



# Rogers Road Neighborhood

## Zoning for a Strong and Connected Neighborhood

### Draft Recommendations | Summary

#### PROJECT SUMMARY

**Purpose:** Develop appropriate zoning standards for the Rogers Road neighborhood – keep what you love, add what you need.

**How?** By reviewing existing plans and policies that affect Rogers Road; conducting a market analysis; and identifying challenges and opportunities

**And** engaging the community and using the neighborhood's collective knowledge and interests to create appropriate standards.

#### GOALS OF MAPPING OUR COMMUNITY'S FUTURE





## DRAFT RECOMMENDATIONS

- Establish Historic Rogers Road Zoning Overlay District to help the community realize their vision
- Define neighborhood “character areas:” Proactively identify and map new overlay sub-districts
- Identify and define new mixed-use areas: areas where a broader (but curated) range of uses are allowed; this might include continuing care/retirement, some medium-density housing, live/work units, flex space, community recreation space, etc.
- Rogers Road Corridor Preservation area: support resident’s desire to preserve a “rural” look and feel along Rogers Road; this is mainly accomplished through dimensional requirements such as retaining the corridor’s deeper setbacks and conservative home sizes
- Expand housing choice: support residents’ desires to increase housing affordability and the ability to age in place; promote a diversity of appropriate housing types (including newly allowed types like duplexes, triplexes, and accessory dwelling units) that meet dimensional standards and maximum home sizes (for neighborhood compatibility)
- Home based businesses: support residents’ desires to expand economic opportunity within the neighborhood while preserving the existing look and feel of the neighborhood; compatibility standards are recommended to protect neighbors such as screening and a minimum lot size for more “intense” businesses
- Connectivity: support residents’ desires for intra- and inter-neighborhood connectivity (and potentially mediate traffic concerns) through connectivity and grid-like street patterns; include paths/sidewalks/bicycle infrastructure.

## Mixed Use in the Historic Rogers Road Neighborhood Overlay

Mixed use areas will have strong compatibility standards and screening requirements to protect surrounding neighborhoods; these are not intended to be high intensity commercial or retail areas and there is not a desire to include "destination retail" that draws in people from other neighborhoods to shop/dine/etc. The goal of mixed-use areas is to meet residents’ desires for expanding economic opportunities (ex. home-based businesses); to open pathways for new neighborhood-based services (i.e. elder care, nonprofit service providers); and enhance amenities (pathways, connectivity for pedestrians/bikes).



## COMMUNITY ENGAGEMENT SUMMARY

**Vision Book:** Located at RENA Community Center; provides a way for residents and stakeholders to provide feedback and ask questions on their own time

**Zoning 101:** Series of posters to familiarize residents and stakeholders with zoning (generally) and the process/purpose of rezoning

**Meeting 1:** RENA Community Center on October 30, 2018; 20+ participants

**Market Analyst Presentation:** RENA Community Center on November 15, 2018; 15+ participants

**Meeting 2:** RENA Community Center on November 29, 2018; 30+ participants

**Meeting 3:** RENA Community Center on January 24, 2019; 35+ participants

**Meeting 4:** RENA Community Center upcoming on March 14, 2019; drop-in session to review draft zoning ordinance

## NEXT STEPS

**February:** Develop Historic Rogers Road Neighborhood (HR) Overlay District *draft* ordinance and map.

**March 14, 2019:** Community meeting #4, Drop-in session for residents and stakeholders to talk with the project team to review and “translate” draft ordinance.

**March – May:** Zoning recommendations go to both Chapel Hill and Carrboro advisory boards and governing bodies for consideration of adoption.



