

# CHARLOTTE FUTURE

## 2040 COMPREHENSIVE PLAN

OUR CITY. OUR PLAN. OUR FUTURE.

Recommended Draft Plan  
Volume One

Published May 20, 2021



### SUMMARY OF MAJOR CHANGES TO PLAN ORGANIZATION:

- Added Preamble Letter from Mayor, City Manager and Assistant City Manager/ Director of Planning, Design and Development addressing long-term view of this policy document; a community-wide approach; acknowledgment that not all changes are possible today or in the near-term; explanation of the new plan organization; and a highlight of tools for participation, implementation, and mitigation.
- Section 2 of the Plan focusing on Complete Communities and Places has been streamlined to help reduce redundancy and maintain a focus on policy-level guidance throughout the body of the Comprehensive Plan
- The Public Review Draft document published on October 31, 2020 has been revised and organized into three volumes with Sections 1, 2 and 3 comprising Volume 1, the Implementation Strategy (formerly Section 4) making up Volume 2, and the Appendices being packaged in Volume 3.

AUTHENTIC



EQUITABLE

RESILIENT

INTEGRATED







OUR CITY. OUR PLAN. OUR FUTURE.



With support from:



# REVISIONS ON THIS PAGE

## 1 Major Revision

Comment: Multiple comments received regarding a desire for a more descriptive introduction to the Plan, clear vision setting, clarification of the “living document,” intent of the Plan for short and long term decisions, Plan organization and potential competing priorities.

Action: Added an aspirational and explanatory introductory letter to the beginning of the document (on this page and the next) to address these topics

Source: Community, City Council

## 1 Dear Charlotte Residents and Other Readers,

Charlotte has been one of the fastest growing cities in the country in recent years. This growth has established Charlotte as a vibrant and desirable city; however, this **rapid development has also contributed to many challenges and the recent events of the last year have magnified many underlying issues** that have faced the community for decades.

Most U.S. cities have a Comprehensive Plan to establish a desired vision for the future and a strategic policy framework. Charlotte has not had a Comprehensive Plan to guide growth and development community-wide since 1975. **The Charlotte Future 2040 Comprehensive Plan is our shared, comprehensive vision to guide the Queen City’s growth over the next 20 years.**

*“Charlotte is America’s Queen City, opening her arms to a diverse and inclusive community of residents, businesses, and visitors alike; a safe family-oriented city where people work together to help everyone thrive.”*

The Comprehensive Plan is **a living document that provides a policy framework that will guide our city’s decision-making and investment in both the near- and long-term.** With this in mind, not all of the Plan’s recommendations can or should be implemented immediately. The Comprehensive Plan’s goals and objectives, as well as many of the policy recommendations, are intended to be implemented later in the 20-year plan horizon. In addition, several important recommendations and tools cannot be implemented without changes in State of North Carolina statutes. **Recommendations are identified as long-term and requiring further conversations and coordination with formal and informal entities outside the City organization within the Plan document.**

The planning process has been guided by a focus on equitable growth and by the residents of Charlotte coming together to prioritize what is most important to us. As a community-driven Plan, it seeks to **address the inequities of the past, and unite the city around a shared set of goals for our future.** With that said, the goals, objectives and supporting policies are intended to be achieved citywide and not on every single lot. A mature community like Charlotte that is facing additional growth pressures typically holds values important that can be interpreted as competing interests or even in conflict with one another. **Not every property, project or development will be able to achieve all of the Plan goals and objectives, but as a whole the community has expressed a desire that the collective public and private investments made over the next 20 years strive to achieve as many aspirations as possible and make Charlotte an even better city.**

The Plan lays out an Equitable Growth Framework that builds upon the community’s input regarding long standing disparities and inequities. For many existing policies and resulting practices, equity and the impact on our more vulnerable neighborhoods and residents has been an afterthought. **The Comprehensive Plan is crafted through a lens of equity and with a commitment to thinking of our most vulnerable populations first** with a vision of helping our city **become a place where all residents can thrive, regardless of race, income, age, ability or where they live.**





The Comprehensive Plan is organized into **three volumes**.

- **Volume 1** is considered the main body of the Plan and will be adopted by City Council. It includes three sections.
  - » The first section communicates the Vision and Values that were identified during two-and-a-half-year community engagement process. It then lays out the Equitable Growth Framework and 10 community-driven goals.
  - » The second section outlines the elements of a Complete Community and introduces 10 Place Types that set aspirational direction for how development will contribute to placemaking and a variety of places will work together to create communities across the City of Charlotte moving forward.
  - » The third section provides the Policy Framework organized by the 10 goals. Each goal includes a set of measurable objectives, big policy ideas, and supporting policies, projects, and programs.
- **Volume 2** includes the initial Implementation Strategy to accompany the Comprehensive Plan. It provides strategies and tools recommended for plan implementation. This includes actions for the policies, projects, and programs; strategies for integration with other Plans; a framework for Community Area Plans and mapping; guidance for the Unified Development Ordinance, recommendations for Capital Improvement Projects, and how to track our progress.
- **Volume 3** is a set of appendices providing more detail and background on the Equitable Growth Framework’s metrics and methodology, as well as more detailed guidance for the aspirational aspects of the ten Place Types. The Place Types appendix also provides guidance for Place Type Mapping and a community process for reviewing recommended Place Type designations. Volume 3 concludes with a Glossary of Terms and Acknowledgments.

Implementation of the Comprehensive Plan will require continued engagement and conversation with the community. **Tools to facilitate a participatory process, implement Plan policies, and mitigate potential negative impacts of growth pressures and strategies are highlighted throughout the Plan.** In several instances, existing tools can be leveraged in better ways, but many tools will require evaluation and customization for Charlotte.

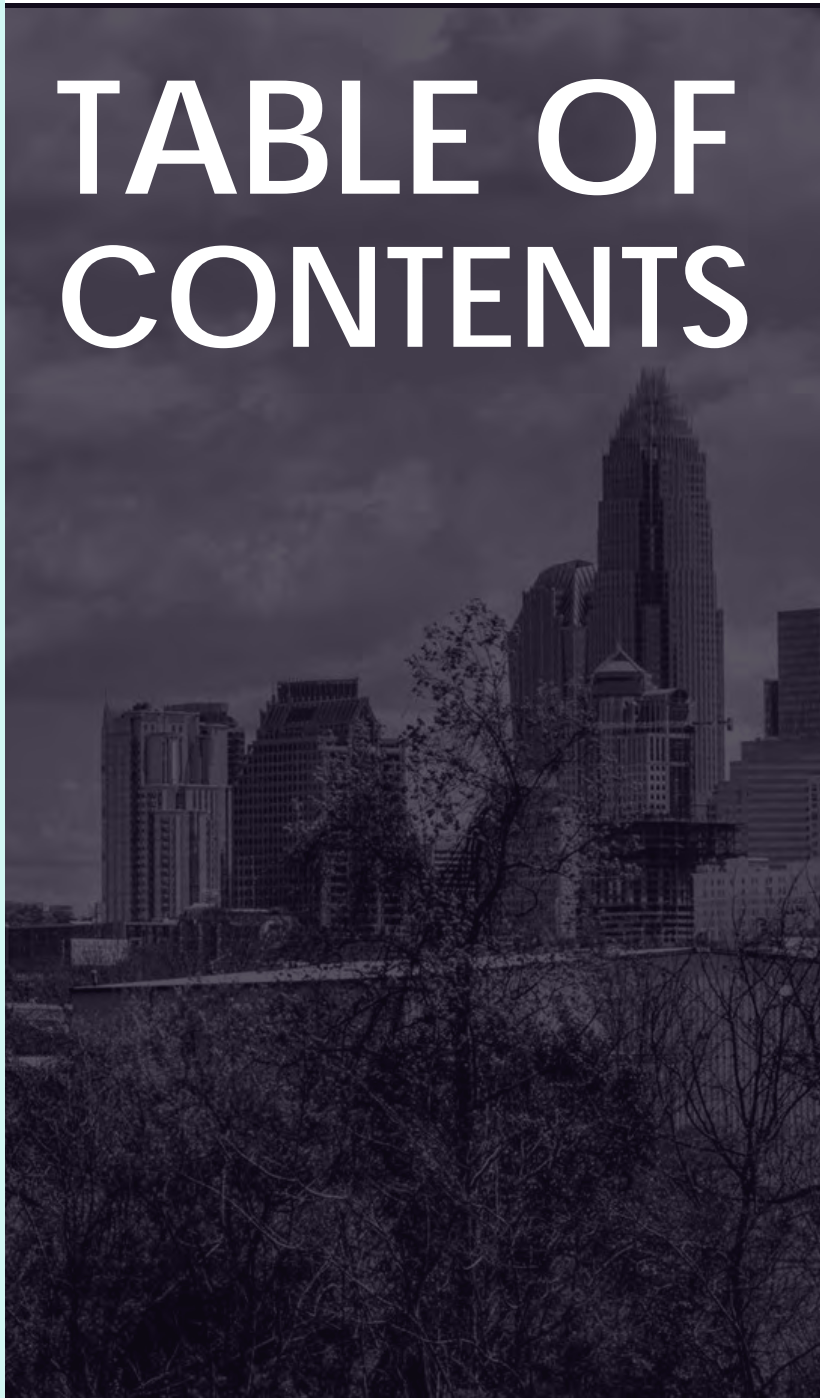
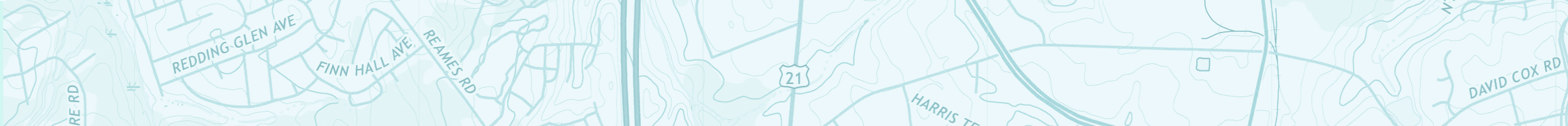
Before we close, we’d like to **thank the people of Charlotte for contributing to a healthy discourse about the future of our great City.** Varying opinions often lead to division, but our community worked to find meaningful compromise to unite around a single vision.

**① Major Revision**

Comment: General comments about the length of the document and which portions should be adopted, desire to make the main body of the Plan shorter and more digestible

Action: Split Plan into Three volumes, with Sections 1, 2 and 3 comprising Volume 1, the Implementation Strategy (formerly Section 4) making up Volume 2, and the Appendices being packaged in Volume 3 to make the document more accessible - multiple revisions were made on this page and the next to reflect this change

Source: City Council, Community, Staff



A COMMUNITY-BASED VISION

INTRODUCTION	9
Divisions and Inequity: How We Got Here	10
Current Conditions	12
Future Trends	14
Plan Organization	16
COMMUNITY VISION AND VALUES	19
Process	20
Guiding Principles	24
Vision	25
EQUITABLE GROWTH FRAMEWORK	27
Defining Equitable Growth	28
Metrics for Equitable Growth	29
Growth Strategy	40
Goals	42



COMPLETE COMMUNITIES AND PLACES

INTRODUCTION	47
COMPLETE COMMUNITIES	47
COMPLETE PLACES	48
Components of a Place Type	49
Charlotte Place Types	50
Relationship to Unified Development Ordinance	51
PLACE TYPES	82



3

POLICY  
FRAMEWORK

INTRODUCTION 95

POLICY FRAMEWORK OVERVIEW 96

GOALS, OBJECTIVES, POLICIES,  
PROJECTS AND PROGRAMS 98

Goal 1: 10 Minute Neighborhoods 98

Goal 2: Neighborhood Diversity and Inclusion 102

Goal 3: Housing Access for All 106

Goal 4: Transit- and Trail-Oriented  
Development 110

Goal 5: Safe and Equitable Mobility 114

Goal 6: Healthy, Safe, and Active Mobility 118

Goal 7: Integrated Natural and Built  
Environments 122

Goal 8: Diverse and Resilient Economic  
Opportunity 126

Goal 9: Retain Our Identity and Charm 130

Goal 10: Fiscally Responsible 134

UNDER SEPARATE COVER:

V2

VOLUME 2: IMPLEMENTATION  
STRATEGIES

SHORT-TERM ACTIONS

PLANNING APPROACH

COMMUNITY AREA MAPPING

UNIFIED DEVELOPMENT ORDINANCE

ANTI-DISPLACEMENT TOOLS

FISCAL CONSIDERATIONS

CIP PREPARATION

ORGANIZATIONAL CAPACITY

TRACKING PROGRESS

V3

VOLUME 3: APPENDICES

APPENDIX A: EQUITABLE GROWTH  
FRAMEWORK METHODOLOGY

APPENDIX B: PLACE TYPES MANUAL

APPENDIX C: GOAL AND  
OBJECTIVES METRICS

APPENDIX D: GLOSSARY OF TERMS

APPENDIX E: ACKNOWLEDGMENTS





# 01 A COMMUNITY-BASED VISION

- 1.1 Introduction
- 1.2 Community Values, Vision, and Goals
- 1.3 Equitable Growth Framework

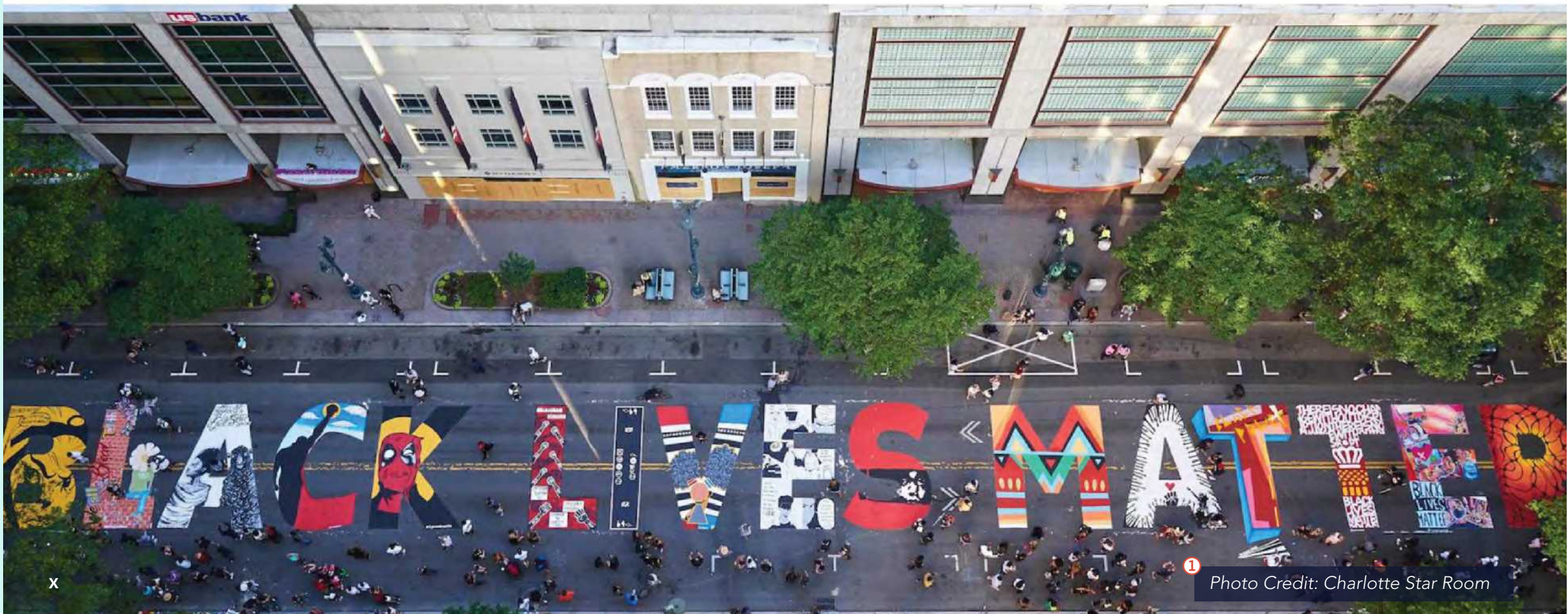
## SUMMARY OF MAJOR CHANGES IN SECTION 1:

- Addressed typos and formatting issues
- Provided stronger definitions and explanations around equity and equitable growth
- Provided clarification on aspects of the Equity Metrics within the Equitable Growth Framework
- Clarified definition of Sphere of Influence
- Augmented Goal 1 to provide better understanding of its intent and meaning
- Augmented Goal 7 to address climate change



REVISIONS ON THIS PAGE

① Comment: We need to give credit to the person who took the BLM photo.  
Action: Added photo credit to page  
Source: Email, Internal Staff



x

① Photo Credit: Charlotte Star Room



## 1.1 INTRODUCTION

The City of Charlotte has a duty to implement plans for various aspects and areas of the community. Unlike many plans developed across the country, the neighborhood, community and systemwide plans created in Charlotte should not sit on a shelf and collect dust. Instead, they are calls to action that guide and propel investment and transformation in the community. Charlotte has not had a Comprehensive Plan to guide growth and development communitywide since 1975. A comprehensive plan is a blueprint for a city's next phase, a statement on a community's character, and a guiding light for determining a community's goals and aspirations for the future.

The Charlotte Future 2040 Comprehensive Plan is our shared, comprehensive vision to guide the Queen City's growth over the next 20 years. Once adopted, the Plan will be the foundation for strategic policy, equitable investment in infrastructure, and new regulatory tools such as the Unified Development Ordinance. The planning process has been guided by a focus on equitable growth and by the residents of Charlotte coming together to prioritize what is most important to us. As a community-driven Plan, it seeks to address the inequities of the past, and unite the city around a shared set of goals for our future.

The Comprehensive Plan is a living document that integrates community input and best practices into a framework that will guide our city's decision-making and investment in both the near- and long-term. This Plan addresses topics that affect how we will experience the built environment and layout of our city for decades to come. It also addresses how our built city can better reflect and advance our community values and aspirations around topics like equity, transportation, quality of life, economic development, jobs, affordable housing, health, safety, and sustainability.

The policies, projects, and programs in this Plan aim to help shape the future of the places we live, work, shop, and play by preserving what's important to our community and guiding investments that help make Charlotte a vibrant and unique city for decades to come. The Plan will help ensure a high quality of life for residents and an attractive community for employers and employees.

- ① Comment: Page 9 (now page 1): The following is a dubious claim with no examples: "The City of Charlotte has a great legacy of developing and implementing plans for various aspects and areas of the community. Unlike many plans developed across the country, the neighborhood, community and systemwide plans created in Charlotte do not just sit on a shelf and collect dust. Instead, they are calls to action that guide and propel investment and transformation in the community."

This plan should make clear that it is not like other plans; comparing it to previous plans the City has made is not an effective argument.

Recommended edit: The City of Charlotte has a duty to implement plans for various aspects and areas of the community. Unlike many plans developed across the country, the neighborhood, community and systemwide plans created in Charlotte should not sit on a shelf and collect dust. Instead, they are calls to action that guide and propel investment and transformation in the community.

Action: Revise text as suggested

Source: Email, Planning Commission

- 1

Comment: Charlotte's Mint was the FIRST Branch of the US Mint

Action: Added "the first" to emphasize

Source: Email, Planning Commission
- 2

Comment: Add caption

Action: Added image caption

Source: Internal City Staff
- 3

Typographical revision
- 4

Comment: The historical policies that contributed to our Neighborhood Racial segregation (pages 10-11 in 2040 plan) were primarily:

  - Restrictive Covenants – inability for a person of color to purchase a home in a Neighborhood

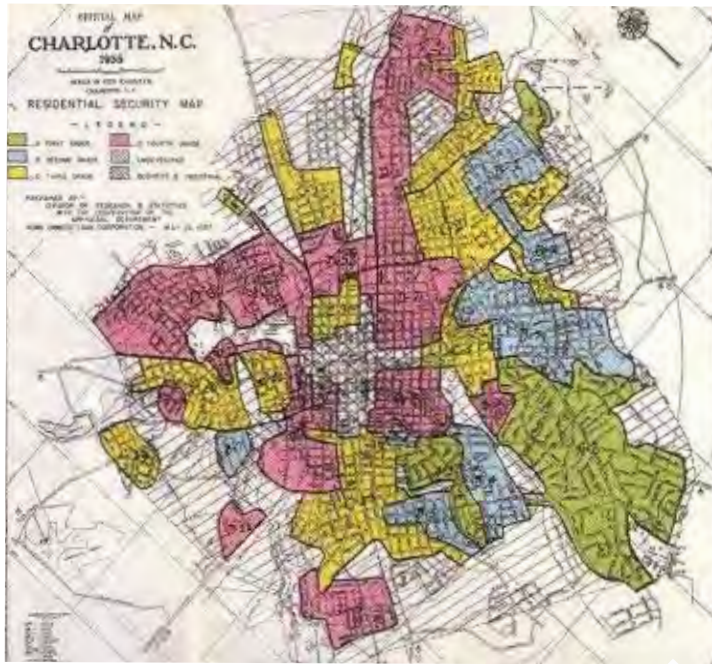
Action: Added historic context of restrictive covenants to narrative

Source: Email, Community Member
- 5

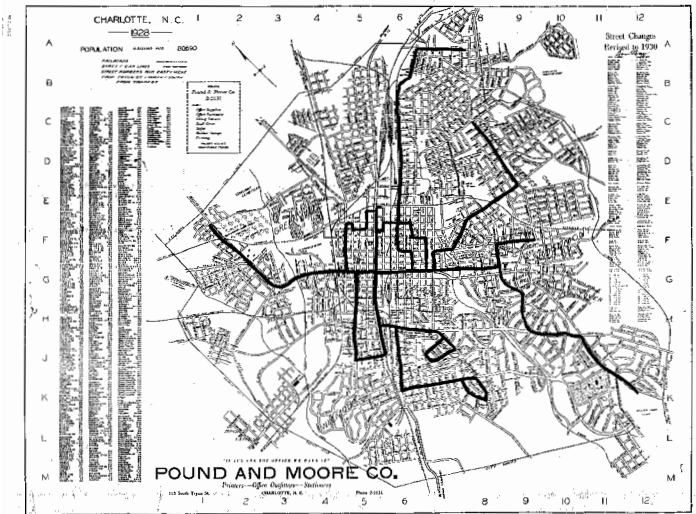
Comment: Civil rights movement "culminated"..when did it culminate? Is that the best word?

Action: Added specific time frame to clarify

Source: Email, Planning Commission



“Best” “Definitely Declining”  
“Still Desirable” “Hazardous”  
Redlining in Charlotte, 1935.  
Source: Mapping Inequality



Charlotte Transportation Network, 1928

DIVISIONS AND INEQUITY: HOW WE GOT HERE

Charlotte was an early hub of transportation along the Catawba tribe and other tribes’ trading paths. Successful railroad bids strengthened the city as a transportation hub. Charlotte’s transformation into a prominent urban center can largely be traced to the first half of the nineteenth century. Charlotte was the location of America’s first gold rush. This led to the first US branch mint, establishing the city as a center for banking. Well-established transportation, technological advancements, and the cotton-based economy facilitated the growth of textile manufacturing and goods distribution. As the railroad and cotton industry attracted investors, innovators, and jobseekers, landowners subdivided and sold their land around the urban center and rail corridors. This urban expansion started to segregate land uses, classes, and people. It was during this time of growth that the city became more divided.

In the mid-1900s, Federal mortgage programs, automobiles, and a strong economy created a suburban development boom across the country. By this time, racial and class tensions were entrenched and limited how people of color could purchase land and where they could live. Federal financial assistance required maps that classified housing areas in the city based on racial, economic, and land use homogeneity (redlining). Low-income and African American areas

were redlined (graded D) and denied loans. These maps also guided the first zoning. Redlined areas were zoned industrial or multifamily. In addition, new neighborhoods in Charlotte enacted racially restrictive covenants that prevented property sales to African Americans and poor whites<sup>1</sup>.

The events of the 1930s-40s hampered African American families’ ability to build wealth. Segregation limited choices. Disenfranchisement made African American neighborhoods and business centers vulnerable to change. New highway networks supported suburban growth but bisected neighborhoods, primarily lower income neighborhoods inhabited by people of color. Urban Renewal aimed to rebuild in “blighted” areas but led to the destruction of Second Ward and other neighborhoods throughout Charlotte. Suburban shopping malls located near areas with high disposable incomes. This moved

employment opportunities, goods, and services further away from African American homes.

By the time the civil rights movement of the 1950s -70s culminated, the Charlotte was physically

“By the time the civil rights movement culminated, the city was physically segregated by race and income. This led to concentrated poverty and a need to develop new strategies for affordability and investments.”

<sup>1</sup>Source: North Carolina History Project northcarolinahistory.org/encyclopedia/restrictive-covenants/#:~:text=New%20neighborhoods%20in%20Charlotte%20enforced,repeatedly%20upheld%20racially%20restrictive%20covenants

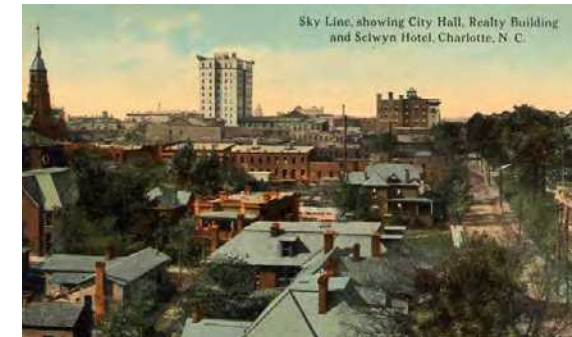




## REVISIONS ON THIS PAGE

segregated by race and income. This led to concentrated poverty and a need to develop new strategies for affordability and investments. Some strategies have been successful in and around Uptown (e.g., First Ward Place, a mixed income, mixed tenure HOPE VI grant funded development<sup>1</sup>), but the increased land and housing values in these areas has placed financial pressure on residents. Some communities have been able to use opportunities and their organizing power to become more stable, but only through their own effort. Today, neighborhood change, fear, and polarization inequitably impact historically African American areas. Charlotte currently has the least amount of upward economic mobility of America's 50 largest cities.<sup>2</sup> This impacts our future as a livable, vibrant, and sustainable place to live and do business. The City believes it must take responsibility for its role in creating, perpetuating, and otherwise turning a blind eye to this system of

④ structural racism and that there are opportunities to be more accountable in its decisions around future growth and to better understand the consequences (intended and unintended) of those decisions. If we do not, we will exacerbate disparities, become more divided and risk losing the sense of community that is so uniquely Charlotte.



Socio-economic patterns of First Ward in Charlotte, 1875 & 1910: The colored pins represent different races and economic classes and illustrate that Charlotte was an integrated community at the time. Source: Dr. Tom Hanchett

- ① Comment: after “Hope VI” add ‘funded’ or ‘aid grant’?  
Action: Added “grant funded” to clarify  
Source: Email, Planning Commission
- ② Comment: need a footnote  
Action: Added footnote for HOPE VI project  
Source: Internal City Staff
- ③ Comment: market demand - clarity what type of demand?  
Action: Clarified demand as increased land and housing values  
Source: Internal City Staff
- ④ Comment: The term “system of discrimination” seems less accurate than “government-endorsed structural racism”. Recommended edit: The City believes it must take responsibility for its role in creating, perpetuating, and otherwise turning a blind eye to this structural racism and that there are opportunities to be more accountable in its decisions around future growth and to better understand the consequences (intended and unintended) of those decisions.  
Action: Replaced with “structural racism” as suggested  
Source: Email, Planning Commission

② <sup>1</sup>Source: <https://curs.unc.edu/wp-content/uploads/sites/400/2013/09/Boulevardexecsummary.pdf>

<sup>2</sup>Source: Equality of Opportunity Project, now rebranded as Opportunity Insights based at Harvard University



REVISIONS ON THIS PAGE

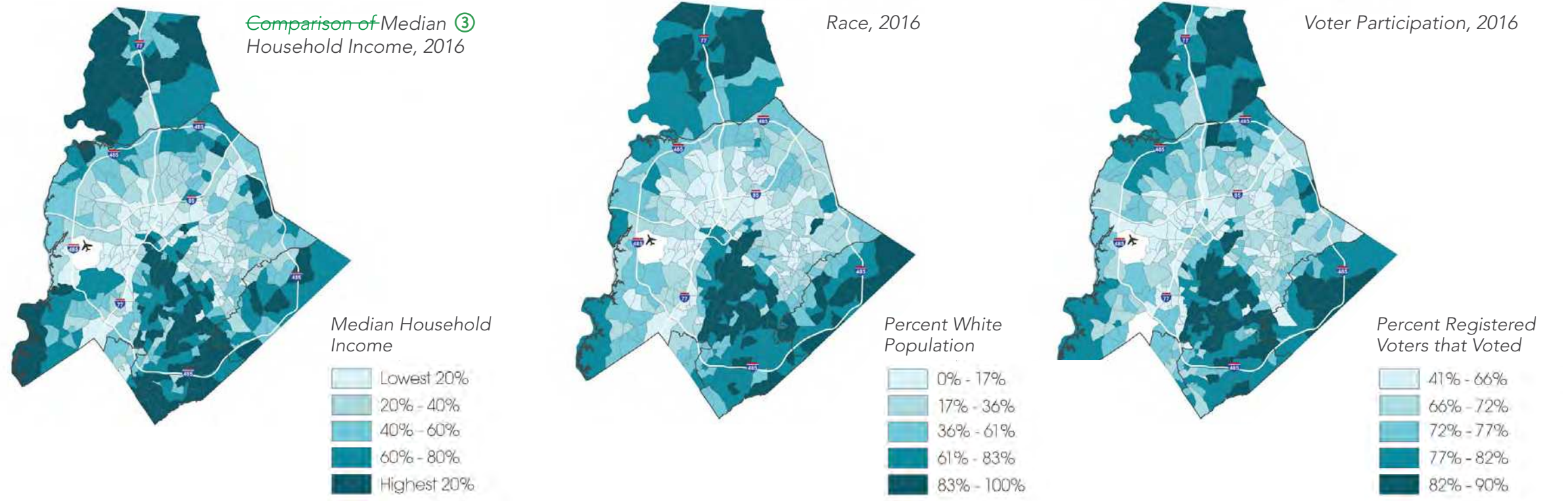
- ① Comment: Add “and businesses” after residents  
Action: Added suggested text  
Source: Email, Planning Commission
- ② Comment: “black” vs “communities of color”  
Action: Updated African American to Black for clarity  
Source: Email, City Council
- ③ Typographical revision

CURRENT CONDITIONS

Charlotte has been one of the fastest growing cities in the country, with an average annual growth rate of over 1.7% during the past 10 years. Many factors ① have attracted new residents and businesses to the region, including diverse employment opportunities, a relatively low cost-of-living, and the city’s unique character. This growth has established Charlotte as a vibrant and desirable city; however, this rapid development has also contributed to many challenges facing the city. If Charlotte is to continue to grow sustainably it will need to do so intentionally and strategically. Most U.S. cities have a Comprehensive Plan to establish a desired vision for the future and a strategic action framework that would help implement it. Charlotte however has not had a plan like this since 1975. The city’s current growth policies are decentralized and lack a coherent unified

vision, as they were written over the course of the past 30 years and vary between different areas of the city. Though some areas have updated policy guidance by virtue of City-adopted area plans, several others have not had updated guidance for ten years or more. Taking these disparities into account, the City recognizes that an updated and holistic approach to unify long-range planning efforts is needed.

Charlotte has attracted growth and innovation for the last 130 years. Along with the innovation has come more wealth and jobs, bringing new people to the city. To new residents, Charlotte has offered a balanced quality of life with reasonably priced homes, diverse job opportunities, access to nature, and transportation choices. Yet, for those who were born in this city into in a lower-income or Black ②







## REVISIONS ON THIS PAGE

household, the economic boom<sup>①</sup> has been largely inaccessible. Charlotte's rapid growth comes with opportunities, new energy, and increased investment in the city, but it also brings with it additional pressures and strains on existing residents. Growth, among other factors, has led to home and rental prices outpacing median household income, leading to gentrification and the risk of displacement for many Charlotte residents.

Early in the planning process the City created the *Charlotte Equity Atlas*, which looks at the built aspects of the city through a lens of equity and inclusion. This document built upon the past work of the *Opportunity Insights Team*, the *Leading on Opportunity Report*, the *Mecklenburg Quality of Life Explorer*, and the *Housing & Homelessness Dashboard*. The mapping of the development, environmental, and demographic patterns across the city helped identify areas of disparity and establish a baseline to better understand the real-world results left by our inequitable system. This data-driven baseline grounds the Comprehensive Plan so that it can shape opportunities in such a manner that the impacts are equitable or, in

“Mapping household income, race, and voter participation shows a clear pattern in the spatial distribution of these statistics... The spatial pattern derived from these maps can be described as an “arc” of Communities of Color and concentrated areas of poverty.”

plain terms, fair. Fair, whereby all communities are provided with access to the specific services and amenities they need to be successful. The process of mapping household income, race, and voter participation shows a clear pattern in the spatial distribution of these statistics. Charlotte's Neighborhood Planning Areas (NPAs) with the lowest incomes, highest percentages of non-white residents, and the lowest voter participation are highly correlated.

This distribution is inherited from a history of racial and economic segregation. The spatial pattern derived from these maps can be described as a “crescent”<sup>②</sup> or an “arc” of Communities of Color and concentrated areas of poverty that extend broadly around Uptown from the east to the southwest. In contrast, a “wedge” stretching from Uptown and the center city down to the southwest contains many of the NPAs with the highest incomes, percentage of White residents, and voter participation. The built environment of the arc is less complete than the wedge.

These patterns are a direct impact of redlining and the ongoing effects of explicitly racist and segregationist policies of the past.



<sup>③</sup> Map Source: City of Charlotte Equity Atlas, note that this represents areas within the City limits and does not include Mecklenburg County. See the Equity Atlas for more information.

① Typographical revision

② Comment: Is there a specific reason for calling the part of the city more commonly known as “the Crescent” and “the Arc?” Recommended edit: The spatial pattern derived from these maps can be described as a “crescent” of Communities of Color, immigrant communities and concentrated areas of poverty that extend broadly around Uptown from the east to the southwest.

Action: Have used both crescent and arc to describe this pattern, added crescent to this description for clarity

Source: Email, Planning Commission

③ Comment: General comments received regarding some confusion about this map's source and extents

Action: Added note below to describe map source and extents, as well as the location to find additional information

Source: Community, Internal City Staff

## FUTURE TRENDS

Based on current projections, Charlotte is expected to continue a high rate of growth over the next 20 years. Mecklenburg County can expect an approximately 1.6% rate of population growth and a 1.5% rate of employment growth<sup>2</sup>. This equals about 1,491,900 total residents and 1,080,100 total jobs throughout the County by 2040. The City of Charlotte is expected to add over 385,000 new residents and 212,000 new jobs over this same period. This new growth will come with both opportunities and challenges, including increasing diversity and a potentially unequal distribution of benefits without Planning intervention. Establishing a vision for directing and managing future growth that is based in a clear understanding of current and past inequities is critical to the long-term success of our city.

A number of local and nation-wide trends will contribute to Charlotte's growth over the next 20+ years. These trends include a natural population increase as more people are born than die; Charlotte's employment growth as new jobs attract skilled workers to the region; Center City growth as more people want to live and work in urban centers than ever before; and Charlotte's quality of life as even more people are drawn to the city as it improves. Understanding these motives is important to making decisions about future growth.

Charlotte's future growth will be made up a variety of demographics, including many new residents who are foreign born, non-English speaking, Millennials, and young families. This increased diversity will bring even more culture and vibrancy



## EQUALITY VERSUS EQUITY

Equality and equity are often used interchangeably. However, with Equity being the key Guiding Principle of the Charlotte Future Comprehensive Plan, it is important to properly define these terms. **Equality** provides everyone with the same opportunities regardless of their needs. **Equity** provides people with the opportunities necessary to meet their specific needs. For example, an able-bodied person may not notice the curb cuts on a sidewalk because they can easily step up and down, but a senior, someone with limited mobility, or a person pushing a cart or stroller needs the curb cuts to be able to use the sidewalk. Equity makes things accessible for everyone. A City that develops equitably is FAIR about how public investments are made and JUST in doing something about existing unfairness.

Equality versus Equity, 2017. Source: Robert Wood Johnson Foundation





## REVISIONS ON THIS PAGE

to the city, which is already rich in history and character. New residents may have different needs and customs than existing residents. An equitable plan for future growth will need to welcome and celebrate new culture and demographics, while maintaining the diversity and authenticity that makes Charlotte the city it is today.

