent with the values we have as a community."
-Resident idea

Carrboro Connects may be the Town's first-ever comprehensive plan but the Town has a strong history of planning and engagement. The entire planning process was built around a wide range of engagement tools focused on listening to new ideas, insights, and feedback from the community.

Town leaders felt strongly that this process was to be inclusive and representative of the entire community, including those who have never participated in the past or had to overcome barriers to participate. At every stage, efforts were made to reach new voices and broaden the scope of outreach. The process was not one-size-fits-all -- rather, a menu of engagement options and activities was developed to accommodate the range of peoples' preferences and resources. Despite the challenges of connecting with people during the COVID-19 pandemic, the Carrboro Connects team worked hard to directly reach over 1,300 individuals through over 3,500 touchpoints (defined as the total instances of engagement).

"We have a lot of priorities in town: climate change, our fight against systemic racism, a lot of important work at the local level. You all get to be part of that with the comprehensive plan."

(Former) Mayor Lydia Lavelle

"This plan will guide decisions that make our town more just, resilient, and sustainable. We ask that you reach into your networks, pull in more people, and let's make sure that everyone has an opportunity to participate."

Council Member Barbara Foushee

Pop-Up Events
5 In-person Idea Booths

Task Force Meetings
7 Sessions

Community Workshops
300+ Participants

Interviews
60+ Stakeholders

Project Website
4,000+ Views
300+ Ideas Shared

Facebook Live Events
800+ Views

Townwide Mailings
Postcards mailed to every household

YouTube
300+ Views on Carrboro Connects recorded meetings

Carrboro Connects Outreach Timeline

2020

apr - aug
- Project Kick-Off
- Project Branding + Website Design
- Stakeholder Interviews

sep
- Website Launch
- Task Force Meeting #1: Vision, Engagement, Race & Equity
- Interview Summary Posted for Public Input

oct
- Conversation Cafe Assignment
- Task Force Meeting #2: Climate & Environment

nov
- Task Force Meeting #3: Land Use and Affordable Housing
- Community Workshop #1: Kick-off

2021

jan
- Task Force Meeting #4: Transportation and Economic Sustainability

feb
- Task Force Meeting #5: Recreation, Parks, and Cultural Resources & Public Services
- Town Council Update

mar
- Community Workshop #2: Vision and Framework

apr
- Town Council Update

may
- Task Force Meeting #6: Review Draft Strategies
- Advisory Board Review of Draft Strategies
- Vision, Goals, & Strategies Posted for Public Input

jun
- Pop-Up Events
- Town Council Update

jul-aug
- Plan Drafting
- Task Force Editing Sessions
- GARE Training for Task Force Members

sep
- Virtual Open House: Draft Plan
- Task Force Meeting #7: Review Draft Plan
- Town Council Update

oct
- Plan Editing
- Advisory Boards Review
- Town Council Review

nov
- Revised Draft to Town Council
- Public Hearing

dec-jan
- Plan Editing

2022

spring
- Public Hearing
- Town Council Work Session
- Revised Adoption Draft
- Implementation Begins!

Process

The Carrboro Connects planning process officially began in the Summer of 2020. Outreach activities occurred throughout each stage of the project. This timeline illustrates the variety of tools and communication methods used to engage with the community. The range of opportunities, events, and ways to share input allowed everyone to connect in a manner that was convenient and comfortable to them: via the website tools, a one-on-one Q&A, at a virtual or in-person workshop, a pop-up event on their way to or from work. Wide-reaching, creative, and project-branded marketing ensured that folks from all over Carrboro knew about the plan and the different ways to get involved.

Getting the Word Out

Marketing and promotion of the plan included Town press releases and social media posts, communicating with local nonprofits and neighborhood associations, materials posted at Town Information Centers, radio ads and announcements, branded T-shirts, video features from Town Council members, participation in the 4th of July parade, banners hung in prominent locations around Town, and handing out printed materials at food distribution events and other community gatherings. These ongoing efforts by the Town worked in tandem with marketing of the website, interactive idea-sharing tools, and word of mouth to get the word about that Carrboro was planning for its future and wanted residents to lead the charge.

▲ *The Carrboro Connects engagement process used a combintation of engagement techniques, such as fun and creative marketing in both English and Spanish, social media posts via Town channels and partner organizations, radio announcements, postcard mailings, email, and paper handouts at events.*

▲ *Carrboro's Town Information Centers are one way to increase access to information, resources, and civic processes by everyone, especially people of color and marginalized communities. These earned Carrboro a national communications Award of Excellence for the Most Creative Activity with Least Dollars Spent.*

4,000+
total touchpoints

1,600+
total engaged

▲ *"Touchpoints" are the total instances of engagement, while "engaged" refers to total individuals who participated*

Carrboro Connects Task Force

A Comprehensive Plan Task Force, comprised of appointed representatives from the Town's advisory boards as well as 8 at-large members from the community who were appointed by the Town Council, served as the "eyes and ears" of the plan. This group of 29 individuals met over the course of the project to provide input on engagement efforts, identify issues and opportunities, and review and provide feedback on preliminary plan recommendations. The Task Force met officially seven times but also had additional editing sessions, a get-together at the pop-ups in June, and had GARE Trainings to develop and review the plan with a focus on race and equity.

Stakeholder Interviews

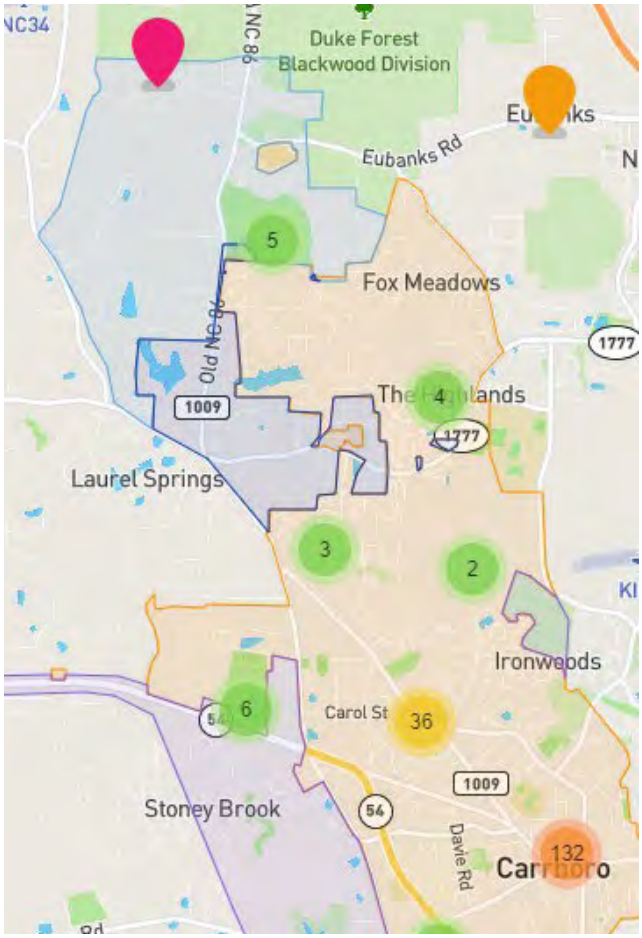
A series of 22 virtual meetings were held over the summer of 2020. In small groups of three to five individuals, the consultant team and Town staff interviewed over 60 residents, community leaders, and businesses representing a broad range of expertise and perspectives. The questions covered everything from what people loved about Carrboro, what are the Town's biggest challenges and opportunities, and what people would most like to get out of the plan once it is completed. Participants also shared ideas for additional folks to interview and get involved in Carrboro Connects, particularly those who may not already be involved in the Town.

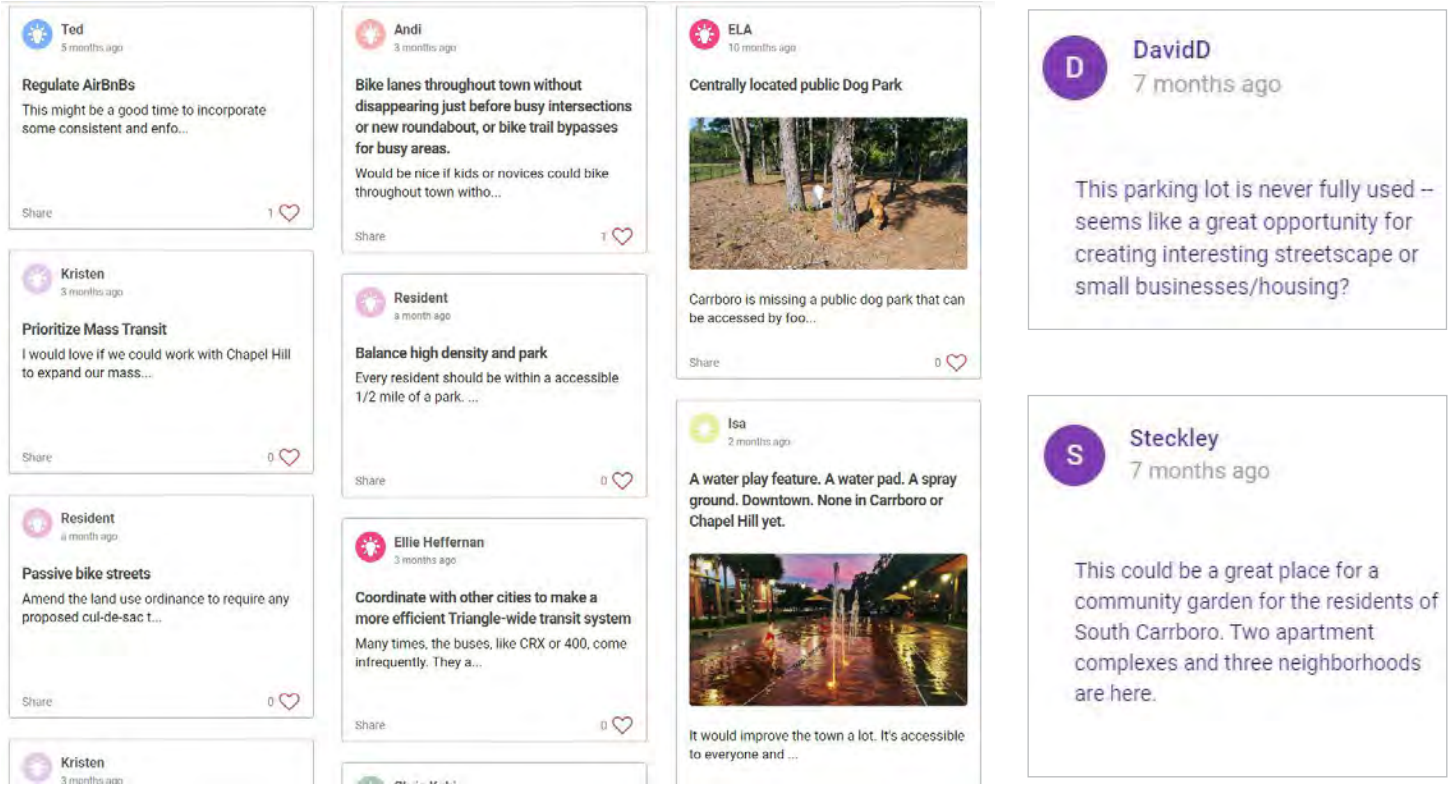
The Carrboro Connects Task Force met consistently over the course of the project for three-hour working sessions via Zoom. In small breakout groups, the Task Force had in-depth discussions about plan topics, raising important questions for the project team and providing constructive edits that led to a more detailed, authentic plan.

Project Website

The project website served as an essential virtual hub for Carrboro Connects. Interactive tools allowed website users to share on a virtual "ideas wall," place comments on a map for place-specific thoughts, and view all project documents, meeting recordings, and summaries. The website also included a subscribe feature that allowed visitors to sign-up to receive project news via email, and a Google Translate button that converted the site into different languages. At every stage of the planning process, new users learned about Carrboro Connects, registered, read about the plan, and shared their ideas. Throughout the project, over 400 unique subscribers signed up via the project website.

3,000+
unique website visitors



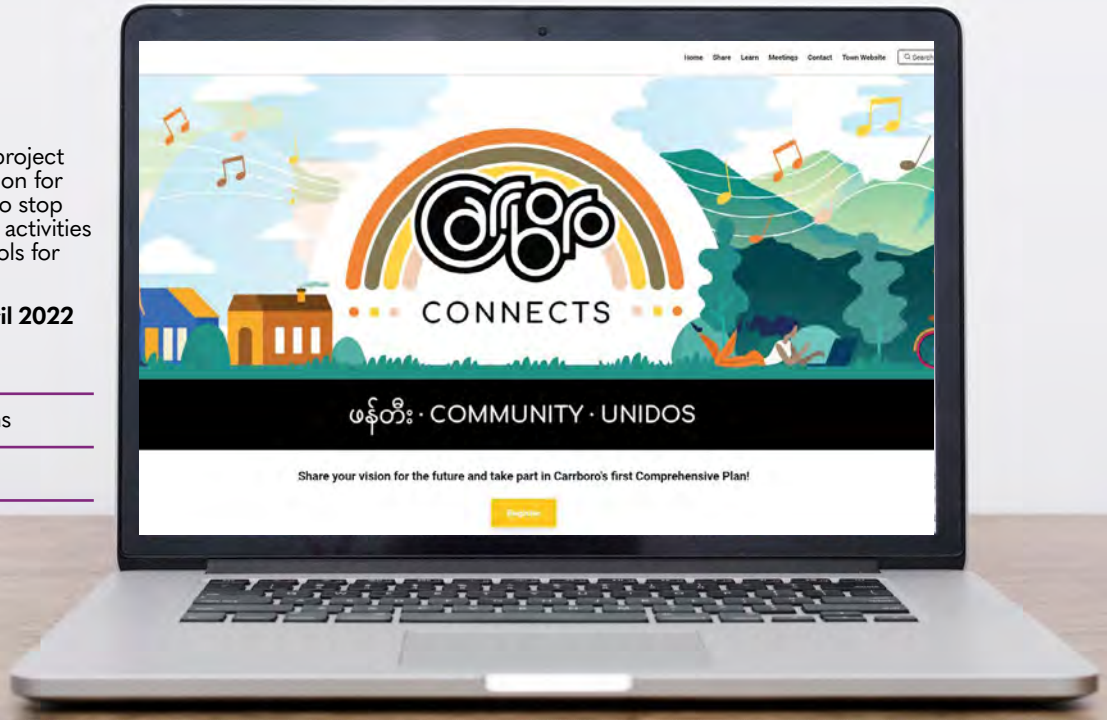


Online Engagement

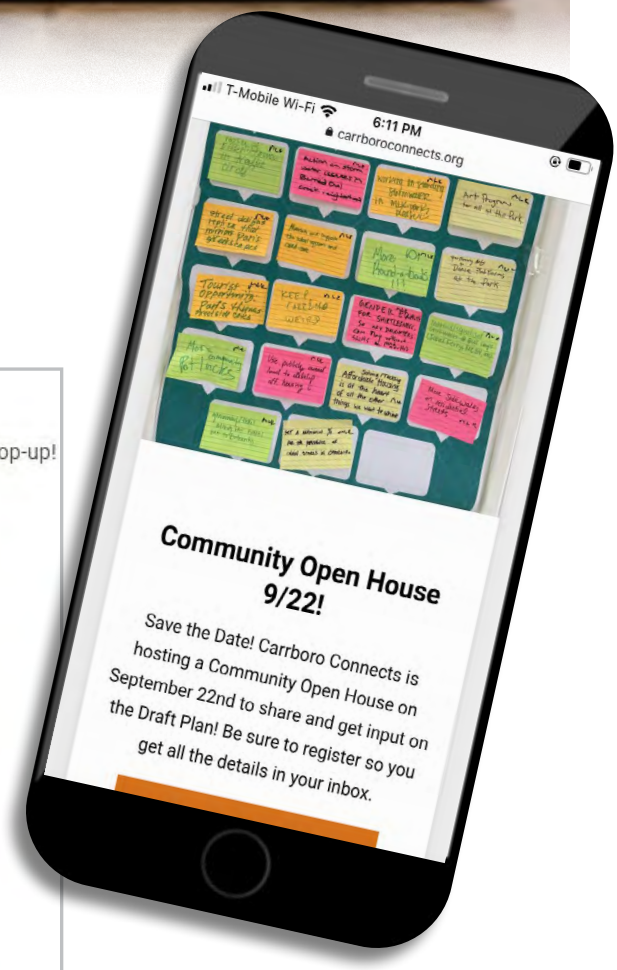
The website featured all project documents and information for visitors who just wanted to stop by and browse, as well as activities and multiple feedback tools for registered users.

September 2020 to April 2022

- ☐ 8,000+ Site Visits
- ☐ 400+ Site Registrations
- ☐ 500+ Ideas Shared
- ☐ 200+ Mapped Ideas



In addition to the in-person Around Carrboro Pop-Ups held in June 2021, the website featured a Virtual Pop-Up for anyone who couldn't attend the events. Over 180 people visited the virtual pop-up which led to 36 new ideas shared, new website registrations, and new voices being included in the Carrboro Connects planning effort. ▼

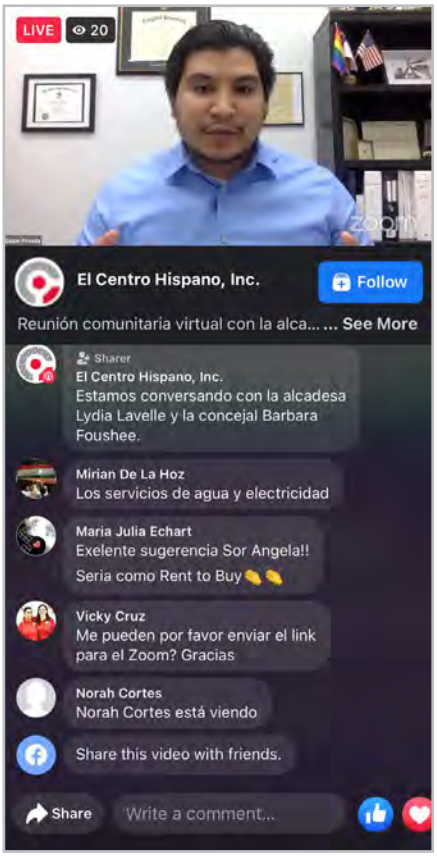


Creative, Virtual Outreach

From 2020-2021, during which most of this planning process unfolded, communities around the world shifted many work and social activities into a virtual space. Carrboro Connects had to do the same, and quickly realized some of the benefits of virtual communications: it may be easier for some to participate from home via phone or computer; there is no need to find transportation or childcare; folks can log on for as much time as they have; participation can be with cameras on or off, via the chat, or by listening; and you can have multi-lingual meetings using Zoom's interpretation tool with a live translator and breakout rooms in different languages.

Carrboro Connects' virtual/remote events included:

- 3 Community Workshops with Spanish translation and breakout groups, also featuring music, mindmapping, and local history
- 3 Facebook Live Events to reach specific populations: two held for Spanish speakers in partnership with El Centro Hispano, one held for Burmese- and Karen-speaking residents with the Refugee Community Partnership
- 7 Task Force Meetings and 2 Task Force Editioral Sessions
- Community submissions to the Carrboro People's Photo Album
- "Conversation Cafe" peer interviews
- Frequent meetings and updates to Town Council, Town Advisory Boards, Orange County Affordable Housing Commission, NAACP, and other local groups that provided input



Facebook Live proved to be one effective way to reach communities who may not typically attend a townwide event, especially if it were only in English. Two events with El Centro Hispano and the Refugee Community Partnership allowed for a focus group-like discussion of the specific concerns and ideas from these communities.

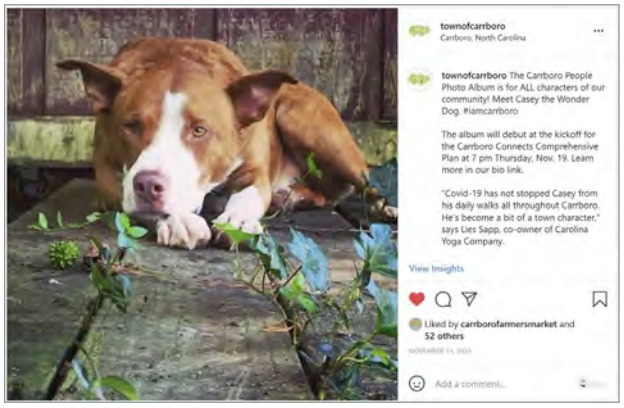
550+ Views

Social Media & The Carrboro People Photo Album

The Carrboro People Photo Album encouraged participation at the first community meeting held a week before Thanksgiving. We asked anyone who wanted to be included to take a photo of themselves, their pod, or family pets. View the album at youtu.be/yw3S7a65nLs

More than 150 people attended the Nov. 19, 2020, community meeting when the Carrboro People Photo Album was presented. Engagement was also high leading up to the album premiere, as people shared photos and commented on those they recognized, and Town Communication and Engagement staff posted teasers to boost interest. This was a time during the pandemic when people longed for social interaction.

Raising awareness on social media about Carrboro Connects was a constant driver of public attention. About 100 posts across Twitter, Facebook, Instagram, Nextdoor and YouTube opened the door to people talking about the the town's comprehensive plan. In November 2020, Carrboro Connects posts made the Top Three Most Engaging and Top Three Highest Reach Posts on both Town of Carrboro Instagram and Facebook.



Pop-Up Events

After one year of virtual engagement, the Carrboro Connects team was excited to finally connect in-person for pop-up events around town in June 2021. The pop-ups were an opportunity to reach new people who hadn't yet heard about the comprehensive plan, as well as check-in with old friends to get input on ideas that had been emerging in the planning process. Five pop-ups took place at strategic locations spread across Town. These locations were intentionally picked to capture a wide variety of people and meet them at places they may typically visit. All of the locations were widely disseminated to residents via social media, flyers, email lists and web newsletters.

5 Pop-Up Events

100+ Ideas Shared

130 total participants

"Implementing this plan will require community members to come together and see how connecting on projects can collectively benefit all of us."

Soteria Shepperson, Task Force Member

"How can the Town invest in resources that help build peoples' skills while also meeting needs and improving our neighborhoods?"

Quinton Harper, Task Force Co-Chair

Pop-Up Photos

▲ *Five Pop-Up Events were spaced out over Thursday - Saturday, at locations across town: Carrboro Plaza, Rogers Road, South Green, Farmers Market, and MLK Jr. Park*

Community Open House

A community open house to review the Preliminary Draft Plan was held on September 22, 2021. While originally scheduled to gather in-person at the Town Commons, weather forced a last minute pivot to a virtual meeting. This change didn't stop a group of 60 individuals (in addition to the project team, Town Staff, Town Council, and Task Force members) from joining together virtually for discussion and feedback on the recommendations presented in the September Draft Plan.

This plan now incorporates comments received from over 100 individuals (members of the public, Town Staff, and Town Council) received via: the Open House, the project website feedback form, and through emailed comments and marked up draft documents.

Extra Mile Engagement

Carrboro has set a high bar for civic engagement, incorporating public input into all Town decisions and processes. While this is true, it remains a challenge, in many communities, to reach beyond the usual suspects and hear from the full range of residents.

For this process to be successful, outreach efforts were intentionally designed to go the extra mile and reach out to all members of the Carrboro community, including groups that may have not been involved in the Town's activities in the past.

Towards this goal, a diverse Task Force was developed of people from different racial and ethnic backgrounds and of varied ages, interests, genders and economic backgrounds. The demographic makeup of the Carrboro Connects Task Force is reflective of the Townwide mix. For example, members were: 11% Asian/Pacific Islander (Town = 9%), 21% Black/African American (Town = 11%), 7% Hispanic/Latino (Town = 7%), and 61% White (Town = 68%). This was intentional, as it is important that the group guiding the planning process is demographically similar to the wider Carrboro community in order to serve as ambassadors for an inclusive plan.

The Task Force members served as plan ambassadors, inviting others from their networks to join in the process and interviewing new people, neighbors, and acquaintances to answer questions about Carrboro's future.

To reach new and diverse populations, workshops and materials were multi-lingual and pop-up event locations set in areas where we might engage with more BIPOC residents and workers.

Outreach activities took place in English and Spanish, and some materials and events also translated for the community from Burma (including part of the project logo's tagline, "Creating Community Together"). To engage different age groups and levels of ease/access to technology, outreach was done online, in-person, through printed outreach materials or by calling a Town phone number. Maps do not just include the Town boundary but show the full extent of Carrboro, which includes the Transition Areas and the Extra Territorial Jurisdiction. In interviews and conversations throughout, we have asked each person "who else can we reach out to?"

> "The plan is about bringing all of us together, not just those of us here but all those who we can reach. Carrboro Connects is about those connections, the process, and making sure we can all be creative and collaborative and learn from each other."
>
> *Catherine Fray, Task Force Co-Chair*

CHAPTER THREE

Affordable Housing

Vision

There is a home for everyone in Carrboro. Carrboro is affordable, safe, and welcoming for all people who want to live in the community. The Town works to prevent displacement of existing residents, advances racial equity and accessible housing, has a full range of affordable options for all life stages and types of households, particularly low- and moderate-income and historically disadvantaged households, and that the Town prioritizes resources to meet affordable housing goals.

Definition of Affordability:

Access to quality housing to households who cannot afford to pay the rent or mortgage without assistance. Standard: units for which a family would pay no more than 30% of their income for rent or 2.5 times their annual income to purchase.

Key Findings

1. Housing units were built at the most rapid pace between 1970-1990. Since then, annual rate of housing unit development has slowed and is currently at 1%.[1]

2. For-sale housing prices are escalating rapidly, including a 13% change in the past year, and a 43% increase over the past five years to a current market price of $348,000.[2]

3. Rent is rising faster than income as well. Rent on a two-bedroom apartment has increased 29% over four years while median household income rose 11%.[3]

4. Seventeen percent of homeowners have housing cost burden, while 49% of renters experience cost burden -- pay over 30% of their household income toward housing expenses.[4]

5. Based on housing affordability versus demand for housing, there is a total affordability gap of 1,078 housing units, including 314 for-sale units and 765 rental units.

6. Carrboro has been working intensely on strategies to improve housing affordability and has several existing plans that are reinforced by goals and strategies in this plan. Some of these include: Orange County Master Aging Plan (MAP), Orange County Consolidated Plan, and the Town of Carrboro Affordable Housing Goals and Strategies.

What We Will Measure

1. Number of new affordable for-sale homes and number of preserved affordable homes for households up to 80% Area Median Income (AMI) that have long-term affordability restrictions
2. Number of new rental units and number of preserved rental units for households up to 60% of AMI
3. Homeowner cost burden for households at 30%, 50% and 80% of AMI
4. Renter cost burden for households at 20%, 50% and 80% of AMI

ENDNOTES

1. Town of Carrboro Data.
2. Zillow.com, June 2021.
3. Source: ACS 2014-2018
4. Source: ACS, 2014-2018
5. Source: ACS, Esri and Freddie Mac Calculator

Race & Equity and Climate Action

Race and Equity

There has been historic discrimination in housing practices across the U.S. – from access to finance to zoning to redlining practices. Carrboro is currently losing many of its more affordable homes – whether for-sale or rental housing, through escalating prices, speculation and limited amount of new housing that has been built in recent years. A high rate of housing cost-burden, especially among renters, is evidence of the high cost of housing, particularly among low and moderate income households. For Carrboro to be welcoming to residents of all races, backgrounds, and incomes, affirmative policies are needed to preserve existing housing that is affordable and provide more supply of housing that is affordable to low- and moderate-income households.

Affordable housing strategies and projects have been designed to advance race and equity in the town through:

- Expanding the supply of affordable housing for both homeowners and renters.
- Meeting the growing need for affordable housing for residents and employees who would like to live in the Town but cannot find affordable housing currently.
- Reducing the housing cost burden for homeowners and renters.
- Creating policies that prevent the displacement of existing affordable housing and mitigate the impact through the creation of additional high-quality affordable housing.
- Advancing the Town's goals to be a welcoming community for all.

Climate Action

The housing strategies and projects aim to advance the Town's Climate Action Plan and Energy and Climate Action Plan through:

- Designing and retrofitting energy-efficient housing to reduce housing costs.
- Locating housing in areas with high transit accessibility to provide transportation options and reduce auto-dependence, which can reduce total housing + transportation costs.
- Working with OWASA to create more affordable water pricing strategies to reduce costs to residents.

While these strategies are identified within the Climate Action and Environment chapter, they are directly related to advancing quality affordable housing options for both current and prospective residents in the Town.

Goals, Strategies, and Projects

Goal 1: Increase the number of homeownership units that are permanently affordable with targeted strategies to serve households earning 80% of Area Median Income (AMI) or below with priority to historically disadvantaged households.

Strategy 1.1: Increase development of for-sale affordable housing units for households earning up to 80% of AMI.

A Establish bi-annual goals for the development of affordable for-sale homes tailored to different price points that are affordable up to 80% AMI at different household sizes.

B Match housing strategies to targeted needs by price point and household type. Identify strategies and partner organizations that can provide additional affordable units.

C Seek funding sources (see Goal 6) to meet the gap in financing additional affordable housing units.

Strategy 1.2: Reduce barriers to first-time homebuyers and to homeownership retention, affirmatively marketing to BIPOC and to historically disadvantaged households.

A Seek funding and resources to expand the capacity of organizations that provide homeownership counseling services for new buyers, income-eligible existing homeowners, and prospective homebuyers to expand the pool of eligible applicants and reduce the likelihood of foreclosure.

B Expand the use of cooperatives and other limited equity housing models to provide homeownership opportunities to prospective owners that may not otherwise be able to afford their homes. This can be part of mixed-income or stand-alone affordable developments of single-family homes, townhomes, or condominiums.

Strategy 1.3: Support and build upon the land trust model and investigate other examples to acquire as well as keep housing permanently affordable, such as cooperative housing.

A Expand the reach of cooperative housing models, Community Home Trust, Habitat for Humanity of Orange County, to reach more households and at different income thresholds. Work with partners to expand the cooperative housing and land trust models to offer a broader array of tools to preserve affordable housing and market the programs to renters and low- to moderate-income households interested in purchasing homes.

▲ *Attached housing in the Rose Walk neighborhood*

▲ *The Landings at Winmore is a 58-unit Community Home Trust affordable rental development in Carrboro*

Goal 2. Increase the number of rental units that are permanently affordable to very low-income households earning up to 60% of AMI with a particular focus on those earning less than 30% AMI and historically disadvantaged households.

Strategy 2.1: Continue to support rental housing development through the Affordable Housing Fund and leveraging other resources.

A Invest in rental housing projects that provide additional units for targeted income groups up to 60% AMI and historically marginalized communities. Expand the toolbox of affordable housing incentives by developing greater incentives for rental units that meet lower income levels at the 30% and 60% AMI levels.

B Expand rental units in existing developments through providing additional financial resources and incentives. Target Affordable Housing Fund resources to expand new affordable rental through redevelopment agreements.

C Utilize a racial equity lens in designing and implementing rental programs and developing affordable housing.

Strategy 2.2: Create targeted rental programs for extremely low-income households (less than 30% AMI).

A Work with Orange County to support programs that expand use of vouchers and landlord acceptance of housing vouchers. Participate in the County's efforts to educate landlords on the benefits of accepting vouchers and non-discrimination based on source of income. Refer residents to the County to coordinate ongoing services to voucher-holders to assist them in workforce training, career development, accessing day care, elder care, health care, etc. so that they can build household earnings and therefore more stable housing over time.

B Encourage applicants to the Affordable Housing Fund to reserve units for extremely low-income households and target the Fund's investment to making these projects financially viable.

Strategy 2.3: Ease the pressure on rental prices by increasing affordable rental housing stock, particularly in high-transit areas.

A Partner with existing rental developments to investigate strategic additions of new affordable units. Provide outreach to owners of existing rental developments to determine interest in adding housing units that meet the goal of at least 15% of new units to be affordable. This can be done by strategic reductions in setbacks, parking requirements or increased number of units to 150% of all, if meeting the affordable housing goal.

B Create redevelopment incentives that include affordable housing set-asides for rental housing units. Explore the creation of a new affordable housing incentive that is targeted at redevelopment opportunities, to support the creation of new rental units in existing built-up areas. This could be done through an increase in the density bonus, reduction in parking and/or setbacks. Explore the redevelopment of vacant commercial properties for affordable housing.

C Encourage the redevelopment of commercial properties to provide affordable housing as a part of mixed-use developments.

▲ *EMPOWERment, Inc. is a long-time provider of affordable housing in Carrboro and Chapel Hill. Collins Crossings provides 1- and 2-bedroom units near a grocery store and other amenities.*

▲ *Shelton Station includes 20% affordable housing units and is located a short walk to Carr Mill and Downtown Carrboro.*

Goal 3: Diversify and expand a variety of housing options throughout Carrboro using a mixture of affordable housing types.

Strategy 3.1: Expand the provision of Accessory Dwelling Units. (ADUs)

A Reform ADU standards in the Land Use Ordinance to allow for ADUs on more lots (see Land Use Chapter).

B Provide incentives for ADUs that are dedicated as permanently affordable for up to 80% of AMI.

C Use best practices to minimize limitations on property owners' ability to use ADUs as a tool to maximize the value of their property and to expand housing opportunities.

Strategy 3.2: Support affordable housing options for older adults and persons with different abilities

A Identify sites for active adult, age-restricted housing and accessible housing including criteria such as access to transit, sidewalks, neighborhood amenities, access to food, health care and services. Identify sites that are appropriate for affordable housing options for older adults including vacant or underutilized land that is close to amenities and transportation.

B Identify funding resources to invest in new or preservation of existing affordable senior housing.

Strategy 3.3: Preserve existing mobile home parks and identify possible locations for additional mobile and manufactured housing.

A Preserve manufactured home communities to create resident-owned communities, acquisition opportunities, land banking, rehab and repair and creation of an early warning system. Consider factors of age of homes, condition, safety, etc. in evaluating renovation plans.

B Minimize resident displacement due to redevelopment through home construction as a part of redevelopment, master planning, and using publicly owned land.

C Create a Relocation Assistance Package through proactive engagement with residents, housing search assistance, identification of open lots, financial assistance for relocation, and securing new housing.

Strategy 3.4: Assist with acquisition of land for affordable housing.

A Identify existing Town-owned lands that can be conveyed to affordable housing developers. Review all Town-owned land not needed for public facilities to determine suitability for affordable housing and determine value of land in consideration of provision of public benefits.

B Partner with affordable housing developers to acquire land for development. Use tools that are available to the Town to assist affordable housing developers in securing site control for projects that meet the Comprehensive Plan goals and strategies.

C Encourage market-rate developers to team with affordable housing developers. Increase the production of affordable housing by encouraging development teams to meet multiple Town goals for affordable housing, economic sustainability, and opportunities for BIPOC and local developers.

▲ *Carolina Spring Senior Apartments is a 124-unit Low-Income Housing Tax Credit (LIHTC) project*

Goal 4: Maintain and improve the quality of Naturally Occurring Affordable Housing (NOAH) and "missing middle" opportunities.

Strategy 4.1: Preserve existing for-sale naturally occurring housing.

A Continue to provide home repair grants to income-eligible and aging-in-place households.

Strategy 4.2: Reduce erosion of rental housing quality and affordability.

A Expand partnerships and investments in Home Trust, WCHA, EMPOWERment and other organizations, and work with property managers/owners to include purchase rehab of rental units to reach lower income levels and as a transition to homeownership or as permanent affordable rental housing.

Strategy 4.3: Preserve existing affordable rentals such as those with expiring tax credits.

A Work with existing rental property owners to determine ways to add additional affordable housing units and what regulatory (e.g. additional allowable density) and/or financial assistance may be needed.

B Work with owners of affordable housing developments nearing expiration of affordability restrictions to refinance the property and extend affordability requirements.

C Work with other Orange County governments to cost share on staffing for Home Preservation Coalition.

Strategy 4.4: Preserve and expand opportunities for "missing middle" housing.

A Investigate changes to the Land Use Ordinance to establish minimum and maximum density levels in areas with water and sewer service.

B Expand housing repair programs for income-eligible households up to 100% AMI to reduce displacement of current households.

Strategy 4:5: Increase funding to support housing weatherization and preservation, continuing and expanding upon the Weatherization Assistance Program (WAP) with a goal of weatherizing all low-income homes in Carrboro by 2030.

A Identify funding to expand weatherization efforts already happening through the Orange County Home Preservation Coalition. Work with other Orange County governments to fund staffing for that program and augment WAP funds so that the Community Action Agency can increase their annual quota for Orange County's and Carrboro's low-income household weatherization work.

▲ *Ballentine Neighborhood in the Lake Hogan Farms area developed by Community Home Trust*

Goal 5: Support efforts with Orange County to ensure that all homeless individuals and families have access to safe housing, appropriate services, and a path to permanent housing.

Strategy 5.1: Ensure emergency care and shelter is provided when needed.

A Work with the Continuum of Care partners to address the emergency shelter and transitional housing needs of homeless individuals and families. Identify opportunities among local organizations and housing resources to provide related services to homeless households for both emergency and long-term assistance.

Strategy 5.2: Help extremely low-income households and people experiencing homelessness transition to permanent affordable housing.

Note: Public comments suggested using the term "unsheltered" instead of "homeless." For this document, "homeless" was used for consistency with Orange County's terminology and programs.

A Help those experiencing homelessness (especially people and families experiencing chronic homelessness; families with children; veterans and their families; and unaccompanied youth) make the transition to permanent housing and independent living, including shortening the period of time that individuals and families experience homelessness, facilitating access to affordable housing units, and preventing individuals and families who were recently homeless from becoming homeless again.

Strategy 5.3: Prevent homelessness.

A Assist the County in identifying housing units and removing barriers to low-income individuals and families to avoid becoming homeless, especially extremely low-income individuals and families and those who are: being discharged from publicly funded institutions and systems of care (such as health care facilities, mental health facilities, foster care and other youth facilities, and corrections programs and institutions); or, receiving assistance from public or private agencies that address housing, health, social services, employment, education, or youth needs.

Continuum of Care | U.S. Department of Housing and Urban Development (HUD)

The Continuum of Care (CoC) Program is designed to promote communitywide commitment to the goal of ending homelessness; provide funding for efforts by nonprofit providers, and State and local governments to quickly rehouse homeless individuals and families while minimizing the trauma and dislocation caused to homeless individuals, families, and communities by homelessness; promote access to and effect utilization of mainstream programs by homeless individuals and families; and optimize self-sufficiency among individuals and families experiencing homelessness.

Goal 6: Expand resources targeted to affordable housing.

Strategy 6.1: Continue to invest in the Affordable Housing Fund.

A Provide annual reports on the impact of the Affordable Housing Fund. Continue to provide annual reports on Affordable Housing Fund investments, including recipients, number of households supported, income level and demographics of households, etc.

B Monitor the property tax rate to support the Affordable Housing Fund. Review the affordable housing fund property taxes raised on an annual basis and the impact of the funds.

C Develop a campaign to solicit private investments in the Affordable Housing Fund. Create a tax-deductible entity such as a 501 (c)(3) organization or Housing Trust Fund to raise additional private contributions from residents, businesses and foundations targeted to affordable housing.

Strategy 6.2: Engage the community on the need for affordable housing and explore passage of an Affordable Housing Bond.

A Educate the community on the importance of the need and impact of quality, affordable housing.

B Determine the programs and projects that could be supported through an Affordable Housing Bond. Conduct community outreach regarding the needs and possible projects. Ensure that a housing bond is designed to benefit and not place additional burden on low and moderate income households

C Based on public support, place the Affordable Housing Bond referendum on the ballot.

Strategy 6.3: Pursue state and federal housing grants and programs.

A Pursue grant programs that meet the Town's priorities. Continue to pursue state, federal, foundation and corporate housing funds consistent with the Town's goals.

B Advocate for greater affordable housing resources at the state and federal level. Work with North Carolina League of Municipalities to advocate for additional affordable housing resources from down payment assistance to upgrading public housing to new construction and rehabilitation programs.

Goal 7: Reduce utility expenses for all homes.

Strategy 7.1 Find ways to provide free broadband by using the town's expanding broadband network.

A Determine whether agreements can be made with providers or if municipal provided broadband can be provided to residences.

Strategy 7.2 Weatherize all affordable housing by 2030. (See Project 4.5)

A Pursue action steps itemized in Strategy 4.5.

Strategy 7.3 Make photovoltaic installations accessible to low-income housing.

A Determine funding sources to expand photovoltaic installations (such as solar panels).

Related Strategies & Projects in Other Chapters

Climate Action and Environment

- Increase energy and water conservation in new construction and rehabilitation to reduce costs to homeowners and renters.
- Work with OWASA to provide grants for fixture replacement to income-eligible households.

Land Use

- Fully evaluate and reduce housing density restrictions to slow the increase of housing prices and diversify housing stock.
- Preserve and promote the availability of affordable housing near transit.
- Pursue coordinated land use planning for high priority areas.
- Expand the permissibility of Accessory Dwelling Units (ADUs) and tiny homes.
- Explore the creation of an overlay district to preserve mobile home parks.
- Improve the development review process to support the creation of more affordable housing

Transportation and Mobility

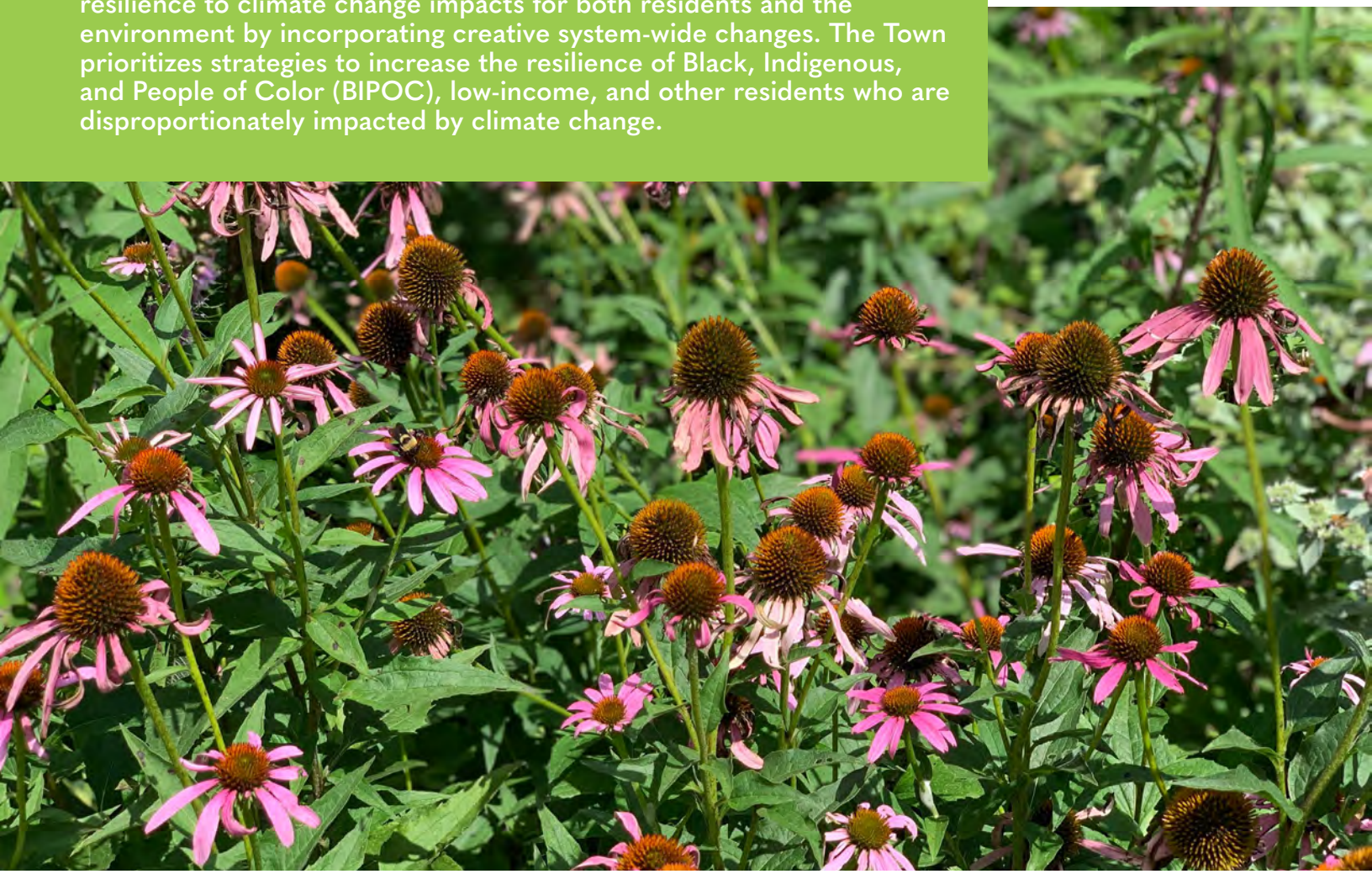
- Investigate and reduce any negative effects of parking requirements on housing costs.

CHAPTER FOUR

Climate Action & Environment

Vision: Climate Action

The Town is a leader in mitigating climate change and in increasing resilience to climate change impacts for both residents and the environment by incorporating creative system-wide changes. The Town prioritizes strategies to increase the resilience of Black, Indigenous, and People of Color (BIPOC), low-income, and other residents who are disproportionately impacted by climate change.



Key Findings

1. In August 2021, the Intergovernmental Panel on Climate Change released a report confirming that human actions have caused climate change. Additionally, it confirms previous reports of impacts of climate change and that 1.5°C and 2°C rise in temperature will happen in the 21st century unless drastic reductions in greenhouse gas (GHG) emissions are achieved globally.[1]

2. From 2000 to 2009, extreme heat was the leading cause of weather-related deaths in the U.S. Extreme heat degrades air quality. Additionally, by the end of the century, the annual number of days with extreme precipitation (3 inches or more) is projected to increase by up to 115% under the lower scenario, and 200% under the higher scenario in the Piedmont Region of North Carolina.[2] Though the Town was not specifically redlined by federal agencies, housing patterns in the area may leave some populations more vulnerable to the effects of climate change.

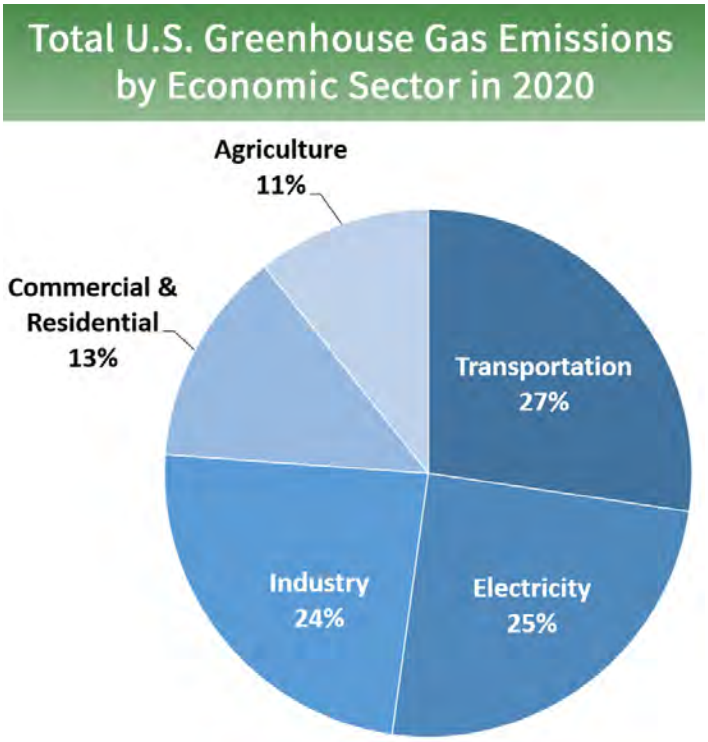
3. The 2017 Community Climate Action Plan (CCAP) recommended the Town adopt the goal of a 50% reduction per capita GHG emissions by 2025. In 2020, the CCAP and the 2014 Energy and Climate Protection Plan (ECPP) goals were updated to an 80% community reduction of 2010 GHG levels by 2030 to further climate justice goals. The Town requires additional funding sources to fully fund implementation of these plans. Note: as detailed in the Climate Action Issues and Opportunities Report completed as part of this process, as of 2012 roughly 93% of Carrboro's emissions come from the community as a whole (i.e. residents) while just 7% comes from local government operations.

4. Due to actions thus far, the Town has achieved a reduction of ~ 14% in Green House Gas (GHG) emissions as of March 2019. The Town has set out comprehensive strategies to meet its goals, referring to a systems-wide approach of both redesigning the built environment to incorporate transportation, and improved standards and retrofits to support shifting community and municipal emissions. The Town also acknowledges the interdependencies between systems, and the need to have clean energy across the board (i.e. electric vehicles are only as clean as their energy source).

5. From 2009 to 2019, Carrboro's greatest emissions come from electricity and gas, and the emissions from transportation are increasing. The town has seen a 14% reduction in emissions since 2012 from electricity and gas, 56% reduction since 2012 from solid waste, and a 23% increase in emissions from transportation.[3]

6. Given the Town's extensive work on climate action, the projects detailed in this plan are intended to further (and not replace) existing climate action plans and Town Council resolutions that provide direction on how to achieve Carrboro's climate action goals. Projects should be prioritized through the lens of carbon reduction impact and climate justice.

7. Carrboro has already committed to and made progress on many climate action and environmental strategies, which are reinforced and expanded upon in this plan. Some of these include: the Community Climate Action Plan (CCAP) 2020, Energy and Climate Protection Plan (ECPP) 2020, and Economic Sustainability Plan.



The largest source of greenhouse gas emissions from human activities in the United States is from burning fossil fuels for electricity, heat, and transportation. Source: U.S. EPA

Race & Equity and Climate Action

Race and Equity

The climate action and environment strategies and projects have been designed to advance race and equity in the town through:

- Increasing access to renewable energy, energy efficiency, and green stormwater infrastructure by providing financial subsidies.
- Exploring how renters and homeowners can receive benefits of efficiency measures.
- Shifting and expanding the Town's community engagement initiatives to improve all residents' ability to participate in decision-making around climate initiatives and access to natural areas.

Climate Action

The climate action and environmental strategies and projects aim to advance the Town's Climate Action Plan and Energy and Climate Action Plan through:

- Drawing attention to a system's wide approach to be resilient to climate change highlighting changes to construction/retrofits and ecosystem preservation.
- Suggesting how land use, transportation, policymaking process, energy, stormwater management, and water ecosystems decisions can be used to achieve Carrboro's climate action vision.

Some strategies are identified in the other chapters and are directly related to advancing equity and climate action for both current and prospective residents of the Town.

What We Will Measure

1. **Per capita greenhouse gas emissions**
2. **Municipal emissions**
3. **The number of BIPOC and low-income residents who participate in climate change-related public engagement**
4. **Percentage of budget allocated to enact climate change actions over the next 10 years**

CLIMATE ACTION

Goals, Strategies, and Projects

Goal 1: Achieve 80% reduction in per capita greenhouse gas emissions by 2030, as compared to 2010 levels. *This goal refers to community-wide greenhouse gas emissions, not only emissions due to municipal operations.*

Strategy 1.1 Increase the use of renewable energy sources, e.g., solar for all residents, including low-income residents.

Replacing fossil fuels with renewable energy sources will reduce Carrboro's greenhouse gas emissions. To meet equity goals, low-income residents should be able to access and afford renewable energy.

A Develop partnerships with public agencies or organizations to increase opportunities to access renewable energy (CCAP).

The town of Carrboro is currently part of the North Carolina Cities Initiative which is a forum to learn how to increase access to renewable energy. Additionally, seek a partnership with a community development financial institution (CDFI) or other non-profits to implement a community-based solar project. The partnership should seek to increase community awareness of renewable energy benefits and provide accessible program opportunities that lower or eliminate upfront installation costs for low- and moderate-income. Community education programs should continue to prioritize outreach to BIPOC residents and other traditionally underserved populations. The Town should also work with Duke Energy to explore other options to increase access to renewable energy.

The Town can encourage residents to pursue solar energy by revamping the Solarize Carrboro program of 2014-2015 where residents received free solar assessments and discounted installments from town-vetted local solar installers.

Engage in conversations with state-wide environmental groups like Sierra Club and Southeastern Law Center to understand the possibilities of solar microgrids distributed within municipal jurisdictions.

B Continue evaluation of the potential to integrate renewable energy infrastructure during the review of development permits.

Seek authority from the state and effective ways to make buildings "solar ready" or ready for other renewables during development and permit reviews so that future installation is more affordable and achievable. Educate developers on how renewable energy infrastructure is financially beneficial. New affordable housing development should be a priority for this strategy, as on-site renewable energy can lower energy costs for tenants. Continue to follow rise of new technology to create an energy positive building and incorporate in development permit reviews to advise developers on how to improve building designs before approving permits.

C Demand for more expansive renewable energy County and State legislation, ordinances, and policies.

Examples include:

1. Enabling financing opportunities to increase the affordability of renewable energy;
2. State funding allocated to subsidize renewable energy for low- and moderate-income households;
3. Streamlining community solar facility requirements for utilities and other enabling policies that allow access to solar energy for residents who aren't able to install rooftop solar.

To be financially competitive, "renewables" take advantage of federal and state tax credits, renewable energy credits and accelerated depreciation. As a municipality, Carrboro cannot take advantage of these incentives alone. As a pilot project to investigate alternatives, the Town partnered with Carrboro Community Solar in 2012 for a small-scale (5kW) solar electric system at the Town Commons. -*EPCC 2020*

Strategy 1.2 Integrate Climate Action with the Local Living Economy.

In 2012, 93% of Carrboro's greenhouse gas emissions were due to community activities (residents and businesses).[4] To reduce community emissions, local businesses need to be able to implement climate action policies and processes.

A Expand the Worthwhile Investments Save Energy (WISE) Program and Energy Efficiency Revolving Loan Fund (EERLF).

Leverage available EERLF funding to pursue sustainable, long-term funding opportunities or budget allocation for these programs, with processes updated as needed to increase loan accessibility for low-and moderate-income households and BIPOC business owners.

Energy efficiency programs could be combined with rehabilitation initiatives to improve weatherization and reduce monthly energy costs, especially to low- and moderate-income households

B Collect and communicate data to the public and decision-makers on food-related greenhouse gas emissions for dining facilities and households in Carrboro.

Continue data collection on household food choice behavior. Partner with academic and community organizations to collect data on energy food footprint of dining facilities in Carrboro. Include data in Food Choice Module and other public awareness campaigns related to climate action and local food options.

Carrboro's farmers market sources all food within 50 miles, reducing greenhouse gas emissions. The farmers market and local food establishments are examples of efforts to grow and source food within a local market area

C Improve access to local healthy food options such as fresh fruits and vegetables to all community members.

Local food production reduces carbon emissions due to the reduction in transportation. Analyze future community garden sites, such as one for the residents of southern Carrboro near Berry Hill Dr & Rose Walk Ln. Partner with local organizations to educate residents on how-to increase plant use in diets.

D Promote the green economy including local innovators and low-impact industries. (See Economic Sustainability)

"Carrboro is known for its Farmers' Markets. I think it should be celebrated more, along with regenerative farming movement. That's important for taking care of our soil. We should be dependent on local, sustainable farms, not using industrial inputs." *-Resident Idea*

▲ *Carrboro's Farmers Market sources all food within 50 miles, reducing greenhouse gas emissions. The farmers market and local food establishments are examples of efforts to grow and source food within a local market area.*

Goal 2: Achieve 80% reduction in municipal emissions by 2030. *As this goal refers to greenhouse gas emissions due to municipal operations, refer to Public Services & Communications Chapter to view relevant strategies/ projects already underway.*

Strategy 2.1: Budget for implementing the Town's climate action plans (both community and municipal) in accordance with the June 25, 2019 Resolution.

Strategy 2.2: At a minimum, 20% of the budget required to meet the Town's climate action goals is funded over the next 10 years.

Goal 3: Expand equitable and inclusive community participation in the decision-making and implementation of climate change goals and policies.

Equity requires that all individuals, especially marginalized populations, can meaningfully contribute to the creation and implementation of community goals and policies. Inclusive community participation works towards co-creation, not just reaction to drafts of policy. Inclusion of marginalized voices reduces the potential for negative unintended consequences for these community members.

Refer to the Public Services & Communications Chapter to see projects to improve community engagement in the implementation of climate change goals and policies.

Net Zero Definition for Town Buildings

Together with the Environmental Advisory Board (EAB), Town Council issued a resolution in February 2021 to adopt the following definition:

"Net Zero Buildings shall be evaluated using greenhouse gas emissions (GHG) as the accounting metric. Renewable energy can be generated off-site to offset GHG emissions from nonrenewable energy consumption."

Town Council and the EAB also agree that the approach to any Net Zero Buildings project will be to first conserve as much as possible through energy efficiency measures, then to make up the balance through renewable energy generation.

Goal 4: Enable lower-income residents and small business owners to be able to financially participate and benefit from climate resiliency programs.

Strategy 4.1 Increase participation of rental properties in energy, drinking water, and climate resiliency building programs.

While property owners have sole authority to participate in building programs, some or all of the benefits of program participation accrue to renters who pay utility bills and replace personal property after severe weather damage. For this reason, owners may not be incentivized to pursue programs.

A Establish a Rental Property Task Force and Process.

The Town can partner with a community organization to develop and facilitate a task force comprised of stakeholders (building owners, renters, relevant program managers) who are paid for their time (either through their work or if they are resident, through the town), tasked with identifying strategies to increase participation of rental properties in energy, drinking water, and climate resiliency building programs.

B Establish a certificate program and public database for the energy performance of rental housing.

This program and database would make it easier for renters to find energy efficient and climate resilient rental listings. Incorporate feedback from interested stakeholders in program design.

CCAP 2020

"Most emissions in Carrboro come from buildings. A very high percentage of buildings are for housing and about two-thirds of housing in Carrboro is rental property. For progress towards Carrboro's Climate Action Goal, it is imperative that emissions reductions efforts address rental property. It is recommended that the Town commission a Task Force to bring forward policy recommendations for how to align landlord and renter interests towards improved energy efficiency in rental units."

▲ *Energy efficiency certificates can better inform renters about additional costs of potential housing locations.*

Strategy 4.2 Expand access to weatherization, energy efficiency, and continue water conservation measures for all, especially lower-income residents and small business owners, in new construction and retrofits to existing buildings.

