



ISSUES AND OPPORTUNITIES: DEMOGRAPHIC TRENDS AND LAND USE

11/10/2020

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1. INTRODUCTION

The Demographic Trends and Land Use Issues and Opportunities Report includes an overview of demographics, land use patterns, land use issues and opportunities and a summary of relevant sections of three of the Town's planning documents – Carrboro Vision 2020, the Northern Study Area Plan and the Joint Planning Land Use Plan. Several other plans, such as the Climate Action Plan and Economic Sustainability Plan, have a direct relationship with land use, and are summarized and discussed in other Issues and Opportunities Reports.

The availability of land is a scarce resource in Carrboro. At only 6.4 square miles in the Town and a total of 13 miles in the Planning Jurisdiction¹, available land is at a premium, especially in the context of climate change, rising cost of land and pressure for competing potential uses of development, parks and open space.

Carrboro Vision 2020 set out an ambitious set of policies when it was adopted in 2000, covering programming, services, and amenities; development; economic development, transportation, environmental protection and promotion, and housing. Since that time, the Town has grown by over 4,400 residents, although the rate of growth has decreased in recent years.

Land use is affected by all of the elements that are being addressed in the comprehensive plan, from environmental systems to transportation to affordable housing and economic sustainability. Land and water are finite resources that tie together all elements of the community's goals and policies.

The section begins with demographic and land use trends. The section provides maps identifying land use and zoning, and development constraints before discussing key issues and opportunities and summaries of relevant plans.

¹ Three square miles of the Planning Jurisdiction is in the University Lake watershed where minimal development is permitted.

2. OVERVIEW AND DATA TRENDS

A. DEMOGRAPHIC TRENDS

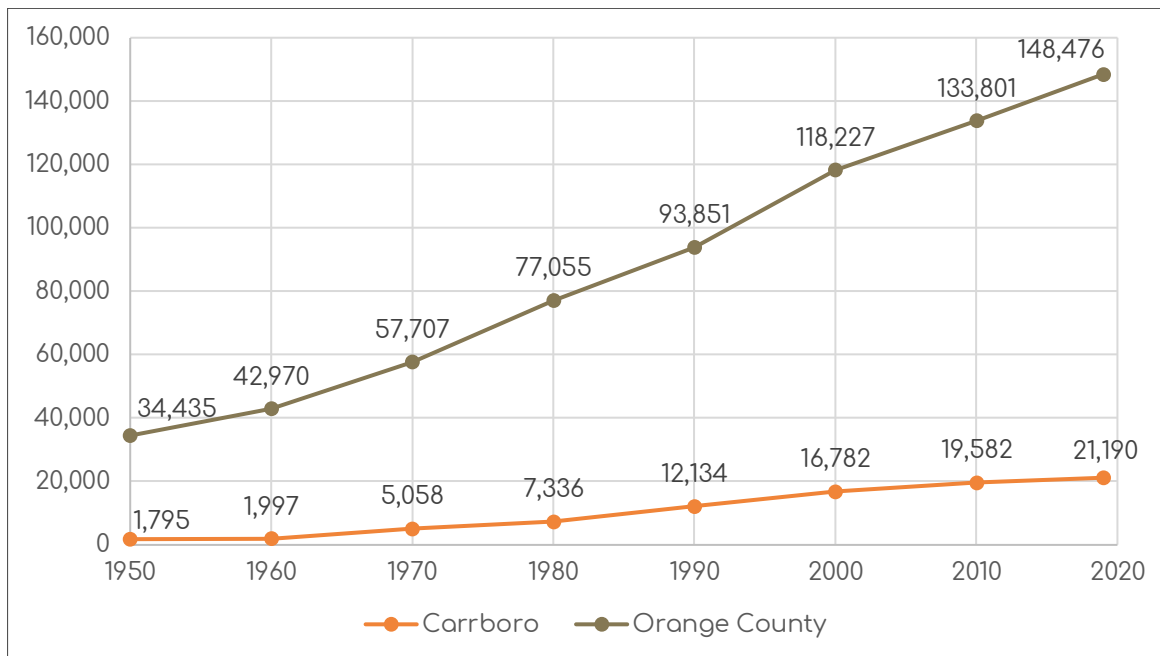
Carrboro's population continues to grow, but at a slower rate than in the past. The current population in the Town of Carrboro increased from 16,782 residents in 2000 to 19,582 in 2010 to an estimated 21,190 in 2019. Table 1 and Figure 1 show the nominal change in population between 1950 and 2019.

Table 1: Population Change 1950-2019

Year	Carrboro	Orange County
1950	1,795	34,435
1960	1,997	42,970
1970	5,058	57,707
1980	7,336	77,055
1990	12,134	93,851
2000	16,782	118,227
2010	19,582	133,801
2019	21,190	148,476

Source: U.S. Census 1950-2010, U.S. Census 2019 Population Estimate

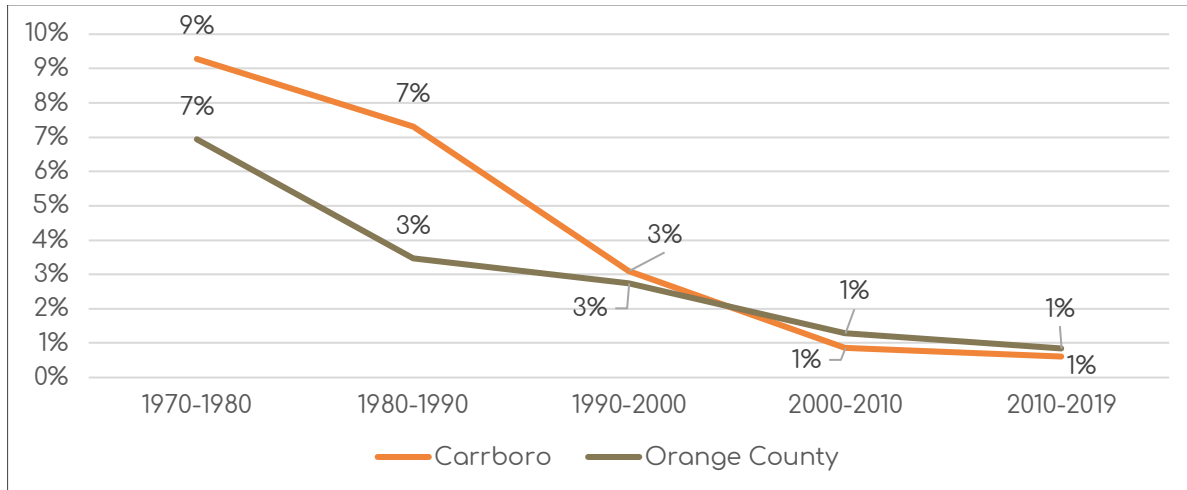
Figure 1: Population Change 1950-2019



Source: U.S. Census 1950-2010, U.S. Census 2019 Population Estimate

Figure 2 shows that the rate of population has slowed from the fast-growing decades of 1970-2000. Yet, there was still a growth rate of approximately 1% per year since 2000 in both the Town of Carrboro and Orange County.

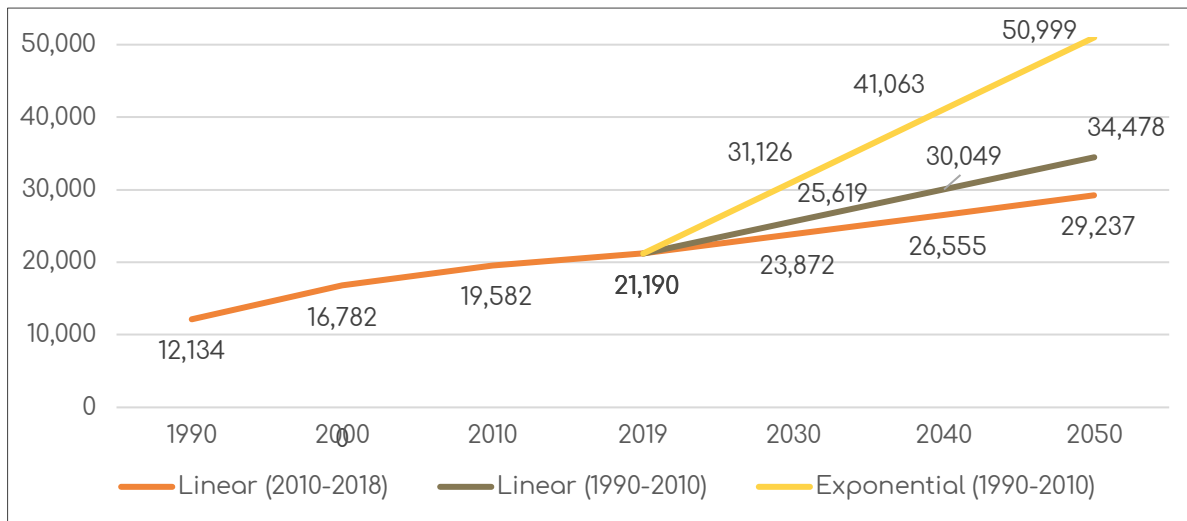
Figure 2: Rate of Population Change 1970-2019



Source: U.S. Census 1950-2010, U.S. Census 2019 Population Estimate

Three population forecasts have been made by Orange County Planning and Carolina Demography based on linear growth at the 2010-2018 rate, linear growth based on the 1990-2010 rate and an exponential growth rate based on 1990 to 2010. The amount of population that the Town will grow by will be influenced both by the desire of households to move to Carrboro and the availability of development potential for new housing units.

