

### TOWN OF CHAPEL HILL

Town Hall 405 Martin Luther King Jr. Boulevard Chapel Hill, NC 27514

### Town Council Meeting Agenda

Mayor Pam Hemminger Mayor pro tem Michael Parker Council Member Jessica Anderson Council Member Allen Buansi Council Member Hongbin Gu Council Member Tai Huynh Council Member Amy Ryan Council Member Karen Stegman

Wednesday, April 14, 2021 6:30 PM

**Virtual Meeting** 

### **Virtual Meeting Notification**

Town Council members will attend and participate in this meeting remotely, through internet access, and will not physically attend. The Town will not provide a physical location for viewing the meeting.

The public is invited to attend the Zoom webinar directly online or by phone. Register for this webinar:

https://us02web.zoom.us/webinar/register/WN\_qVtJY40vQVq3I2XDdfN7lQ After registering, you will receive a confirmation email containing information about joining the webinar in listen-only mode. Phone: 301-715-8592, Meeting ID: 884 0797 4854

View Council meetings live at https://chapelhill.legistar.com/Calendar.aspx – and on Chapel Hill Gov-TV (townofchapelhill.org/GovTV).

#### **OPENING**

#### **ROLL CALL**

#### **ANNOUNCEMENTS BY COUNCIL MEMBERS**

#### **AGENDA ITEMS**

1. Charting Our Future - Land Use Management Ordinance (LUMO) Rewrite Process Discussion.

[21-0316]

PRESENTER: Alisa Duffey Rogers, LUMO Project Manager

The purpose of this item is for Council to receive the staff presentation and provide guidance on the LUMO Rewrite Project Plan.

Town Council Meeting Agenda April 14, 2021

2. Update on the Town Budget.

**[21-0317]** 

PRESENTER: Amy Oland, Business Management Director Nancy Freeman, Orange County Tax Assessor Maurice Jones, Town Manager

The purpose of this item is to present the results of the 2021 Orange County property revaluation and discuss how these results will impact the development of the FY 2021-22 Annual Operating Budget.

REQUEST FOR CLOSED SESSION TO DISCUSS ECONOMIC DEVELOPMENT, PROPERTY ACQUISITION, PERSONNEL, AND/OR LITIGATION MATTERS



### TOWN OF CHAPEL HILL

Town Hall 405 Martin Luther King Jr. Boulevard Chapel Hill, NC 27514

#### Item Overview

Item #: 1., File #: [21-0316], Version: 1 Meeting Date: 4/14/2021

#### Charting Our Future - Land Use Management Ordinance (LUMO) Rewrite Process Discussion.

Staff: Department:

Maurice Jones, Town Manager Alisa Duffey Rogers, LUMO Project Manager Manager's Office

**Overview:** After 2.5 years of community engagement and efforts to update the vision for the future of Chapel Hill, the Town Council adopted the Future Land Use Map (FLUM) - Update to *Chapel Hill 2020* on December 9, 2020. The next step in Charting Chapel Hill's future is to rewrite the Town's Land Use Management Ordinance (LUMO), which is the Town's "rule book" for development. Tonight, the Council begins the rewrite process with a briefing on the proposed project plan and by reviewing different zoning tools.



#### Recommendation(s):

That the Council receive the staff presentation and provide guidance on the LUMO Rewrite Project Plan.

#### **Key Issues:**

- What makes a good Land Use Management Ordinance?
- What do we want from a new Land Use Management Ordinance?

#### M

#### **Attachments:**

- Draft Staff Presentation
- Project Plan Overview
- Explanation of the Land Use Management Ordinance Rewrite Project Phases
- Roles & Engagement for Internal Project Stakeholders
- Zoning Tools Information Sheet

### The Agenda will reflect the text below and/or the motion text will be used during the meeting.

PRESENTER: Alisa Duffey Rogers, LUMO Project Manager

The purpose of this item is for Council to receive the staff presentation and provide quidance on the LUMO Rewrite Project Plan.

### **Town Council Work Session**

**LUMO Rewrite Project – Charting Chapel Hill's Future** 

April 14, 2021



### Agenda:



What makes a good LUMO? – Let's talk zoning! Hooray!
 (What do we want from a new LUMO?)

2. Brief review of LUMO Rewrite Project Plan

3. Next Steps



What is the Land Use Management Ordinance?

LUMO/UDO

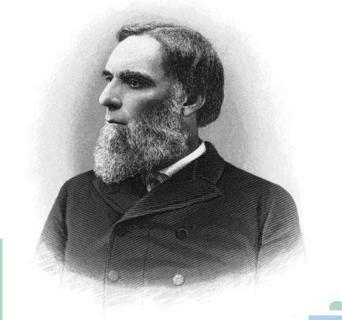
OH MY!

UNIFIED DEVELOPMENT ORDINANCE

# What makes a good Land Use Management Ordinance?



### Dillon's Rule

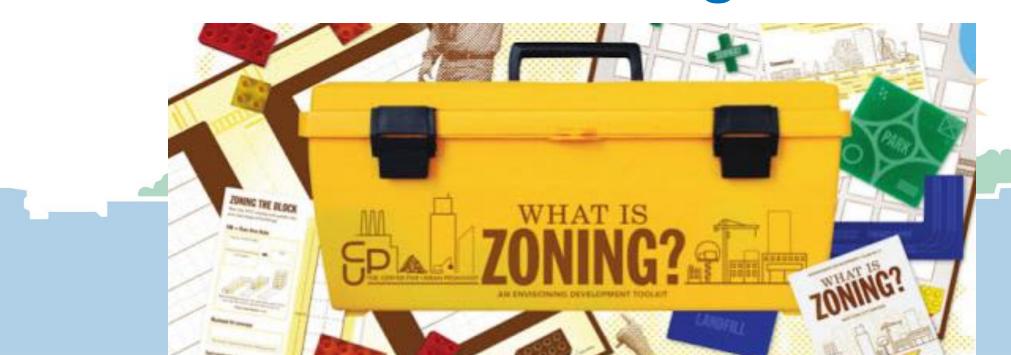


John F. Dillow.

# What makes a good Land Use Management Ordinance?



### Let's talk zoning!!!!







### Type of Zoning Codes:

- 1. Euclidean Zoning
- 2. Performance Zoning
- 3. Negotiated Zoning (Transactional)
- 4. Form-Based Codes
- 5. Hybrid Zoning