## TIMELINE

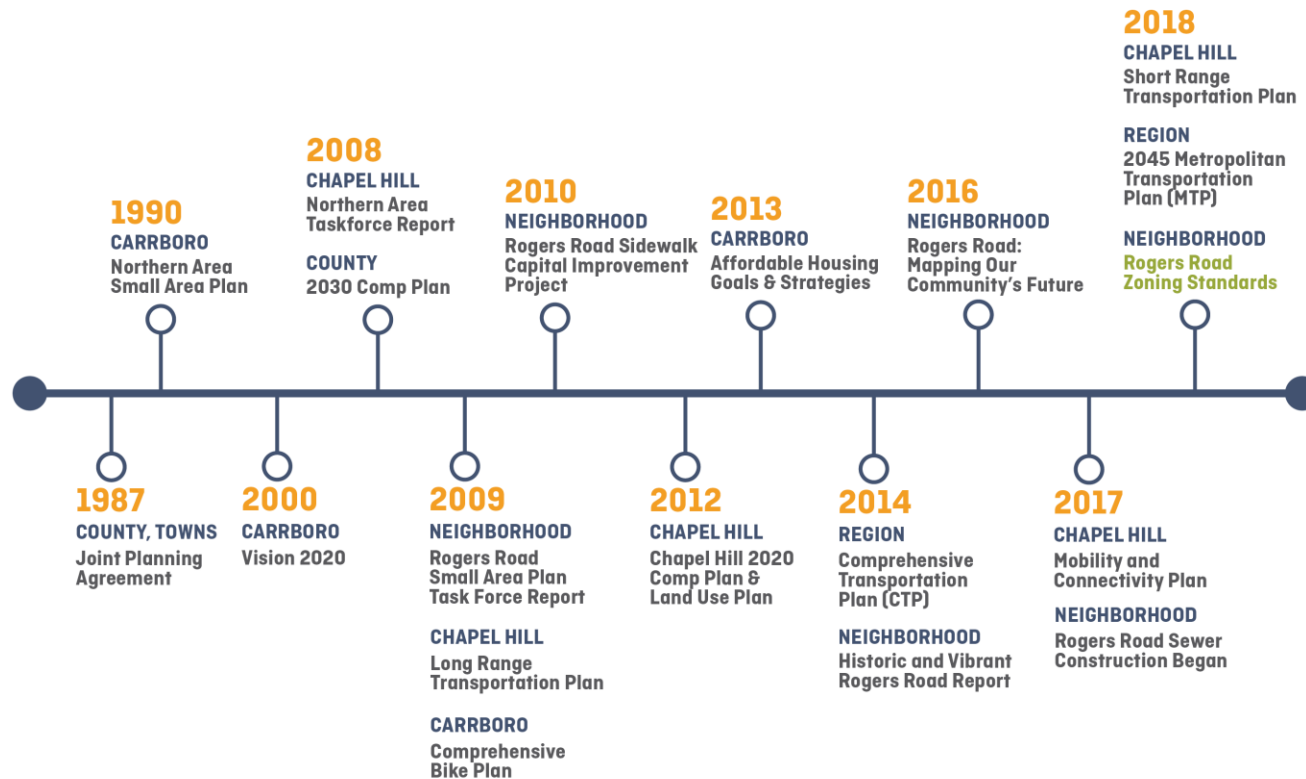
	SEP 2018	OCT	NOV	DEC	JAN 2019	FEB	MAR	APR	MAY	JUN
Project kick off										
Background review of neighborhood and plans										
<b>Community Meeting #1 October 30, 2018</b>										
Zoning Strategies Report (early ideas for potential zoning)										
<b>Community Meeting #2 November 29, 2018 7PM</b>										
Zoning Strategies Outline										
<b>Community Meeting #3 January 24, 2019</b>										
Draft zoning recommendations and zoning map										
Executive summary: zoning recommendations										
<b>Community Meeting #4 March 14, 2019</b>										
Advisory Board review										
Revised & final draft zoning recommendations										
Town hearings and adoption of zoning standards										



## PROJECT UPDATE

The Rogers Road Zoning Initiative is a joint planning effort of the Towns of Chapel Hill and Carrboro to develop zoning and land use policy recommendations for the Historic Rogers Road Neighborhood. This project includes reviewing supporting information, facilitating robust community engagement, and finally producing a set of zoning recommendations. All work is guided by the principles and objectives of *Mapping Our Community's Future*, a report authored by the Rogers Eubanks Neighborhood Association (RENA) and Marion Cheek Jackson Center (MCJC) in 2016. The objective of this project is to translate the extensive planning that has already occurred into actionable policies to achieve the community's vision.

Figure: Rogers Road Neighborhood Planning History





### **Community Meeting #1: October 30, 2018**

This was the first community meeting with the Rogers Road neighborhood to discuss the zoning standards project and business analysis findings. The meeting took place at the Rogers-Eubanks Neighborhood Association (RENA) Community Center. Staff from the Town of Chapel Hill, the Town of Carrboro, and the consulting team – both Renaissance Planning and Both& Planning – shared information about the project, answered questions, and solicited feedback from the community to frame the next phase of work.

### **Community Meeting #1 | Key Takeaways**

- There may be concerns that a zoning project means changing the neighborhood or bringing in elements of development that don't fit the residents' vision – it will be important to ensure that neighbors understand that zoning can also preserve what exists now (protect what we love, add what we need).
- The goals set out in Mapping our Community's Future are still important to residents.
- Safety is a concern in the neighborhood – both in terms of perceived increased crime if business comes into the neighborhood and current conditions (such as roadways).
- Residents are interested in small-scale business opportunities (ex. home-based businesses).
- Some residents expressed concern about long-term residents potentially being “pushed out” of the neighborhood
- Other participants are concerned that preserving the neighborhood “as is” will mean missed opportunities for new development (such as mixed use).
- There is a significant non-English speaking population in the neighborhood, including Spanish, Burmese, and Karen; it will be important to engage these community members moving forward.
- Improving transit service is a key concern, though one that we may not be able to address through zoning
- “Fear of change” was noted several times as a key challenge.
- Preserving and celebrating the neighborhood's vibrant and unique history is a key driver of consensus building.