OWASA has a water conservation program that water bill payers can access. All of these measures reduce utility costs associated with the building.

A Pursue compliance with voluntary section of building code or request specific energy performance rating/measures as a part of land use and/or building permit, especially for affordable housing units/projects.

Identify voluntary sections of building code that call for increased energy efficiency, weatherization, and water conservation measures. Publicize these sections to developers, especially for affordable housing projects. Explore requiring energy performance ratings in new developments to obtain a land use and/or building permit.

B Incentivize energy efficiency and green building with special designations and recognition programs to exceed minimum standards and meet climate change demands.

The North Carolina Building Performance Association (NCBPA) has submitted comments over the past several years to the North Carolina Housing Finance Agency to increase standards. Carrboro can explore ways to advocate with NCBPA. Look to examples from Charlotte, NC (density bonuses for LEED Gold developments and those in transit-oriented corridors with a LEED Silver certification or similar) and Greensboro, NC (permit fee rebates based on energy-efficient construction or inclusion of energy-efficient appliances). See American Council for an Energy-Efficient Economy (ACEEE) State and Local Policy Database for more.

C Develop and promote technical assistance programs for small businesses owners and income-qualified homeowners and renters to install weatherization, energy efficient, and water conservation measures.

Continue to partner with regional and local jurisdictions to develop and provide technical assistance programs to small business owners and income-qualified homeowners and renters. For example, continue the partnership with OWASA on the water conservation programs at free or reduced cost.

Work with OWASA to provide free fixture replacement to income-eligible households. Participate in stakeholder meetings to assist with developing new programs for weatherization and energy efficiency. Stakeholder meeting should be systemwide including program funders, administrators, practitioners, and households.

D Develop a free or low-cost financing program for weatherization, energy efficient, renewable energy/community generation, and water conservation projects which can be an addition to affordable home rehabilitation programs.

These opportunities may require partnering with other organizations, applying to grants, or advocating for additional funding from the state level. For example, Carrboro can work with OWASA to provide grants for fixture replacement to income-eligible households. The Town can work with the Orange County Home Preservation Coalition to support home weatherization and leverage affordable housing funding through the Weatherization Assistance Program and Home Repair Consortium. The goal is to keep people in their homes as climate change occurs, and more support may be necessary for older homes, like those in the Transition Areas.

▲ *New construction of housing often includes energy efficiency updates.*

Vision: Environment

Preserve, protect, and restore natural areas and ecologically sensitive and productive areas through all feasible means. Plans and policies will improve equity by increasing the community's access to experiencing natural places, especially for those who currently have less access.

What We Will Measure

1. Increase in various measures of ecosystem health: native plantings, tree canopy, pollinators, air pollution, biodiversity, water quality

Key Findings

1. Historical practices of development and agriculture have weakened the resiliency of Carrboro's natural ecosystems. However, the Town is committed to improving ecosystem quality, recognizing the dual benefits for quality of life and climate change resiliency and its importance to town identity. For example, in 1995, the land use ordinance required that 40% of open space be preserved in all new developments. In 2014, the tree canopy coverage standards were updated to include at least 40% canopy coverage on residential land.

2. **Between 2002 and 2010, Carrboro lost approximately 4% of its tree canopy,** which negatively affects native pollinator populations.[5]

3. Future development decisions may evaluate the impact of retrofitting older developments which are inadequately prepared for predicted impacts of future climate change. For example, a portion of development in Carrboro, particularly near downtown, was completed prior to the implementation of floodplain management regulations.

4. **Many of the goals, strategies, and projects in this chapter originated from public input and previous planning efforts and studies.** Some of these include: Community Climate Action Plan (CCAP) 2020, Energy and Climate Protection Plan (ECPP) 2020, RainReady, Bolin Creek Watershed Restoration Plan, Morgan Creek Local Watershed Plan, NDPES Phase II, Little Creek Watershed 2003 Assessment.

▲ *Example of tree canopy in Carrboro's Anderson Park*

ENVIRONMENT

Goals, Strategies, and Projects

Goal 1: Conserve and restore watersheds, ecosystems, and native species.

Steward all living things in the Town's local environment. This requires saving and repairing the damage done to the local watersheds and ecosystems.

Strategy 1.1 Support native plantings throughout town.

Native plants and trees originated and adapted to the local environment contribute to the ecosystem's overall health. Due to development and property practices, native plants and trees have historically been removed. Disrupting native plantings gave rise to invasive species, harmed local food chains, and damaged the overall ecosystem. The Town can intentionally choose to replant native species to mitigate stormwater concerns and urban heat island effect.

A Conduct a heat study of Carrboro to identify urban heat islands to determine where native planting programs can be strategically located. Establish parameters within the Land Use Ordinance to mitigate the urban heat island effects in priority areas.

Partner with nonprofit partners and research groups to learn best practices for preservation and determine how and where to plant and maintain native trees and plants to create greenspaces for shading and additional environmental and mental benefits. While identifying priority areas, incorporate data of energy burden on households or businesses, because these buildings will benefit from natural shading.

Parameters in the land use ordinance can include maintaining and increasing existing canopy. Revisit identification of priority areas as development and plantings occur.

> "In residential ares, we use chemicals for lawn care. We can move people away from lawns and towards pollinator friendly plantings. We can go to a strategy of native plantings [...and] educate people on how to care for the lawn." – *Task Force Idea*

B Work with local groups and organizations to support and expand a native pollinators program that provides technical assistance on native planting for Carrboro residents (renters and homeowners) and business owners.

C Continue to provide education to Public Works and Planning staff, Advisory Commission members, and interested community members in native plant establishment and maintenance along with tree preservation.

Support the Environmental Advisory Board's formation of an independent, community-led tree and native plants coalition that can perform educational outreach, engagement around maintenance concerns, and advocacy for the community forest (as suggested in the CCAP). Focus on participation from and/or benefits to low-income communities and communities of color.

Resources on Tree Preservation in Developments

- NC State Extension: Protecting and Retaining Trees: A Guide for Municipalities and Counties in North Carolina includes ordinance provisions and responses to common issues communities face (like clearcutting).
- Sustainable Development Code: Ch. 1.3 Sensitive Lands and Wildlife Habitat, Tree Canopy Cover includes Charlotte, NC as an example of how to protect urban trees.

▲ *Example of native plantings around Carrboro.*

▲ *Potential spaces for native plantings and increased tree canopy.*

D Establish and protect native vegetation in riparian and stream channel restoration projects.

Assess the health of vegetation in prioritized stream channel restoration projects. Plant additional native vegetation to support the ecosystem. Educate the public on the current and long-term benefits of these plants for ecosystem health and stormwater management.

◀ *Riparian (river) vegetation can be managed by reducing disturbances to ensure health of waterways.*

E Continue to work with OWASA and Town of Chapel Hill to improve riparian vegetation condition along sanitary sewer rights of ways and greenways.

Continue to prioritize sanitary sewer rights-of-ways and greenways based on the condition of riparian vegetation and ecosystem health in the Transition Areas, ETJ, and in the Town of Carrboro. Work with OWASA and Town of Chapel Hill to install and maintain plantings in these areas. Educate the public on the benefits of these plantings. Also, pursue invasive species removal project. Educate the public on invasive species in Carrboro. Organize community members to remove invasive species on project days and build environmental stewardship.

> "Provide people with information about how they can participate in protecting the environment—help them understand their impact so they are conscious and can take better choices" – *Resident Idea*

Strategy 1.2 Expand nature-based stormwater solutions as part of ecosystem enhancement, watershed restoration, climate resilience, and quality of place improvements.

Mismanaged stormwater can lead to pollution of ecosystems and watersheds and negatively impact human life via flooding during storms. Manage stormwater with appropriate practices that use nature-based solutions to benefit the ecosystem.

Refer to the GSI, Water, & Energy Chapter for additional, relevant projects.

A Review and revise the provisions in the Land Use Ordinance related to stormwater and development to provide better protection to streams and riparian areas.

In the review, consider that older developments' stormwater management practices are outdated and do not match current drainage needs due to increased development and climate change impacts. Reassess mechanism that allows developers to submit a fee in lieu of mitigating the development's impact on stormwater runoff and management.

B Continue to identify and prioritize opportunities for water quality retrofit projects from previous endeavors.

C Implement bioengineering/restoration methods to protect and/or restore riparian and aquatic habitats.

Prioritize stream geomorphic instability. Provide training to planning staff, the Environmental Advisory Board, and interested community members on the danger aquatic habitats face due to climate change and the basics of bioengineering and restoration methods. Identify the best fit bioengineering and restoration methods. Allocate budget to implement these methods.

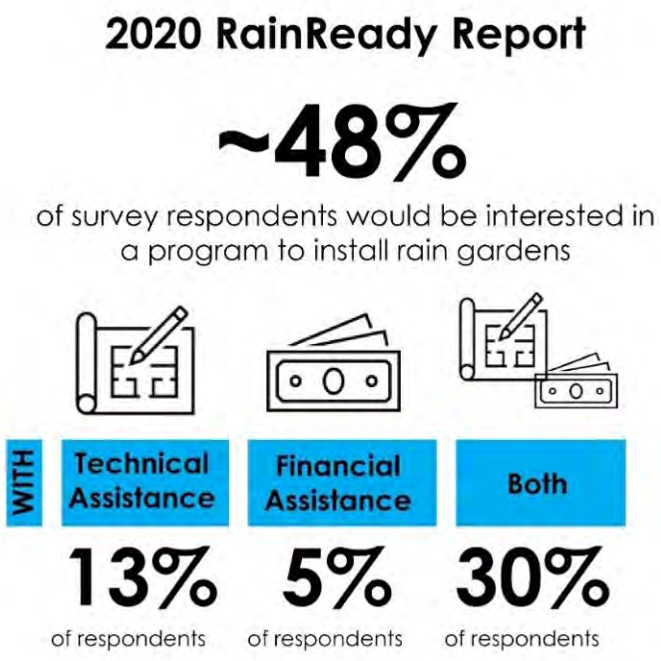
Stormwater Utility staff time and funds are already directed towards making improvements related to existing development. For example, the Public Works facility stream restoration and Broad Street culvert replacement are examples of projects focused on improving stormwater issues from pre-existing development.

D Offer technical and financial assistance to renters and homeowners for residential installation of green infrastructure, with an ability to offer priority to more flood prone and lower income residents.

Green infrastructure can help mitigate flooding issues by slowing down the movement of surface rainwater. Educate residents on the types of green infrastructure and support them in installation protocols. Green infrastructure requires regular maintenance to ensure benefits, and thus residents require information, tools, and financing to implement green infrastructure on their private property. Proper education may require the efforts of cross departmental task force.

E A Racial Equity Impact Assessment can be used to evaluate and prioritize projects.

A Racial Equity Impact Assessment is a set of questions used to identify benefits and issues with policies and projects, with a specific focus on the impact on Black, Indigenous, and People of Color communities. REIAs can be used to prioritize projects for funding and implementation and minimize the potential for negative unintended consequences.



Strategy 1.3 Create strategic initiatives to overcome historic soil quality degradation and determine ways to protect and restore soil quality as a crucial component of ecosystem and community enhancement.

The health and quality of soil greatly impacts the quality and quantity of life that can be sustained in an ecosystem. Historical developmental practices have stripped many nutrients from soil, destroying the ecosystem at a micro and macro level.

A Examine Carrboro's soil quality conditions and how soil quality improvements can contributes to climate change resiliency.

Explore new approaches and tools for soil quality protection, both to decrease soil quality depletion and increase soil quality. Investigate the feasibility of demonstration projects to test these approaches.

B Recognize and promote the importance of soil organic carbon content. Coordinate with efforts to expand composting program.

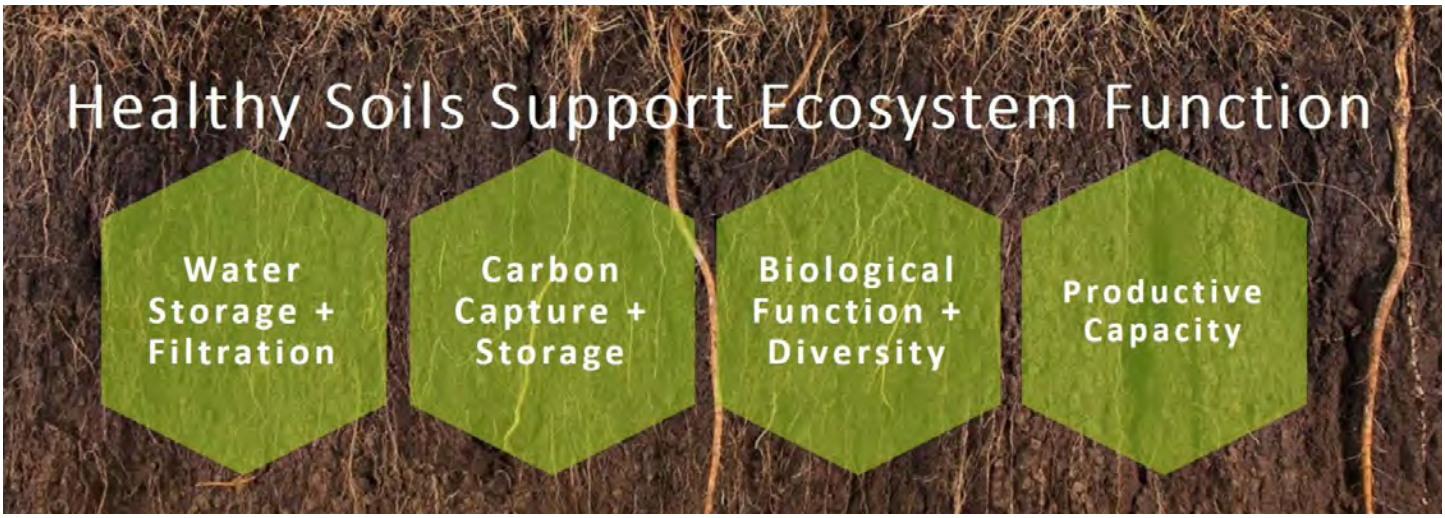
Fund staff time to facilitate a community-led initiative in developing the possibility of an organics collection and compost initiative. Healthy soil can help sequester carbon from the atmosphere. The sequestration of carbon can also promote the growth of vegetation, which is especially important for native plants. Soil organic carbon content can be improved with the addition of compost, which means that organics waste collection in the Town can be used to support soil health in local ecosystems.

C Develop new outreach and technical assistance to accelerate access to information on soil quality and pursuit of soil restoration projects.

Support public education through community-led initiatives about the importance of soil quality and how individual homes or collective blocks can improve soil quality. Support educational project days to provide information on how to improve community behaviors, lawn practices, and natural area restoration.

Resources for Soil Health

- NC State Extension "Soil Health: What Does it Mean in North Carolina?"
- USDA Natural Resources Conservation Service
- Soil Health Institute



▲ *Measuring soil organic matter content, organic matter respiration, and loss-on-ignition tests can be used to measure Carrboro's soil quality. (Source: Ecological Landscape Alliance)*

Goal 2: Promote policies to ensure distribution of environmental burdens and access to natural areas and ecosystems to be equitable across race, income, and ability, especially in neighborhoods that have been denied and historically underserved.

Historical development practices have resulted in inequitable access to natural areas.

Strategy 2.1 Ensure environmental policies and tools do not have disparate impacts based on race and income, and undo harm from historical policies and zoning.

Reviewing previously established polices and zoning to identify historical harms to BIPOC and other traditionally underserved populations will help the Town work towards this goal. Co-develop new policies and tools with impacted communities to undo past harms and create more equitable outcomes.

A Evaluate individual permits within a broader context of cumulative burden to ensure that stormwater impacts do not burden flood-prone neighborhoods or low-income residents.

Assess if there is a disproportionate experience of flood burden on marginalized identities (BIPOC, low-income, immigrant, etc.) within Carrboro. Analyze current application of stormwater requirements and thresholds to assess whether they appropriately identify and address the problem of flooding and respond to community concerns of flooding.

B Investigate land use planning and flood mitigation approaches to better address impacts to already burdened properties.

These approaches can seek to address flood plain concerns, flooding due to stormwater runoff from infill and redevelopment, the increased frequency of intense storms, and total precipitation. Geographically include, but do not limit investigation to, the upper Toms Creek watershed.

C Train Stormwater Advisory Commission Members, Racial Equity Commission members, and Public Works staff to conduct Racial Equity Impact Assessments on ordinances and actions taken thus far on any policy related to stormwater.

Racial Equity Impact Assessments are systematic evaluations of possible actions to unearth potential unintended consequences and cumulative impacts of any ordinance or action. These help to identify and rectify harmful stormwater policies and variances.

ENDNOTES

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Examining Equity in Environmental Burdens

This matrix provides a guide to the information that should be compiled and reviewed when evaluating individual permits in the context of Carrboro's current stormwater management. The permit evaluator should consider the location of the permit request, what are the current stormwater experiences downstream of the location, and who else may be impacted by the permit's approval.

Matrix to Examine Context of Individual Permits (Strategy 2.1A)	
Permit Details	• Permit Requestor • Location of permit area • Currently stormwater retained required
Number of permits in area	• Determine size and scale of the impact area to evaluate potential magnitude of stormwater impacts, using water flow/watershed maps
Conditions of area	• Permit conditions: Older permits will have stormwater mitigation requirements less than required for current context • Best management practices (BMPs) used • Monitoring of current permits in area • Current peak flow and run off volume in impact area • Pollutants from area • Identify neighborhoods that are downstream
Characteristics of downstream neighborhoods	• Demographics • Financial vulnerability to flooding based on household income (also consider home values, flood insurance)
Current flooding impacts experienced by downstream neighborhoods	• Number of flooding instances • Which storms led to flooding • Financial costs (direct – repair costs/insurance payouts & indirect – lost work days, etc.)
Future impacts of approving stormwater permit	• Evaluate land use and land cover data as well as previous rows

Matrix developed by Center for Neighborhood Technology (CNT) for Carrboro, informed by review of Stormwater Impact Assessments by Hawaii Coastal Zone Management from Hawaii State Office of Planning.

Related Strategies & Projects in Other Chapters

Transportation and Mobility

- Encourage non-automobile use in the community
- Reduce vehicle miles travelled through land use decisions
- Pursue or enhance existing developments that lends itself to public transit use (such as denser mixed-use nodes)
- Create safe streets for pedestrians, bike riders, and transit riders
- Increase bus frequency and extend bus routes
- Ensure at least one micro-mobility option in all neighborhoods
- Explore approaches to apply green stormwater infrastructure assets in transportation plans and projects that will result in dual benefits.

Green Stormwater Infrastructure, Water, & Energy

- Update stormwater management practices to improve water quality
- Address the effect of development on stormwater management
- Develop programs and policies to support homeowners' and business owners' ability to generate renewable energy, with consideration for low-income owners and financially benefit the town
- Expand access to retrofit existing stormwater infrastructure and add new green stormwater infrastructure on private property for greater lot, neighborhood, and watershed scale resilience and environmental quality as well as community enjoyment of outdoor spaces.

Economic Sustainability

- Promote the green economy including local innovators and low-impact industries.

Land Use

- Support development patterns that advance climate action goals and environmental protection
- Pursue development provisions that preserve and maintain natural areas by incorporating environmentally-sensitive development and building practices.

Recreation, Parks, and Culture

- Ensure all people in Carrboro have safe, equitable, and connected access to parks and open space facilities.

Public Services and Communications

- Increase the energy efficiency of municipal buildings
- Reduce greenhouse gas emissions due to municipal fleet operations
- Value members as advisors in community engagement processes.
- Support neighborhood organizing efforts and outreach to neighborhoods, seeking to strengthen local government, to meaningfully engage traditionally underrepresented community members in environmental decision-making.

CHAPTER FIVE

Transportation & Mobility

Vision

Every Carrboro resident, with particular attention to Black, Indigenous, People of Color (BIPOC) populations, has increased safe and quality access to multimodal transportation options (including bike, pedestrian, and transit) for efficient connections to jobs, recreation, and services.

Key Findings

1. Since the 1970s, the Town has committed to a transportation system that serves all users by improving its walkability, bikeability, sidewalks, bike facilities, and greenways.

2. Carrboro has partnered with Chapel Hill and UNC for nearly 50 years, developing a local transit system that serves almost 7 million bus trips per year and on average nearly 8,000 boardings per day in Carrboro alone. Carrboro spends over $2 Million annually to provide free bus rides. EZ Rider Paratransit service is also available from GoTriangle (regional service) and Orange County Transit (smaller bus/van service and on demand service). 12.7 percent of commuters travel to work by transit.

3. Carrboro is committed to addressing disparate impacts of transportation decisions and prioritizing investments in racial minority and lower-income communities. Much of Carrboro's more affordable housing stock consists of apartment complexes, which are located along the NC 54 corridor or other nearby arterial roads. The "NC 54 Pedestrian and Bicycle Corridor Safety Study of 2019" assessed that several characteristics of the corridor (i.e. high speeds and traffic volumes, lack of sidewalks and paths, wooded areas) create a challenging environment for safe pedestrian crossings, connection to the downtown area, and access to transit.[1] Conducting targeted outreach to these residents will help the Town prioritize and implement policies and projects with equity at the center.

4. The Town has been recognized for its outstanding commitment to bicycling by the League of American Bicyclists since 2006. As the first North Carolina community to receive Silver-level designation, Carrboro's bicycle commuter's share of 4.72 Percent places it just below the first and second highest communities (Portland, Oregon and Washington, D.C.) nationally in this metric. The closest North Carolina community, neighboring Chapel Hill, has a bike commute share of 1.94 percent. All of the other 13 North Carolina cities (out of a total of 532 municipalities) recognized by the League have well below 1 percent of bicycle commuters.

5. The Town's FY 2021 Capital budget is an indication of the Town's commitment to improving transportation access, including projects such as Morgan Creek Greenway, Jones Creek Greenway, S. Greensboro Sidewalk, and Sidewalk Bond Projects that include Rogers Road sidewalk repairs and bus shelter replacement. Until planning began on "The 203 Project" (new construction with shared Town and County facilities downtown), investments in these types of infrastructure outpaced all other capital planning by the Town.

6. Advisory board members, residents and Town officials continue to express interest in expanding active transportation and transit options, while ensuring that equity and sustainability remain top priorities. Despite packed sidewalks and large numbers of walkers, strollers, runners, and others every day, Carrboro's largely residential land use pattern yields a "car-dependent" label from WalkScore (an online tool that measures how walkable a municipality is, due to its land use and infrastructure), with a walkability score of 28 and bike-ability score of 59 out of 100.

7. Carrboro has easy access to regional transportation highways such as Interstates 85 and 40, the Raleigh-Durham International Airport, Research Triangle Park, two major health care complexes and other municipalities in the Triangle region. It is close to large employment centers like UNC Chapel Hill, Duke University, Raleigh, and the Research Triangle Park; an outstanding primary and secondary public education system; open space/recreation; and approximately mid-way between the State's mountain and coastal regions. The different transportation modes have contributed to its desirability and are well-recognized aspects of the Town's identity.

8. The Town has a record of transportation planning that considers the interrelated nature of infrastructure, the environment, and land use. That approach is carried into this plan which incorporates previous planning efforts such as: 2050 Metropolitan Transportation Plan, Vision 2020, Community Climate Action Plan (CCAP) 2020, Energy and Climate Protection Plan (ECPP) 2020, Comprehensive Bicycle Transportation Plan Update 2020, NC 54 Pedestrian and Bicycle Corridor Safety Study 2019, Chapel Hill Transit Short Range Plan 2020, Chapel Hill /Carrboro/UNC 2035 Long Range Transit Plan, Town of Carrboro Downtown Parking Plan 2017.

What We Will Measure

1. **Number of BIPOC and low-income residents involved in transportation decision-making**
2. **Number of fatalities and serious injures between people walking/ biking and automobiles**
3. **Vehicle Miles Travelled (VMT)**
4. **Bus ridership**
5. **Mileage of protected bike lanes**
6. **Quantity of sidewalk, greenway, and bicycle infrastructure installed to improve high priority connections and complete the pedestrian and bicycle network**
7. **Number of downtown car trips replaced with micro-mobility and public transit trips**

Race & Equity and Climate Action

Race and Equity:

Transportation strategies and projects have been designed to advance race and equity in the town through:

- Modifying Town community engagement practices to reduce barriers for BIPOC and low-income residents' participation.
- Increasing mobility options for BIPOC and low-income communities with an iterative and incremental approach to also avoid displacement.

Climate Action:

The Transportation strategies and projects aim to advance the Town's Climate Action Plan and Energy and Climate Action Plan through:

- Increasing fossil-free/low fossil-fuel use mobility options to travel from residences to various destinations while reducing emissions from automobile use.
- Creating a more thorough and safer sidewalk/ bike path/trail/greenway network to ensure access to fossil-free mobility options.

Transportation & Mobility Strategies Map

The map on the following page provides an overview of current and proposed strategies to improve active transportation (such as walking, biking, etc.) in Carrboro. Details about the priority area/corridors and in-development projects can be found on the following pages. Intersection improvements refer to suggestions for improving pedestrian safety. The details of this map were informed by the 2009 Bike Plan and 2020 Updated Bike Plan as well as community members' feedback on transportation infrastructure changes. This map does not provide an exhaustive list of projects and priorities, which may shift in the future.

A. Estes Dr. (Hillcrest to N. Greensboro): Carrboro has installed a marked crosswalk with two pedestrian hybrid beacons on N Greensboro (need for improvement predates plan)

B. Hillsborough & Old Fayetteville Road: Carrboro has installed a pedestrian refuge island (need for improvement predates plan)

C. Jones Ferry Road (NC-54 to Hillsborough): Bike Improvement (protected bike lanes on Jones Ferry Rd), Safety Improvements to Reduce Speed

D. NC-54 (at Henry Anderson Park): Sidewalk Connectivity , Bike Improvement (connect park to Old Fayetteville with shared use path)

E. S. Greensboro (Carr to Old Pittsboro): Safety Improvements to Reduce Speed (improve signage and connectivity at Carr to access South Green Shops), Pedestrian Safety

F. Greensboro (Estes to Weaver): Safety Improvements to Reduce Speed (traffic calming at Short), Sidewalk Connectivity, Intersection Improvement (Weaver & Greensboro to access Community Center)

G. N. Greensboro (Hillsborough to Estes): Safety Improvements to Reduce Speed, Bike Improvement

H. Hillsborough (N. Greensboro to W. Main/E. Poplar): Bike Improvement, Additional Pedestrian Lighting, Safety Improvements to Reduce Speed

I. Smith Level Road: Bike Improvement, Safety Improvements to Reduce Speed (safe routes to school), Green Stormwater Infrastructure Improvements

J. NC-54 (Main to Jones Ferry): Safer Crosswalks, Traffic Signals at Bus Stops, Additional Pedestrian Lighting, Improved Connectivity to Downtown

K. Hogan Lake Trail: Bike Improvement, Sidewalk Connectivity, Greenway Improvement (protected passive recreation area)

L. Main Street (Downtown Carrboro): Bike Improvement, Intersection Improvement, Improve Wayfinding and Regulatory Signage, Safety Improvements to Reduce Speed, Improve Sidewalk Conditions, consider options for future of rail corridor

M. Homestead Rd. & Old NC 86: Once development occurs, improve bike facilities and extend transit service

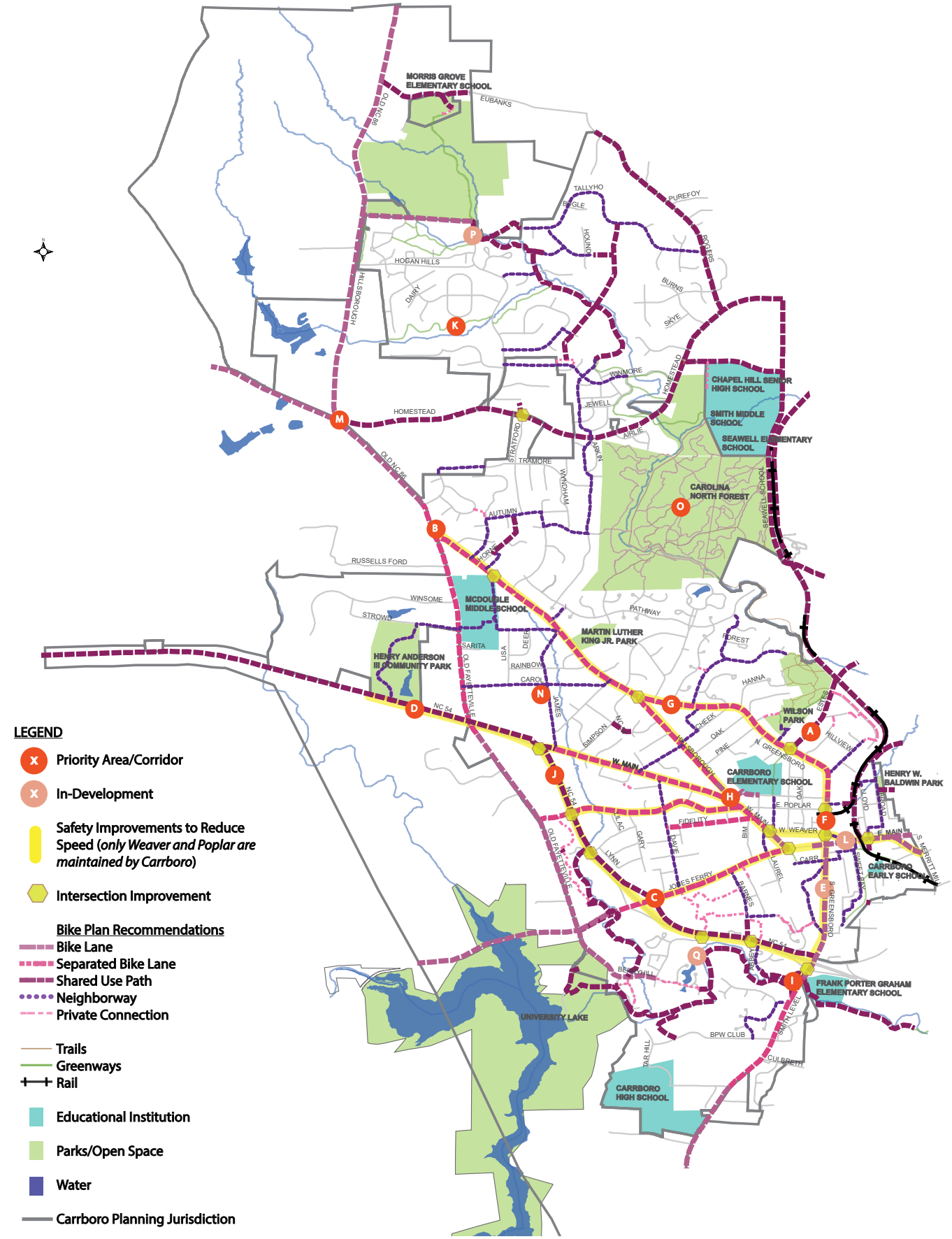
N. Barred Owl Creek: Green Stormwater Infrastructure Improvements & Residential Assistance

O. Carolina North Forest: Continue Initiatives to Improve Access and Travel (not Carrboro property)

P. Jones Creek Greenway: Continue Initiatives to Improve Greenway Access and Travel

Q. Morgan Creek Greenway: Continue Initiatives to Improve Greenway Access and Travel (pedestrian bridge to cross Morgan Creek)

Transportation & Mobility Strategies Map



Goals, Strategies, and Projects

Goal 1: Address disparate impacts of transportation decisions and investments in Carrboro's BIPOC, lower-income, and differently-abled populations.

Develop solutions with marginalized communities to increase mobility options from where they live, work, and generally spend time. Work with Carrboro's BIPOC and lower-income populations and persons with disabilities to know how they are currently not being served by the current transportation system and if and how this is a different experience for white, higher-income, and able-bodied populations, and find a funding source to offer payment for advisory board members.

Strategy 1.1: Center equity in transportation planning processes.

Equitable mobility should be the goal of any transportation planning process in order to repair past processes that have limited mobility of marginalized populations.

A Continue to promote the inclusion of equity as a weighing factor in the selection of local and regional transportation projects. Currently, Durham-Chapel Hill-Carrboro Metropolitan Planning Organization is working on including equity in its prioritization process. In the past, there was a mismatch for projects that prioritize equity versus other components like safety.

B Prioritize inclusion of persons with disabilities to inform accessibility needs in transportation infrastructure and service design. Assess the opportunities for residents with disabilities to participate in advisory group roles or as members of the Transportation Advisory Board (TAB). Ensure that all transportation infrastructure decisions include people with disabilities as meaningful advisors, not as tokenized individuals.

C Use a community engagement process to identify places in town for implementing "best practice" projects for maximizing use of bike, pedestrian and transit as alternatives to automobile transportation. The CCAP survey included this question in 2019 and the results were shared as part of an ongoing education effort. The question will continue to be asked every 2 years.

> "Introduce recreation in transportation planning... Bikeways and sidewalks start to get to that [by connecting to recreation and amenities]."
> *–Resident idea*

▲ *Image from October 2021 Community Bike Ride*

Strategy 1.2: Improve transportation options for all communities, with a focus on incrementally shifting transit stops to denser areas to serve as connections between residences and points of interests while limiting displacement impacts on marginalized populations.

Research across the nation has shown that improving mobility options in an area tends to raise property values and thus forces low-income populations to move out because they can no longer afford to live there.[2] At community meetings, some residents have recommended incremental change because they do not want development to happen quickly without intentional thought. In Carrboro, there are no fixed-transit routes since the public transit system is by bus. Bus routes can be shifted incrementally, with a community process that centers on keeping people in their homes. Carrboro can improve mobility options to those who are marginalized, while helping to mitigate displacement. Refer to the Land Use chapter for more detail.

A Locate additional public transit routes along current and future high-density development to serve denser areas, and BIPOC residents in collaboration with anti-displacement policies, such as a route along Homestead and Old 86 if a new multi-use node is planned.

> "Paratransit mini bus system is helpful but needs to be expanded for those who are wheelbound."
> *–Resident idea*

Identify future public transit routes in collaboration with regional partners, ensure that these routes serve BIPOC and low-income residents and connect them to high-density developments. Co-plan with residents and/or advisory member representatives of these residents to envision changed routes; productive, high-density development uses; and create anti-displacement policies to keep land values affordable. Do so incrementally, so that there is appropriate time to plan with marginalized populations.

B Identify job centers and commercial hubs and conduct a Racial Equity Impact Analysis on current transportation options to these locations, prioritize transportation projects that fill in service gaps. Identify benefits and problems with mobility to job centers and commercial hubs with a specific focus on the impact on BIPOC communities. Use this analysis to prioritize multimodal transportation projects to highly desired destinations. Work with BIPOC and low-income populations to find out what types of transportation modes would best serve them to these locations.

▲ *Bus service is important to residents and workers who do not have access to a personal vehicle. Residents have expressed a need to explore an expanded network with service routes and times to serve all segments of the population, for example those who work the third shift.*

Goal 2: Continue to expand the transportation system to provide at least one non-automobile option (walking, biking, and transit) for every neighborhood to be usable for a variety of trip purpose.

A multi-modal transportation system means that individuals do not have to have access to a single-occupancy vehicle to travel around Carrboro. With a multimodal transportation system, individuals feel safe and can afford to walk, bike, or take public transit to easily travel around and out-of-town town for daily needs and recreation.

Strategy 2.1: Encourage non-automobile use in the community and reduce vehicle miles travelled through land use decisions of developments that lends itself to public transit use (such as denser mixed-use nodes) and enhancement of public transit itself.

Most towns and cities, since the 1950s, have been planned with automobiles as the default transportation method, thus land use decisions led to more sprawl. Transportation is a significant source of greenhouse gas emissions. In order to encourage multi-modal transportation systems, Carrboro needs to develop without displacement. Look for opportunities to increase density and create more mixed-use spaces so that people, including low-income households, do not have to travel far to address their multiple needs or access job opportunities, which could reduce community emissions from transportation and at the same time are paired with anti-displacement measures to ensure that low-income households are not priced out of Carrboro.

A Assess needs and identify funding to expand free public transportation service to low- and moderate-income households, populations who cannot walk without assistance, those who work outside of traditional work hours, the Transition Areas, and the Extraterritorial Jurisdiction (ETJ) transition area throughout the week, including weekends, by considering different passenger vehicle types.

Chapel Hill Transit trips are free for all users, as they are subsidized through a partnership in which the Town of Carrboro pays a 14% share and the Town of Chapel Hill and UNC each pay a 43% share. The free public transportation service with Sunday service has been welcomed by the community; however, many still find it difficult to travel to their destinations without a personal vehicle. Particularly, those employed outside of 9-5 working hours. Increasing the level of service through expanded hours of operation, and providing a more comprehensive bus network, will help overcome these barriers. Residents can call Orange County public transportation services to address some of these needs. Additionally, the Town should work with transit partners to provide service on lower volume days, e.g., by using a van or smaller bus and prioritize those who cannot easily access other forms of mobility based on location, ability and income.

Well-Designed Density Furthers Climate Action Goals

Planning for greater density in strategic locations allows Carrboro to develop "15-minute neighborhoods" in which residents' needs are accessible by walking or biking. Increasing density at specific nodes also reduces transportation carbon emissions and other vehicle pollutants (such as microplastics from tire wear) by reducing vehicle miles traveled. Additionally, mixed-use building density planned with equity and paired with public transit provides households who cannot afford vehicles improved quality of life by reducing the time and distance they have to travel to complete everyday errands. **Increased density with intentional design elements can reduce total energy use, support renewable energy, and promote energy efficiency.**

B Seek to increase funding from the Triangle Transportation Demand Management (TDM) Program and partner with surrounding transit authorities.

The Triangle Transportation Demand Management Program links state policy and funding with local and regional transportation providers to reduce dependence on automobiles. The Town of Carrboro provides an annual grant to promote Transportation Demand Management and travel options. As of 2020, there is a new grant in place to help educate residents about diverse transportation options (previously on hold due to the pandemic). Carrboro has partnered with Chapel Hill Triangle JCOG/NCDOT for several years and is also working with the Duke Center for Advanced Hindsight and Orange County to design welcome packets for new residents on how to create a transportation routine that does not consist of driving. The Town should continue to pursue funding in partnership with Chapel Hill Transit and Orange County transit to improve transportation options in Carrboro.

C Include multiple languages in public transit signage and wayfinding.

Many residents of Carrboro's linguistically diverse population do not have access to personal vehicles and depend on public transit. However, current signage is mostly in English, making it difficult to use the public transit system. Public transit usage would benefit from signage in multiple languages, so that those who are most comfortable reading another language can easily access public transportation and get around town. Explore high tech solutions (ie. electronic signs) as well as low tech signs.

D Collaborate with the North Carolina Capital Area Metropolitan Planning Organization to determine future regional uses for rail lines whose current uses will end in the near future.

Collaboration should consider both how the rail line can support transportation like a fixed guideway system or recreational community desires like a rail to trails or rail near trails line.

Strategy 2.2: Continue to create safe streets and trail networks for pedestrians, bike riders, and transit riders.

Most roads built in the United States in the post-war period were designed to improve drivers' safety which ultimately have left pedestrians and cyclists at a higher risk for injury. Complete streets strategies increase pedestrian use by improving perceived safety and comfort and reducing pedestrian accidents through comprehensive safety improvements that prioritize pedestrians, cyclists and transit users in the right-of-way (ROW).

A Develop a complete streets policy statement that incorporates and implements a vision zero policy.

Vision zero policies seek to end traffic-related fatalities and serious injuries. A complete streets policy further a vision zero policy be working toward safety for all types of mobility.

B Pursue jurisdictional control around NCDOT streets that are central corridors in downtown Carrboro, starting with Main Street.

Design to Reduce Speed

C Evaluate and revise Town Standards for Street Design that explore changes to standards to use a maximum design speed of 20 miles per hour.

D Update the LUO Article XIV – Streets and Sidewalks, in particular the requirements related to street width, sidewalks, ROW width, shoulder width, and other design features.

Additionally, LUO Appendix C (specifications for design and construction) should be revised with the goal of reducing the minimum design speed, minimum sight distance, minimum centerline radius, and size of design vehicle. Many of these requirements are carryover from an era of transportation design which aimed to forgive the mistakes of people driving (which was often done at the at the expense of people walking and biking).

E Restructure Residential Traffic Management Plan (RTMP) and incorporate a Bike-Ped Safety Assessment Process.

The Town's Residential Traffic Management Plan has been a process by which residents can request traffic calming devices be installed by the Town and includes a petition-based process and data-driven assessment of the traffic conditions on the street. This process is piecemeal, in that it only responds to requests as they arise and does not take a systemic approach to assessing traffic calming and safety issues on Town-maintained, residential streets. The current process also has concerning implications for equity, as an update of the plan is needed to address the following issues:

1. Create a regular, annual timeline with a specific window during which requests and petitions can be submitted OR develop a systemic, town-wide approach to assessing traffic conditions (with associated data collection) and coordinate with neighbors at those locations where there are potential concerns identified.

2. Revise the process to collect data after a request is submitted (and prior to the petition phase).

3. Create a process by which residents can request reducing the posted speed limits on residential streets. If desired by residents, this could be a direct follow-up to a completed traffic calming project. If the follow-up data collection shows the operating speed (85th percentile) is at least 5 MPH below the posted speed, then a reduction in the posted speed limit can be considered.

Explanation of Federal and State Transportation Funding Process (MPO & SPOT Processes)

The Durham-Chapel Hill-Carrboro Metropolitan Planning Organization (DCHC MPO) is the lead planning agency that coordinates federal and state transportation funds for projects within the urbanized areas of Durham, Orange and Chatham counties. The DCHC MPO works to develop long range transportation plans, identify transportation projects to receive federal funding, submit projects for state-administered funding prioritization, and assist with project implementation.

Federal Funds: Multiple sources of federal funding are distributed by NCDOT (North Carolina Department of Transportation) to the DCHC MPO that can be considered for transportation projects in Carrboro. These federal sources all require a 20% local match of the total project cost (often referred to as an 80/20 split). The MPO works to prioritize projects for federal funding based on a number of different factors including connectivity, transit access, population/employment density, equity, environmental justice, safety, and emissions/VMT reduction. The MPO accepts applications for funds once per year. Due to requirements on minimum project cost, this is generally a better funding source for larger transportation projects. MPO projects approved for federal funding are programed into NCDOT's State Transportation Improvement Program (STIP).

State-Administered Funds: The state administers and distributes both federal and state funds through a competitive process coordinated by NCDOT's Strategic Planning Office of Transportation (SPOT) which occurs every two to three years. A project that scores well enough to receive funding is added to the State Transportation Improvement Program (STIP). The SPOT process involves scoring all roadway, public transportation, bicycle, pedestrian, rail, and aviation projects on a number of criteria. Metropolitan Planning Organizations (MPOs), Rural Planning Organizations (RPOs), and the NCDOT Division offices also contribute by submitting projects for consideration and assigning local priority to projects.

The Strategic Transportation Investments (STI) law sets the distribution of funding between different modes of transportation. Additionally, highway projects (such as roadway capacity or other motor vehicle focused improvements) accepted into the STIP are fully funded by NCDOT but other projects for other modes (such as bicycle or pedestrian) require a local match of 20%.

Due to the competitiveness of this process and the timing of improvements in the STIP, it can be a lengthy process from initial submittal to project completion. Furthermore, it can be difficult to get some projects to score well in the process, so other avenues for implementation should be assessed. In addition to the SPOT process, NCDOT also reserves some funds for other projects/programs, such as safety improvements.

4. Create a process by which BIPOC or other underserved neighborhoods can bypass the labor-intensive petition process. The expectation of this would be that if data collected by Town Staff indicates a location meets the criteria for Stage 2, then staff can reach out to a neighborhood contact directly and gauge interest through a neighborhood meeting rather than the expectation of a formal petition process.

5. Incorporate into this process an assessment of bicycle/pedestrian facilities and sidewalk need. Potential guidance includes the FHWA Small Town and Rural Multimodal networks document (https://www.fhwa.dot.gov/environment/bicycle_pedestrian/publications/small_towns/).

6. Update the list of traffic calming devices under consideration.

F Explore and implement engineering solutions to reduce motor vehicle speeds in downtown.

With respect to the areas identified on the Transportation Strategies Map for 'safety improvements for speed reduction', a framework is needed to assess existing conditions, make improvements, and measure progress. Conversations with NCDOT with regards to a downtown slow zone (and associated reduction of posted speed limits) have indicated that the operating speed needs to be reduced prior to considering a reduction of the posted speed limit. To impact the operating speed, engineering changes are needed to modify the roadway environment and encourage slower speeds.

Infrastructure Plans & Improvements

G Identify existing, needed, and poor-quality sidewalks to update the existing sidewalks plan, for the purpose of implementation alongside development projects to increase pedestrian safety and decrease traffic speed.

The Town has been actively adding and improving sidewalks through bond referenda, state transportation prioritization and ADA transition work. The Town should conduct a gap analysis/audit of existing sidewalk infrastructure, access for high priority populations (e.g., non-ambulatory residents, low-to-moderate income households), and existing and projected development patterns, and update its framework for prioritizing sidewalk projects accordingly. The installation of sidewalks can be designed to help increase drivers' cautiousness around residents. Vehicle speeds can be managed by infrastructure, with most attention paid to arterial roads and the downtown.

H Continue to implement the Safe Routes to Schools Action (SRTS) plan in coordination with schools.

Implement plans that support safety for all age groups of children, especially those who have less opportunities due to location, ability, and income. Explore and develop partnerships with community organizations seeking to provide healthy and safe transportation options for youth and continue working to establish the SRTS Implementation Committee.

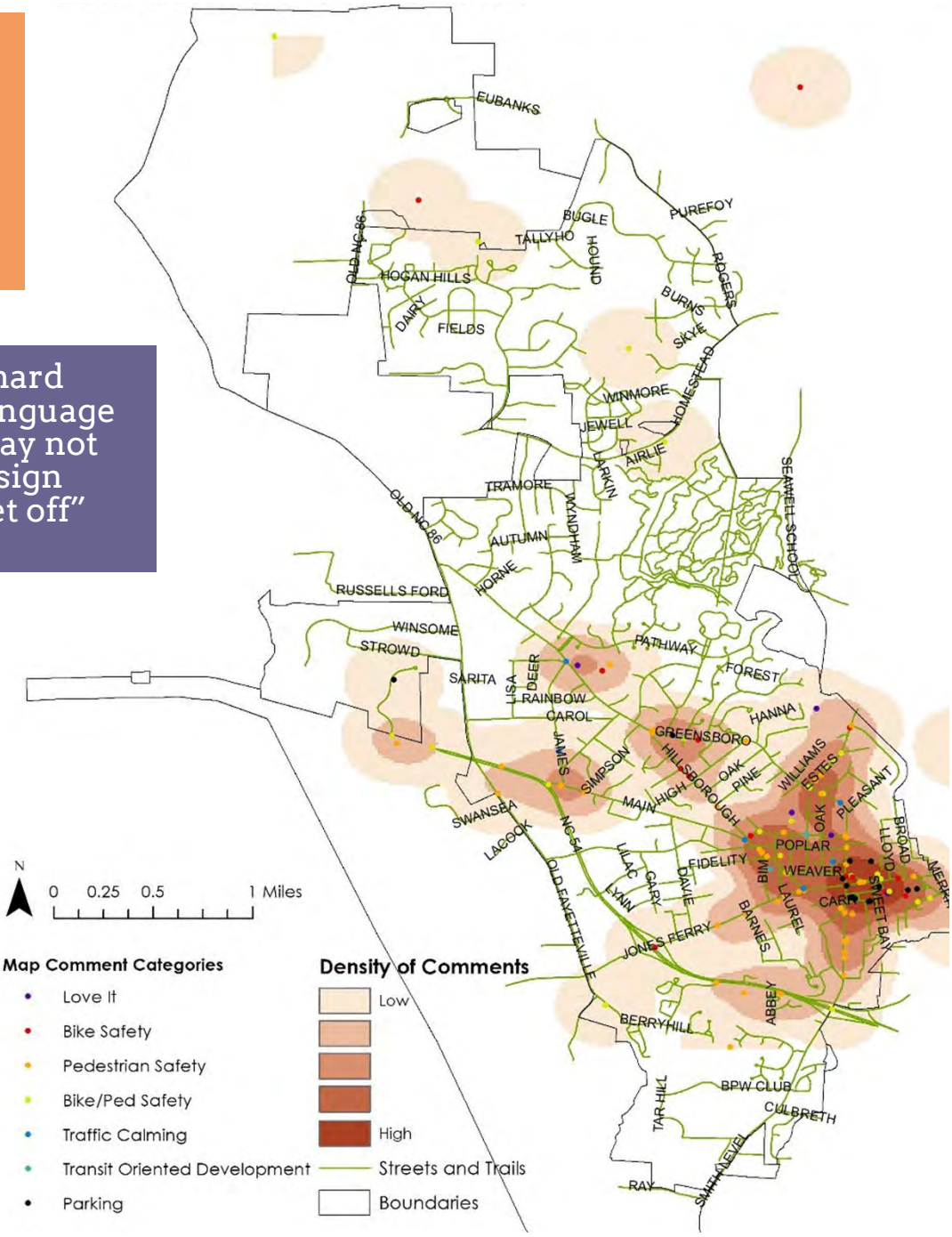
▲ *Roberson Street, next to The 203 Project, would be a great opportunity for a shared street that can be used by pedestrians, micro mobility users, and drivers.*

"Create a transportation hub system where smaller vehicles are picking people up in neighborhoods and going to downtown Carrboro to pick up Chapel Hill Transit" *-Resident idea*

"Finish greenways and bikeways so we can bike into town from the Northern Transition Area." *-Resident idea*

"Taking the bus is hard when [there is a] language barrier...[people] may not be able to read the sign or know when to get off" *-Resident idea*

"To improve walkability repair/widen existing narrow sidewalks and install sidewalks in areas without them, especially to access green spaces" *-Resident idea*



▲ *Public comments collected throughout the comprehensive planning process identified areas that should continue being prioritized for bike and pedestrian improvement. Priority locations include Downtown Carrboro and the surrounding area, Hillsborough Road and Greensboro Street, Main Street and NC-54/Henry Anderson III Community Park, and the Martin Luther King Jr. Park/Carolina North Forest area. Town staff have been working continuously on in these locations and continue to prioritize and seek funding to address residents' concerns.*

I Leverage Department of Transportation and Town restriping projects for exploration and implementation of bike and pedestrian improvements like bike lanes, bike boxes, intersection bike markings, center turn lanes, additional crosswalks, maintain parking.

Restriping bike lanes, intersection markings, turn lanes, crosswalks, and parking lot lines have several benefits aside from promoting safe use of streets: they improve the curb appeal of businesses due to the improved aesthetics; they reduce liability by decreasing accidents, they provide better accommodations for people with disabilities, and also comply with laws such as fire codes.

J Create safe transitions for pedestrians to access bus stops.Continue engaging residents, especially those who are BIPOC and low-income, to design the best approaches to enhance pedestrian safety and access to bus stops. Potential modifications to improve access and safety include moving bus stops to shorten walking distances, improving signage/seating/shelter/lighting, and increasing maintenance.

K Develop a connected system of on- and off-road facilities to accommodate varying levels of bicyclists and follow bike plan recommendations to have physically separated bike lanes that are built for users of all ages ("8 to 80" framework of age accessibility).

As biking and walking becomes more important to Carrboro, improvements that create more opportunities for residents to walk and bike should increase in volume and distance. On- and off- street bikeway facilities offer opportunities to reduce congestion, improve air quality, and improve personal health.

Protected bike lanes offer benefits to more than just the safety of cyclists: once installed, they encourage more diverse users to bike (female users in particular increase), reduce accidents, and they increase storefront sales (more traffic from cyclists equates to more potential business). The Bicycle Plan Update identifies the best streets for protected bike treatments: N Greensboro Street, Hillsborough Road, W Main Street, Jones Ferry Road, and Poplar Avenue.

L Allocate a portion of Powel Bill funding to bike and pedestrian projects. The Town of Carrboro has historically allocated Powel Bill funds to roadways to support auto infrastructure. A portion of these funds can be used for bike and pedestrian projects.

Public Transit Access

M Continue partnership with transit partners, the Town of Chapel Hill, and UNC to continuously improve public transit access, with a particular eye to moderate-income homeownership communities and developments with an affordability component.

Work with transit partners, Chapel Hill, and UNC on scheduling and route updates that meet the needs of workers, particularly low-income households that may have weekend, night hours or are commuting to employment in less dense, car-dependent locations.

Jones Ferry Road Protected Bike Lane design in phases (from Main Street to Davie Road), Carrboro Bike Plan 2020.

N Encourage and support increasing ridership on public transit by enabling access for transit mode shifts from pedestrians, bicyclists, and drivers at public transit stops and stations.

O Work with transit partners, Chapel Hill, and UNC to develop longer-range plans for Bus Rapid Transit (BRT), improved connectivity, connections to regional transit services, park-and-ride facilities, and transit-supportive land use development such as pedestrian-friendly, high-density, and mixed use.

Micromobility

P Explore different micro-mobility options that consider equitability, accessibility, and help address first-last mile efforts.

First-last mile is defined as the portion of a commuter's trip (usually the trip's origin and destination) that is completed on their own, while the bus or rail service used composes the majority of the trip. An example of this includes when someone must first walk, bike, or drive themselves to and from the nearest transit station. Micro-mobility options can be used to help aid in scenarios where transit is not adjacent to someone's home or intended destination. First-last mile is a particularly significant problem for residents that work in places without strong transit connections during non-traditional work hours. Micro-mobility options may result in safer and more efficient connections for those in most need of safe access to their place of employment.

Options can include micro-transit shuttles, electric bike share programs, carpool, and adaptive scooters for people with disabilities.

The Town of Carrboro is exploring the process of releasing a contract for a bike share system in conjunction with Gotcha, Chapel Hill, and UNC Transportation & Parking. Staff is hoping to implement a program that addresses equitability, accessibility (non-smart phone users, non-credit card holders, differently-abled users), and optimal locations for stations (about 10-20 bike share hubs) and use. Carrboro will continue exploring the integration of e-scooters, while assessing their accessibility, safety (including helmet use), and affordability.

Education

Q Develop programming and financial support (for relevant initiatives) to increase youth education and opportunities for walking and biking.

Youth overwhelmingly depend on walking and biking for transportation needs, understanding their viewpoints and collaborating to improve the modes will protect and mobilize our youngest, and one of our most vulnerable populations. Intentional outreach should be conducted to understand the needs and challenges faced by BIPOC and low-income youth as they travel about the town.

R Encourage people to "leave their cars behind" by continuing to coordinate biking and walking tours in different parts of Town.

▲ *A young bicyclist attending one of the Carrboro Connects Pop-Ups*

Goal 3: Reduce greenhouse gas emissions from motor vehicle use by 80% by 2030.

Burning fossil fuels such as gasoline and diesel releases carbon dioxide (a greenhouse gas) into the atmosphere, which is causing the earth to warm, resulting in changes to the climate. Different strategies to reduce emissions from vehicles include driving less (increasing active transportation options), choosing fuel efficient vehicles, and updating transportation fleets to include electric vehicles.

Strategy 3.1: Expand opportunities for transportation options that do not rely on fossil fuel-powered, single-occupancy vehicles.

A Also see Transportation Project 2.1A. Extending bus service to include off-peak and weekend hours can better serve residents employed by service-oriented jobs. Funding would be needed to extend such service.

B Increase opportunities for alternatively fueled public transit, municipal, and private vehicles. Alternative fueled vehicles' demand continues to grow as motorists desire ecologically sensitive (reduced carbon dioxide, so cleaner air) and cost effective (save on fuel, tax breaks, fuel efficiency) vehicle options.

C Improve and market vanpool and carpool options for commuters.

D Explore and implement land use practices to support EV charging to reduce greenhouse gas emissions.

On June 8, 2021, the Land Use Ordinance (LUO) was updated to require EV charging stations and infrastructure in new developments. Incorporate solar panels to power EV charging stations at these locations (CCAP 2020). The Town should pursue grants and other funding sources to make EV charging a possibility at affordable house locations and support shared EV use programs. Provide technical assistance or educational resources to HOA boards on how to incorporate EV charging stations at their associations. Additionally, advocate to the state for a clean energy supply to EV chargers so that EV use reduces carbon emissions throughout its life cycle. EVNoire may be a possible partner.

E Promote the interconnectivity of local and regional bicycle infrastructure, transit, and other micromobility options between Carrboro, Chapel Hill, Orange County, and other jurisdictions and organizations in the Triangle Region.

▲ *Electric vehicle charging station at Town Commons*

▲ *Extending bus service to include off-peak and weekend hours can better serve residents employed by service-oriented jobs. Funding would be needed to extend such service.*

Goal 4: Improve the management of parking spaces in the downtown area.

Parking management strategies in downtown areas can oftentimes be complex: too little supply of parking can make a downtown unattractive to potential businesses, too much parking can increase traffic congestion, and an oversupply of surface parking can negatively impact the built environment by creating large gaps between buildings, increasing urban heat island effect, and making walking, and biking unpleasant. The following parking management strategies seek to balance concerns.

Strategy 4.1: Establish a regular schedule for conducting parking counts and inventorying existing spaces. Develop a more accurate methodology for utilizing shared parking and satellite parking. See Economic Sustainability Chapter for more information on "park once" policies.

A Research into best practices for parking management and conduct additional outreach to business owners, residents, and visitors to understand parking concerns.

Outreach efforts should include educational components to ensure stakeholders truly understand strategies and trade-offs being presented. Education and outreach will help determine priorities and help the town determine which approaches to use. The Town can target specific focus areas (such as the most congested streets downtown) to better identify needed stakeholders.

Discussing parking management with stakeholders should include conversations around right-pricing parking. Free parking is often seen as an incentive to drive, so potential solutions to dissuade an increase in numbers of drivers/cars may include requiring payment for parking: installing parking meters, implementing market-based parking pricing, or enforcing penalties.

B Implement wayfinding/signage improvements.

Wayfinding signage is an effective way to attract visitors, lengthen their stay, and support local businesses by marketing them together. Wayfinding signage should be provided at varying sizes and scales, and easily read by pedestrians, cyclists, and motorists.