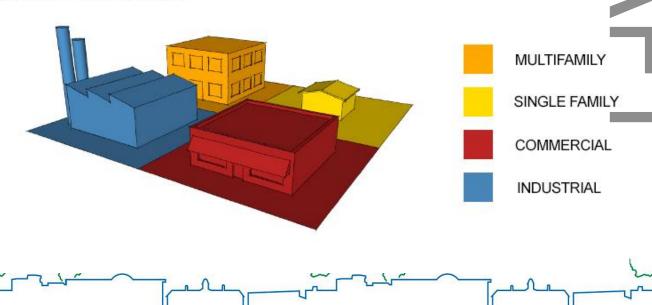
### **Euclidean Zoning**

Single Family Multifamily **Commercial** 

**Industrial** 

**EUCLIDEAN ZONING** 

### Separate Land Uses





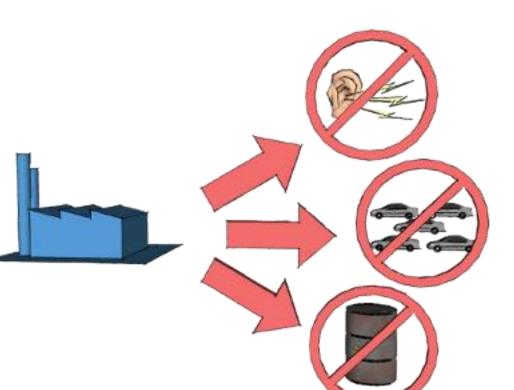
### **Performance Zoning**





Regulates the effects or impact of land uses

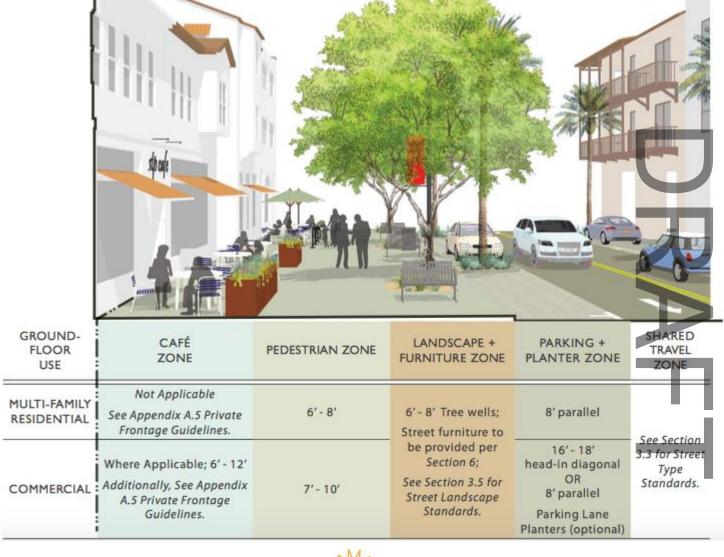




### Form-Based Code



Controls building form & placement first with building use secondary

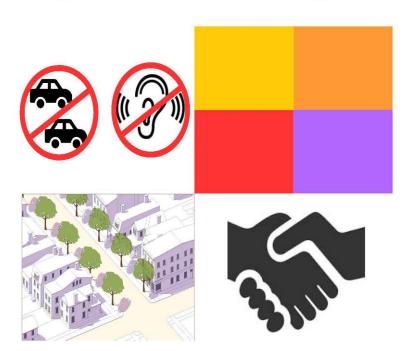




# Going Hybrid



### **Hybrid Zoning**



 Hybrid codes apply different zoning tools in different places within the Town

 Ability for the Town to "right-size" the zoning tools needed in a more predictable and clear manner り 刀 円 円





What makes a good LUMO?

What do we want from a new LUMO? Values Vision

Goals

# roject Goal

The goal of the Town's Land Use Management Ordinance Rewrite Project is to improve
the Town's land use tools in order to implement the community's vision values and notify
the Town's land use tools in order to implement the community's vision. The goal of the Town's Land Use Management Ordinance Kewrite Project is to improve the Town's land use tools in order to implement the community's vision, values and asthe lown's land use tools in order to implement the community's vision, values and polygols. The rewrite process will improve the Land Use Management Ordinance and assignable. The rewrite process will improve the Land use more predictable functional and sociated land use tools and processes so that they are more predictable functional and sociated land use tools and processes so that they are more predictable. goals. The rewrite process will improve the Land Use Management Ordinance and associated land use tools and processes so that they are more predictable, functional and intentional intentional.

# Predictable

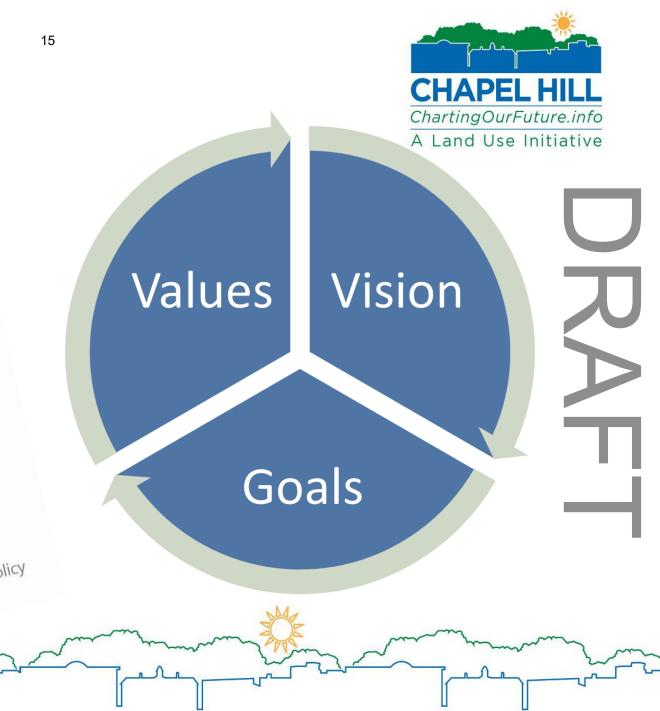
Land use tools create predictable review processes in which participants understand their ability and scope to influence the outcome of the process

## Functional

Land use tools are comprehensive, internally consistent, organized and clearly communicate rules, regulations and standards

## Intentional

Land use tools implement the community's vision, values and policy



What do we want from a new LUMO?





Values Vision

Goals



RECOMMENDATION #3 - MIXED-USE ACTIVITY CENTER

NORTHFAX WEST

NEIGHBORHOOD

LOWER HEIGHT BUILDINGS NEXT

TO RESIDENTIAL

ORCHARD STREET LINEAR

CREATING A NEW STREET AND BLOCK PLAN

 What do we want from a new LUMO?

> NEW PEDESTRIAN W PEDESTRIA AT CROSSING AT CROSSING AT CHAIN BRIDGE ROAD

> > MIXED-USE BUILDINGS

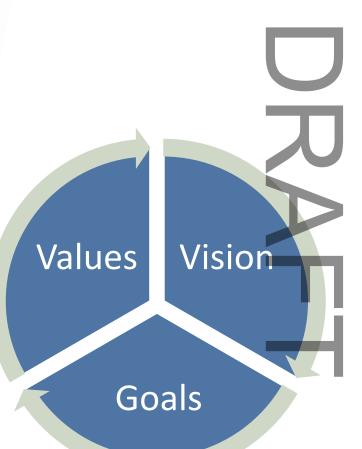
> > > RESOU

BUILDIN



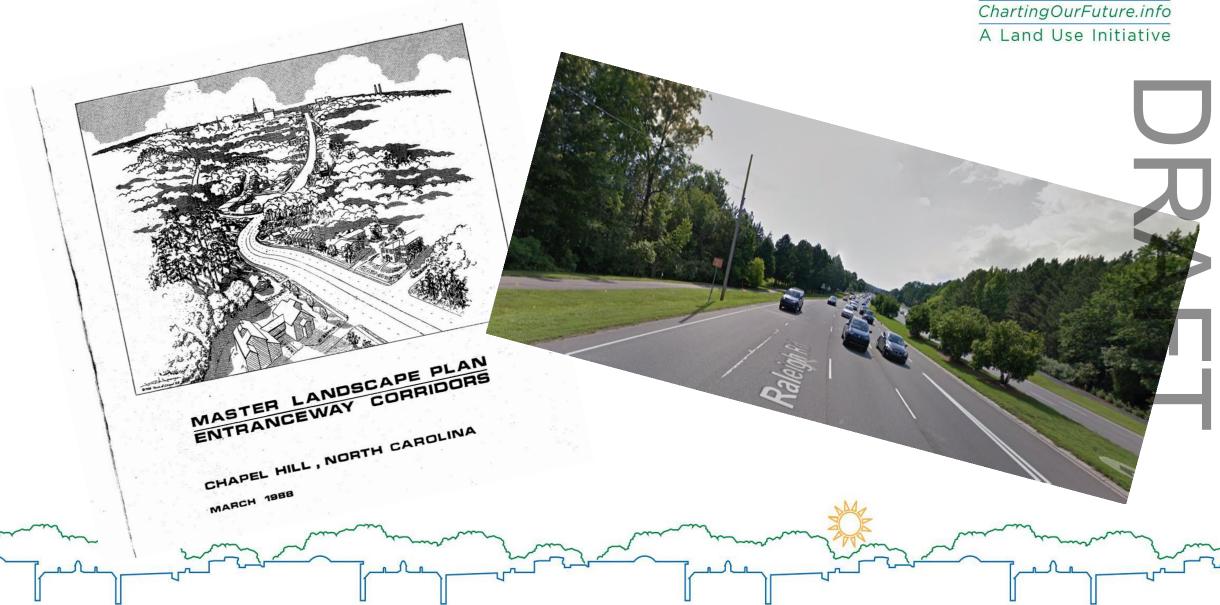






### **Translating Vision to LUMO Language**





What makes a good LUMO?



