



*Preliminary*  
2022-2042 DRAFT  
COMPREHENSIVE PLAN  
CREATE COMMUNITY TOGETHER

September 17, 2021



# acknowledgments

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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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## CARRBORO CONNECTS TASK FORCE

Catherine Fray (Chair) - Planning Board (Chair)  
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Tim Turner (Co-Chair) - Environmental Advisory Board (8/2020-7/2021)  
Sarah Brown - Transportation Advisory Board  
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Elmira Mangum - Planning Board  
David Markiewicz - Appearance Commission  
Dan Mayer - Arts Commission  
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Amy Singleton - Affordable Housing Advisory Commission  
Jacqueline Thompson - At-Large Community Member  
Rasam Tooloee - Planning Board  
Anahid Vrana - Northern Transition Area Advisory Committee  
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David L. Andrews (2012-2021)



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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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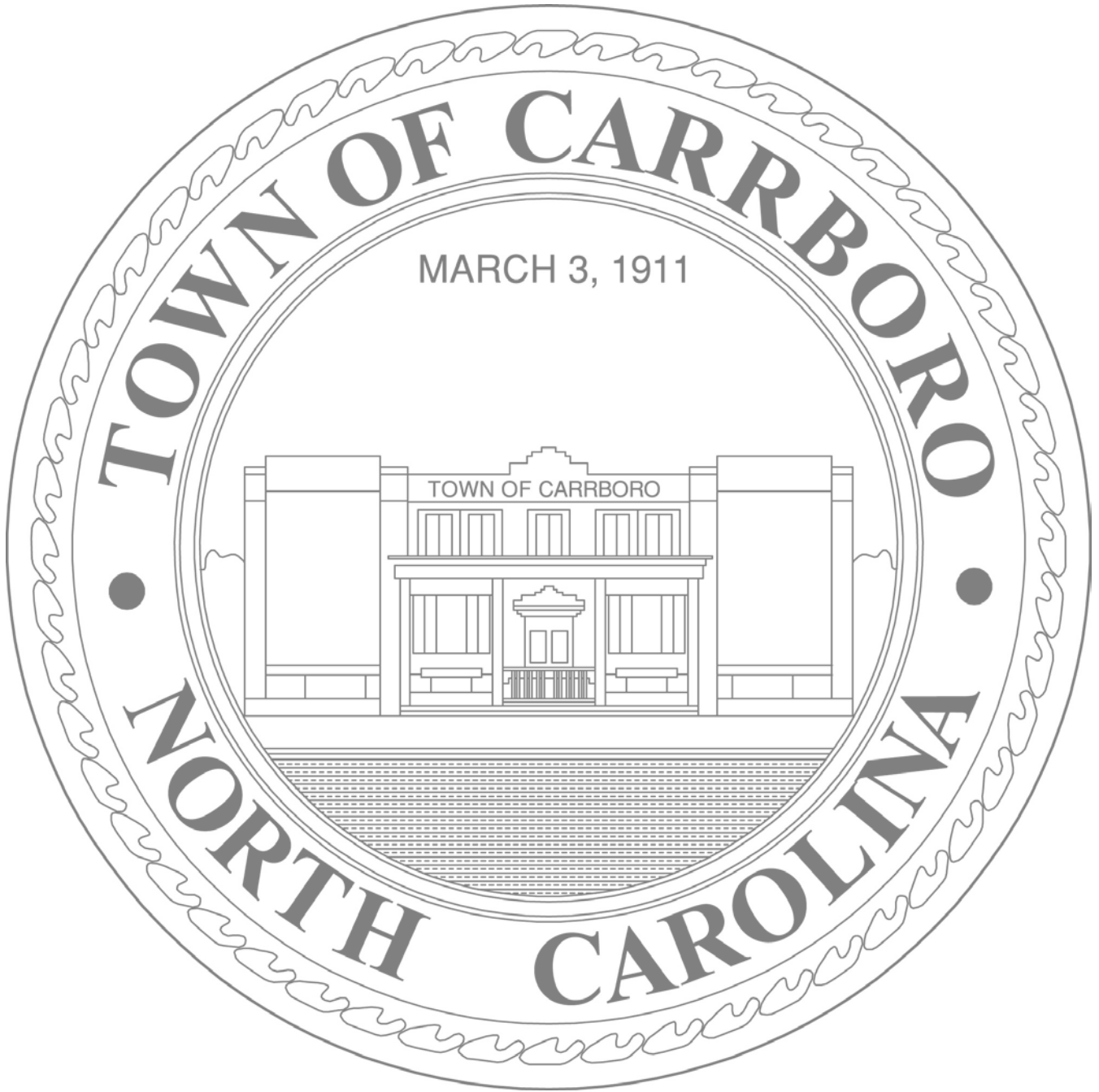
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# contents

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01	<b>CHAPTER 1</b> Introduction	.....
14	<b>CHAPTER 2</b> Community Engagement	.....
00	<b>CHAPTER 3</b> Affordable Housing	.....
00	<b>CHAPTER 4</b> Climate Action & Environment	.....
00	<b>CHAPTER 5</b> Transportation, Green Infrastructure, Energy, and Water	.....
00	<b>CHAPTER 6</b> Economic Sustainability	.....
00	<b>CHAPTER 7</b> Recreation, Parks, and Cultural Resources	.....
00	<b>CHAPTER 8</b> Land Use	.....
00	<b>CHAPTER 9</b> Public Services and Communications	.....
00	<b>CHAPTER 10</b> Implementation Plan (to be added)	.....
00	<b>APPENDIX</b> (to be added)	.....

2 5

WHAT SONG do you  
think of for CARBURRO

- CAROLINA on my MIND
- FREE BIRD, MR. BLUESKY
- SEASONS of LOVE
- CHANGES, I WANT to be sedated

IF you could go outside  
right now... where are  
you headed?

START  
HERE



- HANK ANDERSON PARK
- CAROLINA NORTH FOREST
- BOLIN FOREST
- WILSON PARK TRAIL
- FARMERS MARKET

POLL

TRAIL 0.8M

MENTAL  
TIMER

NEXT UP...  
BREAK-OUT  
COMMUNITY  
DISCUSSIONS

"WE NEED  
TO & UNDER  
THE EXP  
OF OTHER





CHAPTER TWO

# Introduction

CONTENTS

- Vision Statements
- Race + Equity
- Climate Action
- How to Use This Plan
- A Brief History of Carrboro
- Development Patterns + Planning Themes

**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 official comprehensive planning process. This 18-month process has been an opportunity for all residents, organizations, businesses, and appointed and elected officials to come together around a common vision for the future of Carrboro and set of goals and strategies to meet the 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 comprehensive plan will be 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.”



# 1 | introduction

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The plan is built on a foundation of **race and equity** and **climate action**. Goals, strategies and projects have been developed around affordable housing; economic sustainability; environment; transportation and 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 been a national leader in understanding its history and developing policies and programs to bring equity of opportunity for all of its residents. Whether Black, Latino, Asian, multiple races, White or other race; recently settled refugees or multi-generational families; a member of the LGBTQ+ community; or anyone else looking for home, all are welcome to become part of the woven tapestry of the Carrboro community. 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 not new to planning during global crises. The most recent major planning effort took place 20 years ago 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. Consultants made their way on trains, others scrambled for rental cars. Some of the team could not make it. 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 that week.

Ironically, the COVID-19 pandemic lockdown coincided almost in exactly the same way with the launch of Carrboro Connects. 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 citizens through participation in Town activities, as well as various partners including non-profits, schools, Orange County, 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

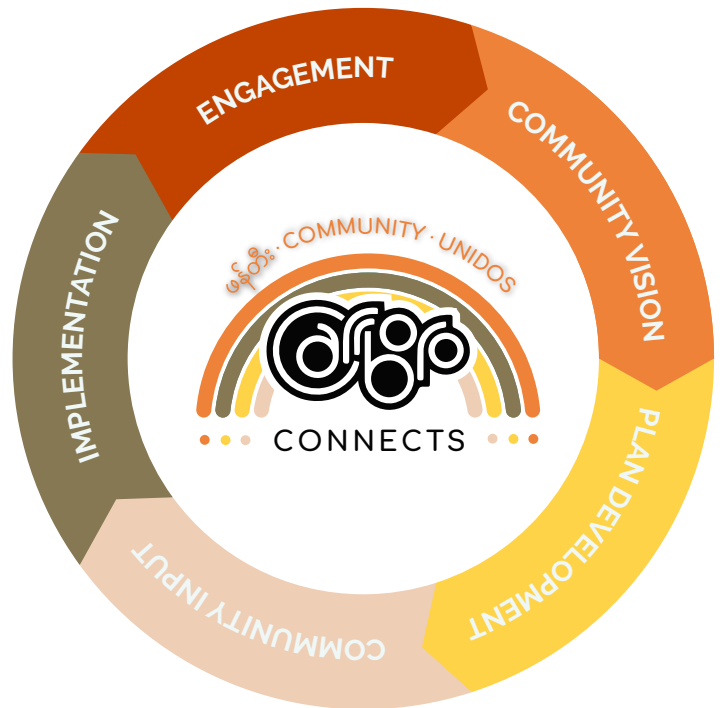
The following vision statements grew out of the various engagement techniques led by the Carrboro Connects Task Force with input from Advisory Boards, Town Council, residents, and partner organizations. In some ways, these vision statements are built upon the various plans, reports, and initiatives that 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 of the plan.

## Land Use

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

## 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.



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

## Climate Action and 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.

# 1 | introduction

## Transportation, Green Infrastructure, Water and Energy

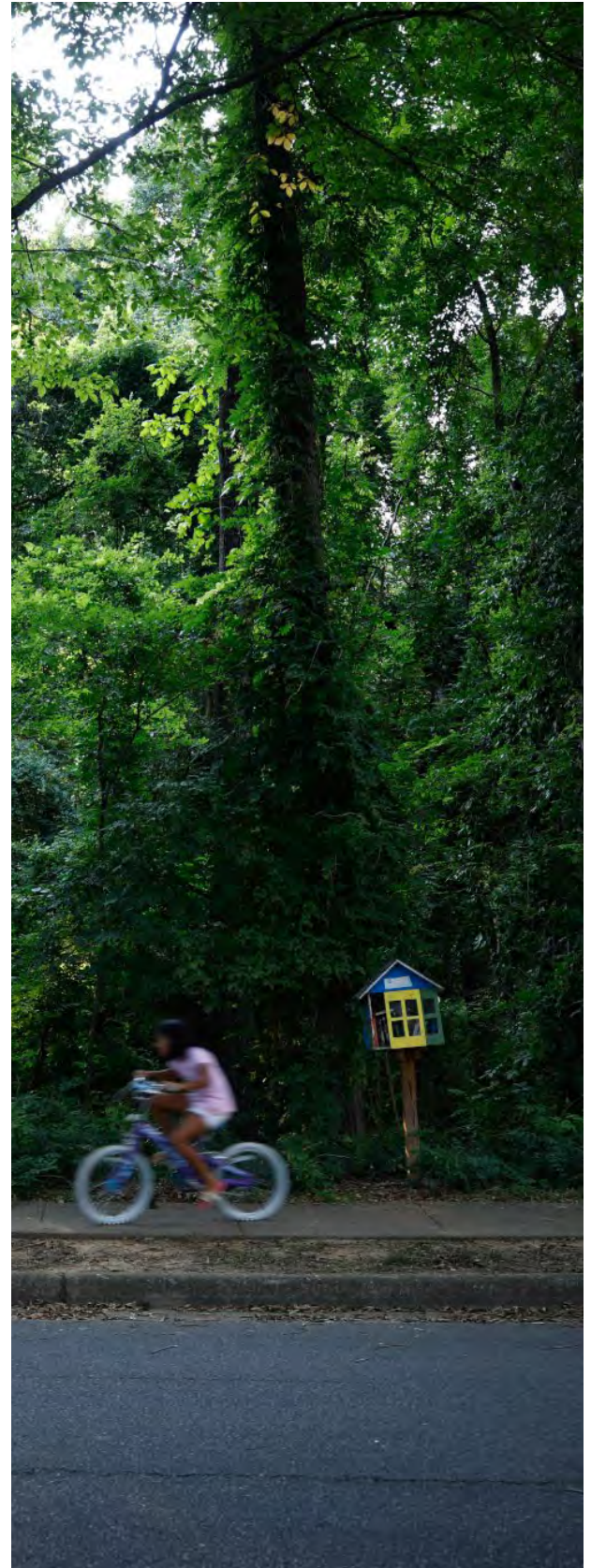
- Transportation - Every Carrboro resident, with particular attention to BIPOC populations, has increased safe and quality access to multimodal transportation options for efficient connections to jobs, recreation, and services.
- Green Infrastructure - Carrboro routinely prioritizes green infrastructure over grey infrastructure, throughout the town and ETJ, to enhance ecosystems and improve vibrancy and quality of life in the community.
- Water - Ensure that current and future generations of Carrboro residents, especially BIPOC populations, can enjoy reliable and affordable access to high quality drinking water, while improving healthy environments and the 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 and Cultural Resources

- 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 spirit, and diverse range of cultures with high-quality festivals, music, and the arts.



# 1 | introduction

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## 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.
- **Information Technology** - 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.
- **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 geographic information services to residents, property owners, and businesses.
- **Police** - 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.
- **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 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.
- **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 citizens' 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).*

## 1 | introduction

# 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 some of the 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 all staff in 2021, to Carrboro Connects Task Force and Racial Equity Commission members, and is being rolled out to all Advisory Boards. This peer-to-peer training provided a welcoming atmosphere to all members so they could reflect, consider, and process the information in a deep, introspective manner.

Following the GARE training, the Town continues to normalize the conversation and organize the work. Next the Town will begin to examine practices, procedures and policies through a racial equity lens and has participated as an active member of One Orange, a county-wide initiative to provide a race and equity framework for reviewing government actions. Key components of this work include:

- racial equity toolkit;
- community engagement
- data collection
- training, and
- evaluation and accountability

Using this framework, all goals, strategies and projects identified in this plan are being reviewed with the intention to ensure that proposed actions of the Town are designed to provide an opportunity for everyone to succeed no matter their background and that actions coming out of the plan to ensure that race can no longer be used to predict life outcomes in our community.

# 1 | introduction

The lens of advancing race and equity goals can be seen throughout the plan. Just a few examples include:

- **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.
- **Climate Action and 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 denied and historically underserved.
- **Transportation, Green Infrastructure, Energy and Water:** Address disparate impacts of transportation decisions and investments in Carrboro's BIPOC, lower-income and multiple abilities populations.
- **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 individuals and families.
- **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.
- **Public Services and Communication:** Expand equitable community participation in the decision-making and implementation of Town goals and policies.



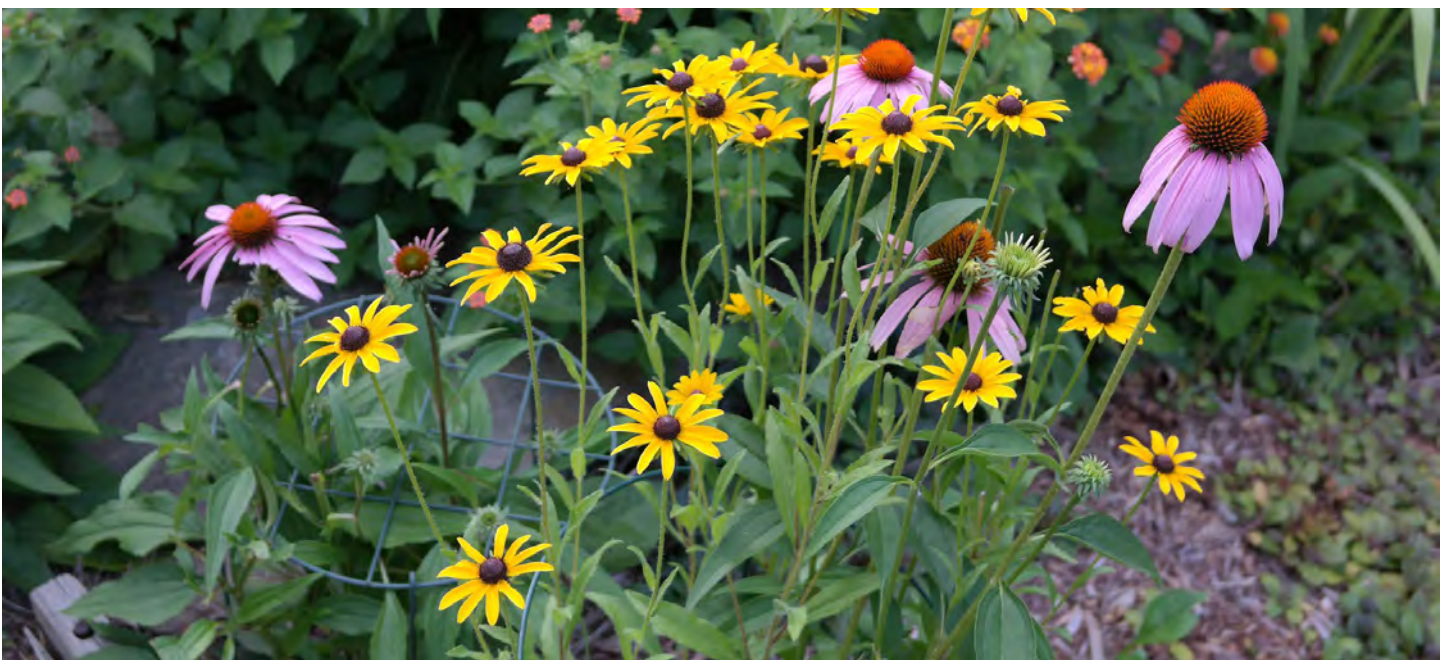
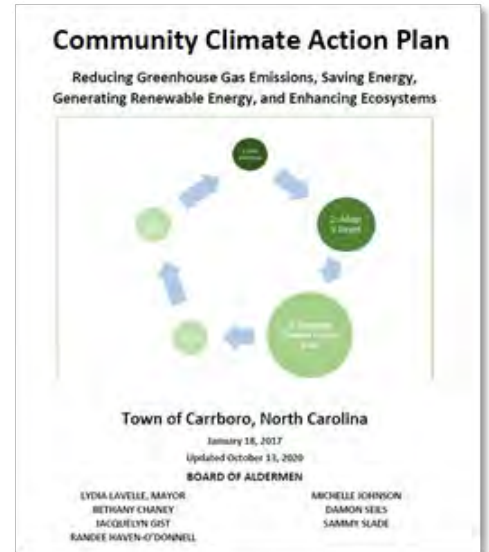
Mural at CommunityWorx Thrift Shop

## 1 | introduction

# Climate Action

The second foundation of the Carrboro Connects Comprehensive Plan is climate action. The Town has been a national leader in its efforts to address climate change. 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.

The Community Climate Action Plan (CCAP) 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 2020 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. It is recommended that the adoption of Carrboro's Comprehensive Plan includes adoption of the Community Climate Action Plan (2017, Amended 2020) and the Energy and Climate Protection Plan (2014, Amended 2020).



## 1 | introduction



### Climate Action (continued)

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

- **Land Use:** 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.
- **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 and 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 especially for lower-income residents and small business owners.
- **Transportation, Green Infrastructure, Water and Energy** includes various ways to implement CCAP to reduce transportation emissions, expand use of green infrastructure, conserve water and energy.
- **Economic Sustainability** recommends advancing the green economy, ties to the agricultural economy, supporting BIPOC and small 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 and Cultural Resources** recommends expanding use of stormwater Best Management Practices (BMPs) in parks both for direct environmental benefits and as a public education tool.
- **Public Services:** Achieve 80% reduction in municipal GHG emissions by 2030 as compared with 2010 levels.

## 1 | introduction

## How to Use this Plan

The Plan takes a systems-based approach to planning, that is all elements of the plan are interrelated, e.g. 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 seven main planning elements:

- **Land Use** includes the planning for a variety of land uses in Town – from housing to commercial development. The Land Use element also includes specific recommendations for five corridors that have been experiencing changes over time and ways to promote excellence in design in the public and private realms.
- **Affordable Housing** includes recommendations to expand the availability of affordable housing, access to housing, and preserve existing affordable housing opportunities.
- **Climate Action and Environment** includes items from the CCAP and ways to implement CCAP as well as protect Carrboro's environmental resources.
- **Transportation, Green Infrastructure, Energy and Water** provides a comprehensive approach to infrastructure investments in Carrboro that may be guided by the Town and/or related agencies including OWASA.

- **Economic Sustainability** provides ways to support existing businesses (especially BIPOC and small 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.
- **Public Services** details how the plan will be implemented by various departments including Communications, 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



# 1 | introduction

## 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>
- **Metrics** -- quantitative objectives that can be measured 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.

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, an implementation plan summarizes each goal, strategy and project, the lead agency responsible for the project, possible partners, and implementation timeline.



*Garden at Baldwin Park*

## 1 | introduction

# A Brief History of Carrboro

Just as past residents, a railroad, a university, and a few textile mills helped shape the Town of Carrboro we know 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. Past events have influenced and resulted in what is now modern-day Carrboro. 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.

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

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 owned slaves with none owning 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 freed slaves left the area, others demonstrated their freedom by purchasing land and forming schools, churches, and businesses in what is now modern day Carrboro.



## 1 | introduction

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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 Schools 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 operated until 1917 and served hundreds of free Black children and adults during this time.

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 freed slaves, 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.*

# 1 | introduction

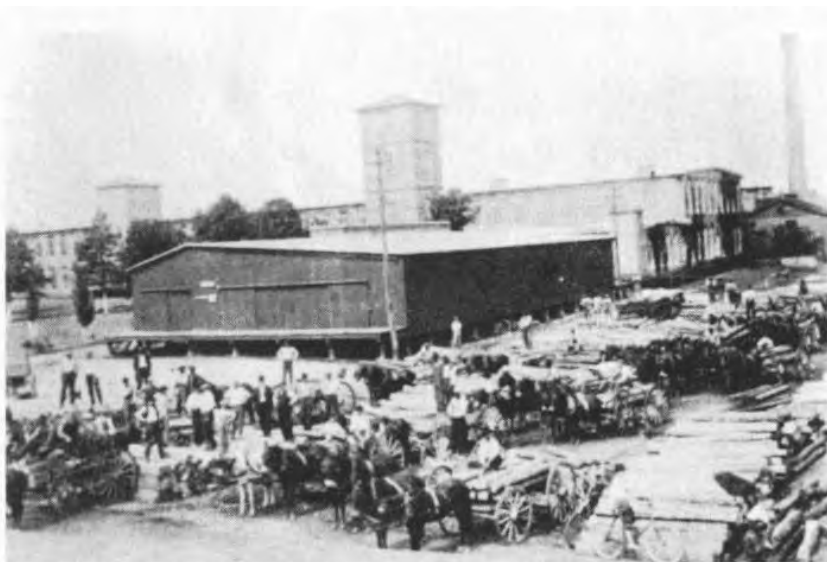
## Birth of a Town

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 a small community known at times as Lloydville and West End, now modern day Carrboro, emerged.

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. Carr has been reported in history as supportive of the rights of workers and progressive in the management of his industries. The Town was renamed Carrboro in exchange for his providing electricity to the Town.



Circa 1920 view of the cross tie market on East Main Street, in front of Durham Hosiery Mill No. 4. The frame cotton warehouse and the upper stories of the brick towers have been removed, and the east end of the mill has been extended with a brick addition. From copy in North Carolina Collection, UNC Library, Chapel Hill.

*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. From Phyllis Meeker Collection, North Carolina Collection, UNC Library, Chapel Hill.

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

## 1 | introduction

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, long 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.

# 1 | introduction

## 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, and 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 area 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. 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 44th year.



The "locally grown, nationally known" Carrboro Farmers Market

# 1 | introduction

---

## 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 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](http://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 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

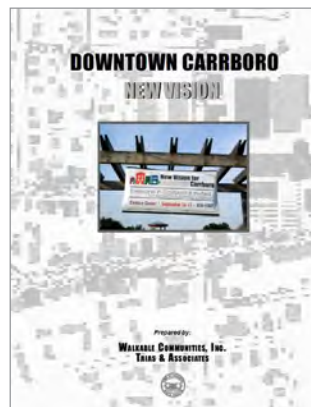
Since the 1960s there has been an expansion of housing tied to the growth of UNC student, staff and faculty. This was tied to building a robust transit system in Carrboro and Chapel Hill. Various mechanisms have been used to support infill development including more intensive residential districts, allowing 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 controls 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 over development.





# 2

## CHAPTER TWO

# Community Engagement

### CONTENTS

- Process
- Getting The Word Out
- Carrboro Connects Task Force
- Stakeholder Interviews
- Project Website
- Creative, Virtual Outreach
- Pop-Up Events
- Community Open House
- Extra Mile Engagement
- Next Steps & Plan Adoption



▲ Carrboro Connects Pop-up Idea Booth in the Rogers Road neighborhood, June 2021

**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.”**

- Stakeholder Idea



## 2 | community engagement

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.”