C Incorporate and increase parking infrastructure for bicycles in parking plans.

Thoughtful parking infrastructure for bikes, e-bikes, and other micromobility options is one way to encourage cycling and support local businesses. When a destination adds bike parking it draws cyclists and normalizes bike culture to draw more diverse riders.

D Implement Transportation Demand Management (TDM) policies and pursue paid parking as a demand management strategy.

TDM focuses on understanding how people make transportation decisions and helping them use the infrastructure in place for transit, walking, or biking. Some tangible policies to implement TDM include educating people about their transportation options, shifting the priority away from driving alone, improving public transportation, and collaborating with employers to financially incentivize bike and transit use.

E Plan for multi-level electric vehicle (EV) and bicycle charging stations.

Electric vehicle charging stations have various positive impacts on communities: they promote cleaner air, lower the overall cost of driving for community members, pave the way for other forms of clean transportation options, and help communities achieve their climate change goals. Outreach and analysis should be conducted to determine the best locations for and levels of stations (wattage) to remain accessible for all. Additionally, careful consideration should be placed on equity impacts. EV vehicles (even internal combustion vehicles) are not accessible to all households. Placing chargers in low-income neighborhoods may contribute to displacement if additional anti-displacement measures are not adopted. Find ways to make EVs accessible to low-income households, for example a pooled/shared EV program paired with thoughtfully place EV chargers can increase access to EVs.

Strategy 4.2: Reduce negative effects of parking requirements on housing costs.

A Update parking requirements to remove minimum requirements for residential development close to transit (including affordable housing, accessory dwelling units, and the residential components of mixed-use developments) to reduce impervious surfaces and make more efficient use of land.

Undertake a residential parking study to investigate parking standards for small single-family homes, multi-family units (currently 1 ½ spaces for each one- bedroom unit and 2 spaces for each unit with two or more bedrooms), multi-family units limited to persons of low- or moderate-income or elderly (currently 1 space per unit), affordable housing units, and accessory dwelling units.

Work with developers to determine how parking is cost effective and fulfills community needs per the development site.

B Reclaim underused parking spaces in larger residential developments to allow for development of affordable housing.

Strategy 4.3: Implement a pilot program in downtown Carrboro that prioritizes alternatives to automobile parking.

A Develop a parking management pilot program with a focus on reducing required parking minimums for commercial areas and opening up more land for transit, pedestrian, biking, and micro-mobility transportation alternatives. Use any generated funds for downtown improvement projects (see Economic Sustainability).

Related Strategies & Projects in Other Chapters

Green Stormwater Infrastructure, Energy, & Water

- Increase opportunities for alternatively fueled public transit, municipal, and private vehicles.

Affordable Housing

- Investigate lowering residential parking requirements to reduce impervious surfaces and enhance affordability.
- Reclaim underused parking spaces in larger residential developments to allow for development of affordable housing.

Economic Sustainability

- Identify job centers and commercial hubs and conduct a Racial Equity Impact Analysis on current transportation options to these locations, prioritize transportation projects that fill in service gaps.

Land Use

- Locate additional public transit routes along current and future high-density development to serve denser areas, and BIPOC residents in collaboration with anti-displacement policies, such as a route along Homestead and Old 86 if a new multi-use node is planned.
- Encourage non-automobile use in the community and reduce vehicle miles travelled through land use decisions of developments that lends itself to public transit use (such as denser mixed-use nodes) and enhancement of public transit itself.
- Evaluate and make revisions to Town Standards for Street Design.
- The LUO Article XIV – Streets and Sidewalks should be updated, in particular the requirements related to street width, sidewalks, ROW width, shoulder width, and other design features.
- Explore and implement land use practices to support EV charging to reduce greenhouse gas emissions.

Principles and Recommendations for Inclusive Community Engagement

Examples of how another community (Chicago) is thinking about equitable Transit Oriented Development that could be helpful for improving transit accessibility without displacement and providing inclusive outreach to BIPOC communities.[3]

The City of Chicago's Equitable Transit-Oriented Development (ETOD) is about planning with communities so that people of all income levels experience the benefits of dense, mixed-use, pedestrian-friendly living near transit hubs. Recommendations to avoid displacement of lower-income and racial minorities include: streamlining and incentivizing the production of multifamily affordable housing, preserving existing affordable housing in the TOD zone, strengthening affordability and accessibility requirements, strengthening density and parking incentives, unbundling housing and parking costs, and strengthening equity in procurement and supplier diversity policies.

1) Shift our mindset: When engaging with communities bring a mindset that sees values in all voices, understand that communities are not monolithic, build and rebuild trust through both words and actions, foster collective learning, be mindful about timelines and commit to an action-oriented process.

2) Co-design Community Engagement with Community: Community engagement is most meaningful and effective when the process is designed with community partners.

3) Enable two-way Communication and Learning: Having an ongoing dialogue with communities makes engagement around a particular project or plan easier because we already have a trusted relationship established.

4) Promote Cultural Competency and Empathy: We must get to know the contexts—community values and norms—in which we are working, really well.

5) Value Community Knowledge and Capital: Community residents are, hands down, the experts on their community context and built environment challenges. We must not only acknowledge local expertise, but compensate and amply it.

6) Seek and Embrace Multiple Viewpoints: Seek out and engage people who are or will be most affected by development decisions. Embrace diversity and design engagement opportunities to reach out unusual community participants.

7) Cultivate Leadership and Advocacy: From inception and design to implementation and activation, we can use the built environment decision making process to cultivate and empower community leaders to lead future efforts.

8) Foster Ownership and Identity in Community: Celebrate community identity and explore ways to integrate technical and creative methods that spark interest in permanent community assets.

ENDNOTES

1. vhb: Venture 1. "NC 54 Pedestrian and Bicycle Corridor Safety Study of 2019." NCDOT, Office of Mobility and Safety, 2019. https://www.townofchapelhill.org/Home/ShowDocument?id=48573.

2. Miguel Padeiro, Ana Louro & Nuno Marques da Costa (2019) Transit-oriented development and gentrification: a systematic review, Transport Reviews, 39:6, 733-754, DOI: 10.1080/01441647.2019.1649316

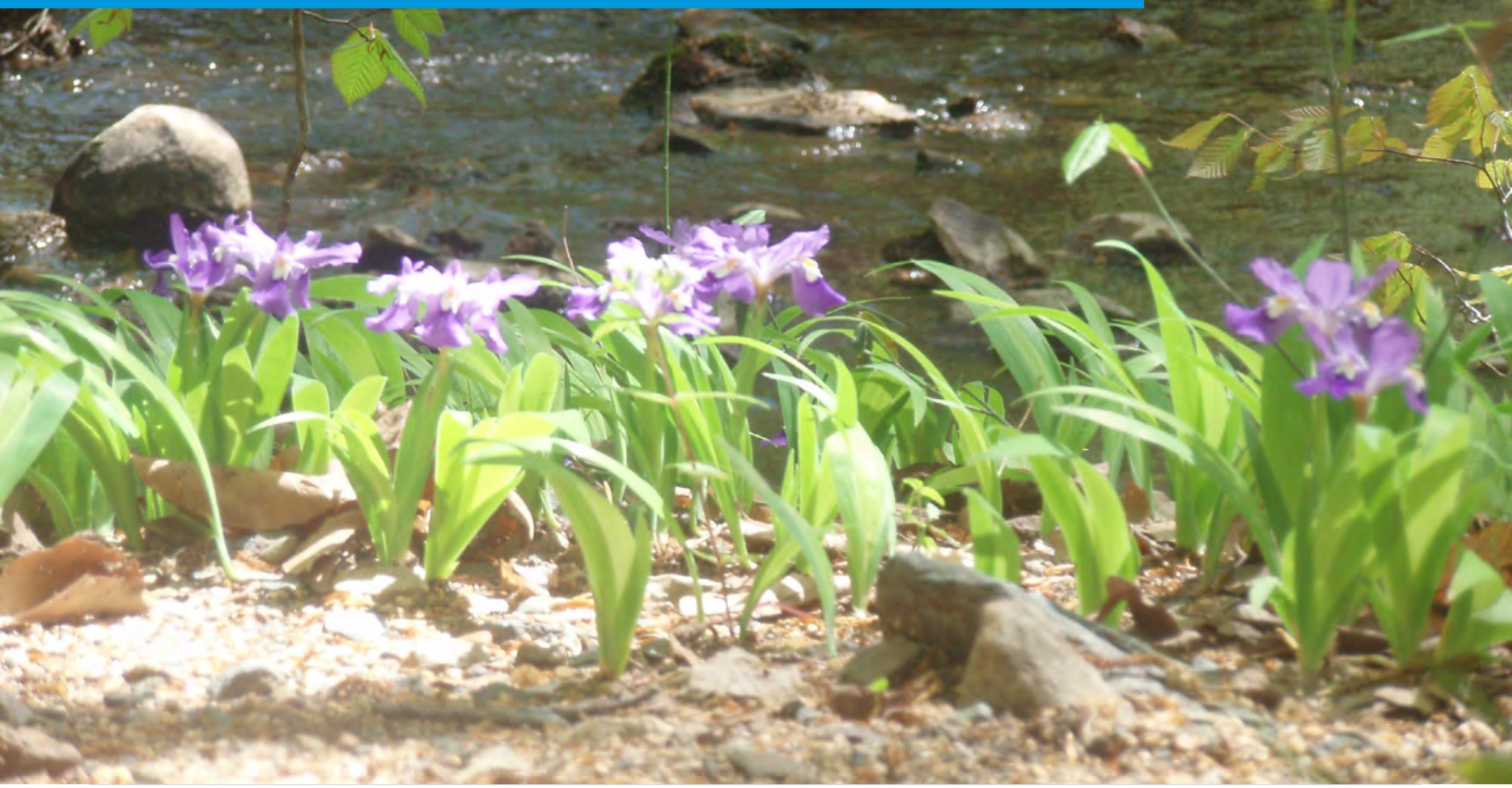
3. City of Chicago (2021) "Equitable Transit-Oriented Development (TOD) Policy Plan." https://www.chicago.gov/content/dam/city/sites/etod/Pdfs/ETOD-Full-Policy-Plan-with-Appendices-6-15-21.pdf

CHAPTER SIX

Green Stormwater Infrastructure, Water, & Energy

Vision: Green Stormwwater Infrastructure (GSI)

Carrboro routinely prioritizes green infrastructure over grey infrastructure to enhance ecosystems and improve vibrancy, quality of life, and stormwater resiliency in the community.



GREEN STORMWATER INFRASTRUCTURE

Key Findings

1. Protecting terrestrial and aquatic ecosystems, encouraging responsible development, and providing citizens with access to nature are priorities for Carrboro. Green infrastructure refers to the nature-based approaches to realizing these priorities. It includes the intentional means to plan and implement strategies that ensure that native plant communities are created, protected, and restored to thrive. Several initiatives have been recently completed or are underway to improve existing trails and greenways. These include the Jones Creek Greenway, Homestead-CHHS Multi-use path, and Morgan Creek Greenway. Two greenways, Jones Creek and Morgan Creek, are currently being funded in the CIP budget (the CIP budget dedicates $1,987,500—federal monies fund 80% of that amount—to the development of greenways along Jones Creek and Morgan Creek).

2. Green stormwater infrastructure (GSI) is a specific type of green infrastructure that focuses on treating the runoff from developed areas with nature-based practices such as rain gardens, wetlands, bioswales, and other measures that more closely mimic how nature operates (in contrast to more "traditional" grey infrastructure approaches to stormwater management.) Carrboro is actively working on identifying and expanding opportunities to educate and assist residents in implementing green stormwater infrastructure on private properties. In 2020, the Town supported a study that was driven by flood related concerns in the upper Toms Creek watershed and included a recommendation to pilot a green infrastructure-based residential assistance program.

3. Planning for stormwater management is not new to Carrboro and the Town has made progress through prior plans. Past efforts have been incorporated into and emphasized in this plan, including: the Community Climate Action Plan (CCAP), RainReady Carrboro, NDPES Phase II, Bolin Creek Greenway Conceptual Master Plan 2009, and Carrboro: Stormwater Management Plan 2021.

Race & Equity and Climate Action

Race and Equity:

GSI, Water, and Energy strategies and projects have been designed to advance race and equity through:

- Relying on community leadership and participation from all residents, including those with financial barriers or that have historically been excluded from participation.
- Improving water affordability for low-income households.
- Providing technical and financial assistance for stormwater management and infrastructure mitigation projects for low-income households and BIPOC-led businesses.

Climate Action:

GSI, Water, and Energy strategies and projects aim to advance the Town's Climate Action Plan and Energy and Climate Action Plan through:

- Improving tree canopies to reduce heat islands and stormwater runoff and sequester carbon.
- Expanding green infrastructure as part of stormwater, watershed restoration, and climate resilience efforts
- Addressing the effect of development on stormwater management
- Implementing multiple strategies to reduce per capita greenhouse emissions

What We Will Measure

1. Number of households with native plantings

2. Tree canopy coverage

3. Number of residents engaged in the RainReady Initiative

GREEN STORMWATER INFRASTRUCTURE

Goals, Strategies, and Projects

Goal 1: Increase the use of native plants and vegetation to mitigate climate change impacts, assist with stormwater mitigation, and reduce heat island effect.

Strategy 1.1: Rely on community leadership and participation from all residents, including those with financial barriers or those who have historically been excluded from participation.

Marginalized residents are typically on the frontlines of feeling climate change impacts. Work with these residents to understand if and how they are disproportionately impacted by climate change impacts to then understand how to use green infrastructure to improve their quality of life and financial burdens.

A Support the formation of a community-led urban forestry program for the preservation, protection, and conservation of the community forest.

Increase public awareness of the value of trees. Provide oversight for a community scale urban forestry program that seeks to preserve and protect the community forest. Partner with civic groups to improve and expand the Town's tree canopy.

B Increase public education of the benefits of native plants and vegetation for stormwater management.

Educate the public about the difference between turf lawns and native plants in terms of stormwater management. Native plants have deeper roots which can slow down rainwater runoff, reducing stormwater flooding.

C Pursue regulatory and non-regulatory approaches to discourage non-native and invasive plants and encourage native plant use.

Encourage naturalized landscaping instead of manicured lawns which require less fertilizers and pesticides and can also reduce heat island effect. Look to the Bolin Forest and Quarterpath Trace neighborhoods' initiatives with regard to urban forest stewardship to discourage non-native/invasive plant use.

D Identify opportunities to promote technical assistance and a cost-share grant program to residents seeking to abide by regulatory approaches for encouraging native plant use.

E Identify local resident "champions" who can partner with the Town to support the development of the program and serve as a liaison to residents.

F Identify program design options that provide financial support, enabling low-income residents' participation in a technical assistance and cost-share grant program to install green infrastructure.

G Invest in the completion of a new significant restoration project. Identify priority locations for native plant restoration projects that support continuity of natural spaces, native pollinators, and residents' access to nature.

▲ *Anderson Park Stream Buffer Restoration Project: This Town project has and will continue to host volunteer events to plant trees, create a pollinator habitat, improve water quality, install stormwater control measures, and provide education and outreach to Carrboro residents.*

Goal 2: Plant and maintain the tree canopy along identified roads.
Improving tree canopy along roads can reduce the heat island effect and reduce stormwater runoff on streets.

Strategy 2.1: Improve tree canopy downtown to create a more vibrant and inviting urban landscape, reduce the heat island and stormwater runoff, and sequester carbon.

Tree canopy can entice more people to the street as they can depend on the shade and feel more comfortable.

A Develop and implement a downtown street tree master plan.

Create a baseline for downtown street trees. Develop priority streets with community and stakeholder engagement, incorporating urban heat island data. Allocate budget for installing street planters and culturally and ecologically appropriate trees.

B Make the 2019 "tree tag" outreach an ongoing and regular initiative.

The tree tag project identified trees and shared how each tree provided financial savings, avoided stormwater runoff, saved electricity and energy, and stored carbon dioxide. This initiative is an example of a successful public education campaign and should be expanded.

C Work with downtown businesses and residents to improve the canopy on private lots.

D Seek grant support from the State and other sources to provide financial and technical support. Allocate staff time to research funding opportunities for increasing the tree canopy.

Strategy 2.2: Work with neighborhoods to improve tree canopy and the forest along roads, in neighborhood open spaces, and on private lots.

Tree canopy coverage provides shade for users while reducing the heat island effect and stormwater runoff.

A Support neighborhood efforts to pursue grant funds for neighborhood improvements, especially those with ecological value or related to other town priorities.

B Provide criteria for neighborhood street tree inventories and related master plans.

C Work at a neighborhood scale to "green" the public right-of-way.

D Provide technical assistance for individual residents' improvement and expansion of tree canopy.

Provide workshops, trainings, and a resource center (virtual or physical) to educate residents on how to expand the tree canopy on their own property.

E Seek grant support from the State and other sources to provide local financial and technical support.

Neighborhood Urban Forest Stewardship

The Bolin Forest and Quarterpath Trace neighborhoods, with support from Green Roots Environmental Design, have recently collaborated to pursue a neighborhood-driven forest stewardship campaign. The effort has included invasive plant management, a community workshop at the Century Center, and preparation of a report. The report "presents a holistic approach informed by a synthesis of ecological restoration and urban forestry management strategies." Relatively healthy and mature forest canopy, adjacent large tracts of open land and extensive trail networks all contribute to the value and benefits that the neighborhood enjoys. However, conditions including overgrown areas of invasive species, impervious surfaces and even common landscape management practices contribute to negative impacts such as impaired water quality, soil compaction and limited species diversity. The report highlights current conditions that the community should be aware of, as well as factors that will effect the health of the urban forest in the future.

Goal 3: Expand green infrastructure as part of stormwater, watershed restoration, and climate resilience efforts into the Town's public transportation investments.

Strategy 3.1: Coordinate transportation and public infrastructure improvements with green stormwater infrastructure.

A Integrate green stormwater infrastructure dual solutions that improve stormwater management practices and traffic calming in transportation infrastructure (i.e. streets, alleys, sidewalks, curbs, storm sewers, and greenways).

Example solutions include street planters and permeable pavement which will slow down rainwater runoff. Street planters can be installed in sidewalks or medians and serve as large concrete boxes with soil that allow for plant growth and include gravel for rainwater storage. Permeable pavement creates areas filled with gravel, covered by porous pavement that allows water to travel through.

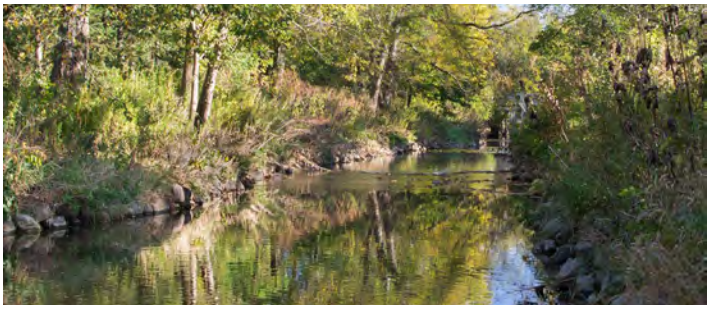
B Seek residents' feedback feedback on the incorporation of green infrastructure in new transportation projects.

Always include residents, especially those of BIPOC and other marginalized identities, in the planning of transportation projects to ensure that their mobility needs are accounted for and that they understand the dual benefits of green infrastructure.

C Educate residents about the Town's definition of a greenway and its benefits, and foster discussion about greenways.

Permeable pavement

Permeable pavement & bioretention bump-outs



Riparian/stream repair/restoration

Tree planters with stormwater filtration

Impervious removal and disconnection

Goal 4: Expand the use of green stormwater infrastructure to further watershed restoration and meet climate resilience goals.

Strategy 4.1: Expand resources for green stormwater infrastructure to private property owners for greater lot, neighborhood, and watershed scale resilience and environmental quality as well as community enjoyment of outdoor spaces. These efforts should be in conjunction with and in support of the Town's stormwater program and meet state, federal and local regulations.

A Develop programming and accompanying financial assistance for income-eligible households to install green stormwater infrastructure.

Installing green stormwater infrastructure can be expensive. Identify funding and financing opportunities so that all households can participate and install green stormwater infrastructure on their private properties.

B Develop a playbook for stormwater infrastructure retrofits to educate the public.

Identify partner experts who can help develop and deliver typologies of retrofits with the highest likelihood of widespread adoption. Develop a public education campaign to publicize the playbook and lead "how-tos" on implementing retrofits. Provide technical assistance for retrofit projects.

▲ *Example of public education about green stormwater infrastructure at Baldwin Park*

Vision: Water

Pursue a "One Water" vision in which water is managed in a sustainable and inclusive manner to build a better quality of life for everyone and a healthier environment. Align diverse stakeholders to find common ground solutions to the most pressing water challenges. Current and future generations of Carrboro residents, especially BIPOC populations, reliably enjoy affordable access to high quality drinking water, while improving healthy environments and aquatic ecosystems for Carrboro wildlife.

WATER

Key Findings

1. OWASA is continuously working towards maintaining a sustainable water supply, particularly one that is affordable for lower income residents.

2. The Town has been involved in efforts to protect and restore the creeks in Carrboro as well as downstream waters for many years through land use regulations, watershed protection and restoration plans. Additionally, Carrboro has an EPA National Pollutant Discharge and Elimination System (NPDES) stormwater permit that requires the Town to implement and enforce a program to reduce the discharge of pollutants to protect water quality and satisfy requirements of the Clean Water Act.

3. The Town specifically created a Stormwater Utility and Enterprise Fund in 2017 (and increased fees in 2020) to provide dedicated revenue and staff to oversee the Town's stormwater related efforts.

4. Previous water-related efforts and studies have been incorporated into this plan, including: the Community Climate Action Plan (CCAP), RainReady Carrboro, Little Creek Watershed Assessment, Morgan Creek Local Watershed Plan, Bolin Creek Watershed Restoration Plan, 2012; Facilitated Small Area Plan 1999, Morgan Creek Local Watershed Plan 2004, Carrboro: Illicit Discharge Detection and Elimination Program 2020, OWASA Long Range Water Supply Plan 2013.

What We Will Measure

1. **Number of businesses, HOAs, and other organizations actively engaged in watershed restoration, stormwater management, and water based public health endeavors**
2. **Amount of funding for watershed restoration and stormwater management projects every 2-4 years**

WATER

Goals, Strategies, and Projects

Goal 1: Ensure that Carrboro residents are informed of and engaged with OWASA's water supply, quality, and cost plans.

Strategy 1.1: Coordinate with OWASA and others for the maintenance and improvement of water supplies (i.e. Jordan Lake Watershed and University Lake).

OWASA is responsible for the maintenance and quality of water (drinking and wastewater) that Carrboro residents depend on. The main way that the Town of Carrboro can assist OWASA is by enforcing and improving land use protections for the University Lake and the Jordan Lake watersheds, including but not limited to impervious surface limits and water

A Identify resident concerns, especially those of marginalized identities, related to water and share this input with OWASA.

Create a clear line of communication so that residents can share issues with the Town about water affordability, quality, and supply issues. The Town can share these concerns with OWASA and support work to address these issues.

B Encourage OWASA to explore affordable water rates targeted to lower-income households.

OWASA currently sets water rates based on a typical household usage at a base rate, and charges higher rates for greater use. This can still put a high burden on low- and moderate-income residents. OWASA also offers the Care to Share program which is a partnership between OWASA and the Inter-Faith Council for Social Service. All funds donated to Care to Share go directly to providing bill assistance. According to OWASA, while North Carolina law does not allow utilities to offer discounted rates or debt forgiveness for those who cannot pay their water bill, residents have expressed the need for OWASA to explore innovative approaches to ensure that water is not turned off due to households' inability to afford their water bills.

C Work with OWASA to communicate goals and projects to residents in culturally responsive ways.

Carrboro can provide guidance to OWASA on how to best communicate to Carrboro residents so that everyone is fully informed. This is particularly important for water efficiency measures which can help reduce financial burden on low-income households and address residents' concerns of drought.

OWASA is responsible for the maintenance and quality of water (drinking and wastewater) that Carrboro residents depend on. The Town can assist OWASA through enforcing and improving land use protections for the University Lake and the Jordan Lake watersheds, including but not limited to impervious surface limits and water quality and buffer regulations. OWASA's Treatment Facility is located in the heart of Carrboro, off Jones Ferry Road.

Goal 2: Protect and restore watersheds and ecosystems.

Due to development, the aquatic health of many of creeks and riparian areas in and around Carrboro have been compromised through pollution, habitat degradation, changes in hydrology, and other stressors. Further investment and protection of these ecosystems is needed to ensure the health of all species living in and dependent on local creeks, people's access to water, and to improve resilience to climate change.

Strategy 2.1: Continue to implement watershed management and restoration projects.

Stormwater runoff can degrade water quality due to the pollution runoff picks up as it moves from urbanized and polluted spaces to water bodies. By managing stormwater, the pollution to aquatic ecosystems can be reduced.

A Seek additional funding to continue to expand the Stormwater Utility's and Enterprise fund efforts to implement stormwater/bioengineering methods and retrofits.

Identify high priority projects and allocate sufficient budget and staff time to such projects. Priority projects should be identified via data-driven methods and contribute to improvement for the whole watershed, not be isolated to one section. Include equity components to increase access to clean and healthy water bodies for stormwater burdened households, low-income households, and BIPOC households.

Retrofit projects can scale from lot-level stormwater management to larger regional treatment facilities. Successful retrofitting requires available space for structure and maintenance, permission from owners, funding for engineering design and initial construction, regular maintenance, a designated entity responsible for maintenance and repairs, and a method to enforce maintenance after construction.

> "Provide more publicity and outreach to expand existing volunteer waterway cleanups"
> – *Task Force idea*

B Implement incentive programs for stormwater management or infrastructure mitigation projects for local businesses, prioritizing those that are BIPOC-led, and develop technical and financial assistance for income-eligible households to participate.

Create job opportunities for BIPOC-led businesses for stormwater management projects to support Carrboro's business enterprise goals. Provide programmatic support to help BIPOC businesses bid competitively to other businesses.

C Research and develop additional and innovative pollution prevention and cleanup, and hillslope, conveyance and channel erosion control practices that build upon current practices to best serve the various ecosystems in Carrboro.

Work with other agencies and consultants or academics to implement strategies to understand pollution prevention, cleanup, and erosion control practices specific to the ecosystems of Carrboro. Prioritize which practices to implement based on budget, impacts on the ecosystem, and carefully consider any impacts on historically marginalized residents of Carrboro.

▲ *Carrboro is committed to investing in and protecting all bodies of water and ensuring the health of these ecosystems and all the species that rely on them. Pictured here is University Lake, seen from Jones Ferry Road.*

D Continue to administer procedures for detecting and removing illicit discharge sources.

Regularly review and revise the town's Illicit Discharge Detection and Elimination program, maintain a current map of the stormwater system, annually maintain and evaluate written procedures for identifying illicit discharges, train staff appropriately, educate the public, publicize how community members can report illicit discharges, and track violations.

E Continue to expand educational efforts on green infrastructure and pollution prevention best practices, as well as hazards of illegal discharge.

The recently released and well-received Stormwater and Watershed Homeowners Manual is an example of a helpful educational resource.

Some residents and business owners in Carrboro may use harmful chemicals to manage their landscapes or improve the look of their lawns or gardens. These chemicals pose a danger to water bodies, for example, through eutrophication which robs the water of oxygen, or being acutely or chronically toxic to aquatic organisms. Continue to expand education about more eco-friendly landscape and garden care to reduce these impacts.

Work with resident groups to help spread information about hazards of illegal discharge. Continue to partner with Chapel Hill's stormwater education program or UNC to develop content for the educational campaign.

F Limit disturbance of riparian areas while maintaining sanitary sewer infrastructure and greenways.

Work with OWASA and other utilities to identify disturbed riparian areas near infrastructure. Riparian areas refer to terrestrial land in the transition between uplands and aquatic ecosystems. Limit any future disturbance to the maximum extent and reestablish native vegetation when possible.

Homeowner's Watershed and Stormwater Handbook

A Homeowner's Guide to Carrboro's Watersheds, Creeks, and Stormwater Management

September 2020

Prepared by the Carrboro Public Works Department, Stormwater Division and Stormwater Advisory Commission

Goal 3: Reduce the amount of Carrboro's treated water use while increasing water rate affordability.

Reducing treated water use can reduce water costs because less energy and facility use is required when less water is treated, saving expenditures.

Strategy 3.1: Promote water conservation and efficiency efforts among residents and businesses.

Support water conservation and water efficiency efforts among people living and working in Carrboro, not only focused on municipal water use.

A Develop programs to educate residents and business owners about local water supply and stewardship programs.

Work with OWASA to support communications on water stewardship programs to residents and business owners. Ensure that education is culturally responsive so that all residents and business owners can understand messaging.

B Provide financial and technical assistance to income-eligible residents and business owners to install water conservation and efficiency measures.

Partner with OWASA to support water conservation and efficiency programs that reduce cost and technical burden for residents and business owners. Engage community members to support development and implementation of programs to make sure that they are effective and useful for residents.

C Establish water efficiency standards for new developments and encourage retrofits to older developments.

Setting water efficiency standards will force developers to build more water efficient buildings. For retrofits, develop a program to help fund retrofits and determine which entity is responsible for retrofits. Work with OWASA to provide technical assistance for these retrofits.

D Develop policies to expand safe use of reclaimed water.

Reclaimed water is reusing wastewater for other purposes prior to treatment (for example, irrigating gardens with safe wastewater). Identify policies that are barriers to reclaimed wastewater use and advocate for new policies. Support public education around reclaimed water use.

E Initiate water use audits, repairs, and retrofits in government buildings.

Improve municipal water efficiency by first auditing water use to determine a baseline and then budget for and implement water infrastructure repairs and retrofits to reduce water use.

F Pilot demonstration of water conservation and efficiency projects at public facilities.

To encourage private water conservation and efficiency projects, use a public facility as a demonstration project. Educate community members about the projects, highlighting how it works and the water and cost savings.

G Assess what level water rates must be set at to improve affordability for low-income residents and advocate to OWASA to set affordable rates.

Advocate to OWASA to look at water bill payment data and understand payment trends looking at both qualitative and quantitative data. Facilitate meetings between OWASA and community members to ensure culturally responsive logistics and content. Use meetings to understand how affordability can be improved.

Strategy 3.2 Address the effect of development on stormwater management.

Impervious surfaces due to development reduce the opportunity for water to infiltrate soil, meaning that instead water runs off and leads to stormwater issues.

A Implement structural and non-structural management measures for redevelopment and infill and add retrofits in dense locations to increase stormwater volume control.

Non-structural management measures cluster and concentrate development, minimize disturbed and impervious areas, reduce runoff, preserve open space, protect natural systems, and incorporate existing landscape features such as wetlands and riparian corridors into site plans. Structural management measures are engineered technologies to store, infiltrate, and evapotranspire runoff and that prevent pollution from entering stormwater runoff.

B Incentivize Low Impact Development practices for any new developments that reduce impervious surfaces and mimic natural hydrology.

Low impact development practices use nature-based solutions (like green stormwater infrastructure) to manage stormwater with infiltration and evapotranspiration.

C Stabilize vegetation in new construction beyond the minimum erosion control requirements.

To stabilize vegetation means to maintain existing vegetation at construction sites. This can help prevent erosion during precipitation events because the roots of vegetation keep soils intact. Current minimum erosion control requirements will likely be insufficient as climate change impacts increase. Carrboro can strengthen vegetation stabilization requirements as part of approval of construction permits.

▲ *One of the ways Carrboro can continue improving water quality is by pursuing stream restoration, enhancing stormwater runoff management projects.*

Vision: Energy

Carrboro reduces its dependence on fossil fuel energy sources with opportunities for all residents, especially low-income BIPOC residents, to participate.

ENERGY

Key Findings

1. Carrboro is working towards their energy goals of reaching 80% reduction of emissions by 2030 when compared to 2010 levels.

2. The Town wants to be responsive of social justice while working towards energy goals by addressing the energy burden on low-income households.

3. Energy reduction efforts are already underway, guided by the Community Climate Action Plan (CCAP) and the Energy and Climate Protection Plan (ECPP) 2014.

What We Will Measure

1. **Levels of greenhouse gas emissions per capita**
2. **Town and community use of renewable energy**

ENERGY

Goals, Strategies, and Projects

Goal 1: Achieve 80% reduction 2010 levels of per capita greenhouse emissions by 2030.

This goal was updated in Carrboro's Community Climate Action Plan in October 2020; the previously adopted goal was 50% reduction in greenhouse gas emissions by 2025. The goal refers to community-wide greenhouse gas emissions, not only emissions due to municipal operations.

Strategy 1.1: Reduce greenhouse gas emissions from motor automobile use by 80% by 2030.

Transportation is a significant source of greenhouse gas emissions. Automobiles that use gasoline emit greenhouse gasses because the energy source comes from fossil fuels which are rich in carbon. The same is true of electric vehicles (EVs) unless the electricity to charge EVs is created from renewable energy. Increased density and infrastructure around mixed-use residential and commercial areas and alternatives to single-occupancy vehicle travel can reduce community emissions due to transportation. Mixed-use areas and transportation options must be widely accessible, affordable, and meet a variety of household needs and preferences.

A Refer to Transportation project 2.1.a

B Provide a variety of public transit options (buses, small buses, vans, etc.) and increase opportunities for alternatively fueled vehicles. Relatedly, improve vanpool and carpool options for commuters and seek funding opportunities from the Triangle Transportation Demand Management (TDM) Program.

The Triangle TDM Program provides funding opportunities for alternatives to automobile use. Staff should allocate time to understand these opportunities and align them to community desires for a variety of public transit options. A variety of public transit options may help extend service hours while managing concerns of empty buses.

C Support adoption of electric vehicles by requiring EV charging stations, infrastructure, and reserved spaces at popular destinations and expanding charging options outdoors and at rental properties.

As of June 8, 2021, the LUO requires EV charging stations in new developments. Assess where EV charging stations would benefit drivers without displacing current residents from their homes by triggering gentrification. Popular destinations may include downtown Carrboro or recreational locations. Including EV charging stations in new developments (owner- and renter-occupied) can entice environmentally friendly households to reside there. Evaluate car-sharing electric vehicle programs so that those who cannot afford their own vehicle can make use of charging infrastructure as well.

Strategy 1.2: Reduce community greenhouse emissions attributed to Carrboro buildings by 80% from 2010 levels by 2030.

Improve energy efficiency of buildings to reduce emissions related to energy use.

A Continue conducting building energy assessments and ratings for all municipal buildings and inventory energy efficiency measures throughout the town.

The Town worked with a consultant to establish a baseline of building energy use and develop a rating system to prioritize buildings for energy efficiency projects. Town Hall and the Century Center are the first two buildings.

B Increase energy efficiency within municipal buildings with technologies used in weatherization efforts.

Identify and budget for weatherization best practices – such as those related to insulation, window fixtures, etc. Opportunities should be determined using the information learned from the building energy assessment.

C Address limitations to financing energy efficiency for low-income households and renters by creating and administratively supporting a Rental Environmental Task Force including owners and renters.

The Town can partner with a community organization to develop and facilitate a task force comprised of compensated stakeholders, tasked with identifying strategies to increase participation of rental properties in energy efficiency projects. Conduct community engagement to develop a program that best serves low-income, renter households. Budget for annual costs needed to implement energy efficiency projects.

D Support energy efficiency financing for small businesses and low-income households through the Energy Efficiency Revolving Loan Fund and clean energy financing for commercial properties.

Conduct evaluation of the Energy Efficiency Revolving Loan Fund program to identify best practices, understand previous program participants' experiences and opinions, and explore changes that would allow greater flexibility and more categories of uses (solar and geothermal). Speak with current business owners that have yet to participate to understand what improvements would benefit potential future participants. Budget for annual amount to implement energy efficiency projects.

The town of Carrboro is currently part of the North Carolina Cities Initiative in coalition with several other municipalities. One of 12 action items include reducing barriers for commercial properties to access clean energy by adding a lien and paying off installments through property bills. Co-create how to address barriers for small business owners to ensure that the program is feasible for those with less capital or concerns with liens.

E Host renewable energy sites in the business district, among clustered commercial buildings or Town buildings.

Determine barriers to publicly owned renewable energy sites and advocate for policy changes. Identify locations for renewable energy sites among clustered buildings. Educate the public to increase awareness of renewable energy.

F Develop a Community Energy Dashboard, using building energy assessment data, to identify progression or regression from the Town's energy goal over time.

Using the building energy assessments, develop a dashboard that is publicly viewable to show how building energy consumption is supporting or moving away from Town energy goals. Regularly update the dashboard for accurate counts.

G Create a utility billing platform to help energy customers (individual households, commercial building owners, and municipalities) understand their energy use.

The Town of Carrboro is currently part of the North Carolina Cities Initiative. One of the agreed upon action items is to create a utility billing platform in partnership with Duke Energy which would be funded through on-bill financing. In the creation, it is imperative that the financing mechanism considers impact on low-income households to ensure that additional billing does not create an energy cost burden.

H Create policies that incentivize net-zero construction, building electrification, and other energy efficient retrofits in new and existing developments, prioritizing affordable housing developments.

Carrboro is part of the North Carolina Cities Initiative through which the town can conduct research and understand net-zero building stretch codes and advocate for such legislation at the state level. Add net-zero provisions or suggestions (if provisions are not legally allowed) to building permits and educate developers and landowners. Provide technical assistance on net-zero retrofit construction projects. Prioritize affordable housing development in which residents are energy-burdened (paying a high proportion of their income on energy). Look for ways to develop new building standards and incentives to use electric rather than gas (Ithaca, New York's program is a potential model for building electrification).

I Explore options to increase renewable energy usage through Renewable Energy Credits (RECs) purchases or advocating reinstatement of state solar tax credits. Advocate with a coalition of other jurisdictions for reinstatement of state solar tax credits. Purchase additional RECs and advocate against policy barriers to purchasing more RECs.

▲ *Example of distributed renewable energy (solar panels). Identify opportunities to increase municipal or community-based solar projects (ECPP), including funding to allow participation at a variety of income levels.*

Strategy 1.3: Increase Carrboro's use of renewable energy.

Increasing renewable energy use – solar or geothermal are best fits for Carrboro – to reduce greenhouse gas emissions.

A Develop a renewable energy portfolio that takes advantage of federal and state tax credits and supports increased solarization.

Work with Duke Energy to increase renewable energies in the portfolio. Research additional solar energy for the portfolio for procurement. Allocate staff time to identify federal and state tax credits to incentivize renewable energy procurement.

B Advocate for state legislation that enables Carrboro to invest in renewable energy generation projects that allows shared solar investment benefits in the community or can generate revenue to be invested in community needs, like affordable housing.

Advocate at the State level to streamline community solar facility requirements for utilities and other enabling policies that allow access to solar energy for residents who aren't able to install rooftop solar. Research opportunities and best practices for generating revenue from community solar and allocate these revenues to support affordable housing projects in town.

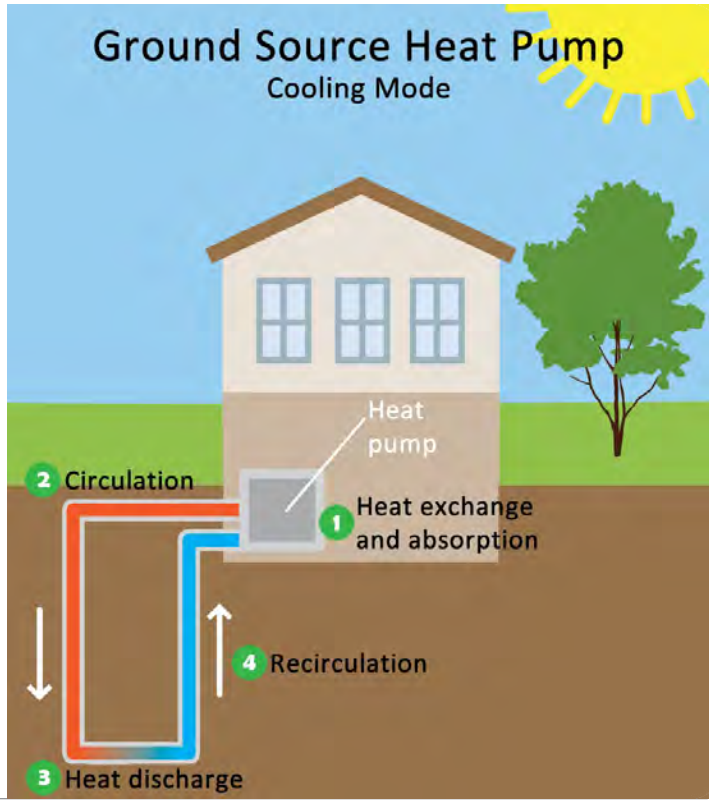
C Develop programs and policies to support homeowners' ability to generate solar energy on roofs, with consideration for low-income homeowners.

Assess the limitations to homeowners' generating solar energy. Develop financial and technical assistance programs to ease adoption of roof solar energy for low-income homeowners. Finance ideas can include grant base programs, low-cost financing, or on-bill financing – but should be determined with low-income homeowners in program development.

Example of distributed renewable energy (solar panels) Identify opportunities to increase municipal or community-based solar projects (ECPP), including funding to allow participation at a variety of income levels.

D Investigate opportunities to pursue geothermal installations.

The Town could pursue a municipal project on Town-owned land along Morgan Creek. Additionally, staff can identify ways to incentivize installations.



A Geothermal heating and cooling system (Source: EPA). ▶

Related Strategies & Projects in Other Chapters

Transportation & Mobility

- Provide a variety of public transit options (buses, small buses, vans, etc) and increase opportunities for alternatively fueled vehicles
- Support adoption of electric vehicles by requiring EV charging stations, infrastructure, and spaces at popular destinations.
- Coordinate transportation and public infrastructure improvements with stormwater green infrastructure.

Climate Action & Environment

- Increase Carrboro's use of renewable energy
- Support energy efficiency financing for small businesses and low-income households through the Energy Efficiency Revolving Loan Fund and clean energy financing for commercial properties.
- Provide financial and technical assistance to income-eligible residents and business owners to install water conservation and efficiency measures
- Increase public education of the benefits of native plants and vegetation for stormwater management.
- Identify opportunities to promote technical assistance and cost-share grant program to residents seeking to abide by regulatory approaches for encouraging native plant use.
- Invest in the completion of a new significant restoration project.
- Improve canopy downtown to create a more vibrant and inviting urban landscape, reduce the heat island and stormwater runoff, and sequester carbon.
- Continue to implement watershed management and restoration projects.
- Address the effect of development on stormwater management.

Affordable Housing

- Create policies that incentivize net-zero construction and energy efficient retrofits in new and existing developments, prioritizing affordable housing developments.

Public Services

- Continue conducting building energy assessments and ratings for all municipal buildings and inventory energy efficiency measures throughout the town.

CHAPTER SEVEN

Economic Sustainability

Vision

Carrboro is a place where businesses thrive, living wage jobs are available and residents can create new businesses. The community supports a vibrant and inclusive local economy that meets the needs of the most vulnerable and underserved populations while supporting the growth of BIPOC businesses and the community as a whole. The Town prioritizes the importance of the downtown and other business districts to support the local tax base and provide a welcoming environment for businesses, residents and visitors.

Definitions:

A sustainable economy provides long-term financial opportunities for local businesses. Equitable development is attained when all individuals have an opportunity to prosper and outcomes are not predetermined based on one's race, gender, age, creed, national origin, disability, sexual orientation, gender identity/expression or economic status.

Key Findings

1. Inclusive, equitable growth is fundamental to economic sustainability. Carrboro's diversity in race, ethnicity, language, gender identify, education and culture, is treasured by the community. Throughout the engagement process, residents have expressed a deep concern that without taking action, Carrboro could lose what makes Carrboro different than so many other communities. Carrboro is home to households of virtually every income and education level. The strategies and projects that have been identified aim to provide a pathway toward equitable opportunities and sustainable growth.

Engagement with local BIPOC-owned businesses is critical to success. Outreach efforts during the planning process identified issues including access to resources, equipment, affordable commercial space, and overcoming the challenges of starting a business as major concerns. The recommendations that follow include ideas to address these challenges including developing partnerships to expand access to credit, exploring incubator space to provide affordable, high-quality space, and assistance with technology, marketing, and online tools for local and BIPOC businesses to thrive in Carrboro.

2. Capture a larger share of the regional economy. Carrboro is located in one of the most dynamic, largest economies in the U.S.[1] From its base in research, education, and technology to attracting Fortune 500 companies, the Triangle is home to innovative, growing companies. Yet, the Town has limited land available for commercial development and has a small amount of office or research space, while residents need to commute out of Carrboro to access regional job opportunities.

Nearly half of all retail spending leaves Carrboro each year -- a total of $161 million -- as residents shop in surrounding communities.[2] This may be due to a variety of reasons, including the high cost and limited availability of land. A successful strategy will need to find opportunities to both attract more businesses to serve local needs and better connect residents to existing local businesses, so they are aware of what is available in the community.

3. Arts and culture are building blocks for what makes Carrboro distinct from other communities. From the Freight Train Blues to Carrboro Music Festival, Carrboro Film Fest and local venues, Carrboro is known for its arts and entertainment offerings. With two major projects – the 203 Greensboro project and new ArtCenter – as well as private venues expanding and relocating – now is the time to determine ways to further enhance the importance of these institutions to the community. As the largest share of Carrboro's economy (38% of businesses and 42% of employees) in the service industries – from education institutions, entertainment and hospitality – thriving arts and entertainment is critical to provide cultural offerings to express the diversity of the Carrboro community.

Rendering of the 203 Project that will provide a permanent home for the Orange County Skills Development Center; Carrboro Recreation, Parks and Cultural Resources Department; WCOM Radio, the Virtual Justice Center; and performance/multipurpose uses. The Project is a combined effort that will offer a community based facility that will provide opportunities for education, art, and connection. ▶

4. Support for locally-owned business start-ups and BIPOC businesses. With graduates and high-tech workers converging in our region from all over the globe, how can Carrboro provide opportunities for business start-ups, and encourage them to stay in the community? With rising costs for both housing and commercial space, what policies and programs can support a thriving community that is affordable for start-ups and innovators? What outreach and technical assistance is needed to BIPOC-owned businesses to encourage them to open and stay in Carrboro?

5. Downtown Carrboro is an economic, social and cultural engine for the community and needs to be well-maintained with an attractive design, provide a diversity of entertainment, restaurants and cultural activities. Downtown serves as one of the central gathering places in Carrboro. From a place to casually gather at Carr Mill to eating at one of the many restaurants, to attending a special event, the Downtown provides multiple opportunities for residents and visitors. Since it is the most recognizable commercial area in Carrboro, maintaining the health of the Downtown is important for residents, local businesses, non-profit organizations and Town departments.

6. There is a need to diversify the tax base to support local services. Only 4% of Carrboro's land area is commercial, while 56% of land is residential, 35% is parks, open space, and natural resources and 5% is public use.[3] This leads to a reliance on residential properties to fund local services. In fact, eighty-nine percent of the tax base is residential – 77% single-family and condominium and 12% apartments.[4] Only eleven percent of the tax base is commercial. The Task Force has identified a need to provide additional commercial opportunities to relieve the reliance of local property taxes primarily on residents.

7. The Town of Carrboro adopted an Economic Sustainability Plan in 2017 to serve as a guiding document for the community and the Economic Sustainability Commission's review of applications for loans, zoning permits, ordinance amendments, development plans and other documents. The vision and strategies from that document are carried through into this plan.

Race & Equity and Climate Action

Race and Equity

There are two levels to race and equity in regards to economic sustainability. First, at the small business level, are there opportunities for BIPOC owned businesses to thrive in Carrboro? This includes challenges of opening a business, sustaining an existing business and expanding demand for the business to be successful over time. Many of the strategies and projects detailed in this element aim toward encouraging BIPOC businesses to locate in Carrboro, removing barriers to success and providing targeted assistance for these businesses to thrive.

The second level is at the individual and household level. Are there opportunities for Carrboro's BIPOC residents to access employment, both within Carrboro and in the larger region? What barriers are there that prevent individuals from reaching their potential and how can additional jobs be attracted to Carrboro that provide opportunities for residents to access good paying jobs. This involves both economic development strategies to attract jobs and assistance to residents through education, training, and networking to access these jobs.

Climate Action

Economic sustainability is an essential component toward meeting Carrboro's climate action goals. From efficiency in land use decisions in locating commercial and industrial development, to the practices of local businesses, to attracting green industries, are all elements of a successful economic sustainability agenda. This chapter lays out a path for Carrboro to be a leader in meeting climate action goals while supporting a vibrant, growing economy in a thoughtful, strategic way.

What We Will Measure

1. **Number of BIPOC and small businesses that receive assistance from the Town annually**
2. **Number of arts and entertainment businesses and organizations that are assisted annually**
3. **Annual retail spending gap**
4. **Share of commercial and industrial assessed value as percent of total assessed property value**

ENDNOTES

1. Carrboro is located in the Durham Chapel Hill MSA which is ranked 66th, while the Raleigh City MSA is ranked 42nd according to the Bureau of Economic Analysis ranking of regional Gross Domestic Product (GDP) in 2017. Together, the region's economy is over $126 billion in GDP.
2. Esri and Infogroup, 2020
3. Town of Carrboro GIS data
4. Orange County Tax Assessor, 2019

Goal 1: Create a more inclusive economy, encourage more racial equity in business development, increase support for locally-owned businesses and promote living wage jobs.

Strategy 1.1: Create more equitable opportunities for residents and workers to obtain living wage jobs and a career path to support one's household.

A Encourage and support businesses to become Orange County Certified Living Wage employers. While the Town cannot require living wages, it can encourage employers to become Orange County Certified Living Wage employers. The Town can also profile employers who meet this standard through social media, events, and promotion.

B Seek out and encourage opportunities for light manufacturing industries that can create livelihoods with living wages. Examples may include small workshop and artisan goods spaces and light assembly. Carrboro can reinforce its roots and support light manufacturers in town that provide employment opportunities and are increasingly an important part of the regional economy. The Land Use Ordinance should continue to offer and identify new areas that are zoned for light manufacturing to expand the Town's tax base while providing employment opportunities.

C Expand access to capital for locally-owned and BIPOC businesses and entrepreneurs. Partner with community organizations, credit unions and Community Development Financial Institutions to assist low-income, immigrants and BIPOC households and businesses that are not banked through financial education and coaching. Rates for the unbanked are much higher for BIPOC households and businesses which often leads to high interest payments due to payday cash advance and title loans. Through education, partnerships and ensuring that people know what products are available, more Carrboro residents can qualify for low-cost banking products including credit cards, mortgages, and small business loans.

Strategy 1.2: Support existing and attract new businesses that include a range of BIPOC, genders, ethnicities, and multiple abilities.

A Utilize the adopted One Orange Countywide Racial Equity Framework in governmental decision-making.

B Pursue marketing efforts to support locally-owned businesses that reflect the diversity of the community. The Town's marketing efforts including its web site, use of social media and local events can highlight the diverse aspects, providing role models for youth, attracting more visitors into Carrboro, and leading to greater economic success of these businesses.

C Based on an inventory of needs of local businesses, provide support for technology upgrades to be more competitive online and in-person. The Town can connect local, BIPOC and other diverse businesses to regional training providers that provide technical skills, software, and certifications.

▲ *Present Day on Main provides a gathering space for local residents and is an example of a BIPOC-owned business that is bringing people together through food, culture and music*

Strategy 1.3: Expand access to capital for entrepreneurs, locally-owned, small and BIPOC businesses.

A Collaborate with banks and other lenders to provide gap financing, micro-loans, and lease assistance to local businesses and non-profits with an emphasis on equity gaps. Start-up costs can be substantial for new businesses who often do not qualify for traditional lending products. The Town can use its experience during COVID-19 in partnering with banks and local lenders to determine ways to provide gap financing so that businesses can start-up, expand, acquire new space, or develop new products and services.

B Work with local lenders and credit unions to develop and market affordable products for financing locally owned businesses and non-profits. Several banks and financial institutions have financial products for small businesses and entrepreneurs, but they may not be aware of the availability, or do not think they could qualify for the products, or there are some barriers to accessing the products. By connecting Carrboro entrepreneurs and local businesses to these financial institutions including credit unions, CDFIs and banks, the Town can make sure that there is knowledge of affordable and fair lending products available to them and advocate for modifications to meet the local needs of small businesses.

C Increase awareness of the Town's revolving loan fund through email, social media, newspaper articles, and peer-to-peer communications. The revolving loan fund is a successful program that many local businesses, particularly BIPOC businesses, may not be aware of or may qualify for it. Through increased marketing and fine-tuning the revolving loan fund, the Town may be able to reach more businesses to provide this critical financial resource.

D Work with locally-owned and BIPOC businesses to help them navigate development review, permitting, building code and other interactions with the Town.

E Continue to support locally owned and operated businesses through CBA and other networking opportunities. Support local organizations that provide services to locally-owned businesses.

F Support building social capital by offering scholarships for membership in the Carrboro Business Alliance for low-asset businesses.

This site on E. Main St. just east of the railroad tracks could be home to preserving existing buildings and siting a new cultural incubator and public plaza to extend the amenities from the adjacent Carr Mill. ▼

Goal 2: Promote economic development that is resilient, promotes excellence in design, reinforces a sense of place, expands commercial development opportunities, promotes infill development and reduces the tax burden on residents.

Strategy 2.1: Support well-planned and designed, higher density and mixed-use development in the downtown.

A Develop a small area plan for the downtown. Plan for new, well-designed mixed-use development and public spaces on vacant and underutilized parcels.

B Identify areas for the downtown to grow, such as the area around OWASA & the new ArtsCenter site on Jones Ferry Road as identified in the Land Use element.

C Continue to market events and activities in the downtown and Town Commons that reinforce sense of place and bring more residents, visitors, and customers into Carrboro. Market events including the Carrboro Film Fest, Freight Train Blues, Carrboro Music Fest, Carrboro Day, and other events that celebrate the community.

D Improve signage and wayfinding in and near the Downtown to make it easier to find parking, bike trails, and key destinations including both public facilities and private destinations.

E Reinforce civic spaces in the downtown with the opening of 203 S. Greensboro and the planned renovation of the Century Center. Ensure there is a high level of walkability, bike-ability, and one-time parking for public facilities across these facilities.

A mixed-use development downtown with outdoor dining that brings activity to the public realm

Strategy 2.2: Strengthen other business districts and commercial areas in Carrboro's neighborhoods.

A Plan for mixed-use business districts and upgrade shopping centers into multi-use destinations outside of the downtown such as nodes along Route 54 at Main Street and Jones Ferry Road, on Homestead Road and at the intersection of Smith Level and Culbreth. Consider proposals for mixed-use development that meets appropriate scale and high-quality design at these destinations that create more walkable destinations for business and residential users rather than traditional, auto-oriented shopping centers.

Strategy 2.3: Aim to close the retail spending gap to keep more of Carrboro's spending power within the Town.

A Identify market segments and recruit local, regional and/or BIPOC businesses that can provide goods and services to keep spending in town. Work with local businesses to understand their market reach, how they can diversify product offerings to reach more customers and develop marketing campaigns to reach more customers through convenience, local nature of stores, and selection.

B Actively educate citizens on the importance of buying and investing locally by communicating through events and various media channels, especially social media campaigns through the Carrboro Business Alliance and other relationships. Create a marketing campaign focused on the rich variety of offerings in Carrboro by highlighting local businesses.

Goal 3: Grow the arts, entertainment, cultural and tourism sectors of the economy.

Strategy 3.1: Support expanded access to capital to the cultural community (arts, music, cultural institutions, etc.) including businesses and non-profit organizations.

A Explore micro-venture funds with investors/owners in Carrboro music and arts community. Develop relationships with financial institutions including credit unions and CDFIs to offer tailored products that meet the needs of music, arts and cultural organizations and businesses.

B Gain a better understanding of debt and equity gaps for businesses and artists of color and leverage partnerships to close those gaps through lending products and other actions that can best meet the needs of businesses and artists of color.

Strategy 3.2: Create a cultural market.

A Grow an entrepreneurial class of cultural-related businesses that can be successful in Carrboro such as creating a regular place (e.g., at the Town Commons and other key locations) for hosting markets or sales of crafts and cultural offerings.

One of the ideas that arose through an event with El Centro and the local Latino community was to explore the creation of a cultural market in Carrboro.

Strategy 3.3: Expand tourism opportunities.

A Work with regional tourist marketing efforts to promote Carrboro including trails, University Lake, local arts, music, and events. Partner with the Carrboro Tourism Development Authority to expand marketing efforts and provide seed funding to local events and activities.

B Update land use policies and regulations for short-term rentals. Identify policies needed to allow for short-term rentals to support the local economy and events while preserving neighborhood character.

C Determine demand for additional hotel and conference space. Identify potential market for additional hotel and conference space that can meet local demand while providing revenue to support local arts and tourism.

D Encourage the Tourism Development Authority to promote eco and agricultural tourism. Identify unique aspects of Carrboro that can attract additional users that may come to the community as well as support restaurants and local businesses.

Strategy 3.4 Support business opportunities and unique ownership models.

A Seek out ways to expand the opportunities for essential services in town, including office and flex space to accommodate growing businesses and more diverse retail categories. Identify the demand for additional office and research space and the appropriate facilities. Determine if increased work-at-home trends may also lead to additional flex offices for remote work.

B Target research and development opportunities, such as the Old 86 town-owned property, and partner with the development community, banks, and other governmental agencies. Identify locations both in-town and along commercial corridors for additional space.

C Encourage and support co-op models to expand business opportunities and address equity gaps. Explore ways to expand cooperative ownership models like Weaver Street Market to other types of retail and business services.

Goal 4: Encourage the transition of the economy to one based on green technology and low-impact industries.

Strategy 4.1 Promote energy efficiency, renewable energy, and green buildings.

A Expand opportunities for renewable energy through seeking low-cost financing for energy efficiency, renewable energy projects and community generation. Identify programs offered by utilities, financial institutions, state, and federal sources that can provide low-cost financing and grants.

B Incentivize energy efficiency and green building to exceed minimum standards with special designations, recognition programs, and that meet climate change demands.

Strategy 4.2: Promote the green economy including local innovators and low-impact industries.

A Explore additional changes to the Energy Efficiency Revolving Loan that would allow greater flexibility and more category of uses, including solar and geothermal, using strategies such as communication with past recipients and potential applicants to determine any barriers or challenges in the Revolving Loan that can be addressed to improve the program.