Figure 3: Town of Carrboro Population Forecasts



Source: Forecasts Provided by Orange County Planning, Carolina Demography

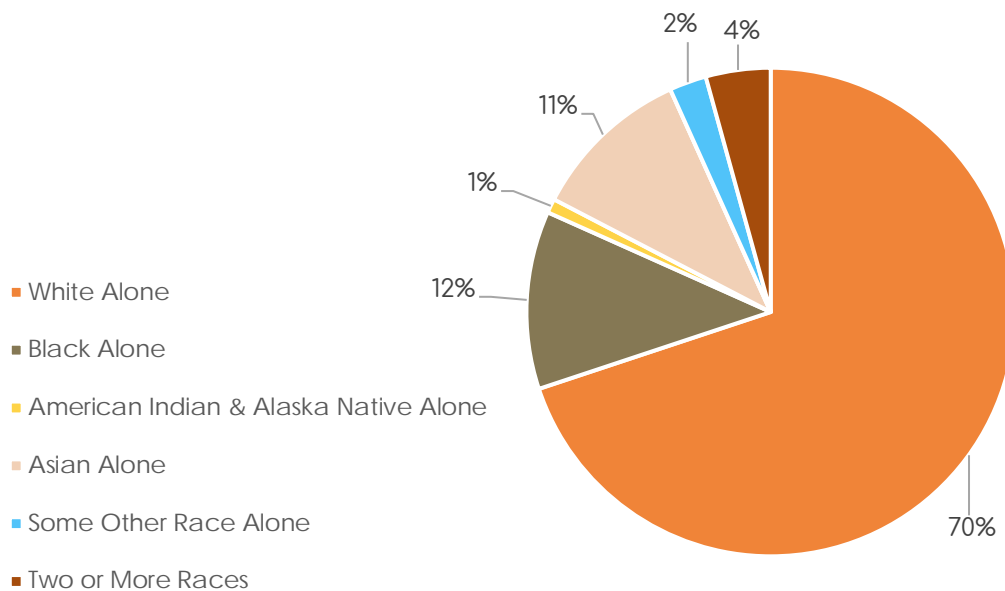
Diversity is a strong value for the Town of Carrboro and concerns have been raised regarding potential loss of diversity. Table 2 and Figure 4 show the racial and ethnic composition between Carrboro and Orange County. In Carrboro, White Alone makes up 70% of the population, followed by Black Alone with 12%, followed by 6% who identify as Some Other Race Alone or Two or More Races. Hispanic or Latino of Any Race accounts for 8%. In Orange County, White Alone represents 75% of the population, followed by 12% Black Alone, 8% Asian Alone and 6% Some Other Race Alone or Two or More Races. Eight percent of Orange County residents are Hispanic or Latino of Any Race.

Table 2: Race and Ethnicity

Race & Ethnicity	Carrboro		Orange County	
White Alone	14,831	70%	106,535	75%
Black Alone	2,501	12%	16,557	12%
American Indian & Alaska Native Alone	199	1%	784	1%
Asian Alone	2,254	11%	11,106	8%
Native Hawaiian & Other Pacific Islander Alone	0	0%	8	0%
Some Other Race Alone	521	2%	3,707	3%
Two or More Races	910	4%	4,241	3%
Total	21,216	100%	142,938	100%

Race	Carrboro		Orange County	
Hispanic or Latino	1,708	8%	12,014	8%

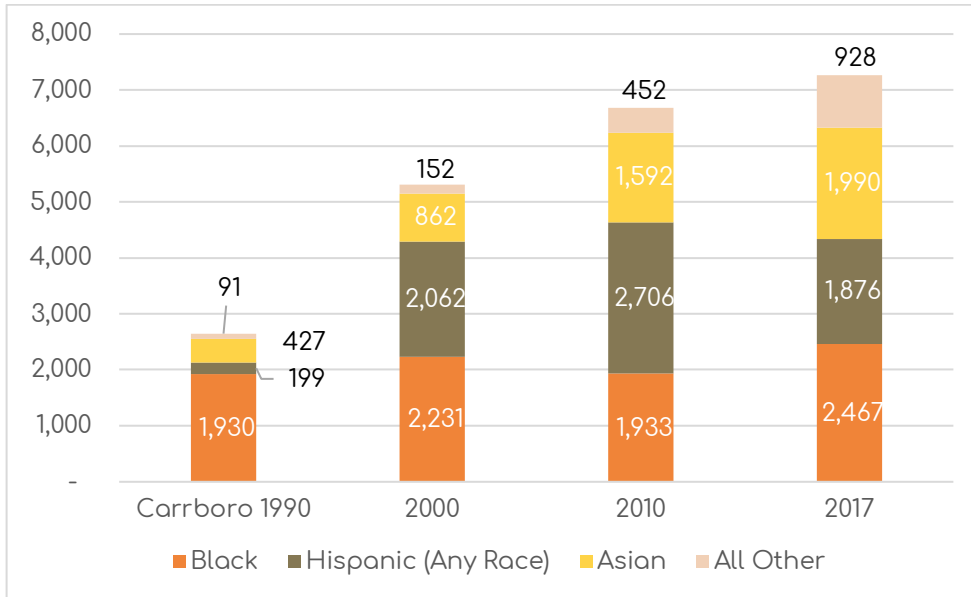
Figure 4: Town of Carrboro Race and Ethnicity, 2018



Source: U.S. Census 2013-2017, U.S. Census ACS 2018 5-Year Population Estimates

Racial and ethnic trends are shown in Figure 5-7. Note that these breakdowns are estimates based on three different Census methodologies: in 1990 and 2000 the Census included Hispanic as a choice under race. In 2010, Hispanic origin was asked as a separate question, while 2017 data is from the American Community Survey, not the 10-year Census. The assignment of Hispanics for 2010 and 2017 was completed by Carolina Demography in the 2019 State of the Community Report Data Book.

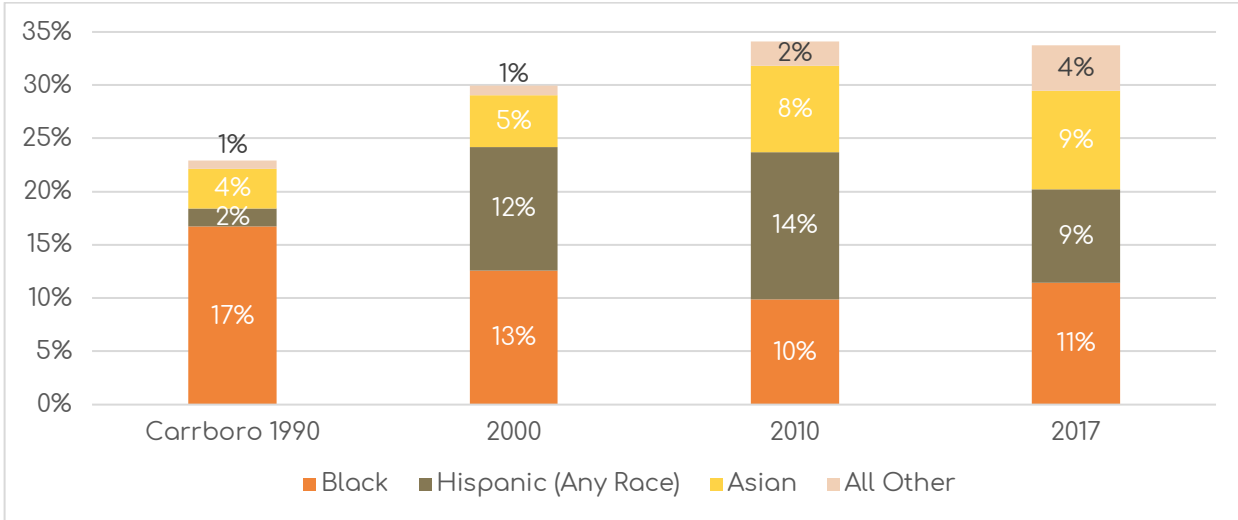
Figure 5: Town of Carrboro Race and Ethnicity



Source: U.S. Census 1990-2010, U.S. Census ACS 2017 5-Year Population Estimates, Carolina Demography 2019 State of the Community Report Data Book

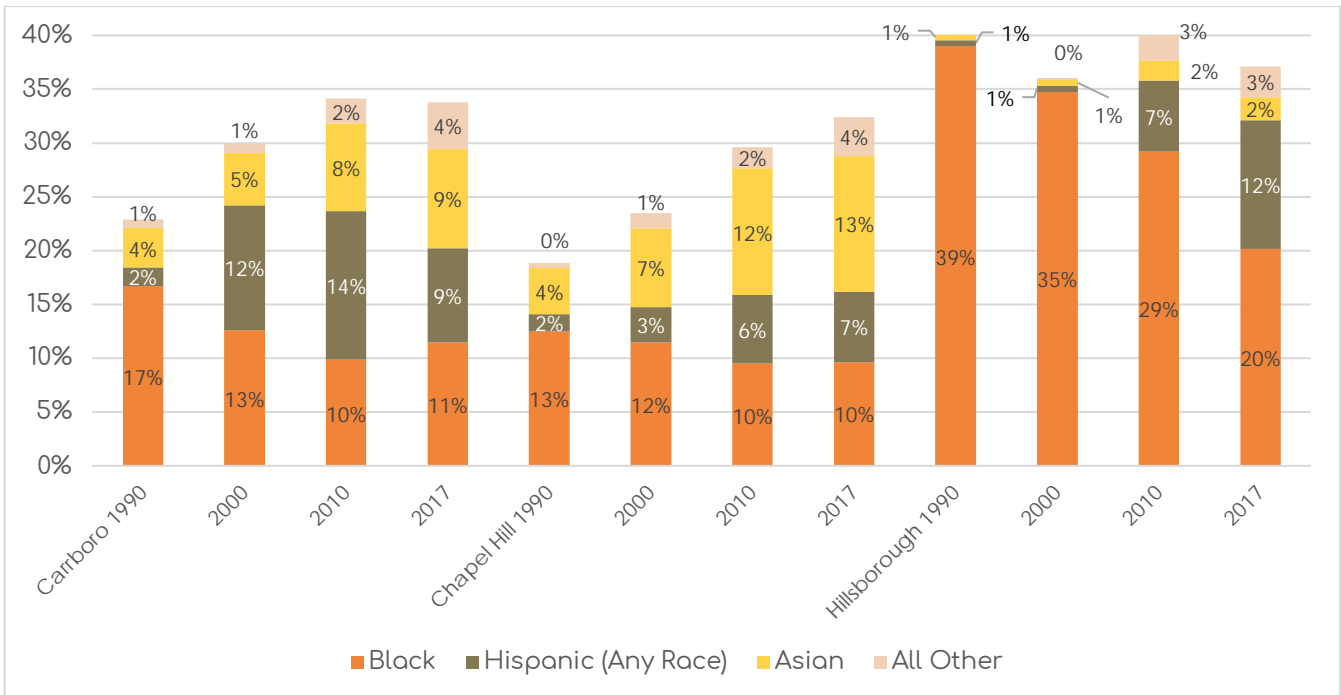
As shown in Figure 6 and 7, the total number of Black, Hispanic, Asian and Other races has increased in the Town of Carrboro, Chapel Hill and Hillsborough, but the share of each race and ethnicity has shifted over the years. Note the data limitations based on different Census methodologies over these different years, as discussed above.

Figure 6: Race and Ethnicity 1990-2017



Source: U.S. Census 1990-2010, U.S. Census ACS 2017 5-Year Population Estimates, Carolina Demography 2019 State of the Community Report Data Book

Figure 7: Race and Ethnicity: Carrboro, Chapel Hill and Hillsborough 1990-2017



Source: U.S. Census 1990-2010, U.S. Census ACS 2017 5-Year Population Estimates, Carolina Demography 2019 State of the Community Report Data Book

B. HOUSEHOLD INCOME

In order to look at trends by income level, households were analyzed by quintile, each representing 20% of all households. Table 3 identified each quintile, typical jobs at those income levels (based on one income earner) and the median income for each quintile. Income levels are per household and could represent one or more income earners.

