

# TOD Planning & UDO Visioning

## SHAPING OUR FUTURE



INFORMATION  
PACKET  
November 2022



# TOD Planning & UDO Visioning

## SHAPING OUR FUTURE

November 2022



Market Analysis

- Toolkit & Implementation Strategy



TOD Accessibility – Transportation  
Infrastructure Equity



LUMO Audit Update – Implementation  
Strategies

Draft



# Market Analysis POTENTIAL HOUSING TOOLKIT

Draft

# TRANSIT & AFFORDABLE HOUSING

## Locating affordable housing near transit reduces the two largest expenditures for most households

- Locating affordable housing near transit reduces the two largest expenditures for most households – housing and transportation costs.
- Households along the proposed BRT route could use these savings to increase their spending on goods and essential services, plan for large or unexpected expenses, and/or build household wealth.
- Nearly six out of ten renter households in Chapel Hill are cost-burdened. The North-South BRT and TOD work along the Corridor is an opportunity to address ongoing affordability challenges experienced in Chapel Hill.
- The programs, policies and strategies implemented within the TOD station areas could be extended Town-wide to address affordability challenges in a variety of local contexts.

### CHAPEL HILL COST BURDENED HOUSEHOLDS

#### OWNER HOUSEHOLDS



19%

Owner Households  
Cost Burdened

#### RENTER HOUSEHOLDS



58%

Renter Households  
Cost Burdened

#### HOUSEHOLDS EARNING <\$35K



89%

Households Earning <\$35K  
Cost Burdened

Draft

# EXISTING POLICIES & PROGRAMS

## Chapel Hill has many policies & programs in place to create & preserve affordable housing

### HOUSING DEVELOPMENT

- Town manages 336 public housing apartments throughout Chapel Hill & Carrboro
- Town leverages publicly-owned land for new, affordable housing developments

### HOUSING PROGRAMS

- Home Buyer Assistance & Rental Assistance Programs assist Town employees secure housing in and around Chapel Hill
- Transitional Housing Program assists low-income families transition from the Town's public housing to the private market

### FUNDING MECHANISMS

- Chapel Hill voters approved a \$10M affordable housing bond in 2018
- Affordable Housing Development Reserve provides annual funding from the Town's general fund
- Chapel Hill receives CDBG and HOME funds from the federal government

### PLANNING & REGULATION

- Affordable Housing Development Fund uses in-lieu payments from developers towards affordable housing
- Manufactured Homes Action Plan addresses redevelopment threat facing manufactured home communities in Orange County
- Affordable Housing Preservation Strategy Framework sets forth approach for maintaining NOAH units

### ZONING POLICIES

- Inclusionary Zoning Ordinance mandates larger for-sale developments in most districts to set aside 15% of units as affordable (10% in downtown)
- Town negotiates affordable units or in-lieu payment as part of conditional rezoning applications for rental housing developments
- Single-family units with accessory apartments allowed by right in most districts

### PARTNERSHIPS & COALITIONS

- Orange County Affordable Housing Coalition strives to foster collaboration among providers, local governments, and advocates
- Northside Neighborhood Initiative acquires and sells properties for affordable housing as part of community land bank strategy
- Town provides operational support to Community Home Trust which has developed an inventory of permanently affordable for-sale homes

# POTENTIAL FUTURE POLICIES & PROGRAMS

## Chapel Hill is in the process of piloting or implementing new housing policies & programs

### HOUSING DEVELOPMENT

- Town exploring redevelopment of public housing sites to add density
- Town identifying additional publicly-owned sites that could be used for affordable housing
- Town building a pipeline of affordable housing tax credit projects

### HOUSING PROGRAMS

- Town preparing to start a revolving loan fund for affordable housing programs

### FUNDING MECHANISMS

- Town exploring additional funding mechanism for affordable housing preservation and development

### PLANNING & REGULATION

- Town is reviewing options for expediting the review process for affordable housing projects; anticipating Council approval on November 16<sup>th</sup>

### ZONING POLICIES

- Town re-examining affordable housing incentives, such as density bonuses
- Town updating the LUMO to better foster the creation and preservation of affordable housing units
- Town exploring LUMO text amendment to expand housing choices in neighborhoods

