

**CITY OF GRAHAM  
SPECIAL SESSION  
TUESDAY, JUNE 30, 2015  
6:00 P.M.**

The City Council of the City of Graham met in special session at 6:00 p.m. on Tuesday, June 30, 2015, in the Conference Room of the Municipal Building located at 201 South Main Street.

**Council Members Present:**

Mayor Jerry Peterman  
Mayor Pro Tem Jimmy Linens  
Council Member Jim Albright  
Council Member Chip Turner  
Council Member Lee Kimrey

**Also Present:**

Frankie Maness, City Manager  
Darcy Sperry, City Clerk  
Nathan Page, City Planner  
Michael Leinwand, Special Projects Coordinator  
Tanner Cook, City of Graham Intern  
Roger Walden, Clarion Associates  
Tom Boney, The Alamance News  
Jay Ashley, The Times News

Mayor Jerry Peterman called the meeting to order and presided at 6:00 p.m.

City Manager Frankie Maness announced that City Planner Nathan Page has been named the City's new Planner. Mr. Maness also introduced Mr. Tanner Cook and advised that Mr. Cook will be interning with the City this summer.

Mr. Maness explained that Mr. Roger Walden of Clarion Associates had presented the new Graham 2035 Comprehensive Plan at a Public Hearing in April 2015. He reminded Council that the Public Hearing is a prerequisite to the formal adoption of the Plan. He further explained that it was the consensus of the Council in April to reconvene at some point in the future to discuss the plan in greater detail.

Mr. Page stated that the Planning Board has recommended adoption of the Plan and asked that a mailing be sent out to all property owners. He explained that at the time of the request, Special Projects Coordinator Michael Leinwand comprised a list of public notifications and events that have been sent, posted and/or held over the past several years.





## Growth Management Plan 2015 - 2035



### Important Events and Notifications

#### Notifications / Social Media

City Gram Newsletter inserted in Water Bills	<p><b>Fall 2013:</b> Newsletter mailed to approximately 5,405 (5,203 inside City, 202 outside City). "Graham is updating its comprehensive plan — the City of Graham Growth Management Plan 2000-2020. The GMP guides future growth and development in the city. The city uses this comprehensive plan to help make decisions about land use, transportation, utilities, public services and more. Stay informed and involved!" Receive updates by joining the email distribution list, liking the City of Graham Facebook Page, visiting the City of Graham Website, and contacting the City Planner.</p>
April 8, 2014 & November 17, 2014 Public Workshop Notices	<p><b>Spring 2014:</b> Newsletter mailed to approximately 5,373 (5,172 inside City, 201 outside City). Public Workshop advertised for April 8, 2014.</p> <p><b>Fall 2014:</b> Newsletter mailed to approximately 5,444 (5,242 inside City, 202 outside City). Public Workshop advertised for November 17, 2014.</p>
Alamance News April 8, 2014 Public Workshop Notice	<p><b>March 3, 2014:</b> Press Release for April 8, 2014 Public Workshop</p> <p><b>March 27, 2014:</b> News article stating, "The City of Graham is developing a new plan for the future and is housing a public workshop as a fun and interactive way to get input on the community's future", Workshop for April 8, 2014</p>
Alamance News November 17, 2014 Public Workshop Notice	<p><b>November 6, 2014:</b> Press Release published in Alamance News for November 17, 2014 Public Workshop</p> <p><b>November 13, 2014:</b> Press Release published in Alamance News for November 17, 2014 Public Workshop</p>
City of Graham Website	City of Graham Planning Department Website includes information about the Plan. There was a prominent button on the front page for "Help us plan our future" that provided a direct link to the MindMixer website.
City of Graham Facebook Page	1,557 Total Visitors, 7,532 Page Views
City of Graham MindMixer Page	103 Participants & over 1,000 unique visitors. With the support of the Community Transformation Grant, the City established a MindMixer site to serve as a platform for community input on the plan. Several local establishments generously donated goods to serve as rewards to encourage participation on the MindMixer site.
Alamance County Chamber of Commerce	The Plan was presented at the 2014 Leaders Retreat.
WBAG 1150 AM	The Plan was discussed during the radio show with Mayor Peterman and Planner Melissa Guilbeau.
Flyers	Flyers were continuously available and refilled in the City Hall lobby and in the Graham Library. During the Summer of 2013, flyers were distributed to all water bill customers. On April 2, 2014, flyers were emailed to every customer that received an E-Bill.
Water Department TV	The large monitor located in the Water Department where the general public pays their water bills illustrated information about the Plan.
Civic Clubs	City Planner Melissa Guilbeau spoke to the Rotary Club, Lions Club, and Women's Fire Auxiliary.
Children's Contest	Staff printed the contest flyer for each student at both South Graham Elementary School and North Graham Elementary School. It is our understanding the flyer was sent home in each child's backpack.