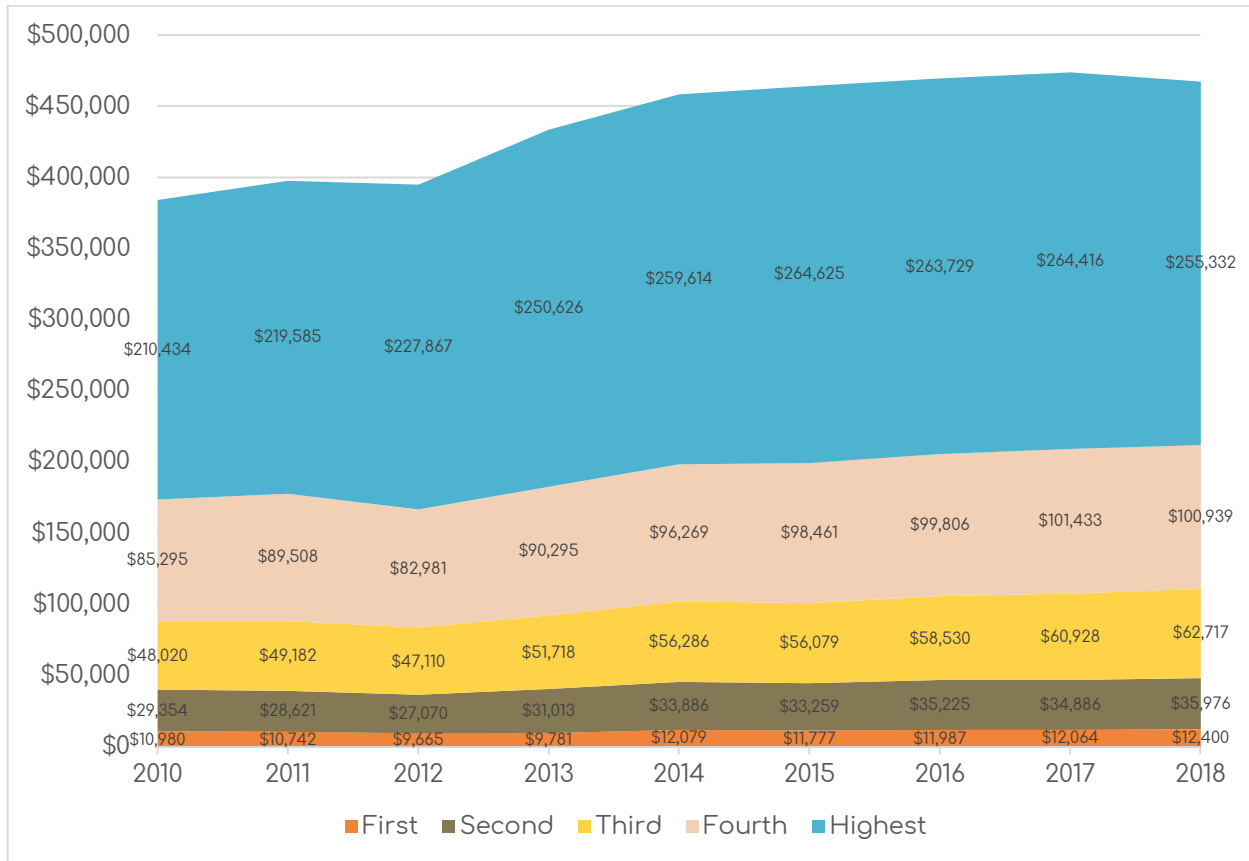
Table 3: Household Income Levels by Quintile

	Typical Jobs	2018
First Quintile	Minimum wage workers such as some retail and animal care & service workers and fixed-income earners	\$12,400
Second Quintile	Community and social services, bakers, quality control inspectors	\$35,976
Third Quintile	Craft & fine artists, industrial designers, editors, reporters, teachers	\$62,717
Fourth Quintile	Computer & information systems managers, emergency management directors, advertising & marketing	\$100,939
Highest Quintile	Financial managers, administrators, top executives	\$255,332

Source: Social Explorer, ACS 5 Year Estimates, Inflation Adjusted in 2018 Dollars, [Bureau of Labor Statistics CPI Inflation Calculator](#)

Figure 8 visualizes how household income has changed from 2010 - 2018. While all income groups saw a rise in income, the greatest share of income growth was for the highest income households, rising from approximately \$210,000 to \$255,000 in inflation-adjusted 2018 dollars. Those in the first quintile only had a growth in income from approximately \$10,000 to \$12,400 over the same period of time. For these households, basic household expenses such as housing, transportation and energy may take up a large share of their income, and as discussed in the Affordable Housing Issues and Opportunities Report, these costs have been rising.

Figure 8: Household Income by Quintile 2010-2018



Source: Social Explorer, ACS 5 Year Estimates, Inflation Adjusted in 2018 Dollars, Bureau of Labor Statistics CPI Inflation Calculator

A similar trend can be found by investigating income by education levels. Table 4 and Figure 9 illustrate this analysis of income levels by education attainment. For example, the inflation-adjusted median earnings of households in which the head of household has less than a high school degree or some college without a Bachelor’s degree have actually decreased from 2010-2018. The largest increase in earnings was for those households with graduate and professional degrees. It is not clear why households with only high school degrees also had a large increase in income, but they still earn 32% less than those with a Bachelor’s degree. Anecdotally, there has been a high demand in the construction and trades industries that has resulted in higher wages.

Table 4: Household Earnings by Education Attainment

Median Earnings by Educational Attainment	2010	2011	2012	2013	2014	2015	2016	2017	2018	Percent Change
Less than High School	\$21,878	\$20,569	\$17,499	\$18,247	\$19,245	\$19,187	\$21,036	\$20,003	\$19,513	-11%
High School or GED	\$19,898	\$19,527	\$19,644	\$26,165	\$24,629	\$25,415	\$27,147	\$27,726	\$31,095	56%
Some College	\$31,128	\$31,715	\$31,836	\$31,804	\$31,595	\$30,327	\$30,265	\$31,931	\$30,993	0%
Bachelor's Degree	\$38,467	\$38,898	\$31,921	\$31,002	\$37,555	\$35,599	\$37,039	\$40,520	\$41,586	8%
Graduate or Professional Degree	\$52,886	\$55,287	\$53,011	\$53,735	\$56,528	\$57,704	\$56,309	\$63,804	\$66,498	26%

Source: Social Explorer, ACS 5 Year Estimates, Inflation Adjusted in 2018 Dollars, Bureau of Labor Statistics CPI Inflation Calculator

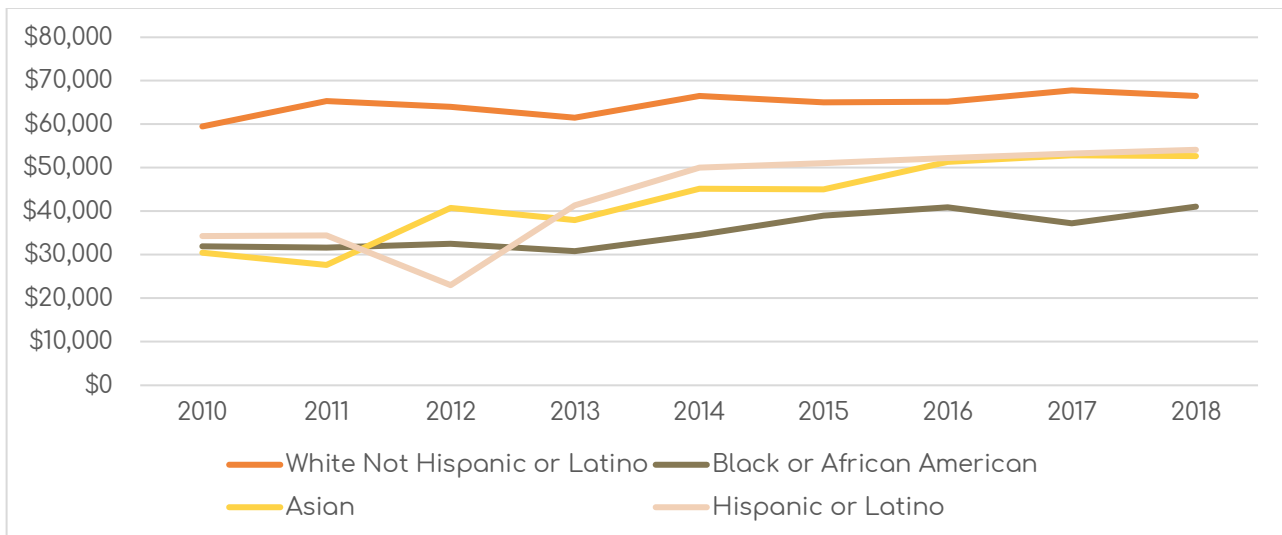
Finally, an analysis of household income by race was conducted. It found that the largest increases in household income was for Black, Asian and Latino households, although the median income for each of these is still lower than for White households that are Not Latino. These changes in income over time represent changes in income of residents in Carrboro – whether they are existing residents who have remained in Town, and/or new residents moving to Carrboro.