Of its peer cities, which include Atlanta, Nashville, Austin, Minneapolis, Denver, and Raleigh (note these are only used for analysis and are not an exact one-to-one). Charlotte is slated to see the highest rate of job growth, regional job capture, and diverse development types over the next 10 to 20 years. All of these projections indicate that Charlotte will continue to have a strong economy and economic growth, however there is the risk that this wealth generation may not be available to all residents. New residents, while bringing a diverse workforce to the city, could

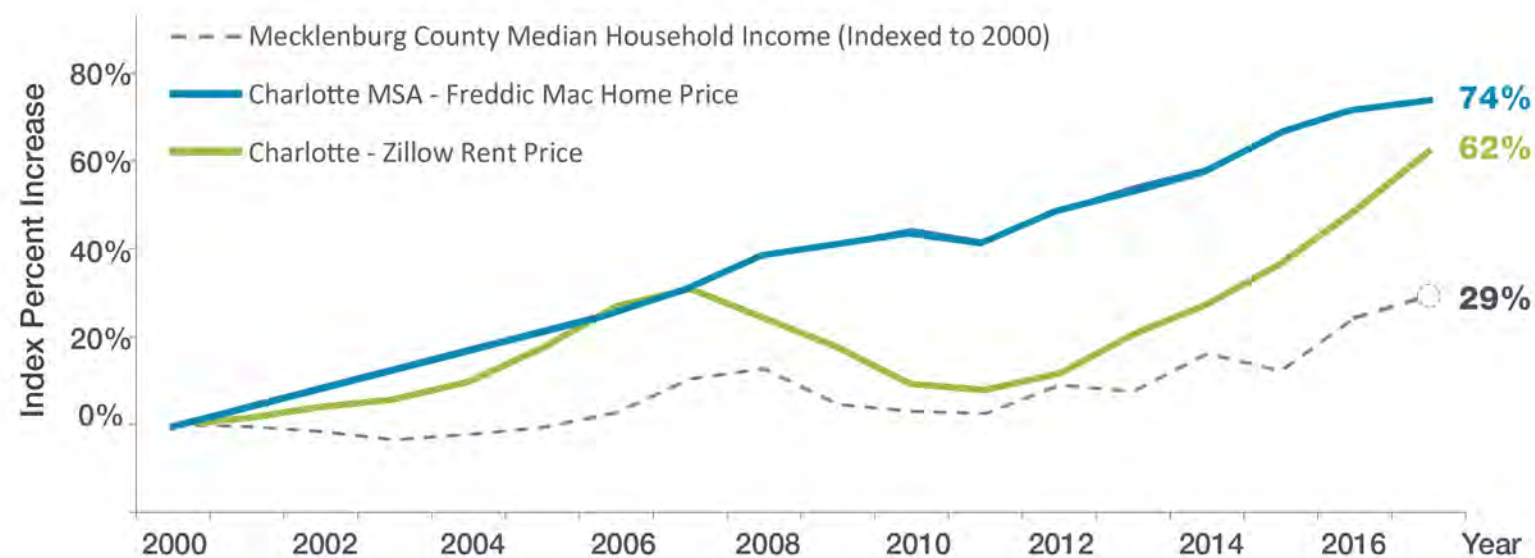
also mean increasing housing prices, less housing stock and choice, fewer middle- and lower-wage jobs, increased pressure on the city's infrastructure, and even increased racial and socio-economic tensions. The Comprehensive Plan aims to address these issues so that development can benefit existing and new residents. With proper planning, new growth could instead come without displacement of existing residents, and with a variety of new and affordable housing types; accessible jobs for all education levels; increased investment in roads, transit, and trails for all areas of Charlotte; increased access to goods and services; and a more equitable distribution of wealth and opportunity.

<sup>2</sup>Source: Economic and Planning Systems and Charlotte CONNECT

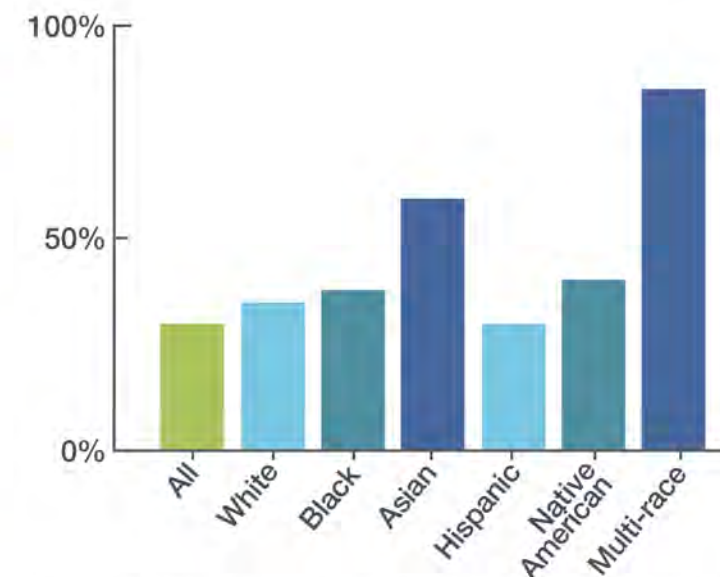
① Comment: In the intro it says Charlotte was compared to peer cities. Which cities are they?

Action: Listed peer cities and noted how they were used

Source: Public Input, Community Member



Charlotte Area Housing Cost and Income Index, 2000-2017. Data Source: Zillow, US Census, Freddie Mac, Economic and Planning Systems



Change in median household income by race, 2000-2016. Data Source: US Census, 5-Year American Community Survey

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## ① Major Revision

Comment: General comments about the length of the document and which portions should be adopted, desire to make the main body of the Plan shorter and more digestible

Action: Split Plan into Three volumes, with Sections 1, 2 and 3 comprising Volume 1, the Implementation Strategy (formerly Section 4) making up Volume 2, and the Appendices being packaged in Volume 3 to make the document more accessible - multiple revisions were made on this page and the next to reflect this change

Source: City Council, Community, Staff

## PLAN ORGANIZATION

### ① VOLUME 1

- 1

The first section, **A Community-Based Vision**, communicates the *Vision and Values* that were identified during the robust community engagement process. It then lays out the *Equitable Growth Framework* that grew from the vision, which measures access and community benefits across the city. This sets the stage for what the goals will address later in the Plan.
- 2

Section Two, **Complete Communities and Places**, outlines the elements of a Complete Community, which meets the needs of all residents and employees in an area. This section describes the ten *Place Types*, which are used as tools to direct growth and investment in an equitable and integrated way.
- 3

Section Three provides the **Policy Framework**, the essential component of the Plan recommendations. Ten primary *Goals and Objectives*, built from the Vision Elements, each have recommendations for big ideas and supporting policies, projects, and programs.

### VOLUME 2

- V2

The Plan's Implementation Strategy, provides the details and tools used to make it all happen. This includes actions for the policies, projects, and programs; strategies for integration with other Plans; a framework for *Community Area Plans* and mapping; guidance for the *Unified Development Ordinance*, a framework for an Anti-Dsplacement Strategy, recommendations for *Capital Improvement Projects*, and how to track our progress.

### VOLUME 3

- V3

The Plan concludes with five Appendices. The first summarizes the methodology for the Equitable Growth Framework's Metrics. The second is a Place Types Manual that provides detailed direction for each Place Type, and an overview of Place Type Mapping. The third is a set of metrics to track the progress of the goals and objectives. The appendices conclude with a Glossary of key terms and Acknowledgments of the many voices that contributed to the contents of this document.



Section divider page  
Sub-sections

Policy case study or informational sidebar

Numbered policies, projects, and programs (corresponding to Implementation, Volume 2)

Illustrative photos: Images from Charlotte that illustrate concepts described in the big ideas, policies, projects, and programs



HOW TO USE THIS DOCUMENT

PLACE TYPES: NEIGHBORHOOD 2

Goal: Provide a range of moderate to higher intensity housing types, including apartment and condominium buildings, to meet the needs of a diverse population.

Neighborhood 2 places are higher density housing areas that provide a variety of housing types such as townhomes and apartments alongside neighborhood-serving shops and services.

LAND USE

- The primary uses in this Place Type are multi-family and single-family attached residential, including some buildings with ground floor, non-residential uses.
- Lower intensity housing types are also found in Neighborhood 2, especially as part of a large development with a mix of housing types. Neighborhood 2 places also include civic uses such as schools, neighborhood parks, and religious institutions.

BUILDING FORM

- The typical building is a single-family attached or multi-family building and is usually not more than five stories. Civic and institutional buildings vary in size based on their context and accessibility.
- Buildings are designed with active ground floor uses, either residential or in some instances, economically viable commercial, to support a vibrant pedestrian environment. Buildings with ground floor commercial have tall ground floors and a high degree of transparency using clear glass windows and doors.

CHARACTER

- This Place Type is characterized by low- to mid-rise multi-family residential buildings, in a walkable environment. Neighborhood 2 places include larger scale residential buildings than are found in Neighborhood 1 and residential developments typically include shared community amenities, such as open spaces or recreational facilities, and common parking areas.

MOBILITY

- Because Neighborhood 2 places typically serve as a transition between lower-density development and higher-intensity commercial or mixed-use centers, they have a very well-connected and dense street network with short blocks. This provides multiple route options to better accommodate walking, cycling, and transit use.
- Both Local and Arterial streets are designed to support and encourage walking, cycling, and transit use to reach transit or nearby destinations.

OPEN SPACE

- This Place Type includes privately owned, common open space that serves individual residential developments. This open space takes a range of forms, from playgrounds and recreation spaces, to plazas, courtyards, and rooftop decks. Public open spaces such as small parks and greenways, and natural open spaces such as tree preservation areas, are also an important feature and should be included in neighborhoods.

HIGHLIGHTS

- Infill development forming a consistent street edge
- Trail-oriented development
- Shared public open spaces
- Neighborhood trail connections
- Comfortable sidewalks with planting strips and shade trees
- Mix of different housing types (including townhomes, condos, and medium-density residential development)
- Transition to Adjacent Place Types



02 Complete Communities | CITY OF CHARLOTTE

Section marker: the filled blue dots indicate the current Plan section, the blue outline indicates the three sections of Volume 1

Place Types title, goal, and photo bar

Distribution of land uses within Place Type

Abbreviated Place Types components (more detail can be found in Volume 3, Appendix B)

Place Types close-up and highlights: conceptual graphic illustrating key features

Page footer with volume, section number, section name, and page number

Section Two: Place Types spread

9.13 In CIR continue to invest in the installation of planting strips that support large trees through maturity.

Explore opportunities to support vulnerable neighborhoods such as weatherization and grant programs which enable low-income homeowners to remain in or move into homes and preserve historic structures, when feasible.

9.15 Develop a fund for the maintenance of artworks created through City funding, including the Charlotte-Mecklenburg Public Art Program, the Placemaking Fund, and Capital Improvement Projects by which title to the artworks is transferred to the City upon the project's completion and maintenance instructions are provided with the transfer of title; the artwork becomes a valuable City asset.

9.16 Develop a fund for the maintenance and programming of public space.

9.17 Continue and expand City and partner grant programs that support neighborhoods and other community organizations to undertake projects aimed at retaining local identity and charm and supporting capacity building of artists.

Strategic Partnerships

9.18 Educate community members and City staff (including inspection staff) about regulations and programs that support historic preservation.

9.19 Enhance support of neighborhood planning and engagement to develop "neighborhood stewardship ethos" in all neighborhoods by identifying and empowering residents to be community planners and neighborhood advocates.

9.20 Develop a formal process, such as through Neighborhood Improvement Districts, to support neighborhoods and organizations seeking to improve and enhance neighborhoods and business districts, and provide technical support and guidance for capacity building.

9.21 Develop registries of vacant properties and large surface parking lots and work with property owners to evaluate and encourage beneficial reuse of sites.

9.22 Create a culture of developer-community collaboration through the encouragement or requirement of community benefit agreements.

9.23 Through infrastructure investment and partnerships, invest in public art within neighborhoods and prioritize installations within vulnerable neighborhoods.

9.24 Formalize a toolbox for restoration and reuse of existing structures, prioritizing historic structures.

9.25 Formalize a process with neighborhoods and Mecklenburg County to program new and existing public spaces with culturally relevant activities.

Other City Initiatives

9.26 Encourage innovative urban design, placemaking, and preservation strategies along commercial and cultural corridors to maintain and enhance landscapes and public spaces.

9.27 Develop a Preservation Plan that identifies historic properties, landscapes, and buildings that tell the full story of the City's history and outlines future direction for celebrating and enhancing the unique physical character, cultural values, and social identity of the City.

<https://www.cmc.gov/people-programs/community-benefit-agreements.aspx>

9.28 Support public outreach efforts to notify residents of vulnerable neighborhoods of City programs of programs that help avoid displacement, such as aging-in-place programs.

9.29 Provide design guidance for infill and redevelopment projects in Charlotte's historic neighborhoods and other cherished places.

RECOMMENDED PROJECTS AND PROGRAMS

9.31 Consider increasing the percentage of capital project budgets devoted to placemaking and public art to further support placemaking, development of public art installations and capacity building for local residents, designers and artists.

9.32 Develop a vacant properties registry and program to work with landowners to repurpose sites.

9.33 Develop a program to encourage the development of infill small-scale single-family and duplex residences that meet the City's desired form requirements.

9.34 Develop a community design handbook to guide redevelopment of Charlotte's cherished places that are not protected by a historic district designation and associated guidelines.

9.35 Develop a monitoring system to track redevelopment in historic areas and neighborhoods vulnerable to displacement.

9.36 Provide financial and technical support to small businesses in areas at high risk for commercial displacement.

9.37 Complete final survey of remaining five historic neighborhoods identified in Historic Route 4 Study.

9.38 Implement the maintenance recommendations for public art identified in the Art Conservation Report (produced in 2015 by RLA Art and Architecture Conservation) by funding maintenance of publicly-owned art installations.

9.39 Expand upon previous mapping efforts to develop a map of public and privately developed art throughout the City that is accessible to the public.

9.40 Expand technical assistance to residents who want to develop more detailed understanding and guidance in identifying assets, preserving and creating place, and documenting the character of their community.

9.41 Develop and support a low-income assistance program that would aid in tree preservation and care for trees on private property.

CASE STUDY: NATURALLY OCCURRING CULTURAL DISTRICTS IN NEW YORK CITY

New York City has been a leader in creating unique neighborhoods throughout its history. However keeping the individuality has been an important topic in recent discussions. With a commitment to keep its neighborhoods special as prices increase, Naturally Occurring Cultural Districts NY (NOCOD-NY) were created as an alliance of artists, neighborhood leaders, activists, and policymakers committed to revitalizing New York City from the neighborhood up. Capitalizing on the vibrant culture that already exists in their communities, leaders are standing up for racial justice, environmental justice, immigrant rights, and economic justice to make their neighborhoods even better. The City helps facilitate workshops and focus groups, makes critical links to citywide plans and policies, and provides other tools and resources.

Image source: Getty Images

03 Policy Framework | CITY OF CHARLOTTE

Section Three: Policies, projects, and programs spread

1.1 INTRODUCTION

The City of Charlotte has a great legacy of developing and implementing plans for various aspects and areas of the community. Unlike many plans developed across the country, the neighborhood, community and systemswide plans created in Charlotte do not just sit on a shelf and collect dust. Instead, they are tools to action that guide and propel investment and transformation in the community. With that said, Charlotte has not had a Comprehensive Plan to guide growth and development communitywide since 1975. A Comprehensive Plan is a blueprint for a city's most future, a statement on a community's character, and a guiding light for determining a community's goals and aspirations for the future.

The Charlotte Future 2040 Comprehensive Plan is our shared, comprehensive vision to guide the Queen City's growth over the next 20 years. Once adopted, the Plan will be the foundation for strategic policy, equitable investment in infrastructure, and new regulatory tools such as the Unified Development Ordinance. The planning process has been guided by a focus on equitable growth and by the residents of Charlotte coming together to prioritize what is most important to us. As a community-driven Plan, it seeks to address the inequities of the past, and unite the city around a shared set of goals for our future.

The Comprehensive Plan is a living document that integrates community input and best practices into a framework that will guide our city's decision-making and investment in both the near and long term. This Plan addresses topics that affect how we will experience the built environment and layout of our city for decades to come. It also addresses how our built city can better reflect and advance our community values and aspirations around topics like equity, transportation, quality of life, economic development, jobs, affordable housing, health, safety, and sustainability.

The policies, projects, and programs in this Plan aim to help shape the future of the places we live, work, shop, and play by preserving what's important to our community and guiding investments that help make Charlotte a vibrant and unique city for decades to come. The Plan will help ensure a high quality of life for residents and an attractive community for employers and employees.

A Community Based Vision | CITY OF CHARLOTTE

Sub-section divider page

Sub-section introduction text

01 A Community Based Vision | CITY OF CHARLOTTE

9







## 1.2 COMMUNITY VALUES, VISION, AND GOALS

In order to create a Comprehensive Plan that is successful and meaningful, the values of the community must be central to the process and outcomes. This understanding has been at the heart of the Charlotte Future 2040 Comprehensive Plan. Building on the efforts of previous engagement efforts, the Plan's equitable and inclusive process focused on hearing from a great number and variety of voices. What we learned from the community led to the development of guiding principles and vision elements that are true to Charlotte's character and the needs of all Charlotteans. As Charlotte continues to grow and welcome newcomers from around the country and the globe, it will be critical to foster a community ethic of diversity, equity, inclusion, and belonging. The values, vision, and goals for Charlotte embrace and celebrate differences, as well as the places and opportunities that unite us. The timeline, methods, and outcomes of the community values and Plan process are described in this section.

①

① Comment: Goal. 2 Neither the stated Goal, nor the recommendations or projects address strategies regarding the integration and retention of communities of color, of newcomers or immigrants. The words Diversity and Inclusion ONLY ADDRESS HOUSING OPTIONS as if Access, Equity and Inclusion were implicit in the statement.

Action: The intent of Goal 2 is to focus on housing access for all Charlotteans without highlighting or excluding any particular group, however, we do agreed that this type of language could be strengthened throughout the Plan, additional text has been added on this page and elsewhere throughout the document

Source: Email, Planning Commission



① Typographical revision



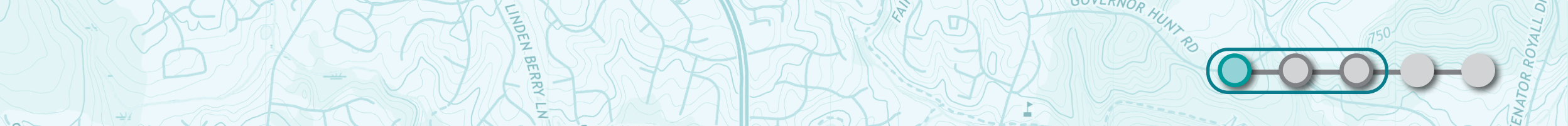
PROCESS

The development of the Charlotte Future 2040 Comprehensive Plan has been an over 2-year long process, including several additional months for review and adoption. This process included significant analysis, community outreach, education, and coordination across departments, organizations, and entities. To simplify the process and engagement, the project schedule was divided into four phases.

The **first phase**, from Winter 2018 to Spring 2019 focused on Charlotte's history, existing conditions, and community vision and values. This phase included significant community outreach, leading to the creation of the Plan's guiding principles and vision elements. An analysis of the city's existing conditions and the impacts of past policies was also completed and represented in the *Built City Equity Atlas*, the *Growth Factors Report*, and the *Policy Audit*. The goal of this phase was to understand the impacts of our history, the city of Charlotte as it is today, and the community's vision for its future.

The **second phase**, from Summer 2019 through Fall 2019, focused on growth strategies; examining the implication of concentrating future growth along corridors, in and around major activity centers, or in and around neighborhood nodes. The process of educating and engaging the community about growth began with the *Growing Better Places Game*, an innovative and fun approach to having complex conversations around growth and trade-offs. The input received from the game informed the creation of three growth scenarios. The community learned about and weighed-in on these different strategies for locating future growth. Both the data analysis and the community's feedback on these scenarios helped establish and support the notion that future growth should not be distributed through "business as usual," but rather ① through an intentional and coordinated growth strategy.





## REVISIONS ON THIS PAGE

The **third phase**, from Winter 2019 to Fall 2020, focused on the development of policies, projects, and programs around our future growth strategies and overall vision. During this phase the community, and particularly the Plan Ambassadors and Strategic Advisors, weighed in on the ten main goals and objectives that form the policy framework; the data and conclusions from the Equitable Growth Framework; and the ten Place Types. During this phase, all of the content, community feedback, and analysis to-date were compiled and released in the Public Review Draft Plan.

In the **fourth phase**, from Fall 2020 to **Summer** 2021, the **initial** ① **and revised** draft Plan documents **were** released and reviewed by the Charlotte City Council and the community. **An eight**-month review phase will aim to end in Council adoption in **June** 2021. During this phase feedback will be collected in a variety of ways from many voices throughout Charlotte. The Final Plan will be edited to incorporate the feedback received. Following adoption, the Plan will go into an ongoing implementation and monitoring phase, to ensure the goals and objectives are being met.

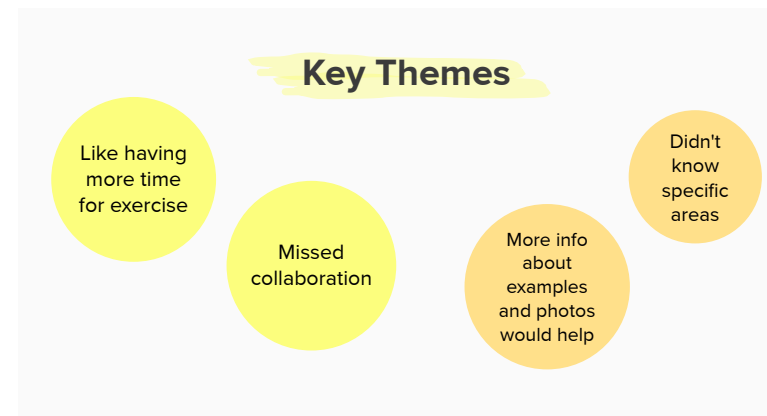
To ensure that the final Comprehensive Plan represents an equitable future for all residents, the public engagement process was robust, innovative, and inclusive. The planning team engaged many perspectives through a variety of tools so that all Charlotteans could be included at the table. The outreach focused on accessibility and we listened to input from groups representing all segments of Charlotte's population, including ② those we don't hear from **often enough** – people of color, youth, non-English speaking residents, and those with lower incomes.

Over the course of the Planning process the team had over ② 500,000+ interactions with over **6,500** voices through more than **40** methods of engagement. An additional **477** key stakeholders, including community leaders, local business and non-profit representatives, advocacy groups, major employers, local institutions, and neighborhood groups from across Charlotte. ③



- ① Comment: Update this page based on changes in process and timeline since original October 2020 release  
Action: Revised text to more accurately reflect the review and adoption timeline  
Source: Internal City Staff
- ② Typographical revision
- ③ Comment: Update to reflect most up to date engagement numbers  
Action: Updated engagement numbers to reflect recent engagement  
Source: Internal City Staff

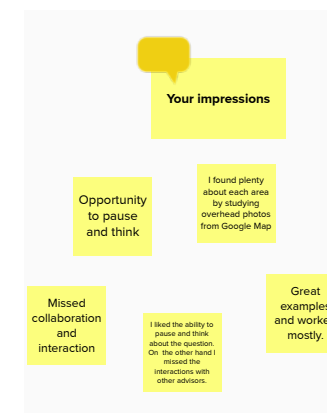




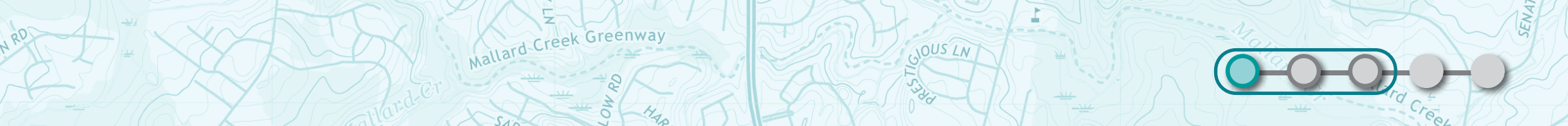
Overall goals for engagement included to increase awareness of the Comprehensive Plan and its purpose; to advance understanding of equity; to build community relationships; to meet people where they are; to attract diverse participation; to clearly communicate the community's inputs will influence the plan; and to gather feedback on the plan process and deliverables.

The primary methods for plan engagement included workshops, open houses, online surveys, pop-up events, the Growing Better Places Board Game, Ambassadors and Strategic Advisors meetings, Elected and Appointed Officials meetings and workshops, virtual meetings and open houses, the Charlotte Card Game, a socially-distanced drive-in workshop, social media outreach and education, and focus groups. All in-person meetings included translation services, refreshments, and access to childcare. All major materials were translated into Spanish and information from the project website can be translated into over 100 languages.

Starting in the Spring of 2020, with the onset of the novel COVID-19 virus, the approach for engagement needed to pivot quickly and significantly. While the overall goals of the engagement process did not change, and equity and inclusion remained at the center of the effort, the methods of outreach became completely socially distanced and/or virtual in order to protect the public health. Efforts switched to focus on safe engagement activities that primarily kept the public interested and up to date on the Plan, while more specific surveys and virtual meetings were targeted towards the Plan Ambassadors and Strategic Advisors. Acknowledging that people's schedules and day to day lives may have changed during this time, the invitation to be a Strategic Advisor was re-opened to all members of the community. Some fun, at home engagement methods includes Charlotte Future City Building coloring sheets and contest, a Charlotte planning Tik Tok Challenge, a virtual scavenger hunt, the Charlotte Future







## REVISIONS ON THIS PAGE

card game, socially-distanced chalk the walk, and social media games and quizzes. Many activities during this time were aimed at young adults and families, who may have had more capacity or the need for activities during school closures.

Throughout each phase of the Plan public input was compiled and integrated into deliverables and recommendations. Emerging themes were major drivers of the final plan goals and strategies. Some of the themes expressed most often throughout the process included:

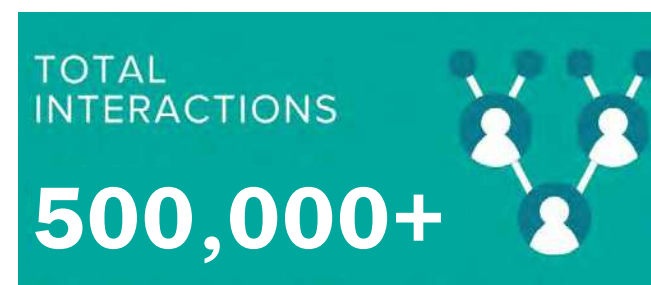
- Accommodate projected growth along our transit/transportation corridors;
- Allow varieties of housing types in neighborhoods around mixed-use activity centers;
- Create more walkable and bikeable communities;
- The strong desire to rethink “business as usual”;
- The need for missing middle, diverse, and affordable housing options;
- Strong support for complete neighborhoods and equitable access to goods and services;
- Protect and create a healthy and robust tree canopy: ①
- Create more meaningful and accessible tree-canopied parks and open space; and
- The need for better access to a diverse range of jobs and employment types.

With significant input from the public at every phase in the process, this Plan and its recommendations could not have been created without the help of the Charlotte community. The community’s willingness to participate in a variety of honest and sometimes difficult conversations throughout the development of the Comprehensive Plan has been instrumental to its creation.

IMPROVE  
NEIGHBORHOOD  
MOBILITY +  
ACCESS TO  
RESOURCES

Equity of  
resources

... Connect  
these communities  
economically,  
via transit +  
also by fusion  
of CLT



① Comment: I thought tree canopy was one of these major themes

Action: Added list item about tree canopy to list of major themes

Source: Internal City Staff

② Comment: Update to reflect most up to date engagement numbers

Action: Updated engagement numbers to reflect recent engagement

Source: Internal City Staff



① Comment: The Vision Elements and Guiding Principles, and goals are clear, proactive and aspirational. The Vision Statement reflects the essence of the principles or values, however, it does not reflect the ultimate expression of engagement in community for newcomers and residents which is BELONGING! In order to have sustainable success with this plan, it is important that residents, newcomers and communities in all sectors of the economy do not only THRIVE, But also feel that they BELONG and feel that they are part of the plan and their contributions count in the transformation.

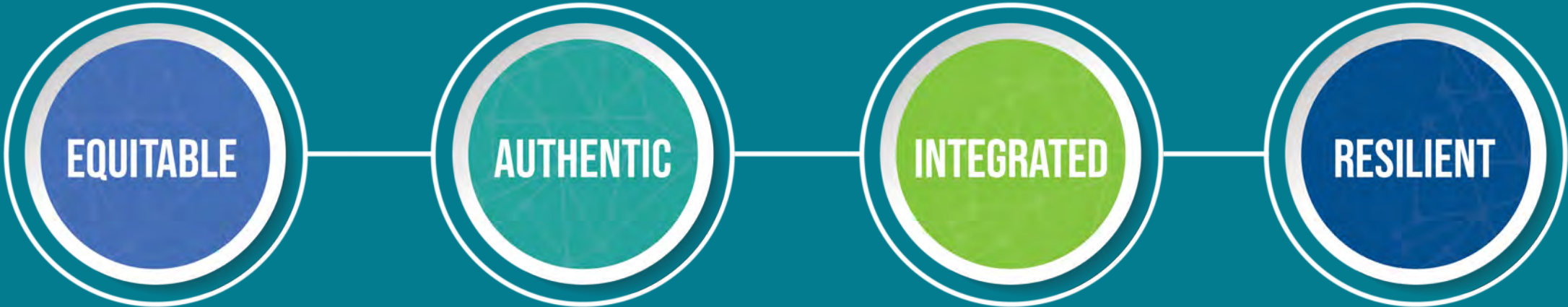
Action: Added “belonging” as a key aspect of the Equitable Guiding Principle

Source: Email, Planning Commission

GUIDING PRINCIPLES

The process of community outreach and visioning began with the creation of the Guiding Principles. Guiding principles are the values that Charlotte will use to establish a framework for decision-making throughout the life of the Charlotte Future 2040 Comprehensive Plan. These principles were conceived through robust and meaningful conversations with over 5,500 voices from the community. The four guiding principles that emerged will help shape the Comprehensive Plan

as it looks to the future: **equitable**, **authentic**, **integrated**, and **resilient**. These principals form the basis for the Plan vision and goals and ensure that the recommendations are in-line with how we as a community want to grow and change in the coming years.



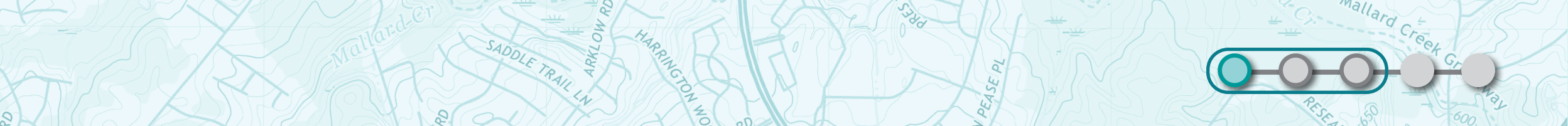
**Equitable**  
Equity is not simply a part of our plan; acknowledging and working to correct Charlotte’s legacy of discriminatory policies and practices is one of the Plan’s primary driving forces. Keeping equity at the root of the Plan ensures that future actions contribute to every member of our community having the resources, skills, access, and sense of belonging that they need.

**Authentic**  
For the Comprehensive Plan to be successful, it must be true to the city’s history and character. This authenticity has been shaped through an extensive public process and honest feedback from all voices and perspectives in Charlotte about our city’s strengths and challenges.

**Integrated**  
A key purpose of the Plan is creating an integrated framework for growth, development, and community design. Unifying our City and County departments, as well as non-government partners, around a holistic long-range plan ensures we are committed to a shared vision for Charlotte and working together to address challenges and create opportunities. This Plan was not completed in isolation; there other plans that it connects with.

**Resilient**  
An underlying piece of all the goals is resiliency, particularly around how Charlotte prepares for and responds to the challenges of public health, affordable housing, climate change, and infrastructure. A resilient city has the ability to absorb, adapt, and grow from current and future trends, stresses and shocks.





City of Charlotte Vision: “Charlotte is America’s Queen City, opening her arms to a diverse and inclusive community of residents, businesses, and visitors alike; a safe family-oriented city where people work together to help everyone thrive.”

**PLAN VISION**

Continuing from the community’s values that established the guiding principles, five vision elements were created to help inform the coming goals and equity metrics. These vision elements describe how Charlotteans picture their city in the future. The Charlotte of tomorrow is inclusive and diverse, livable and connected, healthy and sustainable, prosperous and innovative, and regional. This vision also reflects the lens through which goals and objectives were created and analyzed.



**Inclusive & Diverse**

An Inclusive and Diverse City welcomes and accommodates people of all walks of life. It unpacks, measures, and mitigates displacement risk. It preserves and expands access to affordable housing. It provides services and choices for daily goods and services for a variety of price points and promotes environmental justice.

**Livable & Connected**

A Livable and Connected City provides public services and infrastructure to maintain an accessible environment for all. Livability manifests as complete neighborhoods that provide essential goods and services, multimodal transportation networks, a diverse array of public spaces, and a respect for neighborhood character.

**Healthy & Sustainable**

A Healthy and Sustainable City incorporates environmental protection and sustainability to improve public health for all. It addresses access to healthy food, health care, tree canopy, and recreation. In the context of climate change, it plans for adaptability and mitigation by enhancing stormwater infrastructure, waste diversion strategies, our tree canopy and energy efficiency.

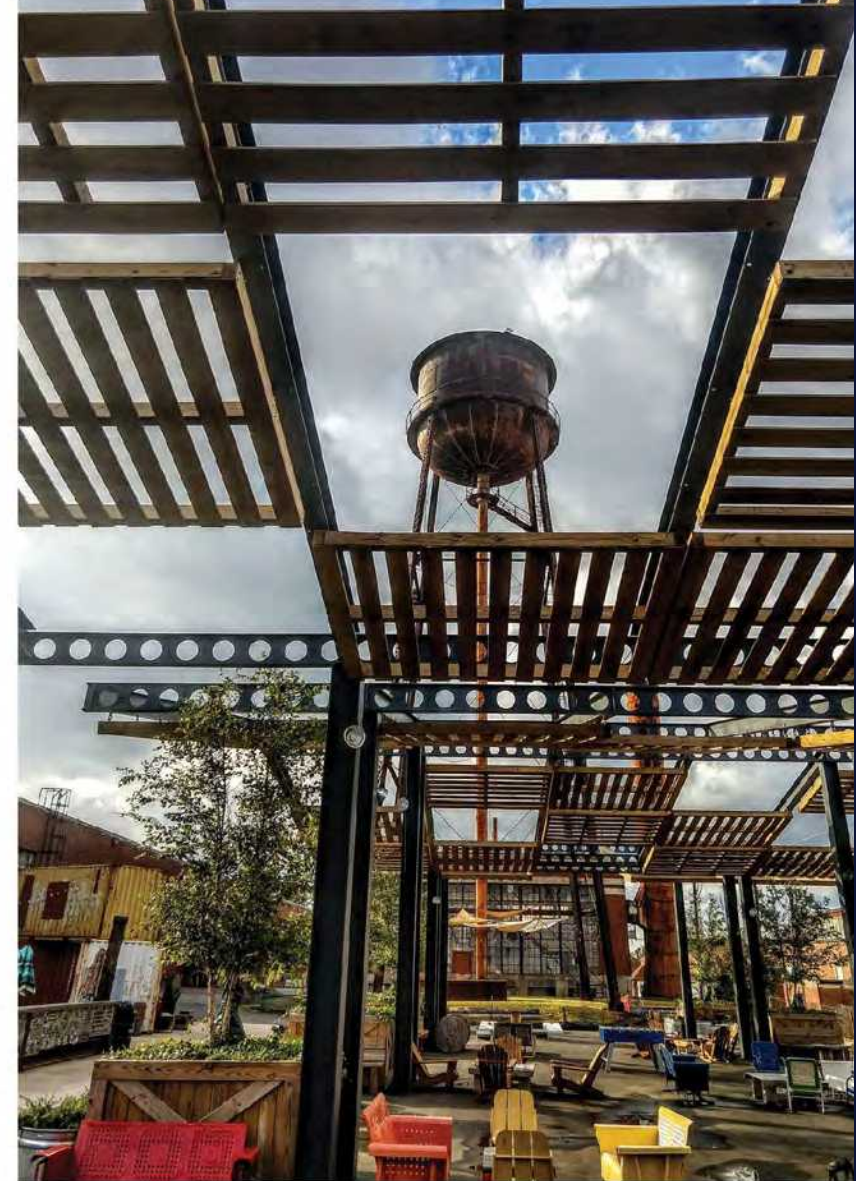
**Prosperous & Innovative**

A Prosperous and Innovative City leverages growth to benefit the livelihoods and economic opportunities of all residents. It develops diverse employment opportunities that are well-matched to residents’ skill levels, expanding access to higher education and job-training for all, and supporting innovative entrepreneurs and small businesses.

**Regional**

The Regional City serves to improve linkages with the broader region at the political, social, and economic levels. Active participation in multi-jurisdictional planning efforts can contribute to large-scale improvements in transportation infrastructure which enhance physical and economic links between cities in the region.







## 1.3 EQUITABLE GROWTH FRAMEWORK

With a pervasive dedication to facilitating a more equitable and inclusive planning process and guiding policy plan, the Comprehensive Plan's very DNA is an Equitable Growth Framework informed and shaped by the community. The Equitable Growth Framework is intended to reflect and build upon the community's input regarding long standing disparities and inequities, as well as an existing set of stated and unstated policies that do not go far enough in addressing the inequitable distribution of costs and benefits associated with Charlotte's historic development and more recent surge in growth and investment. For so many of those policies and resulting practices, equity and the impact on our more vulnerable neighborhoods and residents has been an afterthought. Unfortunately, the effects have been long lasting and manifest themselves as disinvestment, gentrification, displacement, distrust, disenfranchisement, and a frighteningly high barrier to upward mobility in Charlotte, especially for people of color.