B Create connections between BIPOC residents and small businesses to growing green economy fields. Create networking opportunities and educational events with the Chapel Hill Carrboro Chamber, UNC Chapel Hill, Duke University, Research Triangle, El Centro, Urban League, and other organizations to generate leads for additional business opportunities.

C Create a special recognition program for businesses that meet or exceed climate change and support green economy initiatives consistent with the Local Living Economy Task Force.

D Encourage and support local sourcing between businesses as a means for reducing carbon footprints. Encourage major institutions and employers to purchase locally to support businesses and reduce transportation costs and carbon footprint.

E Encourage and support plant-based food businesses and promote existing food businesses to offer more plant-based food options consistent with the CAP.

F Support the continuation of agricultural businesses and production in the ETJ and Transition Areas to preserve the rural character of the area and maintain food production close to Town to reduce emissions in transporting food long distances.

Strategy 4.3: Attract a greater share of high tech, biotech and research, and development industries.

A Partner with UNC Chapel Hill, Duke University to identify opportunities for start-up industries in Carrboro. Identify local start-ups that can operate at home, in shared incubator spaces, or new flex spaces.

B Identify additional lands for research and development in Carrboro connected to regional institutions. Identify the needs for physical spaces such as lab and office space. Explore the creation of an economic development district to support business growth that provide benefits to the community.

C Recruit incubator start-ups looking for a new location. Reach out to start-ups to determine their space needs, support, and any obstacles they are facing in finding either their first or a move-up location. Assemble a list of properties that could be adapted for start-up use.

Strategy 4.4: Create downtown improvement district to fund downtown access program.

A Conduct outreach to businesses and determine approach to creating downtown improvement district.

Strategy 4.5: Explore options for providing free broadband using town general funds for residential and downtown improvement district for commercial.

A Develop a business plan to provide free broadband.

B Explore partnerships with providers to provide free broadband.

C Advocate to the state legislature to allow municipal broadband networks.

Related Strategies & Projects in Other Chapters

Affordable Housing

- Diversify and expand a variety of housing options throughout Carrboro using a mixture of affordable housing types.
- Expand resources targeted to affordable housing.

Climate Action & Environment

- Expand the Worthwhile Investments Save Energy (WISE) Program and Energy Efficiency Revolving Loan Fund (EERLF).
- Collect and communicate data to the public and decision-makers on food-related greenhouse gas emissions for dining facilities and households in Carrboro.
- Develop and promote technical assistance programs for small business owners, income-qualified homeowners, and renters to install weatherization, energy efficient, and water conservation measures.

Transportation & Mobility

- Work with transit partners, the Town of Chapel Hill, and UNC to develop longer-range plans for Bus Rapid Transit (BRT), improved connectivity, connections to regional transit services, park-and-ride facilities, and transit-supportive land use development such as pedestrian-friendly, high-density, and mixed use.
- Continue to expand a multimodal transportation system that includes prioritizing walking, biking and transit as viable means of transportation and physical activity.
- Improve the management of parking spaces in the downtown area.
- Implement wayfinding and parking strategies from the 2017 Carrboro Parking Study that provides more locations to "park once."

Green Stormwater Infrastructure, Water & Energy

- Improve energy efficiency of buildings to reduce emissions related to energy use.
- Increase Carrboro's use of renewable energy.
- Promote water conservation and efficiency efforts among residents and businesses.

Recreation, Parks and Culture

- Strengthen a sense of community and inclusion through the arts, events, and cultural programming that celebrates the diversity in Carrboro.
- Encourage expanded compatible uses of the Town Commons to include year-round programming such as a crafts and artisan markets.
- Support placemaking projects that promote the Carrboro story and brand.

Land Use

- Support walkable, bikeable, place-based business growth and development.
- Encourage development along transit lines and improve pedestrian and bike access in proposed developments.
- Provide greater incentives for developers to include affordable housing and commercial space in development projects.
- Improve the development approval process to be more predictable and efficient while continuing to offer vibrant community participation.
- Develop written standards for each board and commission which has responsibility for development review.

CHAPTER EIGHT

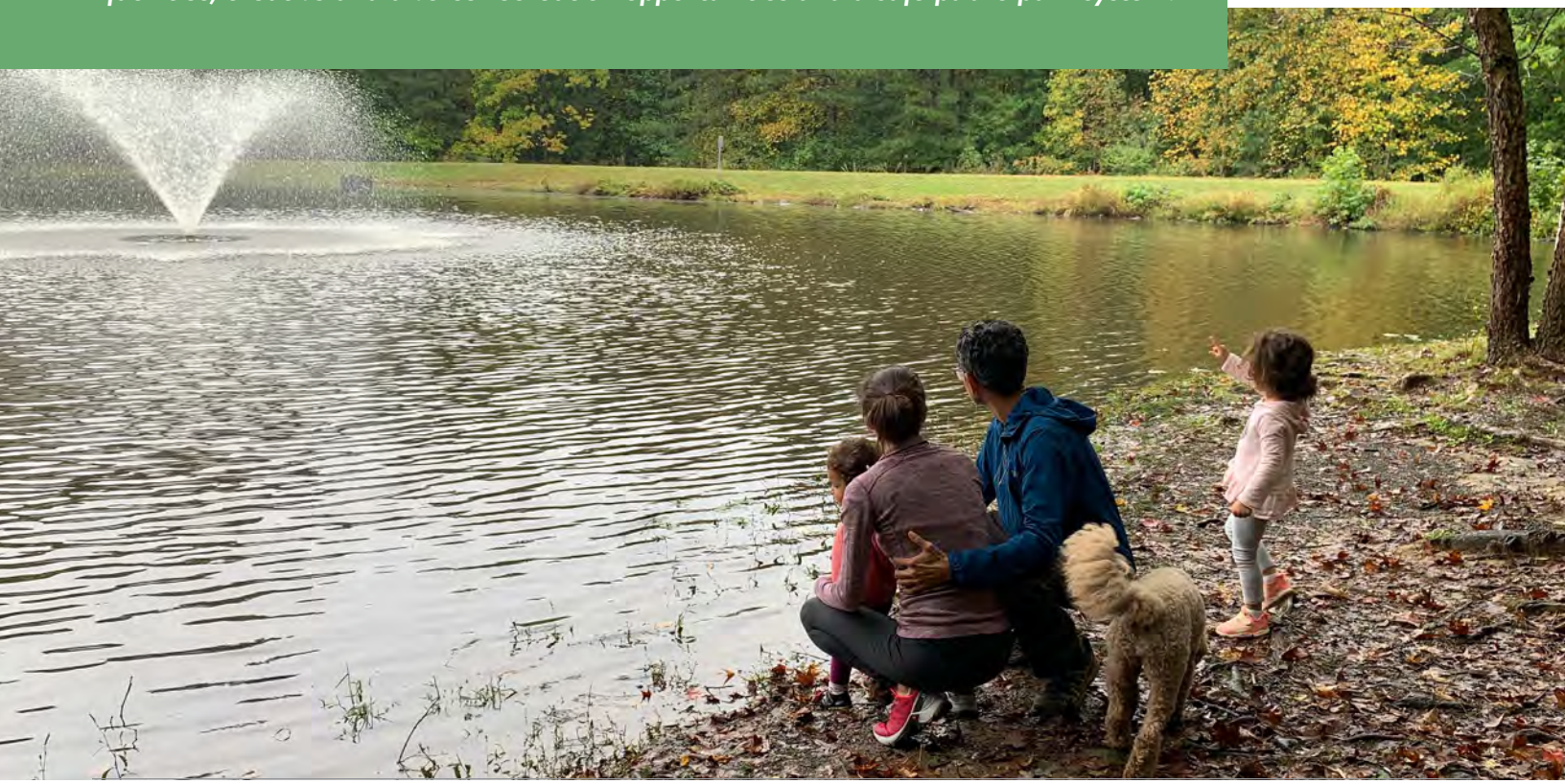
Recreation, Parks, & Culture

Vision

All people in Carrboro, of all races and backgrounds, will have safe and equitable access to recreational and cultural opportunities, including a connected network of parks, green space, and trails. The Carrboro community comes together year-round through creative programming and events that celebrate the Town's history, unique essence, and diverse range of cultures through festivals, music, and the arts.

Town of Carrboro Recreation, Parks, and Cultural Resources Mission Statement

To enrich the leisure needs and quality of life for citizens by providing accessible facilities, creative and diverse recreation opportunities and a safe public park system.



Key Findings

1. People in Carrboro deeply value and appreciate their parks and open spaces, and it is important to expand opportunities for all residents to have the ease and ability to enjoy parklands. The Park Access Map in this chapter takes a closer look at walking distance to parks, as well as a discussion on other important considerations such as facility quality, type, and amenities; hours; accomodations for person with disabilities; proximity and access to private open space, etc.

Improving park access and enhancing equitable access to and participation in recreation, parks, and cultural resources is important to the community and continues to be a goal for the Town. "Access" should be thought of in terms of both physical access—how easily people can get to and spend time in parks/at events—and perceived access—a broader question of understanding whether community members feel their needs and interests are being met.

2. Carrboro residents are very satisfied with the RPCR Department's programs and services (and received "A" grades across all categories in both the 2016 and 2018 Carrboro Citizen Surveys) but there is a strong desire for the following new amenities: an interactive water feature (swimming pool or splash pad/park), an indoor community center, more greenways and trails, and additional multi-purpose fields for soccer and other sports. These were commonly expressed throughout engagement for Carrboro Connects as well as in specific questions asked as part of the 2018 Biennial Carrboro Citizen Survey. The Town has limited resources and available land, making it difficult to plan for expansion or development of new programming and parks facilities.

What is "perceived access?"

Do members of the BIPOC community, women, and other segments of society feel welcomed in all places? Are programs and activities appealing, safe, and, available to a wide range of groups, or do they only serve some populations? The Town is actively pursuing these questions to better understand and expand "perceived access" of all residents through initiatives like the One Orange Countywide Racial Equity Framework, the Racial Equity Commission, the Government Alliance for Race and Equity (GARE) Trainings, neighborhood information center boards, and other community engagement efforts focused on expanding equity across Carrboro.

▲ *Town Information Centers like this one are being installed around Town to reach residents who may not use the Internet frequently. These provide information about programs, services, and upcoming events to engage community members from all over Carrboro.*

Prevalence of Programming Offered by Park & Recreation Agencies based on Jurisdictional Population (Carrboro's Population is approx. 21,000)

Carrboro's RPCR Department offers extensive programming for a community of its size, providing 13 of the 17 National Recreation and Parks Association (NRPA) possible programs. Carrboro also offers additional programs not listed in this chart of commonly provided recreational offerings. This table is intended to communicate that Carrboro, when compared with communities of similar size, does an excellent job of providing a range and diversity of programming.

	Pop. Under 20,000	20,000 to 49,999	Carrboro RPCR
Themed special events	80%	90%	X
Team sports	84%	93%	X
Social recreation efforts	78%	91%	X
Fitness enhancement	70%	86%	X
Health and wellness education	68%	83%	X
Individual sports	65%	78%	X
Safety training	63%	70%	X
Aquatics	59%	69%	
Racquet sports	58%	65%	X
Performing arts	47%	65%	X
Trips and tours	47%	65%	X
Cultural crafts	46%	58%	X
Martial arts	43%	63%	
Visual arts	41%	55%	X
Natural and cultural history	37%	51%	X
Golf	25%	46%	
Running/cycling races	27%	32%	X
Source: 2020 NRPA Standards; Carrboro RPCR Fall 2020 Brochure			
Note: This table only accounts for programming offered by the Town of Carrboro. While other local organizations may offer the programming mentioned here, they were not factored into this assessment.			

Key Findings (continued)

3. It is important to celebrate the Carrboro story and promote a shared sense of place through cultural programming, historic preservation, and public art. Participants in the engagement process made clear the importance of the Town's community identity, composed of a variety of perspectives and a rich tapestry of diverse cultures.

Race & Equity and Climate Action

Race and Equity

Recreation, Parks, and Cultural Resources strategies and projects have been designed to advance race and equity in the town through:

- Expanding recreational facilities and opportunities for more people in Carrboro, with an emphasis on providing free or affordable programs (i.e. outdoor exercise equipment in parks, online recreational programs) and accessible parks and trails for people with different abilities.
- Prioritizing access for immigrant, BIPOC, and other underserved communities when planning for new RPCR facilities or attempting to make private recreational spaces more open to the public.
- Focusing outreach towards those without Internet access or those for whom English is a second language.
- Celebrating the diversity in Carrboro through new cultural events, programming, artwork, and stories that residents and visitors can engage with to learn more about Carrboro's residents and local culture and traditions.

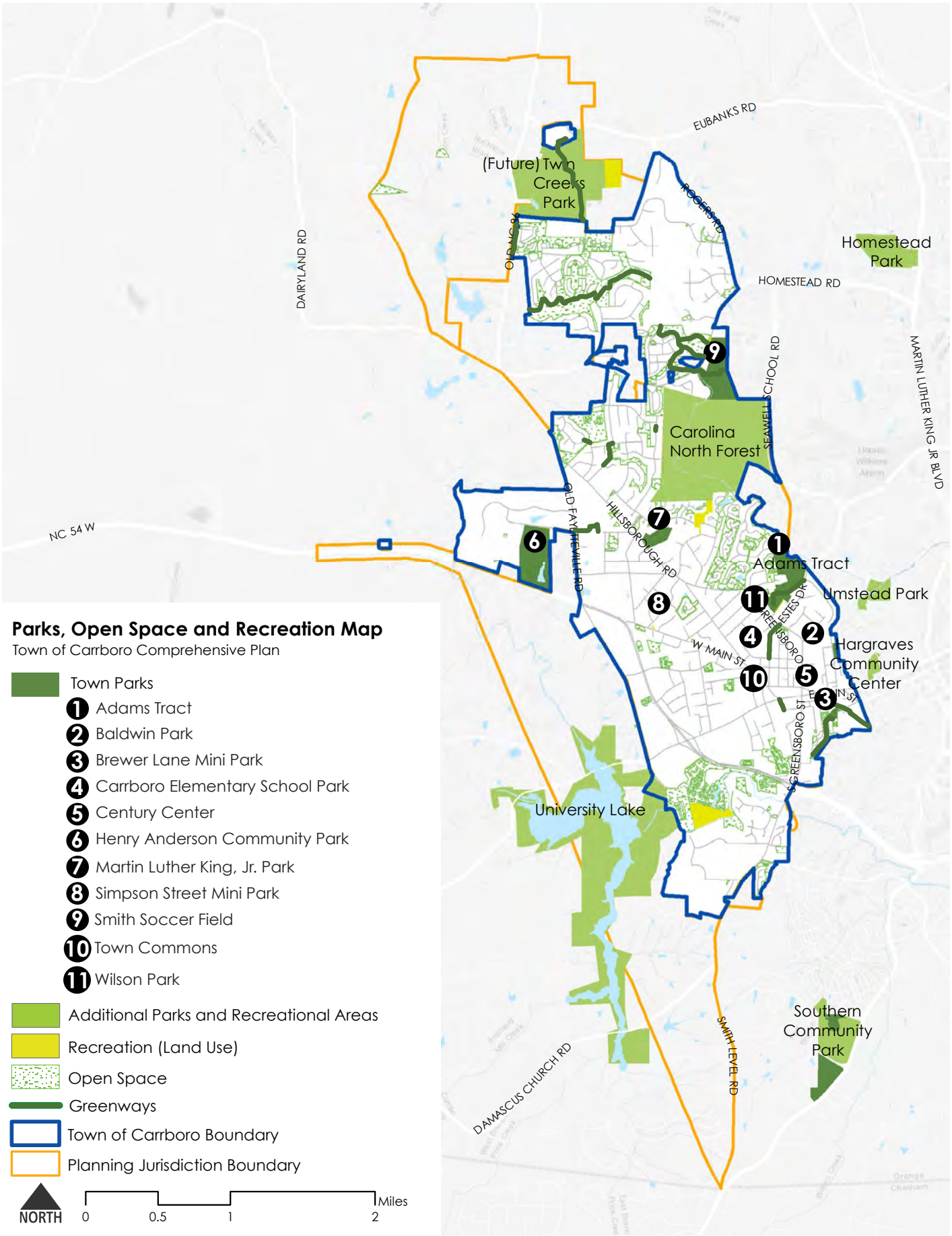
Climate Action

Recreation, Parks, and Cultural Resources strategies and projects aim to advance the Town's Climate Action Plan and Energy and Climate Action Plan through:

- Encouraging the development of a connected network of greenways, parks, open spaces, and trails that facilitate transportation by foot and bike, thereby reducing local carbon emissions.
- Ensuring that recreation and park facilities are using environmental best management practices and showcasing these through educational components for park users.
- Protecting ecologically sensitive sites and preserving land that could be used for sustainable purposes.

What We Will Measure

1. **The number of residents who live within a 10-minute walk of a park or programmed activities**
2. **The number of BIPOC participants in RPCR programming**
3. **The number of all people participating in RPCR programming**
4. **The number of BIPOC-led programs**
5. **The number of new programs and events in Carrboro**
6. **The number of new equitable and accessible recreational amenities (such as outdoor exercise equipment)**


Parks, Open Space and Recreation Map
Town of Carrboro Comprehensive Plan
Town Parks
1 Adams Tract
2 Baldwin Park
3 Brewer Lane Mini Park
4 Carrboro Elementary School Park
5 Century Center
6 Henry Anderson Community Park
7 Martin Luther King, Jr. Park
8 Simpson Street Mini Park
9 Smith Soccer Field
10 Town Commons
11 Wilson Park
Additional Parks and Recreational Areas
Recreation (Land Use)
Open Space
Greenways
Town of Carrboro Boundary
Planning Jurisdiction Boundary
NORTH
0
0.5
1
2
Miles
(Future) Twin Creeks Park
Homestead Park
Carolina North Forest
Adams Tract
Umstead Park
Hargraves Community Center
University Lake
Southern Community Park
EUBANKS RD
ROGERS RD
OLD NC 86
DAIRYLAND RD
HOMESTEAD RD
SEAWELL SCHOOL RD
MARTIN LUTHER KING JR BLVD
NC 54 W
OLD FAYETTEVILLE RD
HILLSBORO ROUGH RD
W MAIN ST
GREENSBORO ST
SMITH LEVEL RD
DAMASCUS CHURCH RD

Goals, Strategies, and Projects

Goal 1: Promote recreational programming and cultural resources across all ages, genders, races, and abilities with affordable opportunities.

Strategy 1.1: Evaluate recreational programming through the adopted One Orange Racial Equity Framework to identify any gaps in activities for all interests, age groups, ability, and affordability levels.

A Periodically survey the public and conduct needs assessments on recreation services to identify new opportunities, changing priorities, and barriers (e.g. affordability) to improve communication and foster community trust. Surveys may also reveal efficiencies and deficiencies in service provision or new ideas for programming that better aligns with community interests.

B Conduct a feasibility study and/or needs assessment for an indoor recreation center/swimming pool in Town. As documented in the 2006 Parks Master Plan and heard again throughout engagement for Carrboro Connects, there has been continued interested in a public pool and more indoor recreational facilities and gyms in Carrboro. This new rec center could also include flexible spaces for after school programming and attempt to fill other programming and facility gaps that are not met with the new 203 Project and ArtsCenter.

C Install additional outdoor exercise amenities in more parks and along trails for affordable and easy access. Monitor and assess usage and maintenance requirements of exercise features at Dr. MLK, Jr. Park, as this model may be of interest and may be applicable elsewhere.

D Develop a communications campaign that focuses on targeted outreach in communities that are not currently utilizing RPCR programs.

E Enhance the promotion of the Financial Assistance Program (FAP). This Town program is available for families and individuals who live in Orange County and wish to participate, but are unable to pay fees for classes and activities offered by the Recreation, Parks, & Cultural Resources Department.

F Provide activities and spaces geared towards teenagers with passive and active gathering spaces and programs that would appeal to their age level. Teenagers are a difficult age group to reach, as their programming interests may be different from youth and older adults. The Town can survey the teenage population to better understand their needs and then use survey findings to partner with the forthcoming Teen Center (part of the 203 Project) to adapt or plan for new programming opportunities and gathering spaces.

G Continue, promote, and expand offerings for virtual recreational programming. The RPCR Department has a dedicated "Virtual Programming" webpage on www.carrbororec.org, which includes extensive online offerings such as summer camp activities and crafts, athletic instruction, health and wellness education, and links to other virtual resources and learning opportunities. These online programs are an example of an equitable recreational amenity, as they are free and allow anyone with internet access to engage from home, school, or other extracurriculars without needing RPCR space or facilities. RPCR should continue these and expand these offerings.

▲ *Carrboro's parks offer many well-used sports facilities like these courts pictured here at Anderson Park. Through engagement, many expressed desire to see more multi-purpose fields for soccer and other sports.*

▲ *Outdoor exercise equipment, pictured above, provides a free opportunity for people of varying abilities to work out individually or in a group. Pull-up bars in particular are becoming popular and have been specifically requested in the community engagement process.*

"I love the little workout space at Collins Crossing! It's especially great because it has a variety of equipment in one space... Could we add more of these around town? Perhaps at the new MLK park, Simpson, Anderson, Wilson, etc." *–Website comment*

"A water play feature, a water pad, a spray ground It would improve the town a lot. It's accessible to everyone and a place to meet and connect and cool down during the hot summer months." *–Website comment*

Strategy 1.2: Identify and promote opportunities for both passive and active recreation for young and old populations.

A Dedicate funding and identify sites for a splash pad (or similar interactive water feature) that can serve all ages and ability levels to play, gather, and cool down during Carrboro's warm weather. Ideally this amenity would be located somewhere that is bikeable and walkable for nearby neighbors, such as in the Rogers Road - Eubanks neighborhood or in a central location near downtown.

B Add at least one multigenerational wellness opportunity each year to an existing town wide event. To encourage all-ages participation and community-building, RPCR and its partners can set a goal of hosting at least one program or event each year that will attract a range of people and introduce new wellness opportunities. Examples may include a community-wide walk around Town, pickleball, or yoga/meditation.

C Continue to encourage and expand neighbor-organized community gardens in public parks. Community gardens provide grounds for community building, mental and physical health, and education. RPCR can evaluate areas in parks that could be suitable as new community garden spaces.

D Improve park and trail accessibility for people with different abilities. Long-term, the Town should aspire to go beyond the minimum ADA standards and work towards achieving near universal access for all individuals.

E Add programs that offer health education, physical training, and nutrition. These types of programs can cater to all ages and ability levels and promote health and wellness.

Strategy 1.3: Continue to adapt and expand cultural resources and programming to align with community needs.

A Capitalize on the 203 Project and the new ArtsCenter to plan for arts and cultural programming that reaches underserved populations. These new facilities provide tremendous opportunities for RPCR and related organizations (i.e. local schools and their theater programs, religious institutions, etc.) to revamp existing programs and capture new users and develop new programming to serve populations and interests that are not currently served.

B Identify partnerships and opportunities for cross-pollination with other organizations providing programming. Where public agencies cannot fill in the gaps, RPCR should establish formal partnerships and supportive relationships with nonprofit organizations that already offer or can expand their programs to ensure community needs are met. For example, the Art Therapy Institute collaborates with the Refugee Community Partnership for programming.

Splash pads and water fountains are fun-filled gathering spaces and play areas for children, teens, and families. During engagement for Carrboro Connects, many expressed that they would like to see this kind of amenity in Carrboro. A splash pad may also satisfy some of the near-term demand for a public pool as the Town determines the feasibility of such. ▼

Goal 2: Ensure all people in Carrboro have safe, equitable, and connected access to parks, open space, and recreational facilities.

Strategy 2.1: Strive for a park, play field, or other green space within walking distance (e.g. half-mile or 10-minute walk) and physically accessible to all residents in Carrboro.

A Prioritize access for Black, Indigenous and People of Color (BIPOC), immigrants, and other underserved communities in siting new park and recreation facilities or improving access to existing parks and facilities, including the number of entrances, access points, and safe pathways to existing facilities, allowing more residents to be able to walk to a park. See Park Access Map for more details.

B Pursue opportunities for new, expanded, or shared multi-purpose fields that can accommodate a range of activities and users.

C Find ways that the Town of Carrboro can coordinate with and encourage Orange County to implement plans for Twin Creeks Park. A master plan for this park has been approved and is currently seeking funding. Implementation of Twin Creeks would have a major impact and achieve cross-cutting goals of increasing park access and connectivity between greenways and bike routes, and amenities such as a spray park, especially for those living in the Rogers Road neighborhood and the Transition Areas.

D Explore partnerships with homeowners' associations (HOAs) and other landowners for joint use agreements that increase public access to open space and recreation facilities. There are existing green spaces and recreational facilities that are not open to the public but could potentially open up for designated times or programming. For example, there could be an agreement with Perry Place affordable housing community, CASA, and the Towns of Carrboro and Chapel Hill to facilitate shared use with other neighbors in the Merritt Mill Road neighborhood. In the near term, temporary installations can offer a less expensive option to "pilot" an idea or program.

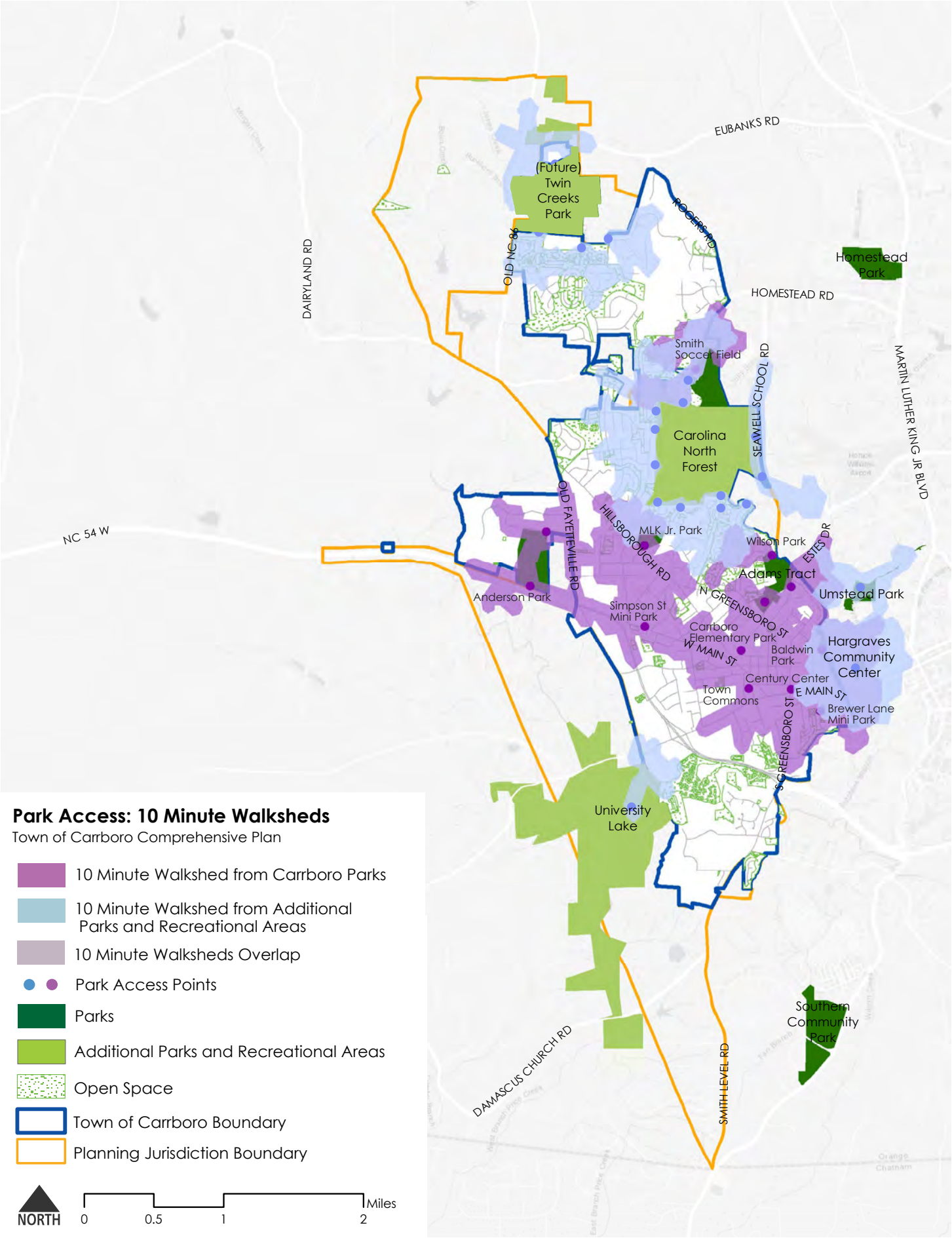
E Adopt siting and service criteria for evaluating potential land acquisition for recreation and park facilities in cooperation with other regional park providers and in relation to siting facilities in underserved areas and exploring sites for pocket parks (less than 2 acres) or button parks (1 acre or less).

F Identify locations for a new dog park in a central location in Town to provide an amenity for dog owners and another opportunity for additional social and gathering spaces for residents.

Criteria for Future Parks Planning

The below criteria for parkland acquisition and capital improvements should be used when planning for future parks and recreation opportunities. These are to all be considered alongside factors unique to specific areas, such as proximity to existing facilities (or lack thereof), neighborhood needs, and equity considerations:

- Would benefit traditionally underserved communities such as low-income households, BIPOC households, immigrants, and refugees.
- Would be well-suited for additional recreational and cultural opportunities that have been identified through outreach as priorities for the Town.
- Would enhance climate action goals through environmentally sound best practices such as alleviating localized flooding through green stormwater infrastructure.
- Would enhance connectivity to bike facilities, sidewalks, greenways, and/or transit.
- Would provide greater access to households that are currently more than a 10-minute walk from a park.


Park Access: 10 Minute Walksheds
Town of Carrboro Comprehensive Plan
10 Minute Walkshed from Carrboro Parks
10 Minute Walkshed from Additional Parks and Recreational Areas
10 Minute Walksheds Overlap
Park Access Points
Parks
Additional Parks and Recreational Areas
Open Space
Town of Carrboro Boundary
Planning Jurisdiction Boundary
NORTH
0
0.5
1
2
Miles
EUBANKS RD
(Future) Twin Creeks Park
ROGERS RD
OLD NC 86
DAIRYLAND RD
Homestead Park
HOMESTEAD RD
Smith Soccer Field
SEAWELL SCHOOL RD
MARTIN LUTHER KING JR BLVD
Carolina North Forest
OLD FAYETTEVILLE RD
HILLSBOROUGH RD
MLK Jr. Park
NC 54 W
Wilson Park
ESTES DR
Adams Tract
Umstead Park
Anderson Park
N GREENSBORO ST
Simpson St Mini Park
Carrboro Elementary Park
W MAIN ST
Baldwin Park
Hargraves Community Center
Century Center
E MAIN ST
Town Commons
Brewer Lane Mini Park
S GREENSBORO ST
University Lake
Southern Community Park
DAMASCUS CHURCH RD
SMITH LEVEL RD

Park Access

The Park Access Map illustrates the 10-minute walking distance (i.e. the "walkshed") from different park access points. It is important to note that this analysis only includes streets that can get someone from point A to point B within a 10-minute walk and does not factor in off-road facilities such as greenways, nor does it consider the pedestrian experience and comfort or safety of that walk. It also does not include any privately owned/HOA open space or facilities including pools in apartment complexes or private neighborhoods. These are limitations of this map, and a more detailed park access analysis could be completed as part of plan implementation.

Based on the walkshed analysis, the far northern (including the Transition Areas) and southern sections (including the ETJ) of Carrboro are underserved, as well as the area just west of downtown (including the Fidelity-Davie neighborhood). Other factors should also be considered part of park access, such as: facility quality, type, and amenities; hours; accomodations for person with disabilities; proximity and access to private open space, etc.

The "Carrboro parks" category includes all Town-owned and managed parks, while "additional parks and recreational areas" includes those areas that are not maintained by the Town but still located nearby and used by Carrboro residents (i.e. Chapel Hill or Orange County facilities, Carolina North, University Lake). While these are outside of RPCR's jurisdiction, they are still local assets that contribute to the overall network of parks and recreation for many people.

Note: through the Carrboro Connects engagement process there have been calls for converting the undeveloped portion of Westwood Cemetery into a park, while others wish to respect the historic legacy of the cemetery and allow its use as a cemetery to expand. This is an ongoing community issue to be explored further.

"Every resident should be within a half mile of a park. This will become especially needed if the Town moves to higher density with townhomes that are typically developed without recreational space." –*Website comment*

Strategy 2.2: Continue to maintain and pursue new opportunities for coordination and shared-use agreements with Orange County, Chapel Hill, Chapel Hill-Carrboro City Schools, and other recreation providers to connect park and greenway systems.

A Expand existing parks partnerships and identify the need for any new agreements that can improve access across different park systems. The Town of Carrboro already has a strong partnership and existing shared use agreements with the Chapel Hill Carrboro City Schools, which allows RPCR to extend sports programming using school-owned facilities, such as gyms and playing fields. New and expanded partnerships can allow the Department to further extend its programming reach. As part of future needs assessments, RPCR should identify possible new partners—such as neighborhood HOAs, private organizations, and nonprofit or religious/institutional groups—and design mutually beneficial arrangements to help fill in any programming or service gaps.

B Encourage and participate in a regional Parks and Recreation Facilities Master Plan to guide future parks planning and help leverage outside funding.

Signage in Carrboro's parks is often posted in both English and Spanish. ▼

Strategy 2.3: Preserve, enhance, and promote access to additional parks and open spaces through partnerships with other agencies and organizations.

A Continue to work with other agencies such as the County, UNC, OWASA, and the Town of Chapel Hill to maintain and expand opportunities in Carolina North Forest and University Lake. During engagement, many residents stated their great appreciation for Carolina North and University Lake as significant community assets that they use and enjoy. Carrboro's RPCR can continue to build on these assets by supporting new linkages, programs, and outreach/education that enhances access for even more Carrboro residents.

B Identify new sites for recreational opportunities as part of future development in the Extra Territorial Jurisdiction (ETJ). Future improvements in the ETJ may spur the need/opportunity for new facilities and/or RPCR land acquisition. RPCR should coordinate with the Planning Department to stay abreast of plans in that area to coordinate and budget accordingly to take advantage of prospects for open space preservation/activation.

C Continue to promote and spread awareness of nearby park facilities, especially those that closely border Carrboro and provide amenities and programming that Carrboro lacks. For example, Carrboro residents can access facilities in Chapel Hill and Orange County such as the Homestead Aquatic Center or the Chapel Hill Community Center which has a pool, indoor basketball courts, indoor rock climbing and can be easily accessed by the paved portion of the Bolin Creek Trail near Umstead Park. Other examples include Homestead Park, Hargraves Community Center, and Southern Community Park. By letting Carrboro residents know about Chapel Hill and Orange County's offerings (and vice versa), these agencies can share resources and decrease the need to provide redundant programs and services.

Strategy 2.4: Focus on community outreach and education about parks and recreation opportunities, especially to those without access to the Internet or for whom English is a second language.

A Connect with community ambassadors / neighborhood liaisons to help with translation and outreach. While it may not be feasible to translate all RPCR materials into the many languages that are spoken in Carrboro, the Department can identify and employ the use of liaisons from different groups who can assist with community outreach and language interpretation. A key first step to engaging people who are not currently taking advantage of RPCR programs and services is by reaching these communities via neighbors and friends they already know and trust.

B Collaborate with school districts, community organizations, and businesses to promote park resources and programs. This might include partnering with schools, nonprofits, churches, and grocery stores, etc. to print and distribute physical copies of the recreation and parks program guide for those without reliable internet access. These places are also often in tune with community needs and can serve as ambassadors for the RPCR Department.

C Add multilingual park signage that also uses pictures and icons. To increase accessibility and continue to foster a welcoming environment at RPCR facilities, future signage improvements can include multiple languages as well as imagery and icons to communicate important information to more users.

D Engage new and existing parks users through events that serve multiple purposes (i.e. food distribution and programming for children). Families with multiple demands on their time may not able to take advantage of RPCR programs as often as they would like. By planning recreational and cultural events/programs in tandem with other community services, the Department may be able to reach more users and educate them about what RPCR has to offer.

Jones Creek Greenway

The Jones Creek Greenway is currently under design. Once completed, this will be a 10-ft. or wider shared use path for bicyclists and pedestrians that adds another segment to the Town's greenway network north of Homestead Rd. along Jones Creek, connecting with the Twin Creeks Greenway. The project will provide walking and cycling options for the Lake Hogan Farms, Legends, Ballentine, and Fox Meadow neighborhoods to destinations such as Morris Grove Elementary and Twin Creeks Park. Find other planned and active construction projects online via the Town's "Current Projects" webmap.

Bolin Creek Greenway

Carrboro adopted a Greenways Master Plan in 2006, that first identified the Bolin Creek Corridor as a potential alignment for greenway development. This is a multi-phase project of which sections 1A and 1B have been completed. Phase 2 as identified in that plan should still be considered for potential bicycle transportation projects. Consideration of other alignments in that plan were not discussed as part of this planning process, because as of April 2022, direction has yet to be determined by the Carrboro Town Council.

> "Explore any opportunities to connect Twin Creeks Park, Morris Grove Elementary, and the future middle school via greenways and accessible pathways to the Greene Tract and Eubanks Park & Ride. This will provide children safe options for riding bikes to/from MG Elementary and the future middle school."
>
> *Feedback from Northern Transition Area Advisory Committee*

Strategy 2.5: Encourage and support the development of greenways and trails for public use, creating a complete network of connected greenways connecting parks, open spaces and conservation areas for biking, walking, and wildlife corridors.

Throughout the Carrboro Connects engagement process, there was a common vision for a comprehensive greenway system with connected paths and greenways to facilitate car-free access to parks and natural areas in the Carrboro area. Greenways serving as connectors achieves multiple goals of this plan and reserving land for such connections should be considered in land use planning processes.

A With efforts led by the Planning Department, continue to collaborate with Planning, RPCR, Public Works, other Town departments, government agencies, and Advisory Boards and Commissions (i.e. Greenways Commission) to implement planned greenway improvements strategically and efficiently in conjunction with planned park and neighborhood linkages. This work is already occurring at the regional level through the Town's participation with the Durham Chapel Hill Carrboro Metropolitan Planning Organization.

Goal 3: Ensure that recreation and park facilities and programming are environmentally responsible and help further climate change related goals.

Strategy 3.1: Implement Best Management Practices in maintenance and future upgrades to Carrboro's park facilities.

A Treat recreation and park facilities as functional and exemplary landscapes that can employ green stormwater infrastructure, include native vegetation, flood mitigation, and other resiliency measures. In partnership with Public Works, RPCR could develop specific standards or rating systems to evaluate and improve existing and new facilities to ensure they are using best practices in energy efficiency, stormwater management, and water conservation.

B Install educational components in park facilities to share information with the public about stormwater management, sustainable practices, and nature preservation. Various Carrboro facilities already include information displays to educate users and the public, but RPCR may identify where there are additional opportunities to showcase sustainability-related information. To the extent possible, these displays should be interactive and informative for all ages.

Strategy 3.2: Enhance public access to parks and natural areas while balancing environmental protection and locating active facilities away from ecologically sensitive sites.

A Continue to explore options for "nature play" areas like the ones at Dr. MLK Jr. Park. These outdoor play environments incorporate the surrounding landscape and vegetation to expose children to nature early on. These spaces can be low-impact and incorporate educational components, instilling appreciation for interacting with nature in a responsible way.

B Encourage strategies for farming to be viable in Carrboro using open space in subdivisions or other underutilized land. Orange County has a present use value taxation program and other farming programs which Carrboro residents can take advantage of to make farming more financially feasible. This can advance climate change goals by increasing the amount of food grown and consumed locally. Property owners could have nontraditional crops or host farm-based activities uses (i.e. pick-your-own berries, apples, etc.) and community-supported agriculture (community gardening, wholesale nurseries, commercial stables, etc.).

Example of educational signage in Baldwin Park that informs visitors about rain gardens. ▶

Goal 4: Strengthen a sense of community and inclusion through the arts, events, and cultural programming that celebrates the diversity in Carrboro.

Strategy 4.1: Continue activation and flexible programming of public spaces in partnership with businesses or other private entities.

A Increase opportunities for flexible events and informal activities that enhance the use of public spaces for things like exercise classes, music lessons, dining, outdoor meeting spaces and gatherings, pop-up events, etc. (also see Economic Sustainability)

Strategy 4.2: Continue to celebrate the diversity of the Town's residents through events, festivals, and programming that honors the variety of cultural backgrounds and traditions in Carrboro.

A Conduct outreach with different segments of the population to identify new opportunities for town wide events that honor and share a variety of cultural traditions. While the Town already has a full calendar of year-round events, there may be opportunities to expand existing events, such as the community dinner, or partner with local groups and individuals on new cultural programming, led by representatives from each cultural tradition. RPCR can lead outreach to recruit these partners and issue small grants to allow new voices to lead and put on the programs.

Strategy 4.3: Continue to support, fund, and install public artwork by local artists in strategic locations throughout Town to celebrate the history and story of Carrboro.

A Seek ideas and funding for interactive and culturally representative public artwork to be installed in parks and along greenways. Public art can serve multiple purposes, activating and enlivening spaces while also telling the Carrboro story and showcasing the diverse talents of residents. The Carrboro Arts Committee can work with RPCR to identify new locations along greenways and in park facilities. The Arts Committee can lead the pursuit of funding such as public-private partnerships or grant opportunities, and recruit local artists to implement new public art installations.

B Explore the development of an Arts Plan to be led by the Arts Committee. An Arts Plan could identify strategic locations in both public and private spaces—such as near parks, inside and around affordable housing, on buses and at bus stops, etc.—for additional artwork and arts initiatives around Carrboro.

C Pursue more opportunities for people to organically express themselves and come together through art in the parks via temporary installations, using chalk art or portable paint boards. Partner with local organizations (e.g. NAACP) that can organize the activity or event and potentially showcase the artwork afterwards.

▲ *This mural in Town depicts Elizabeth "Libba" Cotten, who was a blues and folk musician from Carrboro. Public art like this contributes to a vibrant sense of place while also celebrating the people who have contributed to the Carrboro story.*

Strategy 4.4: Encourage expanded compatible uses of the Town Commons to include year-round programming such as a crafts and artisan markets.

A Recruit new and emerging vendors and entrepreneurs selling a range of goods. The Carrboro Farmers Market can broaden its reach and become even more inclusive and diverse by encouraging and assisting new types of vendors to sell goods. A year-round use of the space to include crafts and artisan markets may attract more vendors from immigrant and BIPOC communities, or groups traditionally not involved with the farmers market.

Strategy 4.5: Support placemaking projects that promote the Carrboro story and brand.

A Pursue installations that promote Carrboro as a creative community to attract arts-related tourism and economic development. The creative culture of Carrboro is a major element of the Town's character, and it is important to keep that authentic. Still, showcasing this creativity through public artwork and placemaking projects can communicate the spirit of Carrboro and attract new people to visit and spend money in Town to support local businesses. The Town, RPCR, and the Arts Committee should consider interactive installations that employ local artists and share the Carrboro story with visitors, inviting them to participate.

B Incorporate historical elements and context to share the Town story. Just as it is important to reveal and condemn racist truths about the Town's namesake and founding through the Truth Plaque initiative, it is also important to celebrate and elevate the positive stories of Carrboro's history. The Town has already done this through naming projects after notable Carrboro residents—such as the Libba Cotten bikeway—and can partner with the Arts Committee and other boards, commissions and the community, to explore new ways of celebrating historical figures and stories through public installations and placemaking projects.

C Continue the Truth Plaque Project. In 2017, the Carrboro Truth Plaque Community Task Force was established to recognize Carrboro's history while uplifting the truth and acknowledging an unjust past. The first plaque, installed in 2019 at Carrboro Town Hall, explains Julian Carr's ties to racial segregation. A second plaque was unveiled in August 2021 for the Freedman School. The project should continue with the addition of more plaques around Town and opportunities for individuals or organizations to sponsor the installation of plaques.

▲ *Event held at Town Commons*

"Better use of the Town Commons area, like affordable outdoor classes from the recreation department or classes from local businesses. Why not have the yearly ArtsCenter Elf Market in winter here? It would give small businesses a financial push before the holidays. The Town of Carrboro could lend tents to small businesses and NGOs."
– *Website comment*

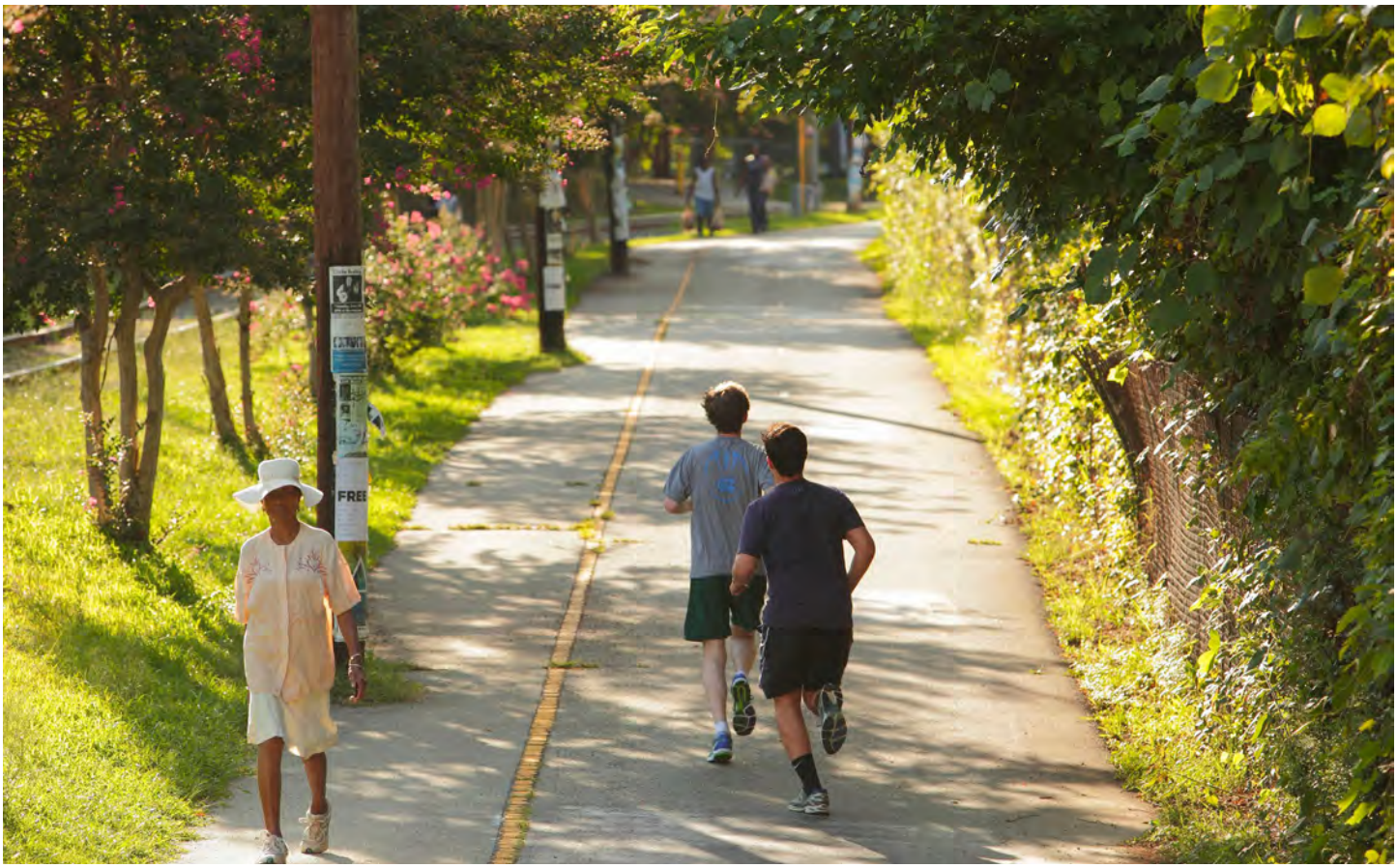
Related Strategies & Projects in Other Chapters

Economic Sustainability

Leverage greenways and trails as tools for economic development and business promotion and tourism attraction. Local businesses and tourism groups in Carrboro can promote greenways as transportation options or attractions for visitors who may patronize restaurants and shops as part of a greenway outing

Transportation & Mobility

Identify specific needed improvements for sidewalks, bike paths, and transit routes to enhance multi-modal access to parks, including proximity and enhanced connections to recreation and park facilities as a criteria for evaluating and prioritizing transportation projects. Higher priority may be given to projects which are most needed due to existing safety and vulnerability, and those which increase connections and fill existing gaps in the network.



▲ *Libba Cotten Bikeway (rail with trail)*

Summary of Park Master Plan Components

Carrboro Residential Recreational Preferences

Please see a full summary in the Results from RPCR questions on the 2018 Carrboro Biennial Survey.

CITIZEN SATISFACTION

The Carrboro RPCR Department manages ten total parks and operates a variety of programs. In both the 2016 and 2018 Carrboro Citizen Surveys, the Town's parks and recreation and cultural programs received "A" grades across all categories. Twenty percent of survey respondents indicated someone in their household had participated in a program in the past two years, with the following named most often: youth/various sports, basketball, Christmas events, July 4th, camps, events/festivals/concerts, children's events, Open Streets, Music Festival, baseball/softball, tennis, and Spanish classes.

Inventory of Existing Recreational Facilities and Parkland

Please see the RPCR Issues and Opportunities Report for a full inventory of existing recreational facilities and parkland.

Citizen Survey Results – Parks & Recreation

Category	2016 Grade	2018 Grade
Cost or Amount of Fee	A	A+
Overall Experience	A	A
Ease of Registration	A	A
Instructor Quality	A-	A
Facility Quality	A	A-
Program Quality	A	A-
Source: Carrboro 2018 Biennial Survey Report		

Estimate of Parkland and Facilities To Be Acquired

METRICS

The National Recreation and Park Association (NRPA) compiles data and insights for recreation and park agencies across the United States. Their 2020 NRPA Agency Performance Review report highlights 24 essential metrics, several of which are highlighted in the below tables. With a 2019 population estimate of 21,190, Carrboro just barely falls into the 20,000 to 49,999 agency category based on its jurisdiction population. Therefore, two metric categories are used in the following comparison tables: jurisdictions with under 20,000 people and those with 20,000 to 49,999 people.

Based on the NRPA comparisons, the Town of Carrboro has more than sufficient total parkland per 1,000 residents, but would need to add approximately 80 additional acres to the inventory of Town-owned parks to meet the NRPA metric for at least 9.6 acres of Town Parks per 1,000 residents. When considering the total parkland (which encompasses over 1,000 acres), the Town may not need to fill this entire 80 acre gap in order to sufficiently meet resident needs as there are additional recreation and park areas available to the public. However, the Park Access Map described in this chapter depicts specific areas in which residents may be underserved by parks within a 10-minute walk.

General Park Facilities Comparisons (by Jurisdiction Population)			
	Under 20,000	20,000 to 49,999	Carrboro
Acres of Town Parks* per 1,000 Residents	12.0	9.6	5.3
Acres of Total Parkland** per 1,000 Residents	12.0	9.6	57.2
Residents per park	1,300	1,963	2,119
Miles of Trail (maintained by Carrboro)	3.0	8.5	6.5
Miles of Trail (within Carrboro Planning Jurisdiction)	3.0	8.5	19.37
Notes: *Town Parks includes the ten parks managed by RPCR. **Total Parkland includes the following Additional Parks and Recreational Areas: Carolina North (UNC), University Lake (UNC), Homestead Park (Chapel Hill), Southern Community Park (Chapel Hill), Umstead Park, and Hargraves Community Park (Chapel Hill), Twin Creeks Future Park (Orange County)			
Source: 2020 NRPA standards			

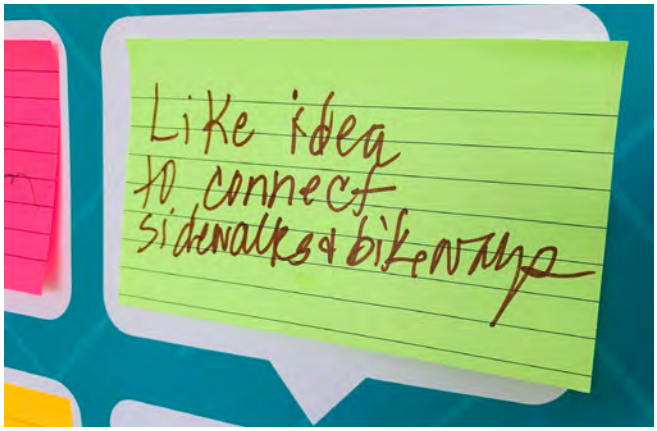
Outdoor Park & Recreation Facilities - Population per Facility			
	Under 20,000	20,000 to 49,999	Carrboro RPCR
Playgrounds	2,523	3,157	3,027
Tot lot	6,998	10,900	21,190
Basketball courts	4,090	7,067	4,238
Outdoor tennis courts	2,922	4,347	3,532
Baseball field - youth	3,396	5,132	10,595
Baseball field – adult	7,804	17,185	5,298
Multi-purpose field	4,683	7,297	10,595
Dog park	10,000	28,132	21,190
Outdoor swimming pool	8,023	25,107	N/A
Community gardens	7,914	22,562	7,063
Soccer field – youth	3,294	4,833	21,190
Soccer field - adult	7,665	10,576	10,595
Skate park	10,118	29,421	N/A
Football field	7,500	16,971	21,190
Note: While Carrboro RPCR does share facilities with local schools for certain programming, those shared facilities are not included in these metrics.			
Source: 2020 NRPA standards			

Indoor Park & Recreation Facilities - Population per Facility			
	Under 20,000	20,000 to 49,999	Carrboro RPCR
Community center*	9,601	26,280	10,595
Senior center	12,209	32,639	N/A
Performance amphitheater	10,812	30,577	21,190
Nature center	10,816	35,854	N/A
Teen center*	13,622	28,400	21,190
Note: * Forthcoming as part of the 203 Project.			
Source: 2020 NRPA standards			

Programming Offered by Park & Recreation Agencies			
	Under 20,000	20,000 to 49,999	Carrboro RPCR (Y/N)
Themed special events	80%	90%	Y
Team sports	84%	93%	Y
Social recreation events	78%	91%	Y
Fitness enhancement	70%	86%	Y
Health and wellness education	68%	83%	Y
Individual sports	65%	78%	Y
Safety training	63%	70%	Y
Aquatics	59%	69%	N
Racquet sports	58%	65%	Y
Performing arts	47%	65%	Y
Trips and tours	47%	65%	Y
Cultural crafts	46%	58%	Y
Martial arts	43%	63%	N
Visual arts	41%	55%	Y
Natural and cultural history	37%	51%	Y
Golf	25%	46%	N
Running/cycling races	27%	32%	N
Note: This table only accounts for programming offered by Carrboro RPCR. While other local organizations may offer the programming mentioned here, they were not factored into this assessment.			
Source: 2020 NRPA standards and Carrboro RPCR Fall 2020 Brochure			

Community Engagement and Outreach

The Community Engagement Chapter details the extensive engagement efforts conducted over the course of the planning process. A specific focus on recreation and parks was a consistent theme and engagement area across all activities – in every meeting and as part of every outreach activity, participants were asked for their ideas and feedback on park and recreation improvements and recommendations. Over 1,500 people were engaged in the process, representing members from nearly every demographic group across Carrboro. Over 75 ideas specific to recreation and parks were collected and incorporated in this document.



CHAPTER NINE

Land Use

Vision

Promote equitable and sustainable use of land and natural resources that promote the diversity, values, and character of the Town.

Key Findings

1. Carrboro's population today is 21,295[1], but is projected to grow to between 29,000 and 34,000 residents by the year 2050.[2]

2. Scarcity of land presents a challenge for the Town to meet housing and commercial affordability goals.

3. There is a deep concern from residents about losing the diversity of Carrboro's population due to increasing housing costs and displacement of long-time residents.

4. Only 4% of Carrboro's land area and 11% of its tax base is commercial.[3] This puts increased tax burden on residential properties, limits the number of jobs in the community and increases commute times for residents.

5. Carrboro has adopted a goal of reducing the town's 2010 per capita greenhouse gas emissions by 80 percent by the year 2030. Meeting such a goal will require more compact development along with increasing the protection of natural resources.

6. The design of both public and private space is critical to the future of the Town to create and maintain a welcoming atmosphere which reflects the various cultures of the community and offers an attractive environment in our downtown, business districts and residential neighborhoods.

What We Will Measure

1. The number of new and preserved affordable housing units

2. The amount of land available for commercial, business and mixed-use development

3. The commercial and business share of the tax base

4. The amount of land protected for natural resources

Race & Equity and Climate Action

Race and Equity

The land use element aims to address race and equity through overcoming barriers that have been created in the past and to open doors to new opportunities for advancing equity through the use of land. This element also promotes equitable design so that all residents and visitors to Carrboro feel welcome. Whether it is the design of new spaces or reuse of existing buildings, the built environment is a fundamental aspect of daily lives that can enhance a sense of well-being for all individuals.

This chapter includes specific recommendations to increase the supply of affordable housing, by promoting more intensive use of land, proactively identifying land for affordable housing and providing new or refined zoning tools to support affordable housing. It also recommends ways to streamline the development process to make land and space available for BIPOC and small businesses. Additionally, coordinating development in areas with transit access and walkable environments can not only reduce greenhouse gas emissions, but also reduce costs to make housing and commercial space more affordable. Finally, this chapter includes corridor plans that recommend specific ways to enhance nodes to create more efficient and affordable use of land while ensuring they are transit-friendly, walkable and bikeable.

Climate Action

Carrboro has long been a leader in setting and requiring that land use development respects natural resources. From the Town's Open Space requirement to stormwater policies, climate-conscious development of land is fundamental to meeting the Town's Climate Action goals. The land use element builds on the Climate Action plan by calling for more efficient use of land, planning for natural resource preservation, and setting out development patterns that will reduce auto-dependence and greenhouse gas emissions.

Goal 1: Promote the design of new development, renovation of existing buildings and public spaces that add to the character and promote the diversity of the community.