-Mayor Lydia Lavelle

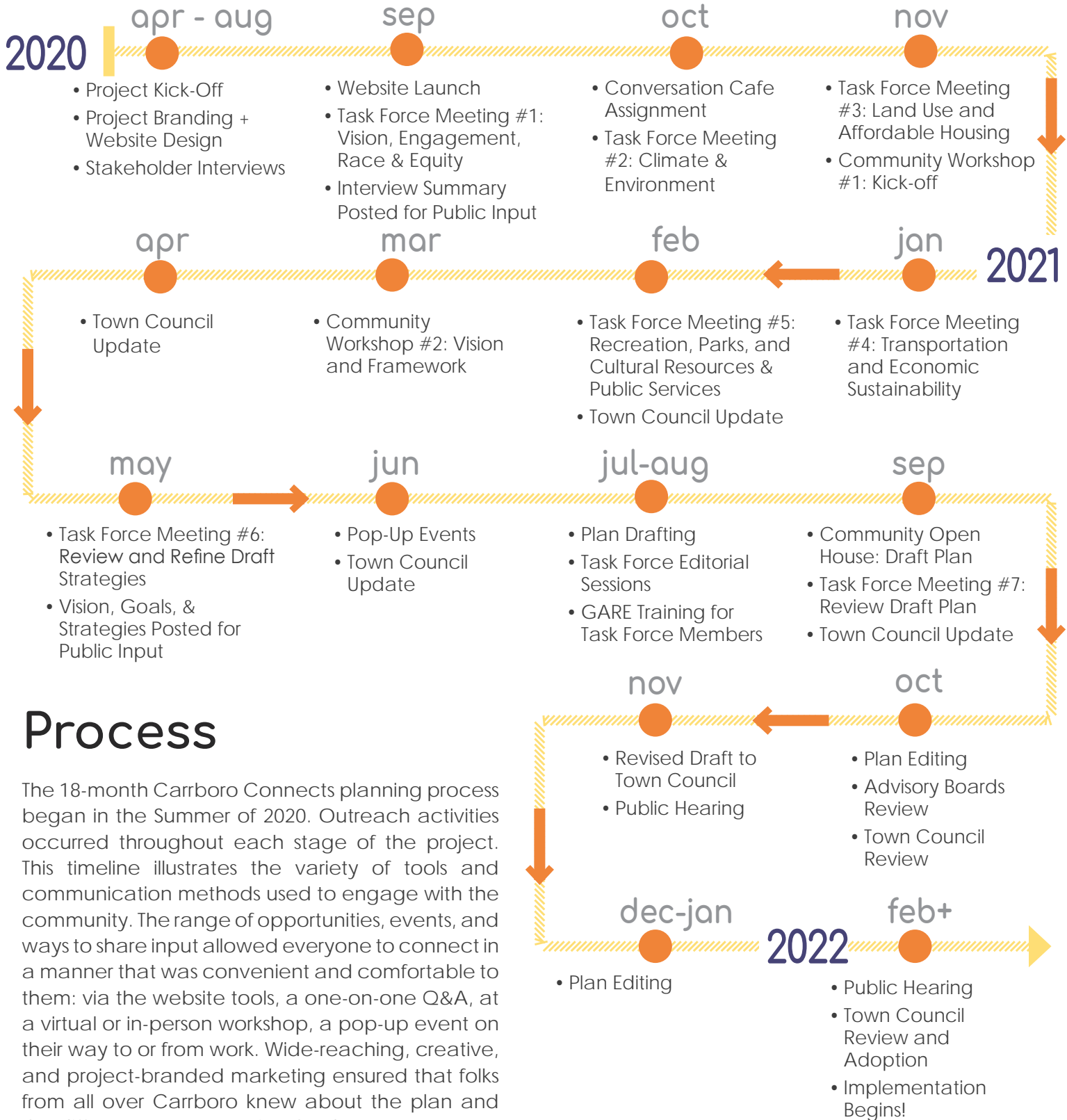
“This plan will guide decisions that make our town more just, resilient, and sustainable. We ask that you reach into your networks, pull in more people, and let’s make sure that everyone has an opportunity to participate.”

-Mayor Pro Tempore Barbara Foushee



## 2 | community engagement

### Carrboro Connects Outreach Timeline



## Process

The 18-month Carrboro Connects planning process 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.

## 2 | community engagement

# 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.



▲ 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.



**3,500+**  
total touchpoints

**1,300+**  
total engaged

▲ The Carrboro Connects engagement process used a combination 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.

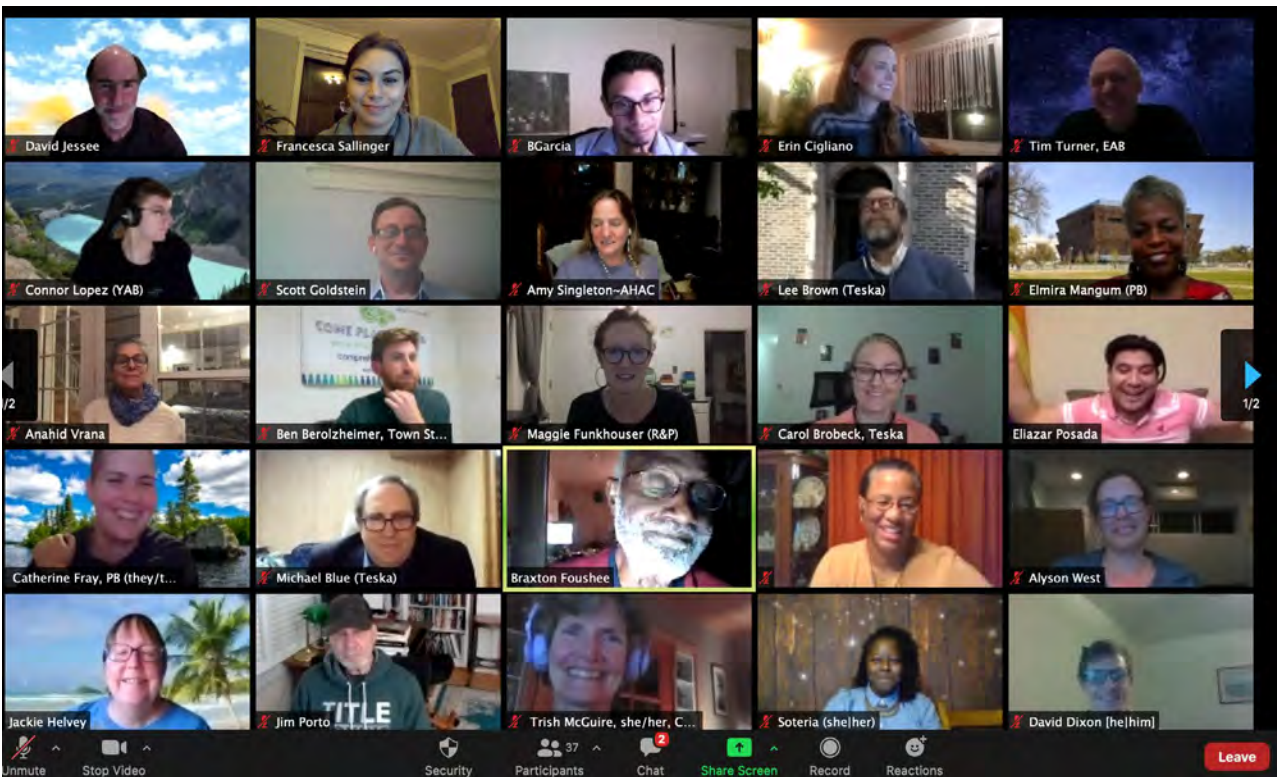
▲ "Touchpoints" are the total instances of engagement, while "engaged" refers to total individuals who participated

2 | community engagement

# Carrboro Connects Task Force Stakeholder Interviews

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.

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.

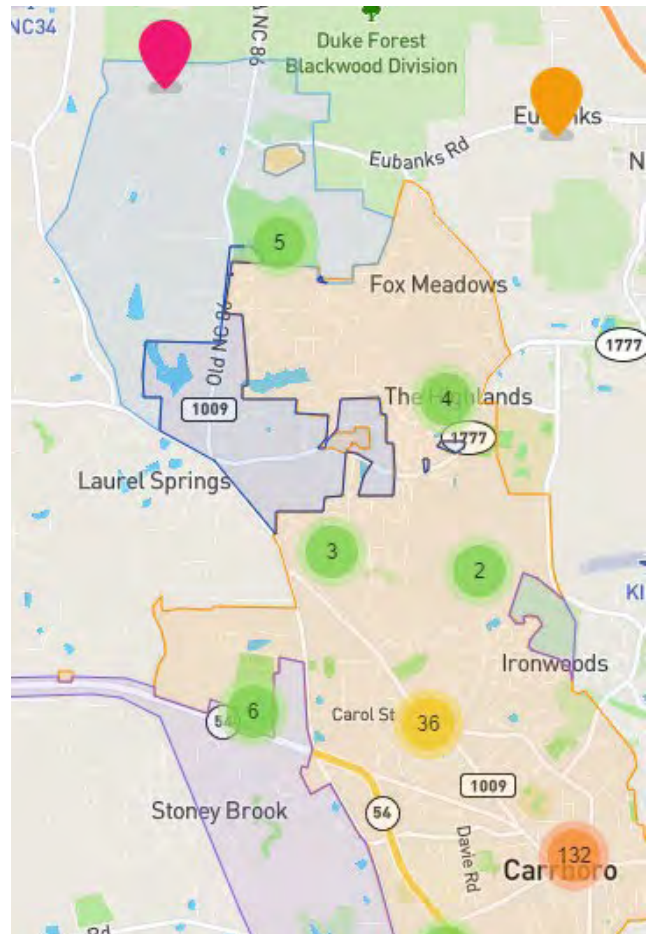


The Carrboro Connects Task Force met consistently over the course of the project for three-hour working sessions via Zoom. In small breakout groups, the Task Force had in-depth discussions about plan topics, raising important questions for the project team and providing constructive edits that led to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



## 2 | community engagement

# 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 370 unique subscribers signed up via the project website.



**1,700+** Unique Website Visitors

<p><b>Ted</b> 5 months ago</p> <p><b>Regulate AirBnBs</b> This might be a good time to incorporate some consistent and info...</p> <p>Share <span>1</span> </p>	<p><b>Andi</b> 3 months ago</p> <p><b>Bike lanes throughout town without disappearing just before busy intersections or new roundabout, or bike trail bypasses for busy areas.</b> Would be nice if kids or novices could bike throughout town witho...</p> <p>Share <span>1</span> </p>	<p><b>ELA</b> 10 months ago</p> <p><b>Centrally located public Dog Park</b></p>  <p>Carrboro is missing a public dog park that can be accessed by foo...</p> <p>Share <span>0</span> </p>	<p><b>D</b> <b>DavidD</b> 7 months ago</p> <p>This parking lot is never fully used – seems like a great opportunity for creating interesting streetscape or small businesses/housing?</p>
<p><b>Kristen</b> 3 months ago</p> <p><b>Prioritize Mass Transit</b> I would love if we could work with Chapel Hill to expand our mass...</p> <p>Share <span>0</span> </p>	<p><b>Resident</b> a month ago</p> <p><b>Balance high density and park</b> Every resident should be within a accessible 1/2 mile of a park. ...</p> <p>Share <span>0</span> </p>	<p><b>Isa</b> 2 months ago</p> <p><b>A water play feature. A water pad. A spray ground. Downtown. None in Carrboro or Chapel Hill yet.</b></p>  <p>It would improve the town a lot. It's accessible to everyone and ...</p>	<p><b>S</b> <b>Steckley</b> 7 months ago</p> <p>This could be a great place for a community garden for the residents of South Carrboro. Two apartment complexes and three neighborhoods are here.</p>
<p><b>Resident</b> a months ago</p> <p><b>Passive bike streets</b> Amend the land use ordinance to require any proposed cul-de-sac t...</p> <p>Share <span>0</span> </p>	<p><b>Ellie Heffernan</b> 3 months ago</p> <p><b>Coordinate with other cities to make a more efficient Triangle-wide transit system</b> Many times, the buses, like CRX or 400, come infrequently. They a...</p> <p>Share <span>0</span> </p>		
<p><b>Kristen</b> 3 months ago</p>			

## 2 | community engagement

### 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.

**Quick Statistics:**

Sep 2020 to Nov 2021

4,500+ Site Visits

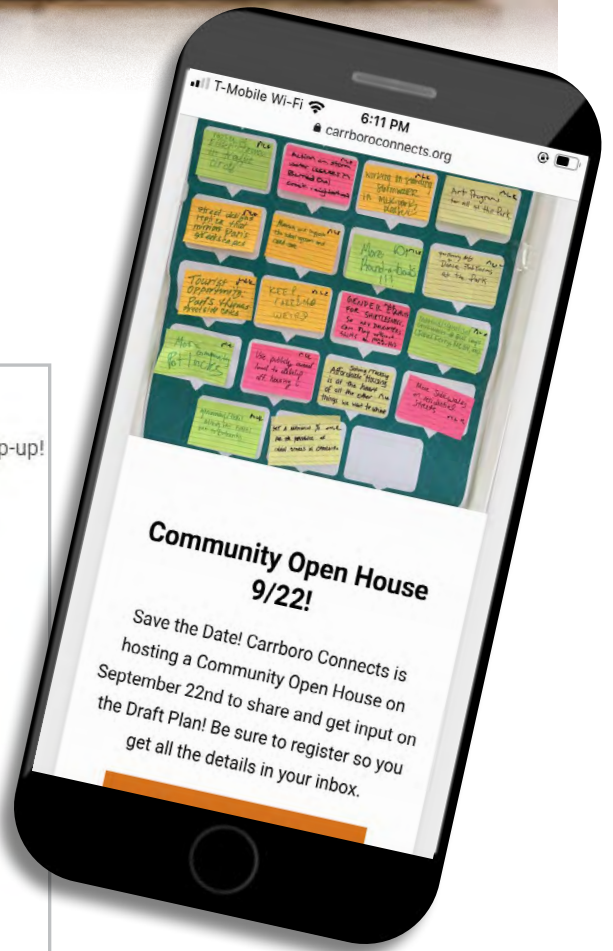
370+ Site Registrations

400+ Ideas Shared

200+ Mapped Ideas



In addition to the in-person Around Carrboro Pop-Ups held in June 2021 (discussed on page 15), the website featured a Virtual Pop-Up for anyone who couldn't attend the events. Over 180 people visited the webpage which led to 36 new ideas shared, new website registrations, and new voices being included in the Carrboro Connects planning effort. ▼



#### Virtual Pop-Up

Click the images below to begin sharing input via our virtual idea booth and map booth pop-up!



CLICK TO ENTER



CLICK TO ENTER

## 2 | community engagement

# 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 multilingual meetings using Zoom’s interpretation tool with a live translator and breakout rooms in different languages.

Carrboro Connects’ virtual/remote events included:

- 2 Community Workshops with Spanish translation and breakout groups, also featuring music, mindmapping, and local history
- 2 Facebook Live Events to reach specific populations: one 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 Editorial 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.



## 2 | community engagement

# 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

Participants

**AROUND CARRBORO POP-UPS**  
Thursday · Friday · Saturday · June 10 - 12, 2021

COMMUNITY UNIDOS  
**Carrboro**  
CONNECTS

Thursday June 10	Friday June 11	Friday June 11	Saturday June 12	Saturday June 12
<b>Carrboro Plaza</b>	<b>Rogers Road</b>	<b>South Green</b>	<b>Farmers Market</b>	<b>MLK Jr. Park</b>
4 - 5:30 p.m. <small>NC 54 and W. Main Street</small>	4 - 5:30 p.m. <small>Bus stop in front of Faith Tabernacle Oasis of Love</small>	6:30 - 7:30 p.m. <small>501 S. Greensboro Street</small>	8:30 - 10:00 a.m. <small>Town Commons, 301 W. Main Street</small>	11 a.m. - 12:30 p.m. <small>1120 Hillsborough Road</small>

Swing by to share input on our Town's very first Comprehensive Plan. Join your neighbors to talk about transportation, housing, jobs, and more!

Safety First: We will be practicing safe physical distancing and taking health precautions.

**FREE POPSICLES**

**Carrboro Connects Virtual Pop-Up**

Unable to attend in-person? Everyone is invited to take part in our virtual pop-up, open everyday rain or shine - visit website below or scan QR code. Questions: Contact Ben · bberolzheimer@townofcarrboro.org · (919) 918-7330

[carrborconnects.org/pop-ups](https://carrborconnects.org/pop-ups)

“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*

## 2 | community engagement

### 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

An in-person Community Open House will take place September 22, 2021 at the Town Commons. The Town is sharing the preliminary draft plan at this time to share what's been drafted to date and to gather additional participation to inclusively prepare the draft that will go on to public hearing in November. Interactive stations will present projects across the different plan topic areas. Now's your chance to get involved! Please join us and spread the word.



## 2 | community engagement

# 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 Northern Transition Area 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*

## 2 | community engagement

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# Next Steps + Plan Adoption

This draft of the plan (dated September 10, 2021) now needs community-wide review, feedback, and buy-in. Provide comments at [www.CarrboroConnects.org](http://www.CarrboroConnects.org). We want to hear what's missing, which recommendations should be prioritized, and which projects can be implemented in the short-, medium-, and long-term.

Chapter 9, Public Services and Communications, will present a framework for ongoing communications and implementation. For Carrboro Connects to be successful, we need leaders who can champion these ideas and get to work, committed to Carrboro's future!

### Important Next Steps:

- Community Open House - September 22, 2021
- Town Council Update - September 21, 2021
- Town Council Hearing - November 16, 2021
- Town Council Review & Adoption - Winter 2021/2022



## 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, 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, low-income households, persons with disabilities, homeless, aging, and previously incarcerated.

*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%. (Town of Carrboro)
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. (Zillow.com, June 2021)
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%. (ACS 2014-2018)
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. (ACS, 2014-2018)
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. (ACS, Esri and Freddie Mac Calculator)

## RACE AND EQUITY AND CLIMATE ACTION

### Race and Equity

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.
- Meet the growing need for affordable housing for residents and employees who would like to live in the Town but cannot find affordable housing currently.
- Reduce the housing cost burden for homeowners and renters.
- Advance 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 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.

## DRAFT METRICS

1. Number of new affordable for-sale homes and number of preserved affordable homes for households up to 80% Area Median Income (AMI)
2. Number of new rental units and number of preserved rental units for households up to 60% of AMI
3. Cost burden and extreme cost burden rate for homeowners are reduced by X% and Y%
4. Cost burden rate and extreme cost burden rate for renters is reduced by X% and Y%

## GOALS, STRATEGIES, AND PROJECTS

**Goal 1: Increase the number of homeownership units that are permanently affordable with targeted strategies to serve households earning 80% or below with priority to historically disadvantaged and BIPOC households.** (Source: Goals & Strategies)

**Strategy 1.1:** Meet the demand for affordable units for different types of households for households up to 80% of AMI. (Source: best practice)

- a) Identify projected demand for affordable units. (Source: best practice) Develop goals for additional 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. (Source: best practice) Identify strategies and partner organizations that can provide additional affordable units.
- c) Seek funding sources (see Goal 8) to meet the gap in financing additional affordable housing units.



Habitat for Humanity homes under construction on Cobb Street

**Strategy 1.2:** Reduce barriers to first-time homebuyers and to homeownership retention, particularly among seniors and historically marginalized groups. (Source: Goals & Strategies)

- a) Expand partnerships with organizations that provide housing and credit counseling (Source: Task Force). 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) Encourage cooperative / limited equity housing models to develop or redevelop housing for low- and moderate-income (Source: Interviews). 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.



Through counseling, credit repair, and first time homeowner funds, housing access can be expanded to more households in Carrboro, photo from the Rose Walk neighborhood as an example of attached housing.

**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. (Source: Interviews)

- a) Investigate ways to expand the reach of models such as Community Home Trust, Habitat for Humanity of Orange County, and others to more households and at different income thresholds. Work with partners to expand the land trust model to offer a broader array of tools to preserve affordable housing. This may include limited-equity approaches and/or a program in which existing homeowners can participate in the Home Trust.





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



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

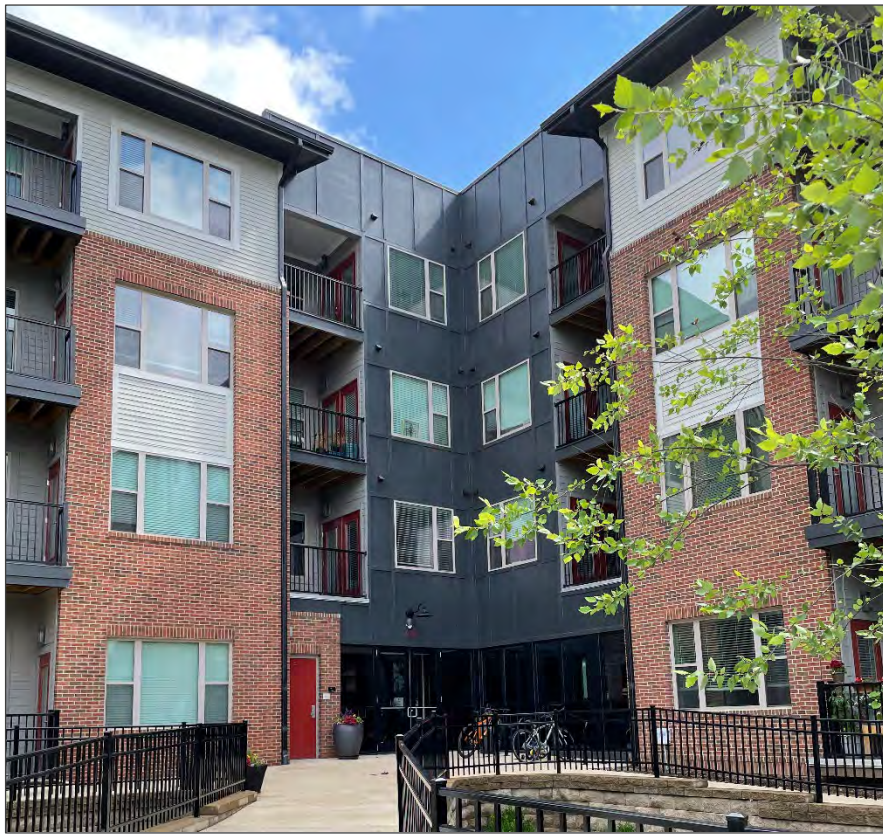
**Goal 2. Increase number of rental units that are permanently affordable to individuals and families earning up to 60% of AMI with a particular focus on those earning less than 30% AMI.**  
(Goals & Strategies)

**Strategy 2.1:** Create targeted rental programs for extremely low-income households (less than 30% AMI). (Goals & Strategies)

- a) Work with Orange County to support programs that expand use of vouchers and landlord acceptance of housing vouchers (Source: Consolidated Plan). Support the County's efforts to educate landlords on the benefits of accepting vouchers and non-discrimination based on source of income. Support efforts to coordinate ongoing services to voucher-holders to assist them in workforce training, career development, accessing day care or elder care, etc. so that they can build household earnings and therefore more stable housing over time.
- b) Prioritize housing applications to Affordable Housing Fund that reserve at least 20% of its units to extremely low-income households (Source: AHAC). 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 2.2:** Ease the pressure on rental prices by increasing affordable rental housing stock, particularly in high-transit areas. (Source: Goals & Strategies)

- a) Partner with existing rental developments to investigate strategic additions of new affordable units (Source: best practice). 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 (Source: Task Force). 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.



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

**Strategy 2.3:** 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. (AHAC) Expand the toolbox of affordable housing incentives by considering greater incentives for rental units that meet lower income levels at the 30% and 60% AMI levels.
- b) See ways to expand rental units in existing developments through providing additional financial resources and incentives. (Task Force) Target Affordable Housing Fund resources to expansion of new affordable rental through redevelopment agreements.

**Goal 3: Diversify and expand a variety of housing options throughout Carrboro using a mixture of affordable housing types.** (Source: AHAC, Interviews and Task Force)



A new clubhouse for Club Nova is being built in front of affordable housing along Main Street in Downtown

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

- a) Provide assistance and support for BIPOC, senior and long-term homeowners who are interested in creating ADUs.
- b) Reform ADU standards in the Land Use Ordinance to allow for ADUs on more lots (see Land Use Chapter).
- c) Consider incentives for ADUs that are dedicated as permanently affordable for up to 80% of AMI.

**Strategy 3.2:** Support affordable housing options for older adults and persons with different abilities (Source: Master Aging Plan - MAP)

- 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 (Source: MAP-with additions) 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) Work with partners to identify funding sources for affordable housing for older adults (Source: MAP). Identify funding resources to invest in new or preservation of existing affordable senior housing.



Carolina Spring Senior Apartments is a 124-unit Low-Income Housing Tax Credit project

**Strategy 3.3:** Preserve existing mobile home parks and identify possible locations for additional mobile and manufactured housing. (modified Goals & Strategies)

- a) Preserve manufactured home communities to create resident-owned communities, acquisition opportunities, land banking, rehab and repair and creation of an early warning system.
- 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. (Source: AHAC)

- a) Identify existing Town-owned lands that can be conveyed to affordable housing developers (Source: AHAC). 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 (Source: Best practice). Consider the use of tools 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 (Source: best practice). 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.

**Goal 4: Maintain and improve the quality of Naturally Occurring Affordable Housing (NOAH).**

(Source: modified Goals & Strategies)

**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 (Source: Task Force).

**Strategy 4.2:** Reduce erosion of rental housing quality and affordability. (Source: Goals & Strategies)

- 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. (Source: best practice)

**Strategy 4.3:** Investigate ways to add additional affordable housing units to existing rental properties. (Source: Task Force)

- a) Work with existing rental property owners to determine ways to add additional affordable housing units and what regulatory and/or financial assistance may be needed (Source: best practice)

**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. (Source: Consolidated Plan)

- a) Work with the Continuum of Care partners to address the emergency shelter and transitional housing needs of homeless individuals and families (Source: Consolidated Plan). Identify opportunities among Carrboro-based 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. (Source: Consolidated Plan)

- 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. (Source: Consolidated Plan)

**Strategy 5.3:** Prevent homelessness

- a) Help low-income individuals and families 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. (Source: Consolidated Plan)

**Goal 6: Expand resources targeted to affordable housing.**

**Strategy 6.1:** Continue to invest and improve 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 review the impact of the funds.
- c) Develop a campaign to solicit private investments in the Affordable Housing Fund. Consider creating 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 and need for affordable housing. While there was strong support for affordable housing during Carrboro Connects community engagement, there are still many people who do not have adequate information on what affordable housing is and what the benefits can be both for the households served; and maintaining and expanding the diversity of the community.
- b) Determine the programs and projects that could be supported through an Affordable Housing Bond. Conduct community outreach regarding the needs and possible projects.
- c) Determine public support for passing an Affordable Housing Bond. Conduct community outreach and a public survey to determine interest, at what level, and what the targeted uses should be.
- d) If there is public support, place the Affordable Housing Bond referendum on the ballot.

**Strategy 6.:3:** Pursue state and federal housing grants and programs.

- a) Pursue all relevant 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.

## RELATED STRATEGIES AND 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.
- Preserve and promote the availability of affordable housing near transit.
- Expand the allowance 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**

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





## CHAPTER FOUR

# Climate Action & Environment

## CLIMATE ACTION VISION

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, as opposed to siloed actions. 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.

## CLIMATE ACTION 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 21<sup>st</sup> century unless drastic reductions in greenhouse gas (GHG) emissions are achieved globally.<sup>1</sup>
2. **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. The Town has not yet fully budgeted implementation of these plans and requires additional funding sources.
3. **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.
4. **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

<sup>1</sup> IPCC, 2021: Summary for Policymakers. In: Climate Change 2021: The Physical Science Basis. Contribution of Working Group I to the Sixth Assessment Report of the Intergovernmental Panel on Climate Change [Masson-Delmotte, V., P. Zhai, A. Pirani, S. L. Connors, C. Péan, S. Berger, N. Caud, Y. Chen, L. Goldfarb, M. I. Gomis, M. Huang, K. Leitzell, E. Lonnoy, J.B.R. Matthews, T. K. Maycock, T. Waterfield, O. Yelekçi, R. Yu and B. Zhou (eds.)]. Cambridge University Press. In Press. Retrieved from [https://www.ipcc.ch/report/ar6/wg1/downloads/report/IPCC\\_AR6\\_WGI\\_SPM.pdf](https://www.ipcc.ch/report/ar6/wg1/downloads/report/IPCC_AR6_WGI_SPM.pdf)

in the Piedmont Region of North Carolina.<sup>2</sup> 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.