### **Rogers Road Zoning Standards Background Review Memorandum.**

The first work product developed for this project was the **Rogers Road Zoning Standards Background Review Memorandum**. The background review of plans, policies, and other supporting information related to the neighborhood ensures that the zoning recommendations are context-appropriate and build on the strong foundation of prior planning efforts. Over the years, many plans have been developed for the Rogers Road Neighborhood; town-wide ordinances, market and development trends, socio-demographic shifts, and political dynamics also play a major role in the community's history. The Background Review Memorandum explores how these elements have impacted the Rogers Road neighborhood in the past and their implications for the community's future.



## **Rogers Road Zoning Standards Background Review Memorandum | Key Takeaways**

### *Plan Review Findings*

- There is a long history of planning in, around, for, and with the Rogers Road neighborhood.
- There are many concurrent plans at various jurisdictional levels.
- This project can build on and complement previous plans.
- Zoning is a desired tool to move vision to implementation (per Mapping Our Community's Future).
- It will be extremely important to communicate how the zoning project relates to previous planning efforts and to manage expectations about what zoning can and cannot achieve/address.

### *Policy Review*

- The cross-jurisdictional nature of the community is a special consideration.
- It is necessary to identify a mechanism that fits with both Carrboro and Chapel Hill land use frameworks.
- A special overlay district with subdistricts is likely the most appropriate zoning approach to help actualize current community goals.

### *SWOT Analysis (Strengths, Weaknesses, Opportunities, Threats)*

- The community has many strengths, primarily history, character, strong community, and engaged residents.
- The community also has some weaknesses such as multi-jurisdictional codes and ordinances; the development constraint of the Rural Buffer, the legacy of the Orange County Landfill, and limited connectivity to surrounding areas.
- The community can leverage its strengths with opportunities available: an existing policy for grid-based connectivity, an emphasis in local policies for anti-displacement measures, the priority for open space in both Town's planning documents, and the opportunities that accompany sewer infrastructure investment.
- The community's weaknesses may be exacerbated by threats such as future gentrification, new development spurred by infrastructure investments, and the uncertainty of the future use of the Greene and Neville tracts.
- Thoughtful, community-driven planning and implementation management will be required to leverage strengths into opportunities.
- The community must be provided with innovative solutions to overcome weaknesses (or "challenges").
- Strong community buy-in and political will are required to pre-empt the pressures of gentrification and displacement.



## Rogers Road Neighborhood Business Analysis: Meeting and Report

Business Street, an economic advising consultant, performed a study of the Historic Rogers Road area in support of recommendations from *Mapping Our Community's Future* on creating economic opportunities. Preliminary findings were shared at a Community Meeting on November 15, 2018. The consultant integrated community input with findings to complete a report in December 2018.

The report found that conventional, stand-alone retail development is not feasible along Rogers Road because of limited access, exposure and population density. There are, however, niche opportunities for business development: providing coffee, snacks and convenience items; personal services such as hair styling; home construction and maintenance; and catering and artisanal food production. These goods and services could be provided at the RENA Community Center, in home-based businesses ("live/work" locations), and/or in mixed commercial space in the nearby Millhouse Road Enterprise Zone.

As detailed in the report, these opportunities could be realized with change at three levels which involve differing levels of immediacy, government involvement and funding:

- Community-led initiatives at the community center
- Zoning changes in and near Rogers Road
- More public investment as resources permit.

Community-led initiatives include installing vending machines to sell snacks and sundries, matching youth and seniors to create ordering services, running an internet cafe, and holding "Makers" classes that engage children in applied learning activities.

Zoning changes include allowing for a large mix of uses at the community center, changing the approach to home-based businesses to enable more live/work situations, and changing the regulations at Millhouse Road Enterprise Zone to allow for a greater variety of uses there, including showrooms, tasting rooms and retail outlets of small producers operating onsite.

The third level, public investment, involves exploring possibilities such as extending sewer and water to more property at Millhouse Rd that will accelerate job-creating development there; paving a trail under the power lines to provide better access to Millhouse Road and stores and restaurants in the Weaver Dairy/ MLK area; and funding construction of a multi-purpose room at the community center or other public space where a cafe or coffee bar could be operated part time. Longer term, converting the nearby rail line into a regional trail would help other parts of north Carrboro and Chapel Hill gain access to learning and work opportunities downtown and at the university.