 <b>Growth Management Plan 2015 - 2035</b> 		
<b>Important Events and Notifications</b>		
<b>Important Dates</b>		
Date	Event	Description
July 23, 2013	Steering Committee Kick-Off Meeting	A Steering Committee of 19 individuals was formed. The role of the steering committee was to serve as an ambassador of the plan, provide oversight and guidance of the planning effort, review and comment on draft products, and determine the policies and strategies to be included in the plan. The steering committee met 11 times throughout the process.
July 25, 2013	Thursday at Seven	
August 8, 2013	Rotary Club	
August 12, 2013	Ladies' Auxiliary	
Summer 2013	Water Bill Flyer	Flyer describing the upcoming Plan process is distributed to all water customers.
Fall 2013	City GRAM	The CITY GRAM is distributed to all water customers inside and outside the Graham City Limits, which includes approximately 5,405 (5,203 inside City, 202 outside City). "Graham is updating its comprehensive plan — the City of Graham Growth Management Plan 2000-2020. The GMP guides future growth and development in the city. The city uses this comprehensive plan to help make decisions about land use, transportation, utilities, public services and more. Stay informed and involved!"
September 2013	Consultant RFP	The City issued a Request for Proposals with the intent to hire a consulting firm to prepare the new comprehensive plan. Proposals were due October 4 <sup>th</sup> . The City received 10 proposals, with fees ranging from \$49,950 to \$172,188. Staff reviewed and ranked the proposals, and chose the three highest-ranked to be invited to interview with the Steering Committee.
October 17, 2013	Steering Committee Meeting	The Steering Committee met with presentations and interviews of the three top-ranked consultants. Following the presentations, the Steering Committee discussed and voted Clarion Associates as their first choice consultant, with Renaissance Planning Group as their second.
November 26, 2013	Steering Committee Meeting	Melissa Guilbeau opened the meeting and had the Steering Committee and consultant team introduce themselves. Leigh Anne King of Clarion Associates then led a presentation to the committee providing an overview of comprehensive plans - what they are, how they are used, and how they differ from zoning.
January 27, 2014	Steering Committee Meeting	Recap and discussion from recent kickoff Steering Committee meeting. Objectives since last meeting, Next steps