### **Process to Rewrite the LUMO**



Phase 1
Project
Planning

### Phase 2

Diagnostic & Visioning

### Phase 3

Council Endorsement

### Phase 4

Code Rewrite & Atlas Alignment

### Phase 5

Code/Atlas Adoption

- RFP/RFQ
- Education Campaign
- Integration with BRT TOD

- Analysis of LUMO Issues
- Alignment with Long Range Goals
- Focus Area
   Visioning
   including
   BRT TOD

Council review & adoption of Phase 2 findings

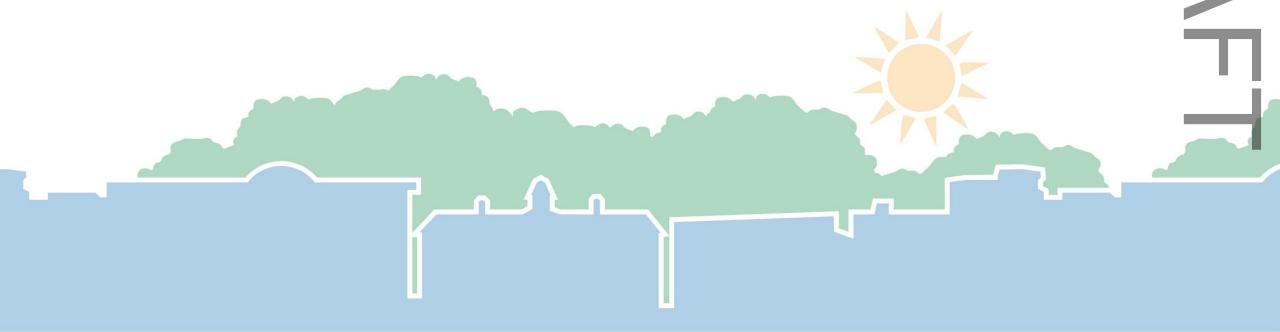
- Analysis to support code provisions
- Draft LUMO provisions

- New UDO
- Revised
   Zoning Atlas,
   as
   appropriate

### **Next Steps**

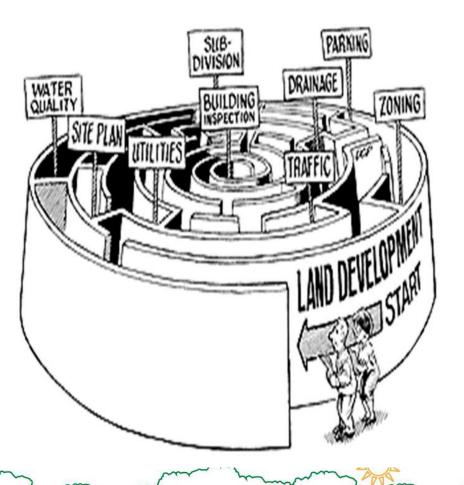
- Continue conversation in May
  - What works or doesn't work with the LUMO
  - Roles & Responsibilities
  - Deep dive on the Project Plan
- Issue RFQ at the end of May





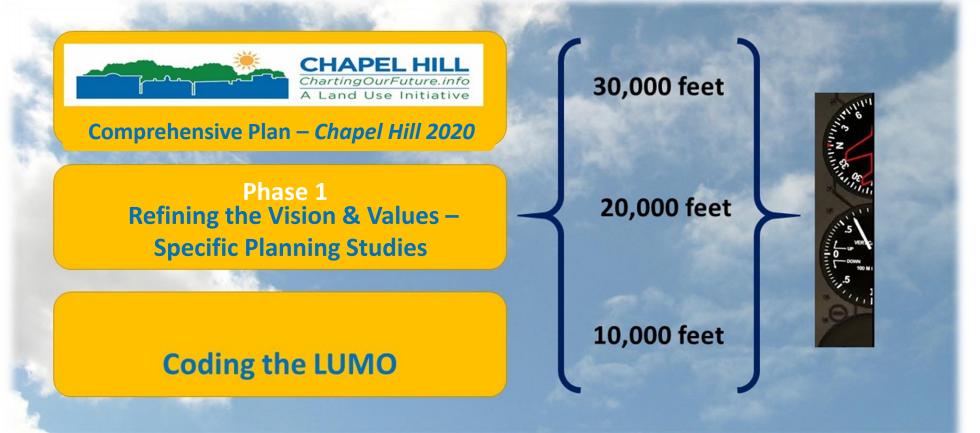
### Questions????





### How do the land use tools work together?





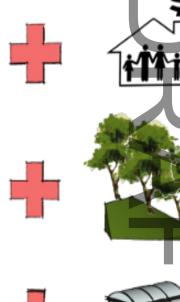
フ ア T T

### Rewriting LUMO – Vision, Values & Goals Approach



Includes evaluations designed to move forward Town goals:

- ☐ Diverse housing options
- Zoning tools & strategies for resilient zoning options
- □ Public benefits & necessary zoning incentives, to facilitate such benefits







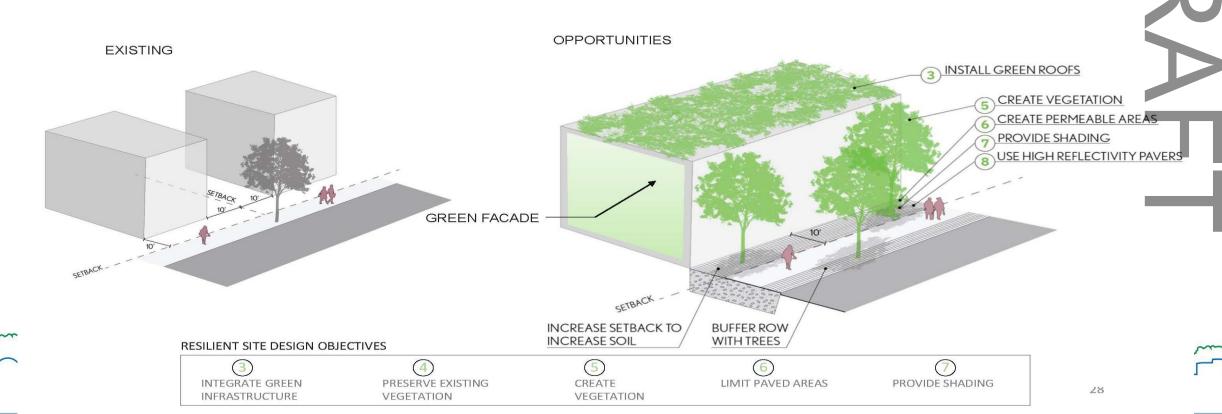
### Rewriting LUMO – Vision, Values & Goals Approach



### Zoning tools & strategies for resilient zoning options

Building performance standards can be integrated into the cool factor.

Resilient building design to reduce heat island effects might include green facades and roofs.