The Comprehensive Plan is crafted through a lens of equity and with a commitment to thinking of our most vulnerable populations first with a vision of helping our city become a place where all residents can thrive, regardless of race, income, age, ability, or where they live. We choose to define equity as an active principle, a tool for recognizing and remedying inequality and injustice. Equity is, in a sense, what we owe to each other: a fundamental part of our social contract that recognizes the inherent value of every Charlotte resident, actively works for justice and equality of opportunity in our City, and treats every person with dignity.

① Comment: Recommended edit: Take a deeper dive on equity - Proposed Text: We choose to define equity as an active principle, a tool for recognizing and remedying inequality and injustice. Equity is, in a sense, what we owe to each other: a fundamental part of our social contract that recognizes the inherent value of every Charlotte resident, actively works for justice and equality of opportunity in our City, and treats every person with dignity. Beyond that, equity recognizes that every societal injustice incurs a debt, and that we owe each other active remedies for injustice.

Action: Added a portion of the recommended text to introduce equity in a more operational light

Source: Email, Planning Commission



① Comment: Goal 1. Neither the stated Goal, nor the recommendations, regulatory changes or projects address strategies regarding the integration and retention of communities of color, or welcoming newcomers or immigrants.

Action: The intent of Goal 1 is to focus on access for all neighborhoods without highlighting or excluding any particular group, however, we do agreed that this type of language could be strengthened throughout the Plan, additional text has been added on this page specifically to tie support of newcomers to equity and equitable growth, and elsewhere throughout the document

Source: Email, Planning Commission



DEFINING EQUITABLE GROWTH

Change is an inevitable part of cities. Whether a city is growing, shrinking or evolving, a variety of change is happening all the time. This is in part because individual residents and households change. Births, and deaths, aging, joining and leaving the workforce, changing jobs, moving within the community, and changing household composition all have tremendous impacts on individual households, neighborhoods, and the community as a whole. This natural evolution of households is then compounded with local, regional, and global changes in the economy, our climate, and changing tastes and preferences. For Charlotte over the last decade, these forces have contributed to an unprecedented period of growth of any similar length period in the City’s history. While the influx of new residents gets the most headlines, the number of people choosing to stay or return to Charlotte is also a major contributing factor to Charlotte’s growth.

The type of growth that Charlotte is experiencing comes with a large amount of public and private investment in the community. While some strides have already been made to begin directing some of this investment to supporting newcomers in need and to areas of the community with the most need, the vast majority of new growth in housing and employment has been in Center City, University City and south Charlotte. And many of the older, diverse, and naturally affordable neighborhoods adjacent to these places – especially those in Center City – are experiencing a large amount of gentrification and displacement. While a host of factors are at play, the bottom line is that residents of color and households with lower incomes are often being left out and

pushed out. Targeted efforts have certainly attempted to be more inclusive and equitable in the approach to planning and development, but the truth remains that there has not been an overarching vision or plan that truly includes all Charlotteans in the future of the City.

The Comprehensive Plan has been created by the community and on a basic assumption that we must listen to each other and consider the intended and unintended consequences of the Plan’s recommendations on all residents, households, and neighborhoods. The Equitable Growth Framework is intended to provide more transparency and accountability as we plan, design, and implement public and private investments in housing, employment, services, schools, parks, roads, trails, and other infrastructure. It is **a framework to help ensure that the costs and benefits of growth and change in Charlotte are distributed more equitably**. When an investment is made in a particular area, how will the residents and businesses that are already there benefit? How do we ensure that all neighborhoods share in the impacts of growth?

The Equitable Growth Framework and the Comprehensive Plan can not reverse the wrongs of two and a half centuries, but it can acknowledge those injustices and set a clear direction for change, establish goals for more equitable growth, and provide a lens through which to evaluate a deliberate and concerted effort to make a more inclusive and equitable Charlotte. The remainder of this section highlights a set of Equitable Growth Metrics, the key tenets of a more equitable growth strategy, and ten community goals for Charlotte in 2040.



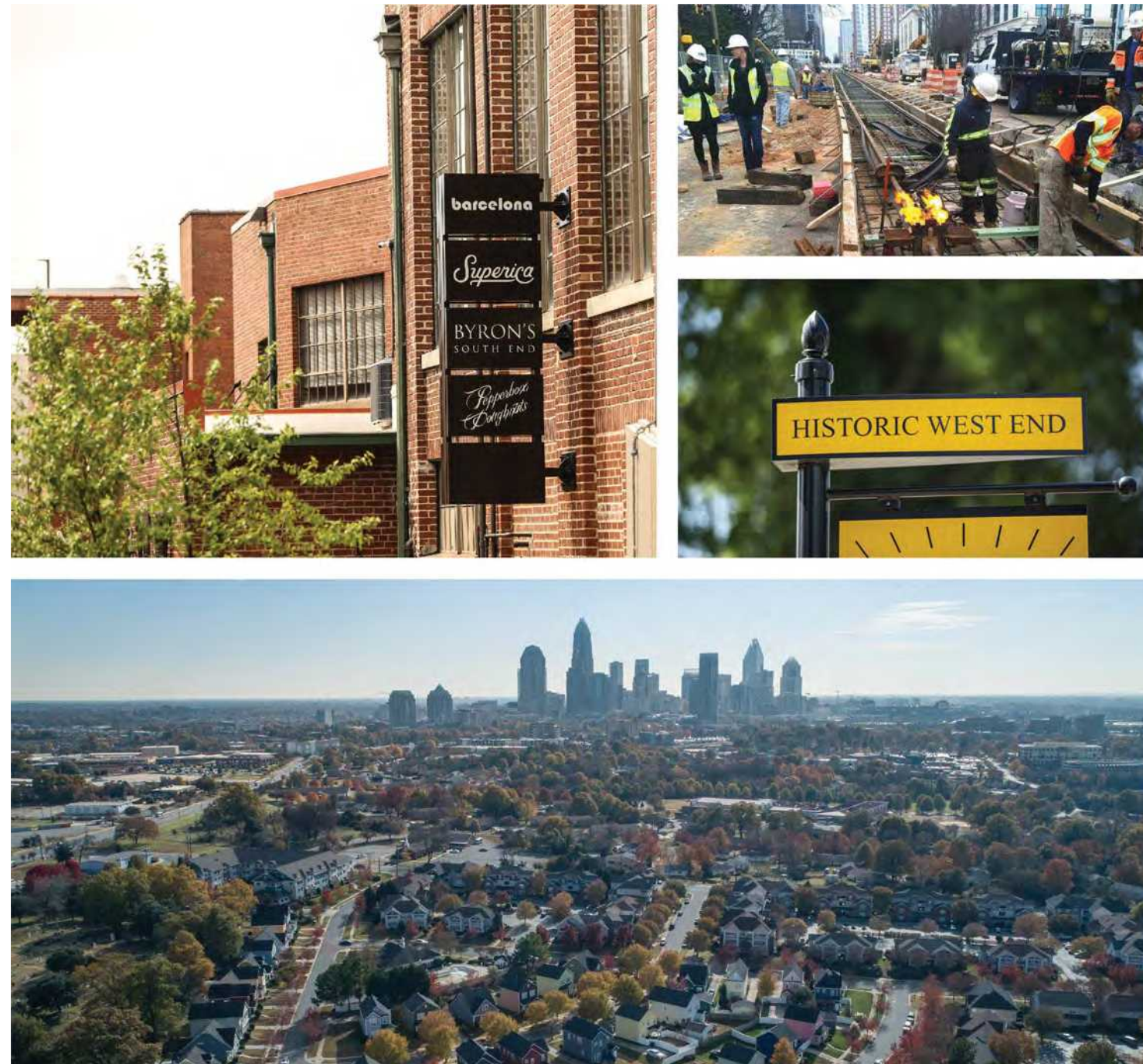
## Metrics for Equitable Growth

Building on the *Built City Equity Atlas* developed in Phase One of the Comprehensive Plan planning process, a methodology for measuring access, environmental justice and equity has been developed to help identify areas where residents and businesses may not have access to daily needs, choices for housing, a diversity of employment, or safe and healthy environments. The Equity Metrics described and mapped herein were used to 1) inform the development of Goals (introduced later in this section) and supporting Policies, Projects and Programs (presented in Section Three); 2) to identify priorities for Community Planning Areas for subsequent mapping and planning efforts within sub-geographies throughout the community; and 3) to assess and track progress towards becoming a more equitable, fair and just city over the next 20 years.

Each of four Equity Metrics comprises a series of relevant indicators and is compared to data that helps us understand where populations that are vulnerable to displacement are concentrated (Populations Vulnerable to Displacement Overlay). The four Equity Metrics described in greater detail after an explanation of the Populations Vulnerable to Displacement Overlay include:

- Access to Essential Amenities, Goods and Services;
- Access to Housing Opportunities;
- Access to Employment Opportunities; and
- Environmental Justice.

The methodology and sources for each of the Equity Metrics is described in more detail in the Plan appendices [in Volume 3](#).





① Comment: mis-characterizes annexation ability, ignores there are different road standards issues in the ETJ, all Appendix A maps are wrong

Action: Updated Sphere of Influence definition to clarify annexations

Source: Email, Community Member

② Comment: you also note that “Displacement occurs when an individual, household or business leave a neighborhood or district where they have been for a long period of time.” yet the metrics ignore tenure - a critical factor.

Action: While tenure was considered as a measure, the data was ultimately not appropriate for this metric, removed the phrased “for a long period of time” from the displacement definition as it can occur to residents are older or newer to a neighborhood

Source: Public Input, Community Member

③ Comment: you state that “Involuntary displacement typically results in increased land values, rents, taxes and other household or business expenses” but is it not true that the “increased land values, rents, taxes and other household or business expenses” is what causes the displacement, not the other way around

Action: Changed “in” to “from” to clarify meaning and intent

Source: Public Input, Community Member

**NEW TERM IN THIS SECTION:  
SPHERE OF INFLUENCE**

**This is the common reference for the geography in which the City of Charlotte can exercise extraterritorial jurisdiction and where voluntary annexations may occur; utilized as the Planning Area for the Charlotte Future 2040 Comprehensive Plan.**



AREAS VULNERABLE TO DISPLACEMENT

What is Vulnerability to Displacement?

Displacement occurs when an individual, household or business leave a neighborhood or district ~~where they have been for a long period of time~~ ②. Displacement can be voluntary or involuntary. While the Comprehensive Plan’s preference is to minimize voluntary displacement, especially in areas of the community where change is occurring very quickly and the history and culture of a community is being weakened, the primary focus is mitigating involuntary displacement to the extent possible. Involuntary displacement typically results ~~from~~ ③ increased land values, rents, taxes and other household or business expenses. There are certain characteristics that tend to make certain individuals and households more vulnerable to displacement. Unfortunately, the same characteristics – race, income, education level, and age – that make certain populations susceptible to displacement are also used in identifying whether environmental impacts are justly distributed. They are often good indicators, along with low or no car ownership, of transit propensity – the likelihood of using public transit. Mapping these key contributing factors can help us understand how physical conditions, access, costs and benefits impact residents that have suffered from systemic racial and other social discrimination and/or are less likely to be able to adapt to rapid economic and other changes.

Four measures have been documented as major contributors to vulnerability to displacement and are used to identify the areas with the most vulnerable populations across Charlotte:<sup>1</sup>

- Poverty Rate;
- Educational Attainment;
- Race; and
- Age.



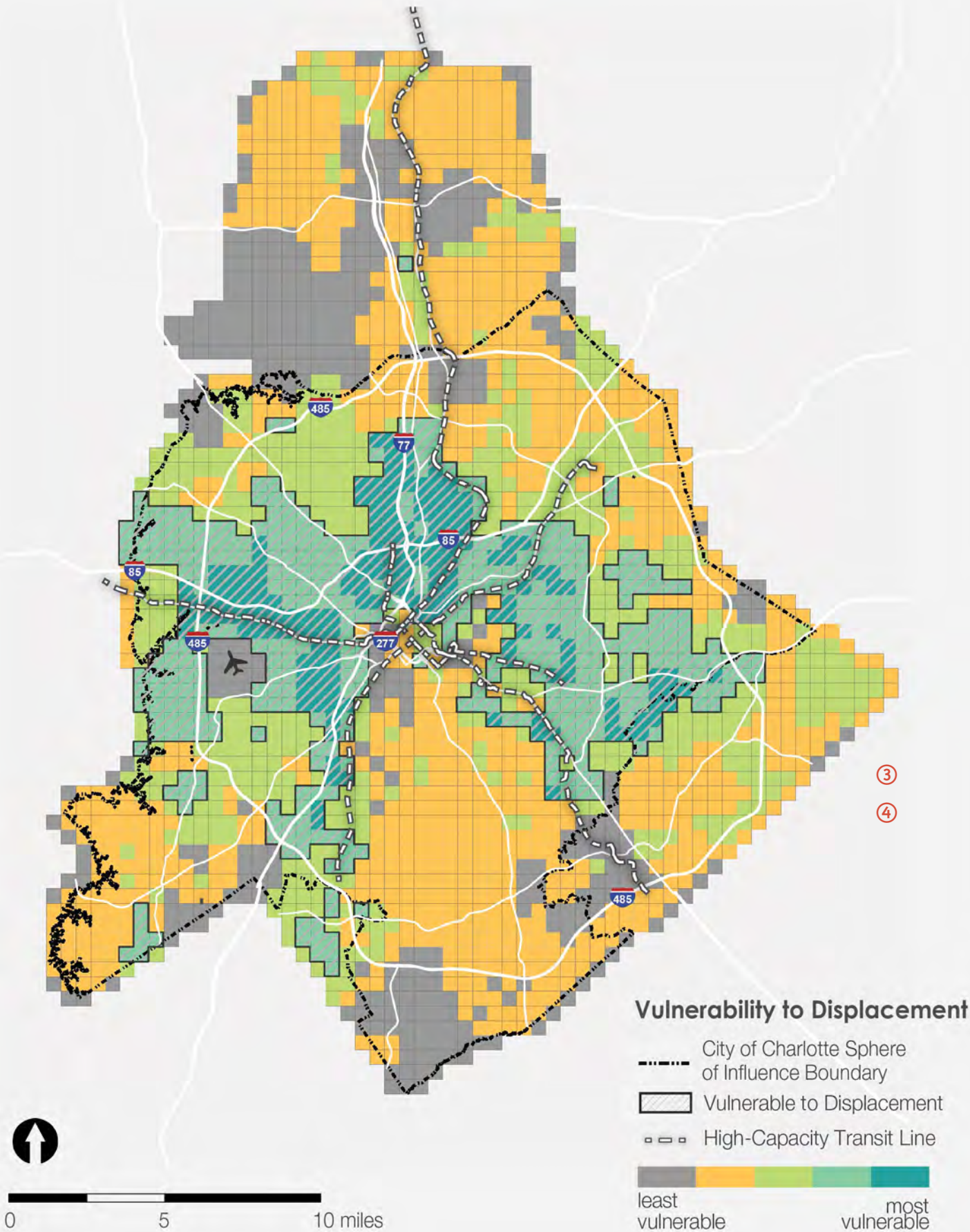


The Importance of Mitigating Vulnerability to Displacement

When individuals, households and businesses are displaced from an area they have been a part of for a long time, the unique culture and identity of that area can quickly erode. Charlotte is a city of neighborhoods, each with its own distinct past and social fabric. Unchecked gentrification of an area can result in substantial displacement. And with prices increasing across the entire community,

- ① there is a chance that those who are displaced are forced to move out of Charlotte or even the region. In Charlotte, those most vulnerable to displacement are also those who have suffered most and benefited least over decades of growth and development. Additionally, when we help
- ② those who are most vulnerable, it benefits the entire community through shared wealth building, economic sustainability, expanding the tax base, attracting investment, and adding local businesses, jobs, and skilled workforce into the system. Thus, it is especially critical that the Comprehensive Plan begin identifying ways in which existing residents and businesses can participate in and benefit from new investments throughout Charlotte.

<sup>1</sup> Grid cells that met the “vulnerable” criteria for each of the 3 metrics are scored with a 1, while those that do not meet the criteria receive a 0. Scores are added to create a final Vulnerability to Displacement score. All vulnerability metrics are measured using US Census American Community Survey (ACS) 5-Year estimates (2018); data was collected at the Census Block Group level and apportioned to grid cells. County-wide metrics were pulled from the same data source as the point of comparison.



REVISIONS ON THIS PAGE

- ① Typographical revision
- ② Comment: The Importance of Mitigating Vulnerability to Displacement section should speak not only to the morality/charitable aspects as to why it is important, but also to the long term sustainability, economy well being, and the fact that our fates are tied together...  
Action: Added text to describe shared community benefit of mitigating vulnerability to displacement  
Source: E-Plan, Community Member
- ③ Comment: map hard to read the hatching  
Action: Increased the thickness and opacity of the Vulnerability to Displacement hatch to increase visibility on this and all following maps  
Source: Internal City Staff
- ④ Comment: would be good to overlay rapid transit lines on these maps - as we show highways - at least what is built  
Action: Added current and upcoming high-capacity transit lines to this and all following maps in this Plan  
Source: Internal City Staff





## ACCESS TO ESSENTIAL AMENITIES, GOODS, AND SERVICES

### What is Access to Essential Amenities, Goods, and Services?

The community expressed a strong desire for more complete neighborhoods across the entire city. Measuring access to essential amenities, goods and services can help identify areas where residents and businesses may not have access to what they need close to home. The result typically involves having to travel farther and pay more to meet basic daily needs. In extreme cases, the results can be even more dire if the lack of nearby access means simply missing out on essential amenities, goods and services. The following measures are proposed to measure access to essential amenities, goods and services.

Access to essential amenities, goods and services is analyzed using seven measures<sup>2</sup>:

- Proximity to Childcare and Early Childhood Education;
- Proximity to Parks, Open Space and Trails;
- Proximity to Community Facilities;
- Proximity to Fresh Food;
- Proximity to Health Care & Pharmacies;
- Proximity to Financial Services; and
- Access to Internet Service.

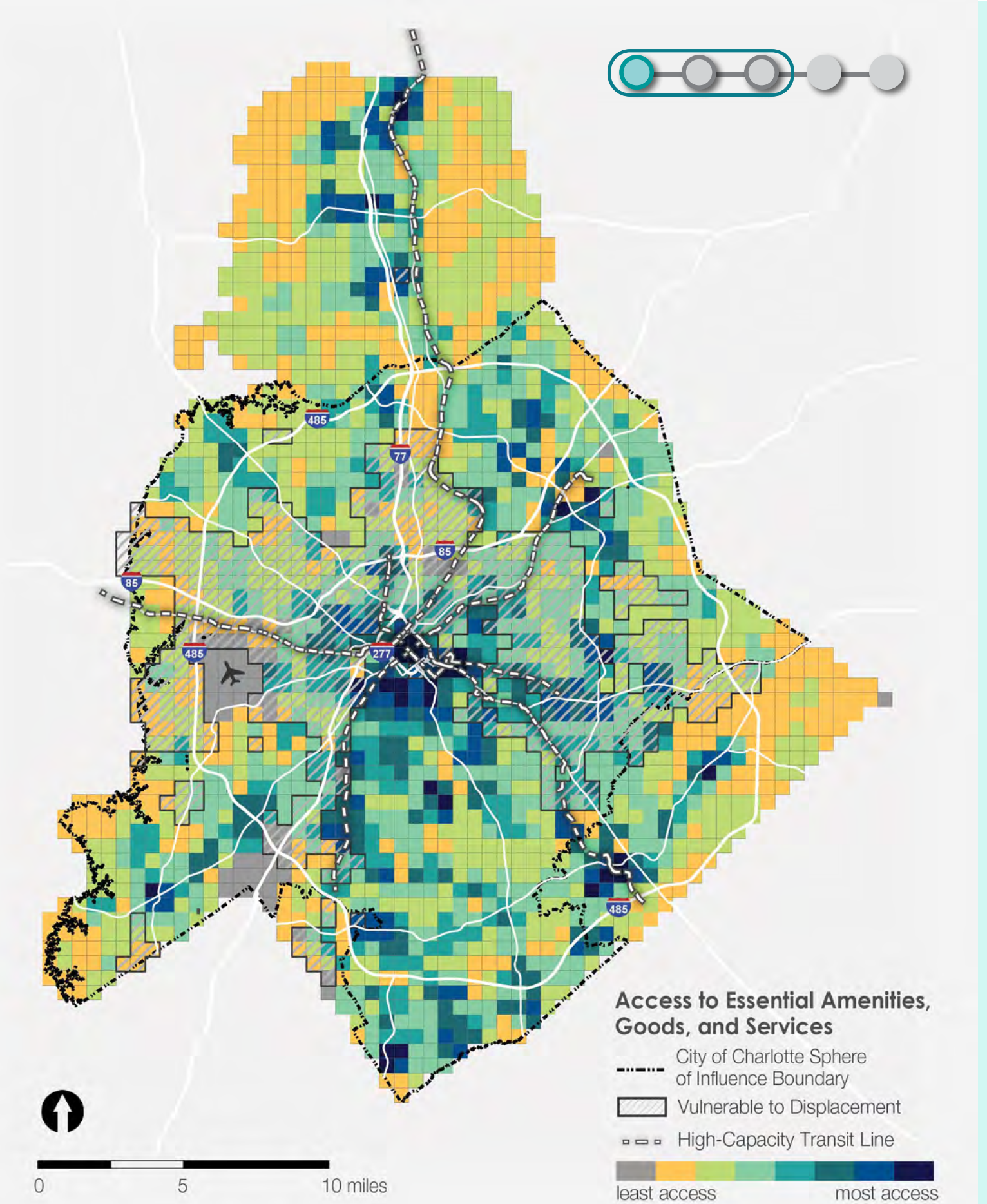




### The Importance of Improving Access to Essential Amenities, Goods and Services

The lack of access to essential amenities, goods and services can significantly impact the health and well being of an individual or household. A lack of easily accessible childcare may result in substandard care or a parent or guardian passing on employment or other opportunities. A lack of access to parks, trails and community facilities can create a significant barrier to physical, mental and social health. Likewise, a lack of access to fresh, healthy food often results in settling for less healthy options and can contribute to a number of chronic health issues and disease. Lack of access to health care, pharmacies and financial services all pose barriers investing one's self, property and/or business. A lack of Internet access can be detrimental to learning, working remotely, and communicating with friends and loved ones.

<sup>2</sup>Grid cells that meet the “opportunity” criteria for each of the 7 metrics are scored with a 1, while those that do not meet the criteria receive a 0. Scores are added to create a final Access to Essential Amenities, Goods, and Services score. The primary housing data source is Mecklenburg County tax parcel data (2019). Data is reported at the parcel level and aggregated to grid cells based on the centroid location of the parcel. The amenities, good and services data is from a variety of sources and is outlined in the data inventory.







## ACCESS TO HOUSING OPPORTUNITY

### What is Access to Housing Opportunity?

The Access to Housing Opportunity metric identifies areas where the housing stock in a particular area of Charlotte does not provide opportunities for all residents to live. Housing Opportunity, for the purposes of this analysis, is defined as the ability for residents of all income, household compositions, and life stages to access housing options that meet their needs and economic conditions.

Access to housing opportunity is analyzed using six measures<sup>3</sup>:

- Housing Unit Diversity;
- Housing Cost;
- Housing Size;
- Subsidized Housing;
- Tenure; and
- Level of (Re)Investment.



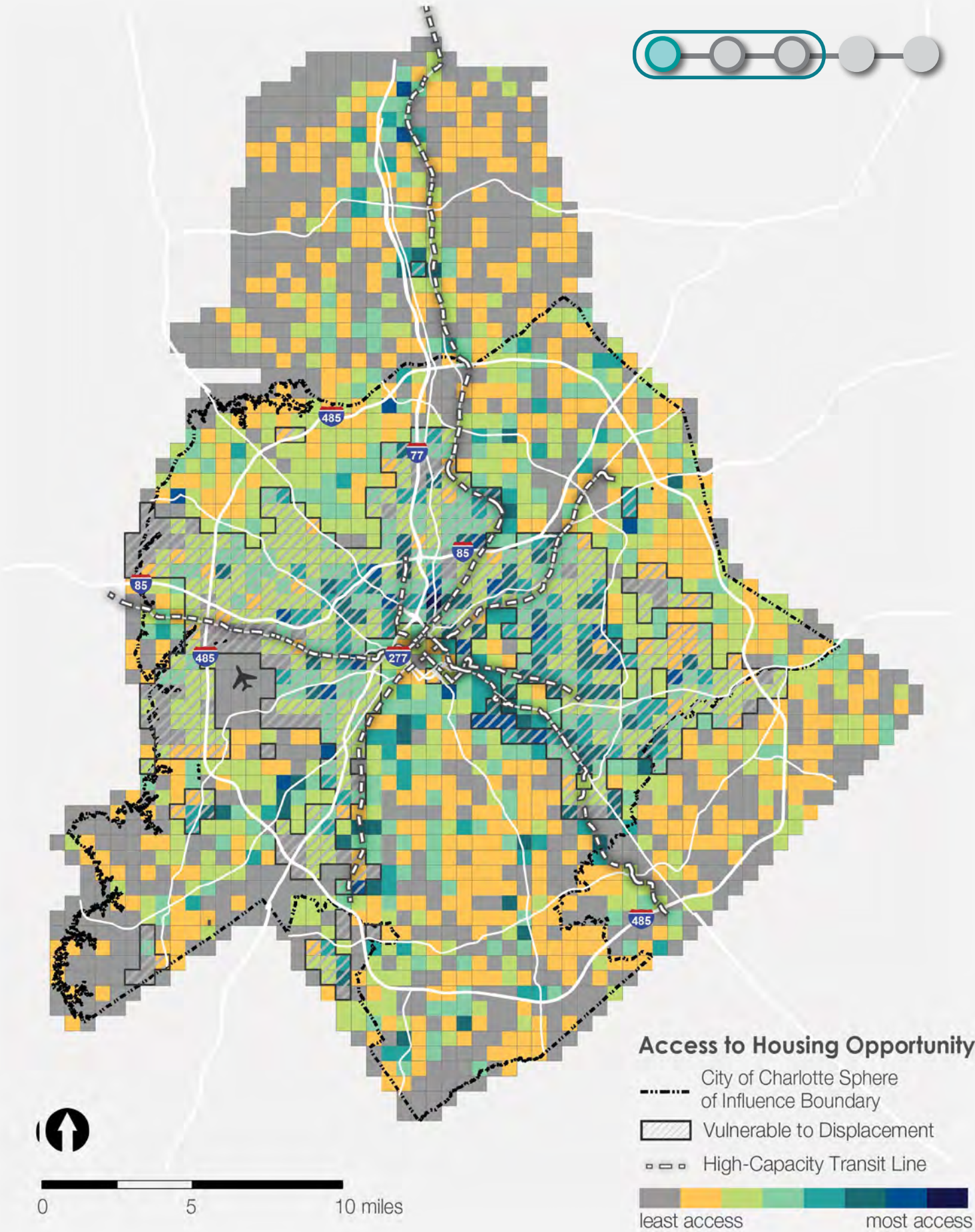


### The Importance of Improving Access to Housing Opportunity

Neighborhoods should include unique compositions of housing types, but they should also include some diversity of housing stock to help promote diversity,

- ① inclusion, and economic stability throughout the entire community. It can also be difficult for a family or household to stay within a neighborhood they desire as circumstances change if all the housing units that are available are of the same size and type. Different life circumstances can result in the need for owning or renting, a yard requiring lots of maintenance versus a relatively maintenance free attached unit, and one or two bedrooms as opposed to three or more. This variety helps
- ① support young families as well as seniors who want to age within their neighborhood. Access to housing opportunity in a neighborhood also results in access to the amenities, goods, services, and employment opportunities nearby. A variety of housing opportunities may reduce the barriers to entry into an area with the job of choice or right mix of opportunities nearby. Housing diversity is also
- ① an important aspect of creating an economically resilient community, with studies showing that neighborhoods with diverse housing choices have lower foreclosure and sales rates.

<sup>3</sup>Grid cells that meet the “opportunity” criteria for each of the 6 metrics are scored with a 1, while those that do not meet the criteria receive a 0. Scores are added to create a final Access to Housing Opportunity score. The primary housing data source is Mecklenburg County tax parcel data (2019). Additional data includes building permits (Mecklenburg County, 2017-2019), rental housing (apartment) properties (City of Charlotte, 2020), subsidized housing units (units with development-based rental assistance, Quality of Life Explorer, 2017), and household income (US Census, 2018).



### REVISIONS ON THIS PAGE

- ① Comment: Are the reasons we MUST have a diversity of housing stock stated clearly enough? Do we need the elevator speech embedded here that outlines what happens if we don't have a diversity of housing stock? I'm not sure most folks understand its importance for sustainable growth and everyone's quality of life.  
  
Action: Added text to describe additional importance and benefits of housing diversity  
Source: Email, Planning Commission



① Comment: may want to clarify what “Employment in Commute Shed;” means  
Action: Added an explanation of the commute shed here  
Source: E-Plan, Community Member



ACCESS TO EMPLOYMENT OPPORTUNITY

What is Access to Employment Opportunity?

The access to employment opportunity metric identifies areas with a lack of employment opportunities for residents. Employment Opportunity is defined as the ability for residents to live proximate to jobs that are attainable for a variety of residents and provide a family sustaining wage. For the sake of measuring access to employment opportunity, a commute shed is defined as a 20-minute (2.5 mile) radius from a residence. ①

Access to Employment Opportunity is analyzed using five measures<sup>4</sup>:

- Proximity to Employment;
- Employment in Commute Shed;
- Wage Levels;
- Middle Skill Jobs; and
- Knowledge Based Jobs.

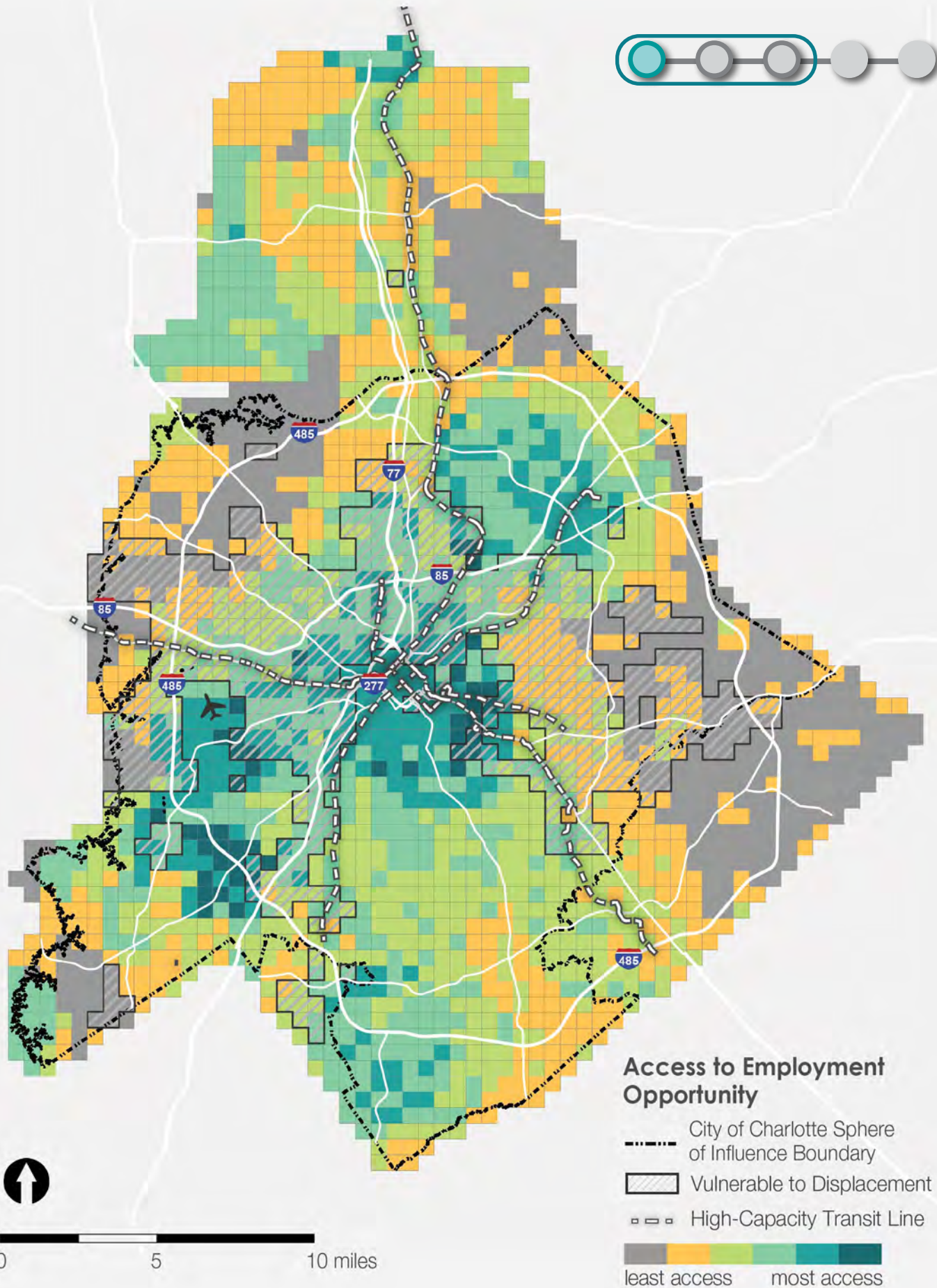




### The Importance of Improving Access to Employment Opportunity

The financial stress and wellbeing in a household is largely driven by the balance – or lack of balance in many cases – of income and household expenses. The two largest household expenses are housing and transportation. And the largest driver of both income and transportation costs is related to employment opportunity. It can be challenging to find a good paying job that matches a person’s skills close to an area they can afford to live. In most cases, the individual will compromise and take a lower paying job that may not be as good of a fit or have to spend a good portion or all of the higher pay they receive on getting to and from work. Thus, Access to Employment Opportunity is largely related to Access to Housing Opportunity. In addition, it should be noted that education and training are an important component in promoting upward mobility and aligning individual skills and expertise with employment opportunities.

<sup>4</sup>Grid cells that meet the “opportunity” criteria for each of the 5 metrics are scored with a 1, while those that do not meet the criteria receive a 0. Scores are added to create a final Access to Employment Opportunity score. All employment metrics are measured using US Census Longitudinal Employer-Household Dynamics (LEHD) employment data (2017). Data is reported at the Census Block level, and aggregated to grid cells based on the centroid location of each Block.







## ENVIRONMENTAL JUSTICE

### What is Environmental Justice?

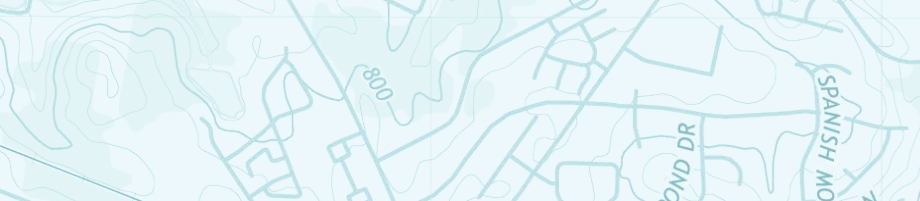
Environmental justice seeks to minimize and equalize effects of environmental hazards among the entire community regardless of income, race, education level and age. Issues of environmental justice often arise from geographic or procedural inequities. Geographic inequities occur when neighborhoods with high percentages of low-income residents, minority residents, and/or immigrant communities take more than their share of the worst environmental hazards, nuisance impacts, and resulting health problems from exposure to these hazards. Procedural inequities occur when the same neighborhoods face obstacles to participate in the decision-making process for projects that directly affect their neighborhoods.

Many factors contribute to these geographic and procedural inequalities. These include a development pattern that concentrates undesirable or unhealthy land uses in certain areas, the placement of desirable public amenities outside of disadvantaged communities and limited or non-existing political influence among certain demographic groups. The following measures – coupled with sociodemographic characteristics captured in the Populations Vulnerable to Displacement metric – are used to measure environmental justice (or injustices as the case may be).

Environmental Justice is analyzed using five measures<sup>5</sup>:

- Tree Canopy;
- Impervious Surface;
- Proximity to Heavy Industrial Uses (including extraction operations (i.e., quarries));
- Proximity to Major Transportation Infrastructure; and
- Floodplain.