### PARTNERSHIPS & COALITIONS

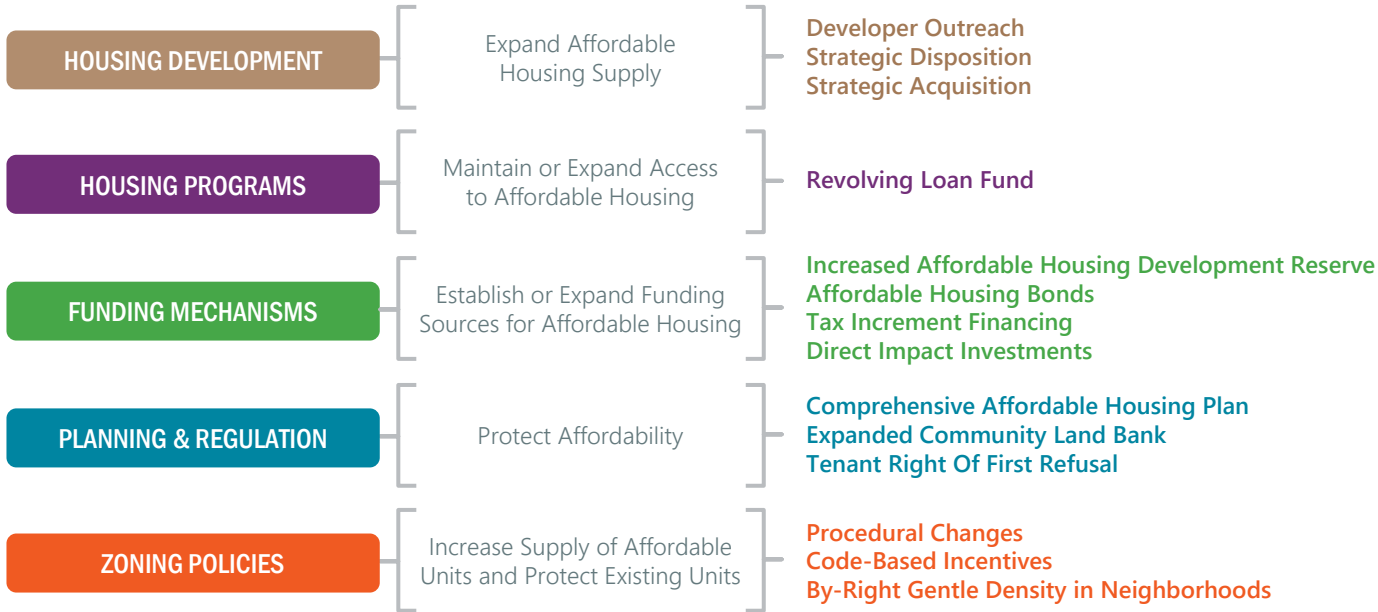
- Town working to expand acquisition and development strategy to include UNC, UNC Health, private financial institutions, and other partners

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# POTENTIAL HOUSING TOOLKIT

## Strategies to expand, protect, and diversify housing stock and promote affordability

The following programs, policies and strategies could be implemented to further expand Chapel Hill's efforts to protect and expand the supply of both affordable and missing middle housing. These recommendations are currently under review and should be further vetted by Town staff and Council. To successfully implement and administer additional policies and programs, the Town may need to increase staff capacity.



Draft

# POTENTIAL HOUSING TOOLKIT

## Housing Development

### Developer Outreach

It is our understanding that affordable housing developers have, in many cases, avoided undertaking projects in Chapel Hill due to the Town's regulatory environment. As the Town considers adjustments to its process, including an expedited review of affordable housing projects, the Town could reintroduce Chapel Hill to the housing development community and continue to play an active role in connecting developers, funders, and service providers. This includes identifying local developers willing to undertake affordable or missing middle development, as well as actively marketing development opportunities, revised entitlement processes, and available incentives.

### Strategic Disposition

Chapel Hill already leverages Town-owned land for affordable housing projects and is continuing to identify other opportunities within its existing land inventory. As the Town explores partnerships with UNC and UNC Health to ease housing development challenges, it could also identify mission-driven landowners (e.g., religious institutions) with surplus land holdings. Around the country, churches and nonprofits are partnering with municipalities to build affordable housing.

These partnerships allow the public sector and mission-driven landowners to have significant control over what ultimately gets developed on a site, while activating underutilized sites. As the Town identifies potential partners, it will be important to discuss redevelopment strategies that align with the Town's housing objectives, as well as how the Town could assist in development efforts. When working with potential partners, the Town should identify any potential zoning or regulatory barriers that could impede housing development.

The Town could lead requests for proposals (RFP) that require a certain type of development through controls on typology, affordability requirements, or other factors. Furthermore, public- or partner-owned land could be provided to developers at a discount to incentivize the private sector to address unmet housing needs (affordable, senior, or missing middle housing development, etc.).

### Strategic Acquisition

In addition to evaluating the suitability of its existing land holdings, the Town could also consider strategically acquiring sites. Typically, this would require the Town to meet a seller's valuation for the site. The Town could consider key sites in the Station and Focus Areas, including larger vacant parcels and aging commercial centers. As a landowner, the Town could then undertake a disposition process, as outlined above, or undertake long-term preservation of any NOAH units acquired.



# POTENTIAL HOUSING TOOLKIT

## Housing Programs

### Revolving Loan Fund

Chapel Hill is currently exploring a revolving loan fund (RLF) for affordable housing. If a source of funding is identified, a RLF could be used to support a variety of housing programs:

- **Naturally Occurring Affordable Housing (NOAH) Preservation.** Both property owners and renters could use a RLF to mitigate rent or property tax increases in areas experiencing rapid price appreciation. Larger organizations, including potentially the Town itself, could leverage a RLF to acquire NOAH projects for the purpose of long-term preservation of affordability. Both Durham and Wake County have recently started loan programs to finance the acquisition and preservation of naturally occurring affordable housing.
- **Property Rehabilitation.** Property owners could use a RLF to finance major property improvements, including ADU construction or accessibility improvements. Older structures—which often serve as a form of naturally-occurring affordable housing—are generally in most need of rehabilitation. Greensboro has programs in place that provide low-interest loans to homeowner for housing rehabilitation and to landlords for rental housing improvements.
- **New Affordable Housing Construction.** A RLF can provide bridge loans for affordable housing developers. In particular, a RLF could be used to finance land acquisition and would subsequently be repaid once tax credits or other project financing is obtained.
- **Homeownership Assistance.** A RLF can provide additional financing between what a borrower can obtain in private financing and the total amount needed to purchase a house. A RLF can thereby help increase access to homeownership. However, given the high housing prices in Chapel Hill, a typical revolving loan amount would be unlikely to make a purchase attainable to low- and moderate-income households. To more effectively expand homeownership, an RLF would likely need to be paired with a community land bank strategy.