### Land Use Tools -Specific Plans



**RECOMMENDATION #3 - MIXED-USE ACTIVITY CENTER** 

NORTHFAX WEST

TRAIL
CONNECTION TO
NEIGHBORHOOD

LOWER HEIGHT BUILDINGS NEXT TO RESIDENTIAL

ORCHARD STREET LINEAR PARK

CREATING A NEW STREET AND BLOCK PLAN



NEW PEDESTRIAN
CROSSING AT
CHAIN BRIDGE
ROAD

MIXED-USE BUILDINGS

HISTORIC RESOURCES

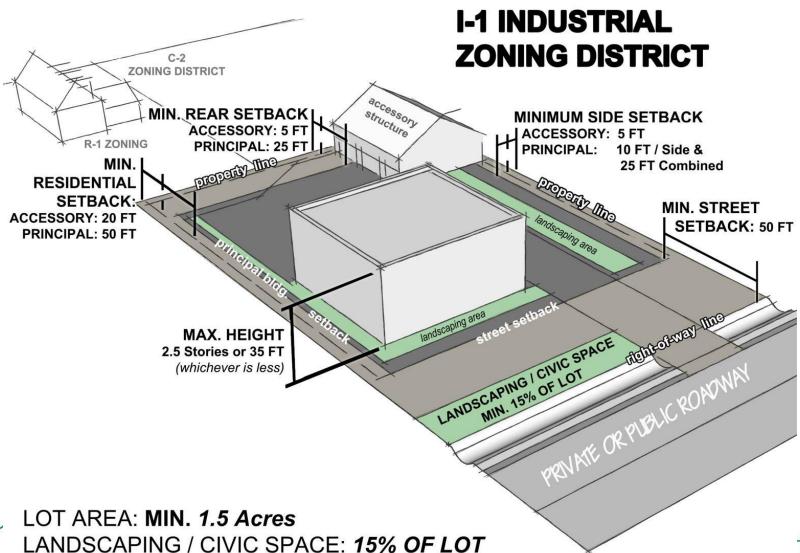
NEW COMMERCIAL BUILDING TYPES





### **Land Use Tools-Unified Development Ordinance**





ロ 刀 円 円

LUMO Rewrite Preliminary Project Plan – General Outline – 4/6/2021

	Project Planning Phase (1/2021-7/2021)	Phase 1 (8/2021 – 4/2022) Code Diagnostic & Visioning	Phase 2 (5/2022-6/2022) Council Endorsement	28 Phase 3 (7/2022 – 7/2023) Code Rewrite & Zoning Atlas Alignment	Phase 4 (8/2023 – 12/2023) Code/Atlas Adoption
Engagement	Education Campaign – Videos, Speakers Series; Cities Skylines, etc.	Stakeholder Interviews/Meetings Focus Groups	Advisory Board/Commission Shuffle	10 engagement events with consultant (Meeting design TBD); May include meetings with Task Force/Planning Commission	
	Facilitated Conversation with Council – LUMO- What works and/or Doesn't work	Staff Interviews	Staff review with Planning Commission (2 meetings minimum)	Online engagement; Education campaign including hands on workshop; Cities Skylines; Book Club etc.	Advisory Board/Commission Shuffle
	Advisory Board shuffle	Transect/community walks		Office Hours Real and/or Virtual & Focus Group Discussions	Planning Commission consideration
		Charrettes by Focus Area		Advisory Board/Commission shuffle (1 X per quarter)	Council Public Hearings
	Facilitated Conversation with Council – LUMO- UDO Types (Pros & Cons) & What makes for a good LUMO?	Facilitated Conversation with Council Values & Community Benefits	Council Review of Code Diagnosis Memo	Technical Task Force Meetings with staff (& consultant, as appropriate)	Events to solicit comments on DRAFT UDO suitable for adoption
gs &	Facilitated Conversation with Council – Defining roles & responsibilities LUMO Rewrite	Office Hours – Real and/or Virtual	Council endorsement of Specific Plans for each Focus Area	Staff attendance at community meetings such as NAACP, Northside Compass Group & Town/Gown Meetings (Written updates to stakeholders)	Online opportunities for commenting on DRAFT UDO suitable for adoption
Meetings		Advisory Board/Commission shuffle	Council endorsement of results of facilitated conservation	Staff updates to Council at Work Sessions every quarter	Events to showcase newly adopted UDO
Ž		Facilitated Conversation with Council – LUMO-What works and/or Doesn't work	Council appointment of Technical Task Force	Pop Up Meetings by Staff & attendance at community events if possible – If not, socially distanced events like survey walks along Town trails & MiFi parties	Online opportunities to showcase newly adopted UDO
		Facilitated Conversation with Council – Charrette Results		Staff meetings with Planning Commission 1 time per month	Training for staff, Town Boards/Commissions, Council on newly adopted UDO
	RFP	Code Diagnosis Memo incorporating results of technical analyzes & findings of facilitated conversations, as appropriate	Council Resolution adopting Specific Plans for Focus Areas	Digital maps to compare existing & proposed zoning	DRAFT UDO suitable for adoption with 1 revision prior to adoption
ples	Website	Specific Plans for each Focus Area including 3D modeling		Blueprint of proposed changes (Document describing changes before code language drafted)	Final UDO after adoption
<u> </u>	Education Videos/Speakers Series	Summary of Interviews/Stakeholder encounters		Draft LUMO chapters with up to 4 revisions	Interactive UDO after adoption
Deliverables	Communication Plan	Summary/Findings of Facilitated Council Conversation		Engagement materials including meeting materials; Summaries of engagement results	
	Written report of past planning processes			Reports of Technical analyzes	
	Engagement Plan			Complete DRAFT of new UDO	
Technical Analysis	Review of 2003 LUMO, 2015 LUMO Revisions & Other past planning processes	Analysis of LUMO Issues		Missing Middle Scan/Analysis of regulatory tactics to provide for "missing middle" in neighborhoods	
		Evaluation of Town Code/Eng. Design Manual		Market analysis including costs of public benefits & needed development incentives to achieve	
		Review Chapel Hill 2020 & amendments		Generalized testing of proposed regulations for unintended consequences	
		Analysis of possible scenarios/technical solutions to align LUMO regulations with community values		Evaluation of likely redevelopment parcels to test fit proposed development standards	
		Fiscal Impact Analysis (FIA) of Charrette scenarios		Continued analysis of technical solutions to align LUMO regulations with community values	
				Analysis of possible options to move toward vision of Focus Areas i.e., public private partnerships; Econ. Dev. Incentives; Process improvements, etc.	
				Analysis of potential impacts of proposed regulations on traffic, climate change mitigation, equity, multi-modal/mass transportation, stormwater, tree canopy, etc.	



### LUMO REWRITE PROJECT PURPOSES & DECISION POINTS BY PROJECT PHASE

### A. Project Planning Phase

#### Purpose: To:

- Create a feasible project plan/process, which accommodates known project risks and provides for appropriate levels of engagement, that outlines, in general terms, the path forward for rewriting the Town's Land Use Management Ordinance (LUMO)
- Begin educating community members about zoning and other key concepts in the LUMO. The goal of this educational campaign is to provide community members with the tools necessary to provide informed input throughout the LUMO Rewrite project.
- Begin conversations with Council regarding the goals to be achieved with a new LUMO
- Select a LUMO Rewrite Project consultant/consultant team

#### **Conclusion of the Phase:**

 This phase concludes when staff receives a fully executed contract from the selected consultant. Consultant selected by staff including the Town Manager.

### B. Phase I - Code Diagnostic & Visioning

#### Purpose: To:

- Clearly define Council's goals for the Rewrite incorporating desired community benefits
   & key values to be implemented through the LUMO rewrite
- Define the community vision for the built environment for both public & private realms including desired land uses for the Focus Areas using specific planning techniques
- Create a detailed diagnostic of the LUMO's shortcomings considering established professional norms, case & statutory law, & Council's goals for the LUMO Rewrite

#### **Conclusion of the Phase:**

• This phase concludes when the Project Consultant delivers acceptable deliverables as determined by the LUMO Project Manager and the Town Manager.

#### C. Phase 2 - Council Endorsement

#### **Purpose:**

- Engagement around the Code Diagnostic, Specific Plans & results from the Value & Community Benefit facilitation
- Council endorsement/adoption of Code Diagnostic, Specific Plans, & results from the Value & Community Benefit facilitation

#### **Conclusion of the Phase:**

This phase concludes when the Town Council:

- Adopts/endorses the Code Diagnostic, Specific Plans & results from the Value & Community Benefit facilitation
- Appoints the Technical Task Force

### D. Phase 3 – Code Rewrite & Zoning Atlas Alignment

### Purpose: To:

- Determine structure and draft preliminary code provisions for the new Unified Development Ordinance (UDO)
- Complete a full draft of the new Unified Development Ordinance (UDO) & new Zoning Atlas

#### **Conclusion of the Phase:**

 This phase concludes when the Project Consultant delivers an acceptable Draft UDO suitable for adoption as determined by the LUMO Project Manager and the Town Manager.