## RACE AND EQUITY AND CLIMATE ACTION

### Race and Equity:

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

- Increasing financial access to renewable energy, energy efficiency, and green stormwater infrastructure by subsidizing programs.
- Considering how renters and homeowners can receive benefits of efficiency measures.
- Shifting and expanding the Town's community engagement initiatives to improve residents' ability to participate in decision-making around climate initiatives.
- Assessing the impacts of stormwater variances cumulatively, as opposed to individually.

### Climate Action:

The climate action and environmental/ecosystem 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.

## CLIMATE ACTION DRAFT METRICS

1. Achieve 80% reduction in per capita greenhouse gas emissions by 2030, as compared to 2010 levels.
2. Achieve 80% reduction in municipal emissions by 2030, as compared to 2010 levels.
3. Due to environmental injustice/disparate impacts of climate change, increase the number of BIPOC and low-income residents who participate in public engagement strategies.
4. X% percentage of budget requested to enact climate change actions is allocated over next 10 years.

<sup>2</sup> Kunkel, K.E., Easterling, D.R., Ballinger, A., Bililign, S., Champion, S.M., Corbett, D.R., Dello, K.D., Dissen, J., Lackmann, G.M., Luettich Jr., R.A., Perry, L.B., Robinson, W.A., Stevens, L.E., Stewart, B.C., & Terando, A.J. (2020). North Carolina Climate Science Report, North Carolina Institute for Climate Studies. Retrieved from [https://ncics.org/pub/nccsr/NC%20Climate%20Science%20Report\\_FullReport\\_Final\\_March2020.pdf](https://ncics.org/pub/nccsr/NC%20Climate%20Science%20Report_FullReport_Final_March2020.pdf)

## CLIMATE ACTION GOALS, STRATEGIES, AND PROJECTS

### **Goal 1: Achieve 80% reduction in per capita greenhouse gas emissions by 2030, as compared to 2010 levels (Town Council, Community Climate Action Plan, updated October 2020)**

The 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. (CCAP)

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) Advocate for more expansive renewable energy County and State legislation, ordinances, and policies. (Carrboro Connects Task Force)
  - Examples include 1.) Enabling innovative financing 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.
- b) Explore 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 can be 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-profit 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.
- c) Continue to evaluate the potential to integrate renewable energy infrastructure during the review of development permits. (Carrboro Connects Task Force and Popup)
  - Seek authority 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. New affordable housing development should be a priority for this strategy, as on-site

renewable energy can lower energy costs for low- and moderate-income tenants. Continue to follow rise of new technology to create an energy positive building.

**Strategy 1.2** Integrate Climate Action with the Local Living Economy (CCAP)

In 2012, 93% of Carrboro's greenhouse gas emissions were due to community activities (residents and businesses).<sup>3</sup> To reduce community emissions, local businesses need to be able to implement climate action policies and processes.

**Projects:**

- a) Expand the Worthwhile Investments Save Energy (WISE) Program and Energy Efficiency Revolving Loan Fund (EERLF).
  - Funding for EERLF continues to be available. 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.

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<sup>3</sup> Agudelo-Frankel, David, Brian Beaman, Grace Marshall, and Jessica Myers. "2012 Greenhouse Gas Emission Inventory for the Town of Carrboro, NC." Carrboro, NC: Town of Carrboro, April 2015. <http://www.townofcarrboro.org/DocumentCenter/View/2788/2012-GHG-Emission-Inventory-Final>.



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 (CCAP).
- Continue data collection on household food choice behavior (Note: The Food Choice Survey has been completed and report is anticipated in Fall 2021. Also, a new Environmental Planner has been added in FY 2021-22 budget to assist staff with CCAP). 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 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. Additionally, if the supply chains might be interrupted, we’ll be dependent on local, sustainable farms, not using industrial inputs.” – Community Member



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 healthy food options such as fresh fruits and vegetables to all community members.
  - 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 Strategy 5.2)

**Goal 2: Achieve 80% reduction in municipal emissions by 2030 (Energy and Climate Protection Plan, updated October 2020).**

The goal refers to greenhouse gas emissions due to municipal operations.

*Refer to Public Services chapter to view relevant strategies/ projects already underway.*

**Goal 3: Expand equitable and inclusive community participation in the decision-making and implementation of climate change goals and policies. (Town Council, Carrboro Connects Task Force)**

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 and Communications* chapter to see projects to improve community engagement in the implementation of climate change goals and policies.

**Goal 4: Enable lower-income residents and small business owners to participate and benefit from climate resiliency programs. (Climate Action Plan, RainReady Carrboro)**

Ensure financial accessibility of climate resilience programs to lower-income residents and small business owners to center equity in climate actions and policies, e.g., provide income-eligible grants or low-cost loans.

**Strategy 4.1** Increase participation of rental properties in energy, drinking water, and climate resiliency building programs. (Carrboro Connects Task Force)

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, some owners are not incentivized to pursue programs.

- a) Establish a Rental Property Task Force and Process (CCAP).
  - 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, drinking water, and climate resiliency building programs.

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.”*

- b) Establish a certificate program and public database for the energy performance of rental housing (CCAP).
  - 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

*“Buildings Recommendation #5: Create Rental Property Registry/Certification*

*The basis for this recommendation is identical for the above building recommendations. The essence of this recommendation is that, as part of making rental properties more energy efficient, a program be created*

*that makes it easy for those in the rental market to find energy efficient rental listings.”*



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 and existing buildings (CCAP).

Weatherization refers to building improvements that enhance occupant comfort during severe weather. Energy efficiency improvements reduce building energy consumption. Water conservation measures reduce household water use. For Carrboro, OWASA has a robust [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 (CCAP).
  - 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 in order to obtain a land use and/or building permit.
- b) Incentivize energy efficiency and green building to exceed minimum standards with special designations and recognition programs and meet climate change demands (Economic Sustainability Plan).





New construction of housing often includes energy efficiency updates.

- 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 (CCAP).
- 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 and encourage OWASA to investigate ways to offer reduced water costs for income-eligible families. 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 (adapted from CCAP and Economic Sustainability Plan).
- 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.

## ENVIRONMENT/ECOSYSTEM VISION

Preserve, protect, and restore natural areas and ecologically sensitive and productive areas through all feasible means (Carrboro Vision 2020, Small Area Plan for Carrboro's Northern Study Area). Plans and policies will improve equity by increasing the community's access to experiencing natural places, especially for those who currently have less access.

## ENVIRONMENT/ECOSYSTEM 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. 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,<sup>4</sup> which negatively affects native pollinator populations.
3. Future development decisions may heavily consider 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.

## ENVIRONMENT/ECOSYSTEM DRAFT METRICS

1. Calculate the acreage of native plantings in Carrboro and increase by X%.
2. Calculate the acreage of tree canopy in Carrboro and increase by Y%

## ENVIRONMENT/ECOSYSTEM GOALS, PROJECTS, AND STRATEGIES

**Goal 2: Conserve and restore watersheds, ecosystems, and native species (Eno-Haw Hazard Mitigation Draft Plan, Carrboro Vision 2020, Little Creek Watershed Assessment, Morgan Creek Local Watershed Plan, Bolin Creek Watershed Restoration Plan).**

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 2.1** Support native plantings throughout town (Land Use Ordinance).

Native plants originated and adapted to the local environment, contributing to the ecosystem's overall health. Due to development and property practices, native plants have historically been removed. Disrupting native plantings gave rise to invasive species, harmed

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<sup>4</sup> Town of Carrboro. (2017). Community Climate Action Plan. Retrieved from <https://townofcarrboro.org/DocumentCenter/View/4116/Community-Climate-Action-Plan>

local food chains, and damage the ecosystem overall. The Town can intentionally choose to replant native species.

- a) 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 (CCAP).

“In residential communities, we use chemical for lawn care. We can move people away from lawns and move them to pollinator friendly plantings. We can go to a strategy of native plantings [...and] educate people on how to care for the lawn.” – Task Force Member



Example of native plantings around Carrboro.

- b) 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 (Stormwater Advisory Commission).
  - Identify greenspaces in town with potential for high density of native plants and trees. Concurrently, partner with nonprofit partners and research groups to learn best practices for preservation and support the Environmental Advisory Board’s formation of an independent, community-led tree and native plants coalition that can perform educational

outreach 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 that may have less time or resources to volunteer (Stormwater Advisory Council).



Potential spaces for native plantings and increased tree canopy.

- c) Establish and protect stabilizing vegetation in stream channel restoration projects. (Little Creek Watershed)
  - 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.
  - “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” – Community Member
  
- d) Work with OWASA and Town of Chapel Hill to improve riparian vegetation condition along sanitary sewer rights of ways and greenways (Little Creek Watershed).
  - The Town has ongoing agreements and work regarding this project. Continue to prioritize sanitary sewer rights-of-ways and greenways based on the condition of riparian vegetation and ecosystem health. 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 (CCAP). Educate the public on invasive

species in Carrboro. Organize community members to remove invasive species on project days and build environmental stewardship.



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

**Strategy 2.2** Expand stormwater management measures as part of ecosystem enhancement, watershed restoration, climate resilience, and quality of place improvements. (Interviews)

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 transportation, green infrastructure, water, and energy chapter for additional, relevant projects.

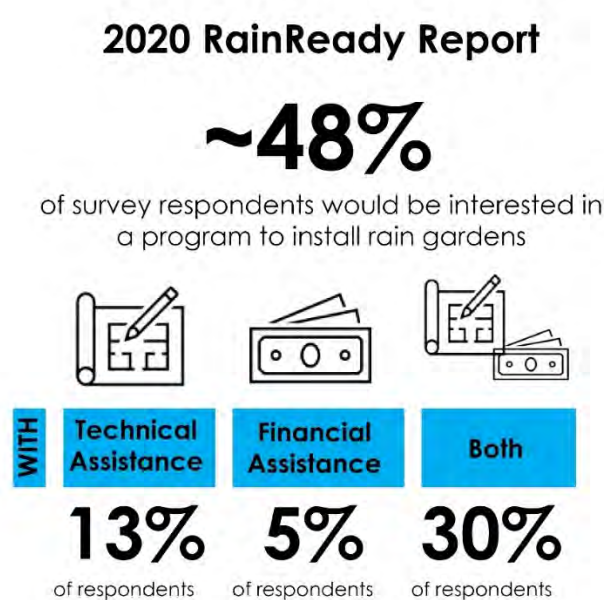
- a) Review and revise the provisions in the Land Use Ordinance as they relate to stormwater and development to provide better protection to streams and riparian areas.

- 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. Also, 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 (Bolin Creek Watershed Restoration Plan, Morgan Creek Local Watershed Plan, CCAP, NDPEs Phase II).
- 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.
- c) Implement bioengineering/restoration methods to protect and/or restore riparian and aquatic habitats (Morgan Creek Local Watershed Plan, Bolin Creek Watershed Restoration Plan, CCAP).
- 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.



Example of aquatic environment to consider how development and climate change may impact quality.

- 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 (RainReady).
  - 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 2.3** 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 (Public Works Staff).

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 contribute to climate change resiliency.
  - Explore new approaches and tools for soil quality protection, both to decrease soil quality depletion and increase soil quality. Consider 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 (adapted from CCAP).
  - 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. Fund staff time to facilitate a community-led initiative in developing the possibility of an organics collection and compost initiative.
- 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.



Measuring soil organic matter content, organic matter respiration, and loss-on-ignition tests can be used to measure Carrboro's soil quality.



**Goal 3: 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. (Town Council)**

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

**Strategy 3.1** 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, especially for low-income residents. (Community Workshop)
  - 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>Matrix to consider context of individual permit</b>	
<i>This matrix provides questions that can be helpful to evaluate individual permits in context of Carrboro's current stormwater experiences. The questions ask the evaluator to 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. Development of matrix by Center for Neighborhood Technology for Carrboro was informed by review of Stormwater Impact Assessments by Hawaii Coastal Zone Management from Hawaii State Office of Planning.</i>	
Permit Details	<ul style="list-style-type: none"> <li>• Permit Requestor</li> <li>• Location of permit area</li> <li>• Currently stormwater retained required</li> <li>• Is there a request for an in lieu of fee?</li> </ul>
Number of permits in area	<ul style="list-style-type: none"> <li>• Staff or SWAC to determine scale of area based on water flow/water shed maps</li> </ul>
Conditions of area	<ul style="list-style-type: none"> <li>• Permit conditions: Older permits will have stormwater mitigation requirements less than required for current context</li> <li>• Best practices used</li> <li>• Monitoring of current permits in area</li> <li>• Current peak flow and run off volume in area</li> <li>• Pollutants from area</li> <li>• Upstream of which neighborhoods?</li> </ul>
Characteristics of downstream neighborhoods	<ul style="list-style-type: none"> <li>• Demographics</li> <li>• Financial vulnerability to flooding</li> </ul>

<p>Current flooding impacts experienced by downstream neighborhoods</p>	<ul style="list-style-type: none"> <li>• Number of flooding instances</li> <li>• Which storms led to flooding</li> <li>• Financial costs (direct – repair costs/insurance payouts &amp; indirect – lost work days, etc.)</li> </ul>
<p>Future impacts of approving stormwater permit</p>	<ul style="list-style-type: none"> <li>• Consider land use and land cover data as well as previous columns</li> </ul>

- 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.



The Town of Carrboro is already implementing stormwater projects in this low-lying neighborhood that experiences flooding.

- c) Train Stormwater Advisory Council 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.
- Racial Equity Impact Assessments are systematic evaluations of possible actions to consider potential unintended consequences and cumulative impacts of any ordinance or action. These help to identify and rectify harmful stormwater policies and variances.

RELATED STRATEGIES AND PROJECTS IN OTHER CHAPTERS

## **Transportation, Green Infrastructure, Energy, and Water**

- Encourage non-automobile use in the community, reduce vehicle miles travelled through land use decisions and 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 (
- Explore approaches to apply green stormwater infrastructure assets in transportation plans and projects that will result in dual benefits.
- 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 Chapter**

- 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 Cultural Resources**

- 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.

## APPENDIX – GLOSSARY OF TERMS

**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)

**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](#))

**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).

**Green Stormwater Infrastructure:** Nature-based stormwater management methods that mitigate flooding, improve the ecosystem’s health, and provide additional benefits to the community.

**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).

**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.

**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).

**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).

**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](#))

## APPENDIX - ADDITIONAL RESOURCES

## CA: 1.1.d

ECPP 2020

*"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.*

*Side Bar: 203 Project Analysis: When the Town was discussing designs for the 203 Project, staff discussed the possibility of an energy positive building. However, the multi-story design of the building meant that it had a greater footprint, which would require more solar panels. There are current technological limitations, such as geothermal sources cannot be put under a building. For multi-story buildings, current technologies require a larger site to achieve positive energy status.*

## CA 1.1.e

B1GCZ General Business- Conditional Zoning District

*"Section 15-141.4 (f) Notwithstanding the foregoing, in approving a rezoning to a B-1(g) CZ zoning district, the Board of Aldermen may authorize the property so zoned to be developed at a higher level of residential density than that otherwise permissible in B-1(g) zoning districts under Section 15-182 if the rezoning includes conditions that provide for site and building elements that will create a more vibrant and successful community. Site and building elements are intended to be selected from at least three of the following seven areas: stormwater management, water conservation, energy conservation, on-site energy production, alternative transportation, provision of affordable housing, and the provision of public art and/or provision of outdoor amenities for public use. Conditions that may be included to meet the above stated objective include but shall not be limited to the following: (AMENDED 11/9/11) [...] g. Specific energy saving features, including but not limited to the following, are encouraged. i. Use of shading devices and high performance glass for minimizing heating and cooling loads ii. Insulation beyond minimum standards; iii. Use of energy efficient motors/HVAC; iv. Use of energy efficient lighting; v. Use of energy efficient appliances vi. LED or LED/Solar parking lot lighting (50-100% more efficient). vii. Active and passive solar features. (3) Provision of onsite facilities (e.g. solar, wind, geothermal) that will provide 5% of electricity demand associated with the project. [...] (13) Provision of affordable housing in accordance with Town policy) Continue to pursue renewable energy supply portfolios and microgrid creation opportunities.*

## CA 4.2.b

[North Carolina Building Performance Association](#) has submitted comments over the past several years to the North Carolina Housing Finance Agency to increase standards. The Town of Carrboro can explore ways to advocate with the North Carolina Building Performance Association to increase standards.

Charlotte, NC: According to the [American Council for an Energy Efficient Economy](#), The city provides density bonuses to developments with LEED Gold certification, and for those in transit oriented corridors with a LEED Silver certification or similar. ([Municipal code: Sec. 54-299.32. - Incentive options](#))

Greensboro, NC: According to the [American Council for an Energy Efficient Economy](#), Greensboro provides permit fee rebates based on energy efficient construction or inclusion of energy efficient appliances. ([Municipal Code: Sec. 6-3. - Energy efficiency rebates.](#))

CA 5

*“BE IT FURTHER RESOLVED that the Carrboro Board of Aldermen directs the Town Manager to charge staff to update cost estimations of current and proposed projects and activities, and develop a 10 year annual climate emergency budget proposal for implementing updated climate action plan goals and related activities and projects for consideration by the Carrboro Board of Aldermen beginning in the FY 2020-21 budget cycle, and annually thereafter.*

*BE IT FURTHER RESOLVED the Board of Aldermen will assess the recommended climate plan updates and budget based by cost, ability to reduce greenhouse gas emissions per the Town’s carbon reduction goals, and implications for race and equity and climate justice for final inclusion in the Town’s FY 2020-21 budget and annually thereafter.*

*BE IT FURTHER RESOLVED the Board of Alderman directs the Town Manager to charge staff to leverage resources from Orange County, the State of North Carolina and the Federal government, when these are available, for helping achieve the Town’s goals and for offsetting costs when possible.” (June 25, 2019 [Resolution](#))*

EE 1.1.b

[Carolina North Land Stewardship Policy](#) 2015 from UNC Chapel Hill Stewardship Vision Principles and Goals: *“The University is committed to responsibly stewarding the open spaces and natural areas within the Conservation Areas and Limited Development Areas (subject to the 100 year and 50-year periods) of the CN property. The University will protect and preserve the physical and biological integrity of the environment, maximize ecosystem services inherent in those areas, and provide opportunities for education, research, and recreation.”*

EE 1.1.c

*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.

EE 2.1.c

Little Creek Watershed 2003 Assessment

*“Activities should be implemented in conjunction with stormwater retrofit BMPs, in order to improve aquatic habitat. Priority areas include: the entire mainstem of Little Creek within the study area; Bolin Creek below East Franklin Street; Booker Creek below Old Oxford Road; and the 500- foot reach of Booker Creek below the Lake Ellen spillway (a total channel length of approximately 3.2 miles). Smaller sections of upstream channel may also benefit from restoration.”*

*“Many areas have limited bank protection but may be eroding only slowly due to the cohesive soils often comprising the lower banks and the stabilizing influence of roots associated with the mature woody vegetation that is frequently present”*

*“Identify wetland and riparian restoration projects or other watershed based efforts to mitigate for post-construction stormwater impacts (from both new and existing development) that will not otherwise be controlled.”*

EE 2.3.c

Resources for Soil Health:

- <https://content.ces.ncsu.edu/soil-health-what-does-it-mean-in-north-carolina>
- <https://www.nrcs.usda.gov/wps/portal/nrcs/main/nc/soils/health/>
- <https://soilhealthinstitute.org/>



## CHAPTER FIVE

# Transportation, Green Infrastructure, Energy, and Water

## TRANSPORTATION - 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 for efficient connections to jobs, recreation, and services.

## TRANSPORTATION - 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. **For nearly 50 years, Carrboro has partnered with Chapel Hill and UNC on a local transit system that serves almost 7 million bus trips per year and on average nearly 8,000 boardings and alightings per day in Carrboro alone, spending over \$2 M annually to provide free bus rides and EZ rider.** 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.**
  - a. 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 (high speed and volume of roads, lack of sidewalks and paths, wooded areas) create a challenging environment for safe pedestrian crossings, connection to the downtown area, and access to transit. 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 NC 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 NC 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 related to partnering on a new town building and county library in the downtown (the 203 Project), investments in these types of infrastructure outpaced all other capital planning the Town undertakes.
6. **Advisory board members, residents and Town officials continue to express interest in expanding active transportation and transit options, while ensuring 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 (a way of measuring 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 networks 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 and Duke University, an outstanding primary and secondary public education system, and 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.

## RACE AND EQUITY AND CLIMATE ACTION

### Race and Equity:

Transportation and Infrastructure 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.
- Reducing financial barriers or home ownership barriers to access energy efficient, renewable energy, water conservation, and green infrastructure projects.

### Climate Action:

The Transportation and Infrastructure 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.

- Incorporating green stormwater infrastructure to streets and roadways to reduce impervious surfaces.

#### TRANSPORTATION - DRAFT METRICS:

- 1) Increase the participation of racial minorities and low-income residents in transportation decision-making by increasing targeted outreach opportunities by x% and funding dedicated to that outreach by \$xx.
- 2) Decrease Vehicle Miles Travelled (VMT) by xx%.
- 3) Increase bus revenue hours and revenue miles by x%.
- 4) Increase 5.6 miles of protected bike lanes by 80% by 202x.
- 5) Increase x amount of sidewalk, greenways, and pedestrian lane installation by 202x.
- 6) X% of downtown car trips replaced with micro-mobility trips.

## TRANSPORTATION - GOALS, STRATEGIES, AND PROJECTS

### **Goal 1: Address disparate impacts of transportation decisions and investments in Carrboro's BIPOC, lower-income, and non-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, lower-income, and non-abled populations 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 abled populations, and find a funding source to offer payment for advisory board members.

**Strategy 1.1:** Center equity in transportation planning processes (2050 Metropolitan Transportation Plan).

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

#### **Projects:**

- 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) Develop an advisory group of disabled residents to inform accessibility needs in transportation infrastructure and service design (Carrboro Vision 2020).
  - 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.
 

*"Paratransit mini bus system is helpful but needs to be expanded for those who are wheelbound" – Community member*
  
- c) Use a community engagement process to identify barriers to using alternative forms of transportation instead of automobiles (Community Meeting 2020, Community Climate Action Plan (CCAP) 2020).
  - 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]." – Community member*

- d) Identify a funding source to pay for resident expertise on boards to reduce the barrier of participation for low-income residents.



Group of Carrboro youth participating in 'Around Carrboro Pop-Ups' outreach event: "Draw YOUR Carrboro".

**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...<sup>1</sup> 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.

### Projects:

- a) Locate additional public transit routes along current and future high-density development (Carrboro Vision 2020) to serve denser areas, and BIPOC residents in collaboration with anti-displacement policies.

<sup>1</sup> 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](https://doi.org/10.1080/01441647.2019.1649316)

- 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.



Example of existing bus service along a denser corridor in Downtown Carrboro.

- 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 (Community Meeting 2020).
  - 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.

**Goal 2: Continue to expand a multimodal transportation system that includes prioritizing walking, biking and transit as viable means of transportation and physical activity.** (2045 Metropolitan Transportation Plan, 2018)

A multi-modal transportation system means that individuals do not have to have access to a single-occupancy vehicle to travel around Carrboro. Rather, individuals feel safe and can afford

to walk, bike, or take public transit to easily travel around, into, and out of town for work, study, errands, and recreation.

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

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. Consider how 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, which could reduce community emissions due to transportation.

### Projects:

- a) Identify funding to expand free public transportation service to low- and moderate-income households, populations who cannot walk without assistance, and the Extraterritorial Jurisdiction (ETJ) transition area throughout the week, including weekends, by considering different passenger vehicle types. (Community Workshop/ Energy and Climate Protection Plan (ECP) 2020)
  - Chapel Hill Transit trips are 100% subsidized. 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.

*"I know the bus routes really well. Why not create new circulation routes that are wider, the cover more area? Like the hospital, business, and retail areas? Help people make trips to popular destinations more easily via transit/but... why spend time looking for parking if it's easier to take the bus?" – Community member*



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.

- b) Seek to increase funding from the Triangle Transportation Demand Management (TDM) Program and partner with surrounding transit authorities. (CCAP/ECPP).
  - 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 with Triangle JCOG/NC DOT 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. (Community Meeting)
  - 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.

*“Taking the bus is hard when [there is a] language barrier [...] and [people] may not be able to read the sign or when to get off” – Community member*

**Strategy 2.2:** Create safe streets and trail networks for pedestrians, bike riders, and transit riders (Residential Management Traffic Plan for Speed and Traffic Control, 1996, Comprehensive Bicycle Transportation Plan Update, 2020).

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 practices reduce pedestrian accidents through comprehensive safety improvements that prioritize pedestrians, cyclists and transit users in the right-of-way (ROW).