Strategy 1.1: Foster quality design of the public realm including public right-of-way, Town facilities, parking lots and other public spaces.

A Make improvements to public spaces and rights-of-way in the downtown to attract more residents and customers to visit downtown to support local businesses, entertainment, arts and culture.

B Continue to upgrade Town lands to incorporate native landscaping and Green Stormwater Infrastructure (GSI).

C Continue to extend sidewalks to connect missing links and incorporate lighting, amenities, and plantings as appropriate in conjunction with these installation projects.

D Continue installing gateways, signage, and wayfinding to celebrate Carrboro and direct visitors to key locations around Town with particular attention to cultural destinations that recognize the diversity of the community.

E Create public plazas or gathering spaces outside of the downtown, including possible locations at Homestead and NC 54 and along Rogers Road.

F Continue to promote the use of public art to express the history, diverse cultures, and aspirations of all Carrboro residents.

Strategy 1.2: Encourage the improvement of semi-public spaces to provide amenities, stormwater benefits and attractive environments for a balance of people, natural

A Work with homeowner associations to expand public use of open space including bikeway connections, use of recreational activities and natural habitat.

B Work with property owners and homeowner associations to pursue GSI to reduce flooding potential.

C Encourage commercial properties to provide public amenities including sidewalks, landscaping, GSI, lighting, and tree canopy coverage.

Strategy 1.3: Utilize the development review process to promote excellence in design that meets the diverse range and cultures expressed in Carrboro's built environment.

A Review and update Architectural Standards for Downtown Development, last amended in 2006, to determine changes to be consistent with the comprehensive plan.

B Develop design, landscaping, and tree canopy standards for neighborhood commercial and mixed-use districts to guide new and redevelopment proposals. Consider a green-building incentive broadly or via an overlay district.

Goal 2: Plan for the expansion of affordable housing availability through land use tools of planning, zoning, and development review.

Strategy 2.1: Pursue concerted land use planning/small land use plans for high priority/ high potential areas.

A Develop small land use plans for strategic nodes that promote Carrboro Connects principles including more affordable housing, land conservation, and improved walkability. Identify areas along key corridors in which a range of housing and economic development strategies can result in high-quality redevelopment opportunities that are walkable, transit-accessible, and near amenities such as parks, community services, and businesses.

Strategy 2.2: Preserve and promote the availability of affordable housing along key corridors and nodes that are transit-accessible, walkable and bikeable. Adopt zoning reforms to preserve and increase availability of affordable housing in key corridors that are transit-connected, walkable, and bikeable. Tools A and B below are both useful; but generally the underlying zoning should come first and the overlays later.

A Pursue rezoning for greater density along key corridors and transit nodes and Park & Rides, consider the reduction and possible removal of parking requirements and consider priority growth and redevelopment areas in accessible locations. While bus routes can be changed to adapt to development, providing greater density along key bus routes improves efficiency and maximizes the Town's investment in transit while potentially allowing for more frequent service for greater numbers of riders.

B Investigate creating a new overlay zoning district to allow greater density in areas with high levels of transit and are near amenities. Pursue the creation of an overlay district that can provide as-of-right incentives for affordable housing units to achieve a higher goal of affordable housing units.

Strategy 2.3: Expand the allowance of Accessory Dwelling Units (ADUs) and tiny homes.

A Expand the permissibility of ADUs on residential lots. Use best practices to minimize limitations on property owners' ability to use ADUs as a tool to maximize the value of their property and to expand housing opportunities. Modify the Land Use Ordinance to allow ADU's on larger lots (currently must be 150% of minimum lot size). Consider allowing ADUs on lots of 100% of minimum lot size if no change is requested in bulk of the proposed building(s). Explore adding an incentive for a density bonus in exchange for allowing an accessory unit. Considerations should be made for a variety of possible ADU's including detached ADUs, garage conversions, attached to primary unit, interior ADUs, and attached to garages. The Town should partner with architects and designers to create a comprehensive guide for ADU's with pre-populated plans/designs that outlines land use codes and restrictions for residents.

B Determine whether a new zoning district should be created for smaller lots to allow for tiny home developments. Explore ways to link smaller lots to affordable housing restrictions and use text amendments rather than a new zoning district.

Strategy 2.4: Explore the creation of an overlay district to preserve mobile home parks.

A Determine whether an overlay zoning district would be an effective mechanism to preserve the viability of the mobile home parks and reduce the pressure on housing prices. Other related regulations, such as Chapter 17 of the Town Code, Minimum Housing should be addressed to ensure that maintenance and the responsibility for common areas are addressed.

Strategy 2.5: Fully evaluate and reduce housing density restrictions to slow the increase of housing prices and diversify housing stock.

A Investigate setbacks, floor area ratio, minimum lot area requirements and parking standards in the Land Use Ordinance to identify opportunities to strategically support higher density levels in appropriate locations. Conduct a thorough review of the Land Use Ordinance to identify opportunities to increase the number of affordable units. This may include reduced setbacks and minimum lot areas, and increased density, especially along transit routes and in areas in walking distance to amenities such as services, grocery, parks and employment.

B Increase incentives such as the affordable housing density bonus to provide more affordable units in new development and redevelopment and raise the in-lieu housing fee to have greater percentage of affordable units on site. Provide subsidies necessary for lower income levels e.g. 30% AMI or an upside bigger then the delta of those subsidies via entitlement process. Review and update the affordable housing density bonus to determine ways to increase the number of affordable units as a part of new development. Work with the development community to develop ways to expand the pool of affordable units.

C Work with partners to seek legislative authority for inclusionary zoning policies that requires either on-site affordable units or fee-in-lieu for off-site units. Work with North Carolina League of Municipalities and other local governments to advocate for allowing municipalities to institute inclusionary zoning policies.

D Communicate clear and predictable process to developers to meet the Town's affordable housing goals.

Strategy 2.6: Improve the development review process to promote more affordable housing and reduce costs.

A Create a maximum timeline for review of affordable housing projects (or projects with a minimum number of units set aside for affordable housing).

B Develop clear standards for the review of affordable housing projects for use by Advisory Boards to improve predictability and reduce the amount of time for approvals.

Strategy 2.7 Calculate level of subsidy needed to bring desired housing types to market in particular missing middle types.

A Determine if there is a finance gap and identify possible funding sources to provide greater missing middle housing development

Strategy 2.8 Pursue updates to the LUO and zoning maps to provide greater densities in areas prioritized for growth, particularly along corridors identified in Strategy 8 and small area plans as part of implementation of the comprehensive plan.

A Identify updates to LUO and zoning maps based on small area plans.

For all developments, especially those near water bodies, best practices to increase conservation development and reduce stormwater runoff can be implemented to enhance aquatic ecosystems. The Green Growth Toolbox can be a resource for practices.

Goal 3: Support development patterns that advance climate action goals and environmental protection.

Strategy 3.1: Pursue development provisions that preserve and maintain natural areas by incorporating environmentally sensitive development and building practices, including redefining pervious pavers and pervious surfaces. Address potential conflicts between land use goals, stormwater and water quality in the land use ordinance and development review process.

A Continue to examine and update standards for conservation lands, wetlands, and steep slopes to future best practices. Preserve smaller hydrology features in addition to named feeder systems and how natural areas and permeable surfaces can manage urban heat island effect and water run-off management in all planning areas. Educate the public and private landowners on up-to-date conservation practices and rationale to help maintain protection of publicly- and privately-owned natural areas.

B Add vegetative standards to the development review process once available.

C Review and update open space requirement and coordinate with goal of reducing impervious surfaces within the open space.

D Liaise with UNC Chapel Hill's Facilities Planning Department and private citizens, where possible, to seek opportunities to formalize Carolina North Forest as a nature preserve and recreational open space. In 2011, the University recorded permanent easements for Conservation Area C, Bolin Creek West Conservation Area totaling 183 acres within Carrboro in 2011. This permanent easement describes permitted uses, including research and recreation, and includes a land management plan. The 2009 Carolina North Agreement with the Town of Chapel Hill also established the Bolin Creek 100-year Limited Development Area, totaling 53 acres, within Carrboro (Article 5.5.2). Existing trails on these parcels are open to the public and managed by the Carolina North Land Management Office, UNC Grounds Services Department.

The University owns 9 parcels within Carrboro totaling 428.6acres within the Town of Carrboro town limits and 4 parcels totaling 414.7 acres in Carrboro's extra territorial jurisdiction. The properties are a mix of undeveloped acreage and developed parcels adjacent to University Lake and campus. More than half of the parcels owned by the University in the Town of Carrboro and ETJ are recorded as permanent conservation easements or limited development areas until 2109.

E Identify the opportunity for cluster development, low-impact development, brownfield redevelopment, transit-oriented development, and native "greenscape" requirements in future development plans.

F Continue preservation of urban tree cover/forests. The LUO requires minimum tree canopy coverage in new developments with varying percentages for residential and nonresidential uses. Improve data collection on tree cover and the carbon sequestration value of existing forest species. Educate the public on the benefits of urban tree cover, such as reduced heat island effect and improved air quality. Support community-member driven initiatives to collect data on tree cover and educate members on the carbon sequestration value of the existing forests and tree cover. Create systems to maintain the data. Calculate annual carbon sequestration values as tree cover is preserved.

G Regularly assess standards and ordinances for current best practices or issues on a rolling schedule so that each is updated on a 5-year basis.

"It is important to elevate the good fortune we have with the forest. It adds to the air quality, ambiance, and sense of place. It's all cross-cutting. It's a destination and treasure to be thoughtful of. The forest and surface waters – Morgan Creek, Bolin Creek, Toms Creek, Jones Creek – they are complex to protect but very impactful." – *Task Force comment*

Goal 4: Promote land use planning and development that reduces GHG emissions through reducing auto-dependence.

Strategy 4.1: Update the Land Use Ordinance to be consistent with the goals of the Comprehensive Plan.

A Develop a process to update the Land Use Ordinance including the following topics: Accessory Dwelling Units (ADUs), Junior Accessory Dwelling Units (JUDA) under 500 sq. ft. interior or attached to homes, parking standards, short-term rentals, bulk standards for residential development, and consideration of new overlay districts.

B Pursue updates to the Land Use Ordinance to facilitate the development of 15-minute neighborhoods, such that all daily needs outside of employment can be found within a 15-minute walk.

C Update parking requirements to remove minimum requirements for residential development close to transit (including affordable housing, accessory dwelling units, and the residential components of mixed-use developments) to reduce impervious surfaces and make more efficient use of land.

Goal 5: Expand appropriate development opportunities that meet the goals of the comprehensive plan.

Strategy 5.1: Increase the amount of land available for commercial, light industry, and mixed-use development.

A Update zoning to allow for greater density of development in the downtown and near key nodes. See Corridor Maps in this chapter for proposed locations.

Strategy 5.2: Improve the development approval process to be more predictable and efficient while continuing to offer vibrant community participation.

A Update and clarify the roles of each commission or advisory board. Develop clearly defined roles for each commission and board, their duties and focus areas, and how they interrelate to other commissions and boards.

B Create a timeline for each project's review. Develop a project timeline for each development review laying out the responsibilities of the Applicant and Town at each step in the process.

C Develop written standards for review of projects. Written standards for each board and commission responsible for development review can help streamline the review process.

Image Credit: Donn Young for Chapel Hill/ Orange County Visitors Bureau

Rural Buffer Area

The Orange County – Chapel Hill – Carrboro Joint Planning Land Use Plan and Map defines a Rural Buffer Area outside of Carrboro's city limits and planning jurisdiction. The Rural Buffer is a planning and zoning area that was created by the Joint Planning Agreement (JPA) between Orange County, Carrboro and Chapel Hill. The rural buffer, which surrounds Carrboro and Chapel Hill on three sides, is within Orange County's planning jurisdiction. The area has a very rural feel and is characterized by low density residential development (allowable densities do not exceed one dwelling unit per two acres), is served by private wells and septic systems and promotes agricultural uses and enterprises. The rural buffer aims to limit urban sprawl and promote more dense development within the limits of Carrboro and Chapel Hill. Denser land uses allow for less intensive uses in the buffer and more preservation. The buffer also helps to protect critical watersheds used for drinking water and the diversity of plant and animal species, both year-round and migratory.

Goal 6: Improve access and availability of Town Parks and schools to meet recreation and educational needs.

Strategy 6.1: Identify additional park space needed to serve residents within a 10-minute walk.

A Utilize race and equity criteria as factors in siting new parks, park features, and programming.

B Focus on connectivity between parks through bike facilities, sidewalks, micro-mobility and transit.

Strategy 6.2: Coordinate with Chapel Hill-Carrboro Schools regarding school siting, capital needs and improved access via bike facilities and sidewalks.

A Coordinate siting of new schools such as land set aside in Twin Creeks Park and the Greene Track.

B Coordinate capital needs for existing schools in terms of additions, outdoor amenities on school grounds.

C Improve access to schools via bike facilities and siewalks.

Goal 7: Preserve the architecturally significant and historic properties and districts in Town that reflect the range of cultures and experiences in Carrboro.

Strategy 7.1: Review and Update Neighborhood Preservation Districts.

A Update Neighborhood Preservation Design Guidelines to reflect ways to promote equitable design and preservation.

B Continue to work with property owners interested in nominating their area as a new Neighborhood Preservation District.

Strategy 7.2: Create a local historic landmark property program.

A Add a nominating process for designating local landmarks to the Land Use Ordinance that reflects the range of cultures and historic development in Carrboro.

B Plan for walking tours, plaques and/or online recognition of historic properties including highlighting historic truths of the community.

C Study and seek public input on whether to establish landmark restrictions such as demolition delays.

Strategy 7.3: Assist property owners who seek designation of their property as a National Historic Landmark.

A Continue to provide historic records and other support to property owners seeking historic landmark status such as land record and NC State Housing Preservation Office records.

B Provide recognition through plaques and/or online recognition of National Historic Landmarks.

C Continue the historical marker program adopted by the Town Council on February 5, 2002 and the Historic Carrboro Plaque Program supported by the Town Council on October 21, 2008.

D Explore becoming a Certified Local Government to designate landmarks.

Goal 8: Plan for future land uses that advance goals and strategies in the comprehensive plan and protect, enhance, and complement the unique character of each area.

Strategy 8.1: Plan for balanced growth at key nodes and corridors that further the goals of this plan. The Future Land Use Map shows existing and future land uses. Specific changes in land use are identified in the Corridor Plans.

A Facilitate small area plans for areas identified for future growth and development, such as along transit corridors and nodes throughout the Town.

B Update the LUO based on recommendations in the comprehensive plan and subsequent small area plans.

Existing Land Use

The Existing Land Use map identifies the current use of parcels throughout the Town. The map represents current land uses, not zoning designations.

Land use definitions:

Agriculture: farm use for tax purposes

Business/Commercial: all commercial land uses (e.g. offices, all non-residential, business uses excluding home businesses)

Conservation Easement: a voluntary, legal agreement that permanently limits uses of land in order to protect its conservation resources

Development Application: parcels with this designation either have a pending application being considered by the Town or have a vested right to build a project

Government: Town of Carrboro owned land not including parks

Educational/Institutional: land used for education and institutions, including universities, churches, the state of North Carolina, Orange County, and the Chapel Hill-Carrboro City Schools Board

Industrial: industrial land uses including distribution

Mixed Use: more than one land use on the same property including but not limited to residential and commercial uses

Mobile Home Park: residential mobile homes

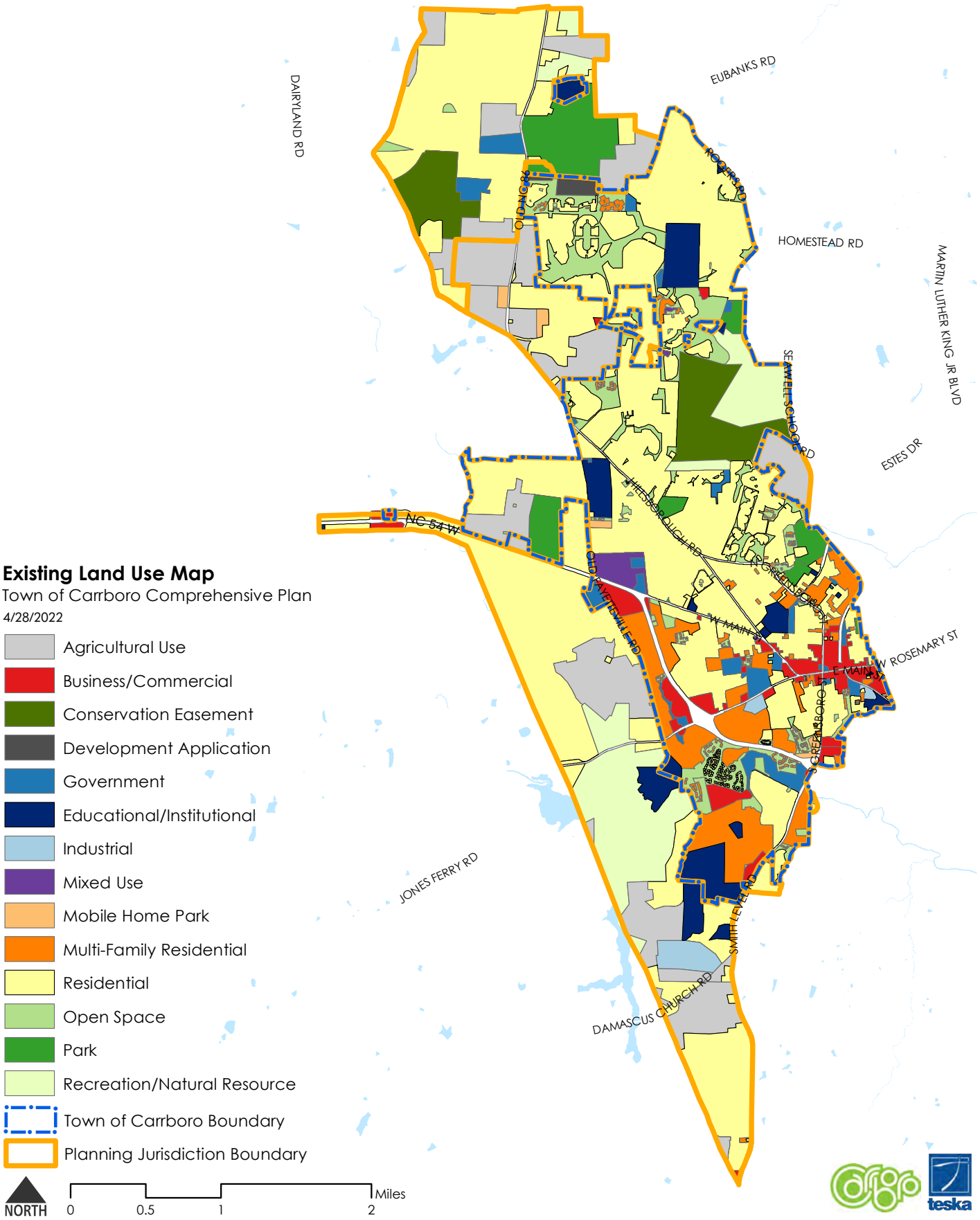
Multi-Family Residential: properties with three or more attached residential addresses on the same property (e.g. more than a single family residence or duplex, including townhomes, triplexes, quadraplexes, and apartments)

Open Space: privately owned dedicated open space as included in residential subdivisions

Park: Town of Carrboro and Orange County parks

Recreation/Natural Resources: composed of three major parcels – University Lake, Carolina North Forest and Duke Forest – largely open, to some extent, for public access

Residential: residential, one or more residential unit per lot, including Accessory Dwelling Units (ADUs), and duplexes


DAIRYLAND RD
EUBANKS RD
ROGERS RD
OLD NC 86
HOMESTEAD RD
MARTIN LUTHER KING JR BLVD
SEAWELL SCHOOL RD
ESTES DR
NC 54 W
HILLSBOROUGH RD
OLD FAYETTEVILLE RD
W MAIN ST
E MAIN ST
W ROSEMARY ST
S GREENSBORO ST
JONES FERRY RD
SMITH LEVEL RD
DAMASCUS CHURCH RD
Existing Land Use Map
Town of Carrboro Comprehensive Plan
4/28/2022
Agricultural Use
Business/Commercial
Conservation Easement
Development Application
Government
Educational/Institutional
Industrial
Mixed Use
Mobile Home Park
Multi-Family Residential
Residential
Open Space
Park
Recreation/Natural Resource
Town of Carrboro Boundary
Planning Jurisdiction Boundary
NORTH
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0.5
1
2
Miles
teska

Future Land Use

The Future Land Use Map identifies all existing and proposed land uses throughout the Town, Northern Study Area and Extraterritorial Jurisdiction. Specific changes in land use are highlighted on the corridor-specific maps that follow. **The Future Land Use Map is not a Zoning Map; rather it provides policy direction for the Town of Carrboro's land uses, rather than any regulatory direction.** The Zoning Map, which follows, will need to be updated over time based on the implementation of the Comprehensive Plan as described in the Implementation Chapter.

The Future Land Use Map shows all current uses plus proposed changes in use, as designated by a hatch line. Most of the planned changes in use are shown in greater detail in the Corridor Maps that follow. Further changes to both the Future Land Use Map and Corridor Maps are anticipated as part of the implementation of the Comprehensive Plan. Strategies and projects outlined in this plan call for developing small area plans to investigate more detailed land use recommendations including greater density near transit and key nodes, and more land available for affordable housing, commercial and light industrial development, and parkland.

Land use definitions:

Agriculture: farm use for tax purposes

Business/Commercial: all commercial land uses (e.g. offices, all non-residential, business uses excluding home businesses)

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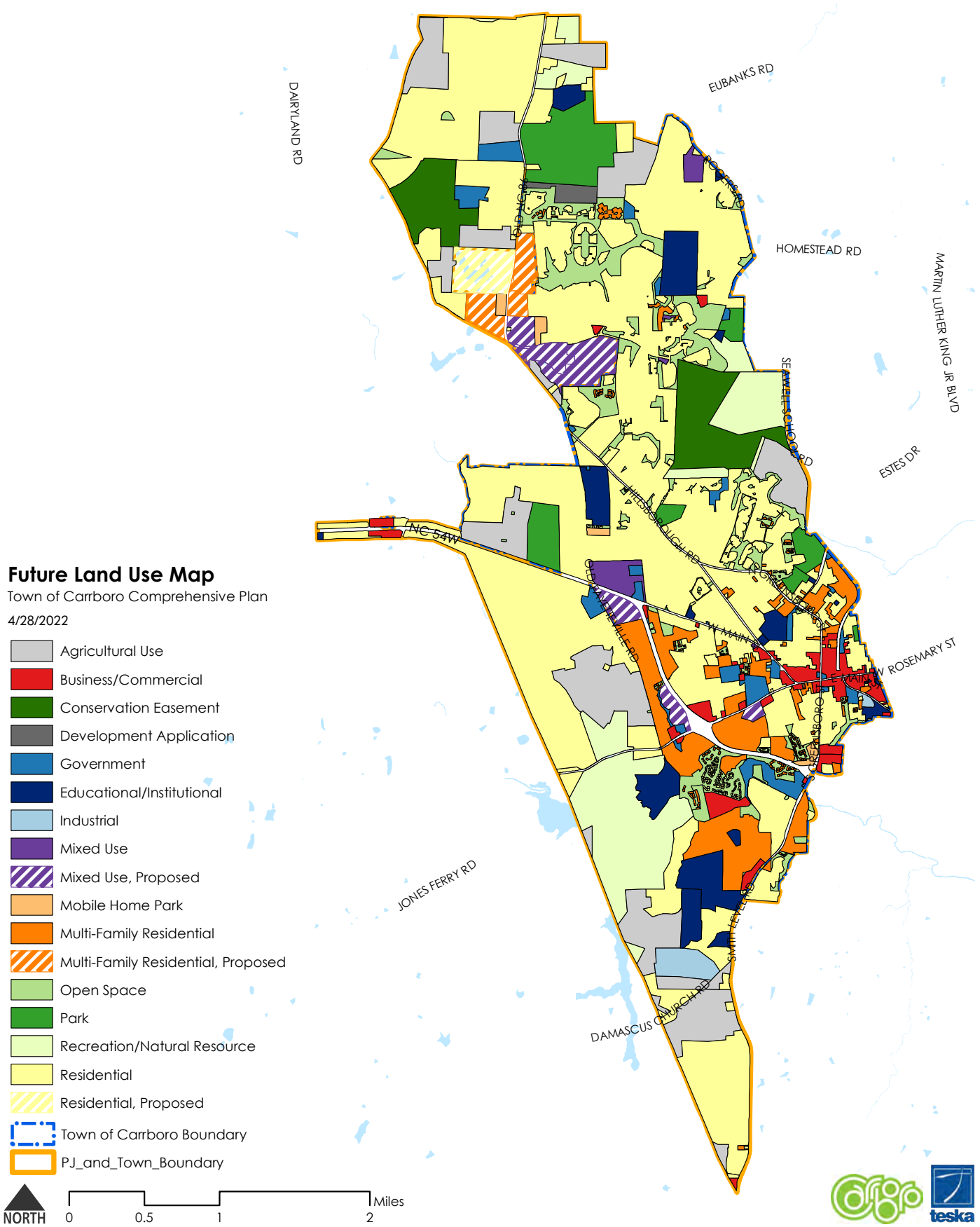
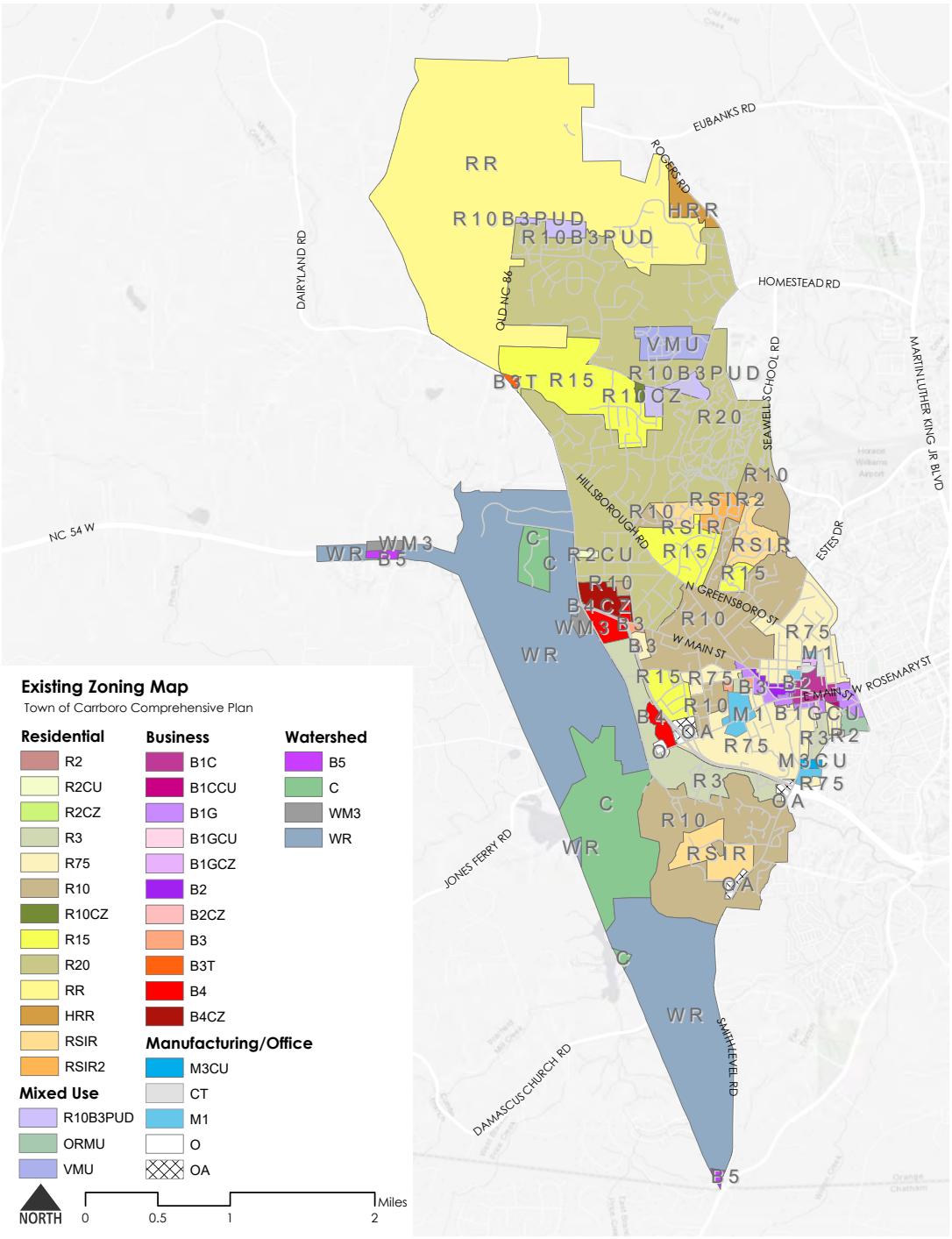

Future Land Use Map
Town of Carrboro Comprehensive Plan
4/28/2022
Agricultural Use
Business/Commercial
Conservation Easement
Development Application
Government
Educational/Institutional
Industrial
Mixed Use
Mixed Use, Proposed
Mobile Home Park
Multi-Family Residential
Multi-Family Residential, Proposed
Open Space
Park
Recreation/Natural Resource
Residential
Residential, Proposed
Town of Carrboro Boundary
PJ_and_Town_Boundary
NORTH
0
0.5
1
2
Miles
DAIRYLAND RD
EUBANKS RD
HOMESTEAD RD
MARTIN LUTHER KING JR BLVD
ESTES DR
NC 54W
W ROSEMARY ST
JONES FERRY RD
DAMASCUS CHURCH RD
teska

Zoning

The Town's Land Use Ordinance defines zoning text and the zoning map. As implementation of the Comprehensive Plan takes place, the Land Use Ordinance and accompanying Zoning Map will need to be updated accordingly, as described in the Implementation Plan Chapter of this plan.

Please visit the interactive Carrboro webmap to zoom in and get a more detailed view of the zoning districts here.



Corridor Plans

The Town identified several corridors located throughout Carrboro and its jurisdictional boundary to evaluate the best course of action for existing uses and future development. These corridors were selected based on the results of community engagement calling for opportunities for growth and development to accommodate housing, especially affordable housing; commercial and industrial development; and public improvements and additional parklands.

Much like Carrboro is often described as an eclectic, quirky place that is unlike other towns, each corridor also has its own character and functions differently from one another, even along the length of a given corridor. Although there are some overlapping features, the intent was to examine each one, along with its nearby area, incorporate existing conditions, highlight upcoming projects being implemented by the Town, and consider proposed future projects from planning documents. This data, along with input from the extensive engagement process, led to the identified opportunities that further the goals of the comprehensive plan in these areas.

In no way does this mean that each corridor will change immediately nor should the recommendations listed be treated as solutions. The prospects shown and described are meant to be a baseline to spur additional input. The maps aim to determine the optimal use of land that addresses cross-cutting elements from this comprehensive plan. These are not zoning maps and are not regulatory. Finding a common ground with the existing surroundings, preserving significant structures/properties, and selecting future development appropriate for each corridor will all be taken into consideration as each area develops over time.

How to Use the Corridor Plans

The following corridors were defined to highlight recommendations for future land use and other related opportunities. These include:

- Jones Ferry Road Corridor and Downtown
- NC 54
- Rogers, Homestead and Old NC 86
- Estes and N. Greensboro

A narrative description is provided for each corridor along with two visuals: an Opportunity Map, and a Future Land Use Map. The Opportunity Maps outline current conditions and highlight opportunities (signified by numbers) and possible changes in land use (signified by letters). The Future Land Use map highlights existing and future land use. Changes in land use are shown as hatched and identified with letters that are described in the accompanying text.

Jones Ferry Road Corridor and Downtown

The vision for Jones Ferry Road (JFR) is to upgrade the roadway into a boulevard that provides access across Carrboro from NC 54 to Main Street and downtown and provides opportunities for new development and redevelopment to accommodate growth in this highly accessible area. North and South Greensboro Street provide a north-south roadway providing access to other areas of Carrboro and are home to a mix of older homes and businesses with more recent development, including the planned 203 Project.

The purpose of the JFR Corridor and Downtown Opportunity Map is to show ideas for improvements – from transportation to new uses – that would enhance the area. JFR has diverse land uses including a variety of housing densities and different types of businesses and services, including the new IFC building and the soon-to-be-completed Club Nova Clubhouse.

Jones Ferry Road Corridor and Downtown Opportunities

(See Opportunity Map)

1 Improve pedestrian safety and walkability at NC 54 and Jones Ferry Road, while reinforcing pedestrian and bike safety along the entire corridor, including protected bike lanes, improved crosswalks, potential pedestrian refuge islands, and an overall improved and safer pedestrian environment. At the time of plan adoption, protected bike lanes are being piloted on part of the corridor.

2 Proceed with the Westwood Cemetery planning process in a way that considers the needs and interests of residents for interment, open space, and other potential uses.

3 Identify potential commercial redevelopment along Main Street and Fidelity just north of Town Hall.

4 Pursue either a Transit Overlay District and/or increasing allowable development density along Jones Ferry Road between Barnes and Main Street, along E. Main Street to the border with Chapel Hill, and along N. and S. Greensboro Street. A Zoning Overlay district may be needed to ensure the surrounding neighborhoods remain affordable.

5 Add separated bike lanes on W. Main Street and consider traffic circles at Main and Weaver Street and Laurel and Weaver while improving pedestrian crossings between Town Commons and Weaver Street. (Note: traffic circles at these locations have been considered as part of past transportation studies.)

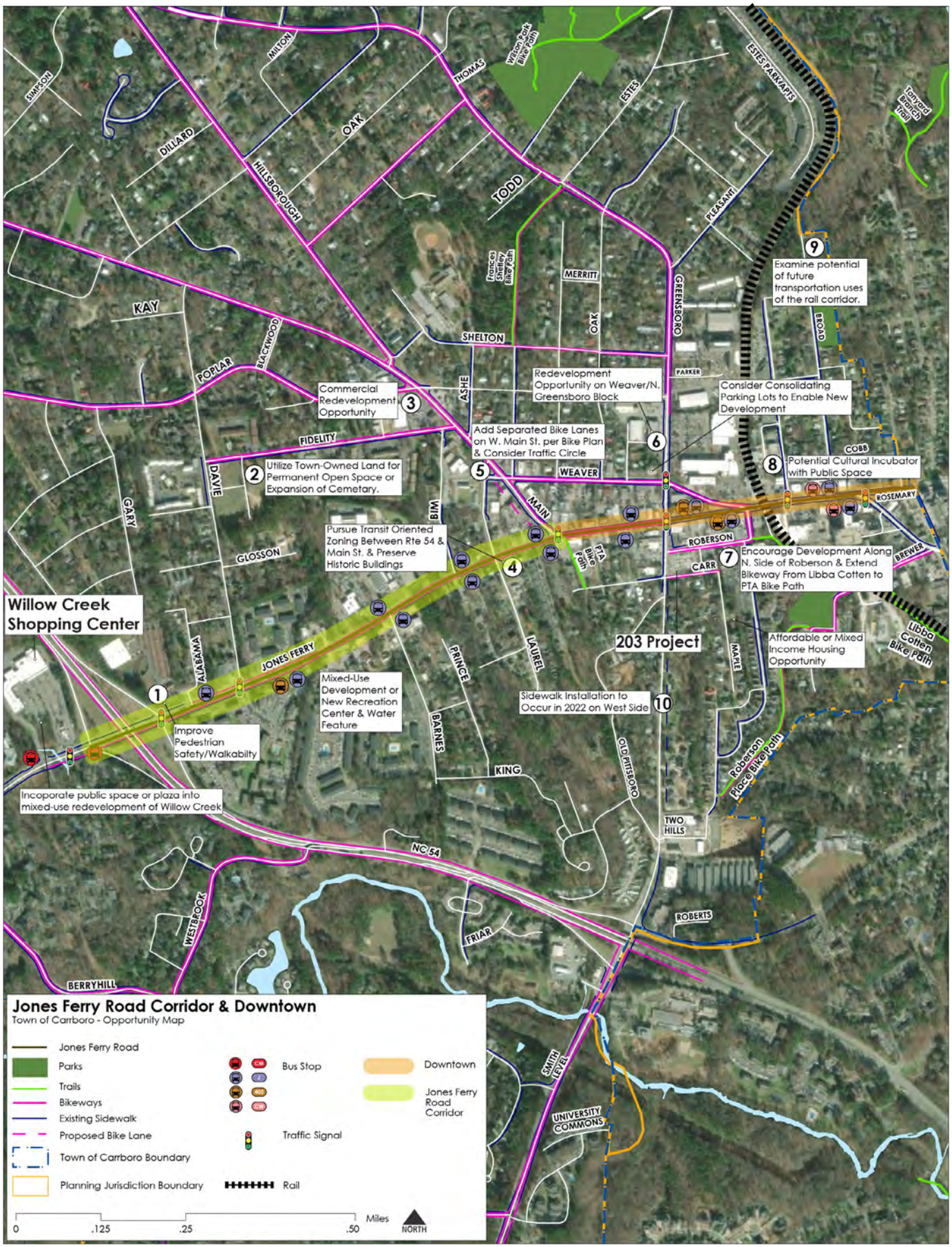
6 Pursue redevelopment opportunities to enhance the availability of commercial and mixed-use development (including affordable housing) at N. Greensboro and Short St.

7 In conjunction with the 203 Project, encourage development along the north side of Roberson for private and public outdoor seating and entertainment. Pursue the creation of a shared street to improve bike connectivity between the Libba Cotten Bike Path and PTA Bike Path.

8 Consider a cultural incubator with public amenities on the underused parking lot on the east side of the railroad tracks along E. Main Street, while ensuring there is adequate parking for all uses and preservation of existing historic structures.

9 Examine potential of future transportation uses of the rail corridor.

▲ *With the planned 203 Project, Roberson Street (Site 7) should be redesigned to be safer and more attractive for pedestrians and bicycles with a connection to the Libba Cotten Trail.*


Jones Ferry Road Corridor & Downtown
Town of Carrboro - Opportunity Map
Jones Ferry Road
Parks
Trails
Bikeways
Existing Sidewalk
Proposed Bike Lane
Town of Carrboro Boundary
Planning Jurisdiction Boundary
Bus Stop
Traffic Signal
Rail
Downtown
Jones Ferry Road Corridor
0
.125
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Miles
NORTH
Willow Creek Shopping Center
1
Improve Pedestrian Safety/Walkabilty
Incoporate public space or plaza into mixed-use redevelopment of Willow Creek
2
Utilize Town-Owned Land for Permanent Open Space or Expansion of Cemetary.
3
Commercial Redevelopment Opportunity
4
Pursue Transit Oriented Zoning Between Rte 54 & Main St. & Preserve Historic Buildings
Mixed-Use Development or New Recreation Center & Water Feature
5
Add Separated Bike Lanes on W. Main St. per Bike Plan & Consider Traffic Circle
6
Redevelopment Opportunity on Weaver/N. Greensboro Block
Consider Consolidating Parking Lots to Enable New Development
7
Encourage Development Along N. Side of Roberson & Extend Bikeway From Libba Cotten to PTA Bike Path
8
Potential Cultural Incubator with Public Space
9
Examine potential of future transportation uses of the rail corridor.
10
Sidewalk Installation to Occur in 2022 on West Side
203 Project
Affordable or Mixed Income Housing Opportunity
Wilson Park Bike Path
Frances Shelton Bike Path
PTA Bike Path
Roberson Place Bike Path
Libba Cotten Bike Path
Lanyard Branch Trail
SIMPSON
MILTON
THOMAS
ESTES
ESTES PARKWAYS
DILLARD
OAK
HILLSBOROUGH
TODD
PLEASANT
MERRITT
KAY
BLACKWOOD
POPLAR
SHELTON
GREENSBORO
BROAD
PARKER
ASHE
FIDELITY
DAVIE
WEAVER
COBB
ROSEMARY
GARY
WIB
MAIN
ROBERSON
GLOSSON
CARR
BREWER
ALABAMA
JONES FERRY
PRINCE
LAUREL
MAPLE
BARNES
KING
OLD PITTSBORO
TWO HILLS
NC 54
WESTBROOK
FRIAR
ROBERTS
BERRYHILL
SMITH LEVEL
UNIVERSITY COMMONS

Jones Ferry Road and Downtown Future Land Use

The future land use map acts as a vision for development and reinvestment opportunities. Several areas have been highlighted based on community engagement and current planning documents. The purpose here is not to necessarily replace existing properties but achieve a balance that acknowledges the present character of the corridor with new opportunities for development. This includes examining current uses that could be elevated to alternative uses based on appropriate development of surrounding sites.

Jones Ferry Road Corridor and Downtown Sites

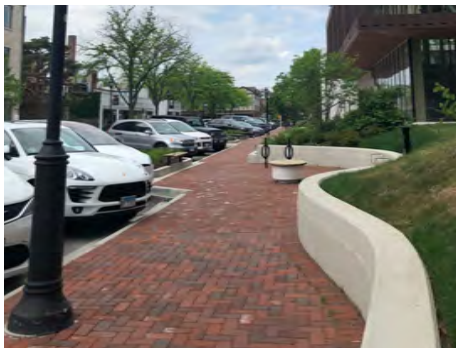
(See Future Land Use Map)

A Encourage the redevelopment of Willow Creek Shopping Center into a mixed-use business district with commercial retail, businesses, and mix of multi-unit housing types. Redevelopment should include a public gathering plaza and a pedestrian-oriented design that safely accomodates all modes of transportation.

B Plan for new, mixed-use development that would include an affordable housing component and/or pursue the site for a new Recreation Center with a pool or other water feature. The site is currently an industrial use that could be relocated to another, less central location in Town.

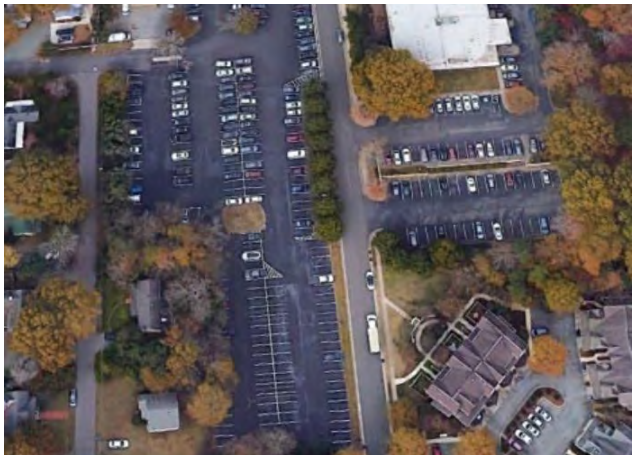
C Increase options for accessing the downtown that minimizes dependency on cars and discourages the construction of additional parking infrastructure.

D Develop new affordable housing that is appropriate for potential sites and the corridor overall. Also, pursue consolidation of overflow parking for Carr Mill Mall and other downtown businesses.

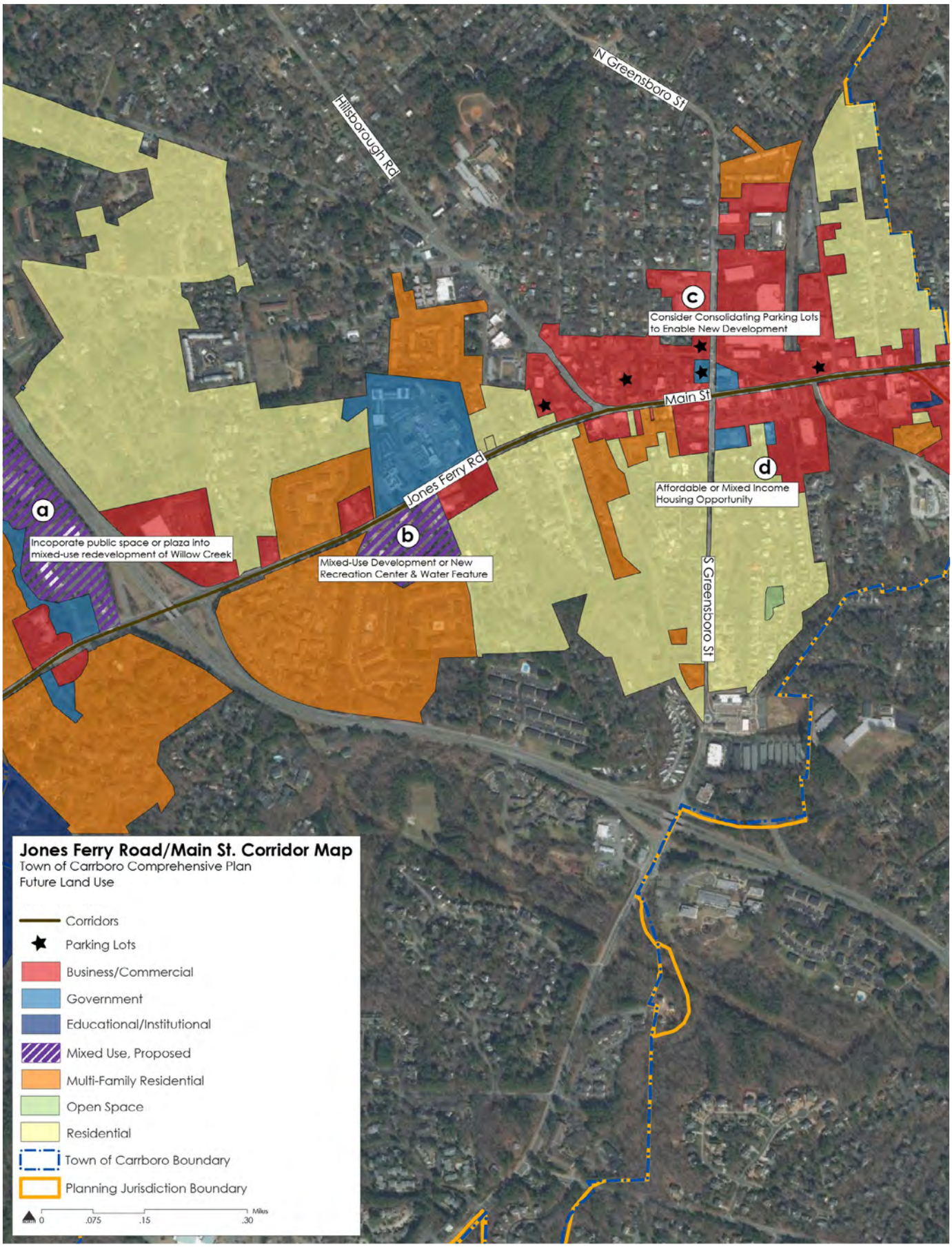


Examples from a redesigned downtown street next to a cultural institution that blends new and old and provides spaces for all users in a comfortable, pedestrian scale.

Example of mixed-use development with housing over small businesses.



Underutilized sites such as this on Sweet Bay (Site D) could accommodate affordable housing and locally-owned businesses as well as offer sufficient parking to serve downtown businesses.


N Greensboro St
Hillsborough Rd
Main St
Jones Ferry Rd
S Greensboro St
a
Incoporate public space or plaza into mixed-use redevelopment of Willow Creek
b
Mixed-Use Development or New Recreation Center & Water Feature
c
Consider Consolidating Parking Lots to Enable New Development
d
Affordable or Mixed Income Housing Opportunity
Jones Ferry Road/Main St. Corridor Map
Town of Carrboro Comprehensive Plan
Future Land Use
Corridors
Parking Lots
Business/Commercial
Government
Educational/Institutional
Mixed Use, Proposed
Multi-Family Residential
Open Space
Residential
Town of Carrboro Boundary
Planning Jurisdiction Boundary
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.15
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Miles

NC 54 Corridor

NC 54 is a northwest-southeast arterial with a highway-like design with commercial, institutional, and multi-family housing on both sides, plus open space on the east side. Beautification and traffic safety measures should be used to create an urban boulevard feel to the roadway. The corridor was developed to include larger multi-family units providing a critical source of housing that has been relatively affordable for families, local workers and students. Some of these multi-family developments may have excess parking or inefficient layouts that could become opportunities for new housing development.

The corridor intersects with Jones Ferry Road on the southern end, connecting it to a transitional downtown area and other highway networks, eventually merging into 15-501. It is served by existing transit, specifically CW & CM Bus Lines and allows bicyclists to ride along the roadway shoulders, which should be improved for comfort and safety of bicyclists.

The idea for the NC 54 Corridor is to add multi-modal amenities to enhance walkability and bikeability, improve existing developments with more pedestrian-oriented features, pursue infill development of affordable housing, and create new public or private spaces.

NC 54 Corridor Opportunities

(See Opportunity Map)

1 Make safety improvements for all users along NC 54 and at the intersection with Old Fayetteville Road in conjunction with the Lloyd Farm development. The focus on this intersection is safety and accessibility for all modes of transportation with an emphasis on bikes, pedestrians, & transit.

2 Continue to work with NCDOT to make additional pedestrian crossing improvements to access and improve bus stops on both sides of NC 54.

3 Improve the roadway and plaza connection between Carrboro Plaza and surrounding residential developments.

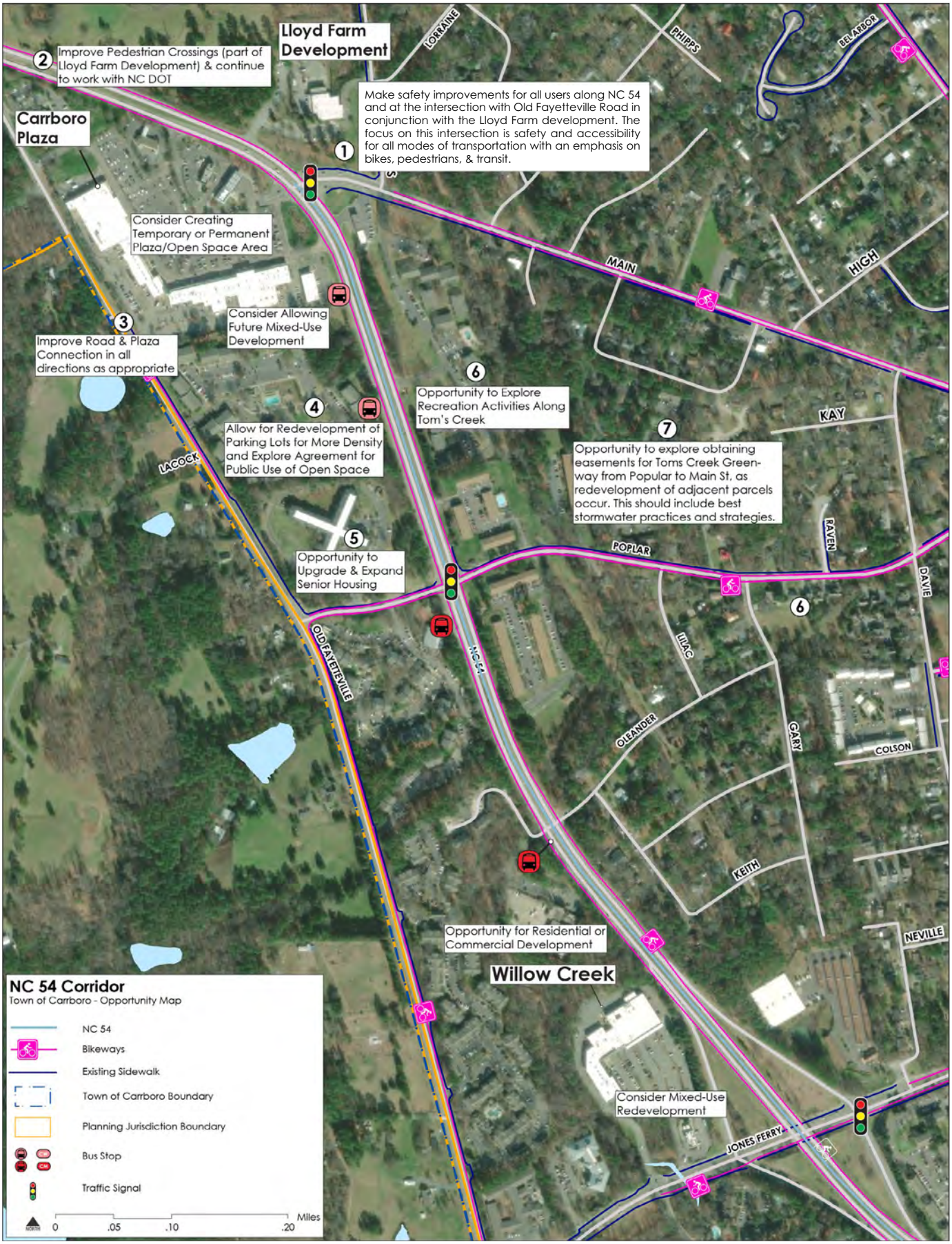
4 Allow for redevelopment of underused parking lots in larger developments for either greater open space and/or new housing units.

5 Opportunity to upgrade and expand existing senior housing while also continuing to preserve affordable housing developments, such as Carolina Spring.

6 Explore recreation opportunities along Tom's Creek.

7 Opportunity to explore obtaining easements for Tom's Creek Greenway from Poplar to Main St, as redevelopment of adjacent parcels occur. This should include stormwater best practices and strategies.

Carrboro Plaza and Berkshire Manor (Site 3) can be improved through new mixed-use development opportunities to become a more walkable area through better connections, redesigned and more compact parking areas, and sites for affordable and mixed-income housing.


Lloyd Farm Development
2 Improve Pedestrian Crossings (part of Lloyd Farm Development) & continue to work with NC DOT
Carrboro Plaza
1 Make safety improvements for all users along NC 54 and at the intersection with Old Fayetteville Road in conjunction with the Lloyd Farm development. The focus on this intersection is safety and accessibility for all modes of transportation with an emphasis on bikes, pedestrians, & transit.
Consider Creating Temporary or Permanent Plaza/Open Space Area
Consider Allowing Future Mixed-Use Development
3 Improve Road & Plaza Connection in all directions as appropriate
4 Allow for Redevelopment of Parking Lots for More Density and Explore Agreement for Public Use of Open Space
6 Opportunity to Explore Recreation Activities Along Tom's Creek
7 Opportunity to explore obtaining easements for Toms Creek Greenway from Popular to Main St. as redevelopment of adjacent parcels occur. This should include best stormwater practices and strategies.
5 Opportunity to Upgrade & Expand Senior Housing
Opportunity for Residential or Commercial Development
Willow Creek
Consider Mixed-Use Redevelopment
LORRAINE
PHIPPS
BELARBOR
MAIN
HIGH
KAY
LACOCK
POPLAR
RAVEN
DAVIE
OLD FAYETTEVILLE
NC 54
LILAC
OLEANDER
GARY
COLSON
KEITH
NEVILLE
JONES FERRY
NC 54 Corridor
Town of Carrboro - Opportunity Map
NC 54
Bikeways
Existing Sidewalk
Town of Carrboro Boundary
Planning Jurisdiction Boundary
Bus Stop
Traffic Signal
0 .05 .10 .20 Miles

NC 54 Future Land Use

Several properties have been selected based on their potential to see additional development, affordable housing and quality public or private spaces. Through reinvestment and redevelopment, new mixed-use development and affordable housing opportunities could become available to accommodate growth and development that is accessible to transit, shopping, and other amenities.

NC 54 Corridor Sites

(See Future Land Use Map)

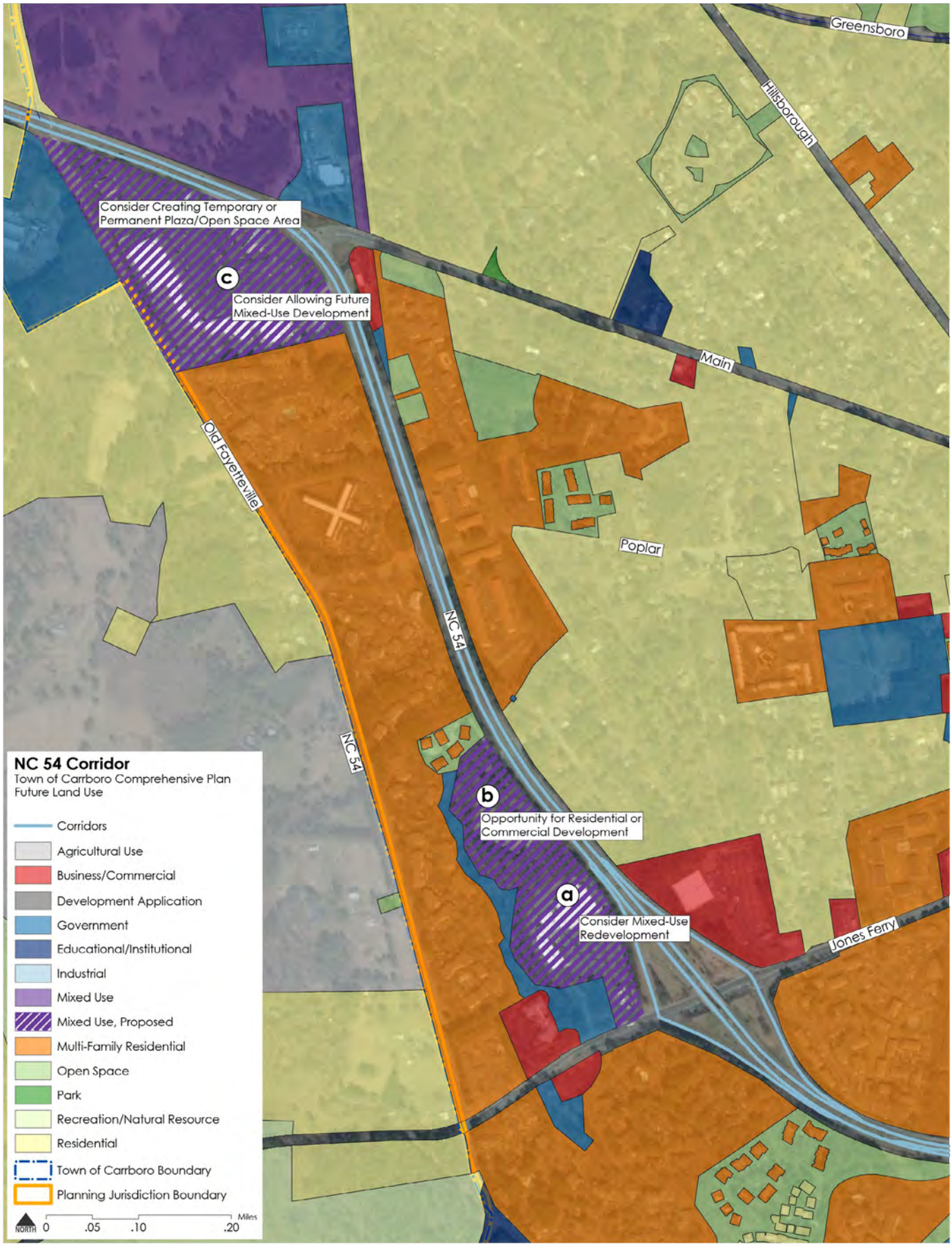
A Consider mixed-use redevelopment of Willow Creek. (See Jones Ferry Road Corridor for more details.)