### E. Phased 4 - Code/Atlas Adoption

### **Purpose:**

- Engagement around the DRAFT UDO suitable for adoption
- Council adoption of new UDO and Zoning Atlas

#### **Conclusion of the Phase:**

This phase concludes when the Town Council adopts the new UDO and associated Zoning Atlas.

### F. High-Level Timeline/Schedule



### **LUMO Rewrite Project Plan - Roles & Engagement for Internal Stakeholders**

### **Project Planning Phase**

	Roles & Responsibilities	Engagement	
Council	<ul> <li>Define Roles &amp; Responsibilities for the LUMO Rewrite process</li> <li>Initial goal discussions for the LUMO Rewrite</li> <li>Endorse Project Plan/Process</li> </ul>	Facilitated conversations regarding:  Defining roles & responsibilities for the LUMO Rewrite process What works & doesn't work with the LUMO What makes a good LUMO? Types of Unified Development Ordinances-pros & cons	
Dev. Review Boards <sup>1</sup>	Contribute to conversations about the LUMO Rewrite process	Staff attendance at Development Review Board/Commission meetings to:  • Educate about zoning, etc. • Inform about LUMO Rewrite process	
Specialized Boards <sup>2</sup>	Contribute to conversations about the LUMO Rewrite process, as appropriate (Not all Specialized Boards may be consulted)	Staff attendance at Specialized Board/Commission meetings to:  • Educate about zoning, etc.  • Inform about LUMO Rewrite process	
Planning Commission	Contribute to conversations about the LUMO Rewrite process	Staff attendance at Planning Commission meetings to:  • Educate about zoning, etc.  • Inform about LUMO Rewrite process	
Town Staff <sup>3</sup>	<ul> <li>Develop Project process, Engagement &amp; Communication Plans</li> <li>Develop website</li> <li>Perform Technical Analysis</li> <li>Write RFP/RFQ</li> <li>Create &amp; implement education videos/speakers' series</li> <li>Facilitation at Council Meetings</li> <li>Attendance/facilitation at Development Review &amp; Specialized Board/Commission meetings as well as Planning Commission</li> <li>Select Project Consultant/Consultant Team</li> </ul>	Team meetings     Consultation of specialized staff     Project Consultant Selection Committee	

### Phase I – Code Diagnostic & Visioning

	Roles & Responsibilities	Engagement
Council	Provides direction on policy issues  • Focus Area Visions  • Values & Community Benefits	Facilitated conversations regarding:  Values & Community Benefits  What works & doesn't work with the LUMO  Charrette results
Dev. Review Boards <sup>1</sup>	Contribute to Code Diagnostic	Staff attendance at Development Review Board/Commission meetings to:  • Facilitate Code Diagnostic discussion  • Inform of Rewrite Process & upcoming Project meetings
Specialized Boards <sup>2</sup>	Contribute to Code Diagnostic tailored to the charge of each board/commission	Staff attendance at Specialized Board/Commission meetings to:  • Facilitate Code Diagnostic discussion  • Inform of Rewrite Process & upcoming Project meetings
Planning Commission	Contribute to Code Diagnostic	Staff attendance at Planning Commission meetings to:  • Facilitate Code Diagnostic discussion  • Inform of Rewrite Process & upcoming Project meetings  Participate in Stakeholder Interviews
Town Staff <sup>3</sup>	<ul> <li>Facilitation at Council Meetings</li> <li>Attendance/facilitation at Development Review &amp; Specialized Board/Commission meetings as well as Planning Commission</li> <li>Organize &amp; staff charrettes, transect walks, stakeholder interviews/focus groups, office hours</li> <li>Evaluation of Project deliverables &amp; Technical Analysis</li> </ul>	<ul> <li>Team meetings</li> <li>Consultation of specialized staff</li> <li>Attendance at engagement events</li> </ul>

### Phase 2 – Council Endorsement

	Roles & Responsibilities	Engagement
Council	<ul> <li>Reviews &amp; evaluates Code Diagnostic</li> <li>Reviews &amp; evaluates feedback from Planning Commission &amp; Dev. Review Boards</li> <li>Endorses/adopts Specific Plans for Focus Areas</li> <li>Endorses results of Value &amp; Community Benefit facilitation</li> <li>Appoints Technical Task Force</li> </ul>	Work Sessions/CCES Meetings to review & evaluate:  Code Diagnostic Results of Value & Community Benefit facilitation Feedback from Planning Commission & Dev. Review Boards  Council meeting to: Endorse results of Value & Community benefit facilitation Fendorse or adopt Specific Plans & to amend Chapel Hill 2020 with Specific Plans, if appropriate Appoints & empowers the Technical Task Force
Dev. Review Boards <sup>1</sup>	Review & Comment on:      Code Diagnostic     Specific Plans     Results of Value & Community Benefit facilitation	Staff attendance at Development Review Board/Commission meetings to review & take comments on:
Specialized Boards <sup>2</sup>	Review & Comment on:	Staff attendance at Specialized Board/Commission meetings to review & take comments on:      Code Diagnostic     Results of Value & Community Benefit facilitation, if appropriate
Planning Commission	Review & Comment on:	Staff attendance at meetings to facilitate discussions & take comments on:
Town Staff <sup>3</sup>	<ul> <li>Facilitation at Council Meetings</li> <li>Attendance/facilitation at Development Review &amp; Specialized Board/Commission meetings as well as Planning Commission</li> </ul>	<ul> <li>Team meetings</li> <li>Consultation of specialized staff</li> </ul>

### Phase 3 – Code Rewrite & Zoning Atlas Alignment

	Roles & Responsibilities	Engagement
Council	<ul> <li>Monitors work of the Technical Task Force</li> <li>Redirects policy direction of rewrite, if necessary</li> <li>Evaluate Technical Analysis</li> <li>Evaluates DRAFT UDO</li> </ul>	<ul> <li>Receives quarterly updates from staff at Work Sessions/CCES meetings</li> <li>Work Sessions/CCES meetings for in-depth review of particular areas of concern, as necessary</li> <li>Receives agenda, minutes &amp; meeting notes for Technical Task Force</li> <li>Extended Work Sessions (2) to review &amp; consider DRAFT UDO &amp; Zoning Atlas</li> </ul>
Dev. Review Boards <sup>1</sup>	Review & Comment on:  • "Blueprint" of Proposed LUMO changes  • Draft LUMO chapters  • Reports of Technical Analyzes  • DRAFT UDO	<ul> <li>Staff attendance at Development Review Board/Commission meetings 1 time per quarter to review &amp; take comments on deliverables &amp; to provide project updates</li> <li>Written updates provided to Boards/Commissions monthly or as appropriate</li> <li>Staff/Consultant attendance at Joint Development Review Board Meeting to introduce DRAFT UDO</li> <li>Staff attendance at Development Review Board/Commission meetings to take comments on DRAFT UDO</li> <li>(Comments on deliverables funneled to Technical Task Force for consideration)</li> </ul>
Specialized Boards <sup>2</sup>	Review & Comment, as appropriate for the Board's charge:  • "Blueprint" of Proposed LUMO changes  • Draft LUMO chapters  • DRAFT UDO	<ul> <li>Staff attendance at Specialized Review Board/Commission meetings 1 time per quarter to review &amp; take comments on deliverables &amp; to provide project updates</li> <li>Written updates provided to Boards/Commissions monthly or as appropriate</li> <li>Staff/Consultant attendance at Joint Development Review/Specialized Board Meeting to introduce DRAFT UDO</li> <li>Staff attendance at Specialized Board/Commission meetings to take comments on DRAFT UDO</li> <li>(Comments on deliverables funneled to Technical Task Force for consideration)</li> </ul>
Planning Commission	Review & Comment on:  • "Blueprint" of Proposed LUMO changes  • Draft LUMO chapters  • Reports of Technical Analyzes  • DRAFT UDO	Staff attendance at meetings 1 time per month (or more often as needed) to discuss following deliverables & give project updates:  • "Blueprint" of Proposed LUMO changes  • Draft LUMO chapters  • Reports of Technical Analyzes  • DRAFT UDO  (Comments on deliverables funneled to Technical Task Force for consideration)
Technical Task Force	<ul> <li>Evaluate ALL deliverables to insure implementation of Council policy direction</li> <li>Evaluate all input (community, Planning Commission, Development Review Boards) on deliverables</li> <li>Provide direction to staff &amp; consultant on deliverables</li> </ul>	Biweekly or monthly meetings with staff (& consultant as appropriate)

