



**TOWN OF HARRISBURG, NORTH CAROLINA
HARRISBURG TOWN HALL
PLANNING AND ZONING BOARD MEETING**

**August 19, 2025
6:00 PM**

AGENDA

1. CALL TO ORDER

A. PUBLIC ACCESS TO LIVE MEETING VIA YOUTUBE

Harrisburg Town Hall's Council Chambers will be open for the public to attend the meeting in person. The public has the option to watch the meeting virtually via the YouTube platform using the link below or attend in person.

All persons wishing to address the Board for public comment or speak to a specific agenda item must do so in person.

<https://www.youtube.com/@HarrisburgNC/streams>

B. AGENDA ADOPTION

C. SPECIAL PRESENTATIONS - None

D. PUBLIC COMMENT - Anyone wishing to address the Board may do so during the Public Comment section. Please state your name and address for the record, be courteous and do not repeat what has already been said. Please keep your comments about the subject and not personal in nature.

2. CONSENT AGENDA

A. Adopt Minutes from the July 15, 2025 meeting

3. OLD BUSINESS - NONE

4. NEW BUSINESS - NONE

5. STAFF UPDATES/INFORMATION

A. Harrisburg Strategic Comprehensive Plan - Update

B. Harrisburg Development Map Update

6. ADJOURNMENT

Vision Statement

Harrisburg will be a distinctive, family-focused community where memories are made.

Mission Statement

Together, we enhance our quality of life by collaborating, planning, and investing to create our community of choice.



TOWN OF HARRISBURG

Agenda Item Details

Title:

Adopt Minutes from the July 15, 2025 meeting

Presenting Personnel:

Carly Bedgood, Planning Support Specialist

Suggested Motion or Action:

Motion to approve the minutes of the July 15, 2025 Planning and Zoning Board meeting, as presented.

Description/Background:

See attached for the draft of the July 15, 2025 minutes.

Recommendation:

Adopt minutes as presented

Fiscal Impact:

None

Attachments:

1. PZ MINS JULY 15 2025
2. 7-15-2025 Newmember Orientation

**TOWN OF HARRISBURG, NORTH CAROLINA
PLANNING & ZONING BOARD MEETING
TUESDAY, JULY 15, 2025
6:00 PM**

MINUTES

PRESENT: Bill Leake, Jessica Fava, Faith Silva, Jeremiah Norberg, Robbie Furr, Eeswar Chamarthi (arrived at 6:11pm)

ABSENT: Suzi Schoonmaker, O’Hentrice Love

STAFF: Zac Gordon, Planning Director, Shelley DeHart, Assistant Planning Director, Carly Bedgood, Planning Technician

1. CALL TO ORDER

Due to the board not having a quorum, agenda item A. Swear in New and Reappointed Board Members under New Business, will be moved up to the beginning of the meeting. Newly appointed board member and reappointed board members Leake, Fava, Silva, Furr were sworn in by the Planning Technician.

B. SPECIAL PRESENTATIONS- None

C. AGENDA ADOPTION

Bill Leake made a motion to adopt the amended agenda with a second by Jeremiah Norberg. **The motion passed 5-0.**

D. PUBLIC COMMENT- None

*Newly appointed board member Eeswar Chamarthi arrived at the meeting at 6:11pm.

2. CONSENT AGENDA

Consideration of Approval of minutes from May 20, 2025, meeting.

Robbie Furr made a motion to approve minutes with a second from Jessica Fava. **The motion passed 5-0.**

3. OLD BUSINESS – None

4. NEW BUSIENSS-

A. Swear in New and Reappointed Board Members

Item was moved up due to no quorum. The following members were sworn in at the beginning of the meeting:

Re-appointments:

- Bill Leake

**TOWN OF HARRISBURG, NORTH CAROLINA
PLANNING & ZONING BOARD MEETING MINUTES
July 15, 2025**

- Faith Silva
- Jessica Fava

New Appointments:

- Robbie Furr

B. Elect Chairperson and Vice Chairperson

Faith Silva made a motion to nominate Bill Leake for Chair and Jessica Fava for Vice Chair with a second by Robbie Furr.

The motion passed 5-0.

C. Planning Staff will provide the Board with an overview of the Planning and Zoning Board Rules of Procedure and Board member duties.