B Opportunity for redevelopment for residential or commercial development to replace office building on NC 54.

C Pursue upgrades to or redevelopment of Carrboro Plaza, including allowing future mixed-use development and a public plaza for special events, gatherings and possible location for cultural markets and festivals.

Willow Creek Shopping Center (Sites A and B) and vacant former office site on Route 54 (Site A) could be redeveloped with locally owned stores and restaurants, affordable and mixed-income housing, and a public plaza.

Examples of office over retail that could be a part of the redevelopment of the vacant office site on Route 54 (Site B).


Greensboro
Hillsborough
Consider Creating Temporary or Permanent Plaza/Open Space Area
c
Consider Allowing Future Mixed-Use Development
Main
Old Fayetteville
Poplar
NC 54
NC 54
b
Opportunity for Residential or Commercial Development
a
Consider Mixed-Use Redevelopment
Jones Ferry
NC 54 Corridor
Town of Carrboro Comprehensive Plan Future Land Use
Corridors
Agricultural Use
Business/Commercial
Development Application
Government
Educational/Institutional
Industrial
Mixed Use
Mixed Use, Proposed
Multi-Family Residential
Open Space
Park
Recreation/Natural Resource
Residential
Town of Carrboro Boundary
Planning Jurisdiction Boundary
NORTH
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Rogers, Homestead and Old 86 Corridor

Located in the northern portion of Carrboro's jurisdiction, the area has a largely suburban, residential design with schools and churches distributed across the area and blending into the rural area. The Rogers Road area is home to a historic Black neighborhood and the RENA Community Center (located just east of Rogers Road in Chapel Hill but serving the entire neighborhood). There is a mix of residential, open space, and institutional uses. The area is served by existing amenities such as bike lanes, trails, sidewalks, and the HS Bus Line, but residents are largely dependent on cars to reach many destinations such as downtown and other commercial areas.

The Rogers & Homestead Opportunity Map is meant to facilitate additional connections and amenities for residents, particularly to serve the families and residents of the Rogers Road area.

Planned St. Paul Village (Site 2) is planned for the corner of Rogers Road and Purefoy on a 20.4 acre site. It will include a new worship sanctuary, senior and affordable housing, child care, youth and senior centers, a health clinic, historical museum and memorial garden.

New amenities should be planned for the Rogers Road area including expansion of the RENA center and new features, such as the possibility of a splash pad, such as this one from Little Rock, AK.

Rogers, Homestead and Old 86 Corridor Recommendations

(See Opportunity Map)

1 Plan for community improvements for the Rogers Road area consistent with the *Rogers Road: Mapping Our Community's Future* Plan.

2 Future St. Paul Village improvements including senior and affordable housing, child care, youth, senior center, recreational facilities, a wellness center, health clinic, historical museum and memorial garden.

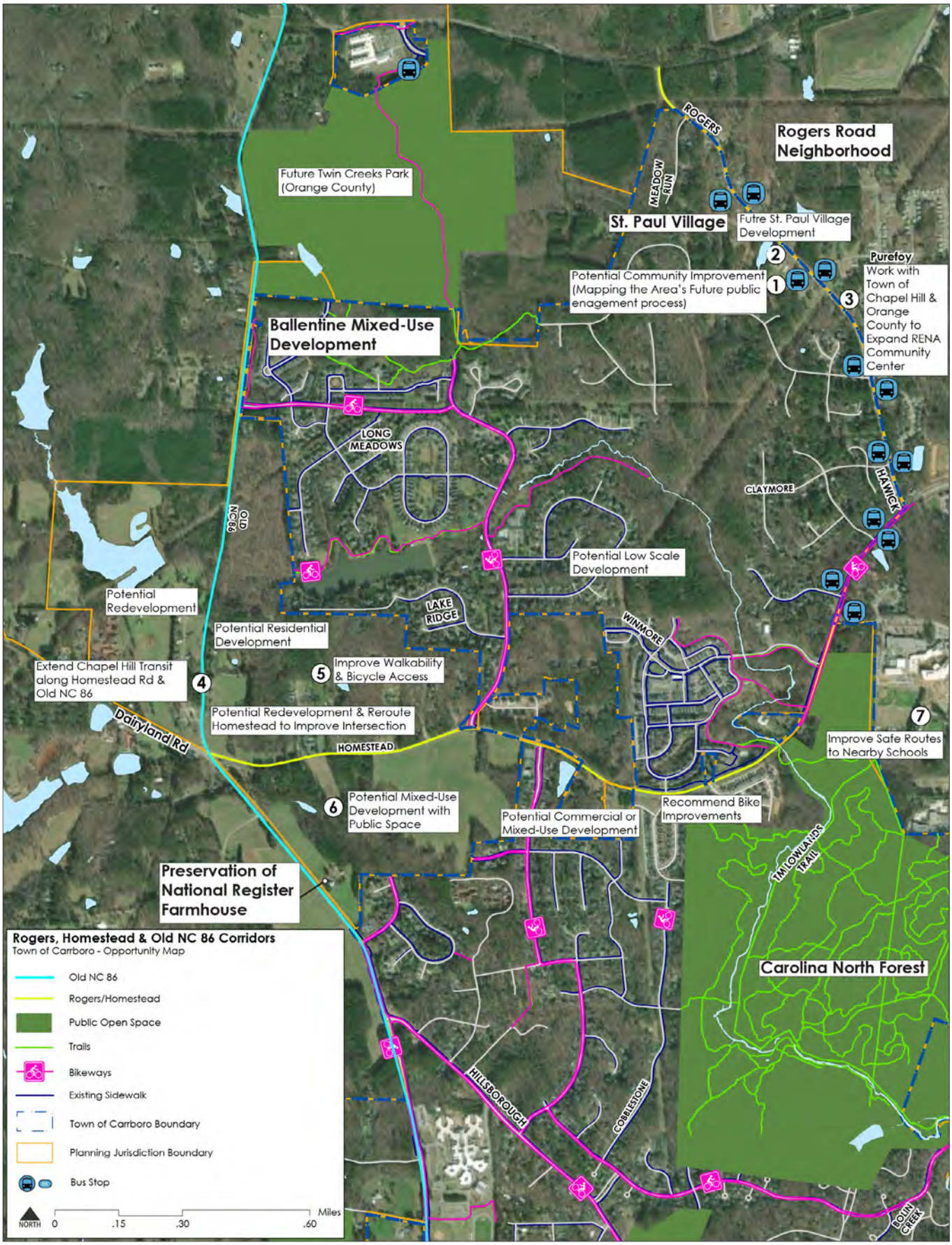
3 Work with the Town of Chapel Hill and Orange County to expand RENA Community Center to provide additional recreational and education opportunities to the Rogers Road community.

4 Extend Chapel Hill Transit along Homestead Road and Old NC 86 to extend service to this section of Carrboro as the demand for transit increases.

5 Plan for bicycle facilities to serve the Homestead Road Corridor and development on both sides of Old 86.

6 Plan for mixed-use development to provide a destination for the surrounding areas while preserving open space, water resources and bike and pedestrian access in new development.

7 Improve safe routes to Seawell Elementary School, Seawell Middle School, and Chapel Hill High School.


Rogers Road Neighborhood
Future Twin Creeks Park (Orange County)
ROGERS
MEADOW RUN
St. Paul Village
Futre St. Paul Village Development
Purefoy
Work with Town of Chapel Hill & Orange County to Expand RENA Community Center
Potential Community Improvement (Mapping the Area's Future public enagement process)
Ballentine Mixed-Use Development
LONG MEADOWS
CLAYMORE
HAWICK
OLD NC 86
Potential Low Scale Development
Potential Redevelopment
LAKE RIDGE
WINMORE
Potential Residential Development
Improve Walkability & Bicycle Access
Extend Chapel Hill Transit along Homestead Rd & Old NC 86
Dairyland Rd
Potential Redevelopment & Reroute Homestead to Improve Intersection
HOMESTEAD
Improve Safe Routes to Nearby Schools
Potential Mixed-Use Development with Public Space
Potential Commercial or Mixed-Use Development
Recommend Bike Improvements
TMI LOWLANDS TRAIL
Preservation of National Register Farmhouse
Carolina North Forest
HILLSBOROUGH
COBBLESTONE
BOLIN CREEK
Rogers, Homestead & Old NC 86 Corridors
Town of Carrboro - Opportunity Map
Old NC 86
Rogers/Homestead
Public Open Space
Trails
Bikeways
Existing Sidewalk
Town of Carrboro Boundary
Planning Jurisdiction Boundary
Bus Stop
NORTH
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Miles

Rogers, Homestead and Old 86 Corridors Future Land Use

To further goals of adding more commercial and mixed-use development throughout Town, two sites are identified in this area that provide opportunities for small, infill development that would serve the immediate residential areas. In general, "infill" or "small-scale" development refers to development that fits the context of its surrounding area and provides amenities that relate to other suitable uses.

Both sites are located near developed areas, with opportunities to create trails, bikeways, and sidewalks for people living in the area. As the area evolves over time, coordination with the Town of Chapel Hill is also important and highly encouraged as development occurs near the corridor, which could affect its character. Additionally, another potential use to consider is light industrial in select areas where it is deemed appropriate given surrounding uses.

Careful planning is needed to accommodate new, mixed-use development at the intersection of Old NC 86, Homestead Road (Site H) that protects natural resources and the historic farmstead.

Rogers, Homestead and Old 86 Corridor Sites

(See Future Land Use Map)

A Potential Community Commercial on the west side of Rogers Road north of Purefoy Drive in alignment with Rogers Rd. Neighborhood Zoning Initiative.

B A small node was approved as part of Ballentine's rezoning, with a mix of development types that remains consistent with the approved conditional use permit (special use permit).

C Plan for residential and mixed-use development along the west side of Old NC 86.

D Consider land for small-scale, mixed-use development.

E Plan for mixed-use development with a commercial node at Old NC 86 and the northwest side of Homestead Road.

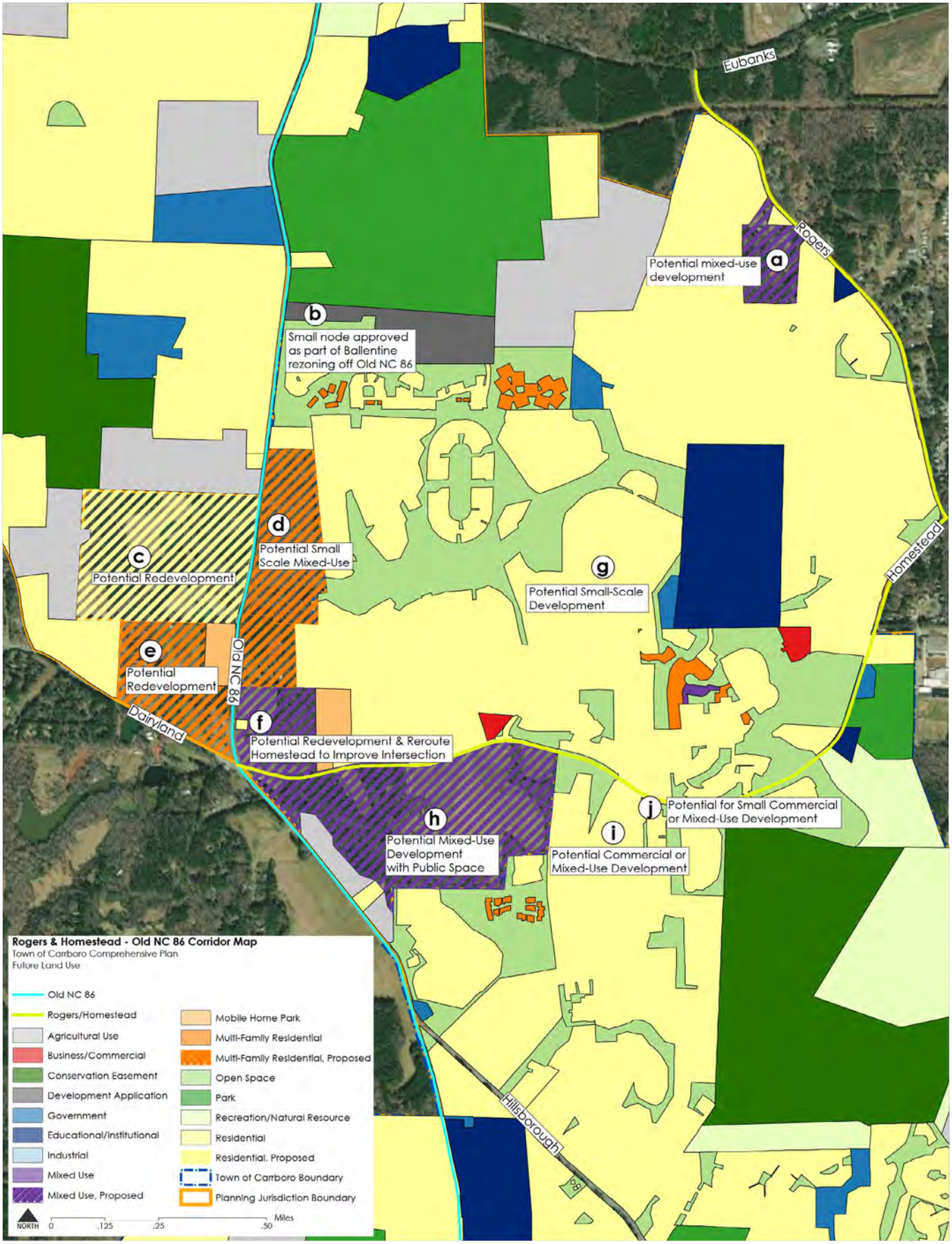
F Plan for mixed use development and a rerouting of Homestead Road to improve the intersection.

G Potential for low-scale, infill commercial space next to Lake Hogan Farms Clubhouse, such as office, retail, or a cultural amenity.

H Plan for mixed-use development and a commercial node or a recreational center with pool or water feature at Old NC 86 and the south side of Homestead Road.

I Plan for commercial or mixed-use development with a buffer between the use and nearby low-density housing.

J Potential for a small commercial or mixed-use development at Homestead and Bellamy Lane.


Eubanks
Rogers
Homestead
Old NC 86
Dairyland
Hilsborough
a
Potential mixed-use development
b
Small node approved as part of Ballentine rezoning off Old NC 86
c
Potential Redevelopment
d
Potential Small Scale Mixed-Use
e
Potential Redevelopment
f
Potential Redevelopment & Reroute Homestead to Improve Intersection
g
Potential Small-Scale Development
h
Potential Mixed-Use Development with Public Space
i
Potential Commercial or Mixed-Use Development
j
Potential for Small Commercial or Mixed-Use Development
Rogers & Homestead - Old NC 86 Corridor Map
Town of Carrboro Comprehensive Plan
Future Land Use
Old NC 86
Rogers/Homestead
Agricultural Use
Business/Commercial
Conservation Easement
Development Application
Government
Educational/Institutional
Industrial
Mixed Use
Mixed Use, Proposed
Mobile Home Park
Multi-Family Residential
Multi-Family Residential, Proposed
Open Space
Park
Recreation/Natural Resource
Residential
Residential, Proposed
Town of Carrboro Boundary
Planning Jurisdiction Boundary
NORTH
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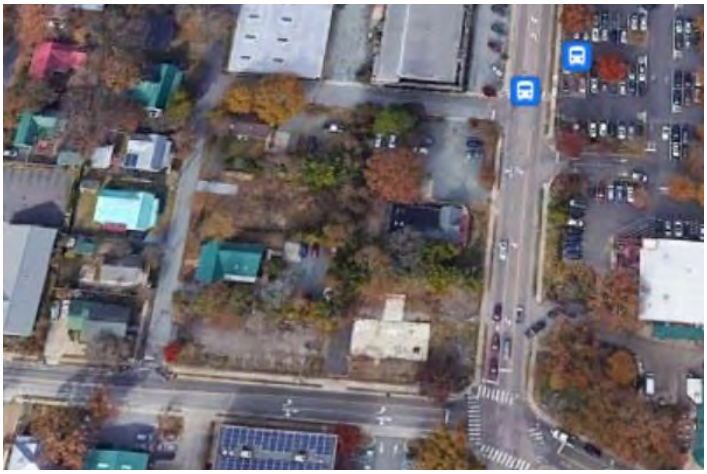
Miles

Estes & N. Greensboro Corridor

Estes & North Greensboro has open space, institutional, residential, parks, multi-family, and commercial land uses. With proximity to the downtown area, the corridor is served by bikeways, sidewalks, trails, and transit, the N Bus Line.

The intent is to make improvements in this area that consider redevelopment opportunities or additions as appropriate in key sites, preserve significant properties, and create a transition to the downtown core.

Chapel Hill Public Housing (Site 3) should be redeveloped to provide critically needed housing for very low-income households with improved amenities and open spaces for the residents.



The vacant site at the northwest corner of Weaver and N. Greensboro (Site A) is a critical site for mixed-use development to support local stores and/or restaurants and affordable housing.

Estes and N. Greensboro Corridor Opportunities

(See Opportunity Map)

1 Add separated bike and pedestrian facility on Estes Road between N. Greensboro and Chapel Hill.

2 Extend Chapel Hill Transit N Bus Route southwest to N. Greensboro traffic circle.

3 Work with Chapel Hill Public Housing to redevelop and provide additional, high-quality public housing units.

4 Work with landowner to encourage additional landscaping and Green Stormwater Infrastructure (GSI).

5 Identify and consider additional density, where appropriate, to allow for housing or mixed-use development along N. Greensboro St.

6 Preserve Mill homes and other significant properties as additional growth and development occurs.

7 Pursue consolidation of parking lots to enable new development.

8 Improve landscaping and stormwater detention to reduce runoff.

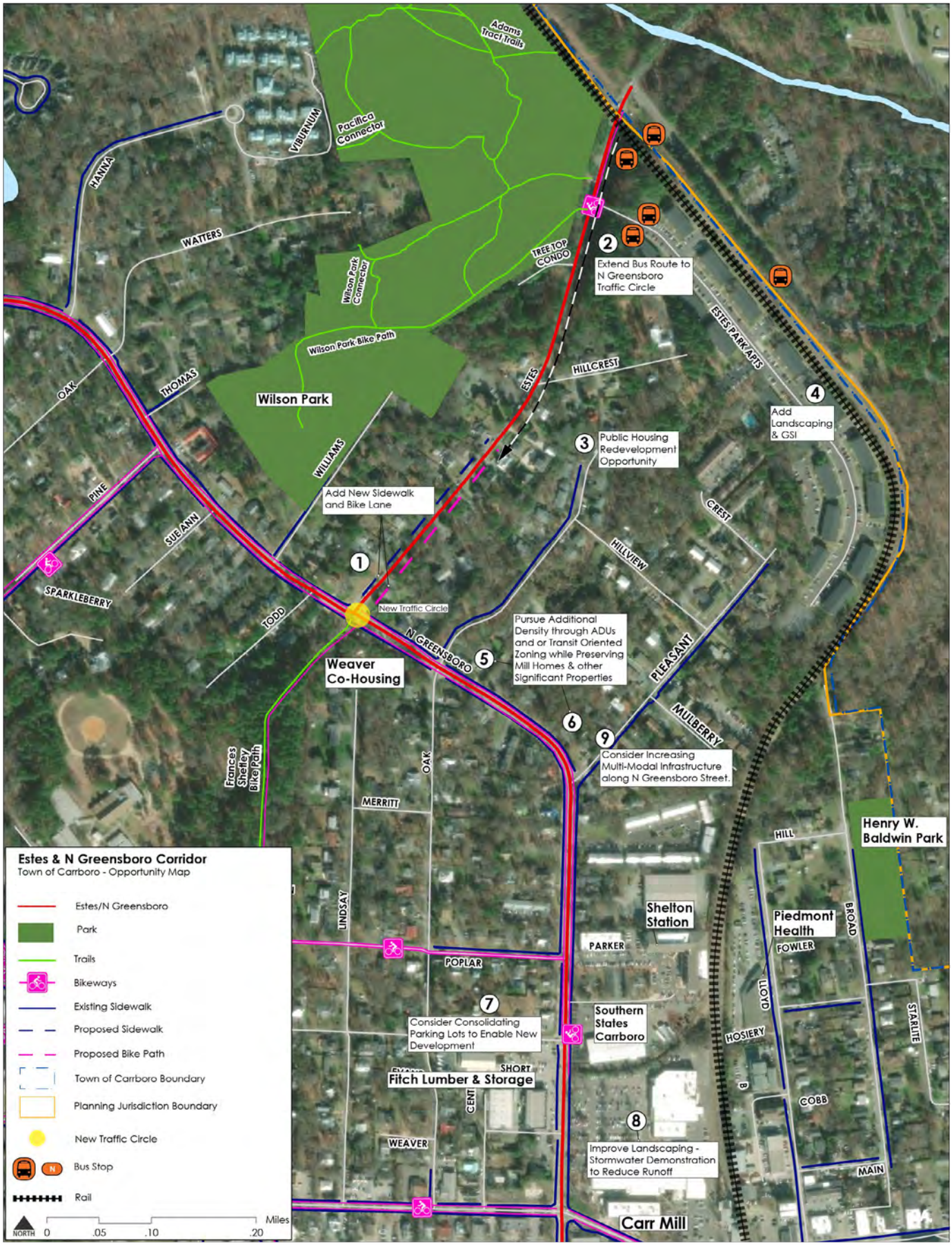
9 Increase multi-modal infrastructure along N Greensboro Street.

Estes and N. Greensboro Corridor Sites

(See Future Land Use Map)

A Potential for additional commercial or mixed-use development along Weaver Street to provide additional commercial opportunities for the downtown.

The Landings in the Winmore neighborhood is an example of the scale and amenities for affordable housing that could serve as a template for new housing near the downtown such as at Site 3.


Estes & N Greensboro Corridor
Town of Carrboro - Opportunity Map
Estes/N Greensboro
Park
Trails
Bikeways
Existing Sidewalk
Proposed Sidewalk
Proposed Bike Path
Town of Carrboro Boundary
Planning Jurisdiction Boundary
New Traffic Circle
Bus Stop
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NORTH
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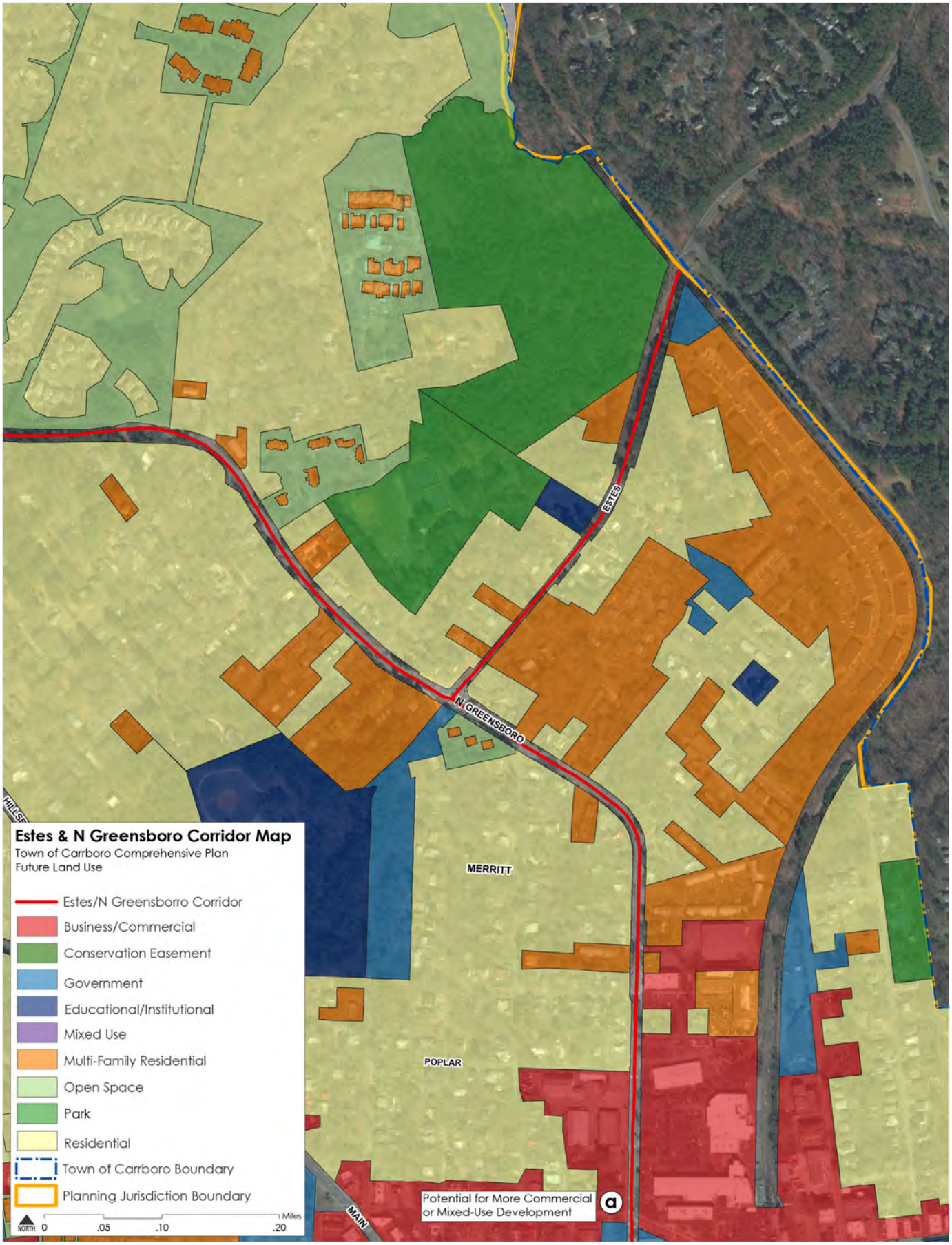
Adams Tract Trails
Pacifica Connector
VIBURNUM
HANNA
WATTERS
Wilson Park Connector
Wilson Park Bike Path
Wilson Park
TREE-TOP CONDO
ESTES
HILLCREST
ESTES PARK APTS
OAK
THOMAS
WILLIAMS
PINE
SUE ANN
SPARKLEBERRY
TODD
New Traffic Circle
N GREENSBORO
Weaver Co-Housing
Frances Shelley Bike Path
MERRITT
OAK
LINDSAY
POPLAR
GREST
HILLVIEW
PLEASANT
MULBERRY
HILL
Henry W. Baldwin Park
Shelton Station
PARKER
Piedmont Health
FOWLER
BROAD
LLOYD
STARLITE
HOSIERY
Southern States Carrboro
SHORT
Fitch Lumber & Storage
CENTER
WEAVER
COBB
MAIN
Carr Mill
1 Add New Sidewalk and Bike Lane
2 Extend Bus Route to N Greensboro Traffic Circle
3 Public Housing Redevelopment Opportunity
4 Add Landscaping & GSI
5 Pursue Additional Density through ADUs and or Transit Oriented Zoning while Preserving Mill Homes & other Significant Properties
6
7 Consider Consolidating Parking Lots to Enable New Development
8 Improve Landscaping - Stormwater Demonstration to Reduce Runoff
9 Consider Increasing Multi-Modal Infrastructure along N Greensboro Street.


Estes & N Greensboro Corridor Map
Town of Carrboro Comprehensive Plan
Future Land Use
Estes/N Greensborro Corridor
Business/Commercial
Conservation Easement
Government
Educational/Institutional
Mixed Use
Multi-Family Residential
Open Space
Park
Residential
Town of Carrboro Boundary
Planning Jurisdiction Boundary
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ESTES
N GREENSBORO
MERRITT
POPLAR
MAIN
Potential for More Commercial or Mixed-Use Development
a

Related Strategies & Projects in Other Chapters

Climate Action and Environment

- Conserve and restore watersheds, ecosystems, and native species.
- Work with OWASA and Town of Chapel Hill to improve riparian vegetation condition along sanitary sewer rights of ways and greenways.
- Expand stormwater management measures as part of ecosystem enhancement, watershed restoration, climate resilience, and quality of place improvements.
- Promote policies to ensure equitable distribution of environmental burdens and access to natural areas and ecosystems to be equitable across race, income, and ability, especially in neighborhoods that have been denied and historically underserved.

Transportation & Mobility

- Improve transportation options for all communities, with a focus on incrementally shifting transit stops to denser areas to serve as connections between residences and points of interests while limiting displacement impacts on marginalized populations.
- Work with transit partners, the Town of Chapel Hill, and UNC to develop longer-range plans for Bus Rapid Transit (BRT), improved connectivity, connections to regional transit services, park-and-ride facilities, and transit-supportive land use development such as pedestrian-friendly, high-density, and mixed use.
- Reduce negative effects of parking requirements on housing costs.

Green Stormwater Infrastructure, Water, & Energy

- Update stormwater management practices to improve water quality.
- Address the effect of development on stormwater management.
- Continue to Implement watershed management and restoration practices.
- 80% reduction 2010 levels of community greenhouse emissions attributed to Carrboro buildings by 2030.
- Host renewable energy sites in the business district, among clustered commercial buildings, or Town buildings.

Affordable Housing

- Meet the demand for affordable units for different types of households for households up to 80% of AMI.
- Support and build upon the land trust model and investigate other examples to acquire as well as keep housing permanently affordable, such as cooperative housing.
- Increase number of rental units that are permanently affordable to individuals and families earning up to 60% of AMI with a particular focus on those earning less than 30% AMI.
- Partner with existing rental developments to investigate strategic additions of new affordable units.
- Create redevelopment incentives that include affordable housing set-asides for rental housing units.

- Continue to support rental housing development through the Affordable Housing Fund and leveraging other resources.
- Expand the provision of Accessory Dwelling Units.
- Preserve existing mobile home parks and identify possible locations for additional mobile and manufactured housing.
- Maintain and improve the quality of Naturally Occurring Affordable Housing (NOAH).

Economic Sustainability

- Promote economic development that is resilient, promotes excellence in design, reinforces a sense of place, expands commercial development opportunities, promotes infill development, and reduces the tax burden on residents.
- Support well-planned and designed, higher density and mixed-use development in the downtown.
- Strengthen other business districts and commercial areas in Carrboro's neighborhoods.
- Promote the green economy including local innovators and low-impact industries.

Recreation, Parks & Culture

- Strive for a park, play field, or other green space within walking distance (e.g. half-mile or 15-minute walk) and physically accessible to all residents in Carrboro.
- Prioritize access for Black, Indigenous and People of Color (BIPOC), immigrants, and other underserved communities in siting new park and recreation facilities or improving access to existing parks and facilities, including the number of entrances, access points, and safe pathways to existing facilities, allowing more residents to be able to walk to a park.
- Pursue opportunities for new, expanded, or shared multi-purpose fields that can accommodate a range of activities and users.
- Identify new sites for recreational opportunities as part of future development in the Extra Territorial Jurisdiction (ETJ).

Public Services

- To emphasize the protection of existing neighborhoods, development that is compact, energy-considerate and ecologically appropriate, therefore promoting trust, mutual respect, acceptance, happiness, and well-being.
- To evaluate and support commercial/office/business/residential mixed use developments in new or redeveloping areas in support of strategic priorities to diversify revenue streams and maintain ethnic and economic diversity.
- Maintain public buildings and grounds in an environmentally friendly manner so they are pleasant and safe gathering spaces.
- Increase the energy efficiency of municipal buildings

ENDNOTES

1. U.S. Census 2020
2. Carolina Demography, 2019
3. Town of Carrboro and Orange County GIS

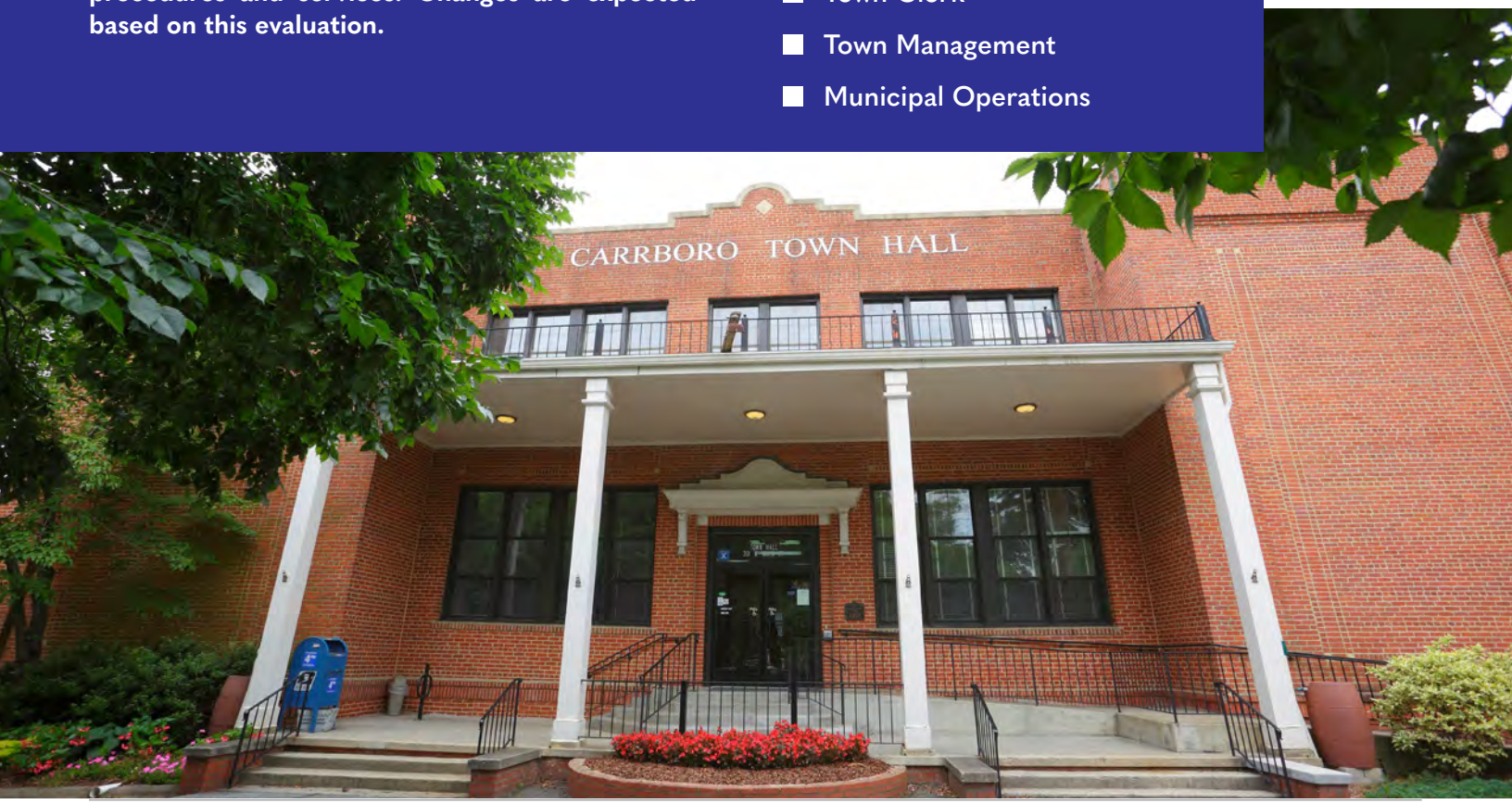
CHAPTER TEN

Public Services & Communications

The strategies and projects in this chapter are largely derived from annual budget narratives and performance measures submitted annually by each department. They reflect the current priorities of the Town and each department. These priorities are reevaluated annually as part of the budgeting process.

As part of the Town's participation in GARE and the urgent need to address disparities and to create an equity-focused organization and community, each town department has begun using the racial equity assessment lens to evaluate policies, practices, procedures and services. Changes are expected based on this evaluation.

- Communications
- Finance
- Fire-Rescue
- Human Resources
- Information Technology (IT)
- Planning
- Police
- Public Works
- Town Clerk
- Town Management
- Municipal Operations



COMMUNICATIONS & COMMUNITY ENGAGEMENT

Mission: To provide public information, encourage participation, improve trust in local government, and enhance the Carrboro brand and reputation. Through implementation of the Inclusive Carrboro Communications and Community Engagement Plan, we strive to ensure accessible communications to serve our diverse community with new pathways for resident engagement.

Expand equitable community participation in the decision-making and implementation of Town goals and policies.

Equity requires that all individuals, especially marginalized populations, can meaningfully contribute to the creation and implementation of community goals and policies. Inclusion of marginalized voices reduces the potential for negative unintended consequences for these community members.

Strategy 1.1 Create meaningful partnerships to engage with community members.

A Actively recruit members from and develop public sessions with community organizations and resident leaders, prioritizing traditionally underrepresented populations.

B Identify a funding source to pay for resident expertise on boards to reduce the barrier of participation for low-income residents.

C Transparently communicate government decisions from vision to implementation in culturally responsive ways (e.g., language accessibility and neighborhood-based meetings.)

- To be culturally responsive to diverse populations, the Town should provide professionally translated materials (e.g., Spanish, Burmese, and other languages) using language that is readily understood by the general public. Community meetings should occur at times and locations that enable participation by various populations.

D Evaluate current community engagement opportunities for accessibility and cultural appropriateness.

- Engage community-based organizations and resident leaders that serve diverse populations to evaluate current community engagement activities.
- Develop and implement a plan to improve engagement practices in the areas identified by the evaluation findings.

Strategy 1.2 Value members as advisors in community engagement processes.

A When community members are considered advisors, government staff seek their input and take heed of the feedback shared. Government plans and processes are responsive to the information and integrate the provided feedback.

- Implement the Inclusive Carrboro Communications and Community Engagement Plan
- Increase public awareness of and participation in Town decisions, programs and services
- Expand Neighborhood Information Network.
- Hold community conversations with liaisons and partners.
- Complete Town Website redesign
- Create internal systems to standardize and enhance communications
- Develop organizational communications guidance.
- Establish organizational graphic design tool/platform.
- Coordinate and standardize emergency communications

FINANCE DEPARTMENT

Mission: The Finance Department provides financial management support for the delivery of town-wide services through the administration of financials, budgeting, accounts payable, purchasing and contracts, risk management and safety, billing and collections, payroll, and project development through best business practices.

1. Strengthen financial accountability throughout the organization.

A Coordinate annual audit and prepare Comprehensive Annual Financial Report.

B Review and update policies and procedures.

2. Process and record all transactions accurately and timely.

A File all required financial reports with state and/or federal agencies.

3. Make financial information available to decision makers on a regular and timely basis.

4. Evaluate and implement strategies to utilize technology for increased operating efficiency, effectiveness, and cost savings.

A Continue to identify strategies for streamlining administrative processes.

B Continue to increase knowledge among departments on the use of MUNIS financial system.

C Increase use of EFTs with vendors.

Additional Projects

- Financing for 203 South Greensboro Street Project.
- Secure favorable financing for vehicles and equipment replacement.
- Develop a Participatory Budgeting process for the Town at-large, and a Green Neighborhood participatory budgeting program that returns saved money to the specific neighborhood (CCAP), especially in traditionally underserved neighborhoods.

FIRE AND RESCUE DEPARTMENT

Mission: To continuously strive to focus on our Community's needs, wants, and safety and to provide them our best possible service.

1. Provide all hazards response in accordance with industry best practices to ensure Carrboro remains a safe place to live, work, and visit.

2. Provide community risk reduction services, including public education and fire prevention efforts, to foster an environment of awareness and collaboration in which risks are proactively reduced making our community safer.

A Research and develop comprehensive third grade lesson plans to address the top three identified community risks applicable to youth by June 30, 2023, if children return to normal school schedules.

B Annually host an open house to deliver safety messages to the community based upon the top three identified community risks. The goal of the open house will be to reach a minimum of 300 individuals.

C The Fire Department will canvas a minimum of four neighborhoods that house marginalized individuals. The canvas will ensure the installation and operation of smoke detectors. Special attention will be paid to neighborhoods/areas where smoke detector installation has been in question or non-existent.

3. Identify the most common causes of personal injury and property damage, locally and regionally, to implement public education strategies to reduce risks due to identified causes.

A Conduct public education and outreach to independent and assisted living occupancies to educate the geriatric community on the top three issues directly affecting this demographic. The public education will be conducted quarterly to meet the goal of reaching 75% of independent and assisted living occupancies by June 30, 2022.

4. Provide comprehensive training to all personnel to maximize operational capabilities.

A Ensure 90% of training objectives assigned to personnel will ensure they meet training requirements outlined by the North Carolina Rating and Response System and North Carolina Office of Emergency Medical Services (EMS). Training objectives will include fire training, EMS, technical rescue, and Community Risk Reduction (CRR).

B A holistic program focused on mental health and wellbeing of all fire personnel. It will include compiling internal and external resources, an action plan for personnel experiencing a mental health crisis, and formalized grief counseling measures. 100% of employees will be trained on available internal and external resources dealing with mental health as well as recognizing potential concerns in co-workers.

5. Creation of a succession plan to prepare personnel for advancement as opportunities arise, and to assist with personnel retention.

Additional Projects and Performance Measures:

- The administration will utilize the racial equity lens as a guideline to review 90% of all Standard Operating Guidelines to ensure guidelines are not written or implemented in a manner that creates a bias or racial inequity.
- By June 30, of each FY, the Administration will review the inspection schedule to confirm 100% of occupancies have scheduled inspections per the NC DOI code and enforcement schedule.
- Ensure that 100% of submitted plan reviews will be reviewed and returned to Inspections Department within 10 business days of receipt.

HUMAN RESOURCES

Mission: To partner with the management team to recruit, hire, develop, and retain a highly qualified diverse staff dedicated to delivering exemplary customer service and to creating an atmosphere of positive employee relations that focuses on the health and wellness of all employees.

1. Work with Town Manager and Management Team to maintain a fair, respectful, and effective work environment through Organizational Development work and initiatives, training, and communication.

A Provide Organizational Development assistance to Town Manager and Management Team.

B Provide staff development training to management and employees.

2. Research, review, and recommend competitive and cost-effective benefits to attract and retain highly qualified staff.

A Administer town-provided and voluntary benefits, including counseling all employees on benefit plans and options.

3. Research and review pay and position classification policies and programs that support Council's goals for competitive, living wages and that also provide employees with an affordable housing wage.

A Ensure that every position, whether full-time or part-time, is paid at least a living wage equivalent to the rates established by the Orange County Living Wage non-profit.

B Conduct and respond to salary surveys on a regular basis to ensure staff are competitively compensated.

4. Implement well-being program for employees in keeping with Councils' goal of enhancing quality of life for everyone.

A Research and develop programs to support all aspects of employee wellness, including physical, mental, emotional, and financial well-being.

B Coordinate employee assistance program (EAP) services.

5. Provide a fair and equitable process for attracting applicants and retaining employees who have the education and experience commensurate with position requirements.

A Regularly review the implementation of the personnel policy and relevant practices to assure adherence to the Town's Equal Employment Opportunity policy.

B Periodically conduct employee and management surveys to learn about any potential recruitment and retention issues.

C Participate in the Town's GARE initiative to ensure equitable hiring practices.

INFORMATION TECHNOLOGY (IT) DEPARTMENT

Mission: Assist departments in delivering technology-based solutions that are cost-effective and increase the effectiveness and efficiency of various Town services. This is accomplished in a spirit of partnership and consultation with our stakeholders, which fosters a customer-focused environment that integrates people, processes, and technology. To work with various external and community organizations, as directed by the Town Manager, to discover mutually beneficial relationships sharing technology resources and strengths.

1. Provide the technology to enhance the delivery of Town services and to increase the access to and the quality of vital government data.

A Install conduit along South Greensboro Road during NCDOT sidewalk project for fiber optic cabling to connect the Town's Century Center and 203 Project (potentially) to Public Works.

B Continue working with architects on IT/technology related aspects of the 203 Project.

2. Partner with our customers to understand their business processes and needs and then identify activities that can be effectively streamlined through the application of technology in a manner that is cost-effective, convenient and satisfactory.

3. Align technology to business processes throughout Town government.

4. Increase business continuity and limit service interruption through the application of technology and infrastructure redundancy.

5. Work with county, municipal, educational and other agencies to share, cooperatively build and leverage existing infrastructure.

A Continue to work with Orange County, OWASA, UNC-Chapel Hill, Town of Chapel Hill and Chapel Hill-Carrboro City Schools to interconnect and expand fiber optic networks and share knowledge.

B Continue to work with various North Carolina Next Generation Network (NCNGN) initiatives. NCNGN is a regional effort by four leading universities and six municipalities seeking to accelerate the deployment of ultra-high-speed networks to their surrounding communities.

C Continue to work with Google to bring Google Fiber to the Carrboro Community

6. Apply various technologies that enable staff, citizens and others to decrease their carbon footprint while working for the Town or interacting with the Town

PLANNING DEPARTMENT

Mission: The Planning Department's mission is to help the Town define and carry out its vision for sustaining existing and future populations. The department monitors the availability and use of resources needed to maintain a balance of the built and natural environments. The department fulfills this mission by offering professional planning, zoning, building code, and engineering and geographic information services to residents, property owners, and businesses.

1. Provide thorough, timely and responsive service, ensuring accuracy, effective and efficient use of financial, human and physical resources, innovative and engaging support for community initiatives, and clear and successful communication strategies.

A Complete transition of zoning applications to Energov, including development of new Active Projects Report.

B Coordinate and manage completion of comprehensive planning process.

2. Emphasize the protection of existing neighborhoods, development that is compact, energy-considerate and ecologically appropriate, therefore promoting trust, mutual respect, acceptance, happiness, and well-being.

3. Coordinate development of a well-balanced public infrastructure, including green infrastructure which improves walkability and access to transit.

A Complete design process for pedestrian and bicycle improvements (e.g. South Greensboro Street and Jones Creek).

B Begin construction of Morgan Creek Greenway after successful selection of contractor.

C Identify funding opportunities and service expansion through public engagement and local/regional transit planning partnerships.

4. Evaluate and support commercial/office/business/residential mixed use developments in new or redeveloping areas in support of strategic priorities to diversify revenue streams and maintain ethnic and economic diversity.

A Coordinate development process, including permitting and construction authorization, for uses at 203 S. Greensboro property.

5. Excel in GIS technology and other means of access to Town information and services, including downloadable data sets, location-based functions.

6. Cooperate with federal, state, county and municipal governments and multi-national companies to provide new and leverage existing GIS technology and data in the service of the Town government, staff, and citizens.

POLICE DEPARTMENT

Mission: The Carrboro Police Department protects the citizens, businesses and properties within the municipal limits of the Town of Carrboro by providing committed law enforcement officers and community services that foster a safe living environment in our community.

1. Ensure Carrboro will continue to be a safe community for all residents, business owners/ operators, and guests.

A Maintain Carrboro's Safety for residents, business owners/operators and visitors.

B Reduce the number of known drug houses and street-level drug sales locations.

C Continue partnership with Public Works and Recreation and Parks staff to provide a safe setting for all special events.

2. Monitor and address traffic and pedestrian and bicyclist safety issues.

A Maintain the number of pedestrian safety operations involving Community Services Division personnel.

B Increase the number of directed patrols and speed enforcement campaigns involving Uniform Patrol Division personnel.

C Reduce the number of traffic accidents, enhancing bicycle and pedestrian safety.

3. Meet mandated training requirements.

4. Recruit and hire diverse officers.

A Maintain current staffing levels.

5. Develop and retain personnel who effectively deal with emergency, crisis, and/or complex situations and handle routine duties carefully and professionally.

6. Train and develop employees for advancement and/or for expanding job responsibilities.

A Continue management/leadership training for supervisors.

7. Increase Community Policing efforts.

A Re-start community outreach programs.

8. Continue to use social media to inform and involve the community.

Additional Projects:

- Maintain current fuel consumption.
- Obtain new or enhanced revenue sources.

PUBLIC WORKS DEPARTMENT

Mission: Promote a safe, healthy, and pleasing environment and community for residents and the general public through ever progressing projects, programs, and services

1. Provide timely, cost-effective maintenance of public street system including signage, storm drainage system, multi-use paths, and rights-of-way.

A Administer contracts for bi-annual street resurfacing, sidewalk improvements, and pavement markings based on maintenance needs identified in the Pavement Condition Survey and Sidewalk and Curb Ramp Condition Survey.

B Work with NCDOT to improve the ADA compliance of pedestrian infrastructure.

C Update all roadway regulatory signs to MUTCD standards with high reflectivity for better visibility.

D Implement wayfinding signage for the Town municipal parking lots.

E Improve and maintain existing infrastructure in order to protect the Town's investments; including interior appearance of various facilities (wall repair, painting, and routine cleaning). Improve public infrastructure so that public perception increases from a B- to an A for the biennial community survey.

2. Provide cost effective, reliable solid waste collection, and disposal services.

A Implement bulk item collection route to improve customer service and efficiency.

B Continue to evaluate, design, and implement recommendations from the Solid Waste Study including Every-Other-Week collection, and education and outreach.

C Continue to investigate food waste disposal options. Work with Orange County and the Solid Waste Advisory Group to identify other programs.

3. Maintain public buildings and grounds in an environmentally friendly manner so they are pleasant and safe gathering spaces.

A Implement a Master Plan for Town Facilities including strategies to improve energy efficiency and sustainability.

B Continue to provide residents with aesthetically pleasing and safe facilities.

C Incorporate energy and climate protection strategies and upgrades; and work with the Environmental Sustainability Coordinator to identify other energy reducing projects.

4. Provide cost effective maintenance of the Town's motor vehicle fleet and equipment.

A Continue to evaluate and revise existing policies to improve operational efficiencies including vehicle replacement, employee overtime, safety policies, and emergency operations.

5. Administer construction projects within budget and on schedule.

A Assist the Capital Improvements Projects with various engineering and construction needs.

B Support the continued design and building of the 203 South Greensboro Street Project.

C Continue to coordinate and provide support on Capital Improvement Projects for greenways, roadways, sidewalks, biking improvements, bus shelter replacement, and projects outlined in the Facilities Rehabilitation Project Fund.

6. Assist the Town to meet their overarching goals and objectives by providing various engineering services.

A Assist the Streets and Grounds Division with various engineering services for public benefit and public safety.

B Continue to coordinate all Planning Department application reviews.

C Continue to prepare design documents for "Pedestrian and Bicycle Safety projects".

7. Achieve, and exceed where possible, stormwater performance standards established in the Town Code, Land Use Ordinance, and by the State.

A Continue to assist the Stormwater Division with engineering services for various stormwater management needs.

Additional Projects:

- Continue to provide Town services in the most efficient, safe, and quality manner including support for special events within the Town.
- Continue to enhance service levels and efficiencies of existing operations by improving knowledge in, and usage of, the Town's GIS capabilities. (Ex. solid waste collection, loose leaf collection, mowing, street sweeping, street and ROW maintenance, street sign maintenance, park assets, and building maintenance).
- Continue to explore funding and grant options for capital projects.
- Further enhance on the job training and certifications of employees to better serve the Town's needs and ensure all Public Works staff complete the Government Alliance on Race and Equity (G.A.R.E.) training.
- Continue to seek out minority firms for contract procurement.
- Continue to prepare Public Works for increasingly severe weather due to climate change.
- Continue to work with FEMA to obtain funding, and/or other grant opportunities, for relocation of the Public Works facility due to high risk location hazards.

TOWN CLERK

Mission: Prepares Town Council meeting agendas and minutes and make them available to citizens and town staff; maintain official town documents; prepare and make available updates to the Town Code and provide support for the Mayor and Town Council

1. Serve the Council and the public by facilitating the production of meeting agendas and minutes in a clear, timely fashion.

A To continue educational requirements for Master Municipal Clerk Designation from the International Institute of Municipal Clerks.

2. Provide complete and accurate minutes to the Town Council so they can be approved in a timely fashion.

3. Maintain and organize official town documents, including the Town Code and all Town Contracts, for the use of the Council, staff, and the public.

4. Provide multiple public access points for all minutes and agendas.

A To continue using Granicus agenda, meeting, and minute management software for efficient meetings.

5. Increase the use of available technology in storage and retrieval of all town documents.

A To increase the number of electronically indexed contracts.

B To continue scanning of contracts.

TOWN MANAGER

Mission: Implement the policies of the Mayor and Town Council and communicate them to the citizenry. To be responsive to the community and to be responsive to the citizens' needs to consistently meet their requirements.

1. To lead an organization that functions well internally and implements Council policies in a timely, effective, efficient, and friendly manner.

A Continued emphasis on equity initiative.

B Active participation in long-term recovery and resiliency post-pandemic.

C Implementation of Capital Improvements Plan.

D Completion of the 203 Project.

2. To give well-informed, helpful advice to the Council Members on policy options and other matters.

3. To facilitate effective Board action through the presentation of clear, concise agendas.

4. To adhere to the professional code of ethics and always work towards the long-term best interests of the Town.

A Continued town financial sustainability.

5. To ensure staff satisfaction and retention.

A Organizational and employee development.

6. To communicate Town policy, decisions, and activities clearly and efficiently to residents and staff.

MUNICIPAL OPERATIONS

Goal: Achieve 80% reduction in municipal emissions by 2030
This goal refers to greenhouse gas emissions due to municipal operations.

1. Increase the energy efficiency of municipal buildings.

Energy efficiency reduces the amount of fuel needed to power buildings, which reduces both the emissions and energy costs.

Refer to other department-specific strategies in this chapter to view relevant projects already underway.

A **Conduct building energy audits of all municipally owned buildings**. Engage qualified energy professionals to conduct a building energy audit, establish a baseline energy performance and compare to similar buildings, and identify energy efficiency opportunities for each municipal building.

B **Continue to upgrade building equipment with more energy efficient technology.** Continue ongoing energy efficiency efforts to upgrade building equipment and operations, while evaluating life-cycle costs.

C **Improve resilience against climate concerns with energy backup generators for new critical facilities.** Supply backup energy generators for new critical facilities such as fire houses, hospital and care facilities, and shelters.

D **Consolidate municipal uses of buildings and improve building operations and maintenance best practices.** Study opportunities to consolidate buildings to move departments in closer proximity with each other, in order to reduce building and transportation energy usage. Improve building operations, maintenance, and occupant behavior to reduce energy use. Support with policy as needed, e.g., a Town policy requiring purchase of EnergyStar-rated products.

2. Reduce greenhouse gas emissions due to municipal fleet operations.

Several approaches can be taken to reduce energy use and emissions related to vehicle travel.

A **Right size the vehicle fleet.** "Right-sizing" eliminated unneeded vehicles from the municipal fleet. This can reduce maintenance costs and encourage more efficient use of municipal vehicles.

B **Replace internal combustion vehicles with electric vehicles and/or alternative fuel vehicles, as the market continues to improve.** Identify bulk purchasing and other opportunities to replace conventional vehicles with electric vehicles, and replace certain Public Works vehicles with biogas vehicles. Install solar-powered EV charging stations at municipal buildings.

C **Reduce vehicle idling**. Adopt an anti-idling policy for all municipal vehicles to require engine shut-off while vehicles are not moving. Provide supplementary battery systems for vehicles where idling is required.

D **Reduce staff travel to meetings.** Identify opportunities to reduce staff vehicle travel to meetings, e.g., consolidation of departmental office space, virtual meetings, or meeting in a centralized location. Identify resources provided by the Triangle Transportation Demand Management program.

E **Accurately track fuel use, mileage, and lifecycle cost data, to prioritize fleet transition.** Accurate accounting will enable decision-making for right-sizing the fleet and procuring electric and/or alternative-fueled vehicles.

F **Develop a clean vehicle procurement process that aligns to Business Enterprise goals.** Use a data-driven approach to develop a clean vehicle procurement process that reduces transportation emissions and supports Disadvantaged Business Enterprises. Identify research that must be completed in developing the process and consider phasing of the procurement process to meet various departmental needs.