## Town Staff<sup>3</sup>

- Organize & staff engagement events including office hours
- Create & monitor online engagement
  Evaluation of Project deliverables & Technical Analysis
- Staff Technical Task Force
- Facilitation/Updates at Council Meetings
- Attendance/facilitation at Development Review & Specialized Board/Commission meetings as well as Planning Commission
- Team meetings
- Consultation of specialized staff

#### Phase 4 – Code/Atlas Adoption

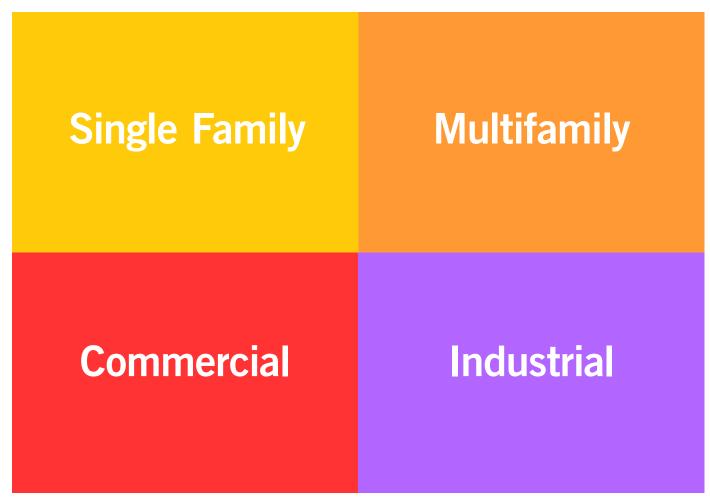
	Roles & Responsibilities	Engagement
Council	<ul> <li>Evaluates DRAFT Code suitable for adoption &amp; Zoning Atlas</li> <li>Holds required public hearings</li> <li>Adopts new UDO/Zoning Atlas</li> </ul>	<ul> <li>Extended Work Session to review DRAFT Code suitable for adoption &amp; Zoning Atlas (May require multiple Work Sessions)</li> <li>Public hearing(s)</li> <li>Adoption at Council Business Meeting</li> </ul>
Dev. Review Boards <sup>1</sup>	Review & Comment on DRAFT UDO suitable for adoption	Staff attendance at Development Review Board/Commission meetings to review & take comments on Draft UDO suitable for adoption & to provide updates on adoption schedule  (Comments funneled to Technical Task Force for consideration)
Specialized Boards <sup>2</sup>	Review & Comment on DRAFT UDO suitable for adoption, as appropriate for the Board's charge	Staff attendance at Specialized Board/Commission meetings to review & take comments on Draft UDO suitable for adoption & to provide updates on adoption schedule (Comments funnelled to Technical Task Force for consideration)
Planning Commission	<ul> <li>Review &amp; Comment on DRAFT UDO suitable for adoption</li> <li>Provide recommendation to Council on final DRAFT UDO suitable for adoption</li> </ul>	<ul> <li>Staff attendance at Planning Commission meetings (at least 3) to review &amp; take comments on DRAFT UDO suitable for adoption &amp; to provide updates on adoption schedule (Comments funneled to Technical Task Force for consideration)</li> <li>Consideration of recommendation on the Final DRAFT UDO suitable for adoption</li> </ul>
Technical Task Force	<ul> <li>Evaluate all input (community, Planning Commission, Development Review &amp; Specialized Boards) on DRAFT UDO suitable for adoption &amp; Zoning Atlas</li> <li>Recommend any revisions to DRAFT UDO suitable for adoption &amp; Zoning Atlas</li> </ul>	<ul> <li>Biweekly or monthly meetings with staff (&amp; consultant as appropriate)</li> <li>Conclude meetings after recommending revisions to DRAFT UDO suitable for adoption</li> </ul>
Town Staff <sup>3</sup>	<ul> <li>Organize &amp; staff engagement opportunities</li> <li>Create &amp; monitor online engagement</li> <li>Evaluation of Project deliverables</li> <li>Facilitation at Council Meetings</li> <li>Attendance/facilitation at Development Review &amp; Specialized Board/Commission meetings as well as Planning Commission</li> <li>Train/update internal &amp; external stakeholders</li> <li>Ensure code codification</li> <li>Create/update online code resources</li> </ul>	<ul> <li>Team meetings</li> <li>Consultation of specialized staff</li> </ul>

- <sup>1</sup> **Development Review Boards include:** Housing Advisory Board, Transportation and Connectivity Advisory Board, Environmental Sustainability Advisory Board, Community Design Commission
- <sup>2</sup> Specialized Boards include: Historic District Commission; Stormwater Management Utility Advisory Board; Parks, Greenways, & Recreation Commission
- <sup>3</sup> **Staff** includes the LUMO Project Manager, Project Team, Strategic Team & Specialized staff consulted for specific topic knowledge & expertise

# CODE 101

# Types of Zoning Codes:

# Euclidean Zoning



This type of zoning separates different land uses and concentrates similar land uses into distinct areas or zones. For example, single-family housing is concentrated in one area, multi-family in another, retail uses in another, and industrial uses in another.

# Performance Zoning





Performance zoning regulates the effects or impact of land uses on surrounding properties through performance standards. Key elements of Performance zoning include number of vehicle trips, density or noise levels.

# **Negotiated Zoning**



Negotiated zoning evolved out of the perceived rigidity of Euclidean zoning and allows landowners to vary uses and development standards in a zoning ordinance through a negotiated process. When approved, this type of zoning becomes a "mini-zoning ordinance" that regulates development of the site. Conditional zoning is an example of Negotiated Zoning.

# Form-Based Code



A form-based code is a way to regulate development that controls building form & placement first and building use second. Generally, form-based codes create a more predictable built environment because form-based codes are written to enable or preserve a specific built form.

# **Hybrid Zoning**



The term "hybrid code" generally refers to zoning regulations that combine various aspects of all the zoning models discussed above. There are hundreds of approaches to combining different types of zoning codes. In fact, it is safe to say that no two hybrid zoning systems are the same.

Source: Adapted from Opticos Design & CodeNEXT in Austin, TX



#### TOWN OF CHAPEL HILL

Town Hall 405 Martin Luther King Jr. Boulevard Chapel Hill, NC 27514

#### **Item Overview**

Item #: 2., File #: [21-0317], Version: 1 Meeting Date: 4/14/2021

#### Update on the Town Budget.

Staff:

Amy Oland, Director Maurice Jones, Town Manager

#### **Department:**

Business Management Town Manager

**Key Topics:** At the April 14<sup>th</sup> work session, the Orange County Tax Assessor, Nancy Freeman, will present the results of the 2021 Orange County property revaluation. Staff will also provide a presentation on how the results of the revaluation will impact the development of the FY 2021-22 Annual Operating Budget.



#### Recommendation(s):

The purpose of this item is to present the results of the 2021 Orange County property revaluation and discuss how these results will impact the development of the FY 2021-22 Annual Operating Budget.



#### **Attachments:**

- Orange County Tax Assessor's Revaluation Presentation
- Draft Staff Presentation
- FY22 Tax Rate Scenarios Handout

#### The Agenda will reflect the text below and/or the motion text will be used during the meeting.

PRESENTER: Amy Oland, Business Management Director Nancy Freeman, Orange County Tax Assessor Maurice Jones, Town Manager

The purpose of this item is to present the results of the 2021 Orange County property revaluation and discuss how these results will impact the development of the FY 2021-22 Annual Operating Budget.