Planning Director, Zac Gordon, gave a PPT presentation (see attached), which provided an overview of the PZB role, Rules of Procedure, Board composition, annexations, the Harrisburg Area Land Use Plan (HALUP) and Unified Development Ordinance (UDO). Zac noted that the UDO will be the primary regulatory document used by the Planning Board in its review of development proposals, text amendments and long-range plans. Zac explained that the Planning & Zoning Board is required to review these requests and to make recommendations to the Town Council on whether to approve or deny a request. He also referenced the Harrisburg Area Land Use Plan (HALUP), which will provide guidance to the Board on future land use in Harrisburg, Cases considered by the board will include rezonings, new subdivisions, and text amendments, along with land use/small area plans.

5. STAFF UPDATES/INFORMATION

6. ADJOURNMENT

MOTION: There being no further business; Robbie Furr made a motion to adjourn, with a second from Faith Silva. **The motion passed 5-0.**

*Newly appointed Board member Eeswar Chamarthi was sworn in by the Planning Board Secretary, Carly Bedgood.

Adopted on the 18th of August 2025

Bill Leake, Chairperson

Carly Bedgood, Secretary

Planning & Zoning Board

July 15, 2025



Agenda

- Call to Order
- Special Presentation - None
- Agenda Adoption
- Public Comment
- Consent Agenda
 - Minutes from May 20,2025
- Swear in New and Re-appointed Board Members
- Elect Chairperson and Vice Chairperson
- Training

Welcome

- Planning 101 Overview
- Supporting Documents
 - Annual Calendars
 - Board Rosters
 - Rules of Procedures
 - Power point – Resource page
- Staff's Role
 - Secretary to Boards – Carly Bedgood
 - Planners
 - Zac Gordon, Planning Director
 - Shelley DeHart – Assistant Planning Director

Rules of Procedure

Rules of Procedures - Required by state law and adopted by Town Council

- **Outlines:**

- **Membership of the Board**
- **Terms -**
- **Regular Meeting Calendar – 3rd Tuesday of each month at 6:00 pm.**
- **Procedures: New Appointments; Agenda Packet; Meeting operations; Motions;**
- **Duties: Chairman, Vice Chairman and Board members**
- **Quorum – Minimum of 4**
- **Duty to vote**
 - **Any member that is present and does not vote – inaction will be counted as supporting (vote) of the motion on the floor.**
- **Conflict of Interest**

ROLE OF THE PLANNING BOARD

- **GS 160D-604:** Towns must have a Planning Board before you can exercise zoning authority
 - Also need to have a Land Use Plan-GS160D-501
- **GS 160D-604**
 - All Zoning Ordinance Amendments (text or map) must go before the Planning Board for review
 - Have 30 days to make a recommendation
 - If not, request moves to Town Council without a recommendation

COMPOSITION OF PLANNING BOARD

- GS 160D-301– Must have at least 3 members (5-7 normal)
 - Some have Alternate Members – Not Harrisburg
 - There must be proportional membership from the ETJ on the Planning Board (and BOA)
 - ETJ member Appointed by Cabarrus County Board of Commissioners, not Town Council

ROLE OF THE PLANNING BOARD 160D-301(b)

- Generally serves as Advisor to Town Council
 - Rezoning
 - Subdivisions
 - Text Amendments
 - Land Use Plans/Small Area Plans
- Can Be Designated as Decision-making body for Rezoning
 - Planning Board USED to have the ability to approve rezoning - very rare in NC

Training – Planning Board

ROLE OF THE PLANNING BOARD

- Reviews cases and makes recommendations to the elected officials
 - Generally considered to be technical in scope
 - PZ evaluates the details, Town Council looks at more of the “big picture”



Training – Planning Board

ROLE OF THE PLANNING BOARD

- When making land use decisions, should take into account
 - Current Land Use
 - Future Land Use
 - Other Plans (Parks and Rec, Greenway, etc.)
 - Availability of Utilities
 - Thoroughfare Plans
- Town Council Also Considers...
 - Is it good for the community in the Long Run?
 - Citizen Concerns
 - TC is accountable to electorate

Training – Types of Decisions

TYPES OF DECISIONS - LEGISLATIVE

- Made by the Town Council
 - Advised by the Planning Board
- All Rezoning, Major Subdivision Approvals, and Text Amendments
- Simple Majority Vote
- Conditions can only be placed on Conditional Zoning requests
 - Mutual Agreement

Training – ACRONYMS

WHAT ABOUT ALL THESE OTHER ACRONYMS?