Regardless of the housing program, a RLF relies on interest payments and ultimately repayment from the borrower to replenish the fund. Those payments then allow the Town to issue additional loans. Typically, revolving rehabilitation loan funds have criteria such as home age, type of improvement, cost of improvement, or resident income. Recipients of the loan typically would not be able to receive a loan from a traditional bank, and loans are generally offered at lower interest rates.

# POTENTIAL HOUSING TOOLKIT

## Funding Mechanisms

### Increased Affordable Housing Development Reserve

The Town dedicates a portion of its general fund for affordable housing programs. However, the annual Affordable Housing Development Reserve allocation has remained flat since 2015. The Town could consider increasing this reserve amount to expand housing programs and accommodate ongoing inflation and other cost increases.

### Affordable Housing Bonds

In 2018, Chapel Hill voters approved a \$10 million bond to create and preserve affordable housing. This bond is the Town's single largest source of funding for affordable housing. The Town could consider placing another bond on the ballot in order to fund future affordable housing development and/or transit improvements.

### Tax Increment Financing

Tax increment financing (TIF, often called project development financing in North Carolina) is a way for a municipality to capture the property value increases associated with new development and redevelopment. Those captured revenues are then used to reinvest within the immediate area. In North Carolina, housing for people of low or moderate income is an authorized use of TIF revenues. TIF is rarely used in North Carolina, likely in part to its perceived complexity, statutory limitations, and availability of alternative types of project financing.

In North Carolina, a TIF district must consist of property that is blighted, deteriorated, undeveloped, inappropriately developed, or appropriate for conservation activities or economic development. To issue bonds or other debt instruments, a jurisdiction needs to get approval from the Local Government Commission. State law also limits the amount of a jurisdiction's land area that can be placed in a TIF to no more than 5%. Should Chapel Hill pursue establishing a TIF, the Town will need to consider which area or areas could make the best use of the tool.

A synthetic TIF is an alternative strategy that includes pledging a portion of future incremental revenues to an area without a formal district in place. Operationally, a synthetic TIF functions similarly to an actual TIF. However, it is simpler and easier to establish and eliminate as needed.

### Direct Impact Investments

Around the country, large employers, financial institutions, and philanthropic foundations often provide financial support towards affordable housing. Chapel Hill could engage these entities which are active locally to direct impact investment funds toward housing strategies that address the town and region's unmet needs.

# POTENTIAL HOUSING TOOLKIT

## Planning & Regulation

### Comprehensive Affordable Housing Plan

In addition to the N-S BRT TOD planning study, Chapel Hill has initiated several housing market studies in recent years, including the *Housing Needs and Market Assessment* (2017), *Affordable Housing Gap and Economic Analysis* (2017), and *Projected Housing Needs, 2020-2040* (2021) studies. To build on this past work and the ongoing TOD planning study, the Town should undertake a comprehensive planning effort that focuses specifically on affordable housing. This study would ideally develop an updated guide for the Town's housing investments and regulatory programs.

### Expanded Community Land Bank

Chapel Hill's Northside Neighborhood Initiative already operates a land bank which was funded through an initial \$10M loan from UNC. The land bank identifies properties for purchase and rehab, and then sells to nonprofits that develop affordable housing. To date, approximately 50 affordable units have been developed. The Town provides annual operating support as well as gap funding to buyers. Going forward, the Northside land bank could be expanded, or a new land bank could be established, to support affordable housing within Chapel Hill. The Town could assist this process by developing an inventory of the vacant property while pledging funding to acquire and clean parcels. Land bank property would provide low-cost opportunities for affordability in the Station and Focus Areas.

### Tenant Right Of First Refusal

Tenant right of first refusal laws are also designed to ensure long-term affordability. The Town should explore the feasibility of allowing tenant right of first refusal in any instance that NOAH properties—including manufactured home communities—are redeveloped. Tenants could then rent redeveloped units in the new building at the same rate as pre-redevelopment. North Carolina laws regarding rent control may limit the ability of jurisdictions to implement this policy (other than for public housing units, to which the policy already applies). The Town could attempt to negotiate a similar benefit as part of any rezoning agreement, as was done for the Glen Lennox redevelopment. Such agreements would only apply to a specific project rather than town-wide. If tenant right of first refusal is a viable option, the Town could also work to connect renters facing displacement with nonprofit organizations who can help renters organize or secure funding.

# POTENTIAL HOUSING TOOLKIT

## Zoning Policies

### Procedural Changes

It is our understanding that the complexity of Chapel Hill's development review process limits the production and supply of affordable housing by adding time, cost, and risk to projects; restricting the ability to meet funding deadlines; and preventing some developers from advancing projects. Chapel Hill is currently piloting an expedited review process for affordable housing projects, which may soon be adopted permanently. This process could be formalized to streamline the development process for a greater variety of residential projects that set aside a portion of units as affordable. Given the high land price and development costs in Chapel Hill, creating a more streamlined process could support the development of affordable housing.