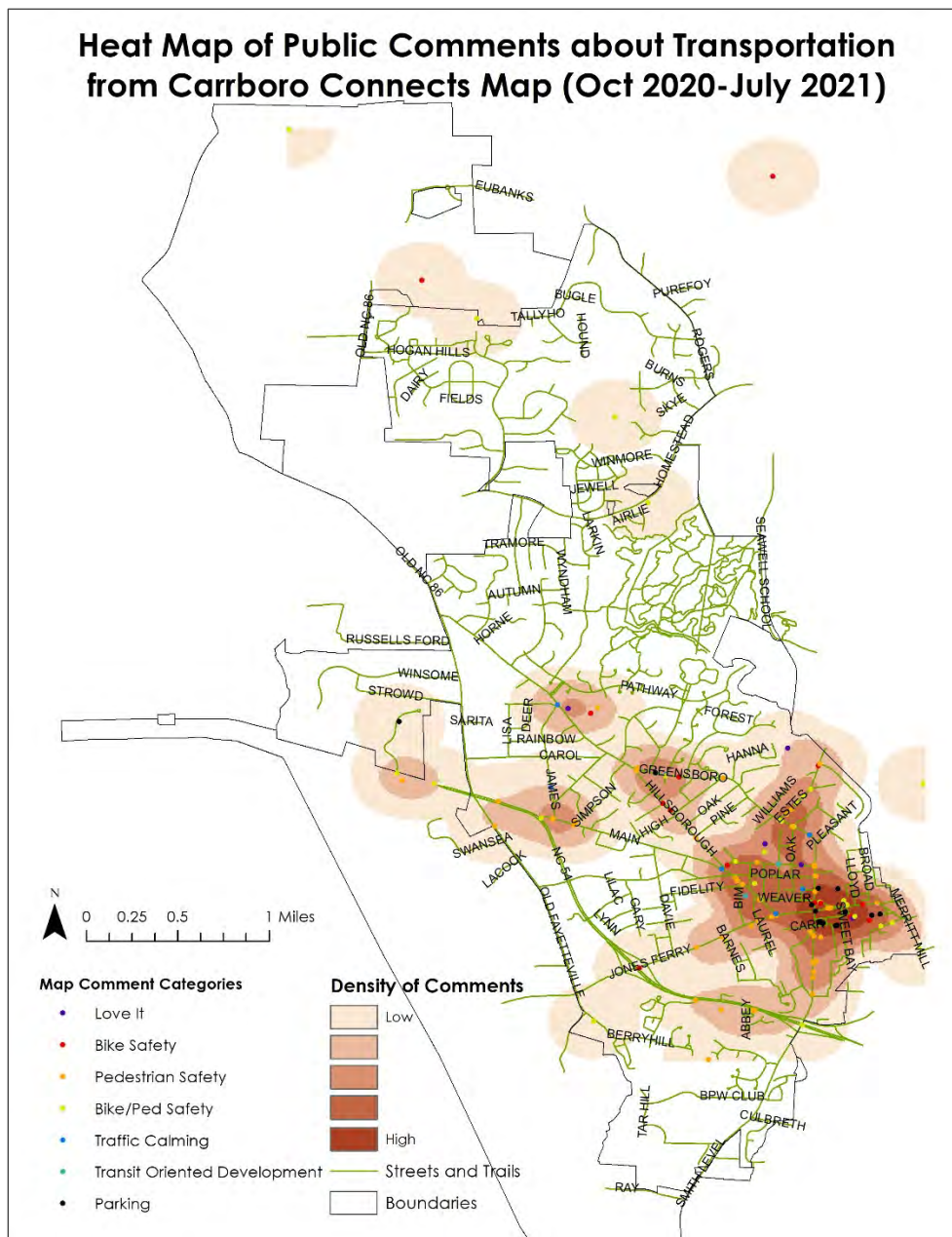




Figure 5-1. Public comments collected throughout the comprehensive planning process identified areas that should continue being prioritized for bike and pedestrian improvement. Priority locations include Downtown Carrboro and the surrounding area, Hillsborough Road and Greensboro Street, Main Street 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.

### Projects:

- a) Include more visible pedestrian markings and signals at sidewalk-road intersections and bike lanes (South Greensboro Street Sidewalk Project, 2020).
  - If pedestrians and cyclists cannot cross the street safely, then mobility is severely limited and walking/biking as a travel mode is discouraged. Visible pedestrian markings and clear bike lanes make pedestrian actions predictable/visible as possible and slow vehicular traffic down.



Example of a visible crosswalk sign in front of the Carrboro Century Center.

- b) Ensure that restriping plans include bike lanes, bike boxes, intersection bike markings, center turn lanes, additional crosswalks, maintain parking (East Main Street Operational Analysis and Restriping Plan, 2020).
  - 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.

- c) Follow bike plan recommendations and identify streets to include bike lanes physically separated from automobile traffic to increase biker safety.
  - 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.



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

- d) Create safe transition for pedestrians from pedestrian access ways to bus stops (NC 54 Pedestrian and Bicycle Corridor Safety Study, 2019).
  - Continue engaging residents, especially 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.
- e) Work with Chapel Hill Transit to continuously improve public transit access, with a particular eye to moderate-income homeownership communities and developments with an affordability component (Source: Goals & Strategies). Coordinate with Chapel Hill Transit 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.
- f) Continue to increase sidewalk quantity and quality designed to increase safety and decrease traffic speed. (Community Workshop)

- 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.

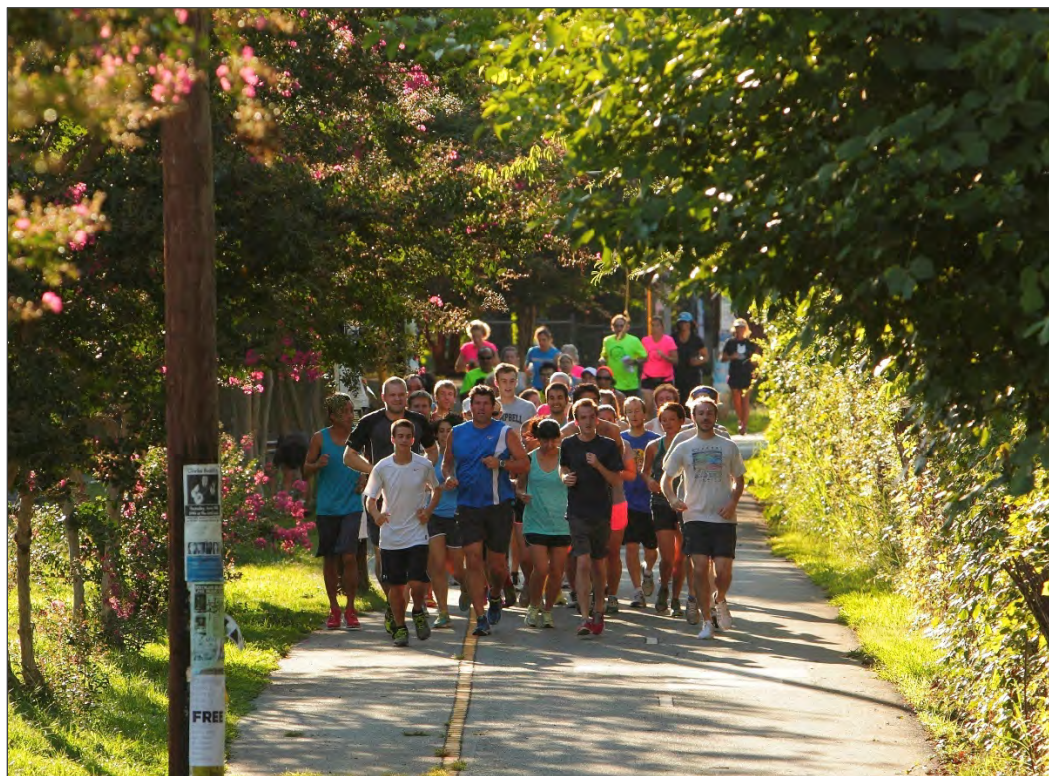
*"To improve walkability repair/widen existing narrow sidewalks and install sidewalks in areas without them, especially to access green spaces" – Community member*



This street next to the 203 project is an opportunity to create a shared street that can be used by pedestrians, micro mobility users, and drivers.

- g) Continue to implement the Safe Routes to Schools Action (SRTS) plan in coordination with schools. (CCAP, Community Workshop)
  - 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.
- h) Encourage people to "leave their cars behind" by continuing to coordinate biking and walking tours in different parts of Town (Community Workshop 2020).
  - Continue educating the public on options to "leave their car behind" to feel better, save money on gas and parking, and reduce carbon emissions. Walking tours and coordinated biking tours should include routes that residents are most interested in

traveling and/or those that connect to major education/employment centers, recreational opportunities, and commercial areas. Targeted marketing and tour dates/times should be planned to target BIPOC and low-income residents who do not traditionally sign-up for these activities.



*Programming such as Carrboro's Biking and Running groups encourage residents to "leave their cars behind" and engage in active transportation recreation.*

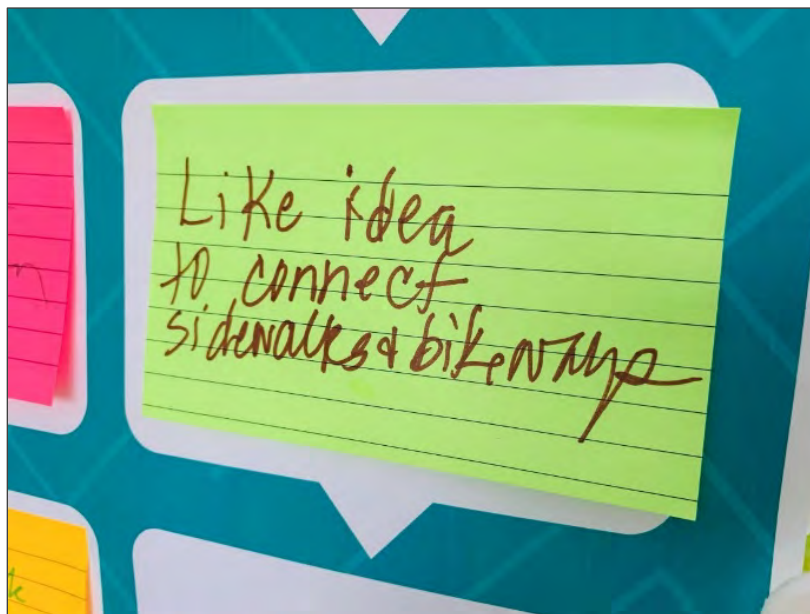
- i) Work with Chapel Hill Transit to develop longer-range plans for Bus Rapid Transit (BRT), improved connectivity, connections to regional transit services, park-and-ride facilities, and

transit-supportive land use development such as pedestrian-friendly, high-density, and mixed use (Chapel Hill /Carrboro/UNC 2035 Long Range Transit Plan, 2009).

*“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” – Community Member*

- j) Develop a connected system of on- and off-road facilities to accommodate varying level of bicyclists (Comprehensive Bicycle Transportation Plan Updated, 2020).
  - 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.

*“Finish greenways and bikeways so we can bike into town from the Northern Transition Area.” – Community Member*



Carrboro resident suggestion for connecting sidewalks and bikeways in town.

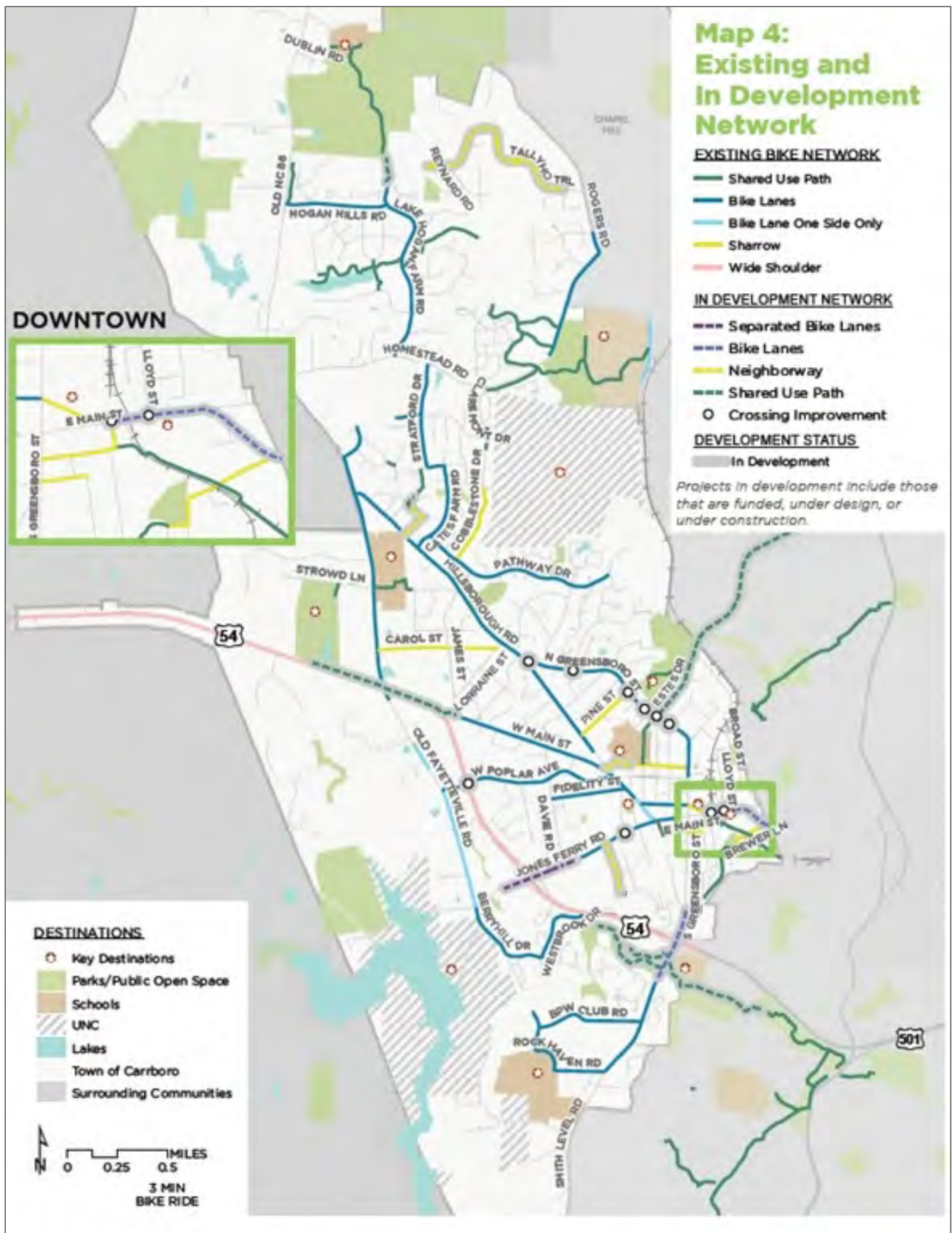


Figure 5-2. Updated 2020 Bike Plan Existing and In Development Network.

- k) Develop programming and financial support (for relevant initiatives) to increase youth education and opportunities (Carrboro Vision 2020) 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.



*Youth on a bike attending a Carrboro Comprehensive Plan Outreach event.*



Carrboro's Kidical Bike Mass

- l) 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 (Chapel Hill Transit Short Range Plan, 2020).
  
- m) Explore and implement engineering solutions to reduce motor vehicle speeds in the downtown.
  - The Town of Carrboro has already begun conducting this work to some extent and acknowledges that lowering the speed limits won't do much to reduce actual speeds since they do not want to place emphasis on enforcement.
  
- n) 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, disabled users), and optimal locations for stations (about 10-20 bike share hubs) and use.



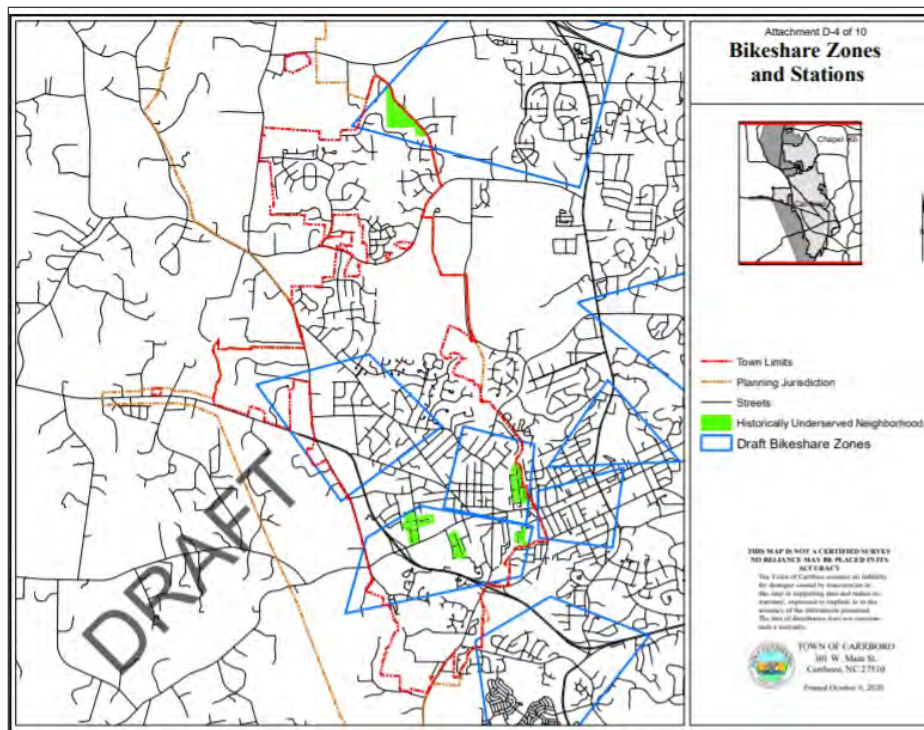


Figure 5-3. Draft Bikeshare Zones and Stations Map, October 2020.

- Carrboro will continue exploring the integration of e-scooters, while assessing their accessibility, safety (including helmet use), and affordability.

**Goal 3: Reduce greenhouse gas emissions from motor vehicle use by 80% by 2030.** (CCAP 2020, 2045 Metropolitan Transportation Plan, 2018)

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.

**Projects:**

- Refer to Transportation project 2.1.b



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 (Community Meeting 2020).
  - 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 (CCAP 2020).
- d) Explore and implement land use practices to support greenhouse gas emissions reductions.
  - 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.

**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, 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. Consider a more accurate methodology for utilizing shared parking and satellite parking. See *Economic Sustainability Chapter, Goal 2: Strategy 2.1* for more information on “park once” policies.

**Projects:**

- a) Conduct additional outreach to business owners, residents, and visitors to understand parking concerns (Community Workshop 2020).
  - 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 should consider targeting 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.
 

*“Consider the true costs of parking” – Community member*
- b) Implement wayfinding/signage improvements (Town of Carrboro Downtown Parking Plan, 2017).
  - 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 (Community Meeting 2020).
  - 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) Town should implement Transportation Demand Management (TDM) policies as a leader in these policies.

- 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.

**Strategy 4.2:** Investigate and reduce negative effects of parking requirements on housing costs  
(Source: Goals & Strategies)

- a) Investigate lowering residential parking requirements to reduce impervious surfaces and enhance affordability (Source: Task Force) 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) and multi-family units limited to persons of low- or moderate-income or elderly (currently 1 space per unit).
- b) Reclaim underused parking lots in larger residential developments to allow for development of affordable housing. (Task Force)



Electric vehicle charging station in Carrboro.

## WATER - VISION

Ensure that current and future generations of Carrboro residents, especially BIPOC populations, can enjoy reliable and 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 its lower income residents.
2. The Town holds an EPA National Pollutant Discharge and Elimination System 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. As part of Community Climate Action Plan implementation, the Town created a Stormwater Utility in 2017 (and increased fees in 2020) to provide dedicated revenue and staff to oversee the Town's stormwater related efforts.

## WATER - DRAFT METRICS

1. Increase distribution of communication/educational materials for residents/business owners.
2. Increase funding for stormwater management projects by %?

## WATER - GOALS, STRATEGIES, AND PROJECTS

**Goal 1: Maintain and improve the quality of the water supply for Carrboro residents.** (OWASA Long-Range Water Supply Plan, 2010)

OWASA is responsible for the maintenance and quality of water (drinking and wastewater) that Carrboro residents depend on in the short-term and long-term. Carrboro must work with OWASA to support maintenance of the water system. The Town of Carrboro can primarily assist in this effort by advocating for land use protections are in place for University Lake and the Jordan Watershed, along with maintaining their respective impervious surface limits.

**Strategy 1.1:** Coordinate with OWASA and others (Jordan Lake Watershed, University Lake) for the maintenance and improvement of water supply.

### Projects:

- a) Identify resident concerns, especially those of marginalized identities, related to water and share with OWASA (Stakeholder interviews).
  - 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 (Stakeholder interviews).
  - 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 with 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 address this issue to make sure that water is not turned off due to households not being able to pay their water bills.
  - OWASA currently provides water saver filters
- c) Work with OWASA to communicate goals and projects to residents in culturally responsive ways (Stakeholder interviews).

- OWASA serves many jurisdictions. Carrboro should suggest to OWASA 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.

**Goal 2: Protect, rehabilitate, and restore watersheds and ecosystems.** (Little Creek Watershed Assessment, Morgan Creek Local Watershed Plan, Bolin Creek Watershed Restoration Plan, 2012).

Due to development, many of the aquatic ecosystems in and around Carrboro have been destroyed, polluted, or severely restricted in size. To ensure the health of all living things, people's access to water, and to improve resilience to climate change, the Town needs to invest in and protect these ecosystems.



Carrboro is committed to investing in and protecting all bodies of water and ensuring the health of all living things.

**Strategy 2.1:** Update stormwater management practices to improve water quality (Bolin Creek Watershed Restoration Plan, 2012, Morgan Creek Local Watershed Plan, 2004, Carrboro: Illicit Discharge Detection and Elimination Program, 2020).

Stormwater runoff can decrease water quality by picking up pollutants while moving from urbanized and polluted spaces to water bodies. By managing stormwater, the pollution to aquatic ecosystems can be diminished.



One of the ways Carrboro can continue improving water quality is by enhancing stormwater runoff management projects.

### Projects:

- a) Create a program to fund and implement bioengineering stormwater methods (Morgan Creek Local Watershed Plan, 2004).
  - Bioengineering stormwater methods include stormwater wetlands, detention ponds, and rain gardens. Ensure that the program prioritizes projects that will improve outcomes in areas most affected by stormwater issues and includes equity components to increase low-income households and BIPOC household's access to clean and healthy water bodies.
- b) Invest in educational efforts to residents and business owners about best practices for fertilizer use (Little Creek Watershed Assessment, 2003).
  - Residents and business owners of Carrboro may use fertilizer to improve the aesthetic look of their lawns or gardens. Fertilizers can cause eutrophication of water bodies, can lead to the loss of aquatic life. The Town could work to educate the public about more eco-friendly lawn and garden care to reduce eutrophication.

**Strategy 2.2:** Address the effect of development on stormwater management (Bolin Creek Watershed Restoration Plan, 2012, Little Creek Watershed Assessment, 2003; Morgan Creek Local Watershed Plan, 2004).

Impervious surfaces created during development reduce the opportunity for water to infiltrate soil. Instead, water travels as runoff, leading to stormwater issues.

### Projects:

- a) Implement structural and non-structural management measures for redevelopment and infill and add retrofits in dense locations to increase stormwater volume control (BCWRP, 2012, Morgan Creek Local Watershed Plan, 2004; Little Creek Watershed Assessment, 2003).



- Non-structural management measures reduce the creation of stormwater runoff and can include installation of green stormwater infrastructure at development sites. Structural management measures are technologies that prevent pollution from entering stormwater runoff.
- b) Require low impact development practices for any new developments, such as reduced impervious surfaces (Little Creek Watershed Assessment, 2003; Community Workshop 2020).
- Low impact development practices use nature-based solutions (like green stormwater infrastructure) to manage stormwater with infiltration and evapotranspiration.
- c) Establish stabilizing vegetation in new construction (Little Creek Watershed Assessment, 2003).
- Stabilizing vegetation refers to maintain existing vegetation at construction sites. This can help prevent erosion during precipitation events because the roots of vegetation keep soils intact. Carrboro can add this as a practice for consideration in approving construction permits.
- d) Implement incentive programs for stormwater management or infrastructure mitigation projects (Bolin Creek Watershed Restoration Plan, 2012) that prioritize BIPOC-led businesses.
- Educate and fund BIPOC-led businesses on stormwater management projects to support Carrboro’s business enterprise goals. Provide programmatic support to help BIPOC businesses bid comparatively to other businesses.
- e) Develop programming and accompanying financial assistance for income-eligible households to install green stormwater infrastructure (RainReady Carrboro, 2019).
- Installing green stormwater infrastructure can be expensive. Identifying funding and financing opportunities so that low-income households can participate and install green stormwater infrastructure.

**Strategy 2.3:** Continue to Implement watershed management and restoration practices.

**Projects:**

- a) Research and develop pollution prevention and clean-up, and erosion control practices to best serve the various ecosystems in Carrboro (Bolin Creek Watershed Restoration Plan 2012).
- Work with consultants or academics to understand pollution prevention, clean-up, and erosion control practices specific to the ecosystems of Carrboro. Prioritize which practices to implement based on budget, and impacts on the ecosystem, and

carefully consider unintended consequences on historically marginalized residents of Carrboro.

- b) Limit disturbance of riparian areas while maintaining sanitary sewer infrastructure and greenways (BCWRP, 2012) (Little Creek Watershed Assessment, 2003).
  - Work with OWASA to identify disturbed riparian areas near sanitary sewer infrastructure. Riparian areas refer to terrestrial land in the transition between river or stream to land. Limit any future disturbance to minimum extent and reestablish vegetation when possible.
- c) Implement stream restoration projects (BCWRP, 2012) (Little Creek Watershed Assessment, 2003) prioritizing communities near water that do not currently have safe access to aquatic ecosystems.
- d) Develop regularly administered procedures for detecting and removing illicit discharge sources (Carrboro: Illicit Discharge Detection and Elimination Program 2020).
  - 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) Educate residents and staff and businesses about hazards of illegal discharge (Carrboro: Illicit Discharge Detection and Elimination Program, 2020).
  - Work with citizen groups to help spread information about hazards of illegal discharge. Partner with Chapel Hill's stormwater education program or UNC to develop content for the educational campaign.
  - "Provide more publicity and outreach to expand existing volunteer waterway cleanups" – Task Force Member
- f) Explore if there is a disparate impact of legal discharge policies on BIPOC communities and/or low-income communities.
  - Historically, across the nation, BIPOC communities and/or low-income communities bear the brunt of pollution. To work towards equitable access to water quality and aquatic ecosystems, Carrboro can investigate if there are disparate impacts of legal discharge policies, and if so, begin rectifying the situation.
- g) Establish a program to identify and prioritize opportunities for retrofit projects that will improve water quality (Jordan Lake Rules, BCWRP).
  - 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 owner, funding for engineering design and initial construction, regular maintenance, designated entity responsible for maintenance and repairs, and a method to enforce maintenance after construction.

h) Fund retrofits and other watershed restoration measures through the Stormwater Utility and Enterprise Fund.

- Identify high priority projects and allocate sufficient budget and staff time to identified projects. Priority projects should be identified via data-driven method and contribute to improvement for the whole watershed, not be isolated to one section.

**Goal 3: Reduce the amount of Carrboro’s treated water use (OWASA Long Range Water Supply Plan, 2013) while increasing water rate affordability (stakeholder interviews).**

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



OWASA building located on Jones Ferry Road with a sign alerting residents of water supply capacity in the town.

**Strategy 3.1:** Promote water conservation and efficiency efforts among residents and businesses (OWASA Long Range Water Supply Plan, 2013).

Support water conservation and efficiency efforts among people of the town, not just of municipal water use.

**Projects:**

- a) Develop programs to educate residents and business owners education about local water supply and stewardship programs (OWASA Long Range Water Supply Plan, 2013).
  - 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.



Water conservation programs should be culturally responsive, so all residents and business owners understand the message.

- b) Provide financial and technical assistance to income-eligible residents and business owners to install water conservation and efficiency measures (OWASA Long Range Water Supply Plan, 2013; Triangle Regional Water Supply, 2014).
  - 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 (OWASA Long Range Water Supply Plan, 2013).
  - 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 (Triangle Regional Water Supply, 2014).
  - 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 different policies. Support public education around same reclaimed water use.
  