Table 5: Household Income by Race

Race	2010	2011	2012	2013	2014	2015	2016	2017	2018	Percent Change
White Not Latino	\$59,500	\$65,315	\$64,049	\$61,560	\$66,491	\$64,991	\$65,139	\$67,800	\$66,588	12%
Black	\$32,005	\$31,651	\$32,460	\$30,833	\$34,560	\$38,964	\$40,954	\$37,203	\$41,073	28%
Asian	\$30,530	\$27,654	\$40,785	\$38,041	\$45,135	\$45,018	\$51,333	\$52,877	\$52,739	73%
Latino	\$34,350	\$34,410	\$23,010	\$41,325	\$50,050	\$51,132	\$52,234	\$53,332	\$54,135	58%

Source: Social Explorer, ACS 5 Year Estimates, Inflation Adjusted in 2018 Dollars, Bureau of Labor Statistics CPI Inflation Calculator

Figure 9: Household Income by Race 2010-2018



Source: Social Explorer, ACS 5 Year Estimates, Inflation Adjusted in 2018 Dollars, Bureau of Labor Statistics CPI Inflation Calculator

B. TAX ASSESSMENTS BY LAND USE

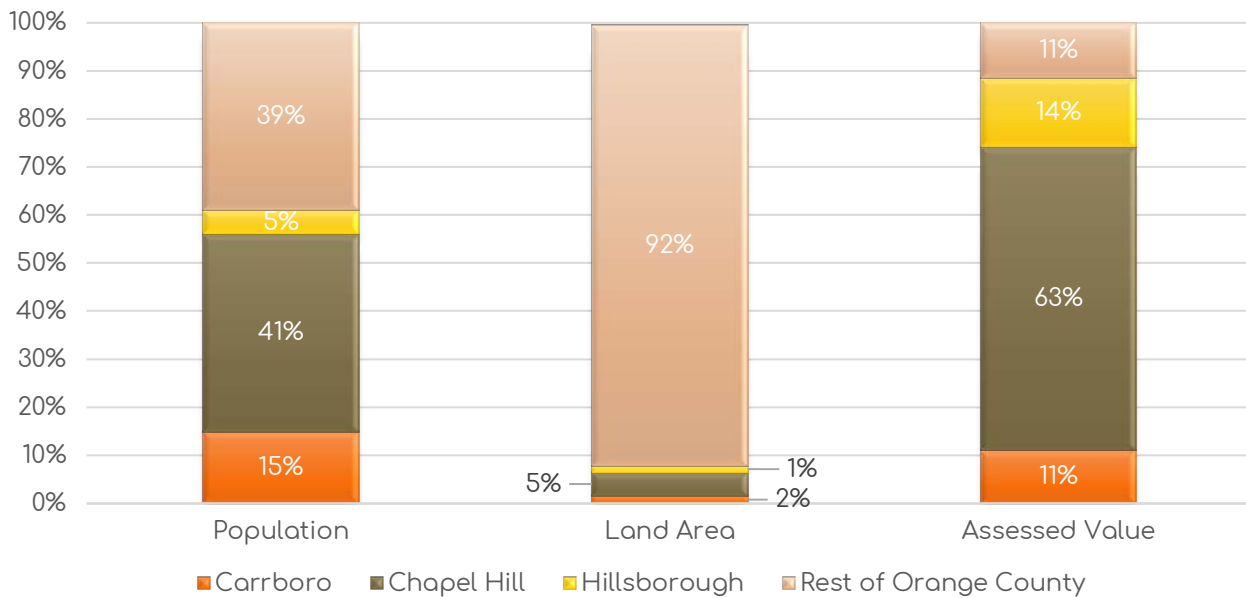
Carrboro makes up 15% of the population, just 2% of land area, and 11% of total assessed value in Orange County as shown in Table 6 and Figures 11 and 12.

Table 6: Population, Land Area and Assessed Value by Municipality in Orange County

	Population	Land Area	Assessed Value
Carrboro	15%	2%	11%
Chapel Hill	41%	5%	63%
Hillsborough	5%	1%	14%
Rest of Orange County	39%	92%	11%

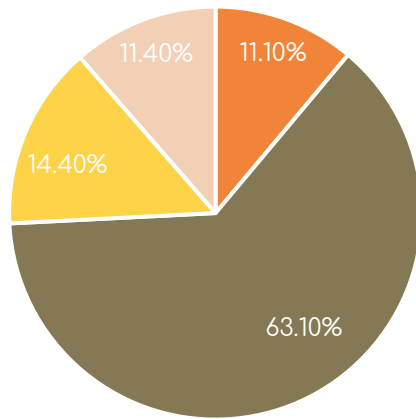
Source: U.S. Census, 2019 Estimates, Orange County Tax Assessor, Carolina Demography

Figure 10: Population, Land Area and Assessed Value by Municipality in Orange County



Source: U.S. Census, 2019 Estimates, Orange County Tax Assessor, Carolina Demography

Figure 11: Assessed Value by Municipality as Percentage of Orange County

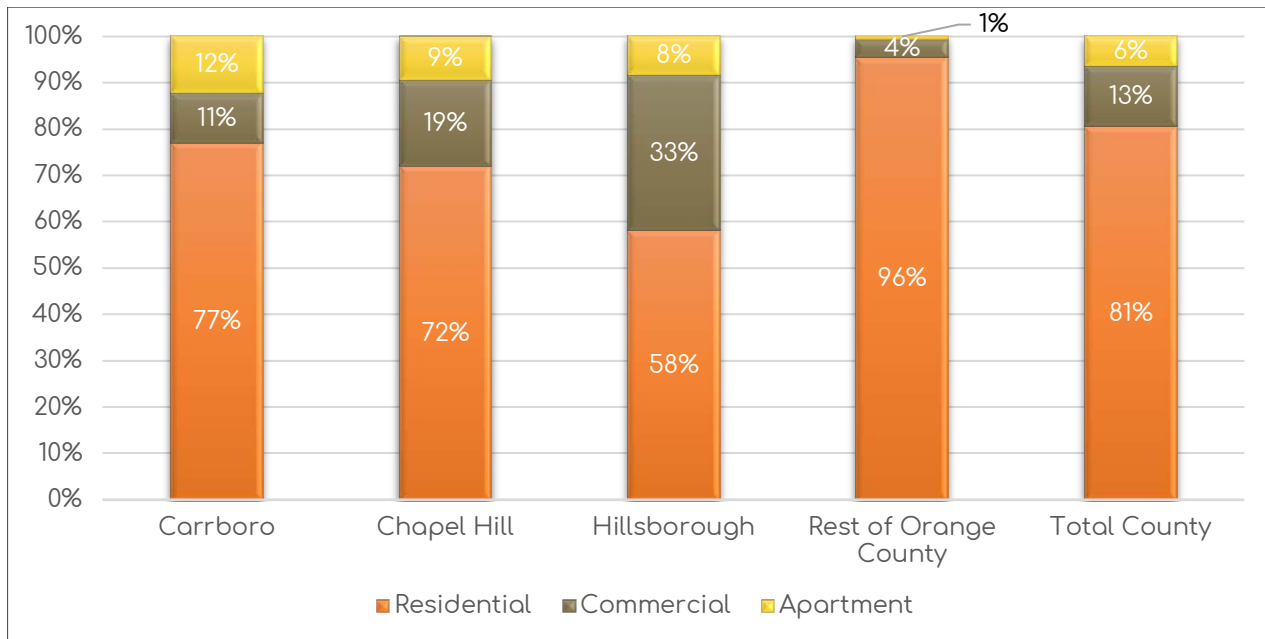


■ Carrboro ■ Chapel Hill ■ Hillsborough ■ Rest of Orange County

Source: U.S. Census, 2019 Estimates, Orange County Tax Assessor, Carolina Demography

Eighty-nine percent of Carrboro’s tax base is residential (63% single-family and 12% apartments) as shown in Figure 13. Chapel Hill and Hillsborough both have a higher share of commercial tax base, while the rest of Orange County is nearly all residential tax base. Interviews conducted to date have identified the need to broaden the tax base to more commercial uses to fund critical government services and reduce the burden on residents.

Figure 12: Assessed Value by Land Use



Source: U.S. Census, 2019 Estimates, Orange County Tax Assessor, Carolina Demography

C. LAND USE AND ZONING MAPS

The Existing Land Use map (Figure 14) identifies the current use of parcels throughout the Town. The map represents use, not zoning, which is instead shown on Figure 15.

Land use designations include:

Agriculture: farm use for tax purposes

Business: all commercial land uses and churches

Conditional Use Permit: a property with an active development permit on it

Industrial: industrial land uses

Multi-Family Residential: properties with two or more active residential addresses on the same property

Mobile Home Park: residential mobile homes

Mixed Use: both residential and commercial uses on the same property

Open Space: includes open space required by the Land Use Ordinance in subdivisions and some other open space areas not in the publicly owned land or parks, such as the Triangle Land Conservancy parcel.

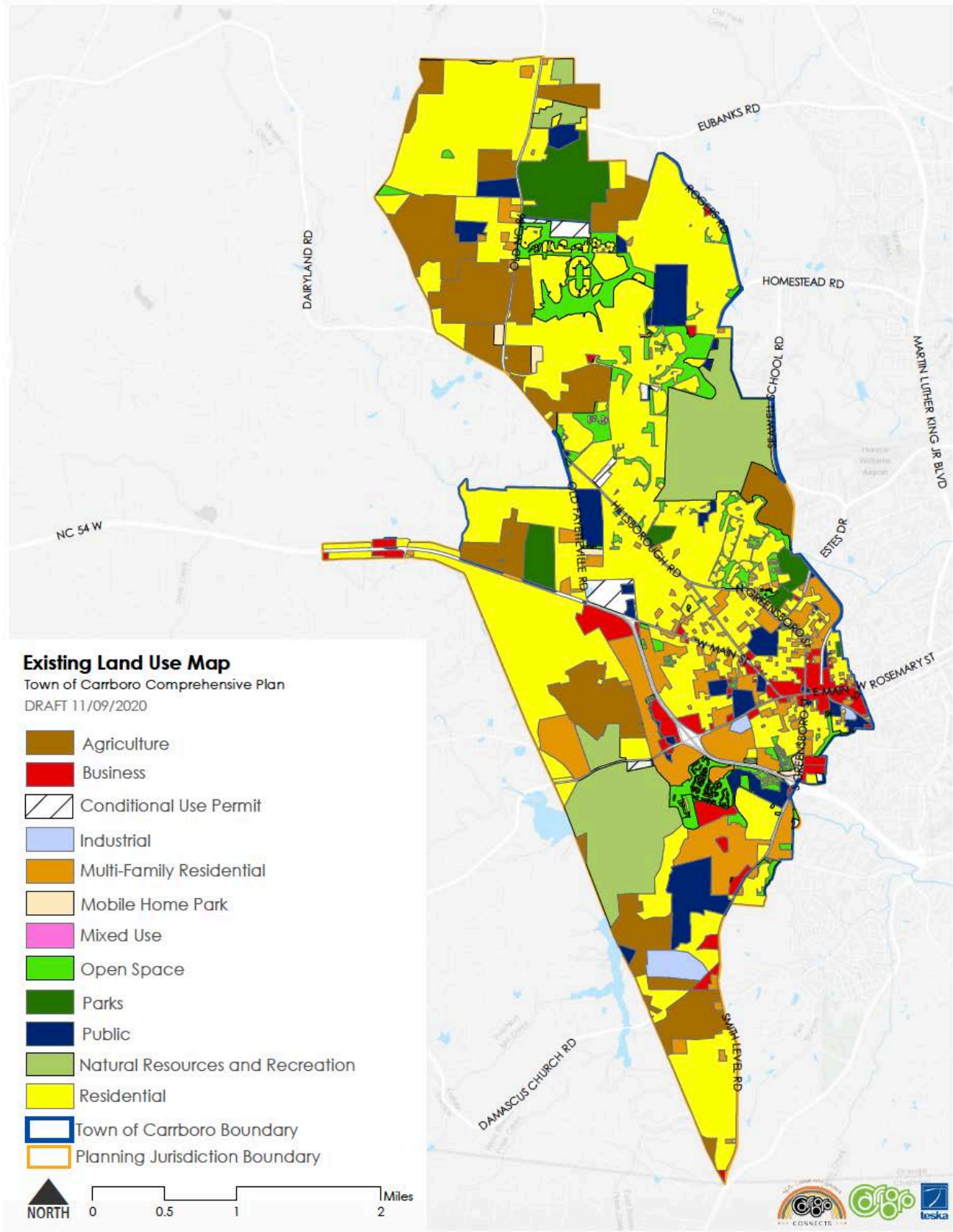
Public: land owned by a public entity. This includes land owned for any purpose by the town, the universities, the state, the county, the school board, or utilities, like the electric company or the water authority.