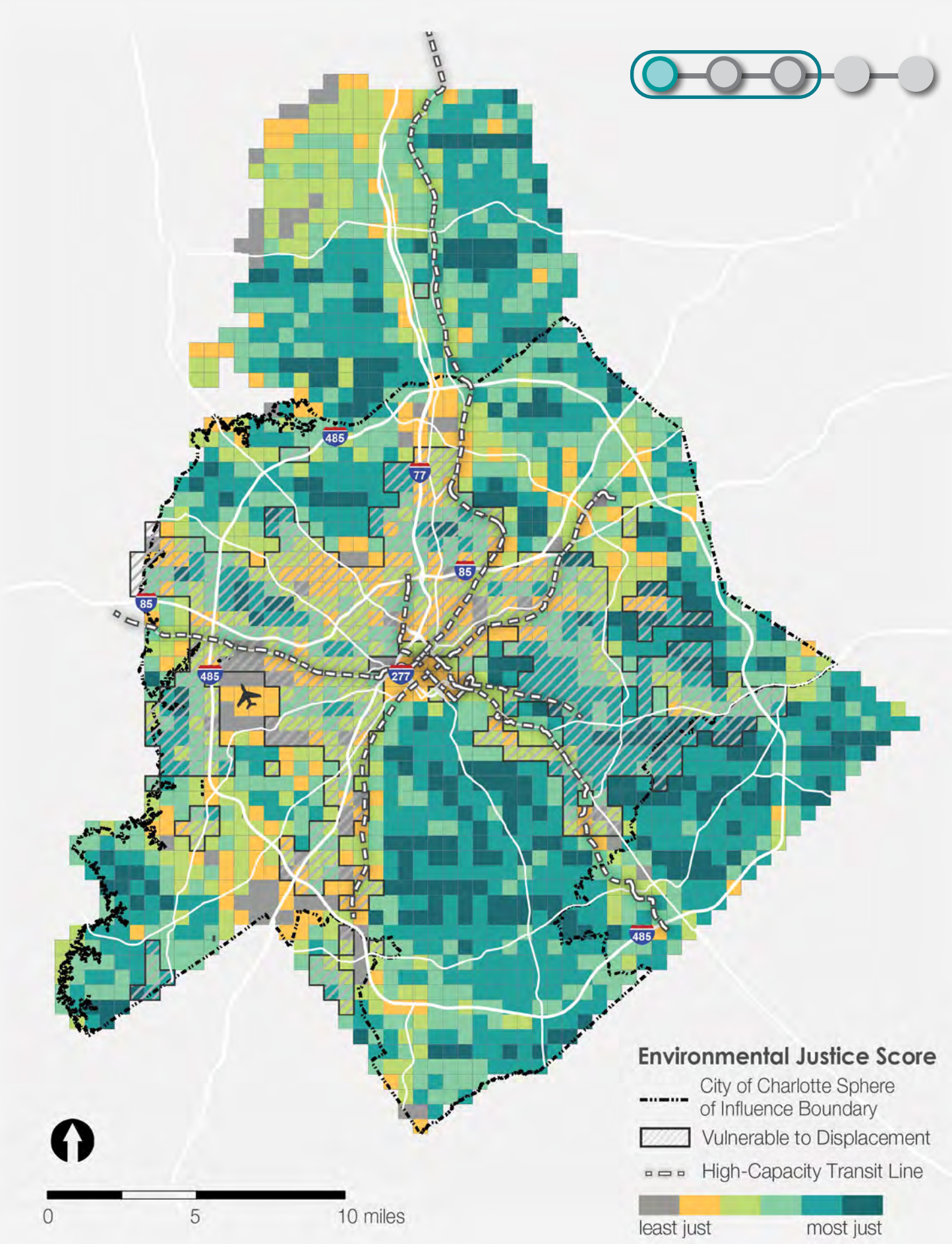




The Importance of Improving Access to Environmental Justice

As previously stated, the costs and benefits of growth and change in Charlotte have been distributed inequitably throughout the community for decades, if not centuries. Some of the major costs of development include nuisance and health impacts of large land use and infrastructure decisions. Health impacts include accute and chronic conditions as well as shortened life expectancy. <sup>①</sup> Highways and other disruptive infrastructure divided neighborhoods and now focus pollutants and noise generated on those facilities in the neighborhoods that remain nearby. Similarly, land use decisions have often resulted in a lack of trees and greenspace in neighborhoods that are lower income and communities of color. <sup>②</sup> Flooding risk is increasing with climate change and many lower income neighborhoods are most susceptible. Along with enhanced standards and regulations addressing many of these issues for the entire community, decisions regarding land use, new development and infrastructure investments should be made with these disparities and new consequences in mind.

<sup>5</sup> Grid cells that meet the environmental justice criteria for each of the 5 metrics are scored with a 1, while those that do not meet the criteria receive a 0. Scores are added to create a final Environmental Justice score.Environmental justice data sources include a tree canopy study (Mecklenburg County, 2016), impervious surfaces (Mecklenburg County, 2020), zoning (heavy industrial zoning districts, City of Charlotte, 2020), major transportation infrastructure (freeways, expressways, railroads and the airport, Mecklenburg County, 2020), and FEMA Existing 100 Year Floodplain (Mecklenburg County, 2020).



REVISIONS ON THIS PAGE

- <sup>①</sup> Comment: may want to note that environmental inequities can lead to average lifespans for those in close proximity to industrial or transportation corridor, being shortened by a couple of years when compared to those living in well to do areas of the the city  
Action: Added text to Importance of Environmental Justice addressing the health impacts of environmental inequities  
Source: E-Plan, Community Member
- <sup>②</sup> Comment: “black” vs “communities of color”  
Action: Updated Black to communities of color here  
Source: Email, City Council



# REVISIONS ON THIS PAGE

① Comment: General comments about the length of the document and which portions should be adopted, desire to make the main body of the Plan shorter and more digestible

Action: Split Plan into Three volumes, with Sections 1, 2 and 3 comprising Volume 1, the Implementation Strategy (formerly Section 4) making up Volume 2, and the Appendices being packed in Volume 3 to make the document more accessible - multiple revisions were made on this page to reflect this change

Source: City Council, Community, Staff

② Comment: Under accommodate: include language around equitable growth in the planned transit/transportation corridors

Action: Added text emphasizing the equitability of this approach

Source: Email, Internal City Staff



## GROWTH STRATEGY

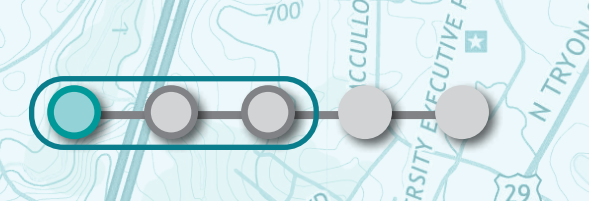
It became readily apparent during the development of the Comprehensive Plan that detailed mapping at the neighborhood and community level would not be equitable and inclusive if conducted on a citywide scale. Thus, a first step in the implementation of the Equitable Growth Framework and the Comprehensive Plan will include mapping of Place Types (see Section Two for more detail) and then developing Community Area Plans for the entire city (see [Volume 2](#) and [Volume 3](#): Appendix A for more detail) with recommendations for public investments and desired community benefits. With that said, there are clear tenants of the overall growth strategy that are shared across the entire community and have been foundational in developing the components of Complete Communities and Places, as well as the Plan’s Policy Framework.

The major tenets of the community’s desired growth strategy include:

- **Develop a more localized and context sensitive network of Connected Corridors and Neighborhood Centers:** While the community expressed a strong desire to bolster and grow large mixed use centers like Uptown, University City and Ballantyne, an equal or stronger emphasis was on creating improved access to employments and daily amenities, goods and services close to home by promoting more walkable and bikeable corridors and small scale neighborhood centers. Community members highlighted economic and environmental benefits of this emphasis related to shorter trips, more transportation options, more equitable access, and a development pattern that still focused on concentrating growth, but in smaller footprint and less intensive ways.

- **Accommodate a large portion of projected growth equitably along our existing and planned transit and other transportation corridors:** The community is concerned about the pressure that housing and employment growth is creating in established neighborhoods. While many community members expressed a desire to strategically diversify existing neighborhoods, a focused emphasis of new growth along transportation corridors was identified as an opportunity to help retain the character and charm of existing residential areas as well as a means to distribute new growth and services equitably around the community. A particular emphasis has been identified for transit corridors, as well as trails and other bicycle friendly connections. The combined focus will help to leverage investments in transportation options and better manage demands on the existing roadway network. Community members also expressed a desire for larger scale Community and Regional Activity Centers to be developed along and connected by multimodal corridors.
- **Ensure existing neighborhoods and businesses have opportunities to thrive and benefit from public and private investment:** As articulated throughout Section One and emphasized in the Equitable Growth Framework, the community wants a set of goals and recommendations in the Comprehensive Plan and companion planning efforts that plan for the inclusion of and benefit to existing residents and businesses. From new housing and employment opportunities to new investments in transportation, recreation and entertainment, the needs of current residents and businesses should be considered and incorporated into both public and private investments. The community desires an asset-based approach to planning and development





in existing places that celebrates, enhances and integrates the best parts of neighborhoods (including the people) rather than planning for or allowing mass replacement and displacement.

- **Allow greater varieties of housing types in neighborhoods around mixed-use activity centers:** While the community expressed a strong desire to retain the character, charm and relative affordability of existing neighborhoods, there was also a desire to introduce new housing options throughout the community. Coupled with development and design standards to ensure context sensitive development, many community members supported strategically introducing more housing types in existing neighborhoods. And nearly all participants in the planning process supported creating a greater variety of housing options in new development, especially new neighborhoods, along corridors and in mixed use activity centers.
- **Create more complete places that are walkable and bikeable:** Although it is related to several of the other growth strategies, Complete Places that are well connected cannot be underemphasized. Many community members highlighted the fact that neighborhoods and business districts that already benefit from a diverse mix of offerings and amenities are receiving more investments in the form of private development and public infrastructure that make these places even more desirable. In addition, the community expressed concerns that individual developments were not context sensitive, not contributing to a larger whole, and not benefiting existing residents and businesses nearby. Thus, the goals that follow and Section Two of this Plan emphasis the creation of complete communities and complete places throughout Charlotte.





REVISIONS ON THIS PAGE

1 Major Revision

Comment: I would recommend to define the 10 minute neighborhood, when and where it will be used? What is the criteria for establishing a 10 minute neighborhood? Inner loop vs Suburbs? Please consider including a 10-20 minute neighborhood that includes driving, bus rides, walking and riding?

Not all neighborhoods have the space to create parks, grocery stores, pharmacies within a 10 minute walk. Not all residents may desire a 10 minute neighborhood. They may be fine with a 10 - 20 minute drive, bus ride or bike ride.

Action: Added text to Goal 1 to better explain intent, criteria, and distance for access to essential amenities, goods, and services

Source: Email, Community Member

1 Comment: Goal 2 says it applies to existing housing but several objectives state that it applies to new developments also

Action: Removed “existing” from Goal 2 text to clarify that it applies to all neighborhoods

Source: Public Input, Community

2 Comment: Goal. 2 Neither the stated Goal, nor the recommendations or projects address strategies regarding the integration and retention of communities of color, of newcomers or immigrants. The words Diversity and Inclusion ONLY ADDRESS HOUSING OPTIONS as if Access, Equity and Inclusion were implicit in the statement.

Action: The intent of Goal 2 is to focus on housing access for all Charlotteans without highlighting or excluding any particular group, however, we do agreed that this type of language could be strengthened throughout the Plan, additional text has been added on this page to emphasize the important of this to the community, and elsewhere throughout the document

Source: Email, Planning Commission

GOALS

The Comprehensive Plan goals reflect the voices of our community. They make critical connections between community values, guiding principles and vision elements; articulate key elements of the growth strategy and establish the foundation for complete communities and complete places; and provide the structure for the Plan’s Policy Framework presented in Section Three.



GOAL 1: 10-MINUTE NEIGHBORHOODS

All Charlotte households will have access to essential amenities, goods, and services within a comfortable and tree-shaded 10-minute walk, bike, or transit trip by 2040. Not all neighborhoods are expected to include every essential amenity, good, or service, but every resident should have access within a ½ mile walk or a 2-mile bike or transit ride. 1



GOAL 2: NEIGHBORHOOD DIVERSITY AND INCLUSION

Charlotte will strive for all neighborhoods to have a diversity of housing options by increasing the presence of middle density housing (e.g. duplexes, triplexes, fourplexes, townhomes, accessory dwelling units, and other small lot housing types) and ensuring land use regulations allow for flexibility in creation of housing within existing neighborhoods. 2



GOAL 3: HOUSING ACCESS FOR ALL

Charlotte will ensure opportunities for residents of all incomes to access affordable housing through the preservation of naturally occurring affordable and workforce housing and increasing the number of affordable and workforce housing units through new construction.



GOAL 4: TRANSIT- AND TRAIL-ORIENTED DEVELOPMENT (2T-OD)

Charlotte will promote moderate to high-intensity, compact, mixed-use urban development along high-performance transit lines and near separated shared-use paths or trails.



GOAL 5: SAFE AND EQUITABLE MOBILITY

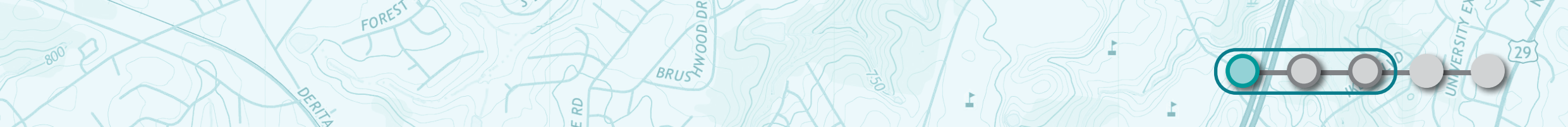
Charlotte will provide safe and equitable mobility options for all travelers regardless of age, income, ability, race, where they live, or how they choose to travel. An integrated system of transit, bikeways, sidewalks, shared-use paths, and streets will support a sustainable, connected, prosperous, and innovative network that connects all Charlotteans to each other, jobs, housing, amenities, goods, services, and the region.

What we heard from the Community:

- Address disparities and inequity in access to basic daily household needs
- Ensure all parts of Charlotte are a part of future growth
- More equitable distribution/allocation of costs and benefits
- Help to keep and create a variety of housing that is attainable for all residents
- Embrace and celebrate diverse cultures and ethnicities, a growing international population, and the needs of all newcomers, immigrants and refugees 2

- Focus a good portion of growth in mixed use centers and along transportation corridors
- Add more high-quality transit and trail connections throughout the community, especially in places with poor access today
- Create safer and more accessible transportation infrastructure and options across the entire city
- Create more places that are accessible from neighborhoods that are walkable and bikeable





**GOAL 6: HEALTHY, SAFE, AND ACTIVE COMMUNITIES**

All Charlotteans will live and work in safe and resilient neighborhoods that enable healthy and active lifestyles by reducing exposure to harmful environmental contaminants, expanding and improving the quality of tree canopy, encouraging investment in walking, cycling, and recreation facilities, and providing access to healthy food options and health care services.



**GOAL 7: INTEGRATED NATURAL AND BUILT ENVIRONMENTS**

Charlotte will protect and enhance its surface water quality, tree canopy, and natural areas with a variety of trees, plantings, green infrastructure, green building practices, and open space at different scales throughout the entire community as a component of sustainable city infrastructure that addresses the threat of climate change. ①



**GOAL 8: DIVERSE AND RESILIENT ECONOMIC OPPORTUNITY**

Charlotteans will have opportunity for upward economic mobility through access to a diverse mix of jobs and careers that align with education and skill levels of residents and the economic strengths of the region.



**GOAL 9: RETAIN OUR IDENTITY AND CHARM**

Charlotte will cultivate community-driven placemaking and identity, while limiting displacement and retaining the essence of existing neighborhoods by intentionally directing redevelopment.



**GOAL 10: FISCALLY RESPONSIBLE**

Charlotte will align capital investments with the adopted growth strategy and ensure the benefit of public and private sector investments benefit all residents and limit the public costs of accommodating growth.

**What we heard from the Community:**

- Address large disparities in factors contributing to personal and community health
- Create strategies to address healthy food deserts
- Maintain and enhance Charlotte's tree canopy, drainage ways and natural areas
- Plan for better air quality and water quality
- Integrate sustainable and resilient building and development practices
- Support upward mobility
- Improve access to and diversity of employment options, especially on east and west sides
- Mitigate residential and business displacement
- Use community resources efficiently
- Leverage public dollars to guide and shape private investment
- Address major disparities in spending across the community

**① Major Revision**

Comment: Goal 7 lacks any mention of environmental justice or remedying man-made climate change. Recommended edit: Charlotte will protect and enhance its surface water quality, tree canopy, and natural areas with a variety of trees, plantings, green infrastructure, green building practices, and open space at different scales throughout the entire community as a component of sustainable city infrastructure that addresses the threat of climate change.

Action: Added suggested text to Goal 7

Source: Email, Community Member; County Commissioner





## GUIDING PRINCIPLES

See page [14](#)



## VISION ELEMENTS

See page [15](#)



## EQUITABLE GROWTH METRICS

See page [21](#)



## PLAN GOALS

See page [34](#) and Section 3





# 02 COMPLETE COMMUNITIES

## 2.1 Complete Communities and Places

## 2.2 Place Types

## SUMMARY OF MAJOR CHANGES IN SECTION 2:

- Addressed typos and formatting issues.
- Reduced number of pages devoted to each of the 10 place types by removing majority of non-essential graphics and photos (these are still included with additional detail in Volume 3 of the Plan).
- Provided a clearer and more precise definition of the Unified Development Ordinance (UDO).
- Removed references to specific requirements as these are inappropriate in a Comprehensive Plan providing policy direction.
- Added qualifiers to the descriptions of many Place Types to more clearly articulate an understanding that much of Charlotte is already built out and meeting all aspirational characteristics of Place Types may not be possible.







## 2.1 COMPLETE COMMUNITIES AND PLACES

During the Comprehensive Plan engagement process the community communicated a desire for all areas of Charlotte to meet the needs of nearby residents and employees. Charlotteans expressed the need for access to their everyday essentials as well as amenities such as parks, shops, restaurants, trails, and community centers near where they lived. These needs were also reflected in the findings from the Equity Framework maps. Neighborhoods that provide people with safe and convenient choices for a variety goods and services, jobs, and housing options are considered equitable and Complete Communities. A key objective of the Comprehensive Plan, as expressed through the public engagement, is to help ensure all areas of Charlotte can become Complete Communities.

A Complete Community is made up of a variety of places that provide opportunities for people to live, work, and play. Many neighborhoods in Charlotte today are more or less single use. For example, residential neighborhoods that have no nearby goods and services, or employment areas that are far removed from the housing where employees live. These more or less single use areas mean that the average Charlottean has to travel farther and longer to access all of their needs. It also means that those who have limited or no access to driving, biking, or using transit may not have their needs met. An incomplete community impacts equity, transportation, health, and the environment.

By locating a variety of places near each other, communities can benefit from supporting uses, like homes adjacent to opportunities to shop and dine, or employment centers close to commercial areas where people can access services after work. In addition to a variety of places, a Complete Community includes a variety of amenities and benefits within each place. This means embedding high-quality parks, open space, pedestrian and bicycle facilities, parking, and other community benefits within each place that makes up an area. The desire for Complete Communities with accessible amenities and strategically located uses led to the creation of the Place Types.



① Comment: Adding a wheelchair person image would strengthen the mobility message

Action: Added representation of those with physical disabilities to the graphic as suggested to strengthen mobility message

Source: Email, Planning Commission

COMPLETE PLACES

Most comprehensive planning documents provide direction for future growth through a land use map. Future land use, which informs parcel-based zoning, does not give guidance on the aspects of place like building form, streets, multi-modal facilities and connections, and open space, that make it comfortable for those who use it. To achieve the goal of truly Complete Communities, the

Charlotte Future 2040 Comprehensive Plan uses Place Types, which provide direction beyond just land use at the parcel level. A Place Type thinks about a place more holistically and at a larger scale, incorporating guidance for land use, transportation, layout, and design. A Place Typology defines a set of Places that are unique and authentic to the community and its needs.







## COMPONENTS OF A PLACE TYPE

There are several components of the Place Types guidance provided in this Plan. These are the categories that are used to organize the direction for each of Charlotte's Places. More detailed guidelines for the Place Types can be found in the Place Types Manual Appendix, [in Volume 3](#). Each component is described in further detail below.

### Land Use

- Land Use lays out the primary and secondary uses that will be found in each Place, as well as any supporting uses. This section also provides some guidance as to how those uses may be laid out within a Place Type, for example, where there should be higher or lower density development of the specified land uses.

### Character

- This category gives a broad picture of the characteristics that make the Place Type identifiable, such as the general building type, lot size, public space, and layout.

### Mobility

- Mobility describes how people travel to and within Place Types. This category includes guidance for the street network; [trails](#), [greenways](#), [sidewalks](#), and [other](#) pedestrian and bicycle facilities; [transit facilities](#); [access](#); and mode share for each Place Type.

### Building Design

- This category establishes direction for the form, placement, and orientation of buildings within a Place Type. This includes recommendations for building height, style, step backs, and interface with the public realm.

### Open Space

- Open space describes the types of open spaces typically located within a Place Type, including private open space, public open space, parks, greenways, green infrastructure and natural or preservation areas. It also indicates how prevalent these types should be.



① Comment: WE need to ensure that parks and trails are clearly indicated as transportation facilities as well as other uses. the notion that walking on a trail is solely recreation and not transportation is faulty. Sidewalks are transportation facilities and should be classified as such.

Action: Added additional text to description of mobility component to indicate that trails, greenways, and sidewalks are a key transportation infrastructure

Source: Public Input, Community Member



## CHARLOTTE PLACE TYPES

Through many rounds of public input and revision 10 distinct Place Types were established for the City of Charlotte. These Place Types represent the types of development and land uses that currently exist in Charlotte, as well as the aspirational character for those types. These Place Types can generally be organized into the categories of the neighborhoods where we live (Neighborhood 1, Neighborhood 2, and Parks and Preserves), the employment areas where we work (Commercial, Campus, Manufacturing & Logistics, and Innovation Mixed-use), and centers where we shop, dine, and play (Neighborhood Center, Community Activity Center, and Regional Activity Center).



### NEIGHBORHOOD 1

- Neighborhood 1 places are the lower density housing areas across Charlotte, where most of the city's residents live, primarily in single-family or small multi-family homes or ADUs.



### NEIGHBORHOOD 2

- Neighborhood 2 places are higher density housing areas that provide a variety of housing types such as townhomes and apartments alongside neighborhood-serving shops and services.



### PARKS & PRESERVES

- Parks & Preserves serve to protect public parks and open space while providing rest, recreation, and gathering places for Charlotteans.



### COMMERCIAL

- Commercial places are primarily car-oriented destinations for retail, services, hospitality, and dining, often along major streets or near interstates.



### CAMPUS

- Campuses are a relatively cohesive group of buildings and public spaces that are all serving one institution such as a university, hospital, or office park.



### MANUFACTURING & LOGISTICS

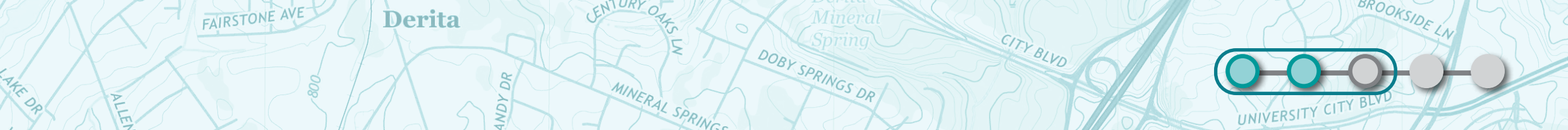
- Manufacturing & Logistics places are employment areas that provide a range of job types, services, and wage levels in sectors such as production, manufacturing, research, distribution, and logistics.



### INNOVATION MIXED-USE

- Innovation Mixed-Use places are vibrant areas of mixed-use and employment, typically in older urban areas, that capitalize on Charlotte's history and industry with uses such as light manufacturing, office, studios, research, retail, and dining.





## REVISIONS ON THIS PAGE



### NEIGHBORHOOD CENTER

- Neighborhood Centers are small, walkable mixed-use areas, typically embedded within neighborhoods, that provide convenient access to goods, services, dining, and residential for nearby residents.



### COMMUNITY ACTIVITY CENTER

- Community Activity Centers are mid-sized mixed-use areas, typically along transit corridors or major roadways, that provide access to goods, services, dining, entertainment, and residential for nearby and regional residents.



### REGIONAL ACTIVITY CENTER

- Regional Activity Centers are large, high-density mixed-use areas, typically along transit corridors or major roadways, that provide access to goods, services, dining, offices, entertainment, and residential for regional residents and visitors.

### RELATIONSHIP TO UNIFIED DEVELOPMENT ORDINANCE

The Place Types in this plan represent the form of future development, as envisioned by the residents of Charlotte. These Place Types will in turn provide the policy-level guidance that will inform the City's Unified Development Ordinance (UDO). The UDO is the regulatory tool that will shape future development so it results in the type of complete communities and places defined by the Charlotte Future 2040 Comprehensive Plan goals and policies. Using the intent and direction of the Place Types in the Comprehensive Plan and the upcoming Future Place Types Mapping, the UDO will identify zoning districts and other ordinances that will further define how the Place Types are realized in actual development. Each Place Type will correspond with multiple zoning districts that will provide a high-level of detail and regulatory guidance on items such as height, lot size, setbacks, adjacencies, and allowed uses.

The high-level policy guidance for each Place Type, that will inform the UDO throughout the life of the Plan, is described in the following sections. More detailed guidelines for the Place Types are included in Volume 3 of the Plan.



① Comment: It would be beneficial to explain what the UDO is as part of the Implementation Strategy. It appears here for the first time in the document without context

Action: Added additional text to describe the purpose of the UDO

Source: Email, Planning Commission



- ①

Comment: Land Use - 1st bullet: why only identifying individual lots

Action: Removed reference to individual lot, is agreed that it doesn't benefit this statement

Source: Email, Community Member
- ②

Comment: Replace with single-family

Action: Revised "low-rise" to "single-family"

Source: Internal City Staff
- ③

Comment: Building Form - "5 or fewer units": why not 6?

Action: Changed to 4-6 units to be more inclusive and flexible

Source: Email, Community Member

## PLACE TYPES: NEIGHBORHOOD 1

**Goal:** Provide places for neighborhoods with a variety of housing types, where single-family housing is still the predominant use.

Neighborhood 1 places are the lower density housing areas across Charlotte, where most of the city’s residents live, primarily in single-family or small multi-family homes or ADUs.

### LAND USE

- Single-family detached homes on **individual** lots are the primary use in this Place Type. Accessory Dwelling Units are frequently found on the same lots as individual single-family detached homes. ①
- Duplexes, triplexes, quadraplexes, and civic uses, such as parks, religious institutions, and neighborhood scaled schools, may also be found in this Place Type. Smaller lot single-family detached developments, small townhome buildings, and small multi-family buildings **on individual lots**, as well as civic uses, are also found on some 4+ lane arterials. These building types provide a transition between higher volume streets and the interior of neighborhoods.
- The greatest density of housing in this Place Type is located within ½ mile walk of a Neighborhood Center, Community Activity Center, or Regional Activity Center and is located on an arterial, with a high frequency bus or streetcar route. In some cases, small neighborhood commercial buildings are found in older neighborhoods.

### CHARACTER

- Characterized by low-rise residential buildings, uniformly set back from the street, and generally consistent lot sizes. Front lawns, landscaped yards, and tree-lined sidewalks are found between residences and the street, and individual back yards are commonly found for each main residential building.
- Many of the individual neighborhoods in this Place Type have unifying characteristics, such as setbacks and building heights, that have been maintained over time. Others have seen changes in these and other characteristics.



### MOBILITY

- A very well-connected local street network provides safe and direct access throughout the neighborhood and to and through the neighborhoods and adjacent Place Types. This street network helps disperse vehicular traffic and allows residents to walk or bike to transit and nearby destinations.
- Arterial streets also support walking, cycling, and transit use by providing a safe and comfortable environment to reach transit or nearby destinations.
- Direct access to buildings, parks, and other facilities is usually from Local streets, with more limited access opportunities along arterials. Alleys are also used to provide access to residences located on narrower lots.

### BUILDING FORM

- The typical building in a Neighborhood 1 place is a **single-family** residential building up to 3 or 4 stories. Townhome style buildings, whether single-family attached or multi-family, typically have **4-6** units. The size of civic and institutional buildings varies based on context and accessibility. ② ③





## REVISIONS ON THIS PAGE

① Typographical revision

### OPEN SPACE

- Private yards and improved common areas are typical open spaces in this Place Type. Public open spaces such as small parks and greenways, and natural open spaces such as tree preservation areas, are also an important feature and should be included in neighborhoods.

### HIGHLIGHTS

- Ⓐ Comfortable sidewalks with planting strips and shade trees
- Ⓑ Alleys in select locations to access garages and [Accessory Dwelling Units \(ADUs\)](#) ①
- Ⓒ Multiple housing types in proximity to each other
- ① Ⓓ [ADUs](#) typically accessed off alleys
- Ⓔ Transition to Adjacent Place Types



① Comment: Neighborhood 2: Add “Where economically viable” at the beginning of the 2nd bullet. It is impractical to expect first floor commercial everywhere for example, so there needs to be a financial viability metric.  
- Same comment on page 244 in App B (note, this is now page 54 with revisions)  
Action: Added suggested text specifically in regards to ground floor commercial, but while maintaining the requirement for active ground floors (not necessarily commercial)  
Source: Email, Community Member

## PLACE TYPES: NEIGHBORHOOD 2

**Goal: Provide a range of moderate to higher intensity housing types, including apartment and condominium buildings, to meet the needs of a diverse population.**

Neighborhood 2 places are higher density housing areas that provide a variety of housing types such as townhomes and apartments alongside neighborhood-serving shops and services.

### LAND USE

- The primary uses in this Place Type are multi-family and single-family attached residential, including some buildings with ground floor, non-residential uses.
- Lower intensity housing types are also found in Neighborhood 2, especially as part of a large development with a mix of housing types. Neighborhood 2 places also include civic uses such as schools, neighborhood parks, and religious institutions.

### CHARACTER

- This Place Type is characterized by low- to mid-rise multi-family residential buildings, in a walkable environment. Neighborhood 2 places include larger scale residential buildings than are found in Neighborhood 1 and residential developments typically include shared community amenities, such as open spaces or recreational facilities, and common parking areas.

### MOBILITY

- Because Neighborhood 2 places typically serve as a transition between lower-density development and higher-intensity commercial or mixed-use centers, they have a very well-connected and dense street network with short blocks. This provides multiple route options to better accommodate walking, cycling, and transit use.
- Both Local and Arterial streets are designed to support and encourage walking, cycling, and transit use to reach transit or nearby destinations.



### BUILDING FORM

- The typical building is a single-family attached or multi-family building and is usually not more than five stories. Civic and institutional buildings vary in size based on their context and accessibility.
- Buildings are designed with active ground floor uses, either residential or in some instances, economically viable commercial, to support a vibrant pedestrian environment.. Buildings with ground floor commercial have tall ground floors and a high degree of transparency using clear glass windows and doors.

### OPEN SPACE

- This Place Type includes privately owned, common open space that serves individual residential developments. This open space takes a range of forms, from playgrounds and recreation spaces, to plazas, courtyards, and rooftop decks. Public open spaces such as small parks and greenways, and natural open spaces such as tree preservation areas, are also an important feature and should be included in neighborhoods.





## HIGHLIGHTS

- Ⓐ Infill development forming a consistent street edge
- Ⓑ Trail-oriented development
- Ⓒ Shared public open spaces
- Ⓓ Neighborhood trail connections
- Ⓔ Comfortable sidewalks with planting strips and shade trees
- Ⓕ Mix of different housing types (including townhomes, condos, and medium-density residential development)
- Ⓖ Transition to Adjacent Place Types



# PLACE TYPES: PARKS AND PRESERVES

**Goal:** Protect land that is intended to remain as parks or natural preserves in perpetuity. These places contribute to the quality of life of residents and visitors by providing places to gather and recreate, and further the environmental quality of our ecosystems including the tree canopy, waterways, and wildlife habitats.

Parks & Preserves serve to protect public parks and open space while providing rest, recreation, and gathering places for Charlotteans.

## LAND USE

- Primary uses may include larger public parks, cemeteries, wildlife refuges, nature preserves, and recreational centers and facilities. Limited commercial uses may be compatible in some Parks and Preserves.

## CHARACTER

- This Place Type is characterized by natural areas, green spaces with tree canopy, and active uses where appropriate. Structures are typically limited in number and are intended to support on-site recreational activities and/or civic uses.
- Active uses and structures are located so as to provide minimal impact to sensitive environmental features.

## MOBILITY

- Parks and Preserves are easily and directly accessible from all places and are located along all street types. Any streets leading to, by, or through these places are designed to encourage safe and comfortable access by all transportation modes.
- The internal transportation network typically consists of pedestrian and bicycle paths for smaller parks, and for larger Parks and Preserves also includes driveways and very low-speed Local streets to provide access to internal facilities. Both the streets and the off-street network are well-connected and include pedestrian and bicycle facilities, even where natural features and large recreational areas limit street connections.



## BUILDING FORM

- Typical buildings in this Place Type include recreation facilities, nature centers, restroom facilities, shelters, maintenance buildings, and accessory commercial structures such as concession stands. Building sizes vary depending on the purpose of the building and the setting and are typically low-rise.

## OPEN SPACE

- Open space is the primary element of this Place Type. Depending on the purpose, the on-site open spaces typically include preserved natural areas, outdoor recreation facilities, or both. Examples of other open spaces include community or botanical gardens, arboreta, and landscaped areas.





## HIGHLIGHTS

- Ⓐ Community gathering space with small-scale commercial uses such as cafes along roadway
- Ⓑ Amenities interspersed throughout the public realm (benches, tables, trash receptacles, bike parking, etc.)
- Ⓒ Active space including sports fields/ courts, play area, and community garden
- Ⓓ Safe multi-use paths, accommodating a lot of people and activation
- Ⓔ Transition to Adjacent Place Types





## PLACE TYPES: COMMERCIAL

**Goal:** Provide places for the sale of goods and services in locations readily accessible by automobile.

Commercial places are primarily car-oriented destinations for retail, services, hospitality, and dining, often along major streets or near interstates.

### LAND USE

- Typical uses include shopping centers, standalone retail uses, personal services, hotels, restaurants, and service stations.

### CHARACTER

- This Place Type is characterized by low-rise retail structures with a walkable, landscaped public realm that balances automobile, bicycle, and pedestrian design elements.

### MOBILITY

- Commercial places are typically located along high-volume arterial streets, limited access roadways, and near interstate interchanges. While uses and sites are generally automobile-oriented, streets are designed to accommodate safe and comfortable travel by all modes of travel.
- Cross-access between adjoining sites limits the number of driveways off arterial streets, thereby improving the public realm and circulation.
- Arterial streets support walking, cycling, and transit use by providing a safe and comfortable environment to reach transit stops, jobs, or nearby destinations.



### BUILDING FORM

- The typical building height is four or fewer stories. If located in an interchange area, buildings may be up to five stories. Long, continuous buildings, especially strip commercial buildings, can be found in Commercial places. These buildings still accommodate the desired block structure and connected street network. Some sites include accessory drive through facilities and gas pumps.

### OPEN SPACE

- This Place Type includes numerous improved open spaces such as plazas, patios, and courtyards that may include landscaping. Natural open spaces, such as tree preservation areas, are also found and encouraged here. Landscaping provides an attractive public realm by softening street edges.





### HIGHLIGHTS

- Ⓐ Comfortable sidewalks with landscape buffers
- Ⓑ Mid-block crossings
- Ⓒ Active ground floors with patios/plazas typically behind buildings along major roadways
- Ⓓ Buildings oriented to streets
- Ⓔ Signage opportunities
- Ⓕ Transition to Adjacent Place Types



① Comment: Building Form - 1st bullet: change “are” in last sentence to “may be”  
Action: Changed “are” to “may be” throughout bullet  
Source: Email, Community Member

② Comment: Campus – If campus do include “office parks”, we need to allow for parking and security measures, most building in the pictures are more than 5 stories, ground floor activation is hard  
Action: Added text to indicate that some Office Campuses could also include high-rise uildings. Specifics of parking will be addressed in the UDO. Active ground floors could take a number of forms and do not have to be retail.  
Source: Email, Community Member

# PLACE TYPES: CAMPUS

**Goal: Provide places for large, multi-building institutions, such as educational, religious, civic, or health facilities, or for a concentration of office and research and development uses.**

Campuses are a relatively cohesive group of buildings and public spaces that are all serving one institution such as a university, hospital, or office park.

## LAND USE

- Primary uses vary, depending on the purpose of the Campus and may include facilities for office, research and development, education, medical, and places of assembly that require a significant amount of space for various activities spread across sites.
- Additional uses intended to support the primary use include residential, retail, hotels, restaurants and dining facilities, sports facilities, laboratories, and galleries intended to serve workers, residents and visitors.

## CHARACTER

- This Place Type is characterized by low- to mid-rise office or civic buildings. Some institutional Campuses are more intensely developed and may include some high-rise buildings.
- Campuses may be on one large site or multiple adjacent sites that create a unified appearance with defined edges.

## MOBILITY

- Campuses are typically located along at least one arterial street with an internal street network that encourages walking and bicycling, particularly when sites are located near transit routes and stops. More intensely developed Campuses have a denser street network and a higher level of non-auto mode share than less intensely developed Campuses.



- Campuses should include amenity-rich transit stops and mobility hubs at key entries, stations, and intersections.
- Arterial streets support walking, cycling, and transit use by providing a safe and comfortable environment to reach transit stops or nearby destinations.