# 2021 REVALUATION RESULTS CHAPEL HILL TOWN COUNCIL APRIL 14, 2021

#### What is a Revaluation?

- Process of updating all real property to its current market value as of a single appraisal date
- Primary goal is to <u>equalize tax base</u>
  - Over time the value of properties change, but not at the same rate.
- Effective appraisal date for Orange County's revaluation is January 1, 2021

#### What is market value?

 North Carolina General Statute 105-283 defines market value as "the price estimated in terms of money at which the property would change hands between a willing and financially able buyer and a willing seller, neither being under any compulsion to buy or sell and both having reasonable knowledge of all the uses to which the property is adapted and for which it is capable of being used."

#### What is Included in a Revaluation

All residential and commercial land throughout Orange
 County including exempt properties and permanent
 structures on the land.

- What is not included?
  - Business personal property equipment, computers, desks, chairs, machinery, tools
  - Motor vehicles, boats, airplanes
  - Public utility property (electric companies, gas companies, bus lines, railroads)
  - These properties are reappraised annually.

#### Community Outreach

- Real Property Record Card website launched July 2019
  - Provide current information on record
  - Interactive webpage: review property data, report Issues
- Public Comper website launched July 2019
  - Review property as compared to similar properties
- Validation Form Mailing in February 2020
  - Partnered with the community to gather the most accurate data possible
  - Over 4,300 responses to update data

(continued next page)



#### Community Outreach (continued)

- Revaluation Information Insert mailed with 2020 Tax Bill in July 2020
- Revaluation Video Launched on Website in July 2020
  - Explains the basics of a Revaluation
- Presentation at Schedule of Values Public Hearing at Board of Commissioners meeting in October 2020
- Revaluation Information Insert mailed with 2021 Listing Form in December 2020
- Highlighted the Revaluation in the News of Orange in early April 2021

#### Commercial Appraisals

- Local commercial real estate appraisal firm provided market research, sales
- A second commercial appraisal firm interpreted market research and provided recommended values for all commercial parcels, taking into account effects of pandemic
- Orange County senior appraisal staff reviewed recommended values prior to entering values in computer system

#### Residential Appraisals

- Strong seller's market for residential properties
  - Demand for residential properties driven by:
    - Federal government's continued actions to keep interest rates low
    - Pandemic-related circumstances of stay-at-home orders
    - Increased demand, decreased inventory due to cessation of construction early in pandemic
- Comparison to other counties
  - Survey of counties conducting a revaluation in 2021 show average county-wide growth of 17.88%, with a median of 16%.
  - Fifteen counties responded
  - Range from 8% to 36%

#### Real Property Change by Area

Jurisdiction	2021 Estimated Tax Base	Percentage of Growth From 2020	Growth Since 2017 Revaluation
Countywide	\$21,739,530,791	12.6%	20.1%
Carrboro	\$2,806,444,019	14.6%	19%
Chapel Hill	\$8,874,302,213	13%	18.3%
Hillsborough	\$1,491,892,443	20.5%	46.7%
Mebane	\$570,146,470	44.2%	49.9%

#### Revaluation in Orange County

- 2021 Countywide Tax Base is \$21,739,530,791
- Overall percentage of growth from 2020 to 2021 is 12.6%
- Overall percentage of growth from the most recent revaluation in 2017 is 20.1%
- Residential represents approximately 77% of the
   2021 tax base, and commercial 23%
- Residential overall growth is approximately 36%
- Commercial overall growth is approximately 11%

#### Revaluation in Chapel Hill

- 2021 Chapel Hill Tax Base is \$8,874,302,213
- □ Overall percentage of growth from 2020 to 2021 is 13%
- Overall percentage of growth from 2017
   Revaluation is 18.3%
- Residential represents approximately 67% of the
   2021 tax base, and commercial 33%
- In comparison, in 2017, Residential represented 72% of the tax base and Commercial represented 28%

#### Revaluation in Chapel Hill

Overall Growth – includes new construction and increase in values due to revaluation.

#### 2021 Revaluation:

- Residential is approximately 9%
- Commercial is approximately 36%

#### 2017 Revaluation:

- Residential was approximately 2%
- Commercial was approximately 41%
- Average annual growth since 2017 Revaluation is 1.57%.
- Growth from 2019 to 2020 was 2.12%.

### Industry Standards

Sales Ratio Industry Standards						
Jurisdiction	Median Ratio	Actual	Coefficient of Dispersion	Actual	刀	
Countywide	.90 - 1.10	1.005	5.0 - 15.0	7.7		
Chapel Hill	.90 - 1.10	1.001	5.0 - 15.0	7.4		
Carrboro	.90 - 1.10	1.002	5.0 - 15.0	7.4		
Hillsborough	.90 - 1.10	1.01	5.0 - 15.0	5.4		
Mebane	.90 - 1.10	1.011	5.0 - 15.0	7		
*Standards taken from the International Association of Assessing Officers						

#### Industry Standards

- Sales Ratios are verified by category of property. The ratios indicate tax assessments represent about 100% of current market sales. The coefficient of dispersion (COD) indicates the data spread, and the goal is 15 or lower.
- Countywide: Sales Ratio 1.005, COD 7.7
- Improved Residential: Sales Ratio 1.005, COD 7
- Improved Commercial: Sales Ratio 1.006, COD 14.8
- Vacant Land: Sales Ratio 1.001, COD 15.2

#### Average Value of Home

Average Values of Homes based on Jurisdiction

Jurisdiction	Average Value	Median Value
Countywide	\$368,319	\$310,600
Carrboro	\$393,657	\$369,300
Chapel Hill	\$483,643	\$417,200
Hillsborough	\$277,180	\$236,200
Mebane	\$223,381	\$222,100

D R A T

 Values include building, land and other features such as garages/sheds. Townhomes and condominiums are excluded.

#### Remaining Schedule

- New values available on website March 22, 2021
- Notices mailed March 24, 2021
- □ Final mailing of revaluation notices of approximately 300 commercial properties, anticipated by March 31, 2021 ■
- Deadline for informal appeals April 30, 2021
- Board of Equalization & Review to convene Monday, May 3, 2021

#### Revaluation Notice Mailing

- Revaluation notice
  - Includes information on webpage to appeal online

Informal appeal form included with notice

- Informal appeal form instructions
  - Information on websites to review data and find comparable sales included

# フ ア 下 干

#### **Appeal Process**

Taxpayers may appeal their assessment every year

- □ Stage 1 Informal Appeal in-house review with staff appraiser
- Stage 2 Formal Appeal hearing with Orange County
   Board of Equalization and Review
- Stage 3 North Carolina Property Tax Commission
- □ Stage 4 Appeal Courts

#### Potential Impact of Appeals

- Currently have received approximately 475 informal appeals, appraisers have reviewed approximately 73%
- Expect more appeals than 2017, possibly 4,000 informal appeals and 1,000 informal appeals, with possibly 200 appealing to the NC Property Tax Commission.
- Reduction in value due to appeals is accounted for in the estimated tax base. The estimation is based on historical percentage of reduction from prior revaluation years.

#### Appeal Assistance

- Review property characteristics at Real Property Search
   Webpage: <a href="https://property.spatialest.com/nc/orange/#">https://property.spatialest.com/nc/orange/#</a>
  - Check square footage, bath count, etc.
- Compare property to nearby property sales at Comper Webpage:
  - https://nc-orange-citizen.comper.info/template.aspx
- Submit appeal form included with revaluation notice, or complete appeal process online:
  - https://appeals.spatialest.com/nc-orange#/

#### For More Information

- □ Contact the Orange County Tax Office:
  - □ 919-245-2100, option 2
  - reval@orangecountync.gov
  - Live chat by visiting: www.orangecountync.gov/departments/tax/



# Budget Work Session

April 14, 2021



#### Assessed Valuation Data

Value of a Penny

Example Tax Bill Impacts

Tax Rate History

Budget Reductions & Commitments

**Budget Scenarios** 

Next Steps in Budget Process

# Topics for Discussion

#### Assessed Valuation Data

	2021 Valuation	2020 Valuation	Difference
Orange County Real Property*	\$ 8,513,978,013	\$ 7,500,585,640	\$ 1,013,392,373
Durham County Real Property	540,018,520	539,506,906	511,614
Orange County Motor Vehicles*	360,324,200	353,259,020	7,065,180
Durham County Motor Vehicles	28,881,262	30,231,704	(1,350,442)
TOTAL VALUATION	\$ 9,443,201,995	\$ 8,423,583,270	\$ 1,019,618,725