- e) Initiate water use audits, repairs, and retrofits in government buildings (Collaborative Report on Water Conservation Strategies, 2008).
  - 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 (Collaborative Report on Water Conservation Strategies, 2008).
  - To encourage private water conservation and efficiency projects, use a public facility as a demonstration project. Educate community members about the projects so that they can become comfortable – speak to 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 meeting logistics and content. Use meetings to understand how affordability can be improved.

## ENERGY - VISION

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% of 2010 GHG levels by 2030.
- 2) The Town wants to be responsive of social justice while working towards their energy goals by addressing the energy burden on low-income households.

## ENERGY - DRAFT METRICS

- 1) Reduce Greenhouse gas emissions reduction (per capita) by 80% from 2010 levels.
- 2) Increase use of solar and geothermal by xx%.

## ENERGY - GOALS, STRATEGIES, AND PROJECTS

**Goal 1: 80% reduction 2010 levels of per capita greenhouse emissions by 2030.** (CCAP 2020)

This goal was updated in Carrboro's Community Climate Action Plan in October 2020; the previous 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 (CCAP 2020).

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. To achieve reductions in greenhouse gas emissions, transportation emissions must be reduced. Increased density around mixed-use residential and commercial areas, and accessible alternatives to single-occupancy vehicle travel methods to points of interest, could reduce community emissions due to transportation. Mixed-use areas and transportation options must be accessible from a variety of residential types that are affordable across a range of household incomes and meet a variety of household needs and preferences.

### Projects:

- a) Provide a variety of public transit options (buses, small buses, vans, etc) and increase opportunities for alternatively fueled vehicles (Community Meeting 2020). Relatedly, improve vanpool and carpool options for commuters and seek funding opportunities from Triangle TDM (CCAP 2014).
  - The Triangle TDM provides funding opportunities for alternatives to automobile use. Staff should allocate time to understand these opportunities and align these to community desires for a variety of public transit options. A variety of public transit options may increase service hours while managing concerns of largely empty typically sized buses.

- b) Support adoption of electric vehicles by requiring EV charging stations, infrastructure, and spaces at popular destinations. (CCAP 2020).
- 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 can entice environmentally friendly households to reside there. Additionally, research car-sharing electric vehicle programs, so that those who cannot afford their own vehicle can make use of the charging infrastructure as well.

**Strategy 1.2:** 80% reduction 2010 levels of community greenhouse emissions attributed to Carrboro buildings by 2030 (CCAP 2020).

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

**Projects:**

- a) Continue conducting building energy assessments and ratings for all municipal buildings and inventory energy efficiency measures throughout the town (ECP 2014).
- 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.
- b) Increase energy efficiency within municipal buildings with technologies used in weatherization efforts (ECP 2014).
- Identify and budget for weatherization best practices – such as those related to insulation, window fixtures, etc. This should be determined using the information learned from the building energy assessment (in progress).
- 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 (CCAP 2017).
- The Town should 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 a community engagement program to develop a program that best serves low-income households. Budget annual amount to implement energy efficiency projects (CCAP 2020).
- d) Support energy efficiency financing for small businesses and low-income households through the Energy Efficiency Revolving Loan Fund (CCAP 2017).

- Conduct a program evaluation of the Energy Efficiency Revolving Loan Fund program to identify best practices, understand previous program participants' 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 annual amount to implement energy efficiency projects (CCAP 2020).
- e) Host renewable energy sites in the business district, among clustered commercial buildings, or Town buildings.
- Determine legal barriers to publicly owned renewable energy sites and advocate for policy changes. Identify opportune locations for renewable energy sites among clustered buildings. Educate the public about the renewable energy site to increase awareness of renewable energy.
- f) Conduct an energy audit of Town buildings and develop a Community Energy Dashboard to identify progression or regression from the Town's energy goal over time (CCAP 2020).
- Using the building energy assessments develop a dashboard that is publicly viewable to show how building energy consumption in relation to Town energy goals. Regularly update the dashboard for accurate counts.
- g) Create policies that incentivize net-zero construction and energy efficient retrofits in new and existing affordable housing developments.
- Carrboro is part of the [Cities Initiative](#) through which the town can do research and understand net zero building stretch codes and advocate for such legislation at the state. Add net-zero provisions or suggestions (if provisions are not legally allowed) to building permits and educate developers and landowners about the provisions. Provide technical assistance on net-zero retrofit construction projects.
- h) Explore options to increase renewable energy usage through Renewable Energy Credits (RECs) purchases or advocate reinstatement of state solar tax credits. (CCAP 2020).
- Advocate with a coalition of other jurisdictions for reinstatement of state solar tax credits. Purchase additional RECs and advocate against any policy barriers to purchasing more RECs.

**Strategy 1.3:** Increase Carrboro's use of renewable energy (CCAP 2017).

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

**Projects:**

- a) Develop a renewable energy portfolio that takes advantage of federal and state tax credits and supports increased solarization (ECPP 2014).



- Work with Duke Energy to increase renewable energies in the portfolio. Look into procuring additional solar energy for the portfolio. 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 (Community Meeting 2020).
- Advocate to the state to streamline community solar facility requirements for utilities and other enabling policies that allow access to solar energy for residents who can't install rooftop solar. Research opportunities and best practices for generating revenue from community solar and allocate these revenues to support affordable housing projects in the town.
- c) Develop programs and policies to support all interested homeowners' and business owners' ability, regardless of income, to generate renewable energy and financially benefit the town (Energy and Climate Protection Plan; Community Meeting 2020).
- Identify a technical partner to educate building owners to identify what types of renewable sources are plausible and recommended for building location. Assess the limitations to owners' generating solar, geothermal, or other renewable 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. Additionally, the programs should also plan for and support owner management of maintenance, replacement, and/or investment of technology on properties to ensure longevity of working conditions. Financial benefits can include favorable return on investment, use of tax credits, net metering which allows building owners to receive credit for excess energy supplied back to the power grid.



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.

Some households are unable to access rooftop solar, due to factors such as tree canopy or rental status. To serve these households, a study can be completed to investigate community solar facilities (e.g. municipal or commercial rooftops may host solar arrays) and programs, though implementation of this model this may require state enabling legislation. The Town can also study the potential to implement innovative financing programs (e.g., solar leasing, third-party solar, PACE, on-bill financing) which can increase resident access to solar projects.

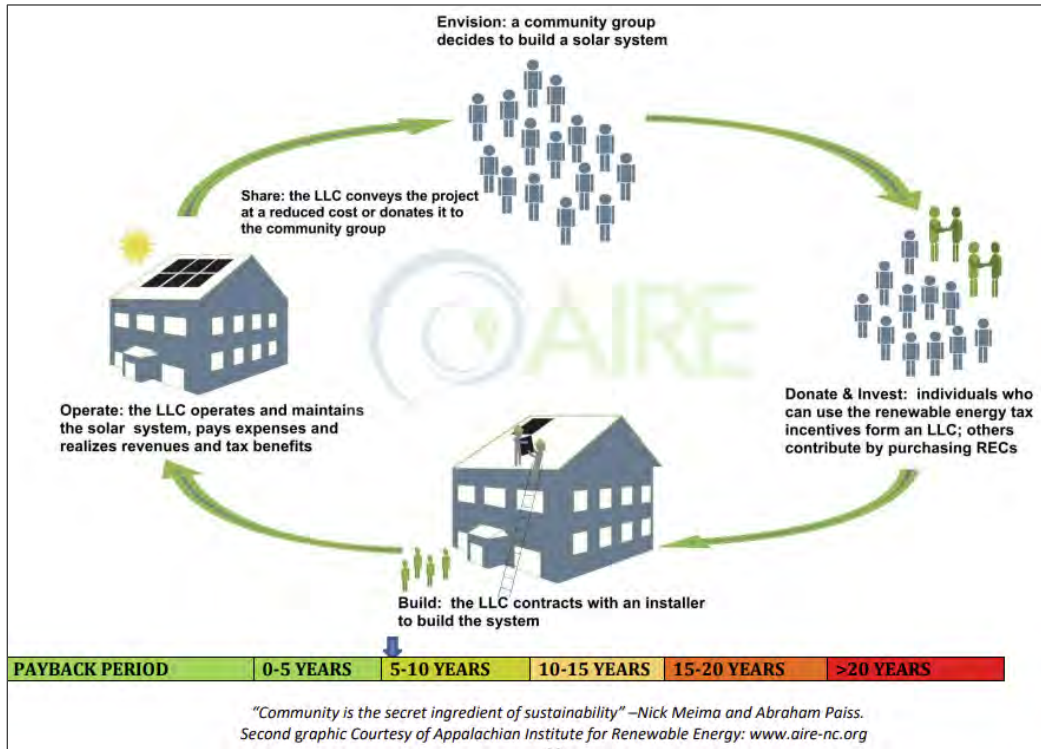


Figure 5-4. Diagram from the ECPP explaining how a community solar project could be implemented. ECPP 2020, pg 22.

Investigate the opportunity to create a community geothermal utility (CCAP 2020).

If marginal costs of adding adjacent community/commercial buildings to the heating and cooling network are low, then a municipal utility could be an effective way to provide services at low cost. A community geothermal utility would make it easier to adopt geothermal broadly by lowering costs and simplifying construction (CCAP 2020).

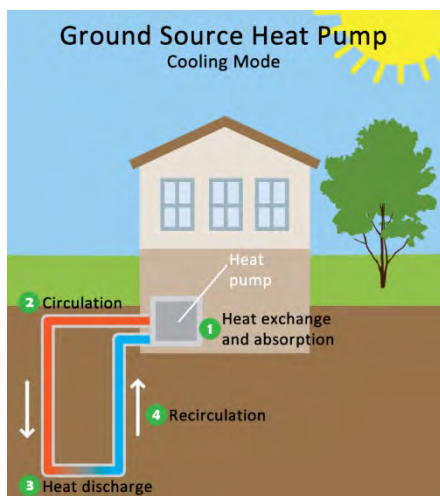


Figure 5-5. A Geothermal heating and cooling system (EPA).

## GREEN INFRASTRUCTURE - VISION

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

## GREEN INFRASTRUCTURE - KEY FINDINGS

Environmental sustainability is a priority for Carrboro and the development of greenways that connect to a comprehensive sidewalk and biking network will amplify recreational activity while protecting the natural environment. Several initiatives are underway to improve access to and traveling through existing trails and greenways. Current projects include Jones Creek Greenway, Homestead-Chapel Hill High School 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, with federal monies funding 80% of that value, to the development of greenways along Jones and Morgan Creek). The Homestead-CHHS Multi-use path is almost complete, and the Jones Creek Greenway project is currently underway.

Carrboro town staff continue to identify opportunities to educate and assist residents in implementing green stormwater infrastructure on their private properties. In 2019, 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.

## GREEN INFRASTRUCTURE - DRAFT METRICS:

1. Increase residential participation in native planting by xx%.
2. Increase tree canopy coverage by xx%.

## GREEN INFRASTRUCTURE - GOALS, STRATEGIES, AND PROJECTS

**Goal 1: Increase the use of native plants and vegetation to mitigate climate change impacts. Native vegetation can improve stormwater mitigation efforts and reduce the heat island effect.**

**Strategy 1.1:** Develop programs to provide education and funds to assist individuals and neighborhoods with planting campaigns, including those with financial barriers or that 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 life experiences and financial burdens.

### Projects:

- a) Support the formation of a community scale, and community-led urban forestry program for the preservation, protection, and conservation of the community forest (CCAP 2020).

- 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 (NDPES PHASE II).
  - 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 which reduces stormwater flooding.
- c) Pursue regulatory and non-regulatory approaches to discourage non-native and invasive plants and encourage native plant use (CCAP 2017).
  - Encourage naturalized landscaping instead of manicured lawns which require less fertilizers and pesticides and can also reduce heat island effect. Look at 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 cost-share grant program to residents seeking (RainReady Carrboro, 2019) 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 (RainReady Carrboro, 2019)
- 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 (RainReady Carrboro, 2019).
- g) Invest in the completion of a new significant restoration project (NDPES PHASE II).
  - Identify priority locations for native plant restoration projects that support continuity of natural spaces, native pollinators, and residents' access to nature.

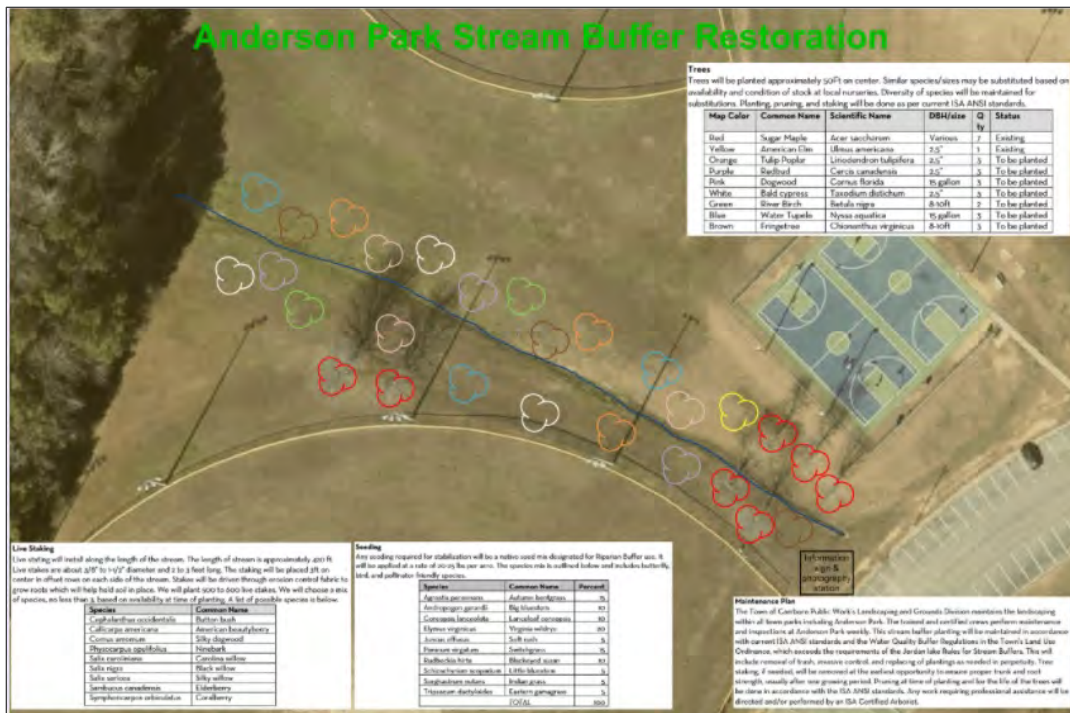


Figure 5-6. Anderson Park Stream Buffer Restoration Project: This project will host volunteer events to plant trees (in order to create a pollinator habitat, improve water quality, install stormwater control measures, and provide education/outreach to Carrboro residents).

<https://www.townofcarrboro.org/2517/12895/Anderson-Park-Riparian-Buffer-Restoratio>

Refer to the Climate Action and Environment Chapter for additional projects.

**Goal 2: Enhance the tree canopy along roads.**

Improving tree canopy along roads can reduce heat island effect and reduce stormwater runoff on streets.

**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.

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

**Projects:**

- 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. 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 tree and shared how each tree provided financial savings, avoided stormwater runoff, saved electricity and energy, and stored carbon dioxide. This initiative can be expanded past current reach is an example of a public education campaign.
- 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 reduce stormwater runoff.

**Projects:**

- a) Support neighborhood efforts to pursue grant funds for neighborhood improvements, especially those with ecological value or related to other town priorities.
- b) Consider providing 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 resident’s 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 financial and technical support.

**Goal 3: Integrate green stormwater infrastructure practices into the Town’s public transportation investments.**

Green infrastructure refers to nature-based solutions that address stormwater issues, whereas grey infrastructure refers to concrete, pipes, etc.... used to manage movement of water. These measures can include drainage and storage improvements such as bioretention, permeable pavement, and more street trees including suspended pavement tree planter (to increase detention capacity, promote infiltration, and reduce exposure to flood waters).



Green stormwater infrastructure practices would help alleviate the ponding of water in common areas such as Anderson Park’s parking lot right after rainfall.

**Strategy 3.1.:** Coordinate transportation and public infrastructure improvements with stormwater green infrastructure in partnership with residents, especially BIPOC and low-income residents.

Green infrastructure included in transportation plans manages the stormwater issues that impervious surfaces (like streets and roads) create by allowing a path for water to travel instead of inundating sewer systems.

**Projects:**

- a) Integrate green stormwater infrastructure solutions to improve stormwater management practices around transportation infrastructure (streets, alleys, sidewalks, curbs, storm sewers, and greenways).
- National best practices explained in National Association of City Transportation Official's (NACTO) [Urban Street Stormwater Guide](#) that can help retrofit and reconstruct roadways that promote safety and improved stormwater management. Example solutions include street planters and permeable pavement which will slow down rainwater runoff. Street planters can be installed in sidewalks or medians and are large concrete boxes with soil that allow for plant growth and include gravel for rainwater storage. Permeable pavement are areas filled with gravel and covered by porous pavement to allow water to travel through.



Examples of green stormwater infrastructure.

### Permeable Pavement

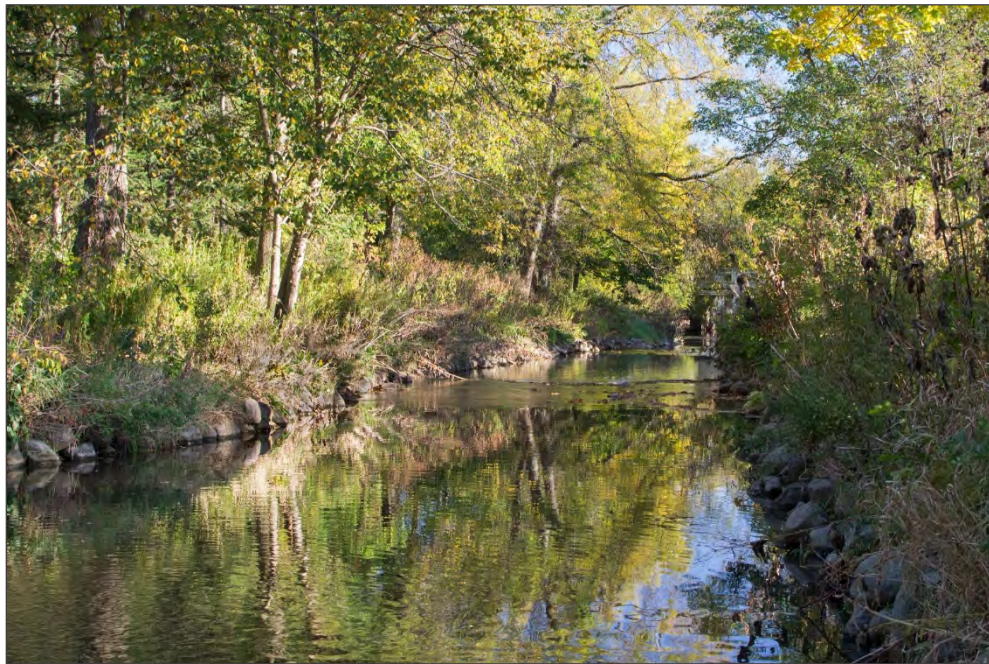


### Permeable Pavement & Bioretention Bump Outs





Tree planters with Stormwater Filtration



Riparian/Stream Repair/Restoration Projects



Impervious Removal and Disconnection

- b) Educate residents about the Town’s definition of a greenway and its benefits, and foster discussion about greenways (Community Meeting 2020).

*Greenway Definition and Typology:*

*In 2013, NCDOT developed a set of design guidelines for greenway facilities. According to the “Bicycle and Pedestrian Greenway Design Guidelines Value Engineering Report”, some recommendations for greenway design should include: using a base course that would allow tree roots to grow through without buckling the pavement, provide pavement options with a pros/cons list to understand their benefits and limitations, allow alternate foundations for boardwalks, provide seeding options in environmentally sensitive areas, conduct a flood study if it crosses a FEMA jurisdictional flood channel, develop warrants that would allow for development of signalization for bike and ped crossings, and consider utilization of hydraulic tunnels or box culverts for pedestrian use. Greenway implementation should follow NCDOT design guidelines, while continuing to work closely with residents and the Greenways Commission.*

*The Town of Carrboro is considering implementing two types of greenways to help complete the greenway/biking/walking system: recreation-based and transportation-based.*

*Cultural greenways are intended to rehabilitate and conserve cultural resources and make them accessible to the public. Combinations of walking routes, scenic roads, and waterways can be part of this network. Cultural greenways should be used as a subset to both greenway types.*

**Goal 4: Expand stormwater green infrastructure as part of watershed restoration and climate resilience efforts (hydrology).**

**Strategy 4.1:** 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.

**Projects:**

- a) Develop programming and accompanying financial assistance for income-eligible households to install green stormwater infrastructure (RainReady Carrboro, 2019).
  - Installing green stormwater infrastructure can be expensive. Identifying funding and financing opportunities so that low-income households can also participate and install green stormwater infrastructure.
- b) Develop a playbook for stormwater infrastructure retrofits to help the public and landowners implement solutions.
  - Identify experts who can develop “retrofit typologies” that landowners can use. Develop public education campaign to publicize this playbook and explain how to implement retrofits. Provide technical assistance for retrofit projects.

**GLOSSARY**

**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.

**Greenway A:** Trail-based greenways can take numerous forms while providing a variety of recreational opportunity. The main purpose a trail-oriented greenway is to provide people with easy recreational activity and easy access to the outdoors. Many are used as automobile alternatives for commuting, shopping, and other local activities. In some cases, a separate bike lane is designated to help avoid conflict with the greenway users.

**Greenway B:** Cultural greenways are intended to rehabilitate and conserve cultural resources and make them accessible to the public. Combinations of walking routes, scenic roads, and waterways can be part of this network.

**Green Stormwater Infrastructure:** 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

**Micro-mobility:** Any small, low-speed, human- electric-powered transportation device, including bicycles, scooters, electric-assist bicycles, electric scooters (e-scooters), and other small, lightweight, wheeled conveyances. ([Ch. 6 Motor Vehicles and Traffic](#))

**Points of Interest:** Groceries, restaurants, businesses, government buildings, etc.

**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.

**Transportation Demand Management:** A set of strategies aimed at maximizing traveler choices. ([US DOT Federal Highway Administration](#))

## APPENDIX

Elevated Chicago's Principles and Recommendations for inclusive community engagement: Examples of how another community (Chicago) is thinking about equitable Transit Oriented Development that could be helpful when thinking about improving transit accessibility without displacement and providing inclusive outreach to BIPOC communities.

### City of Chicago Equitable Transit-Oriented Development (ETOD)

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.

<https://www.chicago.gov/content/dam/city/sites/etod/Pdfs/ETOD-Full-Policy-Plan-with-Appendices-6-15-21.pdf>



## CHAPTER SIX

# 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.

### *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.<sup>1</sup> 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.<sup>2</sup> 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.



Artists' rendering of the 203 Project that will house the Town's Recreation, Parks and Cultural Resources Program, the Orange County Southern Branch Library, the Orange County Skills Development Center, Virtual Justice Center, WCOM Radio and Teen Center.

<sup>1</sup> Carrboro is located in the Durham Chapel Hill MSA which is ranked 66<sup>th</sup> while the Raleigh City MSA is ranked 42 according to the Bureau of Economic Analysis ranking of regional Gross Domestic Product (GDP) in 2017. Taken together, the region's economy is over \$126 B in GDP.

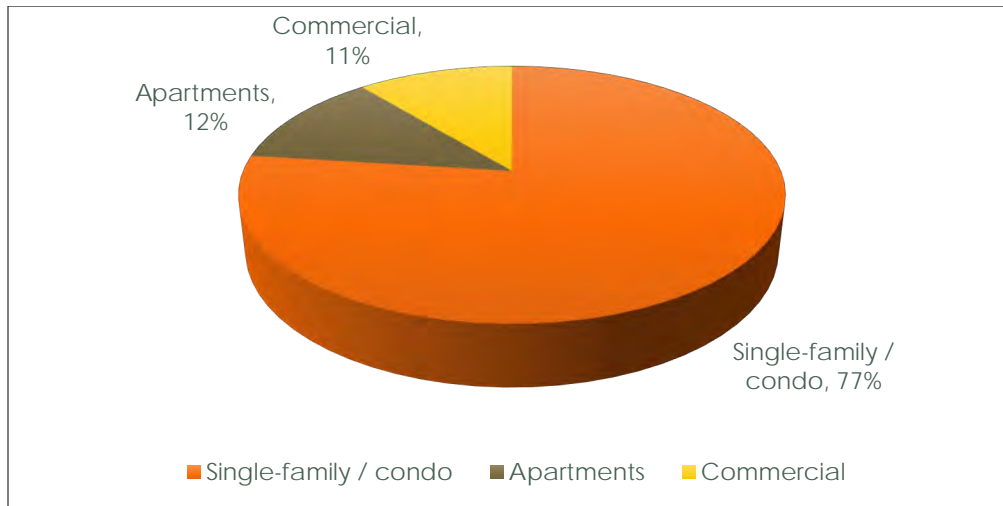
<sup>2</sup> Esri and Infogroup, 2020

#### 4. Support for 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. 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.<sup>3</sup> 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. 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.



Breakdown of Carrboro's property tax base. Source: Orange County Tax Assessor 2019

The following section of the chapter lays out the Goals, Strategies and Projects that have been put forward by the Carrboro Connects Task Force based on a wide variety of engagement tools with residents, businesses, and organizations throughout Carrboro. These goals, strategies and projects aim to provide a more equitable, sustainable approach to economic investment in the Town, expanding opportunities for residents, small and BIPOC businesses to grow in the community.

<sup>3</sup> Teska Associates analysis of Town of Carrboro GIS data

## DRAFT METRICS

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

## GOALS, STRATEGIES, AND PROJECTS

**Goal 1: Create a more inclusive economy and encourage more racial equity in business growth and start-ups.** (Carrboro Connects Task Force and Economic Sustainability Committee)

**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. (Carrboro Connects Task Force)

- 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 (Economic Sustainability Plan). 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 small 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 (Economic Sustainability Plan). 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, gender, ethnicities, and multiple abilities. (Carrboro Connects Task Force and Economic Sustainability Plan)

- a) Utilize an equity rating tool such as a racial equity analysis for use in governmental decision-making.
- b) Pursue marketing efforts to support local 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, small and BIPOC businesses. (Economic Sustainability Plan)

- 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 explore on 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 local and BIPOC businesses to help them navigate development review, permitting, building code and other interactions with the Town.

**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.** (Carrboro Connects Task Force and Economic Sustainability Committee)

**Strategy 2.1:** Support well-planned and designed, higher density and mixed-use development in the downtown. (Carrboro Connects Task Force)

- 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 in and near the downtown.
- 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 the 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.



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.