## **Rogers Road Zoning Standards: Zoning Strategies Report**

The Zoning Strategies Report introduces the preliminary issues and decisions informing the zoning recommendations for the Historic Rogers Road Neighborhood. This document does not *make* any recommendations – it is simply a list of questions to consider and examples to help guide zoning discussions with the community. Four key questions are raised in this document:

- How will rezoning take place? (Active or passive)
- What kind of district(s) should be used? (Base or overlay)
- Do we need new zoning district(s)? (Use of existing district(s) or new district)
- What should new district(s) regulate, and how? (Permitted uses; use-specific standards; dimensional standards; development standards; non-conformities)

### **Community Meeting #2: November 2, 2018**

The second community meeting with the Rogers Road neighborhood took place at the Rogers-Eubanks Neighborhood Association (RENA) Community Center, with improved resident turnout. Staff from the Town of Chapel Hill, the Town of Carrboro, and the consulting team provided a project update, solicited feedback from the community on desired neighborhood character to inform zoning ordinance development, and answered questions. To determine desired neighborhood character, participants were asked to respond to a series of images representing options for the neighborhood.

### **Community Meeting #2 | Key Takeaways**

- Residents in attendance generally preferred lower-density residential development, with lots of space between houses.
- Some participants (generally those living along Tallyho Trail) thought that one dwelling unit per acre was an appropriate density for the neighborhood; it is likely that Rogers Road neighborhood residents would support slightly denser zoning (3 DU/acre – current allowable density).
- The ability to operate a home-based business is important; participants did not seem to mind if businesses had employees, vehicles, or if they generated noise (within the noise ordinance).
- Participants thought it would make sense if more intense home occupations were allowed on larger lots, and less intense uses on smaller lots.
- Accessory dwelling units, senior housing, and single family detached housing were the most popular housing options presented; participants were not as confident about cottage courts, patio homes, or co-housing.
- Participants felt that duplexes and triplexes were appropriate for the neighborhood, but multifamily dwelling units beyond that size were too much



- Participants stated that the ideal housing size for the neighborhood is 1,000-1,500 square feet; anything larger is too big and “won’t be affordable”
- Residents on Tallyho Trail are concerned about the impacts of potential zoning changes (traffic and stormwater)
- Access, connectivity, ingress, and egress need to be incorporated into the ordinance, as possible
- There may be uses desired for the community center that are not possible/feasible, though some of these uses may become available at the St. Paul’s development, if constructed
- The community desires requirements for trails, open space, and sidewalks in the zoning ordinance

### **Rogers Road Zoning Standards: Zoning Strategies Outline**

The **Zoning Strategies Outline** is an intermediate step between gathering public input and drafting the actual legal language of the Historic Rogers Road Neighborhood (HR) Overlay District. It highlights the most important suggested changes and points to areas requiring additional public discussion. This document was circulated in the community and made available online prior to the third community meeting. Outstanding questions or points of clarification were included in the document and used to frame the presentation and discussion at the third meeting. The Zoning Strategies Outline contains the following sections:

- Purpose and intent
- District boundary
- Zoning types (sub-districts established)
- Development standards
- Infrastructure
- Special circumstances
- “Other” (modifications and compliance)
- Definitions

The Zoning Strategies Outline also introduces the Historic Rogers Road Neighborhood (HR) Overlay District draft zoning map.

### **Community Meeting #3: January 24, 2019**

The third community meeting took place at the Rogers-Eubanks Neighborhood Association (RENA) Community Center. Staff from the Town of Chapel Hill, the Town of Carrboro, the County of Orange, and the consulting team provided a project update, solicited feedback from the community on draft zoning recommendations to inform further zoning ordinance development, and answered questions. Participants were provided with a packet including an image of the draft zoning map, a “zoning glossary,” and 21 specific



questions to get feedback about potential zoning options. The following is a sampling of those questions. Community members are still submitting packets with their responses through February 15, 2019. A summary of feedback will be provided when available.

**QUESTION 1:** Will the Residential – Rogers Road Corridor Preservation (HR-P) designation help protect neighborhood character? Should anything else be restricted here – home occupations, duplexes, triplexes?

**QUESTION 2:** Should duplexes be allowed in the Residential – Low Density (HR-L) area? What about triplexes?

**QUESTION 3:** Is five units per acre (maximum) the “right” density for Residential – Medium Density (HR-M)?

**QUESTION 4:** Where should Residential – Medium Density (HR-M) areas be established? Near existing resources like the community center? Near future roads? Near mixed-use areas that will also have additional density?

**QUESTION 5:** Should there be a maximum or minimum density in Mixed Use (HR-X) areas?