In addition, the Town could consider increasing the threshold that triggers the Town Council review process. The existing low threshold allows for very little by-right development within Chapel Hill. Increasing the threshold would allow the typologies and densities expressed in the FLUM to be developed by-right; thereby reducing the entitlement process and providing more certainty to the development community.

### Code-Based Incentives

As part of other zoning code updates, Chapel Hill could also consider adopting code-based incentives that support equitable development patterns. Incentives such as reduced parking requirements or height and density variances could be granted to developers in exchange for more affordable units or other public benefits. Incentives that are clearly articulated in the zoning code—rather than negotiated individually for each development—would provide certainty for the development community around tradeoffs while streamlining the entitlement process. These code-based incentives could be piloted in certain areas—such as specific zoning districts or around transit stations—or could be applied Town-wide.

### By-Right Gentle Density in Neighborhoods

A majority of Chapel Hill's developed land area is zoned exclusively for single-family housing. The Town recently legalized accessory dwelling units (ADUs) in these areas. Introducing additional "gentle density" into these neighborhoods—in the form of duplexes, triplexes, or small multifamily buildings—can gradually increase density over a longer period. These units would not be legally restricted as affordable but have historically served as a form of naturally occurring affordable rental housing and could offer homeownership at a lower price to many households by reducing a buyer's land costs. Many communities around the country, including Durham, have recently begun to allow duplexes and other moderate-density housing in districts previously zoned exclusively for single family housing.

# Market Analysis POTENTIAL IMPLEMENTATION STRATEGIES

Draft

# POTENTIAL IMPLEMENTATION STRATEGIES

## Strategies to facilitate equitable growth and development

There are additional strategies that Chapel Hill could consider to support market-rate and commercial development. These development strategies will be assessed and implemented with a focus on equity. Recommendations are currently under review and should be further vetted by Town staff and Council.



Draft

# POTENTIAL IMPLEMENTATION STRATEGIES

## Residential

### Encourage Density in Areas Around Transit

Housing and transportation costs are generally the two biggest expenditures for households. Chapel Hill should continue facilitating residential development and redevelopment around the proposed BRT stations. Locating additional housing along the N-S BRT could help households reduce their transportation costs and would increase transit ridership. A diversity of housing is required to meet the needs of Chapel Hill residents at different ages, life stage and incomes. Therefore, the Town could encourage a variety of residential typologies and tenures, while also supporting greater affordable housing production.

### Add More Residential Downtown

Chapel Hill has a significant opportunity to support the town's economic and commercial base by supporting residential development in and around downtown. This area will benefit from the forthcoming N-S BRT improvements. Some residential projects have been built in the downtown recently, and others are in the pipeline; the Town could continue encouraging this development momentum, focusing particularly on projects that serve segments of the housing market beyond students. More residents in the downtown would foster a sense of community and increase the viability of different retail and commercial uses. With its proximity to jobs, transit and retail, downtown Chapel Hill is also best suited for higher-density development.

### Work with UNC to Expand Housing Options

Currently, UNC students compete with long-term residents for housing in campus-adjacent neighborhoods. At the same time, many university employees cannot afford to live in Chapel Hill. UNC could help address these challenges by supporting more housing development on underutilized land holdings. The Town could partner with UNC to identify sites and attract developers. UNC-sponsored development does not have to be limited to student dorms. Around the country, there are successful examples of universities entering public-private partnerships to build investment-grade mixed-use residential projects. UNC and the Town could partner to develop housing to serve a wide variety of households.

# POTENTIAL IMPLEMENTATION STRATEGIES

## Office

### Continue Corporate Attraction & Retention Efforts

Over the last decade, Orange County's share of regional jobs has declined. During this period new office development in the region has primarily concentrated in Raleigh and Durham's downtowns, as well as in and around Research Triangle Park. The Town's Economic Development department actively works to attract office users and development to Chapel Hill. The Town could continue these efforts and market available incentive programs. Chapel Hill's economic base is heavily specialized in education and healthcare. There is potential to grow other sectors that are quickly growing regionally, particularly life sciences, engineering, and information technology. Many of these sectors would benefit from proximity to UNC's research, facilities and talent pool.

### Cluster Office Development

How and where people work has been significantly impacted by the pandemic. Office users are continuing to move to higher-quality, Class A space, which is leading to declining occupancy in older buildings. Established city centers and other walkable areas are expected to keep growing as popular office locations, though they will likely have fewer office workers on a typical day. Chapel Hill is well positioned to capitalize on these trends. The Town could encourage office developments to cluster in key locations, particularly downtown, though some users will continue to desire more controlled, campus environments. At the same time, some of the town's older office buildings may struggle to maintain occupancy. The Town could therefore proactively identify areas with a concentration of older or vacant office buildings. These areas may benefit from redevelopment to residential or another use rather than continuing to serve as office.

### Capture Commercialization from UNC-Based Incubators

The Town and UNC partnered to create the Carolina Economic Development Strategy as a way to revitalize downtown Chapel Hill and promote economic development. As part of this strategy, the Town and UNC are working to create a downtown innovation district. As the Town continues to facilitate the innovation district, it could be proactive in retaining commercial users that have been incubated locally by assisting with relocation efforts.