Parks: Town of Carrboro and Orange County parks

Natural Resources and Recreation: composed of three major parcels – University Lake, Carolina North Forest and Duke Forest

Residential: mostly single-family residential, but also includes vacant properties that have not been developed for a specific land use

Figure 13: Existing Land Use – Town of Carrboro and Planning Jurisdiction



As detailed in Table 7, 56% of the land usage in the Town of Carrboro and Planning Jurisdiction is dedicated to residential uses: residential (46%) and multi-family residential (8.5%). This is followed by 14% of land utilized by agriculture, 10% for natural resources and recreation, 6% open space, 5% public use (government buildings, land and schools), 4% for parks, 3% business, and approximately 5% in remaining land uses. Table 8 details how land is currently zoned.

Table 7: Land Use Percentage – Town of Carrboro and Planning Jurisdiction

	Acres	Percentage
Ag, Parks, Open Space, Natural Resources	2,602	34.5%
Agriculture	1,070	14.2%
Open Space	469	6.2%
Park	278	3.7%
Natural Resources and Recreation	785	10.4%
All Residential & CUP	4,243	56.3%
Conditional Use Permit	90	1.2%
Multifamily Residential	643	8.5%
Mobile Home Park	25	0.3%
Single-Family and Other Residential	3,485	46.2%
Business & Industry	299	4.0%
Business	241	3.2%
Industry	58	0.8%
Public	396	5.3%
Total	7,541	100%

Source: Town of Carrboro

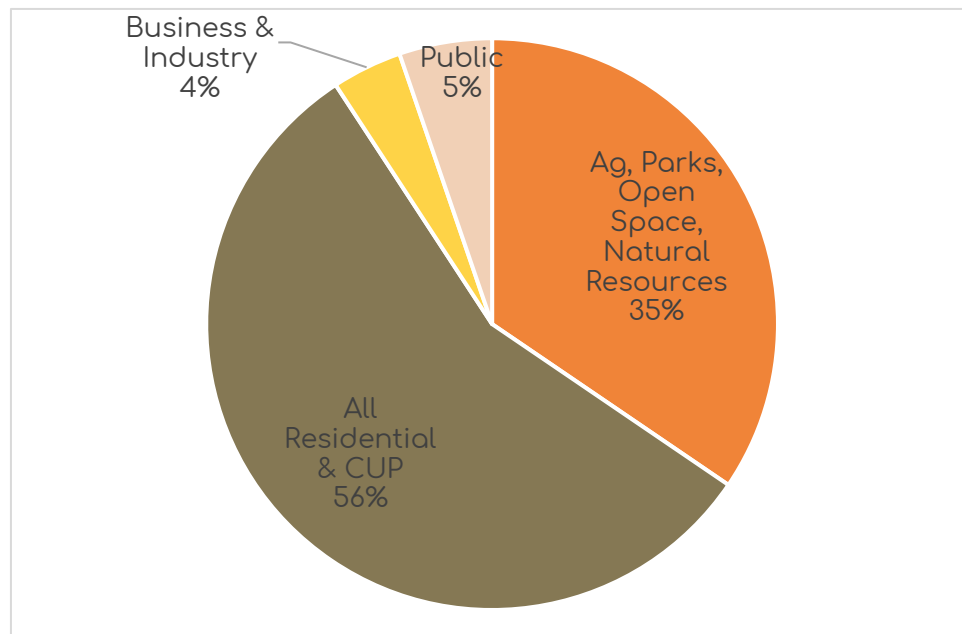
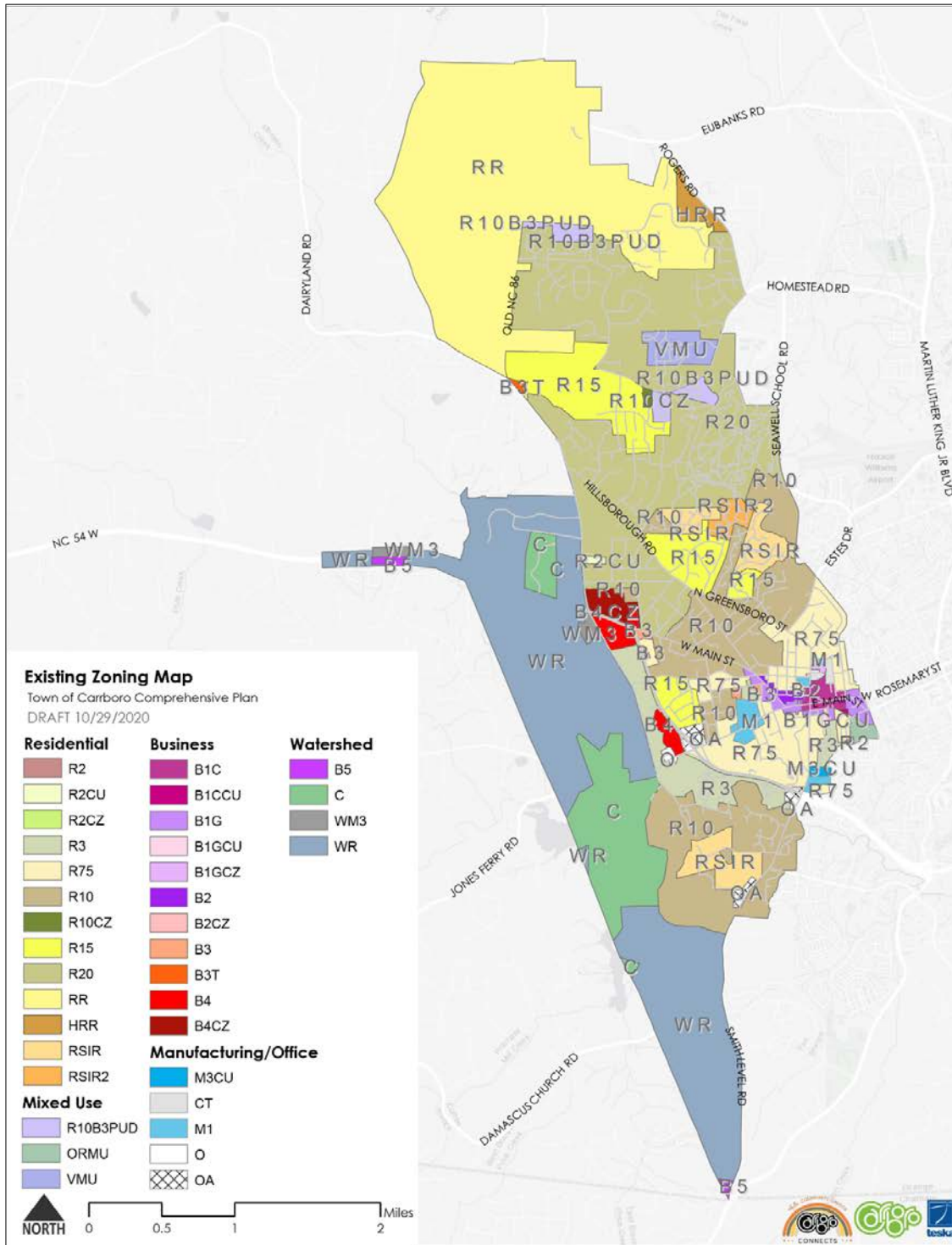


Figure 15: Zoning Map

The Town's Land Use Ordinance defines zoning text and the zoning map. As the comprehensive map evolves, it will look into future land uses, whether they are permitted in the given area's current zoning, and whether there should be recommendations for further study of zoning text and/or map amendments. Please visit the interactive Carrboro web map to zoom in and get a more detailed view of the zoning districts [here](#).



The acreage and percentage of total land area of categories of zones is shown in Table 8. This table can be compared with Table 7 to show differences in what is permitted to build through zoning, versus current land use.

Table 8: Zoning District Summary – Town of Carrboro & Planning Jurisdiction

Zone Classification	Acreage	Percentage
Business	195	2.5%
Conservation	402	5.2%
Corporate Town	10	0.1%
Manufacturing	48	0.6%
Office	39	0.5%
Office-Residential Mixed Use	14	0.2%
Residential	5441	70.3%
Village Mixed Use	66	0.9%
Watershed Light Industrial	23	0.3%
Watershed Residential	1505	19.4%
Total	7,743	100%

Figure 16: Parks, Open Space and Recreation Map

Carrboro has a number of different types of protected areas that are used for parks, recreation and natural resource protection. Parks, shown in forest green, are Town or County parks used primarily for active and passive recreation. The category Natural Resources and Recreation specifically refers to three large, protected areas owned by institutions: Carolina North Forest (UNC); University Lake (UNC and OWASA) and Duke Forest (Duke University).