## Growth Management Plan 2015 - 2035



### Important Events and Notifications

January and February 2014	Stakeholder Interviews	Over four days, Clarion interviewed 37 stakeholders, which included the following representatives, City of Graham Staff, local school principals and school boards, neighborhood activists, business owners, environmentalists, staff from surrounding jurisdictions, economic developers, Alamance Area Chamber of Commerce, local developers, health sector, pastor of local Hispanic Church, Housing Authority, United Way, and multiple community leaders. Based on these interviews, combined with review of data and existing plans and trends, the Planning Conditions Report was prepared.
February 19, 2014	Steering Committee Meeting	Highlights from Planning Conditions Report and Public Engagement Exercise
Spring 2014	City GRAM	The CITY GRAM is distributed to all water customers inside and outside the Graham City Limits, which includes approximately 5,373 (5,172 inside City, 201 outside City). Public Workshop advertised for April 8, 2014.
September 9, 2014	Steering Committee Meeting	Policy Direction Discussion and Review Draft of Future Land Use Map
March 3, 2014	Press Release	Press Release for April 8, 2014 Public Workshop
March 27, 2014	Steering Committee Meeting	Discussion of Final Planning Conditions Report and Future Workshop to be held on April 8, 2014.
March 27, 2014	Newspaper Article	Alamance News publishes article to advertise April 8, 2014 public workshop.
April 2, 2014	Flyer	Flyers were emailed to every customer that received an E-Bill.
April 8, 2014	Public Workshop	A public workshop was held on April 8, 2014 at the Graham Recreation Center. About 40 residents attended and provided input on the plan via small group discussion, sticky notes and interactive polling.
May 21, 2014	Steering Committee Meeting	Future of Graham Public Workshops Results and Future Land Use Alternatives (Scenario Testing)
July 23, 2014	Steering Committee Meeting	Future Growth Options in Graham
Summer 2014	Scenario Planning Exercise	Staff and Clarion conducted a scenario planning exercise. That exercise forecasted future population and commercial/industrial growth then described two different development scenarios – status quo and compact, nodal development – both based on the forecasted growth. The results of this exercise were presented in a Growth Options Report.
Fall 2014	City GRAM	The CITY GRAM is distributed to all water customers inside and outside the Graham City Limits, which includes approximately 5,444 (5,242 inside City, 202 outside City). Public Workshop advertised for November 17, 2014

 <b><i>Growth Management Plan 2015 - 2035</i></b> 		
<b>Important Events and Notifications</b>		
October 28, 2014	Steering Committee Meeting	Discussion and Review of Plan, Presentation and Review of Future Land Use Map, Discussion of Priority Areas, Review of Plan for Public Forum
November 6, 2014	Press Release	Press Release published in Alamance News for November 17, 2014 Public Workshop
November 13, 2014	Press Release	Press Release published in Alamance News for November 17, 2014 Public Workshop
November 17, 2014	Public Workshop	A second and final public workshop was held at the Graham Recreation Center. About 20 residents attended and provided input on the draft comprehensive plan, again using sticky notes and interactive polling.
November, 2014	Alamance County Chamber of Commerce	2014 Community Leaders Retreat
January 26, 2015	Steering Committee Meeting	Review of Final Draft Plan.
March 17, 2015	Graham Planning Board	The Graham Planning Board recommended approving the Growth Management Plan 2015-2035 with a recommendation Graham City Council notify all property owners affected by the Plan.
March 26	Newspaper Article	News article and editorial published in the Alamance News, summarizing the Planning Board meeting from March 17, 2015.
April 14, 2014	Graham City Council	Public Hearing, Graham City Council had some questions and comments so a future workshop was recommended.
June 30	Graham City Council	Workshop

Council Members expressed concern over the notifications by mail being in the bi-annual CityGram publication. They fear that while residents do receive those with their water bill, most may not read the CityGram. Mr. Maness indicated that there are over ten thousand (10,000) parcels in the City. He stated that while the cost would be significant, the time required by staff to put together and mail such a large number of letters is something the City cannot afford at this time. He went on to say that due to various projects going on at this time, staff just doesn't have time to do a mass mailing. After further discussion, Council by consensus decided that the City would post signs throughout the City advertising a Public Workshop and Public Hearing to be held on Tuesday, August 4, 2015 at 6:00 p.m. Mayor Peterman and Council Member Lee Kimrey, along with staff and members of the Graham 2035 Comprehensive Plan Steering Committee, will be in attendance to answer questions the public may have. Following this Public Workshop will be the regularly scheduled Council Meeting, which will include a Public Hearing on the Plan. Adoption of the new Plan is currently scheduled for September 1, 2015.

Mr. Roger Walden of Clarion Associates pointed out that a Zoning Map is by definition parcel by parcel. He went on to say that a Zoning Map is regulatory which defines what you can and cannot do on property. Mr. Walden advised that a Land Use Map is not regulatory and explained that its purpose is to serve as a policy guide to be used in contemplating future changes to zoning, capital improvements programming and how we are managing the City.