# POTENTIAL IMPLEMENTATION STRATEGIES

## Retail

### Activate Ground Floor at Key Locations

To support a vibrant pedestrian environment, Chapel Hill could promote active ground floor uses wherever possible. However, given recent retail trends, it is unlikely that retail can be supported throughout the Station and Focus areas. The Town could prioritize new, walkable retail development within the downtown and at station areas along the N-S BRT with the highest projected ridership. In other places, Chapel Hill could promote alternative activation strategies. In new office and residential developments, amenity spaces, such as gyms, can activate the ground floor. If feasible from a financial and design standpoint, parking garages should limit exposure on the street-facing sides.

### Encourage Retail that Reflects Community Needs or Emerging Typologies

While certain retail categories in Chapel Hill are well supplied, there is unmet current or future demand in others, including general merchandise, furniture & home furnishings, and building materials. The Town could be proactive in attracting additional retail development within these sectors, as well as in value-, convenience-, and experience-focused sectors, which are all growing nationally.

### Support Local Small & Minority-Owned Businesses

Chapel Hill has a strong retail market overall. However, certain areas—parts of downtown in particular—exhibit relatively high vacancies. The Town could encourage local small and minority-owned businesses to fill these spaces by connecting potential tenants with property owners and available resources. The Town could also encourage property owners to test alternative tenanting strategies, such as short-term leases or pop-ups. Through supportive services or incentives to businesses and property owners, the Town could help fill vacancies in high-visibility locations. This strategy would also activate more ground floor spaces, particularly in the downtown.

# POTENTIAL IMPLEMENTATION STRATEGIES

## Downtown

Downtown Chapel Hill would benefit from many of the land use strategies already discussed. There are additional downtown-specific strategies that could strengthen and support this part of the Town.

### Increase Service and Retail Offerings

#### Provide Support and Incentives to Property Owners with High Visibility Vacancies

Retail and service offerings in the downtown have historically catered to students and UNC visitors. As the residential and employment bases in the downtown increase, there may be opportunity to enhance retail amenities such as dry cleaners, yoga/fitness studios, urban format general merchandise stores and pharmacies. In the meantime, the Town could also provide supportive services or incentives to businesses and property owners to fill high visibility vacancies in the downtown. New retail within the downtown should be developed in transit-supportive mixed-use formats, where possible. The Town should continue working with the Downtown Partnership on programming and to attract and support businesses.

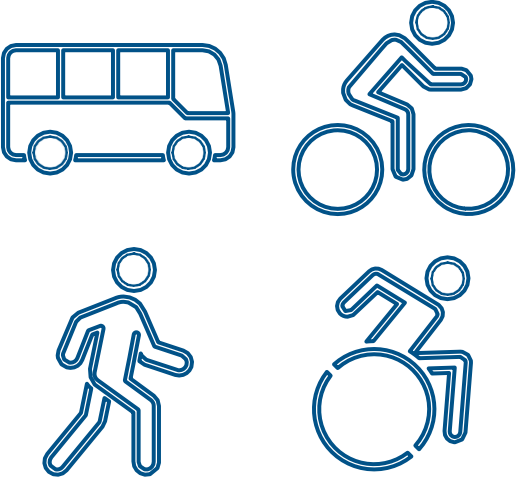
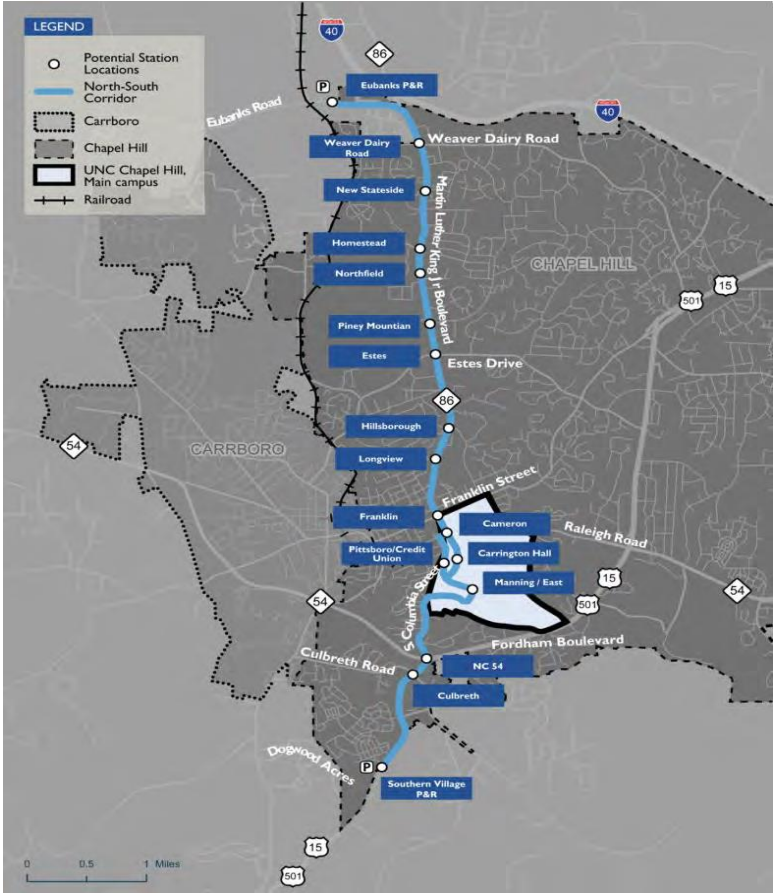
### Expand Shared Parking Solutions

Chapel Hill should promote shared and flexible parking arrangements, leveraging parking garages in the downtown. Flexible downtown parking solutions would help accommodate a more diverse range of uses and make more efficient use of parking resources. More shared parking would also free up existing surface parking lots for more productive uses. To implement expanded shared parking, the Town could undertake the following:

- Quantify current inventory and demand for parking.
- Assess future demand based on study area development projections.
- Recalibrate the employee and visitor parking strategy within the downtown core.
- Develop a joint use parking policy to optimize use of available parking downtown.
- Allow and facilitate joint use parking arrangements in public and private garages to minimize construction of new parking spaces.