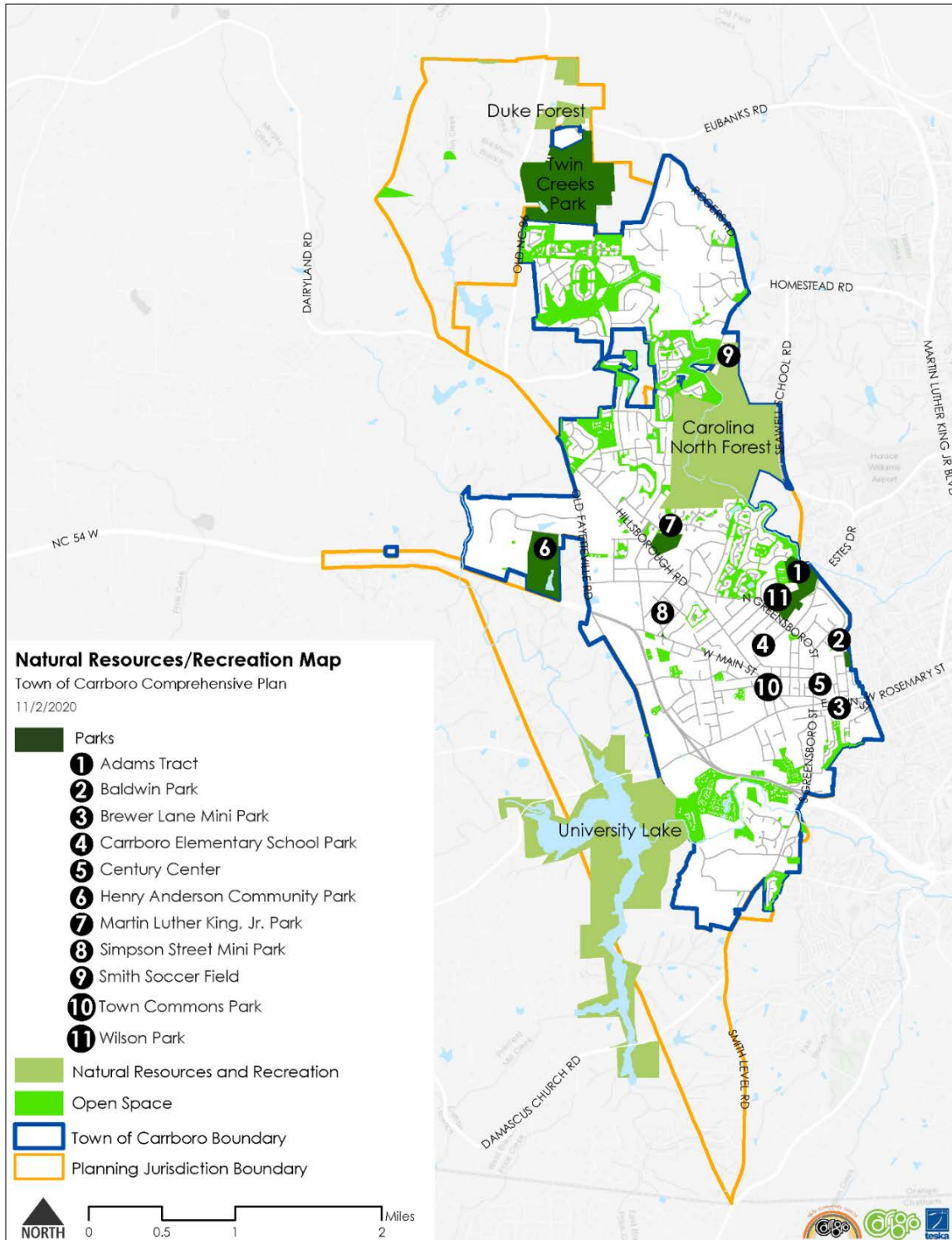


Figure 14: Development Constraints Map

The Town provides a very detailed review of developments that include an analysis of development constraints. These constraints include wetlands, major road buffer, utility easements, wooded areas, steep slopes, stream buffers, flood plain and floodway. These constraints define many of the limitations of development to protect natural resources and other conditions. Open space set asides are also based on these constraints. Please visit the interactive Carrboro web map to zoom in and get a more detailed view of the development constraints [here](#).

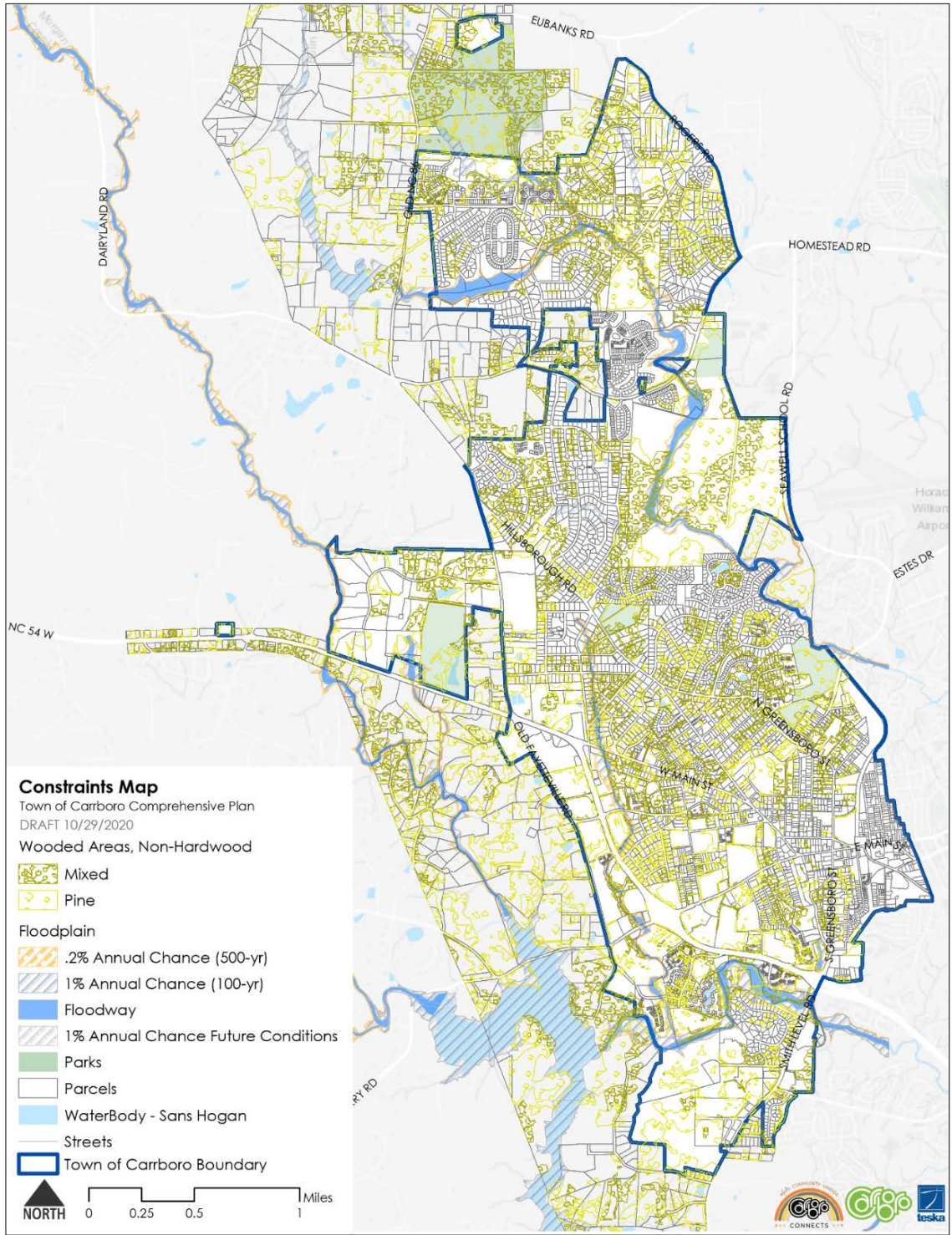


Figure 18: Planning Corridors Map

As part of the comprehensive planning process, a number of corridors will be analyzed in greater detail. This map shows a preliminary recommendation for corridors that will receive greater focus because of the nature of physical form, natural resources, transportation significance, and/or the corridor's potential for anticipated change over the next twenty or more years. Segments of these corridors may also represent templates for conditions in other parts of Carrboro that may have similar conditions.

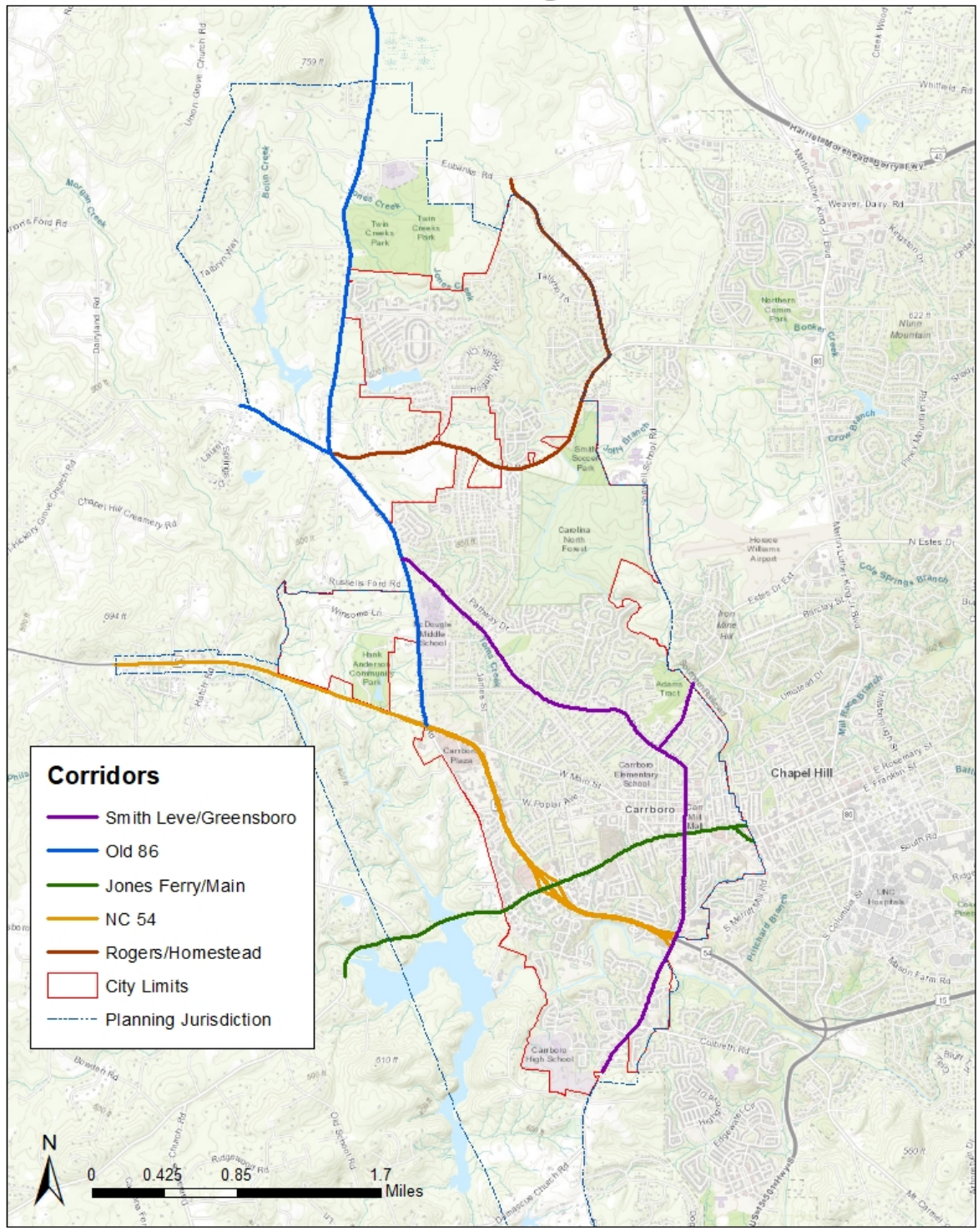
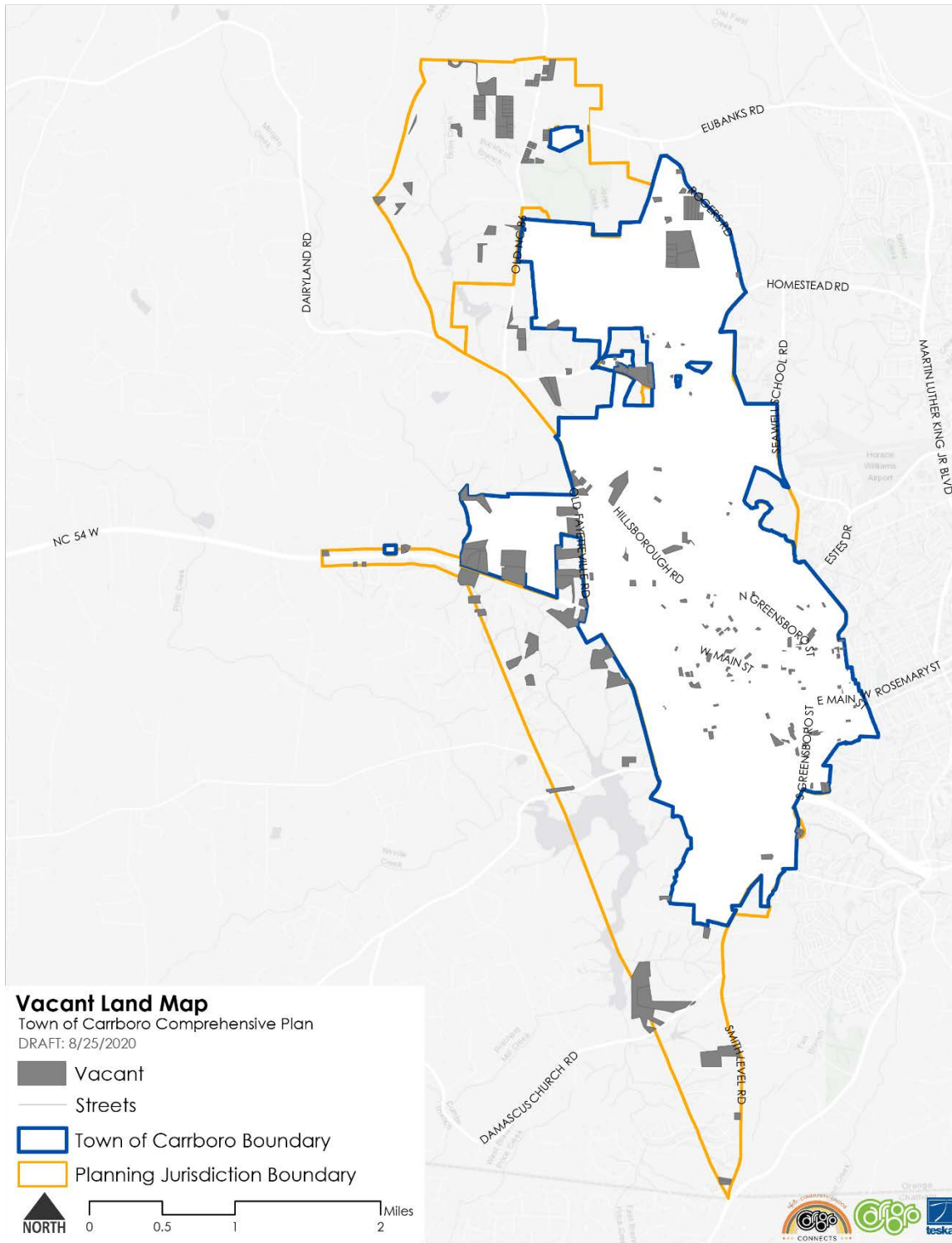