Mayor Peterman expressed concern over currently using the Comprehensive Plan in our motion format, therefore making it a legal reason for decisions. Mr. Walden explained that while State Statutes require Council to adopt a Statement of Consistency, it doesn't preclude you from taking a zoning action that doesn't conform to your Comprehensive Plan. Mr. Walden went on to say that Council, as an elected body, are a legislative body who can make legislative decisions. He stated that zoning is a legislative decision. He stated that elected bodies are given great latitude in State Law to make a legislative decision about how a property should be zoned.

Mr. Tom Boney of the Alamance News asked if there has ever been a time where a decision was passed which was not consistent with the Growth Management Plan. Mr. Maness said there have been times when that has occurred.

Council Member Kimrey showed support for the Plan's call for an annual "check-up" to look at growth throughout the City so that Council on an annual basis can make changes to the Growth Management Plan as Council sees fit. Mr. Leinwand pointed out that in addition to the annual reviews, the Plan calls for review every five (5) years at which time significant updates may possibly be made.

Council Members asked for clarification from Mr. Walden as to the proposed Mixed Use Residential areas on the Draft Future Land Use Map. Mr. Walden stated that there were a couple of factors that played into certain areas being proposed as Mixed Use Residential. One factor was transportation. The areas seem to have good transportation accessibility and a walkable community that has a good mix of single family and multifamily homes. Council Member Kimrey expressed concern that the proposed Mixed Use Residential Zone would blanket the Old Fields Subdivision. Mr. Page stated that there are multiple apartment and townhome complexes listed in the current Planned Urban Development (PUD) for Old Fields as well as some commercial development along Cherry Lane.

Mr. Maness pointed out that the Riverwalk and Challenge Subdivisions are examples of what would be considered Mixed Use Residential. He stated that the golf course at the Challenge would be non-residential as well as a community clubhouse. Mr. Maness asked Council to look at how Graham has grown. He stated that Graham has grown in what could be determined as the most inefficient way. He went on to say that that works for about twenty (20) to thirty (30) years, but eventually the "rent" will come due on your sidewalks, curbs, gutters and streets. He noted that we are already starting to see that. He stated that now we have the opportunity to look at the City from a bird's eye view and make a decision on how the City will grow, in the most efficient way possible, over the next twenty (20) years. Mr. Maness pointed out that the growth Graham has seen in the last few decades has been primarily low density residential. He stated that he is pleased to see industry projects coming to and looking to come to Graham. His belief is industry and in-fill projects is how we should be growing Graham for the future.

He advised that we do not have to expand the footprint of our City for in-fill projects. Mr. Maness cautioned Council that when tailoring our Zoning and Future Land Use Maps, we don't zone out a particular use.

Council Members discussed the language used in the proposed Plan with Mr. Walden. Mr. Walden said that based on the April meeting, he changed the name of the property formerly known as the Alamance Interstate Corridor Development Zone (AICDZ) to the North Carolina Commerce Park (NCCP). He also explained that he went through the Plan and anytime there was reference to support for regional transit, he left that in the Plan. He went on to say that he removed anytime there was talk in the Plan of reconfiguring Graham's land use patterns for transit support. He also said that in the action plans, he removed reference for vigorously and aggressively pursuing trying to get fixed route transit in the City.

Mr. Walden noted that at the April meeting, the Council had expressed concern over the use of the word "require" in the Plan. He said he has not made any changes to that in the Plan. Council Member Kimrey suggested that Council could decide to use the word "encourage" in place of "required" when referenced in the Plan. In addition, Council Member Kimrey asked about the use of the word "should" throughout the Plan. Mr. Walden said that he has seen other municipality's use the word "accommodate" or "encourage" in place of "should". Council Members were in support of both suggestions.

Council also recommended changing the Draft Future Land Use Map by identifying only the area south of the Little Alamance Creek as Rural Residential. Mallard Creek Subdivision will be the only exception and will remain Suburban Residential.

Based on Council's recommendation, Mr. Walden will make the above changes in language throughout the Plan as well as redefining the Rural Residential area on the Draft Future Land Use Map. He stated that he will have a revised copy of the Plan back to Staff next week for review.

At 8:04 p.m. Council Member Chip Turner made a motion to adjourn, seconded by Council Member Jim Albright. All voted in favor of the motion.

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Darcy Sperry, City Clerk