Draft

# TOD Accessibility – Transportation Infrastructure Equity



Draft

# Purpose and Benefits of Transportation Equity Analysis

- **Context and Mission of TOD Accessibility Analysis**
- Analyzing **existing conditions** along N-S BRT Corridor station areas and Focus Areas and reviewing studies with focus on Mobility and Accessibility that Chapel Hill has already done
- Conducting **Walking + Biking + Rolling Audits** with stakeholders and interested residents – with focus on accessibility gaps/barriers, safety and public input that was documented
- Provide **Accessibility Recommendations** for Station Areas and Focus Areas and infrastructure features

## Overlay Equity on Accessibility Recommendations.....

- **Purpose:** Adding additional layer to accessibility/mobility analysis with equity lens.
- Helping Chapel Hill's commitment in creating a roadmap, with future actions and policies to advance racial equity, community wealth building, climate resilience and public health goals through this and infrastructure projects.
- **Benefits:** When centered on racial inclusion and community wealth building, Transportation Equity can be a driver of positive transformation for more vibrant, prosperous, and resilient neighborhoods connected to opportunities throughout the city and region.
- Outline mobility/infrastructure recommendations to build Town's capacity and future policies to support equitable project and developments.

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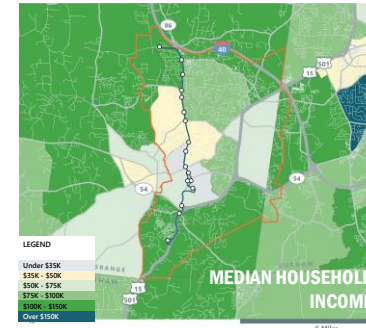
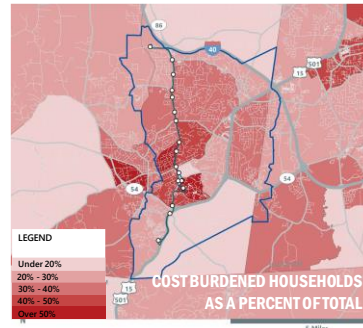
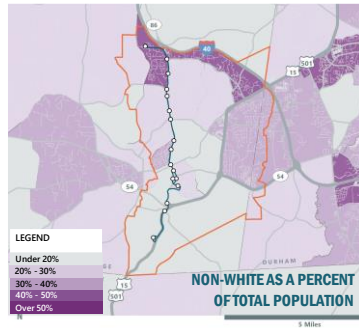
# Importance of Equitable Investments

- **The importance** of equitably distributing the benefits of public transportation investments.....
  - It promotes fairness in mobility and accessibility to meet the needs of ALL community members.
  - Through thoughtful policy decisions, investments and program placement that incorporate these equity values and recommendations, development occurring in transit-served locations can and should more effectively benefit all Chapel Hill residents, regardless of whether they reside near transit.
- How the recommendations produce more **equitable investments** in transportation infrastructure of Chapel Hill.....
  - By proposing process and roadmap for Chapel Hill to undertake as improvement of equity investment
  - Focusing on recommendations as comprehensive set of actions for Chapel Hill to take over next few years
- Recommendations help achieve the Town's **vision and other community goals**....
  - When centered on racial inclusion and community wealth building, Equity can be a driver of positive transformation for more vibrant, prosperous, and resilient neighborhoods connected to opportunities throughout the city and region.
  - The recommendations, with equity lens, will support Town' other community goals such as building inclusive, sustainable and competitive community – as outlined in “Complete Communities Mission Statement”
- Ways the recommendations contribute to **Complete Streets** and improved safety for pedestrians and cyclists.....
  - Accessibly designed streets create greater opportunities and ease for pedestrians and those with disabilities, whether through wider sidewalks to accommodate wheelchairs or enhanced signaling for individuals with impaired vision or hearing.
  - Emphasizing the importance of Complete Streets concept in designing streets so that all people — whether they're walking, bicycling, using public transportation, driving, or using mobility devices — can safely and easily get where they're going- improving health and safety of the community.

Draft

# Strategies for Equitable Transportation Investment

- Improve pedestrian infrastructure in station areas and Focus Areas by prioritizing and targeting resources based on need, starting with current ADA project of inventory of current sidewalk infrastructure and with an equity lens.
- Improve visibility and accessibility of transit signage and wayfinding, especially for people with disabilities or for whom English is not their first language.
- Increase access to shared micro-mobility options, including bike-share and e-bikes – easy access to transit for people walking, or that don't own car.
- Prioritize high-quality bicycle infrastructure to, from, and within station areas and Focus Areas - consider bicycle and greenway network linkages to create direct routes to the stations and Focus Areas.
- Enhancing First and Last-Mile Connections to Transit - focusing on intersection improvements in station areas will assist with safety and access for ALL Chapel Hill residents.
- Include an equity analysis and performance-based planning of future projects, which will assess the benefits and burdens of future transportation/infrastructure investment.