**Strategy 2.2:** Strengthen other business districts and commercial areas in Carrboro's neighborhoods. (Task Force)

- 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 (Carrboro Connects Task Force). 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. (Carrboro Connects Task Force)

- a) Identify market segments and recruit local, regional and/or BIPOC businesses that can provide goods and services to keep spending in town. (Carrboro Connects Task Force) 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 (Economic Sustainability Plan). 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.** (Carrboro Connects Task Force and Economic Sustainability Committee)

**Strategy 3.1:** Support expanded access to capital to the cultural community (arts, music, cultural institutions, etc.) including businesses and non-profit organizations. (Economic Sustainability Plan)

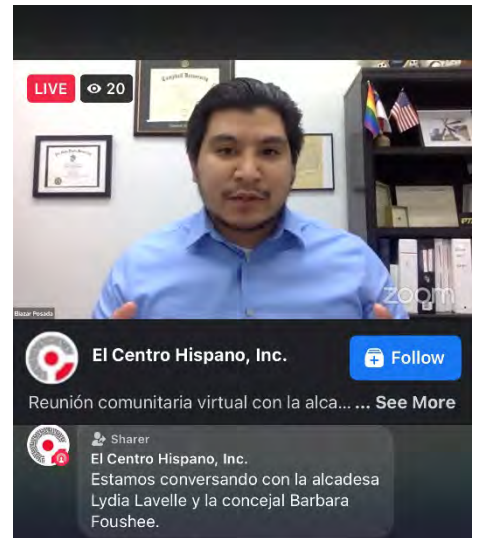
- a) Explore micro-venture funds with investors/owners in Carrboro music and arts community (Economic Sustainability Plan). Develop relationships with financial institutions including credit unions and CDFIs to offer tailored products that meet the needs of music, arts and cultural organizations and businesses.
- b) Gain a better understanding of debt and equity gaps for businesses and artists of color and leverage partnerships to close those gaps (Economic Sustainability Plan) 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. (Facebook Live El Centro Event)

- a) Aim to 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.

**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 (Economic Sustainability Plan) Identify unique aspects of Carrboro that can attract additional users that may come to the community as well as support restaurants and local businesses.



One of the ideas that arose through a Carrboro was to explore the creation of a cultural market in Carrboro



Many businesses have embraced outdoor dining and activities, bringing activity to the public and private realms

**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 (Economic Sustainability Plan). 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 (Economic Sustainability Plan). 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.** (Economic Sustainability Plan, Carrboro Connects Task Force, Economic Sustainability Committee)**Strategy 4.1** Promote energy efficiency, renewable energy, and green buildings. (Economic Sustainability Plan)

- a) Expand opportunities for renewable energy through seeking low-cost financing for energy efficiency, renewable energy projects and community generation (Economic Sustainability Plan). 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 (Economic Sustainability Plan).

**Strategy 4.2:** Promote the green economy including local innovators and low-impact industries. (Economic Sustainability Plan)

- a) Explore additional changes to the Energy Efficiency Revolving Loan that would allow greater flexibility and more category of uses, including solar and geothermal, (Economic Sustainability Plan), 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 (Carrboro Connects Task Force). 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 (Economic Sustainability Plan).

- d) Encourage and support local sourcing between businesses as a means for reducing carbon footprints (Economic Sustainability Plan). 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 (Economic Sustainability Plan).
- f) Support the continuation of agricultural businesses and production in the ETJ 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. (Carrboro Task Force and Economic Sustainability Task Force)

- 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. Consider 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.

## RELATED STRATEGIES AND PROJECTS IN OTHER CHAPTERS

### 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.

### 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 and 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, Green Infrastructure, Water and Energy**

- 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.
- 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.”
- 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 Cultural Resources**

- 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.



## CHAPTER SEVEN

# Recreation, Parks, and Cultural Resources

## 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 spirit, and diverse range of cultures with high-quality 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. **Only 27% of Carrboro residents live within a half-mile (roughly a 10-minute walk) of a Town park, and higher-income residents have better physical access to parks (31% live within a 10-minute walk).** (Source: Trust for Public Land, 2021) Improving this statistic and enhancing equitable access to / 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.



### **SIDEBAR FEATURE: What is “perceived access?” of the Town’s recreational and cultural resources?**

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 through initiatives like the new Racial Equity Commission, the Government Alliance for Race and Equity (GARE) Trainings, the Neighborhood Liaisons Program, neighborhood information center boards, and other community engagement efforts focused on expanding equity across Carrboro.

To work towards equity in recreation, parks, and cultural resources, both of these questions of physical and perceived access should be considered in planning and decision-making. The Town is actively pursuing these questions through initiatives like using a racial equity tool to evaluate policies, practices and procedures, collecting and compiling data, the new Racial Equity Commission, racial equity training of staff and board and commissions, enhanced marketing efforts such as the Neighborhood Liaisons Program, 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.

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.

	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%	Y/N*
<b>Source: 2020 NRPA standards and Carrboro RPCR Fall 2020 Brochure</b>			
<b>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.</b>			

Figure 7-1. 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.



Disc golf is an example of a recreational program not listed in the commonly provided NRPA program, but an increasingly popular sport facility that Carrboro's RPCR Department provides at Anderson Park.

- 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 AND 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.

## DRAFT METRICS

1. Increase in the number of residents who live within a 15-minute walk of a park or programmed activities
2. Increase in the number of BIPOC participants in RPCR programming
3. Increase in the number of all people participating in RPCR programming
4. Increase in the number of BIPOC-led programs
5. Increase in the number of new programs and events in Carrboro
6. Increase in the number of new equitable and accessible recreational amenities (such as outdoor exercise equipment)



Figure 7-2. Parks, Open Space and Recreation Map

## 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 new racial equity lens to identify any gaps in activities for all interests, age groups, ability, and affordability levels. (Source: Interviews)

- 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. (Source: Best Practice) 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. (Source: Interviews and Engagement) As documented in the 2006 Parks Master Plan and heard again throughout engagement for Carrboro Connects, there has been continued interest 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. (Source: Interviews and Engagement) 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) Consider a communications campaign that focuses on targeted outreach in communities that are not currently utilizing RPCR programs. (Source: Best Practice)
- e) Enhance the promotion of the Financial Assistance Program (FAP). (Source: Recreation and Parks Commission) 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. (Source: Interviews) Teenagers are a difficult age group to reach, as their programming interests may be different from youth and older adults. The Town may better understand their needs from an initial survey assessment and partnership with the forthcoming Teen Center as part of the 203 Project, and then use findings to adapt or plan for new programming opportunities and gathering spaces.
- g) Continue, promote, and expand offerings for virtual recreational programming. (Source: Town Staff) The RPCR Department has a dedicated "Virtual Programming" webpage on [www.carrbororec.org](http://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.

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*"I love the little workout space at Collins Crossing! It's especially great because it has a variety of equipment in one space (rather than spread out around a longer trail, like the Pumpkin Loop--which is still cool). Could we add more of these around town? Perhaps at the new MLK park, Simpson, Anderson, Wilson, etc." –Website comment*

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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.



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.

**Strategy 1.2:** Identify and promote opportunities for both passive and active recreation for younger and older populations using the racial equity review process. (Source: Interviews)

- 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. (Source: Engagement) 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. (Source: Best Practice) 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. (Source: Interviews) 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. (Source: Best Practice) Long-term, the Town should aspire to go beyond the minimum ADA standards and work towards achieving near universal access for all individuals.
- e) Consider adding programs that offer health education, physical training, and nutrition. (Source: Best Practice) These types of programs can cater to all ages and ability levels and promote health and wellness.



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*“Let’s look to UNC’s successful edible garden program which has little gardens spread around campus! Would love to see that near affordable housing or across from Twin Creeks Parks. I hope there can be opportunities for small scale farming in the Northern Transition Area.” –Task Force comment*

*“A water play feature, a water pad, a spray ground...None in Carrboro or Chapel Hill yet. 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*

*“The Twin Creeks Park current pathway is accessible for those on foot, bikes, wheelchairs, and walkers. Any future build out and amenities should focus on accessibility. This coupled with the current CH Transit bus stop at MGEElementary (and possible future transit stops) will provide people of all abilities and ages a truly safe natural space with no barriers to physical access and enjoyment.” –Feedback from Northern Transition Area Advisory Committee*

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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.

**Strategy 1.3:** Continue to adapt and expand cultural resources and programming to align with community needs. (Source: Interviews)

- a) Capitalize on the 203 Project and the new ArtsCenter to plan for arts and cultural programming that reaches underserved populations. (Source: Town Staff) 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. (Source: Task Force) Where public agencies cannot fill in the gaps, RPCR should consider establishing 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.

**Goal 2: Ensure all people in Carrboro have safe, equitable, and connected access to parks and open space facilities.**

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*“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*

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**Strategy 2.1:** 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. (Source: Vision 2020)

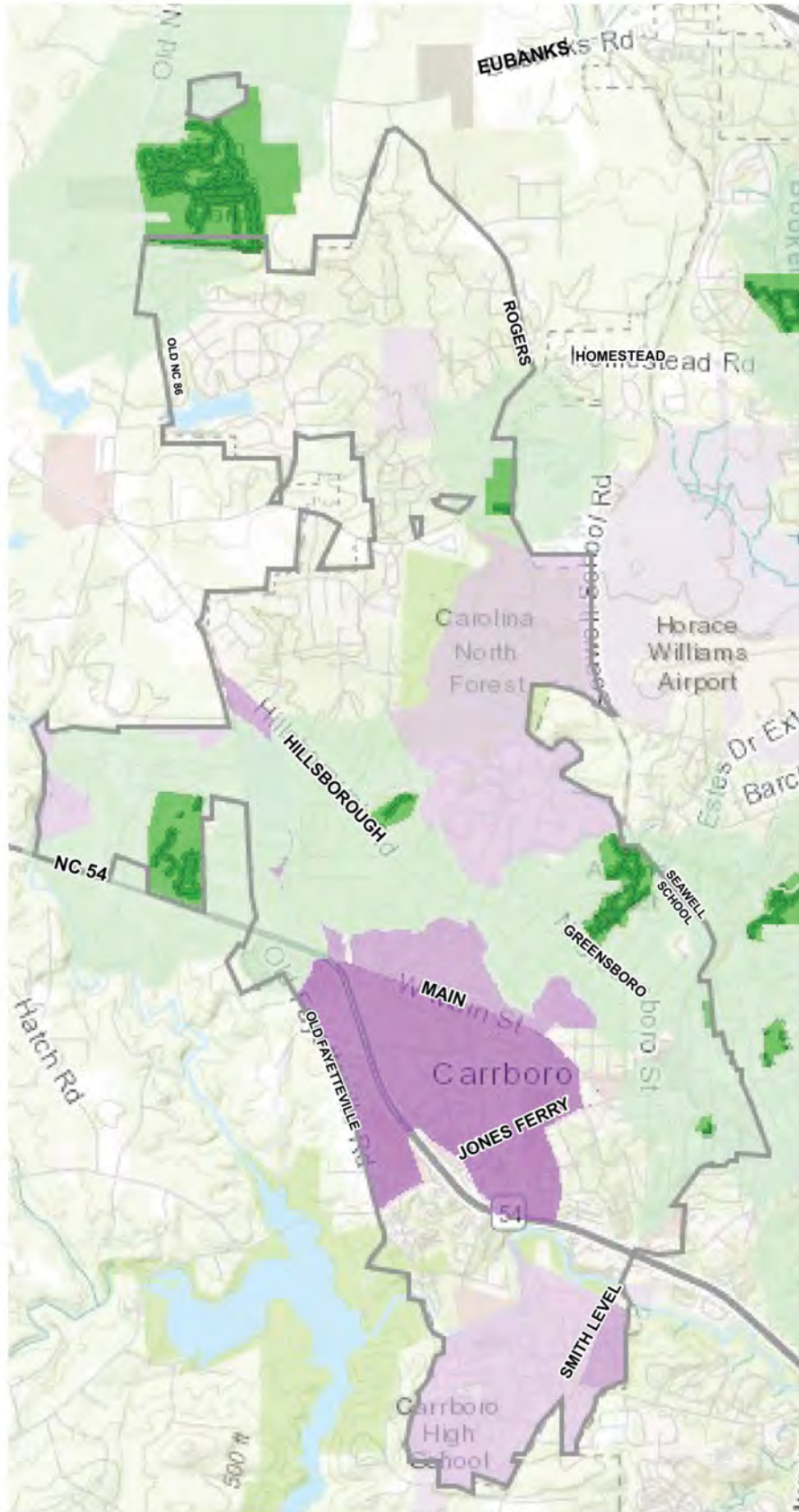
- a) Prioritize access for Black, Indigenous and People of Color (BIPOC), immigrants, and other underserved communities in siting new park and recreation facilities or improving access to existing parks and facilities, including the number of entrances, access points, and safe pathways to existing facilities, allowing more residents to be able to walk to a park. (Source: Task Force) See Figure 7-3: ParkServe Map for more details.
- b) Pursue opportunities for new, expanded, or shared multi-purpose fields that can accommodate a range of activities and users. (Source: Engagement)
- c) Consider ways that the Town of Carrboro can coordinate with and encourage Orange County to implement plans for Twin Creeks Park. (Source: Task Force and Engagement) 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 Northern Transition Area.
- d) Explore or consider partnerships with homeowners’ associations (HOAs) and other landowners for joint use agreements that increase public access to open space and recreation facilities. (Source: Interviews) 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). (Source: Best Practice)
- f) Consider 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. (Source: Engagement)

SIDEBAR FEATURE: Figure 7-3 displays an analysis conducted by the Trust for Public Land which identifies potential locations for new park locations. All populated areas that fall outside of a 10-minute walk service area are assigned a level of park priority, based on a comprehensive index of six equally weighted demographic and environmental metrics (more details on these metrics in Figure 7-3): Population density, Density of low-income households, Density of people of color, Community health, Urban heat islands, and Pollution burden.

This mapped analysis uses important equity and climate-related data to visualize what may be future park priority areas, based on those six metrics and where existing public parks are located. Importantly, this map does not factor in the locations of existing private parks or neighborhood recreational amenities.

Therefore, the ParkServe Map is not a perfect analysis and there are many additional factors that Carrboro's decision makers need to weigh, such as other existing facilities, land prices and availability, access to transportation, and consistency with surrounding land uses. Still, this map can serve as a useful starting point for future decisions regarding increased access to parks for immigrant, black, Indigenous and people of color (BIPOC), and other underserved communities.



### ParkServe Map Future Park Priority Areas

**Park Access**

- Parks
- 10-minute walk service area

**Priority Areas for New Parks**

- Very high priority
- High priority
- Moderate Priority

**Methodology:**

The Trust for Public Land's ParkServe analyzes potential locations for new park locations in Carrboro. All populated areas that fall outside of a 10-minute walk service area are assigned a level of park priority, based on a comprehensive index of six equally weighted demographic and environmental metrics: Population density, Density of low income households (defined as households with income less than 75 percent of the urban area median household income), Density of people of color, Community health (a combined index based on the rate of poor mental health and low physical activity), Urban heat islands (surface temperature at least 1.25o greater than city mean surface temperature, and Pollution burden (Air toxics respiratory hazard index).

Source: Trust for Public Land

Figure 7-3. The Trust for Public Land's ParkServe Map

**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. (Source: Interviews)

- a) Expand existing parks partnerships and consider the need for any new agreements that can improve access across different park systems. (Source: Interviews) 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. (Source: Orange County Parks and Recreation Master Plan)

**Strategy 2.3:** Preserve, enhance, and promote access to additional parks and open spaces through partnerships with other agencies and organizations. (Source: Interviews)

- 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. (Source: Engagement) 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) Consider new sites for recreational opportunities as part of future development in the Extra Territorial Jurisdiction (ETJ). (Source: Town Staff) 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 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. (Source: Town Staff) 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. (Source: Best Practice)

- a) Connect with community ambassadors / neighborhood liaisons to help with translation and outreach. (Source: Town Staff) 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. (Source: Task Force) 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. (Source: Best Practice) 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). (Source: Task Force) Families with multiple demands on their time may not be 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.



Signage in Carrboro's parks is often posted in both English and Spanish

**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. (Source: Vision 2020)

- a) Continue to collaborate across the RPCR Department, Public Works, and other Town departments and government agencies to implement planned greenway improvements strategically and efficiently in conjunction with planned park and neighborhood linkages. (Source: Interviews and Engagement) This work is already occurring at the regional level through the Town's participation with the Durham Chapel Hill Carrboro Metropolitan Planning Organization. Throughout the 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.

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*"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 MGElementary and the future middle school." -Feedback from Northern Transition Area Advisory Committee*

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SIDEBAR FEATURE: 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.



Existing trails at Wilson Park



**Goal 3: Ensure that recreation and park facilities and programming are environmentally responsible and help further climate change related goals.** (Source: Orange County Parks and Recreation Master Plan)

**Strategy 3.1:** Implement Best Management Practices in maintenance and future upgrades to Carrboro’s park facilities. (Source: Task Force)

- 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. (Source: Best Practice) In partnership with Public Works, RPCR may consider developing 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. (Source: Interviews) 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.



*Example of educational signage in Baldwin Park that informs visitors about rain gardens*

**Strategy 3.2:** Enhance public access to parks and natural areas while balancing environmental protection and locating active facilities away from ecologically sensitive sites. (Source: Engagement)

- a) Continue to explore options for “nature play” areas like the ones at Dr. MLK Jr. Park. (Source: Best Practice) 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. (Source: Recreation and Parks Commission) 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.).

**Goal 4: Strengthen a sense of community and inclusion through the arts, events, and cultural programming that celebrates the diversity in Carrboro. (Source: Engagement)**

**Strategy 4.1:** Continue activation and flexible programming of public spaces in partnership with businesses or other private entities. (Source: Best Practice)

- 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) (Source: Interviews)

**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. (Source: Vision 2020)

- 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. (Source: Town Staff) 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. (Source: Vision 2020)

- a) Seek ideas and funding for interactive and culturally representative public artwork to be installed in parks and along greenways. (Source: Task Force) 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) Consider the development of an Arts Plan to be led by the Arts Committee. (Source: Task Force) 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. (Source: Town Staff) 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" Cotton, 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. (Source: Engagement)

- a. Recruit new and emerging vendors and entrepreneurs selling a range of goods. (Source: Engagement) 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.

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*"Better use of the Town Commons/Farmers Market 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*

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**Strategy 4.5:** Support placemaking projects that promote the Carrboro story and brand. (Source: Interviews and Engagement)

- a. Pursue installations that promote Carrboro as a creative community to attract arts-related tourism and economic development. (Source: Creative Carrboro 2014) 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. (Source: Interviews and Task Force) 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. (Source: Interviews) 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.

## RELATED STRATEGIES AND 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 and Infrastructure

- 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.

## APPENDIX - GLOSSARY OF TERMS

**Active recreation:** Structured activities that require the use of special facilities, courses, fields, or equipment, such as baseball, basketball, tennis, etc.

**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.<sup>1</sup>

**Conservations Areas:** An area of land that is protected or of special interest to be preserved (i.e. University Lake).

**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.<sup>2</sup>

**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.<sup>3</sup>

**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).

**Passive recreation:** Activities that do not require prepared facilities or special resources, such as walking, nature viewing, picnicking, etc.

**Multigenerational wellness:** The active process of pursuing a healthy lifestyle across all age groups.

<sup>1</sup> [https://www.ncforestservice.gov/water\\_quality/what\\_are\\_bmps.htm](https://www.ncforestservice.gov/water_quality/what_are_bmps.htm)

<sup>2</sup> <https://www.townofchapelhill.org/government/departments-services/planning/plans-and-ordinances/small-area-plans/rogers-road/extraterritorial-jurisdiction-etj>

<sup>3</sup> <https://townofcarrboro.org/238/Greenways-Commission>

**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.

**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.

**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.<sup>4</sup>

**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.).

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<sup>4</sup> <https://www.co.orange.nc.us/1793/Present-Use-Value>



## CHAPTER EIGHT

## 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) The population is currently 21,295<sup>1</sup>, but is projected to grow to between 29,000 and 34,000 residents by the year 2050<sup>2</sup>.
- 2) There is a limited amount of land in the Town limits and jurisdiction and that land is becoming less affordable, making it more difficult to meet the Town's goals from affordable housing to commercial and job development.
- 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<sup>3</sup> is business and industry, putting increased burden on residential properties limiting the number of jobs in the community and increasing commutes 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.

## RACE AND EQUITY AND CLIMATE ACTION

## Race and Equity

The land use element aims to address race and equity goals – both to overcome barriers that have been created in the past and to open doors for new opportunities. The land use element 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.

<sup>1</sup> U.S. Census 2020

<sup>2</sup> Carolina Demography, 2019

<sup>3</sup> Town of Carrboro GIS and Orange County

This element 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 with transit access and walkable communities can not only reduce GHG, but reduce costs to make housing and commercial space more affordable. Finally, this element includes five corridor plans that recommend specific ways to enhance nodes to allow 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, the 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 GHG emissions.

### **DRAFT METRICS**

- 1) Increase the number and preservation of affordable housing units
- 2) Increase in amount of land available for commercial, business and mixed-use development
- 3) Increase in commercial and business share of the tax base to reduce residential tax burden
- 4) Increase in amount of land protected for natural resources



## GOALS, STRATEGIES, AND PROJECTS

### **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) Continue to upgrade Town lands to incorporate native landscaping and Green Stormwater Infrastructure (GSI).
- b) Continue to extend sidewalks to connect missing links and incorporate lighting, amenities, and plantings as appropriate in conjunction with these installation projects.
- c) 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.
- d) Create public plazas or gathering spaces outside of the downtown, including possible locations at Homestead and NC 54, Rogers Road.
- e) 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 habitat, and open space.

- 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 including encouraging design that meets the diverse range of race, ethnicity, gender, and other characteristics of Town residents and businesses.
- b) Develop design standards, landscaping, and tree canopies for neighborhood commercial and mixed-use districts to guide new and redevelopment proposals.

**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. (Source: Goals and Strategies)

- a) Develop small land use plans for strategic nodes that promote Carrboro Connects principles including more affordable housing, land conservation, and improved walkability (Source: Goals and Strategies). 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. (Source: Task Force, AHAC)

- a) Consider proactive rezoning for greater density near transit nodes and Park & Rides, consider the reduction 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 (Source: Task Force).
- b) Investigate an overlay zoning district to allow greater density in areas with high levels of transit and are near amenities. (Interviews). Consider 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. (Source: Task Force and Interviews)

- a) Expand the ADUs on larger lots and permitting more than one unit in single family zones (within the appropriate setbacks and height requirements) (Source: best practice) Consider modifications to 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). Consider 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.
- b) Determine whether a new zoning district should be created for smaller lots to allow for tiny home developments (Source: best practice).

**Strategy 2.4:** Explore the creation of an overlay district to preserve mobile home parks. (Source: best practice)

- 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.

**Strategy 2.5:** Fully evaluate and reduce housing density restrictions to slow the increase of housing prices and diversify housing stock. (Source: AHAC and Task Force)

- 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 (Source: AHAC and Task Force) Conduct a thorough review of the Land Use Ordinance to identify opportunities to increase the number of affordable units. This may include strategic reduction of parking spaces for affordable units, 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. (Source: AHAC and Task Force). 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. (Source: Task Force and Interviews). Work with North Carolina League of Municipalities and other local governments to advocate for allowing municipalities to institute inclusionary zoning policies.

**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) (AHAC).
- 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.

**Goal 3: Support development patterns that advance climate action goals and environmental protection.** (Town Council)

**Strategy 3.1:** Pursue development provisions that preserve and maintain natural areas by incorporating environmentally sensitive development and building practices. (Carrboro Vision 2020)

- a) Continue to examine and update standards for conservation lands, wetlands, and steep slopes to future best practices. (Small Area Plan). Consider preservation of 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) Review and update open space requirement and coordinate with goal of reducing impervious surfaces within the open space.



*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.*

- c) 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.

“What’s important is that the comprehensive plan elevates the good fortune we have to have 170 acres of 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

- d) Identify the opportunity for cluster development, low-impact development, brownfield redevelopment, transit-oriented development, and native “greenscape” requirements in future development plans (Bolin Creek Watershed).
- e) Continue preservation of urban tree cover/forests – the LUO as of 2014 requires minimum tree canopy coverage in new developments at 40% for residential areas, 30% for other than residential excluding B-1(c), B-1(g), B-2, and 10% in the aforementioned specific zones. 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.



Tree canopy can reduce the urban heat island effect, when highly developed areas experience higher temperatures than those with more vegetation.

- f) 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.

**Goal 4: Promote land use planning and development that reduces GHG emissions through reducing auto-dependence.**

- a) Consider 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.
- b) Update parking requirements to consider adjustments for affordable housing, accessible dwelling units, and mixed-use development 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 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. (Carrboro Connects Task Force)

- a) Update and clarify the roles of each commission or advisory board. Develop clearly defined roles for each commission and board, what their duties and focus is, 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. Develop written standards for each board and commission which has responsibility for development review.

**Goal 6: Improve access and availability of Town Parks.**

**Strategy 6.1:** Identify additional park space needed to serve residents within a 15-minute walk.

- a) Utilize race and equity criteria in siting new parks, park features, and programming.

**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.

- 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.
- c) 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 a delay to demolition permits.