Figure 19: Vacant Land Map

This map represents the current inventory of vacant land without buildings and are not used for public facilities, parks, natural resources, dedicated open space, agriculture or other temporary or permanent protected use. Some of these parcels have limited infrastructure or have other regulatory restrictions. The map will periodically be updated based on current conditions.



D. JOINT PLANNING AGREEMENT (JPA)

Carrboro is fortunate to have a system for coordinating planning activities with Chapel Hill and Orange County. Through an innovative model of joint planning, there is a formal agreement to plan for and regulate land use based on a jointly signed agreement.

Since 1987, Carrboro has been included in the Joint Planning Agreement (JPA) which establishes a purpose, definitions, effective date and linkages of cooperative planning efforts. The JPA implements the Joint Planning Land Use Plan (JPLUP) was completed in 1986 and is summarized in the final section of this report.

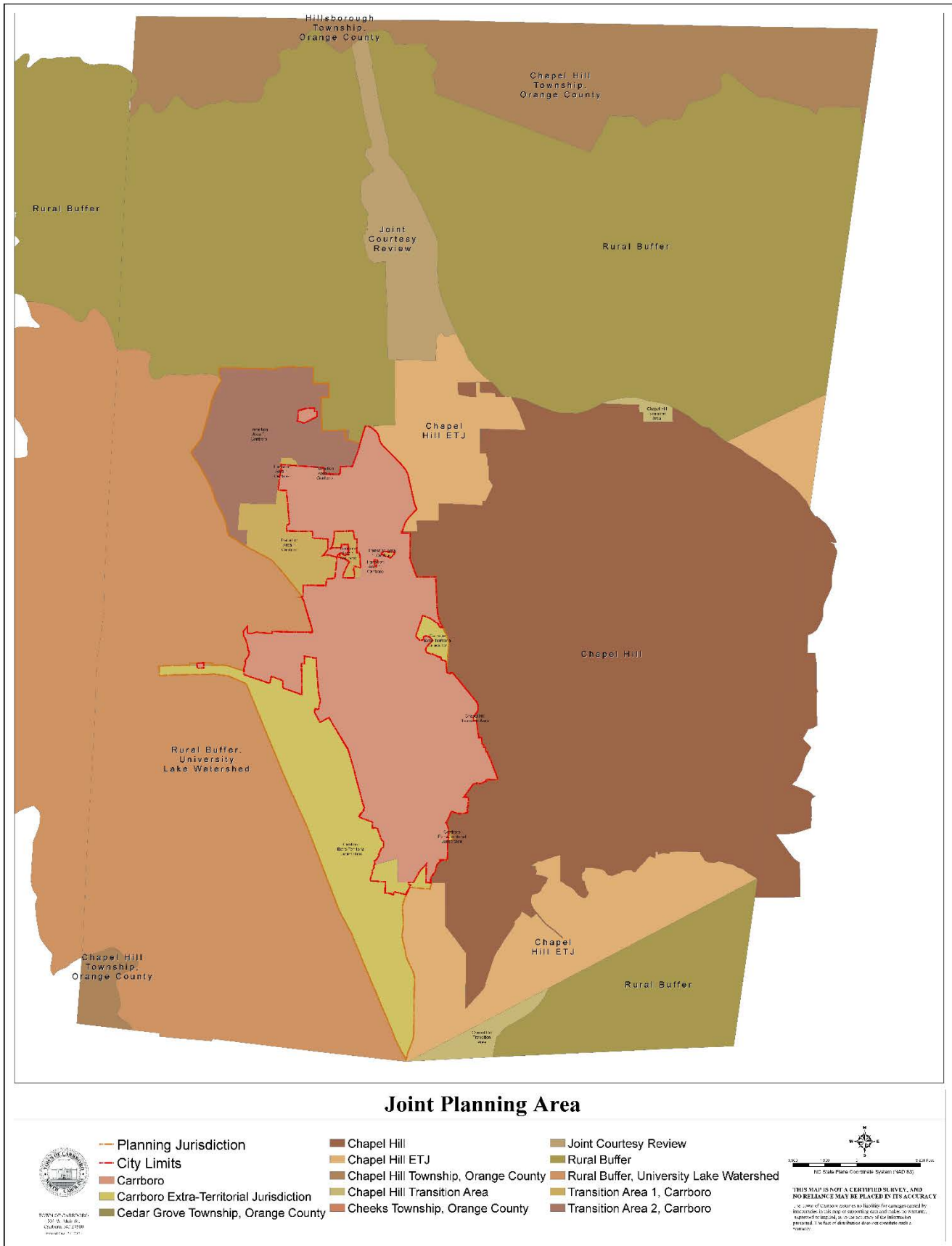
Amended from periodically by agreement of all three signatories, this agreement outlines the following:

- Authorizes the two Towns to perform nearly all functions related to administration of development ordinances.
- Allows Orange County courtesy review of permit applications in Transition Areas.
- Allows temporary development moratoria.
- Makes towns responsible for enforcement remedies and all associated costs.
- Specifies procedures for amending the JPLUP and JPA – requires adoption by all three parties
- The JPA requires the following:
 - Review by Towns of Orange County Zoning ordinance amendments that apply in Joint Development Areas
 - Review by Orange County of text amendments that apply in Transition Areas.
 - Joint rezoning (County with Town) of rezonings in applicable Transition Area.
 - Transition Area representation on Planning Board and Board of Adjustment.
- Prohibits annexation by Towns into the Rural Buffer.
- Prohibits Towns from annexing into other Town’s Transition Area.

Joint Planning Actions: Review and Approval

Action	Review	Joint Hearing	Joint Adoption	Final Approval
JPLUP Amendment	All 3 parties	Yes	Yes	Orange County
Zoning Map Amendment				
Transition Areas	Town/County	Yes	Yes	Orange County
Rural Buffer	Town/County	No	Courtesy review for Towns	Orange County
Text Amendment – LUO, UDO, LUMO	County/Towns	No	No	Adopted if no objection
JPA Amendment	All 3 parties	Yes	Yes	See JPLUP Amendment

Figure 15: Joint Planning Area Map



3. KEY ISSUES AND OPPORTUNITIES

Land use is a reflection of the goals and policies of the community. The Town of Carrboro has set forth a vision and goals that aspires to advance issues from climate change and natural resource preservation to equitable development and the promotion of affordable housing. The findings are listed below.

A. CLIMATE CHANGE AND NATURAL RESOURCE PRESERVATION

The natural environment is greatly valued by residents and consistently regarded as one of the top attractions that draws residents and visitors to Carrboro. Laid out in Vision 2020, the interests of community stakeholders are essential when determining development trends for Carrboro that minimize impacts to the environment.

Carrboro has integrated climate policies and strategies into documents that outline a coherent blueprint to expanding the town, such as the Climate Action Plan. The Economic Sustainability Plan also demonstrates examples of environmentally sustainable, energy efficient buildings, materials, and programs that help offset costs for low income residents and preserve natural resources. The Facilitated Small Area Plan for Carrboro's Northern Study Area (NSA Plan) laid out strategies to manage land use in a sustainable manner, including greenway corridors, trails, and parks. A free transit system, bicycle lanes, and walkable paths are all examples that promote non-auto usage.