## BUILDING FORM

- The typical building is an office or civic building and is usually no more than five stories. Residential buildings **may be** also found in this Place ① Type but are less prevalent. More intensely developed institutional Campuses sometimes include high-rise buildings. **Office Campuses may ② also include taller buildings where additional open space or community benefits are provided.** Campuses usually have a variety of activities on site, and buildings vary depending on the needs of the primary user. As a result, Campuses have a range of building types and sizes. Buildings ① **may be** designed with active ground floor uses to support a walkable environment and have a high degree of transparency using clear glass windows and doors.





## OPEN SPACE

- Open space is a key feature of this Place Type. Campuses typically include numerous pervious areas, including lawns, passive landscaped areas, park space, and natural open spaces. Improved open spaces such as plazas, courtyards, and outdoor recreational facilities are also important and should be included in all types of Campuses.

## HIGHLIGHTS

- Ⓐ Comfortable and convenient internal multi-modal connections
- Ⓑ Highly amenitized public realm
- Ⓒ Enhanced walkable “main street” connection to adjacent commercial development
- Ⓓ Transition to Adjacent Place Types



① Comment: Manufacturing and Logistics: Truck traffic will be best suited to routes that will have low impact to neighborhoods or open spaces - to blanket that there will be NO impact is and an impossible goal.

Action: Revised text to “minimize impacts” to allow more flexibility but still communicate original intent

Source: Email, Community Member

② Comment: Manufacturing and Logistics: Under Mobility is the concept of Mobility Hubs, which states “transit stations, pick-up and drop off areas, bike parking and rental, and micro-mobility options should be provided . . .” Does this mean we have to have a transit station?

Action: Added “where possible” to indicate that mobility hubs are desired but still provide flexibility

Source: Email, Community Member

③ Comment: Manufacturing and Logistics: While we’re accustomed to putting in bike parking (albeit never used), why require bike rental? Finally, what is a micro-mobility option?

Action: Revised “bike rental” to “bike share” to clarify property owner is not providing rental, just providing space for shared mobility options, see Glossary for added definition of micromobility

Source: Email, Community Member



# PLACE TYPES: MANUFACTURING AND LOGISTICS

**Goal: Contribute to Charlotte’s economic viability by accommodating places of employment for a range of uses related to manufacturing, logistics, production and distribution.**

Manufacturing and Logistics places are employment areas that provide a range of job types, services, and wage levels in sectors such as production, manufacturing, research, distribution, and logistics.

## LAND USE

- Primary uses include manufacturing, research and development, warehousing, distribution, and other similar uses.
- Uses in this Place Type also include limited office usually to support primary uses; outdoor storage of materials and vehicles; limited hospitality and restaurants, limited retail, and personal services to serve area workers.



- access for motor vehicles while still providing safe and comfortable access for other modes of travel. Truck traffic will use routes that
- ① minimize impacts on neighborhoods and open spaces.
- ② • Where possible, mobility hubs with transit stations, pick-up and drop-off areas, bike parking and bike share, and micro-mobility options should be provided within this Place Type to accommodate employees without access to a vehicle.
- ③ • Arterial streets support walking, cycling, and transit use by providing a safe and comfortable environment to reach transit stops, jobs, or nearby destinations.

## CHARACTER

- This Place Type is typically characterized by large scale, low-rise manufacturing or warehouse buildings, and other assembly and distribution facilities.
- Parcels are often large, with buildings placed on the interior of the site surrounded by service areas, outdoor and container storage, parking, and landscape buffers to provide a transition to adjacent uses.

## MOBILITY

- Manufacturing & Logistics places are accessible by higher capacity transportation facilities, such as arterials and interstates, as well as by freight rail. These places may also benefit from proximity to airports. Streets accommodate large trucks, while still serving all travel modes.
- The local and collector street network is well-connected to serve sites directly and to provide good access to arterials. Streets and sites prioritize

## BUILDING FORM

- The typical building is a high-bay, single-story manufacturing, or warehousing building. Buildings widely range in size and scale depending on their context and use. Long, continuous buildings can be found within Manufacturing & Logistics more so than in other Place Types. Nevertheless, buildings accommodate the desired block structure and connected street network.





## OPEN SPACE

- Improved open spaces are typically recreational facilities, picnic areas, walking trails, patios, and courtyards provided on individual sites and designed to be used by employees. Natural open spaces, such as tree preservation areas, are also found here. Generous landscaped or natural buffers separate large site, less desirable uses, and the public realm.

## HIGHLIGHTS

- (A) Improved bike and pedestrian facilities and connections
- (B) Generous landscaping and buffers
- (C) Small shared outdoor gathering space for employees
- (D) Dedicated rideshare pickup/dropoff locations



① Comment: Manufacturing and Logistics: While we’re accustomed to putting in bike parking (albeit never used), why require bike rental? Finally, what is a micro-mobility option?

Action: Here and in Manufacturing and Logistics (for consistency): revised “rental” to “share” to clarify property owner is not providing rental, just providing space for shared mobility options, see Glossary for added definition of micromobility

Source: Email, Community Member

② Comment: Curious what placetype (maybe we get there) that taller office towers go?

Action: Taller office towers will typically be found in Community Activity Center and Regional Activity Center Place Types, the language here has also been softened to be less prescriptive about height

Source: Email, Planning Commission

## PLACE TYPES: INNOVATION MIXED-USE

**Goal:** Contribute to Charlotte’s economic viability by providing mixed-use urban places that include light manufacturing, office, residential, and retail.

Innovation Mixed-Use places are vibrant areas of mixed-use and employment, typically in older urban areas, that capitalize on Charlotte’s history and industry with uses such as light manufacturing, office, studios, research, retail, and dining.

### LAND USE

- Typical uses include office, research and development, studios, light manufacturing, showrooms, hotels, and multi-family residential.
- Uses in this Place Type also include retail, personal services, restaurants, and bars, and limited warehouse and distribution associated with light manufacturing and Fabrication.

### CHARACTER

- This Place Type is characterized by adaptively reused buildings and low to mid-rise single-use structures that are transitioning to vertically integrated uses in a pedestrian-oriented environment.

### MOBILITY

- Innovation Mixed-Use places are accessible by higher capacity facilities such as arterials and may also include access from interstates and freight rail. Streets serve all travel modes while still accommodating large trucks along primary arterial streets. The local and collector street network is well-connected to serve sites directly and to provide good access to arterials. Truck traffic will use routes that do not impact neighborhoods or open spaces.
- Mobility hubs with transit stations, pick-up and drop-off areas, bike parking ① and **share**, and micro-mobility options should be provided within this Place Type to accommodate employees without access to a vehicle.
- Arterial streets support walking, cycling, and transit use by providing a safe and comfortable environment to reach transit stops, jobs, or nearby destinations.



### BUILDING FORM

- The typical building in Innovation Mixed-Use places is an older industrial structure that has been adaptively reused.
- Newer office, residential, and mixed-use buildings **typically have** ② heights up to six stories **are found** in this Place Type. New buildings are designed with active ground floor uses to support a vibrant pedestrian environment. They have tall ground floors and a high degree of transparency using clear glass windows and doors.

### OPEN SPACE

- This Place Type includes improved numerous open spaces such as plazas, patios, and courtyards that may include landscaping. Public open spaces such as small parks and greenways, and natural open spaces such as tree preservation areas, are also an important feature and should be included in Innovation Mixed-Use places.





HIGHLIGHTS

- Ⓐ Active and passive community gathering spaces

Ⓑ Adaptive reuse of light industrial or underutilized buildings, embracing unique history and form
- Ⓒ Regular rail crossings

Ⓓ Increased tree canopy



① Comment: test the height  
Action: Clarified “up to” four stories, “typical” intended to provide flexibility  
Source: Internal City Staff



# PLACE TYPES: NEIGHBORHOOD CENTER

**Goal:** Provide places that have a pedestrian-friendly focal point of neighborhood activity where nearby residents can access daily shopping needs and services within a 5-10 minute walk or a short drive.

Neighborhood Centers are small, walkable mixed-use areas, typically embedded within neighborhoods, that provide convenient access to goods, services, dining, and residential for nearby residents.

## LAND USE

- Typical uses include retail, restaurants, personal services, institutional, multi-family, and offices.
- Some types of auto-oriented uses, well-designed to support walkability, may be located on the edges of this Place Type.

## CHARACTER

- This Place Type is characterized by low-rise commercial, residential civic/institutional, and mixed-use buildings in a pedestrian-oriented environment.

## MOBILITY

- Neighborhood Centers are easily and directly accessible from nearby neighborhoods to encourage walking and cycling, and to support the concept of a complete neighborhood.
- The Local street network is well-connected, designed for slow traffic, and includes good pedestrian facilities. Arterial streets provide for safe and comfortable pedestrian, bicycle, and transit travel along and across them for easy access to and from the Neighborhood Center and surrounding areas.



## BUILDING FORM

- The typical building type is a commercial, institutional, or multi-family building of **up to** four stories. Buildings are designed with active ground floor uses to support a vibrant pedestrian environment. They have tall ground floors and a high degree of transparency using clear glass windows and doors.

## OPEN SPACE

- Neighborhood Centers include numerous improved open spaces such as plazas, patios, and courtyards that may include landscaping. Public open spaces such as small parks and greenways, and natural open spaces such as tree preservation areas, are also an important feature and should be included in centers.





## HIGHLIGHTS

- Ⓐ Pedestrian-friendly focal point of neighborhood activity
- Ⓑ Ground floors with retail, front porches, or other active uses
- Ⓒ Comfortable sidewalks with street trees
- Ⓓ Highly amenitized public realm with small plazas/gathering spaces
- Ⓔ Improved pedestrian connectivity and safe crossings
- Ⓕ Rooftop patios
- Ⓖ Transition to Adjacent Place Types



① Comment: Manufacturing and Logistics: While we’re accustomed to putting in bike parking (albeit never used), why require bike rental? Finally, what is a micro-mobility option?

Action: Here and in Manufacturing and Logistics (for consistency): revised “rental” to “share” to clarify property owner is not providing rental, just providing space for shared mobility options, see Glossary for added definition of micromobility

Source: Email, Community Member

# PLACE TYPES: COMMUNITY ACTIVITY CENTER

**Goal: Provide places that have a concentration of primarily commercial and residential activity in a well-connected, walkable place located within a 10-minute walk, bike, or transit trip of surrounding neighborhoods.**

Community Activity Centers are mid-sized mixed-use areas, typically along transit corridors or major roadways, that provide access to goods, services, dining, entertainment, and residential for nearby and regional residents.

## LAND USE

- Typical uses are retail, restaurant and entertainment, and personal services.
- Some multi-family and office may also be located in this Place Type. In Transit Station Areas, multi-family and/or office may be primary uses.
- Some types of auto-oriented uses, well-designed to support walkability, may be located outside of the core of this Place Type.

## CHARACTER

- This Place Type is characterized by low to mid-rise commercial, residential, civic/institutional, and mixed-use buildings in a pedestrian-oriented environment.

## MOBILITY

- These Place Types include a transportation network that supports highly accessible “10-minute neighborhoods” and a “park once” environment.
- Community Activity Centers are typically located at or near key intersections or on major Arterials with transit service. Easy access and direct connections to nearby residential neighborhoods help reduce trip lengths, keeps some cars off the Arterials, and encourages transit use, walking, or bicycling.
- The Local street network is well-connected, with small blocks and highly walkable connections along streets and between destinations. There are frequent opportunities to cross adjacent Arterials, and the pedestrian network accommodates large groups of people.



- Mobility hubs with transit stations, pick-up and drop-off areas, bike parking and **share**, and micro-mobility options should be provided within this Place Type to accommodate the high-level non-vehicular traffic.

## BUILDING FORM

- The typical building is a commercial, institutional, multi-family or mixed-use building of five to seven stories. Some buildings in Transit Station Areas are taller. Buildings are designed with active ground floor uses to support a vibrant pedestrian environment. They have tall ground floors and a high degree of transparency using clear glass windows and doors.

## OPEN SPACE

- Improved open space is a key feature of this Place Type. Community Activity Centers include numerous improved open spaces such as plazas, patios, and courtyards that may include landscaping. Public open spaces such as small parks and greenways, and natural open spaces such as tree preservation areas, are also an important feature and should be included in centers.





### HIGHLIGHTS

- Ⓐ Wide sidewalks with hardscape amenity zone or landscape zone
- Ⓑ Regular street trees on core streets
- Ⓒ Highly amenitized public realm with frequent open spaces
- Ⓓ Ground floors with retail, patios, or other active uses
- Ⓔ Upper story balconies and rooftop patios
- Ⓕ Improved multi-modal connectivity and mobility hub amenities
- Ⓖ Well-connected, amenity-rich transit stops
- Ⓗ On-street parking and screened or wrapped parking lots/structures



- ① Comment: Manufacturing and Logistics: While we’re accustomed to putting in bike parking (albeit never used), why require bike rental? Finally, what is a micro-mobility option?

Action: Here and in Manufacturing and Logistics (for consistency): revised “rental” to “share” to clarify property owner is not providing rental, just providing space for shared mobility options, see Glossary for added definition of micromobility

Source: Email, Community Member
- ② Comment: Curious what placetype (maybe we get there) that taller office towers go?

Action: Taller office towers will typically be found in Community Activity Center and Regional Activity Center Place Types, added clarity to the Regional Activity Center Building Form to indicate it could include this building type with community benefits

Source: Email, Planning Commission; City Council - full Council adopted recommendation
- ③ Comment: Regional Activity Center: BUILDING FORM: “Buildings are designed to step back after 3-5 stories, to provide a human scale at street level.” This is getting too “in the weeds” and restrictive of architectural design. We are used to restrictions at street level, i.e., “. . . active ground floor uses. . . tall ground floors. . . clear glass windows . . .,” but requiring step backs is going too far. Not every lot or project will be able to accommodate this requirement because of a physical or financial limitation, or both.

Action: Revised language to “encouraged” to indicate that this is a preference but not a requirement

Source: Email, Community Member



# PLACE TYPES: REGIONAL ACTIVITY CENTER

**Goal: Provide major employment locations and cultural destinations for residents from throughout the Charlotte region.**

Regional Activity Centers are large, high-density mixed-use areas, typically along transit corridors or major roadways, that provide access to goods, services, dining, offices, entertainment, and residential for regional residents and visitors.

## LAND USE

- Uses in Regional Activity Centers, which are frequently vertically-mixed, include office, multi-family, retail, restaurant and entertainment, personal service, and institutional.

## CHARACTER

- This Place Type is characterized by its urban form, with mid to high-rise commercial, residential, and civic/institutional buildings in a pedestrian-oriented and transit-friendly environment.

## MOBILITY

- The transportation network supports transit access and complements land uses and design to create a “park once” environment, so that even those who drive to the center are comfortable and encouraged to use other modes within the center.
- The street network is very well-connected, with small blocks and highly walkable connections along streets and between destinations. Easy access and multiple connections between these centers and surrounding residential neighborhoods help reduce auto trip lengths, keep some vehicles off the Arterials, and encourage transit, walking, or bicycling to the Center.
- Arterials provide for safe and comfortable transit, pedestrian, and bicycling movement. There are frequent opportunities to cross the Arterials, and the pedestrian facilities accommodate large groups of people.



- Mobility hubs with transit stations, pick-up and drop-off areas, bike parking ① and share, and micro-mobility options should be provided within this Place Type to accommodate the high-level of non-vehicular traffic.

## BUILDING FORM

- The predominant building type is a mid- or high-rise building (over five stories) with commercial, institutional, multi-family or a mix of uses in the buildings. Buildings that exceed 20 stories should be developed with community benefits. In the Uptown Regional Activity Center, buildings that exceed 30 stories (500') should be developed with community benefits (e.g., affordable housing, public ② space, etc.).
- Buildings are designed with active ground floor uses to support a vibrant pedestrian environment. They have tall ground floors and a high degree of transparency using clear glass windows and doors. Buildings are also encouraged ③ to step back after 3-5 stories, to provide a human scale at street level.
- Buildings over 8-10 stories may have “point towers,” where only a smaller portion of the building mass is built to the maximum height in order to maintain views and natural light. The portion of the building that is stepped back to the tower can be used for private open space and amenities.





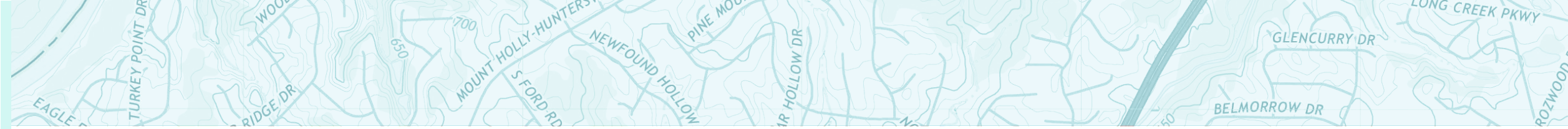
### OPEN SPACE

- Improved open space is a key feature of this Place Type. Regional Activity Centers include numerous improved open spaces such as plazas, patios, and courtyards that may include landscaping. Public open spaces such as small parks and greenways, and natural open spaces such as tree preservation areas, are also an important feature and should be included.

### HIGHLIGHTS

- A Safe pedestrian connections, including midblock crossings
- B Wide sidewalks with hardscape amenity zone or landscape zone
- C Safe, accessible bike facilities (grade separated or buffered on major streets)
- D Highly amenitized public realm with transit stops and mobility hub
- E Ground floors with retail or other active uses, buildings oriented to street
- F Rooftop patios and upper story balconies





## PLACE TYPES QUICK REFERENCE GUIDE

	Land Use	Character	Mobility	Building Form	Open Space
<b>Neighborhood 1</b>	Primarily single-family (SF) detached, duplexes, triplexes, quadraplexes, attached SF, and small multi-family buildings	Low-rise residential buildings with similar setbacks and lot sizes	Well-connected local street network supports walking, biking and transit	Low-rise buildings up to 3 or 4 stories; Attached residential buildings typically have 5 or fewer units	Typically private yards and improved common areas
<b>Neighborhood 2</b>	Primarily multi-family and SF attached residential and ground floor non-residential uses	Low- to mid-rise multi-family residential and mixed-use buildings	Well-connected and dense street network and short blocks encourage walking, cycling, and transit	Typically single-family attached or multi-family buildings not more than 5 stories	Privately owned, common space and small parks, greenways and open space
<b>Parks &amp; Preserves</b>	Larger public parks, cemeteries, wildlife refuges, nature preserves, and recreational centers and facilities	Natural areas, green spaces with tree canopy, and active uses where appropriate	Along all street types; Encourage safe and comfortable access by all modes of travel	Typically low rise recreation, maintenance and other support facilities	Open space is the primary element of this Place Type
<b>Commercial</b>	Shopping centers, standalone retail uses, personal services, hotels, restaurants, and service stations	Low-rise retail structures with a walkable, landscaped public realm	Typically along high-volume arterials and interchanges; Auto-oriented, but accommodate all modes of travel	Typically 4 or fewer stories; up to 5 stories at interchanges; includes strip commercial centers	Plazas, patios, and courtyards; natural open space is encouraged
<b>Campus</b>	Primarily office, research and development (R&D), education, medical, places of assembly and supporting uses	Low- to mid-rise buildings; some may include some high-rise buildings	Typically located along at least one arterial street with an internal street and/or pathway network	Primarily office and/or civic buildings typically 5 or fewer stories; sometimes include residential buildings	Natural and improved open spaces area key feature of this Place Type
<b>Manufacturing &amp; Logistics</b>	Primarily manufacturing, research & development, warehousing, distribution and supporting uses	Large lots and large scale, low-rise buildings, yards, and facilities	Accessible by high capacity roads, freight rail and/or airports; All modes supported, but priority for large trucks	Typical high-bay, single-story and large/long manufacturing or warehousing buildings	Typically recreation and picnic areas and natural areas and buffers
<b>Innovation Mixed-Use</b>	Primarily office, R&D, light manufacturing, hotels, multi-family residential, retail, restaurants and entertainment	Adaptively reused buildings and low to mid-rise single-use and mixed-use structures	Accessible by high capacity roads; Encourage safe and comfortable access by all modes of travel	Older industrial structure adaptively reused; Newer buildings typically 6 or fewer stories	Private improved open spaces and public open spaces
<b>Neighborhood Center</b>	Primarily retail, restaurants, personal services, institutional, multi-family, office and some auto-oriented uses	Low-rise buildings in walkable environment and limited mid-rise buildings	Well-connected network designed for slow traffic, supports walking, biking and transit	Typically commercial, institutional, or multi-family buildings of 4 stories or fewer	Numerous improved open spaces such as plazas, patios, and courtyards
<b>Community Activity Center</b>	Primarily retail, restaurant, entertainment, personal services, multi-family and office and some auto-oriented uses	Low to mid-rise buildings in walkable and transit-friendly environment	Typically located near major intersections or arterials; Well-connected local streets support walking, biking and transit	Commercial, institutional, multi-family or mixed-use buildings of 5 to 7 stories (taller near transit)	Numerous improved open spaces and landscaping
<b>Regional Activity Center</b>	Typically vertically-mixed use, office, multi-family, restaurant, retail, entertainment, personal service, and institutional	Mid to high-rise buildings in a walkable and transit-friendly environment	Very well-connected street network with small blocks and highly walkable connections; support biking and transit	Mid- or high-rise buildings with active ground floors and building step backs on upper floors	Improved open space is a key feature; many public and private spaces



# 03 POLICY FRAMEWORK

## Introduction

Goal 1: 10-Minute Neighborhoods

Goal 2: Housing Access for All

Goal 3: Neighborhood Diversity and Inclusion

Goal 4: Transit- and Trail-Oriented Development

Goal 5: Safe and Equitable Mobility

Goal 6: Healthy and Active Communities

Goal 7: Integrated Natural and Built Environments

Goal 8: Diverse and Resilient Economic  
Opportunity

Goal 9: Retain Our Identity and Charm

Goal 10: Fiscally Responsible

## SUMMARY OF MAJOR CHANGES IN SECTION 3:

- Addressed typos and formatting issues
- Added icons to identify policy recommendations that 1) link directly metrics and measures in the Equitable Growth Framework, and 2) will require a longer term implementation timeline because they cannot be implemented without changes to State of North Carolina statutes and/or coordination with other outside entities
- Adjusted language throughout all 10 Goals and associated objectives and policies to provide better clarity of intent
- Augmented Goal 1 to provide better understanding of its intent and meaning
- Added and edited a policy to recommend a new Community Benefits Coalition and a new community benefits menu or playbook
- Revised Policy 2.1 to replace reference to “all lots” with “all Place Types” and updated policy to tie recommendation to equity metrics and measures, added note referencing an Anti-Displacement Strategy and the fact that the UDO will not change existing codes, covenants and restrictions associated with HOAs
- Added three policies to Goal 2 addressing the creation of an Anti-Displacement Stakeholder Group, an anti-displacement study, and a metric-able goal for replacement of Naturally Occurring Affordable Housing
- Added policy language within Goals 2 and 3 to indicate stronger support for home ownership
- Updated Goal 5 Objectives and Policies to ensure alignment with Strategic Mobility Plan
- Adjusted Goal 6 objective to broaden focus and address key determinants of health and added an objective addressing need to accommodate populations needing multilanguage capabilities, accessibility and universal design, and culturally responsive programming
- Augmented Goal 7 to address climate change
- Updated goals and policies in Goals 7 and 9 to ensure alignment with the Tree Canopy Action Plan in progress
- Adjusted Goal 10 Big Policy Idea to clarify intended audience







# INTRODUCTION

The Comprehensive Plan’s Policy Framework 1) builds upon the guiding principles, vision elements and community values, 2) provides actionable responses to the Equitable Growth Framework’s priorities of improving access, better distributing the costs and benefits of growth, and creating asset-based and culturally rich places; and 3) establishes new policy direction for the City that will require partnerships and collaboration across departments, organizations, public, private and non-profit sectors, and the broader community. For each of the 10 Goals introduced in the Equitable Growth Framework, the Policy Framework defines success through a set of Objectives, highlights more significant departures from business as usual through Big Policy Ideas, articulates a diverse set of Policies, and catalogs an initial ① set of recommended Projects and Programs for moving the dials in the right direction.

## ① Major Revision

Comment: General comment - some confusion about whether Big Ideas should be applied as policy guidance and contribute to regulations, projects, programs, and short term actions

Action: Added the word “Policy” to “Big Ideas” to clarify that Big Ideas are indeed policy guidance as well, for this and the following 9 Goals

Source: City Council, Community



# REVISIONS ON THIS PAGE

## 1 Major Revision

Comment: General comment - some confusion about whether Big Ideas should be applied as policy guidance and contribute to regulations, projects, programs, and short term actions

Action: Added the word “Policy” to “Big Ideas” to clarify that Big Ideas are indeed policy guidance as well, for this and the following 9 Goals

Source: City Council, Community

## 2 Typographical revisions

3 Comment: General comments wanting a visual indication of the policies that tie to Place Types or will take long-term coordination

Action: Added text and icons on this page to introduce these icons and added the icons to their corresponding policies throughout the document to indicate the types mentioned above

Source: City Council, Community

## POLICY FRAMEWORK OVERVIEW

The table below defines each of the Policy Framework components in more detail. For each component, a short description is accompanied with a direction on how that component is intended to be used.

FRAMEWORK COMPONENT	DESCRIPTION	HOW IT’S USED
GOALS	Top 10 critical community goals	Key plan messaging, structure for organizing other supportive components
OBJECTIVES	Metrics for measuring progress of implementing each Goal (must be measurable and include references to Equitable Growth Framework metrics)	Annual reporting on plan implementation progress/ community dashboard reporting on progress
1 BIG POLICY IDEAS	Policy, project and/or program that represents more significant change from business as usual	Provides a high profile and easily identifiable action toward achieving a goal; exemplifies direction of all supporting policies, projects, and programs
POLICIES	Statements that identify specific intent of policy direction	Use to show project’s support for plan as part of development standards and review process; articulates guidance for CIP and budgeting processes; guides departmental decision-making
PROJECTS/PROGRAMS	Actionable programs and projects	Specific programs that can be included in short-term Strategic Plans, departmental plans, budget requests, and CIP 1

## 3 POLICY ICONS

The following icons are used in this section to highlight policies that tie in to the Place Types or require additional coordination and long term efforts.



Long-term implementation and or requires regional, state and/or federal coordination



Place Type implication and/or connection





GOALS

The Comprehensive Plan goals reflect the voice of our community. They make critical connections between community values, guiding principles and vision elements; articulate key elements of the growth strategy and establish the foundation for complete communities and complete places; and provide the structure for the Plan’s Policy Framework. The ten goals of the Plan are shown below and detailed with each of their objectives, big [policy](#) ideas, policies, projects, and programs in the following section.



1. 10-MINUTE NEIGHBORHOODS



2. NEIGHBORHOOD DIVERSITY AND INCLUSION



3. HOUSING ACCESS FOR ALL



4. TRANSIT- AND TRAIL-ORIENTED DEVELOPMENT



5. SAFE AND EQUITABLE MOBILITY



6. HEALTHY, SAFE, AND ACTIVE COMMUNITIES



7. INTEGRATED NATURAL AND BUILT ENVIRONMENTS



8. DIVERSE AND RESILIENT ECONOMIC OPPORTUNITY



9. RETAIN OUR IDENTITY AND CHARM



10. FISCALLY RESPONSIBLE



① Major Revision

Comment: I would recommend to define the 10 minute neighborhood, when and where it will be used? What is the criteria for establishing a 10 minute neighborhood? Inner loop vs Suburbs? Please consider including a 10-20 minute neighborhood that includes driving, bus rides, walking and riding?

Not all neighborhoods have the space to create parks, grocery stores, pharmacies within a 10 minute walk. Not all residents may desire a 10 minute neighborhood. They may be fine with a 10 - 20 minute drive, bus ride or bike ride.

General comments received also questioned the attainability of this goal.

Action: Added text to Goal 1 to better explain intent, criteria, and distance for access to essential amenities, goods, and services, also added note to clarify role of transit in Goal 1

Softened language from “will” to “should” to address concerns about attainability.

Source: City Council, Community Member



# GOAL 1: 10-MINUTE NEIGHBORHOODS

All Charlotte households **should** have access to essential amenities, goods, and services ① within a comfortable, tree-shaded 10-minute walk, bike, or transit trip by 2040. Not all neighborhoods are expected to include every essential amenity, good, or service, but every resident should have access within a ½ mile walk or a 2-mile bike or transit trip.

## OBJECTIVES

Increase the percentage of households, both new and existing, within a comfortable, tree-shaded 10-minute walk, bike, or transit trip of the following services and amenities:

- 1a) Fresh, healthy food opportunities.
- 1b) High performance transit station. (cross-reference: Goal 7)
- 1c) Park, plaza, nature preserve, or other public space. (cross-reference: Goal 6)
- 1d) Trail, greenway, or other “all ages and abilities (AAA)” bicycle facility. (cross-reference: Goal 4, Goal 5)
- 1e) A concentration of daily goods and services (applies to Neighborhood, Community, and Regional Activity Center).
- 1f) Non-emergency health care services or pharmacy. (cross-reference: Goal 6)
- 1g) Community facilities (libraries, schools, senior centers, community centers, early childhood education, etc.).
- 1h) Financial services (banks or credit unions).
- 1i) Family sustaining wage jobs. (cross-reference: Goal 8)

Note: Transit is both a means of access and an essential service and thus is addressed in both the Goal and Objective 1b. ①







## BIG POLICY IDEAS ①

- Develop a robust network of food co-operatives (co-ops), community gardens, and neighborhood-based food sharing networks.
- 🕒 Create a culture of developer-community collaboration through Community Benefit Agreements.

## POLICIES

### Regulatory Changes

- 1.1 **P** Encourage higher density, walkable, mixed-use development in and near Activity Centers and transit stations, and allow development bonuses for projects that include priority community benefits (applies to Regional Activity Center, Community Activity Center, Neighborhood Center, and Campus). (cross-reference: Goal 4, Goal 5, Goal 6, Goal 8)
- 1.2 Support the evolution of existing underserved neighborhoods which are not proximate to services or lack facilities such as sidewalks and street trees, into complete neighborhoods by implementing regulatory changes that encourage desired residential and commercial redevelopment and infill development. Example regulatory changes include allowing the continued use of neighborhood commercial establishments (applies to Neighborhood 1 and Neighborhood 2), permitting small-scale neighborhood commercial and office uses (applies to Neighborhood Center and Neighborhood 2), reducing or eliminating parking requirements, ensuring mobility infrastructure provides adequate space for street trees, and increasing shared parking allowances. (cross-reference: Goal 1, Goal 6, Goal 10)
- 1.3 **P** Implement complete neighborhood policies that encourage mixes of different types of uses, depending on the development's context (applies to Neighborhood Center, Neighborhood 1, and Neighborhood 2).

- 1.4 Support the development of neighborhoods with increased accessibility via multiple transportation modes to a variety of destinations, through regulatory changes such as refinements to block-length and connectivity standards and by permitting neighborhood-supportive commercial development in appropriate locations adjacent to residential neighborhoods.
- 1.5 🕒 Secure through Community Benefit Agreements, or consider creating an incentive, to encourage housing developments that include childcare facilities or that provide funding for such facilities.

### Public Investment

- 1.6 Integrate emerging technologies and future innovations in planning, policy and infrastructure investment to facilitate delivery of goods and services directly to residents and businesses. ②
- 1.7 Continue to undertake and expand inclusive neighborhood planning processes, particularly in underserved communities, to incorporate plans for improved connectivity; prioritize public investments such as bicycle facilities, sidewalks, transit stops, and parks; and identify appropriate locations for food opportunities, shopping, and community facilities. (cross-reference: Goal 3 and Goal 5) ③



### ① Major Revision

Comment: General comment - some confusion about whether Big Ideas should be applied as policy guidance and contribute to regulations, projects, programs, and short term actions

Action: Added the word “Policy” to “Big Ideas” to clarify that Big Ideas are indeed policy guidance as well, for this and the following 9 Goals

Source: City Council, Community

### ② Comment: Add language to Goal 1 addressing future innovation that delivers goods and services without the walk, bike, or transit trip

Action: Added a policy to address investment in innovation and infrastructure to deliver goods and services

Source: City Council

### ③ Comment: Section 1.6: we should incorporate how this public investments benefit home ownership

Action: Added a cross reference to Goal 3, where “Support for Homeownership” policies are located

Source: Great Neighborhoods City Council Committee - full Council adopted recommendation



REVISIONS ON THIS PAGE

- 1 Comment: 1.7 include language about county and city partnership opportunities  
Action: Added text to emphasize County collaboration  
Source: Email, Internal City Staff
- 2 Comment: Strengthen sections 1.9 and 1.18 regarding stormwater  
Action: Added reference to the Tree Canopy Action Plan as well as a cross-reference to Goal 7 in policy 1.9 to further tie to stormwater and other City initiatives  
Source: Great Neighborhoods City Council Committee - full Council adopted recommendation
- 3 Comment: Can item 1.22 and other mentions of urban agriculture land use types be expanded to include additional forms of public and private foodscaping?  
Action: Added sidebar with additional detail on this topic and updated text in 1.10 (which references the topic) to indicate further information in the sidebar  
Source: Email, Internal City Staff
- 4 Comment: Could we add Access to Multilanguage Capabilities and Disabilities to this section? If not here, where would it appear to create a practice?  
Action: Added policy that includes language around cultural and language barriers  
Source: Email, Planning Commission
- 5 Comment: Strengthen sections 1.9 and 1.19 regarding stormwater  
Action: Added text to 1.19 to reference Stormwater Master Plan and support the health of stormwater systems  
Source: Great Neighborhoods City Council Committee - full Council adopted recommendation



3

ADDITIONAL INFORMATION: PUBLIC AND PRIVATE FOODSCAPING

References to urban farming and foodscaping in this document should include the consideration of methods such as aquaponic, hydroponic, and aeroponic production in greenhouses; orchards; micro livestock production (bees and chickens); herbal and medicinal plantings; permaculture; food forests; and the potential for sensory engagement and multi-generational education.

- 1.8 In collaboration with the County, prioritize investment in public gathering areas, plazas, parks, tree-shaded greenways, and shared-use paths in parts of the City and County that lack such facilities, and fill pedestrian and bicycle infrastructure gaps in areas near schools, parks, greenways, Activity Centers, and community facilities.

P
- 1.9 Require an increased level of investment in adjacent neighborhoods when large projects with public funding are implemented nearby.
- 1.10 Through the implementation of the Tree Canopy Action Plan, ensure adequate structures, systems (large tree wells or planting strips, structural soil or suspended pavement systems, etc.) and resources for maintenance are provided to support large healthy tree canopy along streets that will shade pedestrians and provide community benefit. (cross-reference: Goal 7)

Other City Initiatives

- 1.11 Support urban farming and accessibility to fresh **food** opportunities (public and private community gardens, farmers markets, co-ops, neighborhood-based CSAs, etc.) especially within communities that currently lack 10-minute access to healthy food sources. See Public and Private Foodscaping on this page for more information. (cross-reference: Goal 6)
- 1.12 In collaboration with Mecklenburg County Health and Human Services, support development of neighborhood health clinics, particularly within communities that lack 10-minute access to health services. Use My Community Resource Center (CRC) Connection Tool app data to identify critical areas in need of health clinics. (cross-reference: Goal 6)
- 1.13 Develop strategies, potentially including financial incentives or through Community Benefit Agreements, to encourage inclusion of

- full-service grocery stores in new mixed-use development and within areas in the city that are deemed to be food deserts where healthy produce and meats are not available. (cross-reference: Goal 6)
- 1.14 Continue to require the development of private spaces that are open to the public, such as plazas, preserves, and walking paths. Broaden the types of spaces that qualify through revisions to development regulations and other City regulations.
- 1.15 Encourage walkable neighborhood-oriented mixed-use development and neighborhood commercial establishments adjacent to and at intersections of major thoroughfares within neighborhoods.

P
- 1.16 Invest in programs that address cultural and language barriers that may hinder access to essential amenities, goods, and services.

4
- 1.17 In collaboration with the County, expand access to childcare and pre-K programs, prioritizing support for programs serving neighborhoods that are currently lacking these facilities.
- 1.18 Encourage local, community-based banks and credit unions to support residents and businesses within neighborhoods that have limited access to traditional banks.
- 1.19 Coordinate with neighborhood and other grassroots organizations during the planning and review of neighborhood infill development projects to ensure that these developments provide community benefits.
- 1.20 Ensure the implementation of 10-minute neighborhood development policies align with the Stormwater Master Plan, promote the health of stormwater features (creeks, wetlands, stream buffers, floodplains, and drainage infrastructure), and maintain stormwater management objectives. (cross-reference: Goal 7)

5





RECOMMENDED PROJECTS AND PROGRAMS

- 1.21 Increase and expand tree-shaded pedestrian and bicycle network density and connectivity.
- 1.22 Identify and fill gaps in the pedestrian and bicycle network within ½ mile of: parks, public open space, trails, and greenways; Activity Centers; high-performance transit stations; and low-cost health care, pharmacies, community facilities, and banks.