**Strategy 7.3:** Assist property owners who seek designation of their property as a National Historic Landmark.

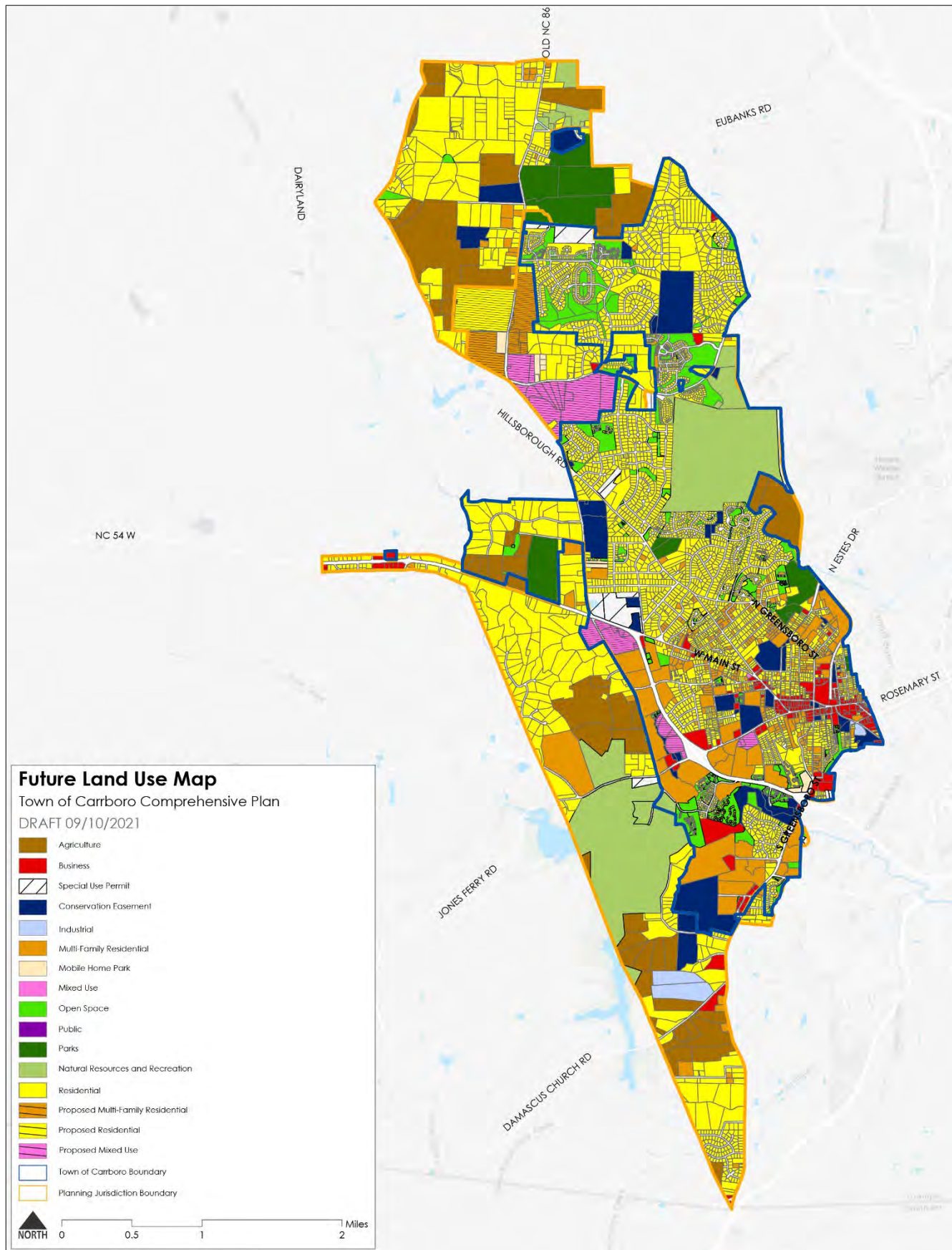
- a) Continue to provide historic records and other support to property owners seeking historic landmark status such as land record and NC State Housing Preservation Office records.
- b) Provide recognition through plaques and/or online recognition of National Historic Landmarks.
- c) Consider becoming 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.**

- a) Plan for balanced growth at key nodes and corridors that further the goals of the plan. The future Land Use Map shows all existing and future land uses. Specific changes in land use are identified in Corridor Plans that follow this map.

The **Future Land Use Map**, shown below 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 future land use maps that follow.

Future Land Use Map





## Corridor Plans

The Town identified five corridors located throughout Carrboro and its jurisdictional boundary to evaluate what the best course of action is for existing uses and future development. 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 different from one another and even along the length of a given corridor. Although there are some overlapping features, the intent was to examine each one, along with the 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 ideas received from the extensive engagement process were led to identified opportunities to further the goals of the comprehensive plan in these areas.

In no way does this mean 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 are all based on a perspective of determining the optimal use of land to address all elements of the 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.

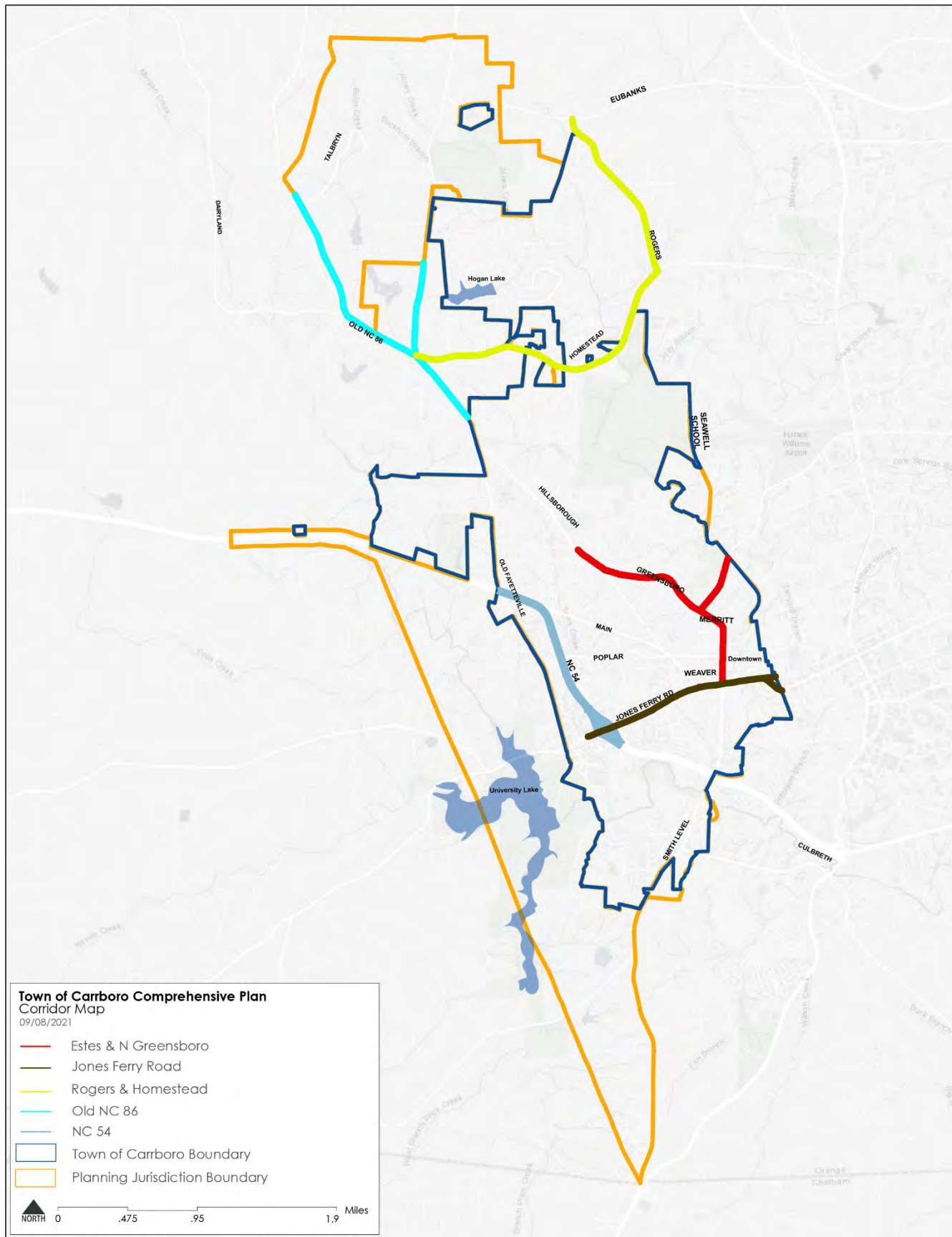
### How to use the Corridor Plans

Five 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 and Homestead
- Old NC 86
- Estes and N. Greensboro

A 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 text below.

### Corridor Map



## Jones Ferry Road Corridor and Downtown

Jones Ferry Road (JFR) transitions to a boulevard providing a central access across Carrboro with institutional, residential, and industrial uses. This is evident going traveling eastbound along an urban road which then converts to Main Street. 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.

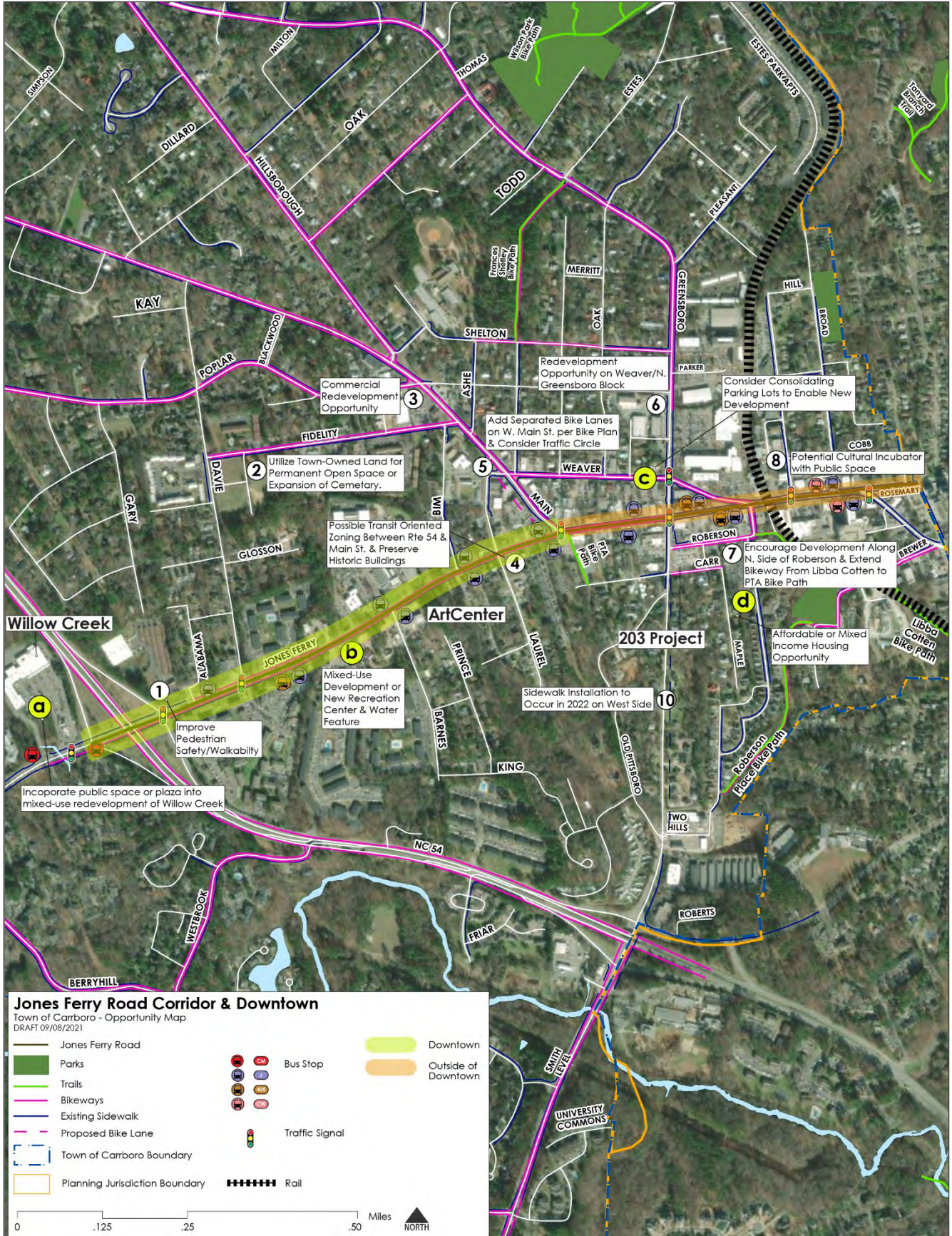
Jones Ferry Road Corridor and Downtown Opportunities (see opportunity map)

- 1) Improve the 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, consideration of adding pedestrian refuge islands, and greater pedestrian safety.
- 2) Proceed with Cemetery planning process in a way that meets the needs of residents for both interment and open space.
- 3) Identify potential commercial redevelopment along Main Street and Fidelity just north of Town Hall.
- 4) Consider 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 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<sup>4</sup> while improving pedestrian crossings between Town Commons and Weaver Street.
- 6) Consider 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 N. Side of Roberson for private and public outdoor seating and entertainment and 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.

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<sup>4</sup> Note traffic circles at these locations have been considered as part of past transportation studies.

Jones Ferry Road Corridor and Downtown - Opportunity Map



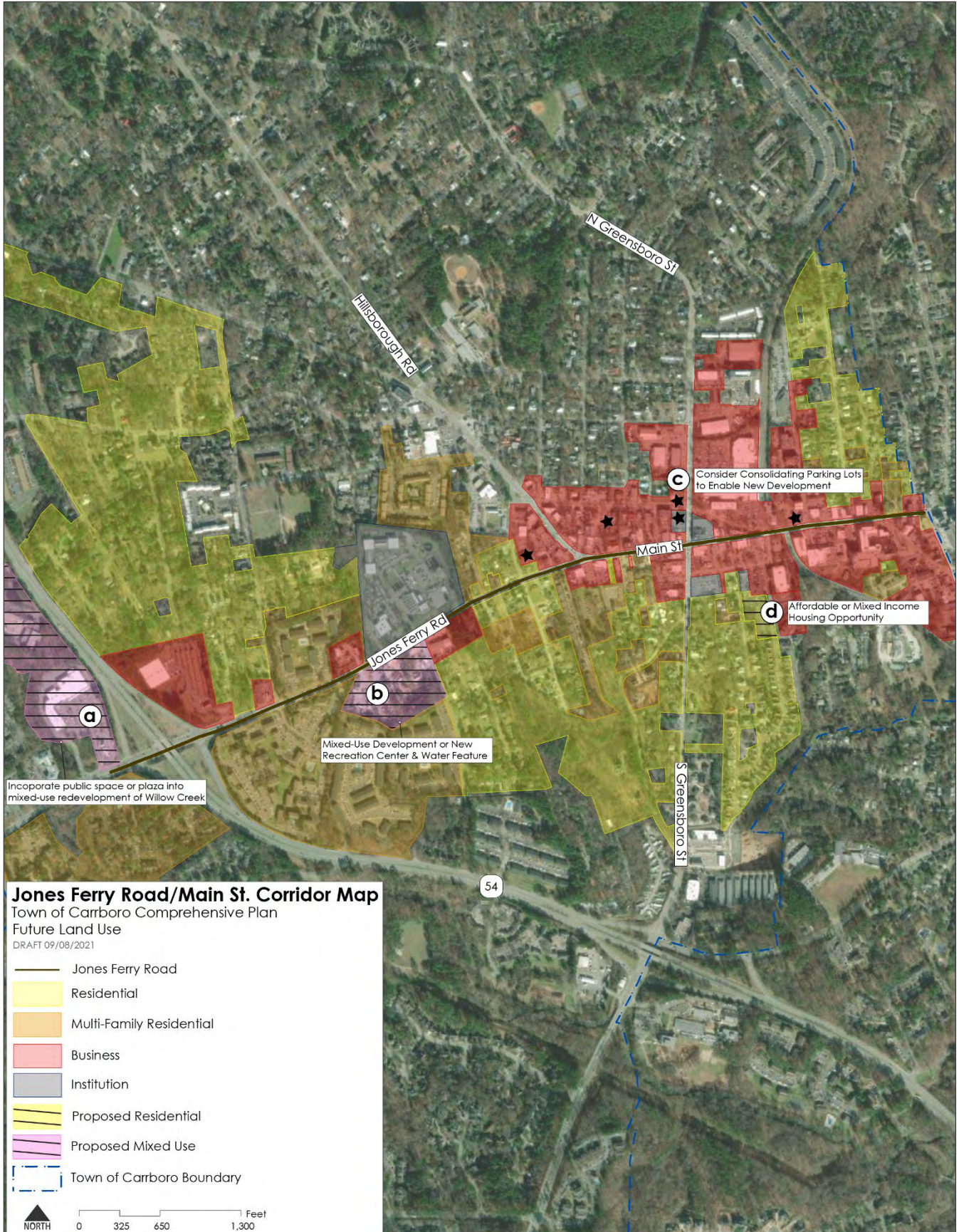
## Jones Ferry Road and Downtown Future Land Use

The future land use map acts as a vision to one way the corridor could evolve. Several areas have been highlighted based on community engagement and current planning documents. The purpose here is to not necessarily replace existing properties but achieve a balance that acknowledges the present character of the corridor with new opportunities for development.

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 stores, businesses and mix of multi-unit housing types. Redevelopment should include a quality public gathering plaza and should be designed in a walkable environment for all modes of transportation.
- b) Plan for new, mixed-use development that would include an affordable housing component and/or consider the site for a new Recreation Center with pool or other water feature. The site is currently an industrial use that could be relocated to another, less central location in Town. It is also located just one block from the site for the new ArtsCenter.
- c) Pursue recommendations in the Downtown Parking Study including locations for additional structured parking and shared parking opportunities that meet the needs of all users. Determine if lots could be consolidated and land reclaimed for new development opportunities.
- d) Develop new affordable housing that is appropriate for potential sites and the corridor overall. Also, consider consolidating overflow parking for Carr Mill Mall and other downtown businesses.

Jones Ferry Road Corridor and Downtown – Future Land Use Map



## NC 54 Corridor

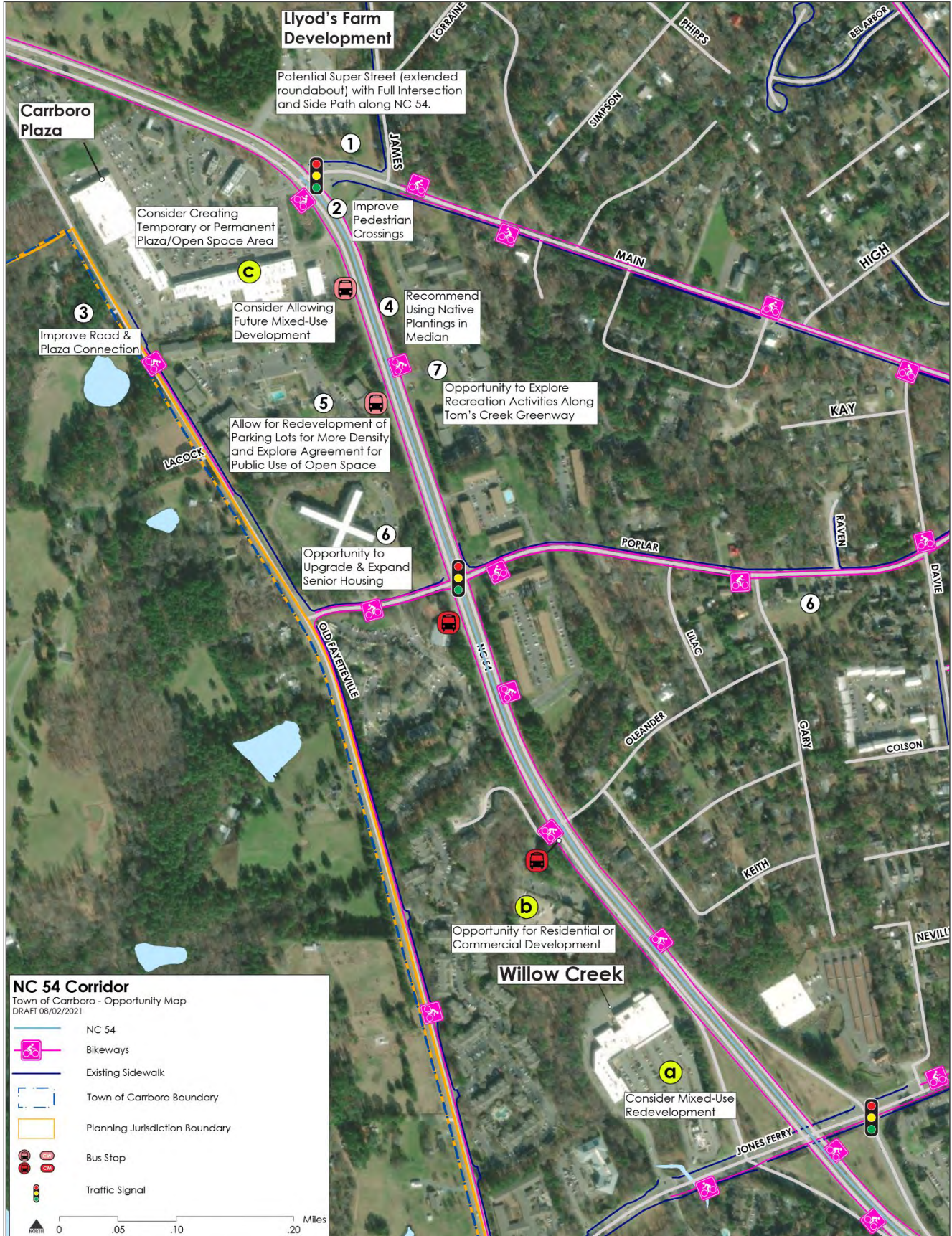
NC 54 is a northwest-southeast stretch of road with commercial, institutional, and multi-family housing on both sides of the corridor, with the addition of open space on the east side. The area developed as a way to bring more housing into Carrboro, including to house students, faculty and staff connected to UNC. The corridor intersects with Jones Ferry Road on the southern end, connecting it to a transitional downtown area and other highway networks. It is served by existing bikeways and transit, specifically CW & CM Bus Lines.

The idea for the NC 54 Corridor is potential opportunities to improve multi-modal amenities to enhance walkability and bikeability, enhance existing developments with more walkable development, potential for infill affordable housing, and the creation of new public or private spaces.

NC 54 Corridor (see opportunity map)

- 1) Pursue improvements to pedestrian and bicycle safety including potential Super Street which provide a full intersection and side path along NC 54. This initiative should only be pursued if it benefits and is safe for all users, reduces traffic congestion/conflict points, and allows for better pedestrian and bicycle access.
- 2) Pursue additional pedestrian crossing improvements to access bus stops on both sides of NC 54.
- 3) Improve road and plaza connection between Carrboro Plaza and residential developments to the south.
- 4) Work with NCDOT to utilize native plantings in median.
- 5) Allow for redevelopment of underused parking lots in larger developments for either greater open space and/or new housing units.
- 6) Opportunity to upgrade and expand existing senior housing while also continuing to preserve affordable housing developments, such as Carolina Spring.
- 7) Explore recreation opportunities along Tom's Creek Greenway.

NC 54 Corridor – Opportunity Map





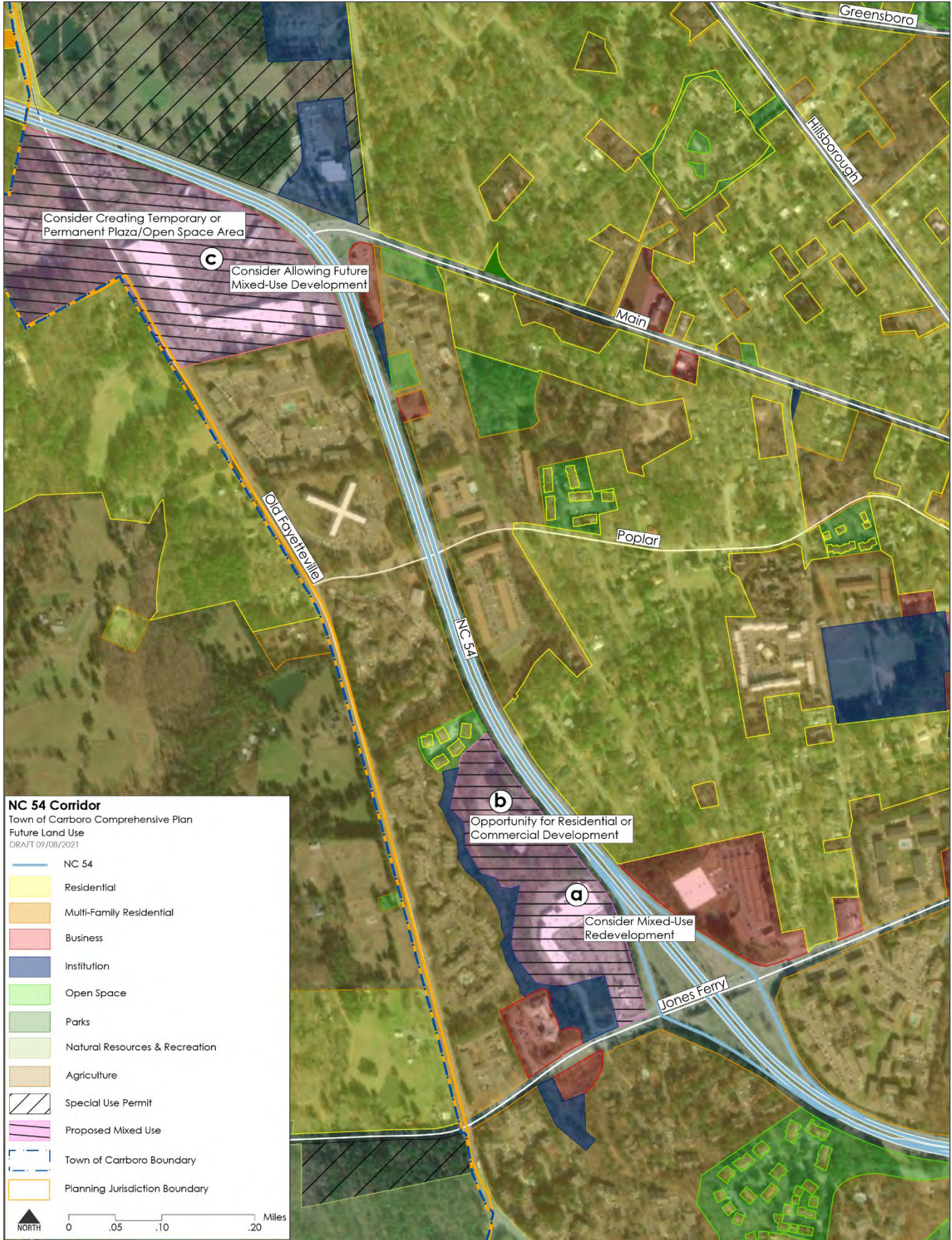
## NC 54 Future Land Use

Several properties have been selected based on opportunities to allow for additional development, affordable housing and quality public or private spaces. These changes are likely to take place over time.

NC 54 Corridor Sites (see future land use map)

- a) Consider mixed-use redevelopment of Willow Creek. (See Jones Ferry Road Corridor)
- b) Opportunity for redevelopment for residential or commercial development to replace office building on NC 54.
- c) Consider upgrades to Carrboro Plaza including allowing future mixed-use development and a public plaza for special events, gatherings and possible location for cultural markets and festivals.