- ETJ
- UDO
- HALUP



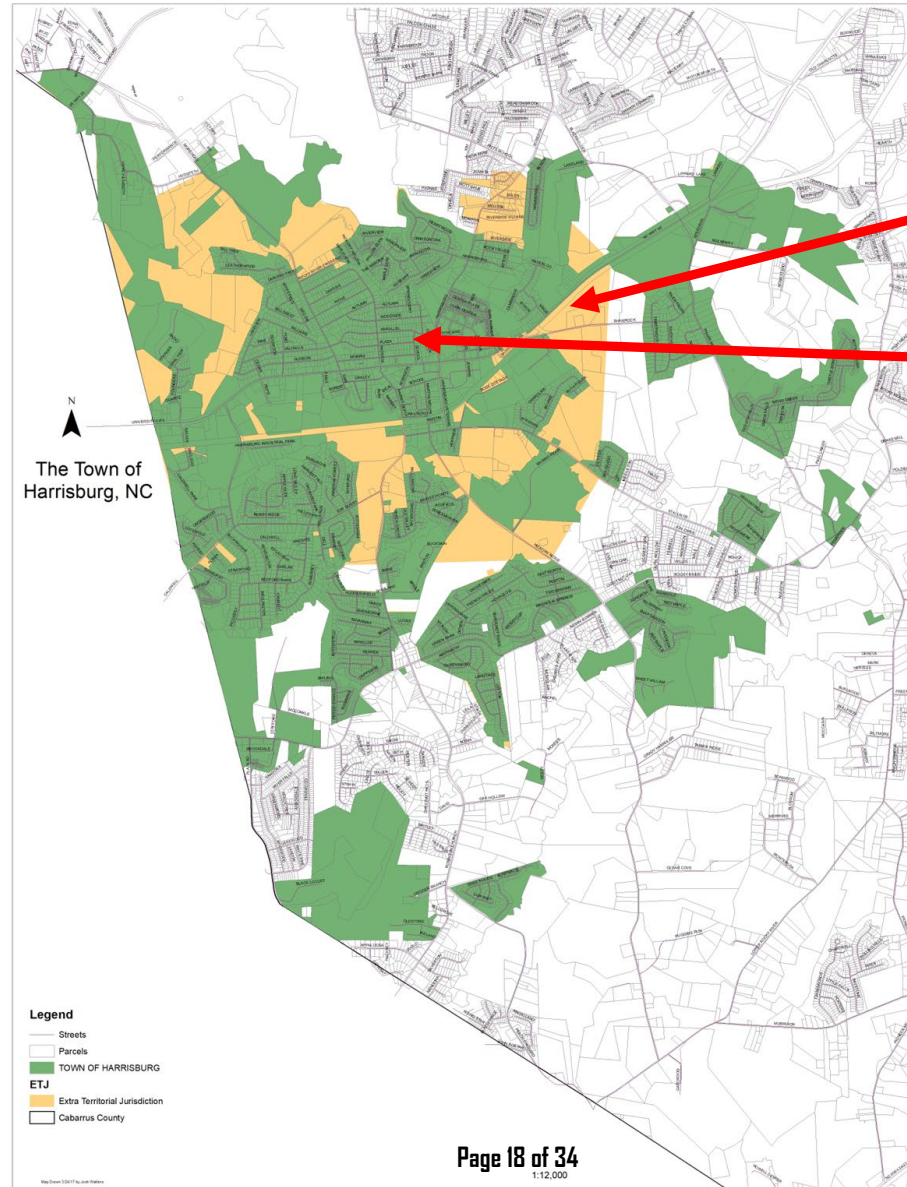
Training – ETJ

WHAT IS AN ETJ?