① Provide a framework for communities to program and activate these new public spaces.
- 1.23 Implement new community green spaces, including tree plantings and surface water and stormwater facilities, on vacant and underutilized parcels, especially in neighborhoods with deficient access to parks and open space.

① Provide a framework for communities to program and activate these new public spaces.
- 1.24 Work with property owners to implement community gardens, food forests, and farmers' markets on vacant parcels in neighborhoods with deficient access to healthy food opportunities.

② See Public and Private Foodscaping sidebar on page 72 for more information on creative and emerging food urban agriculture opportunities.
- 1.25 Continue to implement and evaluate development standards for block length, street trees, street connectivity requirements, and required connections to existing on-street and off-street pedestrian and bicycle facilities and trails.
- 1.26 Provide information and resources to communities planning for and launching food co-ops, food forests, community gardens, and other public and private foodscaping opportunities.

② public and private foodscaping opportunities.
- 1.27 Provide information and resources to support flexible and innovative approaches for finding and combining funds from various sources, in partnership with community-based early childhood education programs.
- 1.28 Provide information and resources, particularly about funding options, to neighborhood organizations and local groups to help support new and existing community centers.
- 1.29 Partner with credit unions and/or other financial institutions to develop a program to deliver financial services and financial literacy educational programs to neighborhoods that lack local access.

③
- 1.30 Increase public investment in neighborhood health clinics.
- 1.31 Establish an Infrastructure Advisory Council to assist in the assessment of infrastructure throughout the city and develop strategies that balance equitable investments in areas most in need, including areas with absent and insufficient facilities, areas growing fastest, and areas targeted for growth.

④
- 1.32 Establish a Community Benefits Coalition to further study and champion community benefits.

⑤
- 1.33 Work with the Community Benefits Coalition to develop a menu or playbook of community benefits that may be supported with incentives or Community Benefit Agreements if included or addressed within development projects. Align desired benefits with the type of incentive (e.g. regulatory vs. financial). Utilize direction from the Plan and subsequent small area plans to develop priority ranking of desired benefits to seek through incentives.

⌚
- 1.34 Explore and implement a program that provides an opportunity for neighborhood organizations to work with developers to create desired community benefits through a partnership or agreement.

⌚
- 1.35 Coordinate with CDOT, CATS and the larger CIP process to prioritize implementation of pedestrian, bicycle and transit projects in neighborhoods that have proximity to essential amenities, goods and services, but poor transportation access.
- 1.36 Coordinate with Housing and Neighborhood services to explore the establishment of Voluntary Agricultural Districts to foster the growth, development and sustainability of family farms.

CASE STUDY: THE DETROIT PEOPLE'S FOOD CO-OP



The Detroit People's Food Co-Op has positively impacted residents in Detroit's historic North End, predominately those in the African American community and the low and moderate-income population. This full-service grocery store is open to the public and cooperatively owned by members of the community. The co-op created more than 20 jobs for residents and improved access to fresh food, educated the community about nutrition, and supported local businesses. The City assisted in community engagement and organization, as well as in helping to identify and orchestrate a multi-source funding strategy.

Image source: <https://www.bloomberg.com/news/articles/2019-01-21/a-black-owned-food-co-op-grows-in-detroit>

CASE STUDY: COMMUNITY BENEFITS ORDINANCE (CBO) IN DETROIT, MI

Detroit passed a CBO in 2016 that requires developers to proactively engage with the community to identify benefits that can offset negative impacts of the project. The CBO requires developments with a private investment of \$75 million or more and a subsidy or tax abatement from the City valued at more than \$1 million to execute an agreement with a Neighborhood Advisory Council (NAC). An NAC is created for every qualifying project made up of residents of the impact area and appointees selected by the Planning Department and City Council.

REVISIONS ON THIS PAGE

- ① Comment: 1.22 Add language to end: Provide a framework for communities to program and activate public spaces  
Action: Added suggested language  
Source: Email, Internal City Staff
- ② Comment: Can item 1.23 and other mentions of urban agriculture land use types be expanded to include additional forms of public and private foodscaping?  
Action: Added sidebar with additional detail on this topic on page 72 and updated text in 1.23 and 1.25 (which reference the topic) to indicate further information in the sidebar  
Source: Email, Internal City Staff
- ③ Comment: Update “work” to “partner” to create more productive partnerships  
Action: Updated language as suggested  
Source: City Council - full Council adopted recommendation
- ④ Comment: Add project/program addressing an Infrastructure Advisory Council  
Action: Added suggested policy  
Source: City Council - full Council adopted recommendation
- ⑤ Comment: General comment, support for Community Benefits Agreements but would like more clarity and investigation of specific mechanisms  
Action: Added policy to establish a Coalition for Community Benefits Agreements and the creation of a Community Benefits Playbook  
Source: Public, City Council



① Comment: Goal 2 says it applies to existing housing but several objectives state that it applies to new developments also  
Action: Removed “existing” from Goal 2 text to clarify that it applies to all neighborhoods  
Source: Public Input, Community



# GOAL 2: NEIGHBORHOOD DIVERSITY AND INCLUSION

Charlotte will strive for all neighborhoods to have a diversity of housing options by increasing the presence of middle density housing (e.g. duplexes, triplexes, fourplexes, townhomes, accessory dwelling units (ADUs), and other small lot housing types) and ensuring land use regulations allow for flexibility in creation of housing within **existing** ① neighborhoods.

## OBJECTIVES

- 2a) Increase the score of the overall Access to Housing Opportunity equity metrics index for the City.
- 2b) Increase the number of Accessory Dwelling Units (ADUs) in existing and new neighborhoods.
- 2c) Increase the number of middle density units such as duplexes and triplexes in all neighborhoods.
- 2d) Increase the number of middle density housing options, including fourplexes, along high performance transit and other major thoroughfares.
- 2e) Increase the number of middle density housing options in transition areas between low intensity neighborhoods and higher intensity place types.
- 2f) Increase the number of residential dwelling units with less than one parking space per unit.
- 2g) Increase the number of small footprint housing units in existing and new neighborhoods.







## REVISIONS ON THIS PAGE

### BIG **POLICY** IDEAS

- Allow more housing types in traditional single-family zoning districts to encourage housing diversity everywhere in our community.

### POLICIES

- 2.1 Allow duplex and triplex housing units **in all place** <sup>①</sup>  
**P** types where single-family housing is allowed (subject to mapping of Future Place Types (Volume 2, Section V2.3), as well as metrics and measures in the Equitable Growth Framework (Section 1.2)) and site development standards specified within the Unified Development Ordinance (UDO) including residential lot size, setbacks, scale, height, parking, and others. <sup>②</sup>  
*Note: Implementation of this in vulnerable communities (as defined by this Comprehensive Plan) will be complemented with development of an Anti-Displacement Strategy with greater community participation in developing specific strategies to meet housing needs and protect vulnerable residents from displacement. New zoning and entitlements included in the UDO would not change any existing codes, covenants and restrictions (CC&Rs) associated with HOAs.* <sup>③</sup>
- 2.2 Allow fourplexes on all lots fronting arterials where single family detached dwellings are permitted when key city priorities are advanced and community benefit is provided such as affordable and/or workforce housing.
- 2.3 Provide opportunities for single family **P** attached and small-scale multifamily housing developments (15 units or less) along arterials in lower density, predominantly residential areas (applies to Neighborhood 1).
- 2.4 In the development regulations, allow single family attached housing, fourplexes and small-scale multifamily housing along major thoroughfares in lower density, predominantly residential areas (applies to Neighborhood 1). **P**
- 2.5 In the development regulations, support the development of ADUs within a greater number of existing neighborhoods with changes to setback requirements and other site development standards.
- 2.6 In the development regulations, reduce barriers to development of new high quality middle density housing units such as reducing the need to rezone, reduced application fees, expedited processing, density bonuses, reduced or eliminated parking requirements, and reduced or waived inspection fees.
- 2.7 **Work toward** reducing or removing barriers <sup>④</sup> identified in the Accessory Dwelling Unit Report and the Charlotte Housing Framework report regarding missing middle housing and evaluate development regulations, such as required lot sizes, clustered home development, neighborhood character overlay districts, and other tools to reduce barriers.
- 2.8 Ensure that housing access incentives provide adequate infrastructure and **minimize impact on environmental quality and tree canopy.**



#### ① Major Revision

Comment: Change text for 2.1 from “all lots” to “all Place Types”

Action: Updated wording as suggested and tied major policy guidance to the Equitable Growth Framework

Source: Great Neighborhoods City Council Committee

#### ② Comment: Add additional development standards to ensure duplexes and triplexes are limited in scale and match existing community character

Action: Revised and added to list of development standards

Source: Internal City Staff

#### ③ Major Revision

Comment: Incorporate formation of anti-displacement commission in the Plan

Action: Added note to relevant policies to indicate importance of anti-displacement and direct readers to new Anti-Displacement Strategy within Section 4 (now Volume 2) of the Plan (including anti-displacement commission)

Source: Great Neighborhoods City Council Committee - full Council adopted recommendation

#### ④ Comment: Item 2.7: Consider changing the word “consider” to be stronger- “Work toward...”

Action: Strengthened wording as suggested

Source: Email, Planning Commission

#### ⑤ Comment: “Minimize impact” to clarify wording

Action: Updated language in policy 2.8 to clarify intent and simplify

Source: Internal City Staff



① Comment: General comment to be more general with Cottage Clusters Case Study  
Action: Removed specific locations of Cottage Clusters in Pacific Northwest  
Source: Community, Internal City Staff

② **Major Revision**  
Comment: Incorporate formation of anti-displacement commission in the plan  
Action: Added new Case Study to educate about other anti-displacement initiatives and policies in Austin, Texas  
Source: Great Neighborhoods City Council Committee

③ Comment: Goal 2: Should include innovate approaches - tiny homes, shipping containers, alternative materials.  
Action: Added a policy and a project/program to speak to innovative housing solutions  
Source: Email, Community Member

④ Comment: Maintain upkeep and character of rental properties in existing neighborhoods  
Action: Added policy to reference and reinforce standards for rental property upkeep in State Landlord and Tenant Act  
Source: City Council - full Council adopted recommendation

CASE STUDY: COTTAGE CLUSTERS IN THE PACIFIC NORTHWEST



Several communities in the Pacific Northwest (~~including Portland and Bend, Oregon and Shoreline, Washington~~) are enabling and encouraging cottage clusters as a way to address missing middle housing opportunity. Cottage clusters generally involve taking a relatively large tract of land (e.g. 10,000 square feet), which would ordinarily accommodate a few single family homes, and instead zone and develop it for several small buildings, adding up to the same size (e.g. six 1,080-square-foot homes). The cottage zoning includes requirements that cottages face a common yard and/or have design elements like deep porches. Residents typically share parking and other community facilities. This idea of housing type can provide a reasonably-priced housing option while also promoting sustainable living, especially located near transit, bikeways, and other walkable amenities.

Image source: <https://medium.com/@pdx4all/cottage-clusters-portlands-chance-to-build-community-in-a-new-way-7c504c5b260b>

CASE STUDY: AUSTIN ANTI-DISPLACEMENT TASK FORCE



In 2017, the City of Austin, Texas created a task for by resolution to address gentrification and displacement in the rapidly growing city. The Task Force, made up of 17 members appointed by the Mayor and City Council, conducted a ten-month process that resulted in a set of detailed policy recommendations and funding mechanisms. The group also worked in conjunction with faculty at the University of Texas. Key outcomes from their final report included recommendations for increasing funding through tax increment financing; developer fees tied to density bonuses; lobbying state legislature to allow inclusionary zoning; Right to Remain and Right to Return policies; limiting property taxes for seniors; Tenant Opportunity to Purchase policies; a Troubled Building Initiative (as seen in Chicago); and strongly enforcing fair housing laws and examining vestiges of housing discrimination.

Image sources: [austintexas.gov](http://austintexas.gov)

- 2.9 In the development regulations, require larger developments to include a mix of housing types.
- 2.10 In the development regulations, assess and reduce barriers to innovative housing solutions such as tiny homes, modular housing, and co-housing, as well as innovative construction and delivery methods such as prefabrication, 3D printing, and other emerging technologies.
- 2.11 Preserve existing supply of middle density and small footprint housing and reduce conversion to large-footprint single-family units using a neighborhood character overlay district.
- 2.12 Use small area planning efforts to determine additional strategies to integrate more diverse housing options that support each community’s unique character.
- 2.13 Allow parking to be unbundled from lease of property or include as part of development agreements, especially in areas with a parking management strategy.
- 2.14 Request an amendment to the State Landlord and Tenant Act to add Post Judgment Relief agreement. This will allow residents to have evictions removed from their records upon payment-in-full of outstanding debt/judgment.
- 2.15 Request legislation to amend state landlord-tenant and fair housing laws to end housing discrimination for persons with misdemeanors and some felony criminal records.
- 2.16 Ensure that landlords, particularly of affordable housing units, maintain a habitable premises as part of the State Landlord and Tenant Act.





RECOMMENDED PROJECTS  
AND PROGRAMS

- 2.17 Continue to eliminate or reduce parking for transit supportive development, pocket neighborhoods, cottage clusters, and development in Activity Centers to reduce the cost of development and encourage development of more mixed housing types in areas with a parking management strategy.
- 2.18 Adopt changes to development regulations to allow for more housing options/types and additional ADUs within existing neighborhoods, and adopt flexible requirements for minimum housing mix in new master planned developments.
- 2.19 Develop new design form management standards for middle density housing in the development regulations or develop an overlay conservation district that supports the intent of the Equitable Growth Framework.
- 2.20 Work with the development community to determine the most important tools and barriers related to delivery of middle density housing.
- 2.21 Provide education and guidance for the development of innovative housing solutions such as tiny homes, modular housing, co-housing, and prefabricated homes.
- 2.22 Create a funding program to assist low-income homeowners with construction of ADUs in return for a commitment to rent the unit at an affordable price, for a designated period of time (i.e., in exchange for a deed restriction associated with the ADU), especially

in areas with existing or planned access to employment, amenities, goods, and services. This serves the dual purpose of increasing affordable housing stock and increasing homeowner income.

- 2.23 The Mayor and City Council should commission an Anti-Displacement Stakeholder Group. This group shall be composed of neighborhood leaders, housing advocates, community organizers, developers and residents threatened by housing displacement.
- 2.24 The Commission will launch an anti-displacement study and recommend tools and strategies for protecting residents of moderate to high vulnerability of displacement. Using Commission recommendations, adopt an Anti-Displacement Strategy focusing on vulnerable neighborhoods.
- 2.25 Continue and establish programs to provide support for inclusion of affordable housing units when single family units are removed, particularly in neighborhoods vulnerable to displacement.

CASE STUDY: MINNEAPOLIS ENDS  
SINGLE FAMILY-ONLY ZONING



Minneapolis, Minnesota is a leader in changing neighborhood housing options for the future. Its Minneapolis 2040 Comprehensive Plan established policy paving the way for eliminating exclusionary single-family zoning policies citywide, which in the past has kept most people of color and practically all low-income people from single-family zoned neighborhoods. Affecting nearly 425,000 residents, Minneapolis originally set aside 70% of its residential land for single-family homes. Allowing duplexes and triplexes in all of these areas triples the housing capacity in many neighborhoods and significantly reduces the City’s need to extend utilities and services to support greenfield development. The change is intended to: make the Minneapolis more affordable and walkable; combat climate change by reducing commutes; and reduce racial and economic segregation. Proponents also say that it can help create attainable housing for millennials and young families, and help seniors age in place with the potential for extra income.

Image source: 1) [https://www.coldwellbankerhomes.com/mn/minneapolis/2537-grand-ave-s/pid\\_32786669/](https://www.coldwellbankerhomes.com/mn/minneapolis/2537-grand-ave-s/pid_32786669/) 2) <https://www.edinarealty.com/multi-family-for-sale/2522-madison-street-ne-minneapolis-mn-55418-5608998>

REVISIONS ON THIS PAGE

- 1 Comment: Goal 2: Should include innovate approaches - tiny homes, shipping containers, alternative materials.  
Action: Added a policy and a project/program to speak to innovative housing solutions  
Source: Email, Community Member
- 2 Major Revision  
Comment: Incorporate formation of anti-displacement commission in the plan  
Action: Added three new policies to address anti-displacement and reference and direct readers to new Anti-Displacement Strategy within Section 4 (now Volume 2) of the Plan (including anti-displacement commission)  
Source: Great Neighborhoods City Council Committee - full Council adopted recommendation



① Comment: 3f—are the low scoring areas Ballatyne or West Blvd? Put the homeownership in the places where we are losing homeowners, not the other way around

Action: Updated policies to clarify “opportunities” for homeownership and more specifically link to the Equitable Growth Framework, updated language in 3g for consistency with new text

Source: Email, City Council



# GOAL 3: HOUSING ACCESS FOR ALL

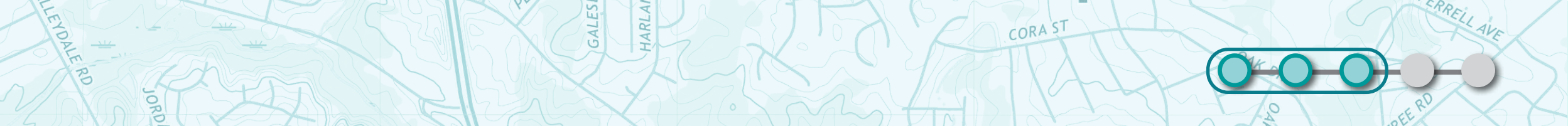
Charlotte will ensure opportunities for residents of all incomes to access affordable housing through the preservation of naturally occurring affordable and workforce housing and increasing the number of affordable and workforce housing units through new construction.

## OBJECTIVES

- 3a) Increase housing opportunities for households with limited or no vehicle access by increasing the number of affordable rental and deed-restricted housing units, targeting households at 80% AMI or less, within ½ mile of Activity Centers and high performance transit.
- 3b) Retain the number of naturally occurring affordable and workforce housing units in the community by managing change within existing neighborhoods.
- 3c) Increase the number of affordable and workforce units targeting households at 80% AMI or less within mixed-income developments (e.g. affordable and workforce units mixed with market rate units).
- 3d) Reduce the cost burden on households spending more than 45% of household income on housing and transportation.
- 3e) Reduce the cost burden on households spending more than 30% of household income on housing.
- 3f) Increase the number of homeownership opportunities for low to moderate income households, especially in areas with low Access to Housing Opportunity scores, as identified by the Equitable Growth Framework. ①
- 3g) Dedicate at least 10% of future housing trust funds to home ownership in areas with low Access to Housing Opportunity scores, as identified by the Equitable Growth Framework. ①
- 3h) Increase housing opportunities and supporting infrastructure and amenities for residents choosing to age in place.







BIG POLICY IDEAS

- ⌚ Lead the charge to pass enabling legislation for mandatory inclusionary zoning and implement throughout the community.
- Create a robust program of restorative justice targeting homeownership, creation and growth of small business, and equity building for the **Black, Indigenous, and People of Color (BIPOC)** community, including strategic application of existing tools (e.g. low interest loans, small business assistance, etc.) and
- ② development of new tools (e.g. community land trusts, **land banks**, commercial lease assistance, etc.).

POLICIES

Regulatory Changes

- 3.1 Investigate new City-wide regulatory programs that require or incentivize development of affordable housing in mixed-income developments, in standalone affordable housing developments, and in targeted neighborhoods as defined by the Equitable Growth Framework and consistent with the Plan. This may include advocating changes to state law to enable conditional zoning to require the inclusion of affordable housing units in areas lacking affordable housing options, and applying the bonus program for affordable housing currently included in TOD districts to other Activity Centers and other targeted Place Types.

Ⓟ
- 3.2 Encourage changes to state law that hamper the development of affordable housing, or that block City efforts to increase the stock of affordable housing, such as allowing fee waiver programs for affordable housing, broadening the allowable uses of tax increment, or fee reimbursement for projects that meet affordability standards.

⌚
- 3.3 Develop market-focused regulatory and administrative changes to encourage production of affordable housing.
- 3.4 Implement neighborhood character overlay districts where appropriate to encourage preservation of existing smaller footprint and Naturally Occurring Affordable Housing (NOAH) units.
- 3.5 Encourage development of a variety of housing product types, including affordable and workforce units, in Activity Centers by reducing or eliminating parking requirements and/or using shared parking, increasing height or density allowances when these units are built, or providing other development incentives (applies to Regional Activity Center, Community Activity Center, Neighborhood Center, and Campus). (cross-reference: Goal 1, Goal 4)

Ⓟ
- 3.6 Use the *Place Type Manual* (Appendix B) to guide design transitions within neighborhoods to more intense use types that can accommodate affordable and workforce housing (applies to Neighborhood 1 and Neighborhood 2).

Ⓟ
- 3.7 Encourage and address barriers to the development of transit-oriented housing. (cross-reference: Goal 4)



- ① Comment: Revise “Black community” to include BIPOC community in order to be more inclusive

Action: Revised language as suggested

Source: City Council
- ② Comment: Goal 3: Add: land banking to provide for future affordable housing.

Action: Added land banking to Goal 3 Big Idea and Policy 3.17

Source: Email, Community Member



REVISIONS ON THIS PAGE

- 1

Comment: Goal 2: Add: provisions for mobile home parks and policies to reduce inequity and promote investment/appreciation capture possibility for those who live there.

Action: Added policy to Goal 3 (to reflect importance of mobile home parks as affordable housing), to protect naturally occurring affordable options

Source: Email, Community Member
- 2

Comment: 3.10—focus on homeownership as a permanent solution

Action: Added home ownership to 3.10 (now 3.11) to specifically encourage it as part of this policy

Source: Email, City Council
- 3

Comment: Add additional specificity to 3.13

Action: Added partners to 3.13 but refrained from programs that change more quickly

Source: Internal City Staff
- 4

Comment: Goal #3: Strengthen language around home ownership

Action: Added stronger language in existing Policy 3.13 (now 3.14)

Source: Great Neighborhoods City Council Committee; Charlotte Housing Director - full Council adopted recommendation
- 5

Comment: Goal #3: Strengthen language around home ownership

Action: Added policy 3.17 to reference existing City homeownership programs

Also added policy 3.21 to create homeownership in vulnerable communities through parternships

Source: Great Neighborhoods City Council Committee - full Council adopted recommendation
- 6

Comment: Goal 3: Add: land banking to provide for future affordable housing.

Action: Added land banking to Goal 3 Big Idea and Policy 3.17 (now 3.19)

Source: Email, Community Member

CASE STUDY: RESTORATIVE JUSTICE IN ASHEVILLE



Asheville, North Carolina is shifting from business as usual in launching their *Resolution Supporting Community Reparations for Black Asheville*, through which the City acknowledges systemic racism locally and nationally and how it has affected its Black community members. To make amends for the extensive racial injustice in the community’s history, Asheville is offering its Black community members new opportunities. The resolution directs the City Manager to establish a process to develop short-, medium-, and long-term recommendations to specifically address the creation of generational wealth and to boost economic mobility and opportunity in the Black community. It also states that “the resulting budgetary and programmatic priorities may include but not be limited to increasing minority home ownership and access to other affordable housing, increasing minority business ownership and career opportunities, strategies to grow equity and generational wealth, closing the gaps in health care, education, employment and pay, neighborhood safety and fairness within criminal justice.”

Image source: <https://www.acluofnorthcarolina.org/en/news/asheville-passed-reparations-rest-north-carolina-should-do-same>

- 3.8

Explore ways to encourage housing developments to include childcare facilities or that provide funding for such facilities through Community Benefit Agreements or financial or regulatory incentives.
- 3.9

Ensure continued viability and regulatory compliance of naturally occuring affordable housing, including manufactured housing (i.e. mobile homes).

1
- Public Investments

3.10

Support an increased Housing Trust Bond Allocation to expand programs and develop more units.

3.11

Investigate ways the City and other public agencies can leverage financial resources or debt capacity to support incorporating affordable housing (for rent and/or ownership) into new development projects, such as use of tax increment revenues.

2

3.12

Continue using publicly owned land (the City, County, Charlotte-Mecklenburg Schools (CMS) etc.) for development of affordable housing, especially in areas with low Opportunity for Housing equity metrics.
- Support for Homeownership

3.13

Continue preserving existing naturally occurring affordable housing, focusing on housing located in areas experiencing growth, through the creation and expansion of programs and efforts such as those available through Housing and Neighborhood Services and other community stakeholders.

3

3.14

Continue to strengthen and expand access to homeownership opportunities for residents.

4

3.15

Continue investing in improving the quality of existing affordable housing units.

3.16

Increase efforts to make homeowners aware of the Mecklenburg County property tax relief program for elderly homeowners<sup>1</sup> and consider working with the County to develop new programs to mitigate the impacts of rising property values on lower-income households, particularly in neighborhoods where housing costs are rapidly appreciating<sup>2</sup>.

3.17

Raise awareness of existing City programs supporting homeownership such as the Down Payment Assistance Programs through HouseCharlotte and Community Heroes.

5

3.18

Coordinate and streamline existing programming that aids homeowners who desire to stay in their homes.

Strategic Partnerships

3.19

Support the creation of affordable housing through strategic acquisition, land banking, and use of public land, and through the use of organizations such as community land trusts to purchase vacant land, land going into foreclosure, or land in other forms of receivership.

6

3.20

Work with regional housing partners to ensure that City goals and policies guide implementation of affordable and workforce housing developments within the City’s planning area.

3.21

Create sustainable home ownership in vulnerable communities through partnerships with banks and other financial agencies.

5

<sup>1</sup>source: <https://www.mecknc.gov/AssessorsOffice/Pages/Tax-Exclusions-Deferrals.aspx>

<sup>2</sup>source: <https://www.dconc.gov/government/departments-f-z/tax-administration/property-tax-relief-programs/property-tax-relief-for-homeowners>

CHARLOTTE FUTURE 2040 COMPREHENSIVE PLAN | Volume One





## CASE STUDY: HOUSING AN INCLUSIVE DENVER

### RECOMMENDED PROJECTS AND PROGRAMS

- 3.22 Include provisions similar to the Bonus Menu included in the TOD Zoning Ordinance in some or all new zoning districts associated with Neighborhood 2, Community Activity Center and Regional Activity Center Place Types. A Bonus Menu is a system in a UDO allowing adjustments to development standards if select provisions are provided, typically benefiting the public.
- 3.23 Develop an affordable housing nexus study to determine the relationship between new development and the demand it creates for affordable housing units.
- 3.24 Provide regulatory incentives for mixed-income developments.
- 3.25 Explore new and support existing public-private partnerships to build affordable housing on City-owned land, especially in areas with low transportation costs such as near high-performance transit stations.
- 3.26 Use the *Equitable Growth Framework* metrics to evaluate privately initiated rezoning applications and their impact on affordability.
- 3.27 Create an ombudsman office to support developers of affordable housing and the implementation of community benefits from development projects.
- 3.28 Explore policies and programs to encourage inclusion of childcare facilities in all neighborhood types and Activity Centers.
- 3.29 Support and expand the existing Housing First model and collective impact approach to providing housing and other support services to unsheltered residents.



With reasonably priced and accessible housing becoming harder to come by in Denver, Colorado, the strategic document *Housing an Inclusive Denver* outlines approaches to create and preserve strong and opportunity-rich neighborhoods with diverse housing options that are affordable to all Denver residents. The goal is to create affordable housing in vulnerable areas in addition to areas of opportunity, while preserving affordability and housing quality. In addition, the City has focused on stabilizing areas with the highest risk of involuntary displacement while supporting the homeless population by providing them with a network of temporary and supportive housing options.

The City of Denver's role includes:

- Coordinating housing investments with the City's other affordability resources;
- Strengthening the City's Preservation Ordinance;
- Supporting land-use regulations that incentivize affordable and mixed-use housing;
- Exploring additional forms of tax relief for low and moderate-income households struggling to keep up with rising property taxes; and
- Exploring a rental registry that would require landlords to register their rental properties and participate in regular inspections for health and safety standards.

Image source: 1) <https://wallpapercave.com/denver-colorado-wallpapers> 2) <https://www.denver80238.com/welcome-home-2-3/>

① Comment: 3.19 - What is the "Bonus Menu" and where is Neighborhood #2?

Action: Added brief description of the Bonus Menu to Policy 3.21 where the term first appears. Neighborhood 2 will be mapped as part of the Place Types Mapping Process after Plan adoption

Source: E-Plan, Community Member





## GOAL 4: TRANSIT- AND TRAIL-ORIENTED DEVELOPMENT (2T-OD)

Charlotte will promote moderate to high-intensity, compact, mixed-use urban development along high-performance transit lines and near separated shared-use paths or trails.

### OBJECTIVES

- 4a) Increase the percentage of households and jobs (new and existing) within ½ mile access to trail access points.
- 4b) Increase the share of households and jobs with safe access to high-performance transit stations (light rail, streetcar, bus rapid transit, and bus routes with headways of 15 min or less during peak hours).
- 4c) Increase the share of commercial (mixed use, entertainment, and employment) development within a 10-minute tree-shaded walk or bike trip of trail access points and high-performance transit stations.
- 4d) Approach maximum build out under the TOD zoning for development within a 10-minute walk or bike trip of trail access points and high-performance transit stations.
- 4e) Increase the number of moderate- to high-intensity developments along regional transit and trail routes.
- 4f) Increase safe and connected bike infrastructure within two miles of transit stops and trail access points.
- 4g) Decrease the percentage of transit stops without access to sidewalks.
- 4h) Provide signalized pedestrian crossings at all transit stops on thoroughfares.
- 4i) Increase the number of connections between new trail and/or transit line developments and neighborhoods of varying land uses, densities, and architecture.
- 4j) Increase the number of developments that are transit-oriented in both location and design.
- 4k) Create engaging public spaces near high-performance transit stops, stations and trails.





## BIG POLICY IDEAS

- Prioritize equitable TOD (E-TOD) along high-performance transit and trail corridors.

## POLICIES

### Regulatory Changes

- 4.1 **P** Continue to ensure TOD zoning matches characteristics of Activity Centers as discussed in the *Plan* (applies to Regional Activity Center, Community Activity Center, Neighborhood Center, and Campus).
- 4.2 Encourage active transportation, connectivity, and multimodal access through updates to the development regulations, active transportation design standards, and mobility investment prioritization processes as outlined in the *Strategic Mobility Plan* and Goal #5. (cross-reference: Goal 5, Goal 6)
- 4.3 **P** For new high-performance transit corridors, apply TOD zoning that facilitates market-supported transit-oriented developments served by local transit services and shared-use paths in a context-sensitive design that reflect individual corridor opportunities as guided by the *Strategic Mobility Plan* and *Future Place Types Map*.
- 4.4 Near high-performance transit stations, apply TOD zoning which does not require minimum parking and has parking maximums. (cross-reference: Goal 5)
- 4.5 Support application of innovative parking management strategies and technologies to meet parking requirements.

- 4.6 Locate parking behind or beside buildings and consolidate into shared areas to optimize pedestrian environment along main streets.
- 4.7 Explore the feasibility of implementing shared parking/parking district programs, especially in higher density areas with a mix of uses. (cross-reference: Goal 1, Goal 3)
- 4.8 Consider multimodal transportation impacts in the development approval process, with a focus on transportation investment priorities.
- 4.9 Investigate use of shared parking at park-and-ride mobility hubs to facilitate access to higher intensity Activity Centers with more limited parking.
- 4.10 **P** Encourage new developments to locate along shared-use paths outside environmentally sensitive areas, and to create public gathering spaces along the shared-use paths, allowing development to have direct access to or front the shared use.
- 4.11 Evaluate the existing Environmental Bonus Menu items in the TOD zoning ordinance to understand their use and efficacy over time to support our low carbon city goals; update the Bonus Menu as necessary for TOD and other zoning districts.

## THE NEW TOD: TRAIL-ORIENTED DEVELOPMENT

As cities and neighborhoods continue to grow, the implementation of Trail-Oriented Developments has proven effective in connecting and strengthening communities. A recent publication by the Urban Land Institute summarizes the success of Trail-Oriented Development, and the use of investment in bicycle and pedestrian infrastructure to catalyze high-quality development. Many cities have experienced a boost to their economic growth based on improved real estate value and an increase in retail visibility. Cities are supporting Trail-Oriented Development with programs that build multi-use paths, and zoning that supports mixed-use land uses near trails.





# REVISIONS ON THIS PAGE

① Comment: Why aren't greenways considered a 'transportation' option? I consider greenway a multi-modal option and not just for recreation but I don't see that acknowledged in the plan. With the greenway plans outlined by the Mecklenburg County Master Plan they would help connect multiple areas of the city.

Action: Added text to identify greenways as multifunctional and providing transportation connections

Source: Public Input, Community Member

② Comment: INSERT POLICY: Ensure all 2T-OD development prioritizes tree-shaded and safe sidewalks, trails, and bike routes using trees to maximize comfort and safety

Action: Added suggested policy

Source: Internal City Staff

③ Comment: Move previous objective 5e to policy or objective in Goal 4 or Goal 5

Action: Moved 5e text to Goal 4 policy

Source: Internal City Staff



## Public Investment

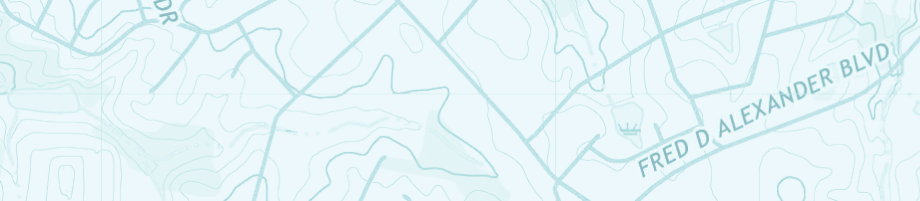
- 4.12 Support CATS System Plan update vision statements: 1) establish reliable transit to connect the region, enhance quality of life, and strengthen access to opportunities, 2) use transit to influence and shape growth while respecting community character, and 3) increase mobility in each corridor through effective transit investments.
- 4.13 Establish a mobility investment priority hierarchy within high-performance transit station areas that assigns priority to pedestrians/transit riders, cyclists/shared-mobility users, delivery/loading needs, and finally, private motor vehicles, in that order, when making mobility investments and designing transportation facilities including streets.
- 4.14 Prioritize shared-use path development to connect to existing neighborhoods, fill gaps in the existing multimodal network with all ages-and-abilities facilities and connect to new higher intensity developments as identified in the *Strategic Mobility Plan*. (cross-reference: Goal 4. Goal 6)
- 4.15 Support investment in utilities and multipurpose facilities (e.g. greenways provide recreation opportunities, transportation connections, and stormwater benefits) in urban areas and established neighborhoods through coordinated efforts with County Park and Recreation, CDOT, Storm Water Services, and other partners. (cross-reference: Goal 4, Goal 6)
- 4.16 Investigate use of micromobility solutions (bike-share, scooter-share, etc.) to address intra-neighborhood circulation concerns.
- 4.17 Ensure all 2T-OD development prioritizes tree-shaded and safe sidewalks, trails, and bike routes using trees to maximize comfort and safety.

- 4.18 Locate high-performance transit stations to maximize accessibility to neighborhoods with low-income households while avoiding direct displacement of existing residents.

## Strategic Partnerships

- 4.19 In coordination with regional and local partners including Charlotte Regional Transportation Planning Organization (CRTPO), North Carolina Department of Transportation (NCDOT), South Carolina Department of Transportation (SCDOT), Charlotte Area Transit System (CATS), and major employers, support transportation demand management (TDM) strategies that recognize the value of parking management, walk and bike facilities, and transit service. (cross-reference: Goal 5, Goal 8)
- 4.20 Improve inter-departmental and inter-jurisdictional cooperation in planning, implementing, and maintaining shared-use path facilities. (cross-reference: Goal 5)
- 4.21 Improve coordination of transit alignment planning with land-use planning to maximize effectiveness of transit investments by using future Place Types mapping to inform transit planning efforts.
- 4.22 Coordinate with Business Districts (such as Business Improvement Districts), Municipal Service Districts and other area organizations on local transportation projects and leverage resources as available.
- 4.23 Encourage public-private partnerships for creation of high-quality public spaces integrated with new development within high-performance transit station areas.





CASE STUDY: CHICAGO’S 2020 E-TOD POLICY PLAN

RECOMMENDED PROJECTS

- 4.24 Assess development regulation standards related to connectivity, block length, and transportation cross-sections and update for consistency with Plan policies.
- 4.25 Identify programs and regulations to encourage developers to approach the maximum allowable density for development near trail access points and high-performance transit.
- 4.26 Work with partners to develop transportation demand management (TDM) strategies that support plan goals.
- 4.27 Develop a scorecard system for prioritizing in the Capital Improvement Plan (CIP) bicycle, pedestrian, and other active mode capital improvements for low-income communities that have limited accessibility and connectivity.
- 4.28 Work with regional partners to develop a coordinated implementation phasing plan for regional trail corridors like the Cross Charlotte Trail, the Mooresville to Charlotte Trail, and the Silver Line Rail Trail.
- 4.29 Identify and address safety issues and barriers to access to existing high-performance transit stops. Add publicly accessible streets, alleys, and through-block passages to improve pedestrian connections when possible.
- 4.30 Work with CATS and Housing, Neighborhood Services, and other local and regional partners to leverage park and ride locations, as well as surplus parking to provide equitable TOD opportunities. ①



Equitable TOD (E-TOD) is development that enables all people regardless of income, race, ethnicity, age, gender, immigration status or ability to experience the benefits of dense, mixed-use, pedestrian-oriented development near transit hubs. E-TOD elevates and prioritizes investments and policies that close the socioeconomic gaps between neighborhoods that are predominately people of color and those that are majority white. E-TOD projects also help to ensure that the people and households who most need transit access are not priced out of station areas or transit corridors.