NC 54 Corridor – Future Land Use Map



## **Rogers & Homestead Corridor**

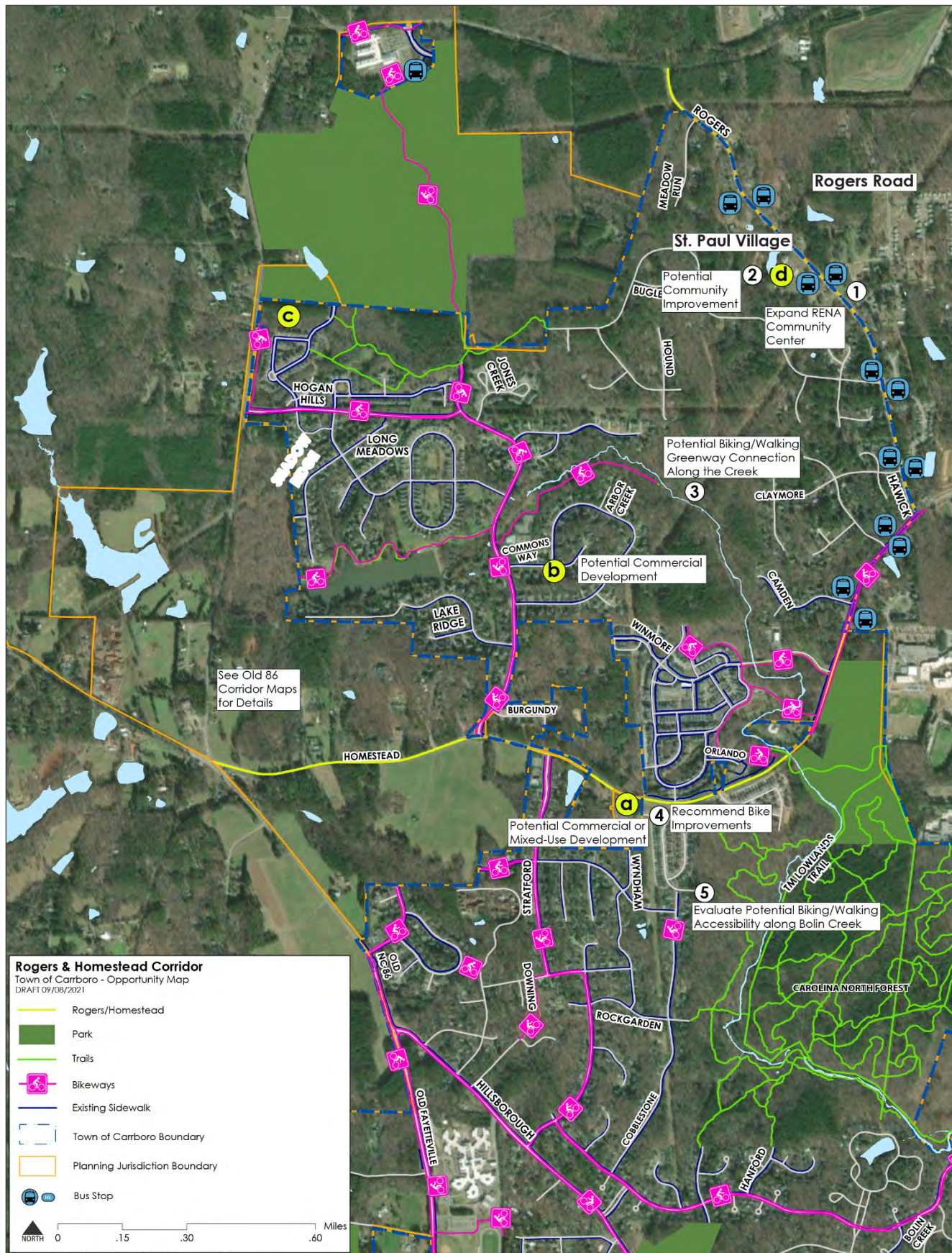
Located in the northern portion of the Town boundary, the surrounding area the Rogers & Homestead Corridor is a historic area that blends into the rural area. There is a mix of residential, open space, and institutional, although they are all dispersed evenly. The corridor is served by existing amenities such as bikeways, trails, sidewalks, and transit, HS Bus Line.

The Rogers & Homestead opportunity map is meant to facilitate additional connection and amenities for residents, particularly to serve the families and residents of the Rogers Road area.

Rogers & Homestead Corridor Recommendations (see opportunity map)

- 1) Expand RENA Community Center to provide additional recreational and education opportunities to the Rogers Road community.
- 2) Potential for additional community facilities or amenities to the Rogers Road and surrounding communities such as a water feature, outdoor plaza, market area, or other amenities.
- 3) Extend bike paths and transit to the Homestead and Old NC 86 corridors. Consider extending Chapel Hill Transit along Homestead Road and Old NC 86 to extend service to this section of Carrboro as the demand for transit increases.

### Rogers & Homestead Corridor – Opportunity Map



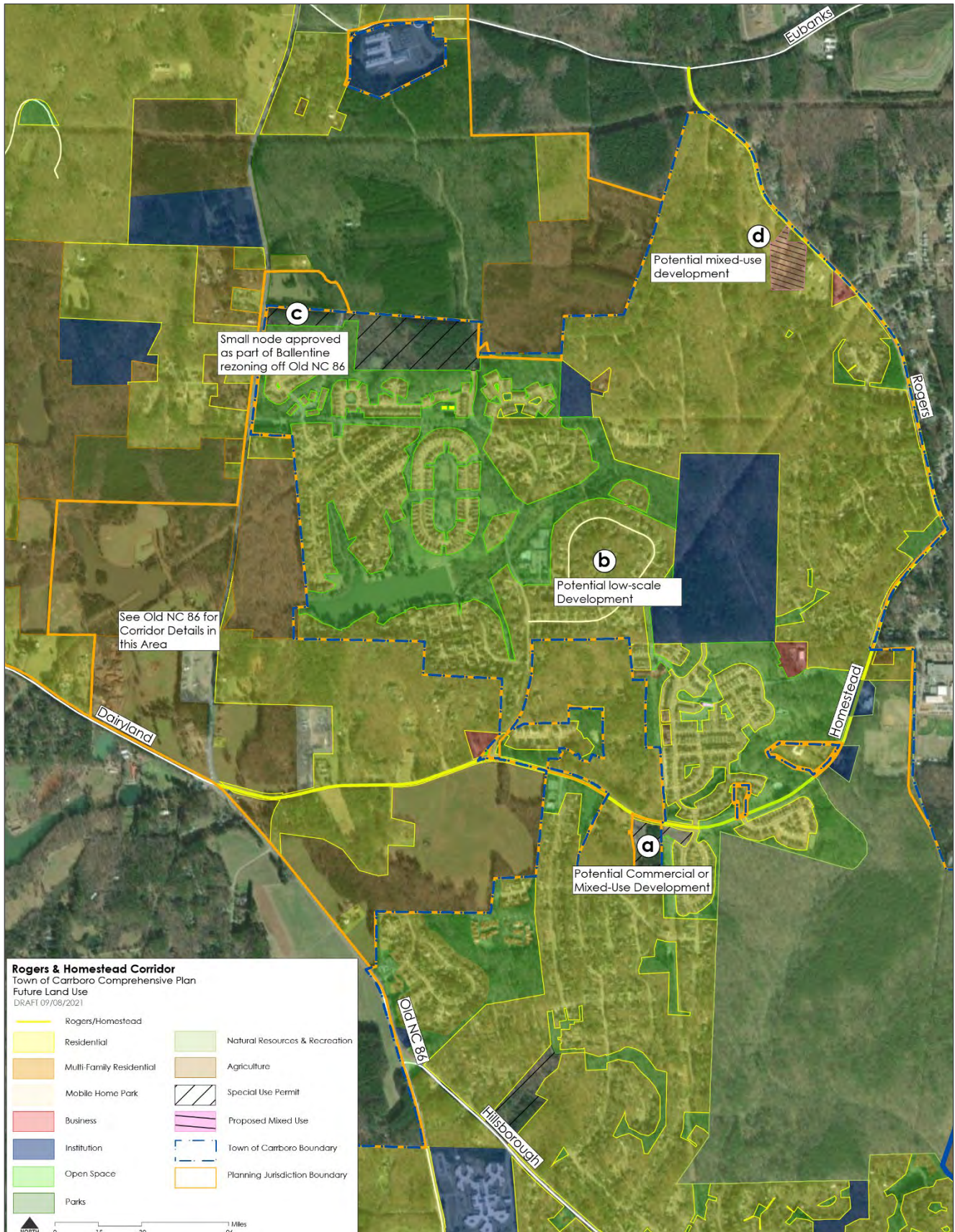
## **Rogers and Homestead Future Land Use**

To further the Town's goal to add commercial and mixed-use development, two sites are identified in this area that provide opportunities for small, infill development that would serve the immediate residential areas. Both sites are located near developed areas, with opportunities to create trails, bikeways, and sidewalks for people living in the area.

Rogers and Homestead Corridor Sites (see future land use map)

- a) Potential for a small commercial or mixed-use development at Homestead and Bellamy Lane.
- b) Potential for low-scale, infill commercial space next to Lake Hogan Farms Clubhouse, such as office, retail, or cultural amenity.
- c) A small node was approved as part of Ballentine rezoning, with a mix of development types that remains consistent with the approved conditional use permit (special use permit).
- d) Potential mixed-use development on the east side, near Rogers Road and Purefoy Drive.

Rogers & Homestead Corridor – Future Land Use Map



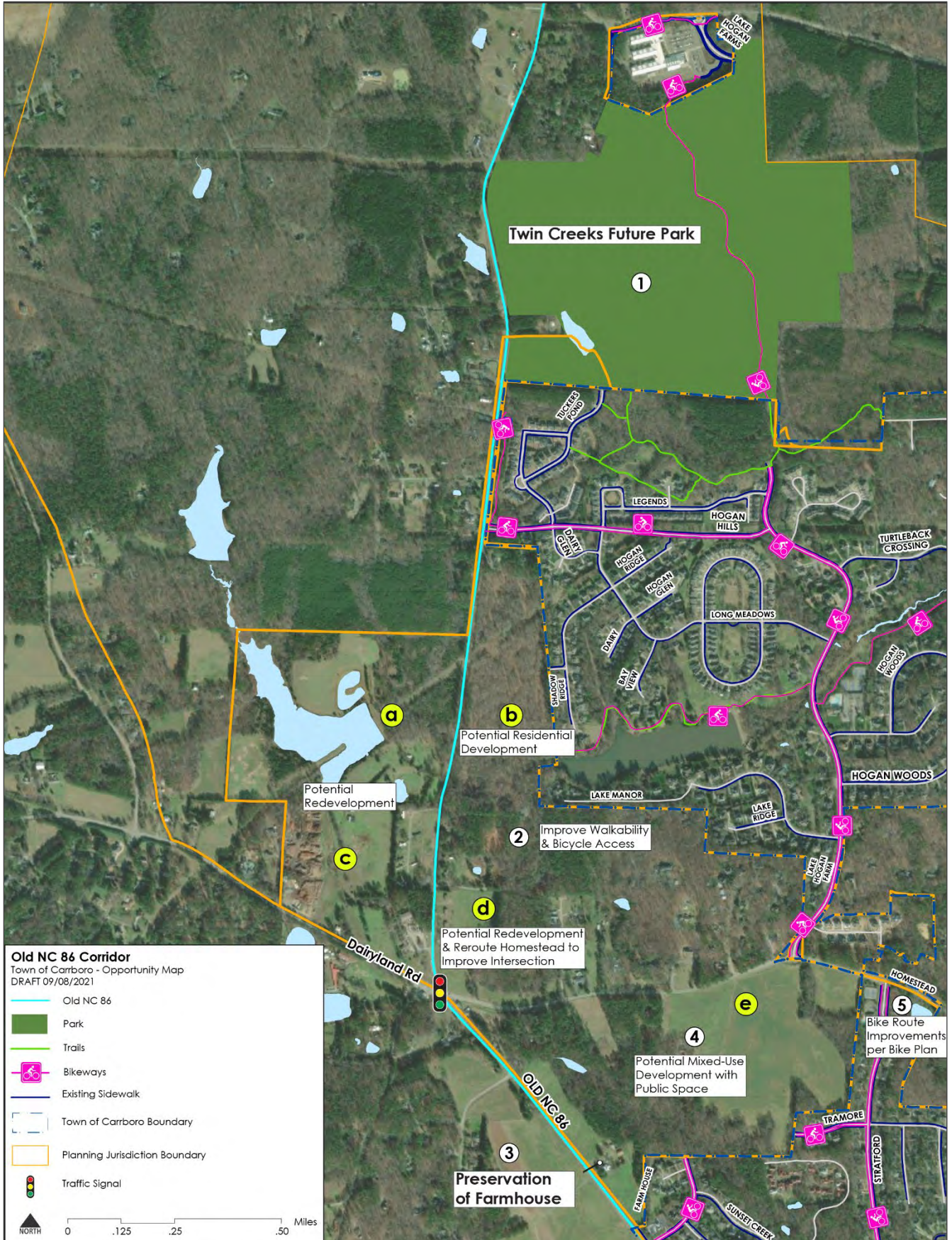
## **Old NC 86 Corridor**

Surrounded by residential, agriculture, open space, Old NC 86 is an important connector and provides access to bikeways, trails, and the Twin Creeks Park. The future of developable land on either side of Old NC 86 will require careful planning and sensitive treatment of design.

Old NC 86 Corridor (see opportunity map)

- 1) Continue to engage the community to inform Orange County's development of Twin Creeks Park to provide recreational opportunities and natural areas; along with referencing the Orange County Twin Creeks (Moniese Nomp) Park Master Plan.
- 2) Improve walkability and bicycle access through planning for new development on both sides of Old NC 86.
- 3) Preserve existing farmhouse on the east side of Old 86 as noted on map.
- 4) Plan for mixed-use development while preserving open space and water resources.
- 5) Utilizing the Town of Carrboro Updated Bike Plan 2020 to coordinate additional bike route improvements.

Old NC 86 Corridor – Opportunity Map



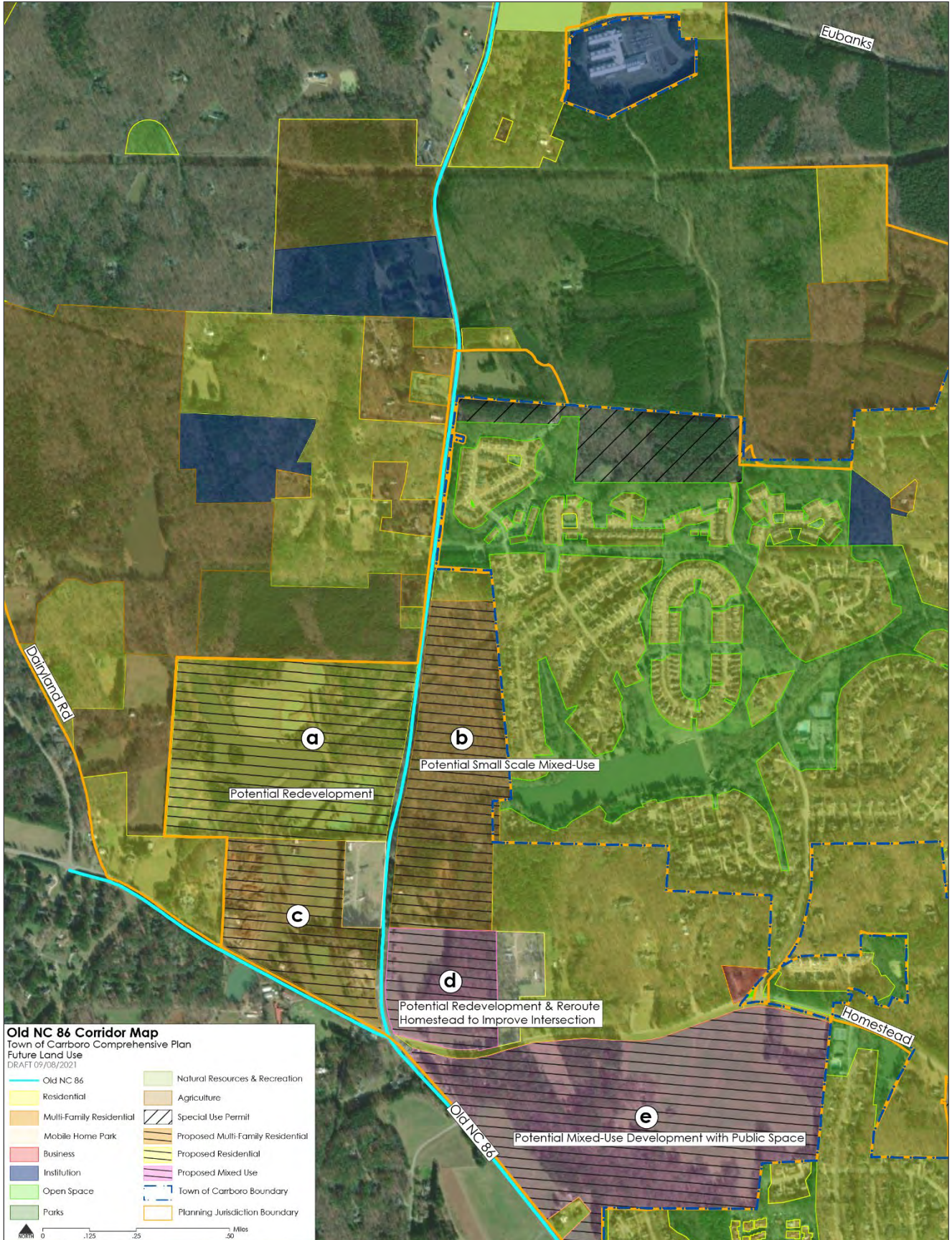


## **Old NC 86 Future Land Use**

Potential development ideas for Old NC 86 Corridor Sites (see future land use map)

- a) Plan for multi-family development with buffer toward lower-density housing in Lake Hogan Farm.
- b) Consider land for potential small scale mixed-use.
- c) Plan for mixed-use development with a commercial node at Old NC 86 and the north side of Homestead Road.
- d) 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.
- e) Consider mixed-use development with open space.

Old NC 86 Corridor – Future Land Use Map



**Estes & N. Greensboro Corridor**

Estes & North Greensboro has open space, institutional, residential, parks, multi-family, and commercial. 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 to consider infill development opportunities or additions as appropriate in key sites, preservation of significant properties, and creating a transition to the core of downtown.

Estes and N. Greensboro Corridor (see opportunity map)

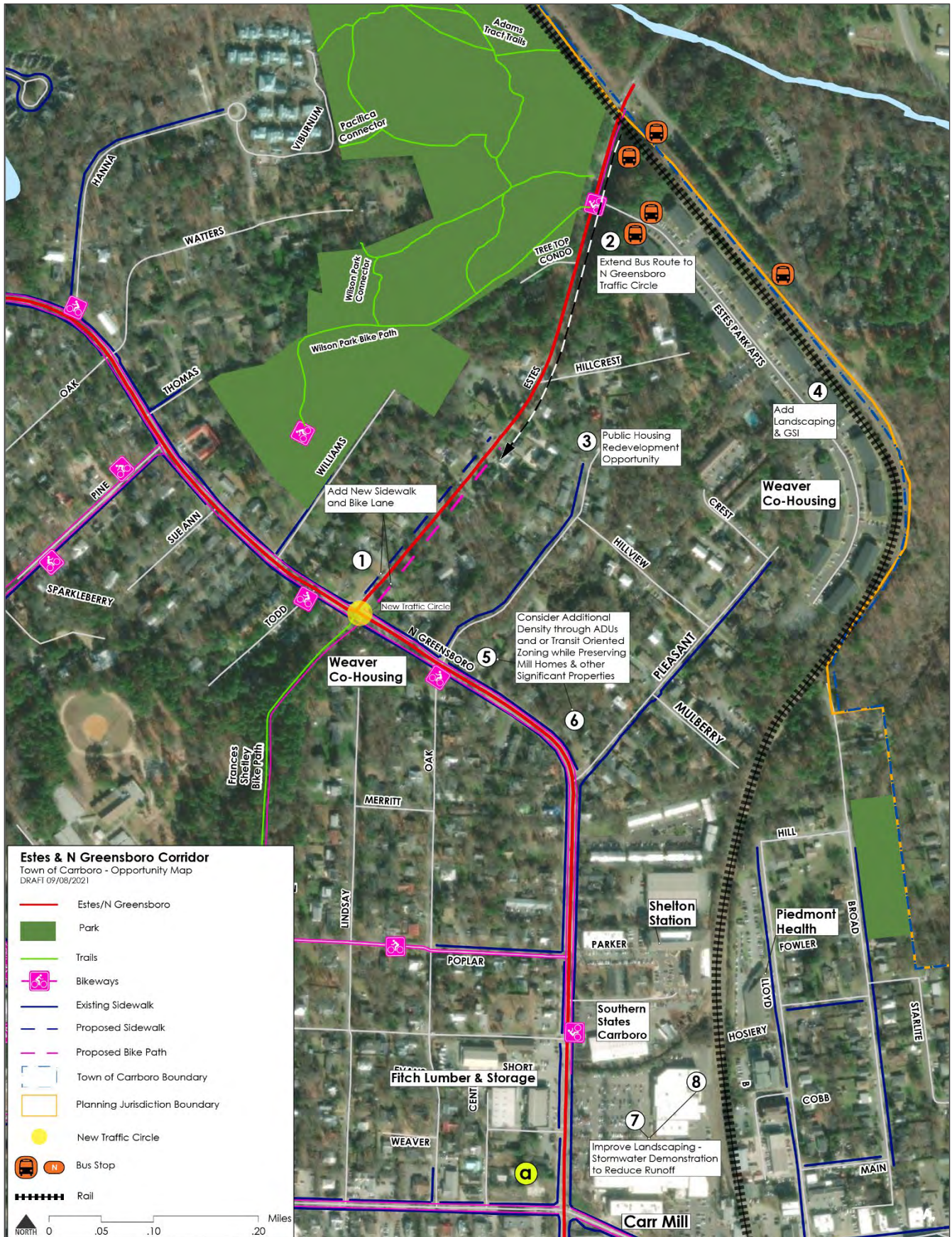
- 1) Add separated bike and pedestrian facility on Estes Road between N. Greensboro and Chapel Hill.
- 2) Extend Chapel Hill Transit N Bus Route southwest to N. Greensboro traffic circle.
- 3) Work with Chapel Hill Housing Authority to redevelop and provide additional, high-quality public housing units.
- 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 coordination occurs with identifying and adding appropriate density.
- 7) Improve landscaping and stormwater detention to reduce runoff.

**Estes and N. Greensboro Corridor Future Land Use**

Sites (see future land use map)

- a) Potential for additional commercial or mixed-use development along Weaver Str. to provide additional commercial opportunities for the Downtown.

Estes and N. Greensboro – Opportunity Map



### Estes and N. Greensboro – Future Land Use Map



## RELATED STRATEGIES AND 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, Green Infrastructure, Energy and Water

- 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 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.
- Reduce negative effects of parking requirements on housing costs.
- 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 and Cultural Resources**

- 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.

- Consider 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





## CHAPTER NINE

# Public Services & Communications

**Communications, Finance, Fire-Rescue, Information Technology (IT), Planning, Police, Public Works, Town Clerk, Town Management**

## COMMUNICATIONS AND COMMUNITY ENGAGEMENT

Mission: 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.

## GOALS, STRATEGIES, AND PROJECTS

Expand equitable community participation in the decision-making and implementation of Town goals and policies. (Town Council, Carrboro Connects Task Force)

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 (CCAP).

- a) Actively recruit members from and develop public sessions with community-based organizations and resident leaders, prioritizing traditionally underrepresented populations.
- b) Transparently communicate government decisions from vision to implementation in culturally responsive ways (e.g., language accessibility and neighborhood-based meetings.) (Community Workshop)
  - 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.
- c) 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. (Community Workshop)

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.

- a) Implement the Inclusive Carrboro Communications and Community Engagement Plan
- b) Increase public awareness of and participation in Town decisions, programs and services
- c) Expand Neighborhood Information Network.
- d) Hold community conversations with liaisons and partners.
- e) Complete Town Website redesign
- f) Create internal systems to standardize and enhance communications
- g) Develop organizational communications guidance.
- h) Establish organizational graphic design tool/platform.
- i) 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.

## GOALS, STRATEGIES, AND PROJECTS

1. To strengthen financial accountability throughout the organization.
  - a. Coordinate annual audit and prepare Comprehensive Annual Financial Report.
  - b. Review and update policies and procedures.
2. To process and record all transactions accurately and timely.
  - a. File all required financial reports with state and/or federal agencies.
3. To make financial information available to decision makers on a regular and timely basis.
4. To 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.

### GOALS, STRATEGIES, AND PROJECTS

1. Provide all hazards response in accordance with industry best practices to ensure Carrboro remains a safe place to live, work, and visit.
  - a. Develop a comprehensive inventory system by December 31, 2021 that will list all tools, equipment, and materials that have an end-of life. The system would also show items in need of replacement and their corresponding costs.
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, 2022, 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. Conduct a canvas of neighborhoods, to 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. The fire department will canvas a minimum of four neighborhoods that house marginalized individuals.
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
5. Creation of a succession plan to prepare personnel for advancement as opportunities arise, and to assist with personnel retention.

## 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.

## GOALS, STRATEGIES, AND PROJECTS

1. To 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. To 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. To align technology to business processes throughout Town government.
4. To increase business continuity and limit service interruption through the application of technology and infrastructure redundancy.
5. To 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. To 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.

## GOALS, STRATEGIES, AND PROJECTS

1. To 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. 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.
3. To 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
4. 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.
  - a. Coordinate development process, including permitting and construction authorization, for uses at 203 S. Greensboro property
5. To excel in GIS technology and other means of access to Town information and services, including downloadable data sets, location-based functions.
6. To 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.

## GOALS, STRATEGIES, AND PROJECTS

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 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.
3. Meet mandated training requirements.
  - a. Meet mandated training goals.
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

**GOALS, STRATEGIES, AND PROJECTS**

1. Provide timely, cost effective maintenance of public street system including signage, storm drainage system, multi-use paths, and right-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. To 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. To 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

## GOALS, STRATEGIES, AND PROJECTS

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.**



## GOALS, STRATEGIES, AND PROJECTS

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

### GOALS, STRATEGIES, AND PROJECTS

**Goal 1:** Achieve 80% reduction in municipal emissions by 2030 (Energy and Climate Protection Plan, updated October 2020)

The goal refers to greenhouse gas emissions due to municipal operations.

**Strategy 1.1** Increase the energy efficiency of municipal buildings. (Town Council)

Energy efficiency reduces the amount of fuel needed to power buildings, which reduces both the emissions and energy costs.

Refer to Public Services chapter to view relevant projects already underway.

- a) Conduct building energy audits of all municipally owned buildings (ECPP).
  - 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 (ECPP).
  - 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 (Eno-Haw).
  - 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.

**Strategy 1.2** Reduce greenhouse gas emissions due to municipal fleet operations. (Town Council, ECPP)

Several approaches can be taken to reduce energy use and emissions related to vehicle travel.

- a) Right size the vehicle fleet (ECPP).
  - “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 (ECPP).
  - 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 (ECPP).
  - 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 TEN

# Implementation Plan

TO BE ADDED AFTER SEPTEMBER COMMUNITY ENGAGEMENT EFFORTS