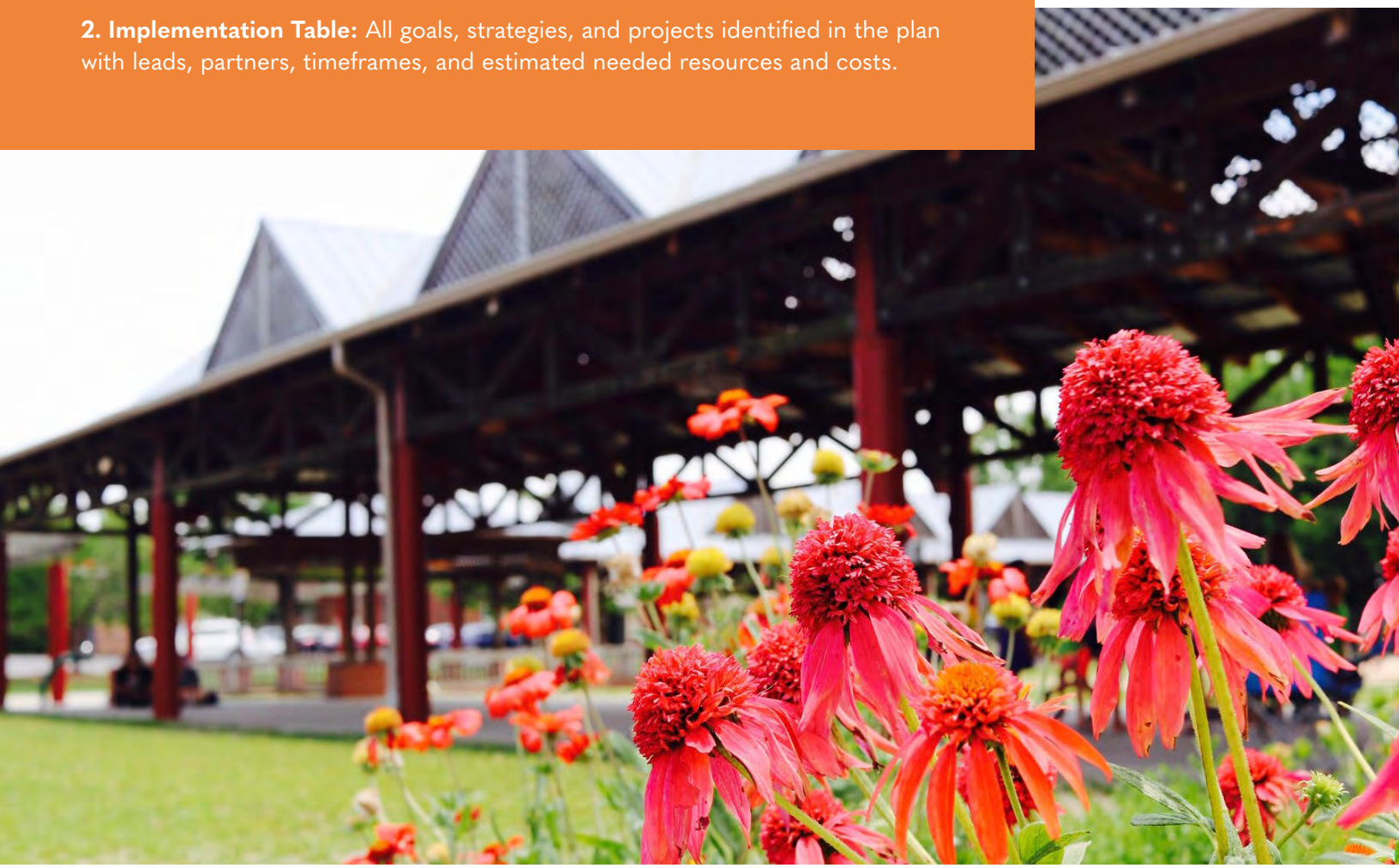
CHAPTER ELEVEN

Implementation

Contents

1. Priority Projects: Five high-priority projects for each element of the plan, to be implemented between 2022 and 2026

2. Implementation Table: All goals, strategies, and projects identified in the plan with leads, partners, timeframes, and estimated needed resources and costs.



How to Use this Chapter

The Implementation Plan is divided into two parts.

Priority Projects

The first part contains Priority Projects. These represent five high-priority projects for each element of the plan, to be implemented between 2022 and 2026.

For each Priority Project, action steps describe activities that will be led by the Town and its partners with details on implementation and deliverables. These steps can be used in budgeting for both operating and capital expenses. Decisions of the Town Council will guide these priorities over time based on available resources and continued community input and outreach.

The Priority Projects were selected using input from community engagement activities and with the Carrboro Connects Task Force through an interactive exercise in which they answered the following questions:

- Which strategies and/or projects will best advance race and equity and climate action?
- Which strategies and/or projects are likely to have the greatest cross-cutting, positive community impact to meet the plan's goals over the next five years?
- How will these projects expand access to places, resources, and programming?
- Can you identify partners or resources to help advance these strategies and projects?

Implementation Table

The second part is the Implementation Table. The Table lists every goal, strategy, and project described in the plan, along with the following columns that provide more detail at the project level:

- **Cross-Cutting:** Indicates which other elements of the plan this project relates to
- **Lead:** Town Department or Partner Agency that will have the lead responsibility to implement the project
- **Partners:** Other Town Departments or Partner Agencies that should be involved in the project
- **Timeframe:** Estimate of years for implementation. Note that projects noted as years 6+ may have current or interim activities in earlier years
- **Resources:** Suggested sources of funding
- **Cost:** Relative level of cost for each project

As part of regular reporting and updates to the plan, all implementation items wil be re-evaluated and measured for necessary adjustments.

Cross-Cutting Themes

- Race and Equity
- Climate Action & Environment
- Affordable Housing
- Transportation & Mobility
- Green Stormwater Infrastructure, Water, & Energy
- Economic Sustainability
- Recreation, Parks, & Cultural Resources
- Land Use

Resources

CB	Town Capital Budget
OB	Town Operating Budget
S	State
F	Federal
C	County
P	Private

Estimated Cost

$	Primarily Staffing Time
$$	Operational Budget
$$$	Larger Capital Expense

Updating the Plan

In many cases, the Implementation Plan requires additional resources (both staffing and financial) from the Town of Carrboro. As part of the implementation process, the Town Manager will work with staff to provide a staffing and resources plan to bring to the Town Council to align resources, set targets, and provide transparency to the community on progress towards plan goals.

This operational plan will be updated on an annual basis, along with a progress report and recommendations for updates to the Comprehensive Plan every five years.

Other Plans

This plan does not replace any of the Town's past or current planning efforts, but is intended to be consistent with and implemented alongside those adopted policy documents. The following recent plans are recommended to be adopted as part of this Comprehensive Plan so that they will have the same standing in budgeting, review of policies, and developments: Community Climate Action Plan (2017, Amended 2020), Energy and Climate Protection Plan (2014, Amended 2020), Downtown Parking Plan (2017), Economic Sustainability Plan (2017), and Bike Plan Update (2020).

PRIORITY PROJECTS: AFFORDABLE HOUSING

	Project 1.2 A) Seek funding and resources to expand the capacity of organizations that provide homeownership counseling services.	**Strategy 4.5)** Increase funding to support weatherization and preservation.	**Projects 3.4 A) and B)** Identify existing Town-owned lands and partner with affordable housing developers to acquire land.	**Strategy 6.2)** Engage the community on the need for affordable housing and explore passage of an Affordable Housing Bond.	**Strategy 6.3)** Pursue state and federal housing grants and programs.
2022-2023	Determine the need for additional housing counseling resources; Determine barriers to existing counseling such as languages, cost, transportation, scheduling	Provide outreach and education to determine utility cost burden, especially for affordable housing units.	Identify Town-owned lands that are available for affordable housing based on suitability of site, access to transportation and amenities	Research other NC municipality affordable housing bonds and how they passed	Monitor and apply for grants in Build Back Better capital program
	Secure resources from grants and/or Affordable Housing Fund to expand services	Determine cost and sources of federal, state and local funds to weatherize all affordable units by 2030.	Work with affordable housing developers on possible projects Determine if zoning changes are required	Education and outreach to the community on possibility for a housing bond	Based on availability of land, work with a developer on a new affordable housing development such as LIHTC or senior affordable housing
2024	Expand housing counseling based on available resources	Pursue additional grants to reach funding weatherization goal.	Support efforts of developers to secure sources of funds. Design and development of new affordable, mixed-income and/or mixed use developments	Develop affordable housing bond capital budget if bond passes Determine whether to put bond on ballot	Pursue funding for new affordable housing project with state and federal resources

PRIORITY PROJECTS: AFFORDABLE HOUSING

	Project 1.2 A) Seek funding and resources to expand the capacity of organizations that provide homeownership counseling services.	**Strategy 4.5)** Increase funding to support weatherization and preservation.	**Projects 3.4 A) and B)** Identify existing Town-owned lands and partner with affordable housing developers to acquire land.	**Strategy 6.2)** Engage the community on the need for affordable housing and explore passage of an Affordable Housing Bond.	**Strategy 6.3)** Pursue state and federal housing grants and programs.
2025	Evaluate effectiveness, determine related barriers	Consider creating a technical support team at low or no cost depending on household income	Identify additional lands for affordable housing	If the bond is on the ballot and passes, begin investing in projects	Continue to monitor and apply for grants
2026+	Expand services based on resources that are available	Increase weatherization installations Continue ramp up of weatherization installations	Work with affordable housing developers on additional projects	Continue to invest in affordable housing projects based on passage of bond	Continue to monitor and apply for grants

PRIORITY PROJECTS: CLIMATE ACTION & ENVIRONMENT

	Project 1.1 A) Develop partnerships with public agencies or organizations to increase opportunities to access renewable energy.	**Project 1.1 B)** Continue evaluation of the potential to integrate renewable energy infrastructure during the review of development permits.	**Project 1.2 A)** Expand the Worthwhile Investments Save Energy (WISE) Program and Energy Efficiency Revolving Loan Fund (EERLF).	**Project 4.1 B)** Establish a certificate program and public database for the energy performance of rental housing.	**Project 4.2 D)** Develop a free or low-cost financing program for weatherization, energy efficient, renewable energy/community generation, and water conservation projects.
2022-2023	Within the North Carolina Cities Initiative, understand current efforts by municipalities to achieve increased renewable energy use, challenges at the state/county level.	Research current practices nationwide & the state to incorporating renewable energy infrastructure in permit development. Identify any challenges at implementing ordinances at the state level. Work with NC Clean Energy Tech Center & NC Green Buildings Council on understanding financial benefits to developers.	Program evaluation of EERLF and WISE to understand best practices and challenges. Identify barriers to participation. Planning, Identify additional funding sources for both EERLF and WISE	Collaborate with Triangle Green Building Council to understand where such database has been implemented, what information is required, and how to get it. Understand challenges from state law in making requirements. Town Council continue to seek statutory authority from NC Legislature.	Inventory all currently available programs to low-income households in terms of weatherization, energy efficiency, and water conservation. Understand who is currently accessing them and who is not. Understand current collaborations between program agencies, funding opportunities/ challenges, if any.
2024	Partner with groups like the UNC Environmental Finance Center, utilities (i.e. Duke Energy, Piedmont Electric) and the DOE to understand financial opportunities (either funding programming in town or pushing state to allow for renewables at community scale).	Seek authority from state, if necessary. Educate developers on financial benefits of renewable energy infrastructure. Understand current challenges, especially for affordable housing developers.	Make changes to EERLF and WISE based on evaluation, community engagement, and potential funding sources identified.	Discuss with landlords to understand barriers. Discuss with renters any concerns and what they would want to see. Develop policy and identify funding to establish a certificate program and public database.	Convene program agencies to understand how they can better work together within current funding limitations and identify additional funding opportunities. Conduct engagement of past participants to understand challenges and benefits of programs. Bring in work from Project 1.1A

PRIORITY PROJECTS: CLIMATE ACTION & ENVIRONMENT

	Project 1.1 A) Develop partnerships with public agencies or organizations to increase opportunities to access renewable energy.	**Project 1.1 B)** Continue evaluation of the potential to integrate renewable energy infrastructure during the review of development permits.	**Project 1.2 A)** Expand the Worthwhile Investments Save Energy (WISE) Program and Energy Efficiency Revolving Loan Fund (EERLF).	**Project 4.1 B)** Establish a certificate program and public database for the energy performance of rental housing.	**Project 4.2 D)** Develop a free or low-cost financing program for weatherization, energy efficient, renewable energy/community generation, and water conservation projects.
2025	Develop plan for residential access to solar, thinking about those who can and cannot afford or implement privately (like those without rooftop access). Plan may include incentives, access to community-based renewables, or options to switch to renewable energy on electric bills.	Understand options to improve building designs (work with partners). Identify financial incentives to support integration of infrastructure. Work with partners such as the American Institute of Architects	Launch EERLF & WISE updated version. Targeted outreach to those who did not participate but would have benefited most.	Work with Triangle Building Council or other partner to develop certificate requirements. Continue to advocate to State if statutory authority not granted.	Develop and produce plan to improve programming, paying attention to any changes in funding and advances from Project 1.1A
		Integrate renewable energy infrastructure into development permits (again based on state authority requirements). Educate developers and residents about changes.		Establish the database and policy, Make this a requirement, will depend on state law. Planning, Procure database creator to develop database. Outreach to renters in database creation. Educate landlords on certificate requirements. Input properties in database.	Implement plan – run program.
2026+	Implement plan.			Launch database and outreach to renters.	

PRIORITY PROJECTS: TRANSPORTATION & MOBILITY

	Project 2.1 A) Assess needs and identify funding to expand free public transportation to reach more households by considering different passenger vehicle types.	**Project 2.2 G)** Identify sidewalks to update alongside development projects to increase pedestrian safety and decrease traffic speed.	**Project 2.2 K)** Develop a connected system of on- and off-road bike facilities built for users of varying levels and ages.	**Project 4.1 E)** Plan for multi-level electric vehicle (EV) and bicycle charging stations.	**Project 4.2 A)** Update parking requirements to remove minimum requirements for residential development close to transit.
2022-2023	Conduct outreach to understand where and when public transportation services are needed. Reach out to partners to understand current and potential funding sources.	Conduct community engagement, audit of existing sidewalk infrastructure, and gap analysis of access to high priority populations. Reprioritize sidewalk projects through equity lens and with priority to safe school routes (see SRTS Action Plan).	Identify funding for protected bike lanes on streets identified in the Bike Plan Update: N Greensboro Street, Hillsborough Road, W Main Street, Jones Ferry Road, and Poplar Avenue.	Identify funding for charger installation plan.	Complete residential parking study for all types of residences and conduct community outreach to understand community needs of the different residences.
2024	Work with partners to identify what stops and times are possible and the finances required to implement the routes. Identify and commit to funding to maintain subsidization.	Update framework for prioritizing sidewalk projects per audit and gap analysis.	Conduct engagement with local bicyclists and residents of a range of ages and backgrounds who do not feel comfortable biking in Town to understand where to prioritize additional bike facilities that can encourage more frequent biking.	Identify funding Conduct outreach to residents to identify locations for EV and bicycle charging stations - considering both residential and commercial locations. Outreach should pay attention to who currently has access to EV vehicles and who still needs access to EV vehicles and how to increase access. lation plan.	Conduct financial analysis of benefits of reduced parking requirements to developer costs which can allow for additional affordability options. Calculate opportunities for pervious surface/ stormwater management when parking is removed.

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	Project 2.1 A) Assess needs and identify funding to expand free public transportation to reach more households by considering different passenger vehicle types.	**Project 2.2 G)** Identify sidewalks to update alongside development projects to increase pedestrian safety and decrease traffic speed.	**Project 2.2 K)** Develop a connected system of on- and off-road bike facilities built for users of varying levels and ages.	**Project 4.1 E)** Plan for multi-level electric vehicle (EV) and bicycle charging stations.	**Project 4.2 A)** Update parking requirements to remove minimum requirements for residential development close to transit.
2025	Communicate what opportunities are possible and conduct community engagement to identify which routes to implement.	Identify funding for sidewalk projects, looking for opportunities to achieve implementation efficiencies and complete sidewalk and bicycle infrastructure projects together.	Identify funding for bike projects, looking for opportunities to achieve implementation efficiencies and complete sidewalk and bicycle infrastructure projects together.	Analyze where proper infrastructure is provided to install chargers based on the outreach. For areas where EV chargers are desired but infrastructure is not prepared, identify alternate locations and/or review current policies/construction projects to incorporate necessary infrastructure. Also consider displacement impacts of charger locations.	Develop policy responding to findings of previous two tasks.
		Procure engineers and develop sidewalk facilities.	Procure engineers and develop bike facilities.		
2026+	Implement routes.	Procure construction contractors to implement projects.	Procure construction contractors to implement projects.	Identify funding for charger installation and accessible EV programs.	

PRIORITY PROJECTS: GREEN STORMWATER INFRASTRUCTURE, WATER, AND ENERGY

	GSI Project 2.1 A) Develop and implement a downtown street tree master plan.	WATER Project 2.1 B) Implement incentive programs for stormwater management or infrastructure mitigation for local businesses; develop technical and financial assistance for income-eligible households to participate.	WATER Project 3.2 A) Implement structural and non-structural management measures for redevelopment and infill and add retrofits in dense locations to increase stormwater volume control.	GSI Project 3.1 A) Integrate green stormwater infrastructure dual solutions that improve both stormwater management and function as traffic calming (i.e. streets, alleys, sidewalks, curbs, storm sewers, and greenways).	GSI Project 4.1 B) Develop a playbook for stormwater infrastructure retrofits to educate the public.
2022-2023	Create baseline of existing trees in downtown – include information used in 2019 tree tags	Pilot RainReady program and assess who is participating. If there is low interest from low-income households, convene a community meeting to understand barriers.	Identify dense locations subject to poor stormwater volume control and future project sites that will reduce stormwater volume control. Review structural and non-structural management measures to identify the best management practices for new and existing developments.	Identify roadways at higher risk for flooding and increased pedestrian safety concerns. Prioritize roads near residential areas and schools, especially near affordable housing, and those previously identified in plans. Determine if Town has jurisdiction on design parameters for these roads. If not, work with appropriate jurisdiction to understand design limitations.	Identify and create a list of current popular green stormwater infrastructure methods used throughout the county. Reach out to NC State Cooperative Extension for how-tos implement these methods, as well as other methods that have benefits but are less popular, identify costs for each of these methods, identify businesses that provide green stormwater infrastructure installation for each of these methods
		Work with Department of Economic Development or Chamber of Commerce to identify current businesses conducting infrastructure mitigation/stormwater management projects and determine if any meet Carrboro's business enterprise goals.		Identify funding for design and construction.	
	Identify priority streets with community and stakeholder engagement and data from urban heat island assessment.	Host focus groups with BIPOC-led and small businesses to understand the challenges to including stormwater mitigation projects.	Educate developers and building owners on these different measures and identify challenges/barriers to implementing them.	Hire stormwater design consultants to determine options for the prioritized roads.	
2024	Identify funding opportunities for master plan.				

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2025	Procure planners to develop downtown master plan and begin community engagement for master plan.	Collaborate with Housing Dept. to develop plan for low-income residents to access green stormwater infrastructure based on the community meeting. Look into state resources to identify grants. Identify partners, funding, and educational campaigns to support business uptake. For business who provide installation services, understand challenges to hiring and retaining BIPOC staff.	Identify incentives for implementation. Develop metrics to ensure impacts. Include measures in ordinances or development permits to hold building owners and developers accountable.	Procure contractors and begin construction.	Procure a web design agency to design physical playbook or online webpage, Stormwater Advisory Group act as focus group to inform design. Launch website and make part of RainReady program.
2026+	Release downtown master plan.	Amend and implement changes to RainReady based on previous years work. Complete development and launch program with funding opportunity for BIPOC-led and small businesses. Begin assessments of who is participating in programming and initial challenges.	Begin to measure impacts.		Outreach on website, gather resident feedback on use of website. Measure changes in green stormwater installations and by who (demographically especially around income).

PRIORITY PROJECTS: ECONOMIC SUSTAINABILITY

	Strategy 1.1) Create more equitable opportunities for residents and workers to obtain living wage jobs and a career path to support one's household.	**Strategy 1.2)** Support existing and attract new businesses that include a range of BIPOC, genders, ethnicities, and multiple abilities.	**Strategy 2.1)** Support well-planned and designed higher density and mixed-use development in the downtown.	**Strategy 2.2)** Strengthen other business districts and commercial areas in Carrboro's neighborhoods.	**Strategy 3.3)** Expand tourist opportunities.
2022-2023	Encourage and support businesses to become Orange County Certified Living Wage employers.	Continue to provide outreach to existing businesses to determine what needs they may have and how the Town can help them.	Scope out a small area plan for the Downtown.	Meet with owners of Carrboro Plaza and Willow Creek to discuss plans for upgrades and additional development capacity.	Inventory cultural and natural destinations and events in Carrboro; conduct focus groups to determine messaging
2022-2023	Recognize employers that pay living wages.	Pursue marketing efforts to support locally-owned businesses that reflect the diversity of the community.	Conduct outreach to businesses, property owners and residents; and develop plans for higher density and mixed-uses in target areas of the downtown.	Begin planning for new mixed-use development at Homestead Rd. and Old NC 86	Seek partnerships such as Tourism Development Authority for funding and avenues for marketing.
2024	Seek out and encourage opportunities for light manufacturing industries that can create livelihoods with living wages	Provide assistance based on needs identified by the businesses.	Determine parking, transportation and infrastructure improvements for public safety and quality of life.	Work with property owners and/ or developers to pursue zoning changes to allow additional mixed-use development and affordable housing.	Implement marketing campaign to target audiences

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2025	Identify land and other resources to support growing industries that pay living wages.	Seek out new business start-ups including BIPOC to locate in Carrboro.	Review draft plan and adopt final plan	Continue to work with property owners and developers toward additional development opportunities.	Evaluate impact of marketing campaign
2026+	Determine incentives to support growing industries pay living wages.	Provide on-going support to new businesses to ensure they succede in Carrboro.	Begin implementation of downtown plan.	Pursue other sites in Town that have potential for additional mixed-use development.	Pursue tourist amenities including possible need for more hotel and conference space.

PRIORITY PROJECTS: RECREATION, PARKS, AND CULTURE

	Project 1.1B) Conduct a feasibility study for an indoor recreation center/swimming pool in Town.	Strategy 2.1) Strive for a park, play field, or other green space within walking distance (e.g. half-mile or 10-minute walk) and physically accessible to all residents in Carrboro.	Project 2.3C) Continue to promote and spread awareness of nearby park facilities, especially those that provide amenities and programming that Carrboro lacks.	Project 2.5A) Continue to collaborate with Planning, RPCR and other departments and agencies to implement planned greenway improvements strategically and in conjunction with park and neighborhood linkages.	Project 4.3A) Seek ideas and funding for interactive and culturally representative public artwork to be installed in parks and along greenways.
2022-2023	RPCR to determine a location for potential recreation center/swimming pool. RPCR and Recreation & Parks Commission determine the best approach for the feasibility study (i.e. hiring a consultant vs. dedicating staff time).	Use Park Access map to identify priority locations for new parks, play fields, or other green spaces in residential areas using the criteria for Future Parks Planning identified in the RPCR Chapter.	Develop a public survey that asks questions about residents' usage of Town parks and additional recreation and parks areas.	Recreation & Parks Commission identifies critical gaps in Carrboro's parks and greenways network. RPCR continues planning and design of the Jones Creek Greenway that would provide access to the future Twin Creeks Park.	RPCR, Arts Committee, Recreation & Parks Commission and Racial Equity Commission identify locations along greenways and in park facilities where public art and informational signage would be appropriate.
2024	If outsourced, RPCR develops and releases RFP for consultant services. Initiate and complete the feasibility study. Use findings from the study to develop recommendation regarding pursuit of a new indoor recreational center/ swimming pool.	Begin conversations with private landowners and HOAs to determine if there are recreational areas that can be opened up for some public use and access in priority areas.	RPCR analyzes survey results, determines where gaps in recreational programming and facilities exist, and begins process to plan for addressing these gaps.	Consider ways the Town can coordinate with and encourage Orange County to implement plans for Twin Creeks Park. RPCR circulates info on parks and greenways network gaps and project evaluation criteria with Town Departments, the County, and the Durham Chapel Hill Carrboro MPO to identify projects for collaboration.	RPCR reviews locations and coordinates with Planning, Public Works, and Communications & Engagement to develop a staff recommendation on locations for new public artwork/ signage over the next four years.

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2025	Depending on results from feasibility study and staff recommendations: RPCR staff begins applying for grants and securing other funding. Acquire land for facility and begin community engagement and design process.	Pursue opportunities for new, expanded, or shared multi-purpose fields that can accommodate a range of activities and users	RPCR and Rec. & Parks Commission and Communications and Engagement develop outreach plan for parks and recreational opportunities in and near Carrboro. RPCR and Rec. & Parks Commission inventory underutilized resources and refine outreach plan and/or recommend upgrades to park facilities to meet needs of the community.	Working with partners, RPCR pursues Town and external grant funding for projects identified as priorities. RPCR and interdepartmental/ intergovernmental partners budget for at least one priority project and begin planning and design process.	The Arts Committee begins searching for funding opportunities, such as public-private partnerships, donated/ crowdsourced funds, or grants. Arts Committee drafts a request for proposals from local artists. Arts Committee, Rec. & Parks Commission, and Racial Equity Commission review responses and selects preferred artists and subjects.
2026+	Complete designs for facility. Secure funding and begin construction on new facility.	Continue to coordinate with Orange County on implementation of Twin Creeks Park to provide greater access to residents in the northern section of Carrboro		If not yet funded, RPCR continues efforts to implement Twin Creeks with the County while beginning planning for a Town-led recreation improvement that could serve residents in the northern section of Carrboro (i.e. splash pad or pocket park). RPCR conducts internal check-in regarding progress on priority projects list and in filling gaps in Carrboro's parks and greenways network.	Implementation of new public art installations in identified locations.

PRIORITY PROJECTS: LAND USE

	Project 2.1 A) Develop small area land use plans for strategic nodes that promote principles including affordable housing, land conservation and improved walkability.	Projects 2.2 A and B) Pursue rezoning for greater density along key corridors and transit nodes and/or investigate creating new overlay district for greater density in areas with high levels of transit and amenities.	Strategy 4.1) Update the Land Use Ordinance to be consisent with the goals of the Comprehensive Plan.	Strategy 5.1) Increase the amount of land available for commercial and mixed-use development.	Strategy 5.2) Improve the development approval process to be more predictable and efficient while continuing to offer vibrant community participation.
2022-2023	Determine priority areas to conduct small area plans such as key corridors identified in the comprehensive plan and possible updates to existing small area plans based on the comprehensive plan. Determination should consider race & equity and climate action criteria.	Investigate options of either increasing as-of-right zoning density along key corridors and transit nodes and/or creating a new overlay zoning district for these locations.	Develop a process to update the Land Use Ordinance including the following Priority topics: Accessory Dwelling Units (ADUs), parking standards, short-term rental, bulk standards for residential development, and consideration of new overlay districts. Critical to the update is a review of zoning along priority corridors to allow for greater density, particularly along Jones Ferry Road, Main St., N. and S. Greensboro and Route 54.	Investigate areas identified for commercial and mixed-use development that are identified on the Future Land Use Map.	Review current development review process by interviewing each set of stakeholders - elected and appointed officials, staff, communty representatives and development teams.
		Conduct outreach to residents, businesses and property owners in the affected areas. Prepare draft text and/or map amendments.		Evaluate open space, environmental constraints and possibilities for affordable housing and other public benefits.	
				Update infrastructure plans to be included in develpoment regulations.	Map out the objectives of the process, the role of each Advisory Board, the length of time and status of projects that have been reviewed over past 10 years, and inventory the reasons for delays in the process.
2024	Begin first small area plan by beginning community outreach and inventorying land use and existing conditions. Identify lands to preserve and set aside before planning for new development.		Determine advisory board process to lead and comment on proposed LUO changes. Begin public input process on the key zoning issues. Investigate current conditions and best practices regarding each of the key zoning issues.	Conduct outreach to residents, businesses and property owners in the affected ares. Determine whether to rezone land for commercial or mixed-use development.	

PRIORITY PROJECTS: LAND USE

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2025	Continue community involvement and develop land use and other recommen-dations for the small area that are consistent with the comprehensive plan.		Draft zoning text for each of the key issues and solicit public input. Consider any map changes to accompany the zoning text changes.	Plan for any needed infrastructure improvements such as roads, sidewalks, water infrastructure, etc.	Determine ways to improve efficiency while ensuring community input remains robust.
		Review and adopt changes to LUO.		Make infratructure improvements based on available public and private resources.	
	Review and adopt first small area plan.				Develop timelines and ways to reduce any delays in the process.
			Review and adopt zoning text and map changes.		
2026+	Begin second small area plan based on priorities.	Monitor implementation of the LUO changes. Provide education to the community on changes to the ordinance.			Adopt changes to development review process as a result of the review.
	Continue community involvement and develop land use and other recommendations for the small area that are consistent with the comprehensive plan.		Review progress of the comprehensive plan to determine whether there are additonal areas of the LUO that should be investigated for additional modifications.		

CROSS-CUTTING	LEAD	PARTNERS	TIMEFRAME	RESOURCES	COST
Goal 1: Increase the number of homeownership units that are permanently affordable with targeted strategies to serve households earning 80% of Area Median Income (AMI) or below with priority to historically disadvantaged households.					
Strategy 1.1 Increase development of for-sale affordable housing units for households earning up to 80% of AMI.					
1.1 a) Establish bi-annual goals for the development of affordable for-sale homes tailored to different price points that are affordable up to 80% AMI at different household sizes.					
	Aff. Housing	Planning	1-5	CB, OB, S, F, C, P	$$$
1.1 b) Match housing strategies to targeted needs by price point and household type. Identify strategies and partner organizations that can provide additional affordable units.					
	Aff. Housing	Planning, affordable housing developers	1-5	OB	$
1.1 c) Seek funding sources (see Goal 6) to meet the gap in financing additional affordable housing units.					
	Aff. Housing	Orange County	1-5	CB, OB, S, F, C, P	$-$$$
Strategy 1.2 Reduce barriers to first-time homebuyers and to homeownership retention, affirmatively marketing to BIPOC and to historically disadvantaged households.					
1.2 a) Seek funding and resources to expand the capacity of organizations that provide homeownership counseling services for new buyers, income-eligible existing homeowners, and prospective homebuyers to expand the pool of eligible applicants and reduce the likelihood of foreclosure.					
	Aff. Housing	Housing counseling organizations	1-5	OB, S, F, C	$
1.2 b) Expand the use of cooperatives and other limited equity housing models to provide homeownership opportunities to prospective owners that may not otherwise be able to afford their homes.					
	Aff. Housing	Cooperatives, Home Trust	6+	CB, OB, S, F, C, P	$$
Strategy 1.3: Support and build upon the land trust model and investigate other examples to acquire as well as keep housing permanently affordable, such as cooperative housing.					
1.3 a) Expand the reach of cooperative housing models, Community Home Trust, Habitat for Humanity of Orange County, to reach more households and at different income thresholds.					
	Aff. Housing	Cooperatives, Home Trust	6+	CB, OB, S, F, C, P	$$
Goal 2: Increase number of rental units that are permanently affordable to very low-income households earning up to 60% of AMI with a particular focus on those earning less than 30% AMI and historically disadvantaged households.					
Strategy 2.1: Continue to support rental housing development through the Affordable Housing Fund and leveraging other resources.					
2.1 a) Invest in rental housing projects that provide additional units for targeted income groups up to 60% AMI and historically marginalized communities.					
	Aff. Housing	Orange County	1-5	CB, OB, S, F, C, P	$$$
2.2 b) Seek ways to expand rental units in existing developments through providing additional financial resources and incentives.					
	Aff. Housing	For-profit and non-profit developers	6+	CB, OB, S, F, C, P	$$

CROSS-CUTTING	LEAD	PARTNERS	TIMEFRAME	RESOURCES	COST
Goal 2: Increase number of rental units that are permanently affordable to very low-income households earning up to 60% of AMI with a particular focus on those earning less than 30% AMI and historically disadvantaged households.					
Strategy 2.2 Create targeted rental programs for extremely low-income households (less than 30% AMI).					
2.2 a) Work with Orange County to support programs that expand use of vouchers and landlord acceptance of housing vouchers					
	Aff. Housing	Planning	1-5	CB, OB, S, F, C, P	$$$
2.2 b) Encourage applicants to the Affordable Housing Fund to reserve units for extremely low-income households and target the Fund's investment to making these projects financially viable.					
	Aff. Housing	Planning, affordable housing developers	1-5	OB	$
Strategy 2.3 Ease the pressure on rental prices by increasing affordable rental housing stock, particularly in high-transit areas.					
2.3 a) Partner with existing rental developments to investigate strategic additions of new affordable units					
	Aff. Housing	For-profit and non-profit developers	6+	CB, OB, P	$$
2.3 b) Create redevelopment incentives that include affordable housing set-asides for rental housing units					
	Aff. Housing	Planning	6+	CB, OB, P	$
2.3 c) Encourage the redevelopment of commercial properties to provide affordable housing as a part of mixed-use developments.					
	Aff. Housing	For-profit and non-profit developers	6+	CB, OB, S, F, C, P	$$$
Goal 3: Diversify and expand a variety of housing options throughout Carrboro using a mixture of affordable housing types.					
Strategy 3.1: Expand the provision of Accessory Dwelling Units. (ADUs).					
3.1 a) Provide assistance and support for BIPOC, senior and long-term homeowners who are interested in creating ADUs.					
	Aff. Housing	Non-profits, churches, organizations	1-5	OB	$
3. 1 b) Reform ADU standards in the Land Use Ordinance to allow for ADUs on more lots					
	Planning	Aff. Housing	1-5	OB	$
3.1 c) Consider incentives for ADUs that are dedicated as permanently affordable for up to 80% of AMI.					
	Aff. Housing	Planning	1-5	CB, OB, S, F, C, P	$$
Strategy 3.2: Support affordable housing options for older adults and persons with different abilities.					
3.2 a) Identify sites for active adult, age-restricted housing and accessible housing including criteria such as access to transit, sidewalks, neighborhood amenities, access to food, health care and services					
	Planning	Aff. Housing	6+	OB	$
3.2 b) Identify funding resources to invest in new or preservation of existing affordable senior housing.					
	Aff. Housing	Orange County	6+	CB, OB, S, F, C, P	$$$

CROSS-CUTTING	LEAD	PARTNERS	TIMEFRAME	RESOURCES	COST
Goal 3: Diversify and expand a variety of housing options throughout Carrboro using a mixture of affordable housing types.					
Strategy 3.3: Preserve existing mobile home parks and identify possible locations for additional mobile + manufactured housing.					
3.3 a) Preserve manufactured home communities to create resident-owned communities, acquisition opportunities, land banking, rehab and repair and creation of an early warning system.					
	Aff. Housing	Planning	6+	CB, OB, S, F, C, P	$$$
3.3 b) Minimize resident displacement due to redevelopment through home construction as a part of redevelopment, master planning, and using publicly owned land.					
	Aff. Housing	Planning	6+	OB	$
3.3 c) Create a Relocation Assistance Package through proactive engagement with residents, housing search assistance, identification of open lots, financial assistance for relocation, and securing new housing.					
	Aff. Housing	Planning	6+	OB	$$
Strategy 3.4: Assist with acquisition of land for affordable housing.					
3.4 a) Identify existing Town-owned lands that can be conveyed to affordable housing developers					
	Planning	Aff. Housing	1-5	CB, OB	$$
3.4 b) Partner with affordable housing developers to acquire land for development					
	Aff. Housing	Affordable housing developers	1-5	CB, OB, S, F, C, P	$$
3.4 c) Encourage market-rate developers to team with affordable housing developers					
	Aff. Housing	Affordable housing developers	1-5	N/A	$
Goal 4: Maintain and improve the quality of Naturally Occurring Affordable Housing (NOAH) + "missing middle" opportunities.					
Strategy 4.1: Preserve existing for-sale naturally occurring housing.					
4.1 a) Continue to provide home repair grants to income-eligible and aging-in-place households					
	Aff. Housing	Non-profit organizations, churches	1-5	OB, S, F, C	$
Strategy 4.2: Reduce erosion of rental housing quality and affordability.					
4.2 a) Expand the use of Home Trust and work with property managers/owners to include purchase rehab of rental units to reach lower income levels and as a transition to homeownership or as permanent affordable rental housing.					
	Aff. Housing	Commmunity Home Trust	6+	CB, OB, C, P	$$
Strategy 4.3 Preserve existing affordable rentals such as expiring tax credits.					
4.3 a) Work with existing rental property owners to determine ways to add additional affordable housing units and what regulatory (e.g. additional allowable density) and/or financial assistance may be needed					
	Aff. Housing	Planning, Property Owners	6+	OB	$
Strategy 4.4: Preserve and expand opportunities for "missing middle" housing.					
4.4 a) Investigate changes to the Land Use Ordinance to establish minimum and maximum density levels in areas with water and sewer service.					
	Planning	Aff. Housing, Public Works	1-5	OB	$
4.4 b) Expand housing repair programs for income-eligible households up to 100% AMI to reduce displacement of current households.					
	Aff. Housing		1-5	CB, OB, S, F, C	$$

CROSS-CUTTING	LEAD	PARTNERS	TIMEFRAME	RESOURCES	COST
Goal 4 (cont.): Maintain and improve the quality of Naturally Occurring Affordable Housing + "missing middle" opportunities.					
Strategy 4.5 Increase funding to support housing weatherization and preservation, continuing and expanding upon the Weatherization Assistance Program (WAP) with a goal of weatherizing all low-income homes in Carrboro by 2030.					
4.5 a) Identify funding to expand weatherization efforts already happening through the Orange County Home Preservation Coalition.					
	Aff. Housing	Orange County HPC	1-5	CB, OB, S, F, C	$$
Goal 5: Support efforts with Orange County to ensure that all homeless individuals and families have access to safe housing, appropriate services, and a path to permanent housing.					
Strategy 5.1: Ensure emergency care and shelter is provided when needed.					
5.1 a) Work with Continuum of Care partners to address emergency shelter and transitional housing needs of homeless individuals & families					
	Orange County	Continuum of Care partners	6+	F, C, S, OB	$$
Strategy 5.2: Help extremely low-income households & people experiencing homelessness transition to permanent affordable housing.					
5.2 a) Help those experiencing homelessness (especially people and families experiencing chronic homelessness; families with children; veterans and their families; and unaccompanied youth) make the transition to permanent housing and independent living					
	Orange County	Continuum of Care partners	6+	F, C, S, CB	$$$
Strategy 5.3. Prevent homelessness.					
5.3 a) Assist the County in identifying units and removing barriers to low-income individuals and families to avoid becoming homeless					
	Orange County	Continuum of Care partners	1-5, 6+	F, C, OB	$$
Goal 6: Expand resources targeted to affordable housing.					
Strategy 6.1: Continue to invest in the Affordable Housing Fund					
6.1 a) Provide annual reports on the impact of the Affordable Housing Fund.					
	Aff. Housing	AHAC	1-5	OB	$
6.1 b) Monitor the property tax rate to support the Affordable Housing Fund.					
	Aff. Housing	Town Manager, Council	1-5, 6+	OB	$$
6.1 c) Develop a campaign to solicit private investments in the Affordable Housing Fund.					
	Aff. Housing	Communications, AHAC	1-5, 6+	OB	$
Strategy 6.2: Engage the community on the need for affordable housing and explore passage of an Affordable Housing Bond.					
6.2 a) Educate the community on the importance of the need and impact of quality, affordable housing.					
	Aff. Housing	Communications	1-5	OB	$
6.2 b) Determine the programs and projects that could be supported through an Affordable Housing Bond.					
	Aff. Housing	Communications	1-5	OB	$
6.2 c) Based on public support, place the Affordable Housing Bond referendum on the ballot.					
	Town Council	Town Manager, Aff. Housing	1-5	OB	$

CROSS-CUTTING	LEAD	PARTNERS	TIMEFRAME	RESOURCES	COST
Strategy 6.3: Pursue state and federal housing grants and programs.					
6.3 a) Pursue grant programs that meet the Town's priorities.					
	Aff. Housing		1-5	OB	$
6.3 b) Advocate for greater affordable housing resources at the state and federal level.					
	Aff. Housing	Communications	1-5	OB	$
Goal 7: Reduce utility expenses for all homes.					
Strategy 7.1 Find ways to provide free broadband by using the town's expanding broadband network.					
7.1 a) Determine whether agreements can be made with providers or if municipal provided broadband can be provided to residences.					
	Econ Sust.	Econ Sust. Aff. Housing	6+	CB, OB	$
Strategy 7.2 Weatherize all affordable housing by 2030. (See project 4.5)					
7.2 a) Pursue action steps itemized in Strategy 4.5.					
	Aff. Housing	Aff. Housing	1-5, 6+	CB, OB	$$
Strategy 7.3 Make photovoltaic installations accessible to low-income housing.					
7.3 a) Determine funding sources to expand photovoltaic installations (such as solar panels).					
	Aff. Housing	Aff Housing, Public Works	1-5, 6+	CB, OB	$

CROSS-CUTTING	LEAD	PARTNERS	TIMEFRAME	RESOURCES	COST
Climate Action | Goal 1: Achieve 80% reduction in per capita greenhouse gas emissions by 2030, as compared to 2010 levels.					
Strategy 1.1 Increase the use of renewable energy sources, e.g., solar for all residents, including low-income residents.					
1.1 a) Develop partnerships with public agencies or organizations to increase opportunities to access renewable energy.					
	Planning	NC Cities Initiative, Local Community Organizations, Sierra Club, Southeastern Law Center	1-5	P, OB, S	$
1.1 b) Continue evaluation of the potential to integrate renewable energy infrastructure during the review of development permits.					
	Planning	Zoning	6+	OB	$
1.1 c) Demand for more expansive renewable energy County and State legislation, ordinances, and policies.					
	Planning	Sierra Club, Southern Law Poverty Center	6+	OB, P	$
Strategy 1.2 Integrate Climate Action with the Local Living Economy					
1.2 a) Expand the Worthwhile Investments Save Energy (WISE) Program and Energy Efficiency Revolving Loan Fund (EERLF)					
	Planning	Southern Energy Efficiency Alliance	6+	F, CB, C	$$
1.2 b) Collect and communicate data to the public and decision-makers on food-related greenhouse gas emissions for dining facilities and households in Carrboro.					
	Planning	UNC, Farmers Market, Local Community Organizations	1-5	OB, P	$
1.2 c) Improve access to local healthy food options such as fresh fruits and vegetables to all community members.					
	Planning	Farmers Market, Community Garden Leaders	6+	C, S, P	$$$
1.2. d) Promote the green economy including local innovators and low-impact industries.					
	Planning	Economic Development, UNC, NC State University	6+	OB, S, F, P	$$
Climate Action | Goal 2: Achieve 80% reduction in municipal emissions by 2030. *Refer to Public Services and Communicationschapter to view relevant strategies/projects already underway.*					
Climate Action | Goal 3: Expand equitable and inclusive community participation in the decision-making and implementation of climate change goals and policies. *Refer to the Public Services and Communications chapter to see projects to improve community engagement in the implementation of climate change goals and policies*					
Climate Action | Goal 4: Enable lower-income residents and small business owners to be able to financially participate and benefit from climate resiliency programs.					
Strategy 4.1 Increase participation of rental properties in energy, drinking water, and climate resiliency building programs.					
4.1 a) Establish a Rental Property Task Force and Process.					
	Planning	Housing and Community Services, emPOWERment Inc	6+	OB, P	$
4.1 b) Establish a certificate program and public database for the energy performance of rental housing.					
	Planning	Business Alliance, Board of Realtors, Triangle Green Building Council	6+	OB, P	$$

CROSS-CUTTING	LEAD	PARTNERS	TIMEFRAME	RESOURCES	COST
Climate Action | Goal 4: Enable lower-income residents and small business owners to be able to financial participate and benefit from climate resiliency programs.					
Strategy 4.2 Expand access to weatherization, energy efficiency, and continue water conservation measures for all, especially lower-income residents and small business owners, in new construction and retrofits to existing buildings.					
4.2 a) Pursue compliance with voluntary section of building code or request specific energy performance rating/measures as a part of land use and/or building permit, especially for affordable housing units/projects.					
	Planning	Triangle Green Building Council	6+	OB	$
4.2 b) Incentivize energy efficiency and green building with special designations and recognition programs to exceed minimum standards and meet climate change demands.					
	Planning	Triangle Green Building Council	6+	OB	$
4.3 c) Develop and promote technical assistance programs for small businesses owners and income-qualified homeowners and renters to install weatherization, energy efficient, and water conservation measures.					
	Planning	OWASA, NC DEQ, South Eastern Energy Association	6+	S, C, OB	$
4.3 d) Develop a free or low-cost financing program for weatherization, energy efficient, renewable energy/community generation, and water conservation projects which can be an addition to affordable home rehabilitation programs (adapted from CCAP and Economic Sustainability Plan).					
	Planning	Orange County Home Preservation Coalition, Habitat for Humanity, OWASA	6+	S,C,OB	$$

CROSS-CUTTING	LEAD	PARTNERS	TIMEFRAME	RESOURCES	COST
Environment | Goal 1: Conserve and restore watersheds, ecosystems, and native species.					
Strategy 1.1 Support native plantings throughout town.					
1.1 a) Conduct a heat study of Carrboro to identify urban heat islands to determine where native planting programs can be strategically located. Establish parameters within the Land Use Ordinance to mitigate the urban heat island effects in priority areas.					
	Planning	PW, EAB, Local Community Groups	6+	OB, CB	$
1.1 b) Work with local groups and organizations to support and expand a native pollinators program that provides technical assistance on native planting for Carrboro residents (renters and homeowners) and business owners.					
	Planning	PW, Local Community Groups, Local Businesses, Housing and Community Services	6+	CB, P	$
1.1 c) Continue to provide education to Public Works and Planning staff, Advisory Commission members, and interested community members in native plant establishment and maintenance along with tree preservation.					
	Planning	PW, EAB, SWAC	1-5	OB	$
1.1 d) Establish and protect stabilizing vegetation in stream channel restoration projects.					
	Public Works		1-5	CB	$$
1.1 e) Continue to work with OWASA and Town of Chapel Hill to improve riparian vegetation condition along sanitary sewer rights of ways and greenways.					
	Public Works	OWASA, Town of Chapel Hill, Local Community Groups	1-5	C, CB	$

CROSS-CUTTING	LEAD	PARTNERS	TIMEFRAME	RESOURCES	COST
Environment | Goal 1 (cont.): Conserve and restore watersheds, ecosystems, and native species					
Strategy 1.2 Expand stormwater management solutions as part of ecosystem enhancement, watershed restoration, climate resilience, and quality of place improvements.					
1.2. a) Review and revise the provisions in the Land Use Ordinance related to stormwater and development to provide better protection to streams and riparian areas.					
	PW, Planning	SWAC, EAB	1-5	OB	$
1.2 b) Continue to identify and prioritize opportunities for water quality retrofit projects from previous endeavors.					
	PW	Planning, Greenways Commission, SWAC	1-5	OB	$
1.2 c) Implement bioengineering/restoration methods to protect and/or restore riparian and aquatic habitats.					
	PW	Planning, Greenways Commission, EAB, SWAC	6+	S, F	$
1.2 d) Offer technical and financial assistance to renters and homeowners for residential installation of green infrastructure, with an ability to offer priority to more flood prone and lower income residents.					
	PW	Planning, SWAC, Housing and Community Services	1-5	CB, S	$$
1.2 e) A Racial Equity Impact Assessment can be used to evaluate and prioritize projects.					
	Planning	PW	6+	CB	$
Strategy 1.3 Create strategic initiatives to overcome historic soil quality degradation and determine ways to protect and restore soil quality as a crucial component of ecosystem and community enhancement.					
1.3 a) Examine Carrboro's soil quality conditions and how soil quality improvements can contribute to climate change resiliency.					
	PW		1-5	OB	$
1.3 b) Recognize and promote the importance of soil organic carbon content. Coordinate with efforts to expand composting program.					
	PW		6+	OB	$
1.3 c) Develop new outreach and technical assistance to accelerate access to information on soil quality + pursuit of soil restoration projects.					
	PW	Local Community Organizations	6+	CB	$
Environment | Goal 2: Promote policies to ensure distribution of environmental burdens and access to natural areas and ecosystems to be equitable across race, income, and ability, especially in neighborhoods that have been denied and historically underserved.					
Strategy 2.1 Ensure environmental policies and tools do not have disparate impacts based on race and income, and undo harm from historical policies and zoning.					
2.1 a) Evaluate individual permits within a broader context of cumulative burden to ensure that stormwater impacts do not burden flood-prone neighborhoods or low-income residents.					
	Planning, PW	Zoning, SWAC	1-5	OB	$
2.1 b) Investigate land use planning and flood mitigation approaches to better address impacts to already burdened properties.					
	Planning	PW, SWAC	1-5	OB	$
2.1 c) Train Stormwater Advisory Commission Members, Racial Equity Commission members, and Public Works staff to conduct Racial Equity Impact Assessments on ordinances and actions taken thus far on any policy related to stormwater.					
	Planning	PW, SWAC	1-5	OB, CB	$

CROSS-CUTTING	LEAD	PARTNERS	TIMEFRAME	RESOURCES	COST
Goal 1: Address disparate impacts of transportation decisions and investments in Carrboro's BIPOC, lower-income, and differently-abled populations.					
Strategy 1.1: Center equity in transportation planning processes.					
1.1 a) Continue to promote the inclusion of equity as a weighing factor in the selection of local and regional transportation projects.					
	Transportation	Planning, DCHC-MPO, PW, TAB, Local Community Groups	1-5	OB	$
1.1 b) Prioritize inclusion of persons with disabilities to inform accessibility needs in transportation infrastructure and service design					
	Transportation	Disability Committee, TAB, PW	1-5	OB	$
1.1 c) Use a community engagement process to identify barriers to using alternative forms of transportation instead of automobiles					
	Transportation	Planning, TAB, Local Community Groups, Communications and Engagement	1-5	OB	$
Strategy 1.2: Improve transportation options for all communities, with a focus on incrementally shifting transit stops to denser areas to serve as connections between residences and points of interests while limiting displacement impacts on marginalized populations.					
1.2 a) Locate additional public transit routes along current and future high-density development to serve denser areas, and BIPOC residents in collaboration with anti-displacement policies.					
	CHT, Transportation	Planning, PW, DCHC-MPO	1-5,6	S, F	$$$
1.2 b) Identify job centers and commercial hubs and conduct a racial equity impact analysis on current transportation options to these locations, prioritize transportation projects that fill in service gaps.					
	Planning	Transportation	1-5	OB	$
Goal 2: Continue to expand the transportation system to provide at least one non-automobile option (walking, biking and transit) for every neighborhood to be useable for a variety of trip purposes.					
Strategy 2.1: Encourage non-automobile use in the community and reduce vehicle miles travelled through land use decisions of developments that lends itself to public transit use (such as denser mixed-use nodes) and enhancement of public transit itself.					
2.1 a) Assess needs and identify funding to expand free public transportation service to low- and moderate-income households, populations who cannot walk without assistance, those who work outside of traditional hours, the Northern Transition Area, and the Extraterritorial Jurisdiction (ETJ) transition area throughout the week, including weekends, by considering different passenger vehicle types.					
	Transportation	CHT, Orange County Transit, Go Triangle	1-5	OB, C	$
2.1 b) Seek to increase funding from the Triangle Transportation Demand Management (TDM) Program and partner with surrounding transit authorities.					
	Transportation	CHT, DCHC-MPO, NCDOT, Orange County Transit, Go Triangle	1-5	CB, S	$

CROSS-CUTTING	LEAD	PARTNERS	TIMEFRAME	RESOURCES	COST
Goal 2: Continue to expand the transportation system to provide at least one non-automobile option (walking, biking and transit) for every neighborhood to be useable for a variety of trip purposes.					
Strategy 2.1: Encourage non-automobile use in the community and reduce vehicle miles travelled through land use decisions of developments that lends itself to public transit use (such as denser mixed-use nodes) and enhancement of public transit itself.					
2.1 c) Include multiple languages in public transit signage and wayfinding.					
	Transportation, PW	CHT, Orange County Transit, Go Triangle, NCDOT, Local Community Groups	1-5	CB	$$
2.1 d) Collaborate with the North Carolina Capital Area Metropolitan Planning Organization to determine future regional uses for rail lines whose current uses will end in the near future.					
	Transportation	NCCA-MPO, Planning	1-5	OB	$
Strategy 2.2: Continue to create safe streets and trail networks for pedestrians, bike riders, and transit riders.					
2.2 a) Develop a complete streets policy statement that incorporates and implements a vision zero policy.					
	Transportation, Planning	PW, TAB, Local Community Groups	1-5	OB	$
2.2 b) Pursue jurisdictional control around NCDOT streets that are central corridors in downtown Carrboro, starting with Main Street.					
	Transportation, Planning	PW, TAB, Local Community Groups	1-5	OB	$
>> Design to Reduce Speed					
2.2 c) Evaluate and revise Town Standards for Street Design that explore changes to use a maximum design speed of 20 miles per hour.					
	Transportation, PW	Planning	1-5	OB	$
2.2 d) Update the LUO Article XIV – Streets and Sidewalks, in particular the requirements related to street width, sidewalks, ROW width, shoulder width, and other design features.					
	Transportation, Planning, PW	Disability Committee, TAB	1-5	OB	$
2.2 e) Restructure Residential Traffic Management Plan (RTMP) and incorporate a Bike-Ped Safety Assessment Process.					
	Transportation, Planning	PW, TAB	1-5	OB	$
2.2 f) Explore and implement engineering solutions to reduce motor vehicle speeds in the downtown.					
	Transportation, PW	NCDOT	1-5, 6	OB, P	$$
>> Infrastructure Plans & Improvements					
2.2. g) Identify existing, needed, and poor-quality sidewalks to update the existing sidewalks plan, for the purpose of implementation alongside development projects to increase pedestrian safety and decrease traffic speed.					
	Transportation, PW	TAB, Disability Committee, Planning, Local Community Groups	1-5	OB	$
2.2 h) Continue to implement the Safe Routes to Schools Action (SRTS) plan in coordination with schools.					
	Transportation	Schools	1-5	CB, OB, S	$
2.2 i) Leverage Department of Transportation and Town restriping projects for exploration and implementation of bike and pedestrian improvements like bike lanes, bike boxes, intersection bike markings, center turn lanes, additional crosswalks, maintain parking.					