<sup>\*</sup> Values Impacted by Revaluation

## Value of a Penny



FY21: \$840,000

FY22: \$940,000

# ロ ア ト コ



#### Example Residential Tax Bill Impacts

Pre-Revaluation	Pre-Tax Bill	Post-Revaluation	Post-Tax Bill	Annual Increase
\$150,000	\$816	\$163,500	\$889	\$73
\$250,000	\$1,360	\$272,500	\$1,482	\$122
\$443,709	\$2,414	\$483,643	\$2,631	\$217
\$ 750,000	\$4,080	\$817,500	\$4,447	\$367
\$1,000,000	\$5,440	\$1,090,000	\$5,930	\$490

Assumes existing tax rate of 54.4 cents (Town rate only)

Assumes 9% average residential property valuation growth

Average home price in Chapel Hill is \$483,643



#### Example Commercial Tax Bill Impacts

Pre-Revaluation	Pre-Tax Bill	Post-Revaluation	Post-Tax Bill	Annual Increase
\$1,000,000	\$5,440	\$1,360,000	\$7,398	\$1,958
\$5,000,000	\$27,200	\$6,800,000	\$36,992	\$9,792
\$10,000,000	\$54,400	\$13,600,000	\$73,984	\$19,584
\$25,000,000	\$136,000	\$34,000,000	\$184,960	\$48,960
\$50,000,000	\$272,000	\$68,000,000	\$369,920	\$97,920

Assumes existing tax rate of 54.4 cents (Town rate only)

Assumes 36% average commercial property valuation growth



# Tax Rate History

	FY09	FY10*	FY11	FY12	FY13	FY14	FY15	FY16	FY17	FY18*	FY19	FY20	FY21
General Fund	42.3	36.0	36.0	37.8	37.8	38.8	38.8	38.8	38.8	37.6	38.6	38.6	38.6
Debt Fund	11.0	9.3	9.3	7.5	7.5	7.5	8.5	8.5	8.5	8.2	8.2	9.8	9.8
Transit Fund	4.8	4.1	4.1	4.1	4.1	5.1	5.1	5.1	5.1	5.0	6.0	6.0	6.0
Town Total	58.1	49.4	49.4	49.4	49.4	51.4	52.4	52.4	52.4	50.8	52.8	54.4	54.4

	FY09	FY10*	FY11	FY12	FY13	FY14	FY15	FY16	FY17	FY18*	FY19	FY20	FY21
Town	58.1	49.4	49.4	49.4	49.4	51.4	52.4	52.4	52.4	50.8	52.8	54.4	54.4
County	100.3	85.8	85.8	85.8	85.8	85.8	85.8	87.8	87.8	83.77	85.04	86.79	86.79
Schools	23.0	18.84	18.84	18.84	18.84	20.84	20.84	20.84	20.84	20.18	20.18	20.18	20.18
Total Rate	181.4	154.04	154.04	154.04	154.04	158.04	159.04	161.04	161.04	154.75	158.02	161.37	161.37





# Budget Reductions for FY 2021

- Reduction in street maintenance (\$300,000)
- Elimination of Vehicle Replacement funding (\$453,089)
- Elimination of Pay-Go Capital funding (\$237,500)
- Reduction in OPEB pre-funding contribution (\$250,000)
- Elimination of transfer to Blue Hill Tax Increment Financing (\$445,100)
- Elimination of building maintenance funds (\$472,000)
- Reduction in Library funding (\$100,000)

Total General Fund reductions = \$2,257,689





## FY 2022 Budget Commitments

- 5.5% Health Insurance increase (\$285,000)
- 1.2% Retirement rate increase (\$380,000)
- Need to reinstate transfer for Blue Hill Tax Increment Financing (\$445,100)
- Incentive Agreements (totaling \$985,446)
  - Carraway Village (Year 3)
  - Wegman's (Year 1)
  - Well (Year 1)
  - Glen Lennox (Year 1)
- Revenue Reductions (\$1,192,000)
  - Parks & Recreation Fees (\$330,000)
  - Occupancy Taxes (\$450,000)
  - School Resource Officer Program (\$412,000)
- Sales tax growth covering FY 2022 commitments





## **Budget Scenarios**

1. Revenue Neutral Rate

49.4

2. Existing Rate

54.4

3. Alternatives for Growth 5.0



#### Scenario 1 - Revenue Neutral

Budget Topic	Included/Not Included	Budget \$
Pay Adjustment	X	-
Health Insurance Increase		\$285,000
Ephesus Fordham TIF Transfer		\$445,100
Climate Action	X	-
Affordable Housing	X	-
OPEB	X	-
Buildings Maintenance	×	-
Vehicle Replacements	×	-
Streets	X	-
Pay-Go Capital	X	-
Other Council Priorities	×	-





# Scenario 2 – Existing Tax Rate

Budget Topic	Included/Not Included	Budget \$
Pay Adjustment		2%
Health Insurance Increase		\$285,000
Ephesus Fordham TIF Transfer		\$445,100
Climate Action		\$940,000
Affordable Housing		\$251,605
OPEB		\$250,000
Buildings Maintenance		\$500,000
Vehicle Replacements		\$500,000
Streets		\$400,000
Pay-Go Capital		\$500,000
Other Council Priorities		\$100,000





### Scenario 3 – Alternatives

Each penny on the tax rate is equal to \$940,000 that can be attributed to Council's priorities including:

- Climate Action
- Affordable Housing
- ReVive Chapel Hill
- Infrastructure
- Maintenance
- Reimagining Community Safety Task Force
- Investing in Town Employees
- Council Reserve





# Next Steps in Budget Process

May 5	Manager's Recommended	Budget

May 12	<b>Budget Work Session</b>

May 19	Budget Public He	aring

May 26	<b>Budget Work Session</b>	(if needed)
		(

June 2	<b>Budget Work Session</b>	(if needed)
Juile 2	Dudder Mork pession	(II lieeded

June 9 Proposed FY 2022 Budget Adoption

2021-22 Budget Development Page

www.townofchapelhill.org/budget





#### Tax Rate Scenarios for FY 2022

Assumptions: Amounts shown represent increases over FY 2021 appropriations – numbers are based on current levels of operation for discussion purposes.

	Existing Rate	1¢ Reduction from Existing Rate	Roll Back Half- Way	1¢ Increase from Revenue Neutral	Revenue Neutral
Tax Rate	54.4¢	53.4¢	51.8¢	50.4¢	49.4¢
Pay Increase	2%	2%	2%	2%	none
Health Insurance					
Increase	5.50%	5.50%	5.50%	5.50%	5.50%
Ephesus-Fordham TIF	\$ 445,100	\$ 445,100	\$ 445,100	\$ 445,100	\$ 445,100
Pay Study					
Implementation	\$ 300,000	\$ 200,000	×	X	×
<b>Climate Action</b>	\$ 940,000	\$ 940,000	\$ 940,000	×	×
Affordable Housing	\$ 251,605	\$ 251,605	×	×	×
Council Reserve	\$ 100,000	×	×	×	×
Buildings	\$ 500,000	\$ 350,000	\$ 100,000	×	×
Streets	\$ 400,000	\$ 300,000	\$ 100,000	×	×
Pay-Go Capital	\$ 500,000	\$ 350,000	\$ 100,000	×	×
Vehicles	\$ 500,000	\$ 350,000	\$ 100,000	×	×
ОРЕВ	\$ 250,000	\$ 250,000	\$ 250,000	\$ 250,000	×
Library	\$ 100,000	\$ 100,000	\$ 100,000	×	×
\$ left for Adds	\$ 189,626	×	×	×	×
Tax Revenue	\$ 37,800,000	\$ 36,860,000	\$ 35,360,000	\$ 33,950,000	\$ 33,010,000
Fund Balance Appropriation	\$ 2,500,000	\$ 2,499,626	\$ 2,598,569	\$ 2,568,769	\$ 2,608,977

Prepared by: Business Management Department, April 9, 2021