\*Data provided by SB Friedman

Draft

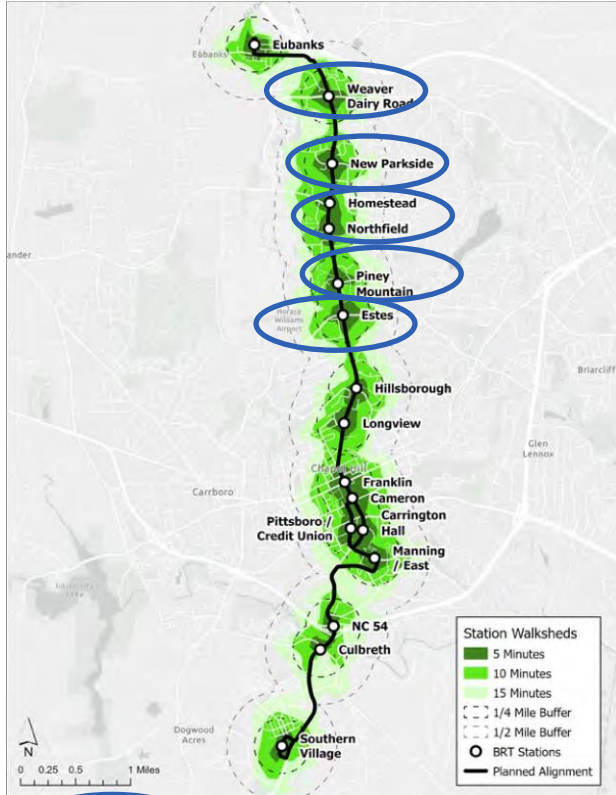
# Project Prioritization Checklist for Equitable Transportation Investments

- Recommended criteria for determining project's Equity Return on Investment
- Exact criteria is yet to be determined based on Chapel Hill's sociodemographic data

- Demographics, Income levels data , Cost Burdened household data, vehicle ownership data
- Bike and Ped Crash Data
- Mobility Audit completed in April 2022
- Pedestrian and Bike Network gaps and barriers
- Studies previously done by Chapel Hill....**Mobility and Connectivity Plan** as a leading resource
- Easy access to service within 5–10-minute walk or bike ride
- Multi-modal connectivity, to and between, transit modes
- Incorporation of Complete Streets Principles
- Enhanced accessibility and universal design, ensuring that transportation systems and services accommodate people with diverse needs and abilities

Draft

# Priority Station Areas



- Priority Accessibility Locations are organized and based on gaps, barrier types, demographics data, cost burdened analysis and median income data with the goal to help Chapel Hill with **prioritization of projects** in future.
- Prioritizations are focused on populations along N-S BRT Corridor and Focus Areas with greater needs or preferences for bicycling and walking, including “last mile” trips to access transit.
- Priority Accessibility Locations are recommended in areas of the N-S BRT corridor where a large number of households have low rates of vehicle ownership and lower incomes, may need more transit service to link residents to jobs and services, as well as bike and pedestrian connections to transit.

Draft



# LUMO AUDIT UPDATE Implementation Strategies

Draft

# Where We've Been



The team had numerous conversations with staff about content, process, and perception



The team surveyed internal and external LUMO users



The team surveyed other comparable jurisdictions to benchmark approach, process, staffing, and timing



The team conducted numerous stakeholder roundtables with internal and external LUMO users



The team began reviewing the LUMO in detail

# Where We're Headed



Complete evaluation based on past work, stakeholder inputs, and professional best practice



Create a code diagnosis report and recommended strategies for implementation



The consultant will create a LUMO Rewrite Roadmap for the Town's consideration

# LUMO Audit – Engagement Status

## Internal Scoping Meetings

Planning  
Building and Development  
Enforcement  
Town Attorney  
Town Managers

**COMPLETE**

### Outcome

Better understand the internal issues facing LUMO administration and application

February 2022

## Surveys

### Internal Survey

Staff, Advisory Boards, Council

### External Survey

Developers, Representatives,  
Design Community

### Benchmark Survey

Comparable NC jurisdictions

**COMPLETE**

### Outcome

Identify content and procedure deficiencies in the current LUMO experienced by multiple user groups

May/June 2022

## Key Stakeholder Roundtables

Development Community  
Applicant Representatives  
Architects and Engineers  
Environmental Groups  
Large Landowners  
Planners  
Town Staff  
Advisory Committee

**COMPLETE**

### Outcome

Deeper understanding of LUMO challenges and opportunities based on survey inputs and overlaps

August 2022

# Plan Alignment

## FOUNDATIONAL ELEMENTS:

- The LUMO is the Town's most important comprehensive plan implementation tool
- When codes are aligned with plans, outcomes are more intentional and predictable
- Comprehensive plans are long-range visions while land development regulations have horizons that are immediate or near term

# Plan Alignment

## FINDINGS:

- The comprehensive plan lacks the vision and priorities needed to drive the standards in the LUMO--***if everything is a priority, nothing can be a priority***
- The LUMO has not been updated to reflect FLUM - heights and building typologies are indicated in Focus Area policy, but not expressed in the code / regulations
- The LUMO is effectively acting as a de facto plan that is reactive and site-specific rather than comprehensive. It is unpredictable, and ineffective in achieving desired land use patterns that promote transit, affordable housing, and other outcomes that create resilience and equity