CROSS-CUTTING	LEAD	PARTNERS	TIMEFRAME	RESOURCES	COST
Goal 2 (cont.): Continue to expand the transportation system to provide at least one non-automobile option (walking, biking and transit) for every neighborhood to be useable for a variety of trip purposes.					
Strategy 2.2 (cont.): Continue to create safe streets and trail networks for pedestrians, bike riders, and transit riders.					
>> Infrastructure Plans & Improvements					
2.2 j) Create safe transition for pedestrians from pedestrian access ways to bus stops.					
	PW	Transportation	1-5,6	CB	$$
2.2 k) Develop a connected system of on- and off-road facilities to accommodate varying level of bicyclists and follow bike plan recommendations to have physically separated bike lanes.					
	Transportation, PW	Planning, Local Community Groups, NCDOT, TAB	1-5, 6	CB, S, F	$$$
2.2 l) Allocate a portion of Powel Bill funding to bike and pedestrian projects.					
	Transportation		1-5	CB	$
>> Public Transit Access					
2.2 m) Continue partnership with transit partners, the Town of Chapel Hill, and UNC to continuously improve public transit access, with a particular eye to moderate-income homeownership communities and developments with an affordability component					
	Transportation, CHT	Planning, Housing and Community Services	1-5	OB	$
2.2 n) Encourage and support increasing ridership on public transit by enabling access for transit mode shifts from pedestrians, bicyclists, and drivers at public transit stops and stations.					
	Transportation	CHT, Planning, TAB	1-5, 6	CB, S, F	$$
2.2. o) Work with Chapel Hill Transit to develop longer-range plans for Bus Rapid Transit (BRT), improved connectivity, connections to regional transit services, park-and-ride facilities, and transit-supportive land use development such as pedestrian-friendly, high-density, and mixed use.					
	Transportation, CHT	Planning, DCHC-MPO, TAB	1-5, 6	OB	$
>> Micromobility					
2.2 p) Explore different micromobility options that consider equitability, accessibility, and help address first-last mile efforts.					
	Transportation	Gotcha, Chapel Hill, UNC, Disability Committee, TAB, Local Community Groups	1-5, 6	P	$$
>> Education					
2.2 q) Develop programming and financial support (for relevant initiatives) to increase youth education and opportunities for walking and biking.					
	Transportation	Local Community Groups, RPCR, Schools, TAB	1-5	OB, P	$$
2.2 r) Encourage people to "leave their cars behind" by continuing to coordinate biking and walking tours in different parts of Town.					
	Transportation	Planning, TAB, Local Community Groups, RPCR	1-5	OB	$

CROSS-CUTTING	LEAD	PARTNERS	TIMEFRAME	RESOURCES	COST
Goal 3: Reduce greenhouse gas emissions from motor vehicle use by 80% by 2030.					
Strategy 3.1: Expand opportunities for transportation options that do not rely on fossil fuel-powered, single-occupancy vehicles.					
3.1 a) See Transportation Project 2.1A					
3.1 b) Increase opportunities for alternatively fueled public transit, municipal, and private vehicles.					
	Transportation	PW, EAB	1-5, 6	S, F, P	$$$
3.1 c) Improve and market vanpool and carpool options for commuters.					
	Transportation	Economic Development	1-5	CB, P	$$
3.1 d) Explore and implement land use practices to support EV charging to reduce greenhouse gas emissions.					
	Planning	Transportation, EAB, EVNoire	1-5	OB, S, P	$
3.1 e) Promote the interconnectivity of local and regional bicycle infrastructure, transit, and other micromobility options between Carrboro, Chapel Hill, Orange County, and other jurisdictions and organizations in the Triangle Region.					
	Planning	Transportation	1-5	OB, S, P	$
Goal 4: Improve the management of parking spaces in the downtown area.					
Strategy 4.1: Establish a regular schedule for conducting parking counts and inventorying existing spaces. Consider a more accurate methodology for utilizing shared parking and satellite parking.					
4.1 a) Research parking management best practices and conduct outreach to business owners, residents, & visitors to understand parking concerns.					
	Planning, Transportation	Local Businesses	1-5	OB	$
4.1 b) Implement wayfinding/signage improvements					
	Transportation, PW	Local Businesses, Planning	1-5	CB	$$
4.1 c) Incorporate and increase parking infrastructure for bicycles in parking plans					
	Transportation, PW	TAB	1-5	CB	$$
4.1 d) Implement Transportation Demand Management (TDM) policies and pursue paid parking as a demand management strategy.					
	Transportation, Planning	Local Businesses	1-5	OB, P	$
4.1 e) Plan for multi-level electric vehicle (EV) and bicycle charging stations.					
	Planning, Transportation		1-5	P	$$$
Strategy 4.2: Reduce negative effects of parking requirements on housing costs					
4.2 a) Investigate lowering residential parking requirements to reduce impervious surfaces and enhance affordability					
	Planning, Housing	Transportation, Economic Development	1-5	OB	$
4.2 b) Reclaim underused parking lots in larger residential developments to allow for development of affordable housing.					
	Planning, Housing	Transportation, Economic Development, AHAC	1-5, 6	CB	$$
Strategy 4.3: Implement a pilot program in downtown Carrboro that prioritizes alternatives to automobile parking.					
4.3 a) Develop a parking management pilot program with a focus on reducing parking minimums and opening up more land.					
	Planning	Transportation, Economic Development	1-5, 6	OB	$

CROSS-CUTTING	LEAD	PARTNERS	TIMEFRAME	RESOURCES	COST
Green Stormwater Infrastructure | Goal 1: Increase the use of native plants and vegetation to mitigate climate change impacts, including stormwater mitigation and heat island effect.					
Strategy 1.1: Rely on community leadership and participation from all residents, including those with financial barriers or that have historically been excluded from participation.					
1.1 a) Support the formation of a community-led urban forestry program for the preservation, protection, and conservation of the community forest					
	PW	Arbor Day Foundation, NC Botanical Garden, EAB, NC Urfban Forest Council, NC Forest Service Urban Forestry Program	6+	OB, P	$
1.1 b) Increase public education of the benefits of native plants and vegetation for stormwater management					
	PW	NC Native Plant Society, Friends of Bolin Creek, Morgan Valley Alliance, North Carolina Botanical Garden, North Carolina Audobon, UNC-Chapel Hill	1-5	OB, P, C	$
1.1 c) Pursue regulatory and non-regulatory approaches to discourage non-native and invasive plants and encourage native plant use					
	PW	HOAs, NC Botanical Garden, NC Native Plant Society, Friends of Bolin Creek, Morgan Valley Alliance	6+	OB, C	$$
1.1 d) Identify opportunities to promote technical assistance and cost-share grant program to residents seeking to abide by regulatory approaches for encouraging native plant use.					
	PW	North Carolina Cooperative Extension, Friends of Bolin Creek, Orange County Soil and Water Conservation District	6+	OB, C, S	$
1.1 e) Identify local resident "champions" who can partner with the Town to support the development of the program and serve as a liaison to residents					
	PW	SWAC, Friends of Bolin Creek	1-5	OB	$
1.1. f) Identify program design options that provide financial support enabling low-income residents' participation in a technical assistance and cost-share grant program to install green infrastructure.					
	PW	Orange County Soil and Water Conservation District, Town of Chapel Hill Stormwater Management Division	1-5	OB, C	$$
1.1 g) Invest in the completion of a new significant restoration project					
	PW	OWASA	1-5	OB, C, S, F	$$$
Green Stormwater Infrastructure | Goal 2: Plant and maintain the tree canopy along identified roads.					
Strategy 2.1 Improve canopy downtown to create a more vibrant and inviting urban landscape, reduce the heat island and stormwater runoff, and sequester carbon.					
2.1 a) Develop and implement a downtown street tree master plan.					
	PW	Planning, EAB	1-5	CB	$$
2.1 b) Make the 2019 "tree tag" outreach an ongoing and regular initiative.					
	PW	EAB	1-5	OB, CB	$

CROSS-CUTTING	LEAD	PARTNERS	TIMEFRAME	RESOURCES	COST
Green Stormwater Infrastructure | Goal 2 (cont.): Plant and maintain the tree canopy along identified roads.					
Strategy 2.1 Improve canopy downtown to create a more vibrant and inviting urban landscape, reduce the heat island and stormwater runoff, and sequester carbon.					
2.1 c) Work with downtown businesses and residents to improve the canopy on private lots.					
	PW	Local Businesses, Housing and Community Services	1-5	P, CB	$
2.1 d) Seek grant support from the State and other sources to provide financial and technical support.					
	PW	Planning	1-5	OB, S	$
Strategy 2.2 Work with neighborhoods to improve tree canopy and the forest along roads, in neighborhood open spaces, and on private lots.					
2.2 a) Support neighborhood efforts to pursue grant funds for neighborhood improvements, especially those with ecological value or related to other town priorities.					
	Planning, PW	Community Groups	6+	OB	$
2.2 b) Provide criteria for neighborhood street tree inventories and related master plans.					
	Planning, PW	EAB	6+	OB	$
2.2 c) Work at a neighborhood scale to "green" the public right-of-way.					
	PW	Community Groups	6+	CB	$$
2.2 d) Provide technical assistance for individual resident's' improvement and expansion of tree canopy.					
	PW	Housing & Community Services	6+	CB	$$
2.2 e) Seek grant support from the State and other sources to provide financial and technical support.					
	PW		6+	OB, S, C	$
Green Stormwater Infrastructure | Goal 3: Expand green infrastructure as part of stormwater, watershed restoration, and climate resilience efforts into the Town's public transportation investments.					
Strategy 3.1 Coordinate transportation and public infrastructure improvements with stormwater green infrastructure.					
3.1 a) Integrate green stormwater infrastructure dual solutions that improve stormwater management practices and traffic calming in transportation infrastructure (streets, alleys, sidewalks, curbs, storm sewers, and greenways).					
	PW	Transportation, SWAC	1-5	CB, C, S	$$
3.1 b) Residents, especially BIPOC identities, provide feedback on transportation plan's incorporation of green infrastructure.					
	Transportation, Planning	PW, Greenways Commission, Local Community Organizations	1-5	OB	$
3.1 c) Educate residents about the Town's definition of a greenway and its benefits, and foster discussion about greenways					
	PW	Transportation, Planning, Greenways Commission	1-5	OB	$

CROSS-CUTTING	LEAD	PARTNERS	TIMEFRAME	RESOURCES	COST
Green Stormwater Infrastructure | Goal 4: Expand the use of green stormwater infrastructure to further watershed restoration and meet climate resilience goals.					
Strategy 4.1 Expand resources for green stormwater infrastructure to private property owners for greater lot, neighborhood, and watershed scale resilience and environmental quality as well as community enjoyment of outdoor spaces.					
4.1 a) Develop programming and accompanying financial assistance for income-eligible households to install green stormwater infrastructure.					
	PW	Planning, SWAC, Housing and Community Services	1-5	CB, OB	$$
4.1 b) Develop a playbook for stormwater infrastructure retrofits to educate the public.					
	PW	Planning, SWAC	1-5	OB	$
Water | Goal 1: Ensure that Carrboro residents are informed of and engaged with OWASA's water supply, quality, & cost plans.					
Strategy 1.1 Coordinate with OWASA and others for the maintenance and improvement of water supply (Jordan Lake Watershed, University Lake).					
1.1 a) Identify resident concerns, especially those of marginalized identities, related to water and share with OWASA.					
	PW	OWASA	1-5	OB	$
1.1 b) Encourage OWASA to explore affordable water rates targeted to lower-income households.					
	PW	OWASA, Inter-Faith Council for Social Service	1-5	OB	$
1.1 c) Work with OWASA to communicate goals and projects to residents in culturally responsive ways.					
	PW	OWASA, Local Community Groups	6+	OB	$
Water | Goal 2: Protect and restore watersheds and ecosystems.					
Strategy 2.1 Continue to implement watershed management and restoration projects.					
2.1 a) Seek additional funding to continue to expand the Stormwater Utility's and Enterprise fund efforts to implement stormwater/ bioengineering methods and retrofits					
	PW	SWAC, Greenways Commission, Planning	1-5	OB	$
2.1 b) Implement incentive programs for stormwater management or infrastructure mitigation projects for local businesses and develop technical and financial assistance of income-eligible households to participate that prioritize BIPOC-led businesses.					
	PW	Local Businesses, Housing and Community Services	6+	CB	$
2.1 c) Research and develop additional and innovative pollution prevention and cleanup, and hillslope, conveyance and channel erosion control practices that build upon current practices to best serve the various ecosystems in Carrboro.					
	PW	EAB	6+	CB	$$
2.1. d) Continue to administer procedures for detecting and removing illicit discharge sources.					
	PW	Local Community Groups	1-5	CB	$$

CROSS-CUTTING	LEAD	PARTNERS	TIMEFRAME	RESOURCES	COST
Water | Goal 2 (cont.): Protect and restore watersheds and ecosystems, and cost plans.					
Strategy 2.1 (cont.) Continue to implement watershed management and restoration projects.					
2.1 e) Continue to expand educational efforts on green infrastructure and pollution prevention best practices, as well as hazards of illegal discharge.					
	PW	EAB, Local Community Groups, UNC Chapel Hill	1-5	CB, S	$
2.1 f) Limit disturbance of riparian areas while maintaining sanitary sewer infrastructure and greenways.					
	PW	OWASA	1-5	OB, C	$
Water | Goal 3: Reduce the amount of Carrboro's treated water use while increasing water rate affordability.					
Strategy 3.1 Promote water conservation and efficiency efforts among residents and businesses					
3.1 a) Develop programs to educate residents and business owners education about local water supply and stewardship programs					
	PW	OWASA, Local Businesses, Local Community Organizations	6+	CB, P	$
3.1 b) Provide financial & technical assistance to income-eligible residents and business owners to install water conservation & efficiency measures.					
	PW	OWASA, Housing and Community Services, Local Businesses	6+	CB, P	$$
3.1 c) Establish water efficiency standards for new developments and encourage retrofits to older developments.					
	PW	OWASA, Zoning	1-5	OB	$
3.1 d) Develop policies to expand safe use of reclaimed water.					
	PW	EAB, Planning	6+	OB	$
3.1 e) Initiate water use audits, repairs, and retrofits in government buildings					
	PW	Town of Carrboro	6+	CB, C, P	$$
3.1 f) Pilot demonstration of water conservation and efficiency projects at public facilities					
	PW	Town of Carrboro	6+	CB, C, P	$$
3.1 g) Assess what level water rates must be set at to improve affordability for low-income residents + advocate to OWASA to set affordable rates.					
	PW	OWASA	1-5	OB	$
Strategy 3.2 Address the effect of development on stormwater management.					
3.2 a) Implement structural and non-structural management measures for redevelopment and infill and as retrofits in dense locations to					
	PW	EAB	1-5	OB	$
3.2 b) Incentivize Low Impact Development practices for any new developments that reduce impervious surfaces and mimic natural hydrology.					
	Planning	PW	1-5	OB	$
3.2 c) Stabilize vegetation in new construction above and beyond minim erosion control requirements.					
	Zoning	PW	1-5	OB	$

CROSS-CUTTING	LEAD	PARTNERS	TIMEFRAME	RESOURCES	COST
Energy | Goal 1: Achieve 80% reduction 2010 levels of per capita greenhouse emissions by 2030.					
Strategy 1.1: Reduce greenhouse gas emissions from motor automobile use by 80% by 2030.					
1.1 a) Refer to Transportation project 2.1.a					
1.1 b) Provide a variety of public transit options (buses, small buses, vans, etc) and increase opportunities for alternatively fueled vehicles. Relatedly, improve vanpool and carpool options for commuters and seek funding opportunities from Triangle TDM.					
	Transportation		1-5, 6+	CB, C, S, F, P	$$$
1.1 c) Support adoption of electric vehicles by requiring EV charging stations, infrastructure, and spaces at popular destinations.					
	Transportation	PW	6+	CB, P, F	$$$
Strategy 1.2 80% reduction 2010 levels of community greenhouse emissions attributed to Carrboro buildings by 2030.					
1.2 a) Continue conducting building energy assessments and ratings for all municipal buildings and inventory energy efficiency measures throughout the town.					
	PW	Planning	1-5	OB	$
1.2 b) Increase energy efficiency within municipal buildings with technologies used in weatherization efforts.					
	PW	Buildings Energy Workgroup	6+	S, F	$$$
1.2 c) Address limitations to financing energy efficiency for low-income households and renters by creating and administratively supporting a Rental Environmental Task Force including owners and renters.					
	PW	Planning, Landlord Groups, Renter Groups	6+	OB	$
1.2 d) Support energy efficiency financing for small businesses and low-income households through the Energy Efficiency Revolving Loan Fund and clean energy financing for commercial properties.					
	PW	NC Clean Tech Center, UNC Environmental Finance Center, Chapel Hill Sustainability Office, Southeast Energy Efficiency Alliance	6+	F, S	$$$
1.2 e) Host renewable energy sites in the business district, among clustered commercial buildings, or Town buildings.					
	PW	Triangle Green Building Council, Solarize Carrboro, Carrboro Business Alliance	6+	F,S, P	$$$
1.2 f) Develop a Community Energy Dashboard, using building energy assessment data, to identify progression or regression from the Town's energy goal over time.					
	PW	UNC, American Council for an Energy Efficient Economy	6+	CB, P	$
1.2 g) Create a utility billing platform to help energy customers (individual households, commercial building owners, and municipalities) understand their energy use.					
	PW	Communications, North Carolina Cities Initiative	6+	OB, S	$
1.2 h) Create policies that incentivize net-zero construction and energy efficient retrofits in new and existing developments, prioritizing affordable housing developments.					
	PW	Housing & Community Services, Triangle Green Building Council	6+	OB, S, F	$
1.2 i) Explore options to increase renewable energy usage through Renewable Energy Credits (RECs) purchases or advocating reinstatement of state solar tax credits.					
	PW	Sierra Club, North Carolina Sustainable Energy Association	6+	OB, S	$

CROSS-CUTTING	LEAD	PARTNERS	TIMEFRAME	RESOURCES	COST
Energy | Goal 1 (cont.): Achieve 80% reduction 2010 levels of per capita greenhouse emissions by 2030.					
Strategy 1.3: Increase Carrboro's use of renewable energy.					
1.3 a) Develop a renewable energy portfolio that takes advantage of federal and state tax credits and supports increased solarization.					
	PW	Solarize Carrboro, North Carolina Sustainable Energy Association	6+	OB, C, S, F	$$
1.3 b) Advocate for state legislation that enables Carrboro to invest in renewable energy generation projects that allows shared solar investment benefits in the community or can generate revenue to be invested in community needs, like affordable housing.					
	PW, Planning	Solarize Carrboro, Sierra Club, North Carolina Sustainable Energy Association, Southern Alliance for Clean Energy, Community Investment Groups	6+	OB	$
1.3 c) Develop programs and policies to support homeowners' ability to generate solar energy on roofs, with consideration for low-income homeowners.					
	PW, Planning	Solarize Carrboro, Housing & Community Services	6+	OB, C, S, F	$$
1.3 d) Investigate opportunities to pursue geothermal installations.					
	PW	Orange County, Contractors	6+	OB, C	$

CROSS-CUTTING	LEAD	PARTNERS	TIMEFRAME	RESOURCES	COST
Goal 1: Create a more inclusive economy, encourage more racial equity in business development, increase support for locally-owned businesses, and promote living wage jobs.					
Strategy 1.1 Create more equitable opportunities for residents and workers to obtain living wage jobs and a career path to support one's household.					
1.1 a) Encourage and support businesses to become Orange County Certified Living Wage employers.					
	Econ. Sustainability	CBA, Orange County	1-5	OB	$
1.1 b) Seek out and encourage opportunities for light manufacturing industries that can create livelihoods with living wages					
	Econ. Sustainability	CBA	6+	OB	$
1.1 c) Expand access to capital for locally-owned and BIPOC businesses and entrepreneurs.					
	Econ. Sustainability	CBA	1-5	OB	$$
Strategy 1.2 Support existing and attract new businesses that include a range of BIPOC, gender, ethnicities, and multiple abilities.					
1.2 a) Utilize an equity rating tool such as a racial equity analysis for use in governmental decision-making.					
	GARE Cohort	Econ. Sustainability	1-5	OB	$
1.2 b) Pursue marketing efforts to support locally-owned businesses that reflect the diversity of the community.					
	Communications	Econ. Sustainability	1-5	OB	$
1.2 c) Provide support for technology upgrades to be more competitive online and in-person.					
	Econ. Sustainability	CBA	1-5	OB	$$
Strategy 1.3: Expand access to capital for entrepreneurs, locally-owned, small and BIPOC businesses.					
1.3 a) Collaborate with banks and other lenders to provide gap financing, micro-loans, and lease assistance to local businesses and non-profits with an emphasis on equity gaps.					
	Econ. Sustainability	CBA	6+	OB, P	$$
1.3 b) Work with local lenders and credit unions to develop and market affordable products for financing locally owned businesses and non-profits.					
	Econ. Sustainability	VNS	6+	OB, P	$$
1.3 c) Increase awareness of the Town's revolving loan fund through email, social media, newspaper articles, and peer-to-peer communications					
	Communications	Econ. Sustainability	1-5	OB, P	$
1.3 d) Work with locally-owned and BIPOC businesses to help them navigate development review, permitting, building code and other interactions with the Town.					
	Econ. Sustainability	Planning	1-5	OB	$
1.3 e) Continue to support locally owned and operated businesses through CBA and other networking opportunities.					
	CBA	Econ. Sustainability	1-5	OB	$
1.3 f) Support building social capital by offering scholarships for membership in the Carrboro Business Alliance for low-asset businesses.					
	CBA	Econ. Sustainability	1-5	OB	$$

CROSS-CUTTING	LEAD	PARTNERS	TIMEFRAME	RESOURCES	COST
Goal 2: Promote economic development that is resilient, promotes excellence in design, reinforces a sense of place, expands commercial development opportunities, promotes infill development and reduces the tax burden on residents.					
Strategy 2.1: Support well-planned and designed, higher density and mixed-use development in the downtown.					
2.1 a) Develop a small area plan for the downtown.					
	Planning	Econ. Sustainability, CBA	1-5	OB	$
2.1 b) Identify areas for the downtown to grow, such as the area around OWASA & the new ArtsCenter site on Jones Ferry Road as identified in the Land Use element.					
	Planning	Econ. Sustainability, CBA	1-5	OB	$
2.1 c) Continue to market events and activities in the downtown and Town Commons that reinforce the sense of place and bring more residents, visitors, and customers into Carrboro.					
	Communications	Econ. Sustainability, CBA	1-5	OB, S, C	$
2.1 d) Improve signage and wayfinding in and near the Downtown.					
	Planning	Econ. Sustainability, CBA	1-5	OB, F,S,C	$$
2.1 e) Reinforce civic spaces in the downtown with the opening of 203 S. Greensboro and the planned renovation of the Century Center.					
	Econ. Sustainability	RPCR, CBA		OB, CB	$$
Strategy 2.2: Strengthen other business districts and commercial areas in Carrboro's neighborhoods.					
2.2 a) Plan for mixed-use business districts and upgrade shopping centers into multi-use destinations outside of the downtown.					
	Planning	Econ. Sustainability, CBA	1-5	OB, CB	$
Strategy 2.3: Aim to close the retail spending gap to keep more of Carrboro's spending power within the Town.					
2.3 a) Identify market segments and recruit local, regional and/or BIPOC businesses that can provide goods and services to keep spending in town.					
	Econ. Sustainability	Planning	3-5	OB	$
2.3 b) Actively educate citizens on the importance of buying and investing locally by communicating through events and various media channels.					
	Communications	Econ. Sustainability, CBA	1-5	OB	$
Goal 3: Grow the arts, entertainment, cultural, and tourism sectors of the economy.					
Strategy 3.1: Support expanded access to capital to the cultural community (arts, music, cultural institutions, etc.)including businesses and non-profit organizations.					
3.1 a) Explore micro-venture funds with investors/owners in Carrboro music and arts community.					
	Econ. Sustainability	CBA, RPCR	6+	OB	$$$
3.1 b) Gain a better understanding of debt and equity gaps for businesses and artists of color and leverage partnerships to close those gaps.					
	Econ. Sustainability	CBA, RPCR	6+	OB	$

CROSS-CUTTING	LEAD	PARTNERS	TIMEFRAME	RESOURCES	COST
Goal 3 (cont.): Grow the arts, entertainment. cultural and tourism sectors of the economy.					
Strategy 3.2: Create a cultural market.					
3.2 a) Grow an entrepreneurial class of cultural-related businesses that can be successful in Carrboro					
	Econ. Sustainability	El Centro	1-5	OB, CB, S, C, P	$$
Strategy 3.3: Expand tourism opportunities.					
3.3 a) Work with regional tourist marketing efforts to promote Carrboro including trails, University Lake, local arts, music, and events.					
	Econ. Sustainability	CBA	1-5	OB, CB, S, C, P	$
3.3 b) Update land use policies and regulations for short-term rentals.					
	Planning	CBA	1-5	OB	$
3.3 c) Determine demand for additional hotel and conference space.					
	Econ. Sustainability	Planning	6+	OB	$
3.3 d) Encourage the Tourism Development Authority to promote eco and agricultural tourism.					
	Communications	Tourism Development Authority	1-5	OB, C	$
Strategy 3.4: Support business opportunities and unique ownership models.					
3.4 a) Seek out ways to expand the opportunities for essential services in town, including office and flex space to accommodate growing businesses and more diverse retail categories .					
	Econ. Sustainability	Planning	1-5	OB, C	$$
3.4 b) Target research and development opportunities.					
	Econ. Sustainability	Planning	6+	OB, C, S, F, C	$$
3.4 c) Encourage and support co-op models to expand business opportunities and address equity gaps.					
	Econ. Sustainability	Planning	3-5	OB, P	$$
Goal 4: Encourage the transition of the economy to one based on green technology and low-impact industries.					
Strategy 4.1: Promote energy efficiency, renewable energy, and green buildings.					
4.1 a) Expand opportunities for renewable energy through seeking low-cost financing for energy efficiency, renewable energy projects and community generation.					
	Econ. Sustainability	Sierra Club	6+	OB, C, S, F, C	$$$
4.1 b) Incentivize energy efficiency and green building to exceed minimum standards with special designations and recognition programs.					
	Econ. Sustainability	Planning, Development community	6+	OB, C, S, F, C	$$$
Strategy 4.2: Promote the green economy including local innovators and low-impact industries.					
4.2 a) Explore additional changes to the Energy Efficiency Revolving Loan that would allow greater flexibility and more categories of uses.					
	Econ. Sustainability	Planning, Development community, AIA	6+	OB	$

CROSS-CUTTING	LEAD	PARTNERS	TIMEFRAME	RESOURCES	COST
Strategy 4.2 (cont.): Promote the green economy including local innovators and low-impact industries.					
4.2 b) Create connections between BIPOC residents and small businesses to growing green economy fields.					
	Econ. Sustainability		6+	OB, C, S, F, C	$
4.2 c) Create a special recognition program.					
	Econ. Sustainability	Communications	1-5	OB	$
4.2 d) Encourage and support local sourcing between businesses as a means for reducing carbon footprints.					
	Econ. Sustainabilty	UNC, Duke, Carrboro Farmers Market	1-5	OB, P	$
4.2 e) Encourage and support plant-based food businesses.					
	Econ. Sustainabilty	Carrboro Farmers Market	6+	OB, P	$
4.2 f) Support the continuation of agricultural businesses and production in the ETJ and Transition Areas.					
	Econ. Sustainabilty	Local farmers, CSAs, Farmers Market	6+	OB, C, S, F	$
Strategy 4.3: Attract a greater share of high tech, biotech and research, and development industries.					
4.3 a) Partner with UNC Chapel Hill, Duke University to identify opportunities for start-up industries.					
	Econ. Sustainability	Planning	6+	OB, P	$
4.3 b) Identify additional lands for research and development					
	Econ. Sustainability	Planning	6+	OB, CB, P	$$
4.3 c) Recruit incubator start-ups looking for a new location					
	Econ. Sustainability	Planning	6+	OB, C, P	$
Strategy 4.4 Create downtown improvement district to fund downtown access program.					
4.4 a) Conduct outreach to businesses and determine approach to creating downtown improvement district.					
	Econ. Sustainability	Planning, Communications	6+	OB	$
Strategy 4.5 Explore options for providing free broadband using town general funds for residential and downtown improvement district for commercial.					
4.5 a) Develop a business plan to provide free broadband.					
	Econ. Sustainability	Planning	1-5	OB	$
4.5 b) Explore partnerships with providers to provide free broadband.					
	Econ. Sustainability	Broadband Providers	1-5	OB	$
4.5 c) Advocate to the state legislature to allow municipal broadband networks.					
	Econ. Sustainability	NC Regional Councils of Government	6+	OB	$

CROSS-CUTTING	LEAD	PARTNERS	TIMEFRAME	RESOURCES	COST
Goal 1: Promote recreational programming and cultural resources across all ages, genders, races, and abilities with affordable opportunities.					
Strategy 1.1 Evaluate recreational programming through the adopted One Orange Racial Equity Framework to identify any gaps in activities for all interests, age groups, ability, and affordability levels.					
1.1 a) Periodically survey the public and conduct needs assessments on recreation services to identify new opportunities, changing priorities, and barriers (e.g. affordability) to improve communication and foster community trust.					
	RPCR	Recreation & Parks Commission, Local organizations	1-5	OB	$
1.1 b) Conduct a feasibility study and/or needs assessment for an indoor recreation center/swimming pool in Town.					
	RPCR	Planning, Public Works, Communications & Engagement, Recreation & Parks Commission	1-5	OB	$
1.1 c) Install additional outdoor exercise amenities in more parks and along trails for affordable and easy access.					
	RPCR	Public Works, Recreation & Parks Commission	6+	CB	$$
1.1 d) Develop a communications campaign that focuses on targeted outreach in communities that are not currently utilizing RPCR programs.					
	RPCR	Communications Dept, local organizations	6+	OB	$
1.1 e) Enhance promotion of the Financial Assistance Program (FAP).					
	RPCR	Communications Dept, local organizations	1-5	OB	$
1.1 f) Provide activities and spaces geared towards teenagers with passive and active gathering spaces and programs that would appeal to their age level.					
	RPCR	Communications Dept, Future Teen Center, Carrboro High School	6+	CB	$$
1.1 g) Continue, promote, and expand offerings for virtual recreational programming.					
	RPCR	Recreation & Parks Commission, Schools	1-5	OB	$
Strategy 1.2 Identify and promote opportunities for both passive and active recreation for young and old populations.					
1.2 a) Dedicate funding and identify sites for a splash pad (or similar interactive water feature) that can serve all ages and ability levels to play, gather, and cool down during Carrboro's warm weather.					
	RPCR	Recreation & Parks Commission, Public Works	6+	CB, State, County	$$
1.2 b) Add at least one multigenerational wellness opportunity each year to an existing town wide event.					
	RPCR	Local organizations, Recreation & Parks Commission	6+	OB	$
1.2 c) Continue to encourage and expand neighbor-organized community gardens in public parks.					
	RPCR	Local organizations	1-5	OB	$
1.2 d) Improve park and trail accessibility for people with different abilities.					
	RPCR	Recreation & Parks Commission, Public Works	6+	CB, Federal, County, State	$$$
1.2 e) Add programs that offer health education, physical training, and nutrition.					
	RPCR	Local fitness/nutrition groups, schools	6+	OB, Private	$

CROSS-CUTTING	LEAD	PARTNERS	TIMEFRAME	RESOURCES	COST
Goal 1 (cont.): Promote recreational programming and cultural resources across all ages, genders, races, and abilities with affordable opportunities.					
Strategy 1.3 Continue to adapt and expand cultural resources and programming to align with community needs.					
1.3 a) Capitalize on the 203 Project and the new ArtsCenter to plan for arts and cultural programming that reaches underserved populations.					
	RPCR	ArtsCenter	6+	OB, Private	$
1.3 b) Identify partnerships and opportunities for cross-pollination with other organizations providing programming.					
	RPCR	Recreation & Parks Commission, Local organizations	1-5	OB, Private	$
Goal 2: Ensure all people in Carrboro have safe, equitable, and connected access to parks, open space, and recreational facilities.					
Strategy 2.1: Strive for a park, play field, or other green space within walking distance (e.g. half-mile or 10-minute walk) and physically accessible to all residents in Carrboro.					
2.1 a) Prioritize access for Black, Indigenous and People of Color (BIPOC), immigrants, and other underserved communities in siting new park and recreation facilities or improving access to existing parks and facilities, including the number of entrances, access points, and safe pathways to existing facilities, allowing more residents to be able to walk to a park.					
	RPCR	Recreation & Parks Commission, Public Works	1-5	CB, OB, Federal, County, State	$$$
2.1 b) Pursue opportunities for new, expanded, or shared multi-purpose fields that can accommodate a range of activities and users.					
	RPCR	Recreation & Parks Commission, Schools, HOAs	6+	CB, OB, Federal, County, State	$$
2.1 c) Find ways that the Town of Carrboro can coordinate with and encourage Orange County to implement plans for Twin Creeks Park.					
	RPCR	Orange County, Durham Chapel Hill Carrboro Metropolitan Planning Organization, Planning, Public Works	1-5	Federal, County, State	$
2.1 d) Explore partnerships with homeowners' associations (HOAs) and other landowners for joint use agreements that increase public access to open space and recreation facilities.					
	RPCR	HOAs, private landowners	6+	OB	$
2.1 e) Adopt siting and service criteria for evaluating potential land acquisition for recreation and park facilities in cooperation with other regional park providers and in relation to siting facilities in underserved areas and exploring sites for pocket parks (less than 2 acres) or button parks (1 acre or less).					
	RPCR	Regional park providers, Recreation & Parks Commission	1-5	OB	$
2.1 f) Identify locations for a new dog park in a central location in Town to provide an amenity for dog owners and another opportunity for additional social and gathering spaces for residents.					
	RPCR	Recreation & Parks Commission	6+	CB, OB	$$

CROSS-CUTTING	LEAD	PARTNERS	TIMEFRAME	RESOURCES	COST
Goal 2 (cont.): Ensure all people in Carrboro have safe, equitable, and connected access to parks, open space, and recreational facilities.					
Strategy 2.2: Continue to maintain and pursue new opportunities for coordination and shared-use agreements with Orange County, Chapel Hill, Chapel Hill-Carrboro City Schools, and other recreation providers to connect park and greenway systems.					
2.2 a) Expand existing parks partnerships and consider the need for any new agreements that can improve access across different park systems.					
	RPCR	Regional park providers, Recreation & Parks Commission	1-5	CB, OB	$$
2.2 b) Encourage and participate in a regional Parks and Recreation Facilities Master Plan to guide future parks planning and help leverage outside funding.					
	RPCR	County, regional park providers, Recreation & Parks Commission	6+	CB	$$
Strategy 2.3: Preserve, enhance, and promote access to additional parks and open spaces through partnerships with other agencies and organizations.					
2.3 a) Continue to work with other agencies such as the County, UNC, OWASA, and the Town of Chapel Hill to maintain and expand opportunities in Carolina North Forest and University Lake.					
	RPCR	County, UNC, OWASA, Town of Chapel Hill	6+	CB, OB, County, State	$$
2.3 b) Identify new sites for recreational opportunities as part of future development in the Extra Territorial Jurisdiction (ETJ).					
	RPCR	Recreation & Parks Commission	6+	CB	$$
2.3 c) Continue to promote and spread awareness of nearby park facilities, especially those that closely border Carrboro and provide amenities and programming that Carrboro lacks.					
	RPCR	Communications Dept	1-5	OB	$
Strategy 2.4: Focus on community outreach and education about parks and recreation opportunities, especially to those without access to the Internet or for whom English is a second language.					
2.4 a) Connect with community ambassadors / neighborhood liaisons to help with translation and outreach.					
	RPCR	Neighborhood liaisons, Town Communications Dept, Local organizations	1-5	OB	$
2.4 b) Collaborate with school districts, community organizations, and businesses to promote park resources and programs.					
	RPCR	School districts, Community Organizations, Local businesses	6+	OB	$
2.4 c) Add multilingual park signage that also uses pictures and icons.					
	RPCR	Immigrant populations/organizations	6+	CB	$$
2.4 d) Engage new and existing parks users through events that serve multiple purposes (i.e. food distribution and programming for children).					
	RPCR	Communications Dept, local organizations	6+	OB	$
2.5 a) Led by Planning, continue to collaborate with Planning, RPCR, Public Works, and other Town departments, government agencies, and Boards and Commissions to implement planned greenway improvements strategically and efficiently in conjunction with planned park and neighborhood linkages.					
	RPCR	Durham Chapel Hill Carrboro Metropolitan Planning Organization, Orange County, Planning, Public Works, Greenways Commission	6+	CB, OB	$$

CROSS-CUTTING	LEAD	PARTNERS	TIMEFRAME	RESOURCES	COST
Goal 3: Ensure that recreation and park facilities and programming are environmentally responsible and help further climate change related goals.					
Strategy 3.1: Implement Best Management Practices in maintenance and future upgrades to Carrboro's park facilities.					
3.1 a) Treat recreation and park facilities as functional and exemplary landscapes that can employ green stormwater infrastructure, include native vegetation, flood mitigation, and other resiliency measures.					
	RPCR	Public Works, Planning	6+	CB, OB	$$
3.1 b) Install educational components in park facilities to share information with the public about stormwater management, sustainable practices, and nature preservation.					
	RPCR	Public Works, Planning	6+	CB, OB	$$
Strategy 3.2: Enhance public access to parks and natural areas while balancing environmental protection and locating active facilities away from ecologically sensitive sites.					
3.2 a) Continue to explore options for "nature play" areas like the ones at Dr. MLK Jr. Park.					
	RPCR	Public Works, Planning, Recreation & Parks Commission	6+	CB, OB	$$
3.2 b) Encourage strategies for farming to be viable in Carrboro using open space in subdivisions or other underutilized land.					
	RPCR	Planning, private landowners	6+	OB	$
Goal 4: Strengthen a sense of community and inclusion through the arts, events, and cultural programming that celebrates the diversity in Carrboro.					
Strategy 4.1: Continue activation and flexible programming of public spaces in partnership with businesses or other private entities.					
4.1 a) Increase opportunities for flexible events and informal activities that enhance the use of public spaces for things like exercise classes, music lessons, dining, outdoor meeting spaces and gatherings, pop-up events, etc.					
	RPCR	Recreation & Parks Commission, Communications Dept, local businesses	1-5	OB	$
Strategy 4.2: Continue to celebrate the diversity of the Town's residents through events, festivals, and programming that honors the variety of cultural backgrounds and traditions in Carrboro.					
4.2 a) Conduct outreach with different segments of the population to identify new opportunities for town wide events that honor and share a variety of cultural traditions.					
	RPCR	Local organizations, Racial Equity Commission	1-5	OB	$
Strategy 4.3: Continue to support, fund, and install public artwork by local artists in strategic locations throughout Town to celebrate the history and story of Carrboro.					
4.3 a) Seek ideas and funding for interactive and culturally representative public artwork to be installed in parks and along greenways.					
	RPCR	Arts Committee, Racial Equity Commission, Recreation & Parks Commission, Planning	1-5	CB, OB	$
4.3 b) Explore the development of an Arts Plan to be led by the Arts Committee.					
	Arts Committee	RPCR, Planning, Recreation & Parks Commission	6+	OB	$
4.3 c) Pursue more opportunities for people to organically express themselves and come together through art in the parks via temporary installations, using chalk art or portable paint boards.					
	Arts Committee	RPCR	6+	OB	$

CROSS-CUTTING	LEAD	PARTNERS	TIMEFRAME	RESOURCES	COST
Goal 4 (cont.): Strengthen a sense of community and inclusion through the arts, events, and cultural programming that celebrates the diversity in Carrboro.					
Strategy 4.4: Encourage expanded compatible uses of the Town Commons to include year-round programming such as a crafts and artisan markets.					
4.4 a) Recruit new and emerging vendors and entrepreneurs selling a range of goods.					
	RPCR	Farmers Market, Economic Sustainability Commission, Racial Equity Commission	1-5	OB	$
Strategy 4.5: Support placemaking projects that promote the Carrboro story and brand.					
4.5 a) Pursue installations that promote Carrboro as a creative community to attract arts-related tourism and economic development.					
	Arts Committee	RPCR, Economic Sustainability Commission	6+	OB	$
4.5 b) Incorporate historical elements and context to share the Town story.					
	Racial Equity Commission	Arts Committee	6+	CB, Private	$
4.5 c) Continue the Truth Plaque Project.					
	Racial Equity Commission	Local organizations	6+	CB, Private	$

CROSS-CUTTING	LEAD	PARTNERS	TIMEFRAME	RESOURCES	COST
Goal 1: Promote the design of new development, renovation of existing buildings and public spaces that add to the character and promote the diversity of the community.					
Strategy 1.1: Foster quality design of the public realm including public right-of-way, Town facilities, parking lots and other public spaces.					
1.1 a) Make improvements to public spaces and rights-of-way in the Downtown to attract more residents and customers to visit the downtown to support local businesses, entertainment, arts and culture.					
	Planning	Econ. Sustainability	3+	CB	$$
1.1 b) Continue to upgrade Town lands to incorporate native landscaping and Green Stormwater Infrastructure (GSI).					
	Public Works		6+	CB	$$
1.1 c) Continue to extend sidewalks to connect missing links and incorporate lighting, amenities, and plantings as appropriate in conjunction with these installation projects.					
	Public Works	Planning	1-5	CB, F,S,C, P	$$$
1.1 d) Continue installing gateways, signage, and wayfinding to celebrate Carrboro and direct visitors to key locations around Town with particular attention to cultural destinations that recognize the diversity of the community.					
	Public Works	Planning	1-5	CB	$
1.1 e) Create public plazas or gathering spaces outside of the downtown, including possible locations at Homestead and NC 54, Rogers Road.					
	Planning	Public Works	6+	CB, P	$$
1.1 f) Continue to promote the use of public art to express the history, diverse cultures, and aspirations of all Carrboro residents.					
	RPCR	ArtsCenter	1-5	OB, CB, P	$
Strategy 1.2: Encourage the improvement of semi-public spaces to provide amenities, stormwater benefits and attractive environments for a balance of people, natural habitat, and open space.					
1.2 a) Work with homeowner associations to expand public use of open space including bikeway connections, use of recreational activities and natural habitats.					
	Public Works	Planning	6+	OB, CB,P	$$
1.2 b) Work with property owners and homeowner associations to pursue GSI to reduce flooding potential.					
1.2 c) Encourage commercial properties to provide public amenities including sidewalks, landscaping, GSI, lighting, and tree canopy coverage.					
	Planning	Public Works	6+	PB	$
Strategy 1.3: Utilize the development review process to promote excellence in design that meets the diverse range and cultures expressed in Carrboro's built environment.					
1.3 a) Review and update the Architectural Standards for Downtown Development, last amended in 2006, to determine changes to be consistent with the comprehensive plan.					
	Planning	Appearance Commission	6+	OB	$
1.3 c) Develop design, landscaping, and tree canopy standards for neighborhood commercial and mixed-use districts to guide new and redevelopment proposals.					
	Planning	Appearance Commission	6+	OB	$

CROSS-CUTTING	LEAD	PARTNERS	TIMEFRAME	RESOURCES	COST
Goal 2: Plan for the expansion of affordable housing availability through land use tools of planning, zoning, and development review.					
Strategy 2.1: Pursue concerted land use planning/small land use plans for high priority/high potential areas.					
2.1 a) Develop small land use plans for strategic nodes that promote Carrboro Connects principles including more affordable housing, land conservation, and improved walkability.					
	Planning	Affordable Housing	1-5	OB	$
Strategy 2.2: Preserve and promote the availability of affordable housing along key corridors and nodes that are transit-accessible, walkable and bikeable.					
2.2 a) Pursue rezoning for greater density along key corridors and transit nodes					
	Planning	Public Works, Chapel Hill Transit	1-5	OB	$
2.2 b) Investigate creating a new overlay zoning district to allow greater density in areas with high levels of transit and are near amenities.					
	Planning	Public Works, Chapel Hill Transit	1-5	OB	$
Strategy 2.3: Expand the allowance of Accessory Dwelling Units (ADUs) and tiny homes.					
2.3 a) Expand the permissibility of ADUs on residential lots.					
	Public Works	Planning	6+	OB, CB,P	$$
2.3 b) Determine whether a new zoning district should be created for smaller lots to allow for tiny home developments					
	Planning	Public Works	6+	PB	$
Strategy 2.4: Explore the creation of an overlay district to preserve mobile home parks.					
2.4 b) Determine whether an overlay zoning district would be an effective mechanism to preserve the viability of the mobile home parks and reduce the pressure on housing prices.					
Strategy 2.5: Fully evaluate and reduce housing density restrictions to slow the increase of housing prices and diversify housing stock.					
2.5 a) Investigate setbacks, floor area ratio, minimum lot area requirements and parking standards in the Land Use Ordinance to identify opportunities to strategically support higher density levels in appropriate locations					
	Planning	Affordable Housing, Economic Sustainability	1-5	OB	$
2.5 b) Increase incentives such as the affordable housing density bonus to provide more affordable units in new development and redevelopment					
	Planning	Affordable Housing, Economic Sustainability	1-5	OB	$
2.5 c) Work with partners to seek legislative authority for inclusionary zoning policies					
	Planning	Communications	6+	OB	$
2.5 d) Communicate clear and predictable process to developers to meet the Town's affordable housing goals.					
	Planning	Communications	6+	OB	$

CROSS-CUTTING	LEAD	PARTNERS	TIMEFRAME	RESOURCES	COST
Goal 2: Plan for the expansion of affordable housing availability through land use tools of planning, zoning, and development review.					
Strategy 2.6: Improve the development review process to promote more affordable housing and reduce costs.					
2.6 a) Create a maximum timeline for review of affordable housing projects (or projects with a minimum number of units set aside for affordable housing					
	Planning	Affordable Housing, Econ. Sustainability	3-6	OB	$
2.6 b) Develop clear standards for the review of affordable housing projects for use by Advisory Boards to improve predictability and reduce the amount of time for approvals.					
	Planning	Affordable Housing, Econ. Sustainability	3-6	OB	$
Strategy 2.7 Calculate level of subsidy needed to bring desired housing types to market, in particular missing middle types.					
2.7 a) Determine if there is a finance gap and identify possible funding sources to provide greater missing middle housing development					
	Planning	Affordable Housing		OB	$
Strategy 2.8 Pursue updates to the LUO and zoning maps to provide greater densities in areas prioritized for growth, particularly along corridors identified in Strategy 8 and small area plans as part of implementation of the comprehensive plan.					
2.8 a) Identify updates to LUO and zoning maps based on small area plans.					
	Planning	Affordable Housing, Econ. Sustainability	1-5	OB	$
Goal 3: Support development patterns that advance climate action goals and environmental protection.					
Strategy 3.1: Pursue development provisions that preserve and maintain natural areas by incorporating environmentally sensitive development and building practices					
3.1 a) Continue to examine and update standards for conservation lands, wetlands, and steep slopes to future best practices.					
	Planning	Public Works	6+	OB	$
3.1 b) Add vegetative standards to the development review process					
	Planning	Public Works	1-5	OB	$
3.1 c) Review and update open space requirement and coordinate with goal of reducing impervious surfaces within the open space.					
	Planning	Public Works	6+	OB	$
3.1 d) Liaise with UNC Chapel Hill's Facilities Planning Department and private citizens, where possible, to seek opportunities to formalize Carolina North Forest as a nature preserve and recreational open space.					
	Planning	UNC	6+	OB	$
3.1 e) Identify the opportunity for cluster development, low-impact development, brownfield redevelopment, transit-oriented development, and native "greenscape" requirements in future development plans					
	Planning	Public Works	6+	OB	$

CROSS-CUTTING	LEAD	PARTNERS	TIMEFRAME	RESOURCES	COST
Goal 3 (cont.): Support development patterns that advance climate action goals and environmental protection.					
Strategy 3.1: Pursue development provisions that preserve and maintain natural areas by incorporating environmentally sensitive development and building practices					
3.1 f) Continue preservation of urban tree cover/forests					
	Planning	Public Works	1-5	OB	$
3.1 g) Regularly assess standards and ordinances for current best practices or issues on a rolling schedule so that each is updated on a 5-year basis.					
	Planning	Public Works	6+	OB	$
Goal 4: Promote land use planning and development that reduces GHG emissions through reducing auto-dependence.					
Strategy 4.1: Update the Land Use Ordinance to be consistent with the goals of the Comprehensive Plan.					
4.1 a) Develop a process to update the Land Use Ordinance including the following topics: Accessory Dwelling Units (ADUs), parking standards, short-term rental, bulk standards for residential development, and consideration of new overlay districts.					
	Planning	Public Works, Aff. Housing, Econ. Sustainability	1-5	OB	$$
4.1 b) Pursue updates to the land use ordinance to facilitate the development of 15-minute neighborhoods.					
	Planning	Public Works, Aff. Housing Econ. Sustainability	1-5	OB	$$
4.1 c) Update parking requirements to consider adjustments or removal of minimum requirements for affordable housing, accessible dwelling units, and mixed-use development to reduce impervious surfaces and make more efficient use of land.					
	Planning	Public Works, Aff. Housing, Econ. Sustainability	1-5	OB	$
Goal 5: Expand appropriate development opportunities that meet the goals of the comprehensive plan.					
Strategy 5.1: Increase the amount of land available for commercial and mixed-use development.					
5.1 a) Update zoning to allow for greater density of development in the Downtown and near key nodes.					
	Planning	Public Works, Aff. Housing, Econ. Sustainability	1-5	OB	$
Strategy 5.2: Improve the development approval process to be more predictable and efficient while continuing to offer vibrant community participation.					
5.2 a) Update and clarify the roles of each commission or advisory board.					
	Planning	Public Works, Aff. Housing, Econ. Sustainability	1-5	OB	$
5.2 b) Create a timeline for each project's review.					
	Planning	Public Works, Aff. Housing, Econ. Sustainability	1-5	OB	$
5.2 c) Develop written standards for review of projects.					
	Planning	Public Works, Aff. Housing, Econ. Sustainability	1-5	OB	$

CROSS-CUTTING	LEAD	PARTNERS	TIMEFRAME	RESOURCES	COST
Goal 6: Improve access and availability of Town Parks and schools to meet recreation and educational needs.					
Strategy 6.1: Identify additional park space needed to serve residents within a 10-minute walk.					
6.1 a) Utilize race and equity criteria as factors in siting new parks, park features, and programming.					
	RPCR	Public Works, Planning	1-10	OB, CB	$$$
6.1 b) Focus on connectivity between parks through bike facilities, sidewalks, micromobility and transit.					
	RPCR	Public Works, Planning	1-10	OB, CB	$$$
Goal 6: Improve access and availability of Town Parks and schools to meet recreation and educational needs.					
Strategy 6.2: Coordinate with Chapel Hill-Carrboro Schools regarding school siting, capital needs and improved access via bike facilities and sidewalks					
6.2 a) Coordinate siting of new schools such as land set aside in Twin Creeks Park and the Greene Tract					
	Planning	Chapel Hill Carrboro Schools, Public Works	6+	OB	$$$
6.2 b) Coordinate capital needs for existing schools in terms of additions, outdoor amenities on school grounds.					
	Planning	Chapel Hill Carrboro Schools, Public Works	6+	OB	$$$
6.2 c) Improve access to schools via bicycle facilities and sidewalks.					
	Planning	Chapel Hill Carrboro Schools, Public Works	6+	OB, CB	$$$
Goal 7: Preserve the architecturally significant and historic properties and districts in the Town that reflect the range of cultures and historic experiences in Carrboro.					
Strategy 7.1: Review and Update Neighborhood Preservation Districts.					
7.1 a) Update Neighborhood Preservation Design Guidelines to reflect ways to promote equitable design and preservation.					
	Planning	Public Works, Aff. Housing, Econ. Sustainability	6+	OB	$
7.1 b) Continue to work with property owners interested in nominating their area as a new Neighborhood Preservation District.					
	Planning	Public Works, Aff. Housing, Econ. Sustainability	6+	OB	$
Strategy 7.2: Create a local historic landmark property program.					
7.2 a) Add a nominating process for designating local landmarks to the Land Use Ordinance that reflects the range of cultures and historic development in Carrboro.					
	Planning	Aff. Housing, Econ. Sustainability	6+	OB	$
7.2 b) Plan for walking tours, plaques and/or online recognition of historic properties including highlighting historic truths of the community.					
	Planning	Aff. Housing, Econ. Sustainability	6+	OB	$
7.2 c) Study and seek public input on whether to establish landmark restrictions such as a delay to demolition permits.					
	Planning	Aff. Housing, Econ. Sustainability	6+	OB	$

CROSS-CUTTING	LEAD	PARTNERS	TIMEFRAME	RESOURCES	COST
Goal 7 (cont.): Preserve the architecturally significant and historic properties and districts in the Town that reflect the range of cultures and historic experiences in Carrboro.					
Strategy 7.3: Assist property owners who seek designation of their property as a National Historic Landmark.					
7.3 a) Continue to provide historic records and other support to property owners seeking historic landmark status such as land record and NC State Housing Preservation Office records.					
	Planning	Aff. Housing, Econ. Sustainability	6+	OB	$
7.3 b) Provide recognition through plaques and/or online recognition of National Historic Landmarks.					
	Planning	Aff. Housing, Econ. Sustainability	6+	OB	$
7.3 c) Continue the historical marker program adopted by the Town Council on February 5, 2002 and the Historic Carrboro Plaque Program supported by the Town Council on October 21, 2008.					
	Planning	Aff. Housing, Communications	6+	OB	$
7.3 c) Explore becoming a Certified Local Government to designate landmarks.					
	Planning	Aff. Housing, Econ. Sustainability	6+	OB	$
Goal 8: Plan for future land uses that advance goals and strategies in the comprehensive plan and protect, enhance, and complement the unique character of each area.					
Strategy 8.1 Plan for balanced growth at key nodes and corridors that further goals of the plan. The future Land Use Map shows all existing and future land uses. Specific changes are identified in Corridor Plans.					
8.1 a) Facilitate small area plans for areas identified for future growth and development, such as along transit corridors and nodes throughout the Town.					
	Planning	Aff. Housing, Econ. Sustainability	1-5, 6+	OB	$
8.1 b) Update the LUO based on recommendations in the comprehensive plan and subsequent small area plans.					
	Planning	Aff. Housing, Econ. Sustainability	6+	OB	$

APPENDIX
Glossary

Active recreation: Structured activities that require the use of special facilities, courses, fields, or equipment, such as baseball, basketball, tennis, etc.

Adaptation: Adjustment in natural or human systems to a new or changing environment that exploits beneficial opportunities or moderates negative effects (ECPP 2020, p 25)

Affordable housing is housing that is affordable to households with low incomes, meaning that these households pay no more than 30% of their income for housing costs like rent, mortgage, and utilities. Standard is units for which a family would pay no more than 30% of their income for rent or 2.5 times their annual income to purchase.

Area Median Income (AMI) – many affordable housing programs are based on AMI. The Orange County AMI in 2021 was $86,400.[1]

- Low-income households are considered low-income if they earn no more than 80% of AMI. In 2021, this was $48,400 for one person and $69,100 for a family of four
- Very low-income households are those that earn under 50% of AMI. In 2021 this was $30,250 for one person and $43,200 for a family of four
- Extremely low-income households are those that earn under 30% of AMI. In 2021 this was $18,150 for one person and $25,900 for a family of four

Best Management Practices (BMPs): Practices that can be implemented to prevent or reduce the amount of pollution generated in stormwater runoff, protect water quality, and promote soil conservation. Examples include: runoff diversions, silt fences, stream, buffers, groundcover vegetation, etc.[2]

BIPOC: An acronym for the term "Black, Indigenous, People of Color" which is used to highlight the unique relationship to whiteness that Indigenous and Black (African Americans) people have, which shapes the experiences of and relationship to white supremacy for all people of color within a U.S. context.[3]

Bioengineering stormwater methods: Include rain gardens, stormwater wetlands, permeable pavement, rainwater harvesting, disconnected impervious surfaces, and other green infrastructure, detention ponds, and rain gardens.

Bioretention: Use of plants and soils for removal of pollutants from stormwater runoff via adsorption, filtration, sedimentation, volatilization, ion exchange, and biological decomposition (NCDENR Stormwater SCM Manual)

Carrboro Joint Development Review Area (CJDA) – adopted in 1986 as part of the Orange County-Chapel Hill-Carrboro Joint Planning Area Land Use Map. The area includes Transition Area 1 and 2.

Character: Used in the context of community planning and design, this term is used to describe the collection of many features that help shape a place's identity and the way that residents live, work, play, and travel. Community character can also define a "sense of place," which is the sum of visual, cultural, and social characteristics that provide meaning to a location.[4]

Climate Change: Increasing quantity of greenhouse gases (GHGs) in the atmosphere is causing temperatures to rise and increasing the frequency and severity of extreme weather events, and that human activities are the primary cause (CCAP 2020, p 2).

Conservations Areas: An area of land that is protected or of special interest to be preserved (i.e. University Lake).

Distributed renewable energy sources: Energy coming from renewable sources (i.e, solar, wind, geothermal) and are generated near point of use (e.g., residential home, municipal building) rather than a centralized power plant.

Evapotranspire: How water transfers from land to the atmosphere through evaporation and transpiration (water going from soil and evaporating from plants).

Extra Territorial Jurisdiction (ETJ): Area outside of the Town's municipal boundary that is still subject to the Town's land development regulations and within the Joint Planning Area as part of an agreement between Orange County, Carrboro, and Chapel Hill.

Greenways: Unbroken chains of preserved open space surrounding stream and wildlife corridors, headwaters, water recharge areas, and significant ecosystems that also provide bicycle and pedestrian connections between neighborhoods and for the community.[5]

Greenway Connections: Paths or routes that provide bicycle and pedestrian connections to/from greenways and trails.

Green space: Land covered with grass, trees, shrubs, or other vegetation (e.g. parks, community gardens, and cemeteries).

Green Stormwater Infrastructure (GSI): Nature-based stormwater management methods that mitigate flooding, improve the ecosystem's health, and provide additional benefits to the community.

Grey Stormwater Infrastructure: Built stormwater management methods like pipes

Geomorphic instability: When the slopes of landscape, rivers or streams, and hills are less stable, often due to erosion.

Community plan/actions: Broader plan to address activities that: expands the focus to include energy saving activities across the jurisdiction (residential, commercial, industrial, transportation, and other sectors) of the broader community; recognizes that, while local government actions can greatly influence, energize, and leverage effective activities in the broader community, the government has less direct control over these activities in comparison to a government-only plan (CCAP 2020, p 6-7).

Ecologically Sensitive: Ecosystems that are sensitive to destruction due to direct or indirect human actions

Economic Sustainability: A sustainable economy provides long-term financial opportunities for local businesses.

Equitable development is attained when all individuals have an opportunity to prosper and outcomes are not predetermined based on one's race, gender, age, creed, national origin, disability, sexual orientation, gender identity/expression or economic status.

Energy efficiency: Improvements to reduce building energy consumption.

Energy Positive Building: When a building creates more energy than it uses.

Feeder System: Smaller bodies of water that join into a larger body water.

Microgrid: Generation of renewable energy paired with battery storage that are independent from the energy grid but can provide energy to grid during outages. (Advanced Energy)

Micro-mobility: Bike Share, E-Bike, E-Scooters, and other vehicles that cannot travel more than 15 miles per hour (Ch. 6 Motor Vehicles and Traffic)

Mitigation: Activities that avoid or decrease the release of greenhouse gas (GHG) emissions, or decrease atmospheric GHG concentrations, e.g., carbon storage in forests or soils (ECPP 2020, p 25).

Multigenerational wellness: The active process of pursuing a healthy lifestyle across all age groups.

Municipal plan/actions: A focus on government buildings, facilities, infrastructure, and transportation; concentrates on activities for which the government has direct influence – e.g., personnel, planning, and budgeting – which means tighter control over implementation (CCAP 2020, p 6).

Natural Areas: Land that is largely undeveloped/undisturbed and in its natural state (e.g. Carolina North Forest, nature reserves, prairies, etc.).

Nature Play: Any unstructured play in outdoor settings and with natural elements and features (i.e., trees, logs, rocks, water) as opposed to conventional manufactured playground equipment.

Northern Study Area (NSA) and Northern Transition Area (NTA) – The NSA is Carrboro's northern growth area and is the subject for the Facilitated Small Area Plan for Carrboro's Northern Study Area adopted in 1999. The Northern Transition Area Advisory Committee provides input on planning, growth and development issues for the NSA.

Open Space: Per the Carrboro Land Use Ordinance, Open Space refers to an area that: is not encumbered with any substantial structure; is not devoted to use as a roadway, parking area, or sidewalk; is not part of any privately owned lot that is used or intended for use for residential purposes; is legally and practicably accessible to the general public or to the residents of the development where the open space is located.

Passive recreation: Activities that do not require prepared facilities or special resources, such as walking, nature viewing, picnicking, etc.

Points of Interest: Groceries, restaurants, businesses, government buildings, etc.

Present use value taxation: A program enacted by the North Carolina Legislature that allows for reduced tax values of individually owned property involved in agricultural, horticultural or forestry management.[6]

Productive Areas: Environments that provide ecosystem services (like pollination, clean air, climate resiliency) that benefit living things, including humans.

Racism, Structural/Systemic: Systemic and structural racism are forms of racism that are pervasively and deeply embedded in systems, laws, written or unwritten policies, and entrenched practices and beliefs that produce, condone, and perpetuate widespread unfair treatment and oppression of people of color, with adverse health consequences. Examples include residential segregation, unfair lending practices and other barriers to home ownership and accumulating wealth, schools' dependence on local property taxes, environmental injustice, biased policing and sentencing of men and boys of color, and voter suppression policies.[7]

Racial Equity Assessment Tools: A Racial Equity Impact Analysis can be used to inform and shape transportation policy decisions and/or recommendations. Some criteria that may be included in an assessment include: assessing the benefits and impacts (burdens) of the project on certain racial groups, how the needs of racial minorities will be prioritized, and strategies to mitigate potential negative consequences around decision-making.

Recreation providers: Any department or organization dedicated to providing recreational facilities and programming for public use (e.g. Carrboro's Recreation, Parks, and Cultural Resources Department, Orange County Parks Department, YMCA, RENA, etc.).

Renewable Energy Site: Locations where renewable energy are zoned/allowed.

Resilience: Closely related to the concept of adaptation is climate resilience (ECPP 2020, p 25). The capacity of a community, business, or natural environment to prevent, withstand, respond to, and recover from a disruption (U.S. Climate Resilience Toolkit)

Transportation Demand Management: A set of strategies aimed at maximizing traveler choices. (US DOT Federal Highway Administration)

Urban Heat Island Effect: Where temperatures are higher in certain areas of a jurisdiction as a result of a loss of vegetation, removing shade and natural cooling, and an increase in heat-absorbing building materials, such as asphalt parking lots and building rooftops

Walkability: A measurement of how friendly an area is to walking; an environment which supports safe, convenient, and pleasant access to desired people, places, and amenities.

Water conservation measures reduce household water use.

Weatherization: building improvements that enhance occupant comfort during severe weather.

Note: See "On Language" section in Chapter 1: Introduction for a discussion regarding race and ethnicity used in the plan. Further information on usage of terms including African American, Black, Asian, American Indian, Native American, Hispanic, Latino or Latina, Latinx are described in Flanagin A., Frey, T., Christiansen, S, et al, "Updated Guidance on the Reporting of Race and Ethnicity in Medical and Science Journals, JAMA, 2021;326(7):621-627. doi:10.1001/jama.2021.13304 https://jamanetwork.com/journals/jama/fullarticle/2783090

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