Since 2013, the City of Chicago has been encouraging compact, mixed-use transit-oriented development (TOD) near CTA and Metra rail stations. This development model can create additional community benefits such as increased transit ridership and more walkable communities, both of which reduce traffic congestion and greenhouse gas emissions, while also promoting public health and adding to the City’s tax base. A January 2019 TOD ordinance amendment included an

explicit equity focus and expanded TOD policy provisions to include property near several high-frequency bus corridors as well as extended the incentives to the densest residential zones. The 2019 Ordinance also requires the City to evaluate the performance of recent TOD projects and recommend revisions to the TOD provisions where appropriate. The City’s 2020 E-TOD Policy Plan is further advancing equitable TOD development in Chicago by:

- Leveraging publicly owned land and vacant lots near transit for public benefit;
- Preserving unsubsidized affordable housing in TOD zones;
- Strengthening affordability and accessibility requirements;
- Developing incentives and policies to preserve and retain community organizations, small businesses and other neighborhood assets in TOD zones; and
- Prioritizing E-TOD in applications with city funding.

① Comment: Partner with CATS, City of Charlotte HNS to leverage park and ride locations, as well as surplus parking to provide equitable TOD opportunities  
Action: Added suggested text as a recommended projects  
Source: Email, Internal City Staff



REVISIONS ON THIS PAGE

- ① Comment: “Tree-shaded sidewalks” language is not included in Goal 5 description, but was in the October 8, 2020 Administrative Draft  
Action: Added “tree-shaded” back to goal language  
Source: Internal City Staff
- ② Comment: Add “investment and” to 5b  
Action: Added suggested text  
Source: Internal City Staff
- ③ Comment: Revise 5d as suggested  
Action: Made suggested revisions  
Source: Internal City Staff
- ④ Comment: Move previous objective 5e to policy or objective in Goal 4 or Goal 5  
Action: Moved 5e text to Goal 4 policy  
Source: Internal City Staff
- ⑤ Comment: Replace language in 5f as recommended  
Action: Replaced 5f with suggested text  
Source: Internal City Staff
- ⑥ Comment: Add new objective 5g  
Action: Added suggested text as new objective 5g  
Source: Internal City Staff
- ⑦ Comment: Move previous objective 5h to policy in Goal 5  
Action: Moved 5h text to Goal 5 policy  
Source: Internal City Staff



GOAL 5: SAFE AND EQUITABLE MOBILITY

Charlotte will provide safe and equitable mobility options for all travelers regardless of age, income, ability, race, where they live, or how they choose to travel. An integrated system of transit, bikeways, **tree-shaded** sidewalks, shared-use paths, and streets will support a sustainable, connected, prosperous, and innovative network that connects all Charlotteans to each other, jobs, housing, amenities, goods, services, and the region.

OBJECTIVES

- 5a) Eliminate transportation-related fatalities and serious injuries to make our streets safe for everyone.
- ②
- 5b) Increase **investment and** access in our historically underinvested communities and modes of transportation to support equitable and affordable mobility options.
- 5c) Increase access to sustainable and zero carbon transportation modes and mobility options to support our Strategic Energy Action Plan.
- 5d) Increase the share of trips made without a car **and** broaden **multimodal** connectivity **to expand the** capacity of our transportation infrastructure.
- ③
- 5e) ~~Locate high-performance transit stations to maximize accessibility to neighborhoods with low-income households while avoiding direct displacement of existing residents.~~
- ④
- 5f) ~~Prioritize transportation investments that promote economic vibrancy by managing congestion, connecting our workforce with opportunities, and advancing community priorities.~~
- ⑤
- 5g) **Integrate and implement emerging transportation services, technologies, and programs that align with community goals.**
- ⑥
- 5h) ~~Increase the number of pedestrian and bike routes that are shaded by trees for safety, health and aesthetic value.~~
- ⑦





- Set an aggressive mode shift goal that determines how the City 1) prioritizes investment in different modes of transportation, 2) allocates limited right-of-way space among different modes of transportation, 3) manages growth and travel demand, 4) sets new policies, and 5) supports equity and affordable transportation choices in all areas of the City.

- 5.1 Prioritize the safety and comfort of travelers in all modes when planning and implementing mobility projects and focus safety investments on the “high injury network” - the 10% of Charlotte streets that account for 100% of serious injury and fatal crashes.
- 5.2 Define transportation equity and develop quantitative equity metrics to guide the prioritization of programs and projects that ensure that people of all ages, abilities, and backgrounds have access to high-quality, affordable transportation choices. (cross-reference: Goal 1)
- 5.3 Increase access to zero carbon transportation options for first- and last-mile trips and provide new and adapt existing transportation infrastructure to support a range of tree-shaded sustainable transportation choices. (cross-reference: Goal 6)
- 5.4 Increase the mode share of walking, biking, transit and shared/micro mobility, setting and tracking goals for investment in infrastructure, strategies, and education programs. (cross-reference: Goal 4, Goal 6)
- 5.5 Build and maintain our transportation infrastructure utilizing design, materials, and a

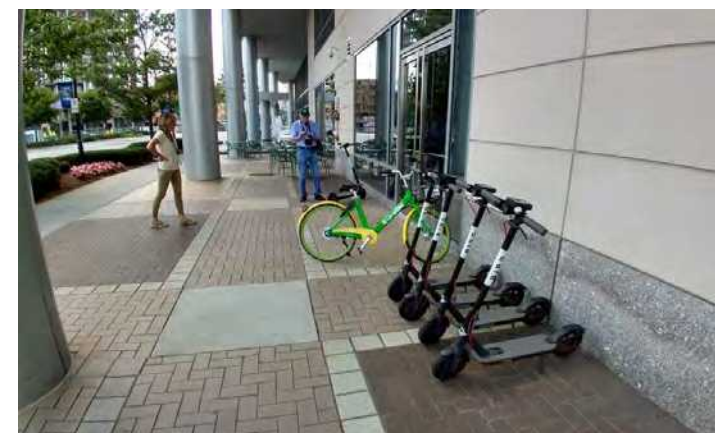
**5.6 Expand street network connectivity, street tree canopy and protect right-of-way in growing and redeveloping areas to provide efficient access, route choices, and complete streets for all travel modes. (cross-reference: Goal 4)**

5.7 Ensure that public space and complete street design standards are incorporated into all street projects, recognizing that our streets should be designed as one of our greatest public space assets.

5.8 Support the testing, piloting, and implementation of emerging mobility strategies, technologies, and creative uses of public right-of-way to evaluate low-cost and nimble mobility and streetscape investments.

## 5.9 Monitor, measure and respond to shifting mobility preferences, behaviors and patterns.

**5.10 Leverage technology and partnerships to better manage congestion through advance planning, intelligent transportation systems, demand management, and shared public/private funding strategies.**



Action: Strengthened language in policy 5.8 to encourage streets as public gathering spaces

Source: Email, Planning Commission



# REVISIONS ON THIS PAGE

- ① Comment: Please included the following in your discussions: Bus stops should be more substantial in East Charlotte as they are in South Charlotte. On wt Harris these are mainly a post with a bus stop sign on top.

Action: Added “especially in low income neighborhoods” to policy 5.11 to prioritize full service transit facilities in the areas with the most need

Source: E-Plan, Community Member
- ② Comment: 5.12 seems to imply a requirement for a Traffic Impact analysis for all new developments. Clearly, traffic concerns are real, but the unintended effect of this requirement, when coupled with the SF zoning changes, will result in with little-to no development being done in marginalized communities.

Action: Added qualifier to this policy to indicate that the TIS will only be required for projects of a certain size

Source: Email, Community
- ③ Comment: Move previous objective 5h to policy in Goal 5

Action: Moved 5h text to Goal 5 policy

Source: Internal City Staff
- ④ Comment: Introduce an objective and policies in Goal 5 that show strong support for a “Mecklenburg Moves” or “Metrolina Moves” comprehensive transit plan, and explain how it will meet mobility goals, and affordability goals.

Action: Added new policy 5.14 to support regional transportation efforts such as Connect Beyond (which covers Mecklenburg/Metrolina Moves)

Source: Email, Planning Commission



- 5.11 Improve neighborhood-serving mobility hubs (bus stops and ridesharing locations), especially ① in low-income neighborhoods, by providing amenities such as LED lighting, covered seating, trees, and aesthetic improvements, and co-locating with e-vehicle pickup locations.

5.12 Include in the development regulations an integrated Traffic Impact Study (TIS) / Transportation Demand Management (TDM) program that requires development and redevelopment projects that meet ② an established threshold to evaluate and address the multi-modal transportation impacts of the development.

5.13 Increase the number of pedestrian and bike routes that are shaded by trees for safety, health and aesthetic value. ③

5.14 Participate in and support regional transportation efforts such as Connect Beyond, Beyond 77, and others. ④

## RECOMMENDED PROJECTS AND PROGRAMS

- 5.15 Vision Zero Action Plan: Continue implementation of the City’s adopted Vision Zero Action Plan to eliminate traffic deaths and serious injuries for all who share Charlotte streets by 2030.

5.16 Pedestrian Program: Continue targeted investment in the pedestrian and sidewalk network to make strategic investments and fill network gaps. (cross-reference: Goal 1)

5.17 Bicycle Program: Continue targeted investment in the bicycle network to make strategic investments and build a complete network.

- 5.18 Transit Bus Priority Corridors: Implement transit priority and high-frequency service on key corridors.

5.19 ADA Transition Plan: Implement the ADA Transition Plan by upgrading mobility infrastructure in compliance with the Americans with Disabilities Act (ADA) and Public Right of Way Accessibility Guidelines (PROWAG).

5.20 Maintenance & Street Resurfacing: Resurface city streets on a regular (typically 12-to-15-year) cycle, maintain existing sidewalks, pavement markings, signage, and curb/gutter; take advantage of routine resurfacing to improve bicycling and walking facilities.

5.21 Connectivity Program: Create new network connections for all modes, alleviate pressure on existing thoroughfares by providing new route choices, and stitch together Charlotte’s historically disconnected street grid. (cross-reference: Goal 4)

5.22 Complete Streets Program: Build out new streets where right-of-way has been reserved by development and address needs identified by the regional CTP, and retrofit existing streets to include facilities for all modes, sidewalks, and street trees. (cross-reference: Goal 4)

5.23 Traffic Control Devices & Intelligent Transportation Systems: Maintain, upgrade, and coordinate traffic signals to improve the efficiency and safety of Charlotte’s existing mobility network for all users.

5.24 Bridge Maintenance: Inspect, maintain, repair, and replace City-maintained bridges.





## CASE STUDY: SEATTLE'S COMMUTE TRIP REDUCTION (CTR) PROGRAM



- 5.25 Street Lighting: Complete the conversion to LED lighting and install new street lights within our existing mobility network.
- 5.26 Transportation Demand Management: Implement programs and projects that educate, encourage, and provide incentives for residents to choose travel modes other than single-occupant personal vehicles. (cross-reference: Goal 4, Goal 8)
- 5.27 Partnership Opportunities: Preserve and support mobility opportunities by allocating dedicated funding for advanced planning and right-of-way acquisition for mobility projects, for public-private partnerships that allow the city to enter into cost-share arrangements with private stakeholders, and for upgrades to planned NCDOT infrastructure projects that are necessary to achieve the city's mobility goals.
- 5.28 Strategic Mobility Plan: Develop and regularly update a Strategic Mobility Plan, that establishes a comprehensive and prioritized strategy of mobility projects and programs to implement the shared goals and policies of the Comprehensive Plan.
- 5.29 Crime Prevention Through Environmental Design (CPTED): Leverage investments in the mobility network to incorporate design considerations, features and elements that enhance personal and community safety (e.g., limiting obstructions, increasing lighting, etc.).

Seattle's Commute Trip Reduction (CTR) program plays a crucial role in the City's effort to reduce congestion and provide mobility choices. The CTR program is a key transportation demand management effort toward mitigating the impacts of population and employment growth while facilitating a thriving business environment, diverse travel choices, and a reduction in transportation emissions. The *2019-2023 CTR Strategic Plan* establishes the vision for the next era of Seattle's program, building upon recent program innovations to position Seattle and its employers for ongoing success. The Plan sets performance targets and identifies priorities for the next five years. It outlines a package of potential solutions to continue to deliver high-quality programming and meet the challenges Seattle's transportation network faces. It also establishes updated Drive Alone Rate (DAR) targets to support Seattle's overall mode split goals. Each area of the city is assigned a target and the achievement of all network targets means that the city as a whole reaches its DAR target of 25% by 2035, established by the *Seattle 2035 Comprehensive Plan*.

Image source: 1) <https://seattlegood.org/listings/commute-seattle/> 2) <https://www.seattlebusinessmag.com/green/tableau-tool-tackles-seattles-terrible-traffic>

## CASE STUDY: MANAGING TRANSPORTATION DEMAND IN ARLINGTON



Residents, employees and visitors of Arlington, Virginia are benefiting from the enhanced Transportation Demand Management (TDM) programs the City has executed. With a goal to reduce single-occupancy vehicles (SOV) trips throughout the community, the City is offering more and better mobility choices, which encourage people to use forms of transportation other than driving alone. TDM programs include increased parking prices, discounted transit passes, high-quality bicycle parking and associated facilities (e.g. showers and changing rooms), and real-time transit information. The City has worked with developers and businesses to support infrastructure, amenities, policies and programs to maximize the effectiveness of TDM strategies.

Image source: <https://www.commuterpage.com/ways-to-get-around/local-bus-systems/>



REVISIONS ON THIS PAGE

- 1 Comment: 6c) is this a relevant planning doc goal?

Action: Updated the objective to be more general to increase relevancy, the specific number metric has been added to Appendix C

Source: Email, City Council
- 2 Comment: Clarify 6f - reduce and eliminate is not clear

Action: Reworded objective for clarity

Source: Internal City Staff
- 3 Comment: Goal 6. Same Comments as Goal 4 (re: need to address strategies regarding the integration and retention of communities of color, of newcomers, or immigrants). In addition, COMMUNITIES OF COLOR are the most impacted regarding Health, Safety and Activity; however, I do not see new measures or more practices specifically addressing these disparities in the Regulatory Changes, Recommendations or Projects

Action: Added objective to address disparity for listed groups and provide needed accommodations for these groups

Source: Email, Planning Commission



GOAL 6: HEALTHY, SAFE, AND ACTIVE COMMUNITIES

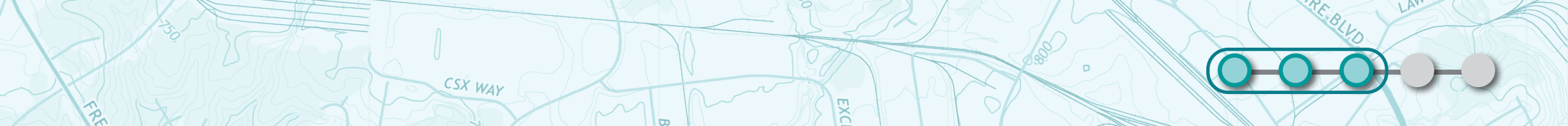
All Charlotteans will live and work in safe and resilient neighborhoods that enable healthy and active lifestyles by reducing exposure to harmful environmental contaminants, expanding and improving the quality of tree canopy cover, encouraging investment in walking, cycling, and recreation facilities, and providing access to healthy food options and health care services.

OBJECTIVES

- 6a) Increase percentage of households within a comfortable, tree-shaded 10-minute access of primary care health care services.
- 6b) Increase the number of days that air quality is “good” to 325 and reduce the number of days that air quality is “unhealthy for sensitive groups” or worse to zero.
- 6c) Address key determinants of health to reduce chronic disease and other negative health outcomes. 1
- 6d) Increase the percentage of low-income households living within ½ mile of a Medicaid care provider or free clinic.
- 6e) Increase the number of urban farming and fresh produce opportunities (e.g. community gardens, farmers markets, co-ops, food forests, neighborhood-based CSAs, etc.) accessible to all neighborhoods within a 10-minute walk or bike ride.
- 6f) Increase access to healthy foods to eliminate food deserts within the City. 2
- 6g) Improve perceptions of public safety and measure perception through community surveys.
- 6h) Improve public safety and public safety perceptions through annual reductions in violent and property crimes.
- 6i) Provide accomodations for diverse populations, including multilanguage capabilities, accessibility and universal design, and culturally responsive programming. 3







BIG POLICY IDEAS

- Institute a program for local grassroots shared management or adoption of and programming of public open space, and encourage development of organizations throughout the City to create additional opportunities to engage in active living and help develop healthy neighborhoods.

POLICIES

Regulatory Changes

- 6.1 Monitor, maintain, and seek to improve environmental determinants of health such as air and water quality through public investments and City ordinances that target current locations of environmental contaminants (e.g. heavy industrial sites and residential communities near highways) and through conscientious mapping of Place Types and new zoning districts.
- 6.2 Review current regulations to ensure tobacco-related air pollution is appropriately addressed in public spaces and in privately-owned spaces that are accessed by the public.
- 6.3 Review noise-related impacts on health and ensure that regulations, **trees, and** other natural systems appropriately address placement of noise-sensitive land uses such as residential uses in relation to noise-generating uses. ①
- 6.4 Review zoning regulations to help ensure the ability to place emergency medical facilities in locations that ensure all residents have adequate access to emergency care.
- 6.5 In the development regulations, reduce barriers to growing food in most or all zoning districts.
- 6.6 Adjust development regulations to allow for outdoor farmers’ markets and pop-up markets in appropriate locations (applies to Regional Activity Center, Community Activity Center,

Neighborhood Center, Campus, Commercial, Innovation Mixed Use, and Neighborhood 2). (cross-reference: Goal 1)

- 6.7 Facilitate the application of North Carolina’s Voluntary Agricultural District to help preserve existing farmland, especially those contributing to the production of local fresh food.

Public Investment

- 6.8 Work with the County to identify the appropriate roles the City should undertake in supporting urban parks and open spaces (e.g., programming, maintenance/ management, funding, etc.).
- 6.9 Prioritize construction of a complete active transportation network that includes connections to parks and health care facilities and reduces motor vehicle emissions by increasing public investment in tree-shaded sidewalks, bikeways, and shared-use paths, prioritizing in parts of the City that lack facilities. (cross-reference: Goal 4, Goal 5)
- 6.10 In coordination with Mecklenburg County, increase City investment in building and operating recreational facilities such as parks, **plazas,** and fields, prioritizing with the County those parts of the City that lack adequate facilities in accordance with the Park and Recreation Master Plan. (cross-reference: Goal 7) ②



- ① Comment: Recommended Project & Program “Work with community partners to reduce noise and air pollution by using trees and other vegetative barriers.” is not included in this draft’s Goal 6 but was in the October 8, 2020 Administrative Draft
- Action: This language was reframed into policies 6.3 and 6.13, added additional tree language to 6.3 to acheive same result
- Source: Email, Internal City Staff
- ② Comment: The language in 6.8 and 6.10 seem reversed. The city would like to increase investment in urban parks and plazas (including management, programming, etc.). Recreation facilities I think we’d like to like to work with the county to identify appropriate city roles.
- Action: Added “plazas” to policy to ensure this base is being covered in 6.8 and 6.10
- Source: Email, Internal City Staff



- ① Comment: Add existing and future City facilities to clarify  
Action: Added suggested text to Policy 6.19  
Source: Internal City Staff

CASE STUDY: COMBATTING OBESITY WITH SIDEWALKS IN PERTH



It has been documented that the built environments can increase physical activity by encouraging walking and cycling. A study in Perth, Australia examined the cost impact and change in health-adjusted life years (HALYs) of installing additional sidewalks in established neighborhoods. Installing and maintaining an additional 10 kilometers (6.2 miles) of sidewalk in an average neighborhood with 19,000 adult residents was estimated to cost \$3.0 million (US) over 30 years and resulted in 24 HALYs over the lifetime of an average neighborhood adult resident population. The incremental cost-effectiveness ratio was approximately \$125,000 (US)/HALY. Examining results from multiple neighborhoods included in the study indicated that increasing population densities significantly improves cost-effectiveness. Thus, sidewalks should be considered alongside other complementary elements of walkability, such as population density, land use mix, street connectivity and safety.

Image source: <https://www.ausleisure.com.au/news/city-of-perth-urban-forest-program-acknowledged-for-role-in-improving-public-health/>

- 6.11 Invest in the development of healthy food options in existing food deserts, such as through technical assistance or financial grants to support community gardens, urban agriculture, edible orchards, and farmers’ markets; financial incentives to attract businesses that offer healthy food options; and the use of available City-owned land for community-run agricultural or grocery uses.
- 6.12 Invest in programs that address social determinants of health conditions (e.g., tobacco use, substance abuse, domestic violence, and other determinants) targeting neighborhoods that are the most vulnerable.
- 6.13 Adequately fund proactive tree care and planting for public trees to boost tree canopy in all neighborhoods to reduce exposure to air pollution and reduce chronic health issues.
- 6.14 Coordinate economic development and brownfield remediation efforts to encourage cleanup and redevelopment of brownfield sites.

Other City Initiatives

- 6.15 Invest in programs that address cultural and language barriers that may hinder access to health care resources or other social services.
- 6.16 Explore opportunities for new public markets and large-scale farmers’ markets, as well as improvements to existing markets per direction provided in the City’s Farmers Market Study.
- 6.17 Where appropriate, use Health Impact Assessments to evaluate the impact of proposed public and private projects on community health.
- 6.18 Proactively address health hazards in housing and advance design that improves physical and mental health.

- 6.19 In **existing and future** City facilities including ① recreational facilities, encourage the sale of healthy food options by concessionaires and in vending machines.
- 6.20 Identify locations that are appropriate for more intensive uses that minimize negative environmental impacts on City residents and the natural environment, and consider rezoning to support compatible land uses. (cross-reference: Goal 8)
- 6.21 Require that all small-area planning processes include an inventory of existing environmental contaminants that impact the surrounding community, and that final small-area plans include strategies to address these contaminants through a mix of City and private investment.
- 6.22 Charlotte-Mecklenburg Police Department will prioritize collaborative community partnerships that seek to improve and enhance the safety of the public. These partnerships will include youth engagement programs such as Envision, REACH Academy, and others which are intended to provide more positive futures for our youth. In addition to these programs, the department will focus on innovative crime management strategies focused on reducing victimization. The department will continue to provide support services for crime victims and effectively investigate criminal behavior.

RECOMMENDED PROJECTS AND PROGRAMS

- 6.23 Develop and integrate healthy living policies into City messaging.
- 6.24 Develop preventative programs and community events designed to promote improved health and wellness decision-making.





CASE STUDY: PRIVATELY OWNED PUBLIC OPENS SPACES (POPOS)  
IN SAN FRANCISCO

- 6.25 Incorporate tree canopy expansion and improvement efforts into existing and new public health initiatives across the city.
- 6.26 Reevaluate residents’ access to healthy food through an updated community food assessment.
- 6.27 Evaluate programmatic, investment, and regulatory opportunities to create new public open and green spaces within existing neighborhoods, such as using vacant lots, and require public open spaces and small parks as part of new developments.
- 6.28 Examine existing and new ordinances to identify mechanisms to encourage or require tree-shaded streets and more publicly accessible open spaces and street trees in a variety of development types.
- 6.29 Develop an Urban Agriculture Action Plan and include a land suitability analysis of City-owned properties to determine which may be suitable for urban agricultural uses.
- 6.30 Create an advisory group of food sellers and producers to identify strategies to expand access to healthy, fresh foods into food deserts.
- 6.31 Pursue improvements to the Charlotte Regional Farmers Market.
- 6.32 Create a Charlotte Farmers Market Association to coordinate and strengthen the city’s existing and new farmers’ markets through an entity governed by farmers’ market managers and sponsors and supported by paid staff.
- 6.33 Work with community partners to reduce noise and air pollution by using trees and other vegetative barriers. ①
- 6.34 Work with City and community partners to develop a Public Space Master Plan that identifies opportunities for parks, plazas, and other public spaces. (cross-reference: Goal 9) ②



POPOS are publicly accessible spaces in forms of plazas, terraces, atriums, small parks, and even snippets which are provided and maintained by private developers. Their creation is linked to the urban planning rules of the City which require that a certain percentage of sites developed in Downtown be accessible to all.

San Francisco’s first privately owned, publicly accessible park was constructed at the base of the Transamerica building in the late 1960s. At that time, building codes neither required nor encouraged development of public space at street level, and accordingly most office towers were built right to the edge of the property. The few exceptions were in buildings where developers sought density and height bonuses and created public space as a condition for approval.

Image source: 1) <https://sf.curbed.com/maps/sf-parks-private-popos-public-owned-spaces-downtown>  
2) <https://www.pinterest.com/pin/471048442256632549/>

In the 1985 Downtown Plan the city codified the conditions under which developers had to construct publicly accessible open spaces, which could be as diverse as plazas, greenhouses, or atriums, but had to comply with standards of landscaping, design, seating, and bathrooms.

The San Francisco Bay Area Planning and Urban Research Association (SPUR) developed an inventory of POPOS, complete with a printable map. SPUR has also made numerous recommendations for improving the public’s experience of existing POPOS, including better signage, better maintenance of the facilities, more seating, and cleaner bathrooms, as well as recommended standards for future POPOS.

- ① Comment: INSERT POLICY: Work with community partners to reduce noise and air pollution by using trees and other vegetative barriers  
Action: Added suggested policy  
Source: Internal City Staff
- ② Comment: Complete city-wide Public Space Master Plan to complement MCPR master plan with small, urban public spaces  
Action: Added suggested language to new Project/Program  
Source: Internal City Staff



REVISIONS ON THIS PAGE

- 1

**Major Revision**  
Comment: Goal 7 lacks any mention of environmental justice or remedying man-made climate change. Recommended edit: add “that addresses the threat of climate change.”  
Action: Added suggested text to Goal 7  
Source: Email, Community Member; County Commissioner
- 2

Comment: The types of open spaces that are really desired, or urban open space in the heart of communities (small local business cluster). These don’t need to be parks either. They can be plazas or hardscapes (that can especially be programmed). The first 7a should be expanded to include plazas in neighborhood centers.  
Action: Added plazas and neighborhood centers to objective 7a  
Source: Internal City Staff
- 3

Comment: Revise objective 7c to: “Improve surface water quality such that all City streams meet their intended use” or “meet surface water quality standards.”  
Action: Replaced 7c with suggested text  
Source: Internal City Staff
- 4

Comment: I noticed that 7f could be re-worded to better align with SEAP: 7f: Strive to source 100% of energy use in municipal buildings and fleet from zero carbon sources by 2030  
Action: Replaced 7h with suggested text  
Source: Internal City Staff
- 5

Comment: Replace with: “Slow canopy loss on privately owned residential properties.”  
Action: Replaced 7h with suggested text  
Source: Internal City Staff
- 6

Comment: Replace with: “Improve quality of tree canopy (age, species, etc.) to ensure it lasts for future generations”  
Action: Replaced 7i with suggested text  
Source: Internal City Staff



GOAL 7: INTEGRATED NATURAL AND BUILT ENVIRONMENTS

Charlotte will protect and enhance its surface water quality, tree canopy, and natural areas with a variety of trees, plantings, green infrastructure, green building practices, and open space at different scales throughout the entire community as a component of sustainable city infrastructure that addresses the threat of climate change. 1

OBJECTIVES

- 2

7a) Increase the number of small parks and plazas within or near neighborhoods and neighborhood centers that contain community amenities such as recreation facilities, tree canopy, retrofit stormwater facilities, and water quality/natural resource education.
- 7b) Increase the acreage of protected (including public and private) natural lands (such as forests and natural areas) within the City.
- 3

7c) Improve surface water quality such that all City streams meet surface water quality standards.
- 7d) Increase the acreage of amenitized open space and forested or tree-shaded open space within private developments that are open to the public.
- 7e) Reduce the number of flood prone areas through mitigation efforts.
- 4

7f) Strive to source 100% of energy use in municipal buildings and fleet from zero carbon sources by 2030.
- 7g) Reduce per capita carbon emissions in the City.
- 5

7h) Slow canopy loss on privately owned residential properties.
- 6

7i) Improve quality of tree canopy (age, species, etc.) to ensure it lasts for future generations.
- 7j) Increase the number of developments utilizing clustered residential and low-impact development, and green building practices or receiving green building certifications.
- 7k) Continue to expand the use of green stormwater infrastructure to improve water quality and reduce flooding, including infill and redeveloping areas.







BIG POLICY IDEAS

- Implement the Strategic Energy Action Plan by implementing Resilient Innovation District (RID) programs throughout the City that are responsive to different Place Types and contexts and promote net zero development and carbon neutrality.

POLICIES

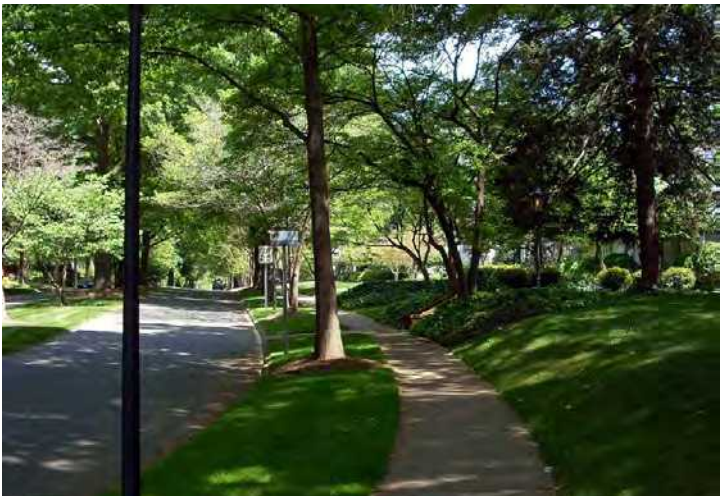
Regulatory Changes

- 7.1 Continue to implement and encourage green stormwater infrastructure (such as bioswales, rain gardens, and green roofs).
- 7.2 Require tree preservation on all sites while allowing innovative and flexible mitigation measures for sites with competing city priorities. ①
- 7.3 Update development regulations to better mitigate impacts from development and infill development such as stormwater runoff and tree removal.
- 7.4 Consider adopting new development regulations that encourage energy efficiency improvements in existing residential and commercial buildings with emphasis on high energy users.
- 7.5 Continue to require development of publicly accessible shared-use path sections that connect the City’s network through private developments and change private development standards to ensure that path sections constructed on private lands meet public standards. (cross-reference: Goal 4)
- 7.6 Review development regulations for opportunities to remove barriers, and/or create requirements or incentives for sustainable development practices, including regulations relating to implementation of solar power through community solar arrays, energy efficiency in buildings, electric vehicle charging stations, and battery energy storage in residential and non-residential areas.
- 7.7 Prioritize preservation of large, healthy, mature trees and existing contiguous healthy forests. ②
- 7.8 Expand and enhance solutions to control or eliminate invasive plant species on public lands and in tree preservation areas during development. ③

- 7.9 Protect trees of a certain health and size on public and private property through changes in regulatory and administrative practices, incentives and education. ④

Public Investment

- 7.10 Ensure sufficient resources for City staff to enforce policies and codes, monitor progress, educate and review environmental performance against targets and objectives on a regular basis. Ensure all projects include funding to assess environmental impacts and ensure compliance with applicable environmental legislation. ⑤
- 7.11 Fully fund a proactive care program and strategic tree planting program for all public trees to ensure safety, longevity and maximum community benefit. ⑥
- 7.12 Increase sustainable and resilient building standards applicable to existing and new City owned buildings through a revised Sustainable Facilities policy – for example, require LEED certification for new construction, solar energy generation where feasible, energy benchmarking, temperature set points, and net zero energy consumption.
- 7.13 Continue to preserve and protect tree canopy on City-owned properties and consider a tree planting program on City-owned properties available for public use, such as the Urban Arboretum Trail and Program. ⑧
- 7.14 Purchase high priority natural lands that serve important City interests such as stormwater management, recreation, and water quality.



REVISIONS ON THIS PAGE

- ① Comment: We simplified this to say: “Require tree preservation on all sites while allowing innovative and flexible mitigation measures for sites with competing city priorities”  
Action: Revised policy as suggested  
Source: Internal City Staff
- ② Comment: Replace with: “Prioritize preservation of large, healthy, mature trees and existing contiguous healthy forests”  
Action: Revised policy as suggested  
Source: Internal City Staff
- ③ Comment: Replace with: “Expand and enhance solutions to control or eliminate invasive plant species on public lands and in tree preservation areas during development”  
Action: Revised policy as suggested  
Source: Internal City Staff
- ④ Comment: “Protect trees of a certain health and size on public and private property through changes in regulatory and administrative practices, incentives and education”  
Action: Added suggested text as new policy  
Source: Internal City Staff
- ⑤ Comment: “Ensure sufficient resources for City staff to enforce policies and codes, monitor progress, educate and review environmental performance against targets and objectives on a regular basis.” AND “Ensure all projects include funding to comply with applicable environmental legislation, and assess the environmental impacts of all activities...”  
Action: Used suggested language from both comments (same source) to revise 7.10  
Source: Internal City Staff
- ⑥ Comment: “Fully fund a proactive care program and strategic tree planting program for all public trees...” - this language is now 7.11 – need to update language  
Action: Revised language as suggested  
Source: Internal City Staff
- ⑦ Comment: LEED – City add “owned” buildings.  
Action: Added suggested language  
Source: Email, Planning Commission
- ⑧ Comment: Add “and program” to end of 7.13  
Action: Added suggested language  
Source: Internal City Staff



REVISIONS ON THIS PAGE

- ① Comment: INSERT POLICY: “Invest in the assessment and monitoring of tree data from year to year”  
Action: Added policy as suggested  
Source: Internal City Staff
- ② Comment: Replace with: “where feasible” and add “and compliment other goals”  
Action: Updated language as suggested  
Source: Internal City Staff
- ③ Comment: INSERT POLICY : Increase the number of developments utilizing conservation design and low-impact development  
Action: Added policy as suggested  
Source: Internal City Staff



- 7.15 Evaluate all relevant life cycle costs of using green stormwater infrastructure or more traditional engineered stormwater systems when making public infrastructure investment decisions.
- 7.16 Using the Tree Conservation Fund and potentially new sources of funding, increase investment in green space and tree canopy initiatives to support housing and neighborhood policies and ensure residents are connected to nature and environmental justice issues are avoided. (cross-reference: Goal 1, Goal 2, Goal 3)
- 7.17 Develop community partnerships, funding, and regulatory concepts to facilitate the removal of invasive species on private property and increase the quality of our tree canopy.
- 7.18 Invest in the assessment and monitoring of tree data from year to year. ①

Strategic Partnerships

- 7.19 Establish new partnerships and expand existing partnerships with stakeholders that may include Mecklenburg County, other governmental organizations, community organizations, and nonprofits to secure private funding and support to develop new and existing parks, tree canopy and shared-use paths, and the protection of open spaces.
- 7.20 Continue working with Mecklenburg County Land Use and Environmental Services Agency within shared watersheds to set resiliency policies, establish implementation programs, and implement consistent regional standards to manage change within watersheds. Use the Charlotte-Mecklenburg All Hazards Plan and future County stormwater residual flood risk goals to guide these efforts.

Other City Initiatives

- 7.21 Continue to test, pilot, and document green stormwater infrastructure best management practices.
- 7.22 Develop a dashboard to track progress towards the City’s climate action goals.
- 7.23 Evaluate the quality of and accessibility to parks, particularly in underserved communities, and

- partner with the County to set higher standards as identified. (cross-reference: Goal 6)
- 7.24 Encourage green building techniques and practices in all types of renovations and new developments, implement the Charlotte Sustainable Facilities Policy, and continually review effectiveness of policies and regulations that support sustainable development.
- 7.25 When there are perceived or real conflicts between trees and other city priorities, economic development projects, and infrastructure improvement projects, where ② feasible the City will support creative and innovative solutions that protect the tree canopy and complement other goals.
- 7.26 Continue diversifying recreation opportunities to provide inclusive environments for all ages and abilities.
- 7.27 Explore programs to protect natural and less developed lands that serve important recreational and natural drainage purposes through means such as conservation easements in partnership with Mecklenburg County, land trust partners, and landowners.
- 7.28 Develop a benchmarking policy for larger commercial buildings to compare energy and water usage over time and encourage conservation measures.
- 7.29 Continue to transition the City to a circular economy by expanding programs that maximize product reuse and recycling and minimize waste, such as City-wide composting.
- 7.30 Advance the City’s sustainability goal to reduce carbon emissions through expanded electric vehicle infrastructure, better access to alternative modes of transit, increased energy efficiency in buildings, and increased use of solar energy at City-owned buildings.
- 7.31 Increase the number of developments utilizing conservation design and low-impact development. ③





RECOMMENDED PROJECTS  
AND PROGRAMS

- 7.32 Develop climate change and disaster resilience plans for each neighborhood and use the future Mecklenburg County Stormwater residual flood risk goal data and Charlotte-Mecklenburg All Hazards Plan to guide mitigation actions.
- 7.33 Monitor and develop programs to mitigate the effects of urban heat island effect in historically red-lined communities.
- 7.34 Establish programs to educate the public on how to reduce individual environmental impact through sustainable practices relating to water usage, composting, fertilizers, and energy usage.
- 7.35 Replace the City’s fleet with electric or hybrid vehicles.
- 7.36 Improve the City’s composting and recycling programs.
- 7.37 Consider a program to help pay for energy efficiency improvements in low-income neighborhoods.
- 7.38 Work with the County on the development of an app that provides an interactive map of all public parks, open spaces, and trails.
- 7.39 Consider requiring bathymetric surveys as part of new developments to measure potential impacts of new developments on lakes and ponds located downstream of the development.
- 7.40 Explore tools to ensure streams and steep slopes have sufficient buffers of high-quality trees and associated vegetation to control erosion, nutrient loads and other pollution.
- 7.41 Conduct a study of existing wildlife habitat/ migration patterns to identify gaps in the ecological system. Map these locations and compare with sites identified for new park and recreation facilities, shared-use paths, enhanced tree canopy, riparian corridors, and areas targeted for green stormwater infrastructure facilities to identify overlapping open space priorities.