# LUMO Content

## TO BE MOST EFFECTIVE, THE LUMO SHOULD BE:

- Predictable in its processes and outcomes
- Consistent in its application
- Flexible enough to allow some variation without amendment
- Clearly written
- Administered efficiently getting to some version of “Yes” or “No” as quickly as possible

Draft

# LUMO Content

## KEY FINDINGS:

- Survey respondents indicated the LUMO performs inadequately regarding predictability, consistency, flexibility, clarity, and efficiency
- The LUMO lacks design standards, outside the Blue Hill district, that can help improve predictability and consistency
- The LUMO contains few incentives that effectively encourage desired development patterns, depending instead on negotiated requirements
- The LUMO contains an antiquated use structure that conflicts with definitions and does not reflect best practices

Draft



# LUMO Content

## KEY FINDINGS:

- Zoning and development review is focused on the process, not product
- Conditional zoning is used too often and creates create uncertainty for applicants
- The 20,000-square-foot threshold has unintended consequences
- The concept development plan requirements, while well intentioned initially, are onerous and expensive
- Most processes are linear, allowing little concurrent review or coordination
- Professional planning staff are underused, often serving in clerical rather than advisory roles

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# POTENTIAL RECOMMENDATIONS - CULTURE

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To have a strong planning program, the Town will need to:

- Reestablish trust between leaders and staff and the town and its residents and business owners
- Be able to rely on a clearly stated, well-thought-out, and publicly vetted comprehensive plan that establishes priorities and a vision that drive the LUMO rather than the often-conflicting input currently received in numerous public meetings and processes
- Push decision-making down to the lowest level practical to allow the Town to respond more quickly to an ever rapidly changing world

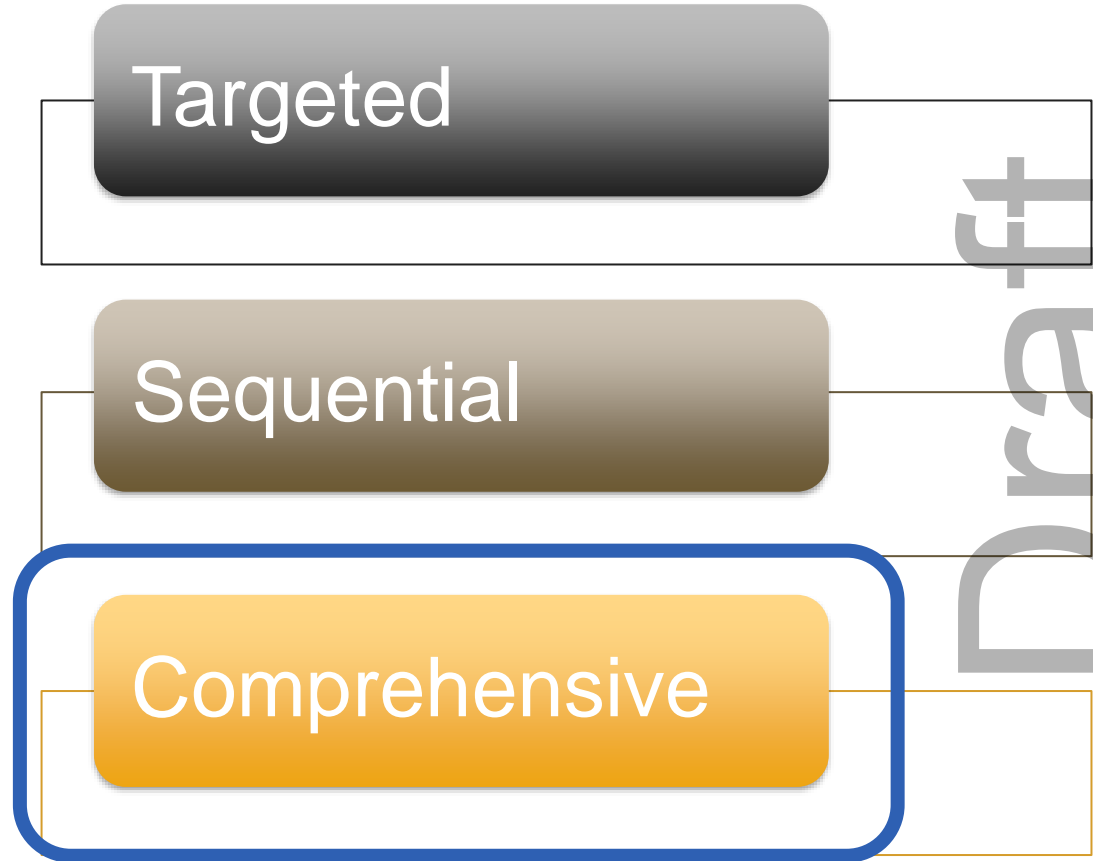
# POTENTIAL RECOMMENDATIONS - CONTENT

To create a code that addresses equity, incentivizes affordability, and improves connectivity, consider the following implementation strategies:

- Density bonuses to incentivize or reward affordable units or preferred design
- Permit streamlining based on development type or location
- Reduction or waiver of fees to incentivize affordable units or development types
- Reduced parking standards for development in prioritized hubs/corridors
- Pre-approved building plans to expedite process, incentivize development typologies
- Articulate clear design standards to expedite development review, improve certainty

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# Potential Approaches to LUMO Update



## Council Engagement