B. EQUITABLE AND ADAPATIVE USE OF LAND RESOURCES

Social, economic, and racial equity remains a consistent theme throughout community outreach. Town staff are working diligently to engage underrepresented communities to determine opportunities for minority owned businesses, new opportunities for equitable development, and overcoming structural barriers that price-out lower-income residents.

Land use planning can do much to bring a community together in quality spaces by being intentional in design. Carrboro has had a tradition in designing quality spaces with active citizen participation, such as the recent MLK Jr. Park. This issue is discussed in greater detail in the Ecosystem, Natural Resources and Social Equity Issues and Opportunities report.

Land use planning, whether intentional or not, can have inequitable impacts as well – either by increasing the cost of land, zoning out higher densities that would allow greater affordability, or preventing certain land uses that could provide jobs and economic opportunities.

The Town's tax burden falls heavily on residents compared with neighboring jurisdictions. To reduce this burden, the plan will investigate ways to diversity the tax base and attract new users, such as commercial properties, that can support the level of municipal services that are desired in the community.

As the plan evolves, opportunities for innovative tools will be explored that can enhance equitable and inclusive development. This may mean modifying the existing Land Use Ordinance, expanding programs and services and prioritizing investments based on the interests of the community.

C. AFFORDABLE HOUSING

The Town has recently created an affordable housing fund and has been working to expand affordable housing for both owners and renters, as detailed in the Housing chapter. With rising costs of land, this challenge becomes more difficult over time. There is also concern that most official affordable housing programs are not targeted to those who truly need the most help (those under 50% of Area Median Income) and are being priced out. While the Town is supporting non-profit organizations and providing subsidies for rental and for-sale housing, innovative tools may be needed to leverage these resources.

D. PLACEMAKING

While favored destinations like the eclectic vibe of downtown Carrboro or local treasures such as trail networks and parks are deeply enjoyed, the issue of accessibility and balanced resources have emerged. Investment is evident among popular locations but an important objective in identifying future land use options is stimulating other parts of Carrboro that people can access and extending the cultural identity beyond the downtown. Underrepresented groups want to join the discussions about improving their communities to contribute their distinct customs and preferences. Coordination between staff and ethnic communities, with multilingual literature, can help bridge the gap of evolving other areas to be representative of different cultures with new treasured places and gathering spots.

Different national and worldwide events, such as COVID-19, have demonstrated the importance of rethinking the design and planning of public places and how people move. Carrboro is in a unique spot where it can begin implementing new practices to support this, highlighting the responsiveness and adaptability. More importantly, it strengthens the connectivity of all residents to different destinations. The Town should work to identify resources and divert them to other key locations that emulates the downtown area.

E. SMART INFRASTRUCTURE INVESTMENT

The Capital Improvement Plan is built on six goals: maintaining existing infrastructure; expanding the Town's tax base; complying with state and federal mandates; incorporating energy-efficient and climate protection strategies; providing Town services in the most efficient, safe and quality manner; and managing and encouraging orderly implementation of the Town's adopted needs assessments, strategic and program master plans. Through the comprehensive plan, these goals should be reviewed, reaffirmed or updated to help guide new investments over the next twenty or more years. The linkages between land use development, transportation and water and sewer infrastructure are all inextricably linked. The balance of land use development and infrastructure is discussed in more detail in the Transportation and Infrastructure Issues and Opportunities Report.

3. SUMMARY OF GOALS AND STRATEGIES FROM EXISTING PLANS

A. CARRBORO VISION 2020 (EXCERPTS)

Programming, Services, and Amenities

Many of Carrboro's existing programs and services were examined by the Vision 2020 Steering Committee. Recreation and parks, arts and culture, human services, and such critical town services as police, fire, and public works contribute greatly to the quality of life in Carrboro. As such, these programs and services deserve the town's ongoing support.

Development

Carrboro's development should take place in a manner consistent with a set of adopted values. The health and safety of citizens should be protected. Respect for and protection of the natural environment should be integrated into the town's policies as a high priority in enriching the quality of life. As much as possible, Carrboro's town character should be preserved; and the town should respond to citizen initiatives toward that goal. The community should continue to foster diversity, welcoming people of all races, ages, ethnicity, sexual orientations, and social and economic backgrounds. Growth should occur in a balanced fashion, and at a rate that does not jeopardize the values set forth by Vision 2020. The interests of all members of the community, including property owners, neighbors, and other interested citizens should be considered when making development decisions.

Economic Development

With the population of Carrboro expected to increase during the Vision 2020 period, additional commercial development should be anticipated both downtown and in peripheral areas. Carrboro should seek to reduce the tax burden on single-family owners by increasing the percentage of commercial space in town.

Transportation

The safe and adequate flow of bus, auto, bicycle and pedestrian traffic within and around Carrboro is essential. The public transit system serves to encourage non-auto travel and reduce congestion on existing roads. The town's Land Use Ordinance and economic development policies both address traffic flow in this expanding municipality.

Environmental Protection and Promotion

The town should serve as a leader in protecting the environment and protecting its residents.

Housing

The town should develop a comprehensive housing policy that seeks to provide housing for all of Carrboro's citizens.

B. NORTHERN STUDY AREA PLAN

Street Connections

1. EUBANKS ROAD: Re-examine policy to extend Eubanks Road as a vehicular thoroughfare.
2. ROAD WIDENING: Adopt policy to encourage shifting rights-of-way to save distinctive features of the landscape (such as a line of shade trees) wherever feasible.
3. STREET CONNECTIONS BETWEEN LAKE HOGAN FARM & THE HIGH SCHOOL: Such street connections should not be through existing subdivisions because an alternative route is feasible, linking Lake Hogan Farm with Homestead Road across several largely undeveloped properties on a northwestern/southeastern axis. Bike route connections using existing neighborhood streets are recommended in this area.

Greenway Corridors & Parks

1. COMPLETING THE LOOP: Extend the proposed greenway trail link westwards from the North Community Park generally along the line currently shown in the Draft Plan as a Eubanks Road extension and then southerly to connect ultimately with a tributary of Bolin Creek.
2. CONNECT HOMESTEAD ROAD AT LAKE HOGAN FARMS WITH THE BOLIN CREEK GREENWAY: Implement this connection along a drainage channel or stream bed running through several existing subdivisions, as a long-term goal.
3. SUBSIDIARY GREENWAY TRAILS: Require developers of new subdivisions to lay out and construct neighborhood trails through their new developments in such a way that they will connect with and extend the Town's more formal greenway network.
4. HORACE WILLIAMS TRACT: The Town should aim for more than a small 10-acre park on this large tract by proactively encouraging the owner to think more creatively and to plan to accommodate all the permitted density to be situated east of the creek.
5. EXPERIMENTAL TRAILS: New trails should be designated as "experimental" with a defined period for evaluation and abandonment, in situations where abutters register concern about litter, vandalism, privacy loss, etc.

Agriculture

1. COUNTY COORDINATION: Work with the County to encourage the preservation of active farmland, and to limit the conversion of farmland to developed uses outside the Study Area, as a trade-off for accommodating new development within the Study Areas.
2. ENCOURAGE "METRO-FARMING": Encourage the conservation of active farmland within new conservation subdivisions and elsewhere in the Study Area, with emphasis on nontraditional crops or uses (high-value vegetables, pick-your-own berries, apples, etc.) and community-supported agriculture (community gardening, wholesale nurseries, commercial stables, etc.).
3. ENCOURAGE "LANDOWNER COMPACTS": Actively promote the concept of two or more adjoining landowners combining their properties to increase the possibility of significant conservation set aside on one parcel by shifting part or all the density to the other parcel(s),

with pro-rata sharing of proceeds by the various participating landowners.

4. EXPLORE THE ROLE OF PDR'S: Recognizing the limited availability of public and private funds with which to purchase development rights from farmers, and also the relatively high cost of such purchases where farmland is zoned for densities of one or more dwellings per acre, the Town should nevertheless explore this option as one additional way of preserving all or part of a farm within the Study Area.

Mixed-Use Village Centers

1. VILLAGE FLOATING ZONE: Amend policy proposal in Draft Plan for a Mixed-Use Village Center along Old 86 to a policy endorsing the concept of a "floating zone" for future residential village developments in the Transition Area.
2. FLOATING MIXED-USE CENTER: Amend policy proposal in the Draft Plan for a Mixed-Use Center along Homestead Road to a policy endorsing the concept of a "floating zone" for mixed-use villages with very modest retail components at appropriate locations in the Transition Areas.
3. REHABILITATE AND DENSIFY EXISTING SHOPPING CENTERS AND OTHER SITES IN CARRBORO: Modify zoning (parking requirements, setbacks, floor-area ratios, etc.) to encourage existing shopping centers to add new floorspace along front edges and eventually to be redeveloped into multi-story mixed-use centers, especially those located along transit routes. Such developments could provide locations for new student rental housing, in addition to shopping centers such as Carrboro Plaza, other sites such as the public works property and the asphalt plant could eventually be redeveloped for mixed-use centers, or at least higher density residential.

Housing Availability

1. OFFER PAIRED BONUSES: Increased density incentives not only to reduce land cost per dwelling but also to offset additional cost of designing, building, and landscaping new affordable housing so that it looks like a market-rate product rather than a government project. Such housing should be integrated physically into new subdivisions through design standards for building design and for neighborhood layout.
2. APPROPRIATE DENSITIES: Cap densities for market-rate housing at 3 dwelling units per acre so that bonus densities of 4 to 5 dwelling units per acre could be offered while still allowing for a minimum of 40 percent of the developable land being designated as open space (connected with the Town-wide greenway network).

Property Tax Assessment

1. PROPERTY TAX ASSESSMENT: Amend the Draft Plan to include a short section describing ways that landowners can lower their property tax liability through Use Value Assessments, conservation easements, etc.

C. JOINT PLANNING LAND USE PLAN (JPLUP) 1986

The Joint Planning Land Use Plan, or JPLUP, is shared by Orange County, Chapel Hill, and Carrboro and provides information on the natural environment, the built environment, and development trends in these areas. It also presents Operating Principles and an outline of anticipated patterns of future land development. The plan focuses on two broad categories of land use: Transition Areas and the Rural Buffer.

Transition Areas are adjacent to urban areas of Chapel Hill and Carrboro. These places are in the process of changing from rural to urban uses (or are already urban in character). Suitable for urban densities, these areas currently have or are projected to be provided with urban services. There are two categories of Transition Area: I and II. A rezoning in T-II to a density greater than 1 unit/acre is only possible when T-I reaches a density of greater than 1 unit/acre on 75% of the gross land area.

Those areas designated within the Rural Buffer are rural in character and intended to remain that way, meaning they will not require urban services (i.e. utilities and other Town services). They are low-density in character, with single family homes on large lots (minimum size of 2 acres).