- 7.42 Implement a signage program throughout the City to provide clarity for shared-use path and park connections.
- 7.43 Modify development regulations for zoning districts associated with neighborhoods to provide publicly accessible open spaces as part of private developments.
- 7.44 Using the Tree Conservation Fund and potentially new funding sources, develop a program for land acquisition or conservation easements to support protection of prime conservation lands.
- 7.45 Explore development of a climate action plan to determine specific targets and metrics for carbon footprint reduction city-wide.
- 7.46 Evaluate opportunities to use trees and other vegetation on existing vacant parcels to provide ecosystem services (e.g. erosion control, stormwater and water quality services) to address surface water quality in the City.
- 7.47 Promote conservation easements to protect undisturbed forest patches and/or reforested areas, especially on vacant or industrial parcels.
- 7.48 Promote a healthy and diverse tree canopy, including:
  - Uneven-aged, predominantly overstory broadleaf and coniferous trees with a native/ ornamental mixed species understory;
  - Street trees of diverse species and a sustainable age distribution; and
  - Ornamental trees used for visual interest and aesthetics, especially where utilities, signs, lights, and other constraints exist.
- 7.49 Support tree maintenance on private land in underserved and/or vulnerable neighborhoods and review recommendations provided in the Urban Forest Master Plan. ①
- 7.50 Establish minimum indoor air quality standards for certain classes of buildings (e.g. CMS schools, City buildings, etc.).

- 7.51 Implement Resilient Innovation Districts (RIDs) in communities throughout the City to encourage investment and experimentation into the best ways to establish energy independence. Existing Smart District and TOD Districts should receive priority consideration for implementation of low carbon programs and policies as they are prime locations for piloting these new RID programs.
- 7.52 Develop a comprehensive education and stewardship initiative to teach and equip residents to sustain our natural systems and tree canopy.
- 7.53 Increase awareness and quantity of the urban tree canopy with neighborhood serving public space through the Urban Arboretum Program. ②

CASE STUDY: BENEFITS OF TREE CANOPY IN CINCINNATI

Cincinnati is taking a direct approach toward integrating the natural and built environment by increasing its urban tree canopy cover. This method will reduce the cost of cooling for residents, reduce the concentrations of air pollutants, and help mitigate flood, stormwater, and landslide risks. The City’s goal is to increase the citywide tree canopy coverage to at least 40% and ensure that canopy cover is at least 30% in all residential neighborhoods.

Image source: <https://www.greenwichapts.com/>

REVISIONS ON THIS PAGE

- ① Comment: Replace low income with “underserved and/or vulnerable” and delete “and draft Management Plan”  
Action: Replaced and removed text as suggested  
Source: Internal City Staff
- ② Comment: Add a recommended project - Grow tree education and urban tree canopy with neighborhood serving public space through the Urban Arboretum Program.  
Action: Added suggested text as a recommended project  
Source: Internal City Staff



① Comment: I asked about how Charlotte is going to address the Tech boom and it was mentioned that you all ensuring that residents get access to opportunities. Does this include training and internships? Have you identified specific organizations to participate? But something you or may not have considered is the culture shock. Do you have plans to prep people for that?

Action: Many policies within Goal 8 do address trainings and internships, added “hard and soft skills” to objective 8m to indicate that social skills and navigation should be a part of these trainings

Source: Public Input, Community Member



# GOAL 8: DIVERSE AND RESILIENT ECONOMIC OPPORTUNITY

Charlotteans will have opportunity for upward economic mobility through access to a diverse mix of jobs and careers that align with education and skill levels of residents and the economic strengths of the region.

## OBJECTIVES

- 8a) Increase the jobs-to-housing balance in Charlotte to ensure housing development keeps pace with job growth.
- 8b) Increase number of workers employed within the City’s target industries.
- 8c) Increase the number of businesses supported and/or participating in business support programs.
- 8d) Increase the rate of new business formation within the City.
- 8e) Increase the number and proportion of family sustaining wage jobs in Charlotte.
- 8f) Decrease the number of acres within mixed-use place types that are existing single-use commercial and office employment uses by allowing transitions to a mix of uses.
- 8g) Grow the presence of “micro-economies,” (the number of jobs located within community and neighborhood mixed-use areas).
- 8h) Maintain or increase the number of developed acres within Manufacturing & Logistics and Innovation Mixed Use Place Types.
- 8i) Maintain or increase the number of jobs located within Manufacturing & Logistics and Innovation Mixed Use Place Types.
- 8j) Grow the number of Minority, Women, and Small Business Enterprises (MWSBEs) and cooperatively owned businesses, operating in the City.
- 8k) Increase the share of jobs at MWSBE-qualified businesses and within cooperatively owned businesses.
- 8l) Capture a greater share of employment growth within the City’s existing and planned Regional Activity Centers.
- 8m) Increase job-training opportunities that allow residents to obtain hard and soft skills ① needed to qualify for jobs within the City’s target industries.
- 8n) Maintain or increase the number of middle skill jobs (jobs that require education beyond high school but not a four-year degree).







BIG POLICY IDEAS

- Develop Regional Activity Centers, especially in East and West Charlotte (see Implementation Strategy) with a mix of jobs, housing, schools and daycare services
- Create a Citywide Strategic Jobs Plan for the City of Charlotte to ensure a coordinated strategy for increasing employment opportunity throughout the community.

POLICIES

Public Investment

- 8.1 Work with Mecklenburg County to revise and align business attraction incentives provided by the City and the County to focus on the quality and quantity of jobs in target industries, workforce development programs, and Activity Centers/ priority employment areas. Working with workforce development partners, boost talent development strategies and incentives to maximize opportunities for local employment recruitment.
- 8.2 Use quality-of-life amenities, such as proximity to shared-use paths, transit, broadband Internet access, and diverse housing options, to attract businesses.
- 8.3 Prioritize transit investments that support access to employment opportunities, especially those that connect areas with low Access to Employment Opportunity equity metrics and employment areas with irregular schedules (night shifts, sunrise shifts, etc.).
- 8.4 Invest in amenities and infrastructure needed to support the transition of single-use commercial and office areas to mixed-use places in accordance with the Future Place Type Map. Prioritize these investments in areas lacking
- ② Access to Employment Opportunities.
- 8.5 Support retention, expansion, and development of Minority, Women, and Small Business Enterprises (MWSBEs), small businesses, and micro businesses. Expand business corridor revitalization programs to align with the Future Place Type Map and prioritize investing in areas with a lack of access to economic opportunities

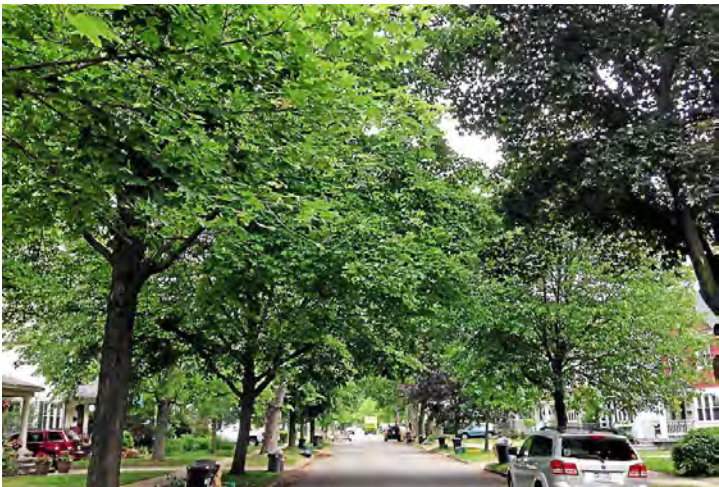
to attract desired uses and support existing businesses (applies to Regional Activity Center, Community Activity Center, Neighborhood Center, Campus, and Innovation Mixed Use).

- 8.6 Invest in youth training and paid employment programs that expose youth to education, entrepreneurship, and career pathways.

Strategic Partnerships

- 8.7 Continue leadership role in regional efforts to support economic development with further emphasis on defined roles and responsibilities for the City, regional partners, and the state. Focus City efforts on project based business attraction/retention opportunities within target industries, investments in place-based economic development efforts and partner with place-management organizations that implement them, support for Minority, Women, and Small Business Enterprises (MWSBEs), and support for workforce development efforts by providing resources and connecting training providers to residents and businesses.
- 8.8 Support and encourage the growth and creation of place-based economic development organizations that serve Activity Centers and employment areas. Encourage the use of funding tools (e.g. municipal service districts, business associations, business improvement districts) by these organizations.
- 8.9 Grow and promote the greater airport to support ③ their master planning efforts.

②



- ① Comment: Update Regional Activity Center areas to more recognizable geographies  
Action: Revised Big Idea to “East and West Charlotte” for clarity  
Source: Internal City Staff
- ② Comment: Goal 8: Add: Further define “areas with a lack of access to economic opportunities”  
Action: Updated “access to economic opportunities” to “Access to Employment Opportunities” to clarify the definition through the Equitable Growth Framework  
Source: Email, Community Member
- ③ Comment: Clarify policy to support the airport master plan and remove implication that industrial uses should be concentrated around the airport  
Action: Revised language to reference airport master planning and remove reference to industrial places - while we know that there’s a lot of industrial uses around the airport area due to location, it is not the intent of the Plan to only concentra industrial uses around the airport, Place Type mapping will help to determine the appropriate adjacencies and transitions to other uses  
Source: City Council

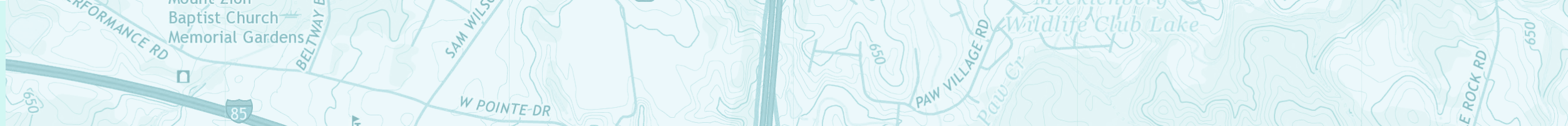


REVISIONS ON THIS PAGE

① Comment: Goal 8: Amend 8.17 to include support for “existing businesses” (as well as new) in providing fair wages and also add “worker protections”.



Action: Added suggested text to expand policy 8.17




Source: Email, Community Member



- 8.10 Support local and regional agencies and institutions (community colleges, job-training centers, service providers) on workforce training and employment opportunities, with a continuing focus on new and emerging types of careers (e.g. renewable energy).
- 8.11 Prioritize partnerships and funding for job training and workforce support service providers working in underserved areas and serving historically disadvantaged populations that do not have four-year degrees.

Other City Initiatives

- 8.12 Consider a district-wide parking program for older urban commercial districts to reduce costs and parking challenges for existing and new businesses.
- 8.13 Support initiatives that provide resources to build or rehabilitate retail spaces and other types of commercial spaces in business corridor revitalization areas and recruit and support tenants to these spaces in order to develop micro-economies.
- 8.14 Explore policies and programs, such as  Community Benefit Agreements, to support the development of new and retention of community assets and amenities (such as existing childcare facilities in or near major employment centers).
- 8.15 Develop strategies to protect high value production and distribution areas, including those with good access to the airport and rail facilities, from encroachment of incompatible land uses and redevelopment pressures, and identify existing production and distribution lands that are appropriate to convert to other uses (applies to Manufacturing and Logistics and Innovation Mixed-Use). (cross-reference: Goal 6)
- 8.16 Identify infrastructure needed to support  continued business expansion (applies to Regional Activity Center, Community Activity

- Center, Campus, General Industrial, and Light Industrial).
- 8.17 Ensure that City business recruitment initiatives focus on companies and industries that support key City policies such as providing a family sustaining wage  and worker protections, offering opportunities for career advancement, and removing criminal background information from job applications and provide support to retain existing businesses that meet these goals.
- 8.18 Encourage the development of new housing  opportunities within or near existing single-use commercial and office employment areas (applies to Regional Activity Center, Community Activity Center, Neighborhood Center, and Campus). (cross-reference: Goal 1)
- 8.19 Monitor the rate of capture of new jobs and  housing in Activity Centers to ensure these areas are capturing the desired mixture of uses.
- 8.20 Support the growth of jobs and provision of workforce support services to areas lacking access to employment opportunities. (cross-reference: Goal 1)
- 8.21 Create a green workforce development program which provides the skilled workers needed to meet the demand for new sustainable products, technologies, and services.
- 8.22 Identify ways to maintain and increase the production of food in Charlotte’s “foodshed” and food production industries by supporting career pathways, access to resources and customers, and improving the quality of employment opportunities for people involved in the region’s agricultural sector.
- 8.23 Through Transportation Demand Management (TDM) programs and other efforts, support employer-based transit subsidy, parking cash-out, and other incentives to provide improved multimodal job access. (cross-reference: Goal 5)





RECOMMENDED PROJECTS AND PROGRAMS

- 8.24 Map Place Types and associated zoning districts to ensure protection of production and distribution lands and reduce encroachment on valuable production and distribution lands by incompatible land uses.
- 8.25 Modify existing and create new programs to support the creation and growth of new and small businesses, including startup businesses, by providing support and assistance directly to businesses and increasing access to capital for new and small businesses.
- 8.26 Consider using green stormwater infrastructure (or other infrastructure) maintenance as a workforce development program.
- 8.27 Monitor reduction of jobs through automation. Work with Charlotte Mecklenburg Schools, K-12 education institutions, and workforce development partners to identify approaches to provide training in industry sectors that are losing jobs to automation.
- 8.28 Maintain and refine programs for tenant improvement assistance targeted in community corridors and Community Activity Center and Neighborhood Center Place Types. As an incentive to attract desired types of retailers, the City should establish a program that provides a subsidy for a portion of tenant improvement costs.
- 8.29 Consider comprehensive economic development programs, such as the *City of Boston Worker Cooperative Initiative* to expand worker ownership.
- 8.30 Develop employer-sponsored transit fare and other alternative mobility programs to provide improved job access.
- 8.31 Refine and potentially expand the *Opportunity Hiring Grants Program* (and/or similar efforts) to increase incentives and participation in the program based on project success. Consider expanding to provide incentives and opportunities for linking job/skill training initiatives.
- 8.32 Collaborate with non-profits and other providers to develop training and mentoring strategies to eliminate racial and cultural disparities in access to work opportunities.

①

②

③

CASE STUDY: MANY FLAVORS OF BIDS IN MILWAUKEE



The City of Milwaukee has taken an active role in supporting their Business Improvement Districts (BIDs) throughout the city to protect employment areas and cushion against economic downturns. Businesses, property owners and community members benefit from these BIDs, which improve, promote and revitalize neighborhoods and business and commercial areas, and ultimately, the broader community. Milwaukee has over 30 existing districts, including several that incorporate the City’s industrial areas. One noteworthy result from industrial-based BIDs is that the City has developed a evaluation matrix for industrial rezoning requests to ensure they do not impact high-value industrial lands.

Image source: 1) <https://milwaukeeinsider.com/brewer-game-shuttles/>  
2) <https://www.eventbrite.co.nz/d/wi--milwaukee/veterans-fair/>

CASE STUDY: TARGET GROWTH AREAS/VULNERABLE COMMUNITIES INCENTIVES

In 2018, Wake County North Carolina made changes to their Business Development Grant program to provide opportunities for use of incentives for businesses expanding or locating in targeted geographic areas. Targeted incentives for vulnerable communities are a critical tool for inclusive and equitable growth. The process of implementing these targeted incentives includes:

- A vulnerability index is used to designate areas of the county not benefiting from economic and population growth (based on poverty, quality of education, unemployment);
- A project that creates a minimum of 20 jobs that pay the Wake County living wage; and
- A minimum investment of \$2 million.

The incentive available is up 35% of new tax growth over a 5 year period. Wake County Economic Development created a new tier for the Business Development Grant for companies that locate meet these crieteria. The goal of this new incentive tier is to provide opportunities for low- to mid-skill jobs in areas that would benefit from this level of employment. Previously, incentive tiers for the Wake County Business Development Grant required wages between 100 to 200 percent of the county average whereas the proposed tier requires a living wage, which is below \$15.00 an hour.

- ① Typographical revision
- ② Comment: Goal 8: Add: Collaborate with cultural institutions and employment and training providers to create strategies to eliminate racial disparities in access to training and work opportunities.  
  
Action: Added suggested text as a recommended project/program  
  
Source: Email, Community Member
- ③ Comment: Goal 7. Same as Comments on Goal 4. In addition there needs to be intentional MENTORING, Engagement and Education of Communities of Color and Minority Owned businesses  
  
Action: Added text about training and mentoring, particularly in the context of racial and cultural disparities, as a recommended project/program  
  
Source: Email, Planning Commission



① Comment: replace with- “as an important part of the city’s character.”  
Action: Revised text as suggested  
Source: Internal City Staff



# GOAL 9: RETAIN OUR IDENTITY AND CHARM

Charlotte will retain the identity of existing neighborhoods by intentionally directing redevelopment, limiting displacement and cultivating community-driven placemaking that elevates the importance, quality and design of places.

## OBJECTIVES

- 9a) Increase the rate of restoration and adaptive reuse of existing structures originally built for commercial uses and reduce the rate of tear downs.
- 9b) Increase the number of publicly funded placemaking and art installations throughout the City, especially within older neighborhoods and areas with populations vulnerable to displacement.
- 9c) Reduce the speed and scale of older homes and existing trees being demolished and replaced with newer homes in existing neighborhoods, homes within historic districts, and homes within the Old Historic Route 4 Survey area.
- 9d) Reduce the number of residents experiencing involuntary displacement.
- 9e) Improve jobs-skills match in and near areas with residents who may be vulnerable to displacement.
- 9f) Preserve and improve the tree canopy in Charlotte as an important part of the city’s character. ①
- 9g) Increase the capture of new jobs within “work” Place Types proximate to neighborhoods with owners and tenants who may be vulnerable to displacement.
- 9h) Provide financial and technical support to small businesses in areas at high risk for commercial displacement.
- 9i) Increase the percentage of new jobs and households in Regional and Community Activity Centers.
- 9j) Increase the capture of new jobs within Regional, Community, and Neighborhood Centers adjacent to neighborhoods with owners and tenants who may be vulnerable to displacement.
- 9k) Identify, catalogue and understand the patterns of the character defining elements in neighborhoods and places that are uniquely Charlotte.
- 9l) Increase the number of historic districts that preserve a wide range of Charlotte’s diverse history and character.







BIG POLICY IDEAS

- Protect Naturally Occurring Cultural Districts (NOCs), especially in underserved neighborhoods, established neighborhood serving commercial areas, and ETODs
- Become a leader in neighborhood-influenced placemaking, public space, public art and other <sup>①</sup> cultural installations.

POLICIES

Regulatory Changes

- 9.1 Explore reduced parking requirements and shared parking to allow adaptive use of historic buildings and significant character areas.
- 9.2 Protect trees throughout the city during the development process, including infill projects. <sup>②</sup> <sup>③</sup>
- 9.3 Continue to coordinate historic preservation ordinances with the City’s fire code and building code.
- 9.4 Prioritize protection of neighborhoods highly vulnerable to displacement through the mapping of Place Types and associated zoning districts. <sup>P</sup>
- 9.5 Support adaptive reuse of historic structures through a variety of tools, such as tax abatement programs, revolving funds to support preservation, grant and education programs, incentives for energy efficiency, and tax credits for historic properties.
- 9.6 Explore implementation of “neighborhood character” overlay zoning in appropriate neighborhoods to reduce or mitigate changes to community character, while balancing needs to diversify the City’s housing stock.
- 9.7 Encourage preservation and adaptive reuse of existing structures through strategic flexibility of development regulations.

- 9.8 Promote the reuse and redevelopment of under-used surface parking lots to support the expansion and creation of local businesses.
- 9.9 Elevate public realm and architectural design standards to reflect the culture and history of the community in existing and new places.

Public Investments

- 9.10 Mitigate neighborhood-defined cultural displacement through support and incentives for local businesses, markets, and community amenities and funding to support artwork placed through the City’s Public Arts Program (enabled by the Public Art Ordinance) and the City’s Placemaking Program. <sup>④</sup> <sup>⑤</sup>
- 9.11 Within neighborhoods vulnerable to displacement, emphasize essential public amenities and facilities (transit stop facilities, local parks, public open space, bicycle facilities, sidewalks, share-used paths, street lighting, community centers, etc.) through capital improvement prioritization process and in coordination with the County.
- 9.12 Fully fund a proactive tree care program for public trees.

CASE STUDY: THE CHICAGO PRIZE

The Chicago Prize, an award established by The Pritzker Traubert Foundation (PTF), awarded \$10 million in grants to community-led initiatives that invest in the revitalization of neighborhoods and the retention of businesses and residents on the South and West Sides of Chicago. Improvements in both physical conditions and civic infrastructure are intended to increase the economic and social benefits for the community. The City works with the awardee group and Chicago’s neighborhoods to assist in implementation of proposed ideas.



REVISIONS ON THIS PAGE

- <sup>①</sup> Comment: Add the word “public space” before placemaking in the second bullet of the “Big Ideas”  
Action: Added “public space” as part of the list of elements in the Big Idea  
Source: Internal City Staff
- <sup>②</sup> Comment: Policy 9.2 - Change from parentheses to commas  
Language needs to be updated  
Action: Removed parentheses and simplified language, changed “all levels of development” to “the development process”  
Source: Internal City Staff
- <sup>③</sup> Comment: Policy 9.2 - “via revisions to Unified Development Ordinance.” Can we take this out?  
Action: Removed text as the role of the UDO is implied in “Regulatory Changes”  
Source: Internal City Staff
- <sup>④</sup> Comment: Add “farmer’s markets” to the next section [9.10 based on implementation section comment location]  
Action: Added general “markets” to the recommendation to encompass farmer’s markets, flea markets, art markets, etc  
Source: Email, Planning Commission
- <sup>⑤</sup> Comment: 9.10 add and the City’s Placemaking Program to end of sentence  
Action: Added suggested text.  
Source: Internal City Staff



REVISIONS ON THIS PAGE

- 1

Comment: Public Investment 9.13 - change “In CIP, continue to invest in the installation of planting strips that support large trees for the long term.” to “In CIP, continue to invest in the installation of planting strips that support large trees through maturity.”

Action: Changed “for the long term” to “through maturity” as suggested

Source: Internal City Staff
- 2

Comment: 9.15 leave this more general - develop a maintenance budget of artworks created through city funding, provide additional funding mechanisms

Action: Removed specifics and made additions as suggested

Source: Internal City Staff
- 3

Comment: We need a fund for the maintenance of placemaking and public space projects just as badly as we need one for public art.

Action: Added policy to establish a fund for public space maintenance

Source: Internal City Staff
- 4

Comment: 9.20 similar for large surface parking lots?

Action: Specified registries for vacant properties as well as large surface parking lots

Source: Email, City Council
- 5

Typographical revision
- 6

Comment: 9.24 Add - Formalize a process with neighborhoods and Meck. County to program existing and new public spaces with culturally appropriate activities.

Action: Added suggested text as separate policy under Strategic Partnerships

Source: Internal City Staff
- 4

Comment: In 9.27 clarify that this will be a single, compiled Preservation Plan

Action: Capitalized and made Preservation Plan singular, updated accompanying text

Source: Internal City Staff



- 9.13

In CIP, continue to invest in the installation of planting strips that support large trees through maturity. ①
- 9.14

Explore opportunities to support vulnerable neighborhoods such as weatherization and grant programs which enable low-income homeowners to remain in or move into homes and preserve historic structures, when feasible.
- 9.15

Develop a fund for the maintenance of artworks created through City funding, including the Charlotte-Mecklenburg Public Art Program, the Placemaking Fund, and Capital Improvement Projects by which title to the artworks is transferred to the City upon the project's completion and maintenance instructions are provided with the transfer of title; the artwork becomes a valuable City asset. ② ③
- 9.16

Develop a fund for the maintenance and programming of public spaces. ③
- 9.17

Continue and expand City and partner grant programs that support neighborhoods and other community organizations to undertake projects aimed at retaining local identity and charm and supporting capacity building of artists.

Strategic Partnerships

- 9.18

Educate community members and City staff (including inspection staff) about regulations and programs that support historic preservation.
- 9.19

Enhance support of neighborhood planning and engagement to develop “neighborhood stewardship ethos” in all neighborhoods by identifying and empowering residents to be community planners and neighborhood advocates.
- 9.20

Develop a formal process, such as through Neighborhood Improvement Districts, to support

neighborhoods and organizations seeking to improve and enhance neighborhoods and business districts; and provide technical support and guidance for capacity building.

- 9.21

Develop registries of vacant properties and large surface parking lots and work with property owners to evaluate and encourage beneficial reuse of sites. ④
- 9.22

Create a culture of developer-community collaboration through the encouragement or requirement of community benefit agreements.<sup>1</sup> ⌚
- 9.23

Through infrastructure investment and partnerships, invest in public art within neighborhoods and prioritize installations within vulnerable neighborhoods.
- 9.24

Formalize a toolbox for restoration and reuse of existing structures, prioritizing historic structures. ⑤
- 9.25

Formalize a process with neighborhoods and Mecklenburg County to program new and existing public spaces with culturally relevant activities. ⑥

Other City Initiatives

- 9.26

Encourage innovative urban design, placemaking, and preservation strategies along commercial and cultural corridors to maintain and enhance landscapes and public spaces.
- 9.27

Develop a Preservation Plan that identifies places, traditions, landscapes, and buildings that tell the full story of the City's history and outlines future direction for celebrating and enhancing the unique physical character, cultural values, and social identity of the City. ⑦

<sup>1</sup><https://vancouver.ca/people-programs/community-benefit-agreements.aspx>





- 9.28 Support public outreach efforts to notify residents of vulnerable neighborhoods of City programs of programs that help avoid displacement, such as aging-in-place programs.
- 9.29 Provide design guidance for infill and redevelopment projects in Charlotte’s historic neighborhoods and other cherished places.

RECOMMENDED PROJECTS AND PROGRAMS

- 9.30 Cultivate placemaking and local culture by continuing to fund the Placemaking Program and allocate 1% of capital project budgets for public art from local, regional, and national and <sup>①</sup> international artists.
- 9.31 Consider increasing the percentage of capital project budgets devoted to placemaking and public art to further support placemaking, development of public art installations and capacity building for local residents, designers and artists.
- 9.32 Develop a vacant properties registry and program to work with landowners to repurpose sites.
- 9.33 Develop a program to encourage the development of infill small-scale single-family and duplex residences that meet the City’s desired form requirements.
- 9.34 Develop a community design handbook to guide redevelopment of Charlotte’s cherished places that are not protected by a historic district designation and associated guidelines.

- 9.35 Develop a monitoring system to track redevelopment in historic areas and neighborhoods vulnerable to displacement.
- 9.36 Provide financial and technical support to small businesses in areas at high risk for commercial displacement.
- 9.37 Complete final survey of remaining five historic neighborhoods identified in Historic Route 4 Study.
- 9.38 Implement the maintenance recommendations for public art identified in the Art Conservation Report (produced in 2015 by RLA Art and Architecture Conservation) by funding maintenance of publicly-owned art installations.
- 9.39 Expand upon previous mapping efforts to develop a map of public and privately developed art throughout the City that is accessible to the public.
- 9.40 Expand technical assistance to residents who want to develop more detailed understanding and guidance in identifying assets, preserving and creating places, and documenting the character of their community.
- 9.41 Develop and support a low-income assistance program that would aid in tree preservation and care for trees on private property.

CASE STUDY: NATURALLY OCCURRING CULTURAL DISTRICTS IN NEW YORK CITY



New York City has been a leader in creating unique neighborhoods throughout its history, however keeping the individuality has been an important topic in recent discussions. With a commitment to keep its neighborhoods special as prices increase, Naturally Occurring Cultural Districts NY (NOCD-NY) were created as an alliance of artists, neighborhood leaders, activists, and policymakers committed to revitalizing New York City from the neighborhood up. Capitalizing on the vibrant culture that already exists in their communities, leaders are standing up for racial justice, environmental justice, immigrant rights, and economic justice to make their neighborhoods even better. The City helps facilitate workshops and focus groups, makes critical links to citywide plans and policies, and provides other tools and resources.

Image source: Getty Images

① Comment: delete international  
Action: Made suggested revision  
Source: Internal City Staff





## GOAL 10: FISCALLY RESPONSIBLE

Charlotte will align capital investments with the adopted growth strategy and ensure the benefits of public and private sector investments benefit all residents equitably and limit the public costs of accommodating growth.

### OBJECTIVES

10a) Increase the capture of new jobs and households in Activity Centers.

10b) Increase infrastructure investments (water/sewer replacement, street lighting, stormwater facilities, streetscaping, etc.) in existing urbanized areas planned for significant new development that are constrained by infrastructure capacity.

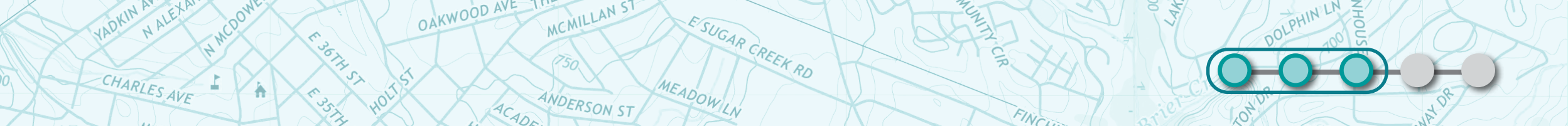
10c) Maintain or decrease the cost to serve residents per capita (e.g. costs to provide transportation, schools, parks, libraries, police, fire, etc.).

10d) Increase tax revenue generated per acre by new development.

10e) Increase capture of new development in areas with available service and infrastructure capacity (e.g. water/sewer, stormwater, transit etc.).







BIG POLICY IDEAS

- Direct at least half of public infrastructure spending over next 20 years to the most vulnerable communities, especially those within the Populations Vulnerable to Displacement Overlay. ①

POLICIES

- 10.1

Develop and maintain a process that ties the Community Improvement Program (CIP) and Bond Package projects to framework policies and objectives in the Charlotte Future 2040 Comprehensive Plan. Prioritize projects deemed to better support equitable community goals.
- 10.2

Empower neighborhoods and businesses districts to aid in the development of Capital Improvement Plan and Bond projects<sup>1</sup>.
- 10.3

Continue to evaluate the City’s annexation strategy to ensure alignment with the City’s fiscal objectives and feasibility to provide City services to the area/s for which one or more property owners is requesting annexation.
- 10.4

Utilize value capture and impact mitigation tools in high growth areas to ensure new development is adequately served.
- 10.5

Prioritize funding from a variety of mechanisms and tools for reinvestment in non-high growth areas.
- 10.6

Use fees and funding tools and evaluate other tools, such as Community Benefit Agreements to ensure new development
- 10.7

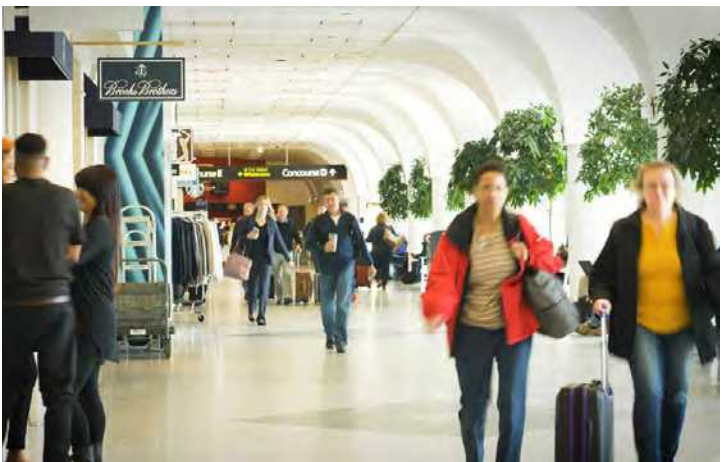
Encourage new development in areas identified as able to serve new residents and businesses.
- 10.8

Create a formalized and unified system for developing comprehensive forecasts of new development and notifications of land use changes for all utility and service providers to use to plan for future growth.
- 10.9

Educate City and County departments about the impact of land use decisions on ongoing operating costs when making investment decisions (e.g., for schools, minimum acreage requirements and locating close to neighborhoods to reduce transportation costs).
- 10.10

Develop programs to require that all costs of utility extension be fairly allocated to the development, to encourage efficient growth that minimizes utility extension costs (e.g. Charlotte Water).

<sup>1</sup><https://www.map-strategies.com/blog/2018/12/17/five-density-bonus-programs-in-chicago>



① Comment: I would consider Steele Creek, airport, South Blvd, and West/Wilkinson Blvd all vulnerable for different reasons. Clarity around who this Big Idea is targeted toward?

Action: Added reference to Vulnerability to Displacement Overlay to the Big Idea to add specificity on how to target this

Source: Email, City Council



- 1

Comment: Ensure that an economic impact analysis is completed prior to Plan implementation

Action: Added policy to ensure an economic impact analysis is performed

Source: City Council - full Council adopted recommendation

CASE STUDY: NEIGHBORHOOD OPPORTUNITY FUND IN CHICAGO



The City of Chicago created a new program through revisions to its Zoning Code in 2016. The program was created with the purpose of leveraging funds generated by new development in the central part of Chicago and redirecting these funds to support commercial corridors in undeserved neighborhoods. Chicago Neighborhood Opportunity Fund receives funds from Downtown development density bonus and redirects that money to development projects occurring in targeted areas on the west, southwest and south sides of Chicago for new construction or rehabilitation of commercial projects. Development projects in the downtown area can obtain density bonuses in exchange for voluntary payments into the Neighborhood Opportunity Fund. The funds are used to support projects in targeted commercial corridors in the City’s underserved neighborhoods. The program targets investment in commercial businesses with a focus on entrepreneurs of color. The program offers two grant types (small and large) for any projects located in the identify areas that meet the program criteria. The program is an example of communities can leverage investment and density in high growth areas (e.g. Uptown) into community benefits elsewhere in the community.

Image source: <https://www.trulia.com/n/il/chicago/south-chicago/83074/>

- 10.11

Partner with utility and service providers when developing small area plans to better estimate utility needs and guide land-use decision-making.
- 10.12

P

Analyze and plan for infrastructure and utility needs in areas identified as play Place Types (e.g., Regional and Community Activity Centers) or where additional infill and redevelopment will be encouraged.
- 10.13

Evaluate fiscal impacts of major changes in future place type designations and continue to assess fiscal impacts for all annexations.
- 10.14

Perform an economic impact analysis prior to the implementation phase of the Plan (see Volume 2 for more detail).

1

RECOMMENDED PROJECTS AND PROGRAMS

- 10.15

Continue to adjust annexation policy to respond to and account for long-term City revenue and service provision impacts.
- 10.16

Utilize a fiscal analysis tool and the Equitable Growth Framework to help inform decision-making related to large private developments.
- 10.17

Evaluate development regulations to ensure they encourage infill and redevelopment and adjust regulations to remove barriers or create incentives as needed.
- 10.18

Develop a revised Capital Improvement Plan (CIP) and bond project selection program that implements the Charlotte

Future 2040 Comprehensive Plan. Establish a multi-departmental and agency capital improvements committee to create a framework for tying the comprehensive plan to the CIP process and bond packages. Use this committee approach to evaluate and prioritize CIP projects that:

- Are developed using cross-departmental partnerships and address policy goals of multiple departments.
  - Address existing access to opportunities identified within the Equitable Growth Framework analysis.
  - Have outside funding through partnerships with public, private, and non-profit entities.
- P

Support desired Place Type changes identified in the Future Place Type Map and Community Area Plans.

- 10.19

P

Create a multi-departmental committee within the City and County that collectively develops growth forecasts and analyzes impacts of new development projects and Place Type changes.
- 10.20

P

Upon adoption of the plan, proactively reach out to and provide capacity to support City and County departments impacted by new development by providing information and planning support to help them incorporate Place Types into their planning process.









OUR CITY. OUR PLAN. OUR FUTURE.