- Extra-territorial Jurisdiction
 - Areas outside of Town Limits that Harrisburg has zoning authority over
 - GS 160D-202 allows towns to have ETJ up to 1 MILE from town limits
 - Expansions of ETJ must be approved by Cabarrus County and State
 - Annexation does not automatically expand ETJ



Training – ETJ

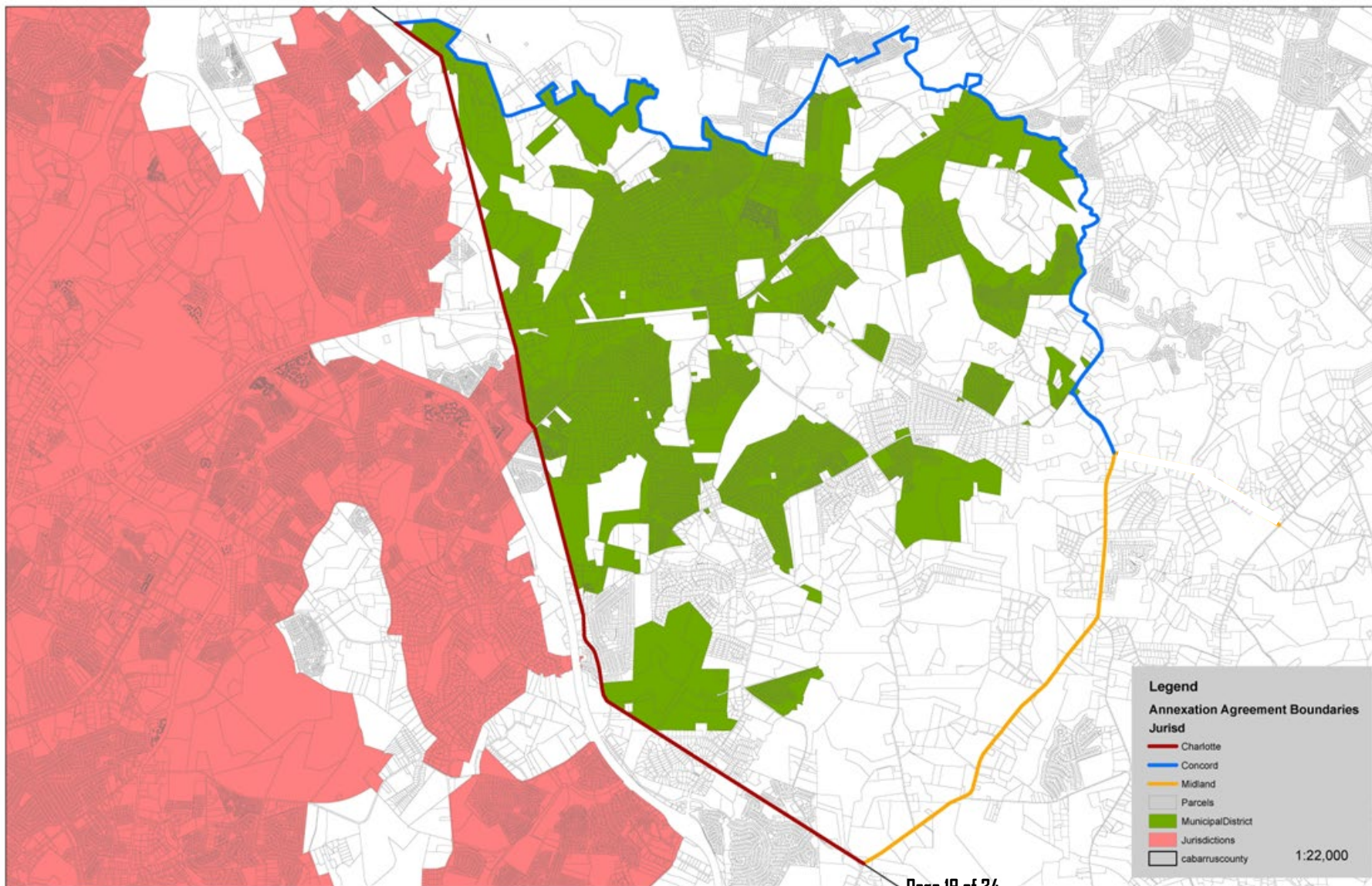


ETJ

Town Limits

Training – Annexation Boundaries

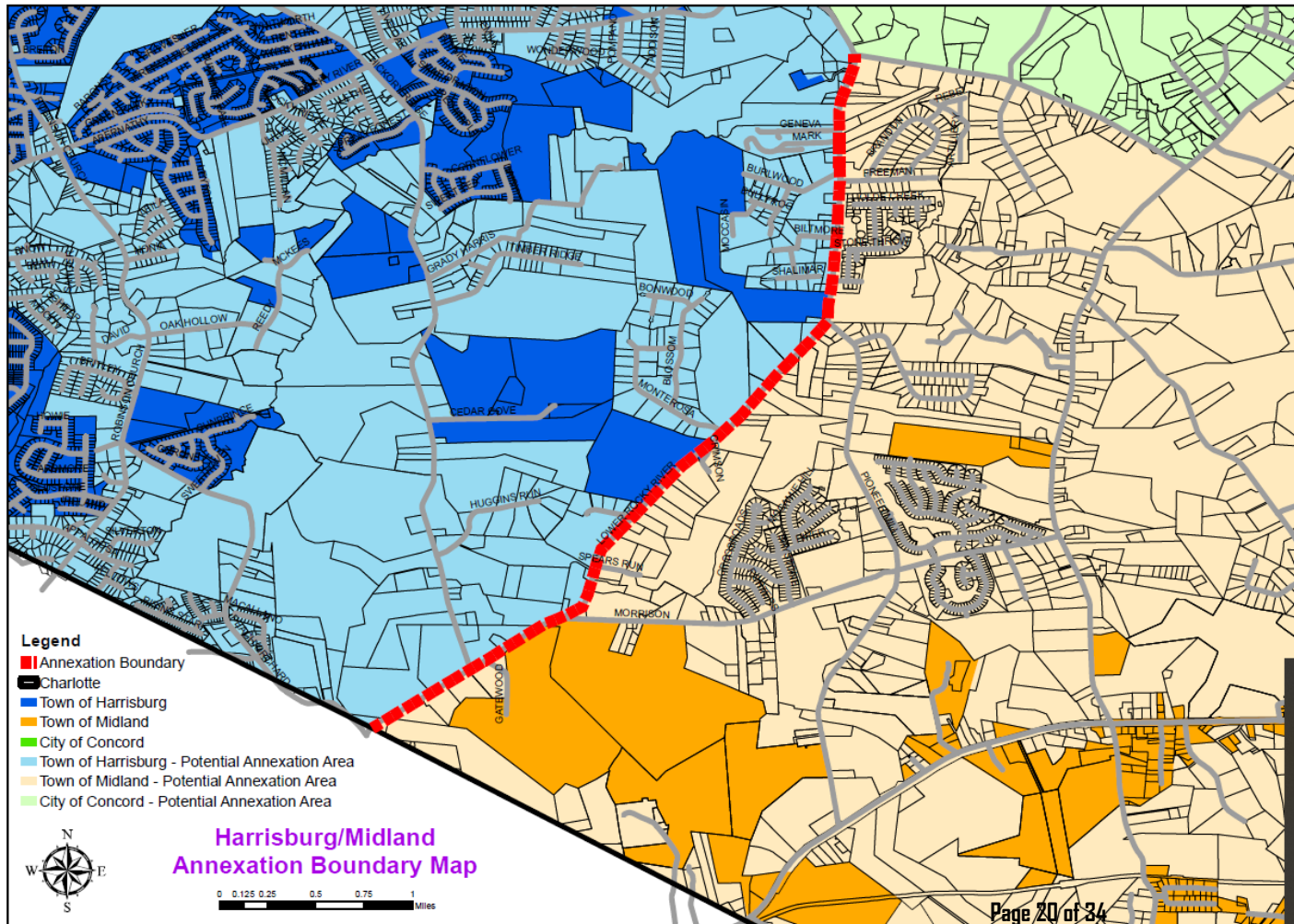
Annexation Boundary



Training – Annexation Boundaries

Annexation Boundary between Harrisburg and Midland

Exhibit A



- Current Annexation Agreement with Midland expires July 2024
- Proposed extension of Agreement until July 2034

WHAT IS THE UDO?

- **Unified Development Ordinance**
 - Unifies many ordinances into One Document
 - Subdivision, Zoning (Uses, dimensional requirements), parking, landscaping, Flood Damage Prevention, Watershed Protection
 - If it has to do with Development, it should be in the UDO
 - EXCEPTIONS – Fire Code, Storm Water
 - These are in the Town Code
 - Every UDO is different

WHAT IS THE UDO?

- **Unified Development Ordinance**
 - Zoning – what uses can go where?
 - Generally - separates residential, commercial, and industrial uses – traditional zoning
 - Mixed Use – Town Center, Farmington
 - Intentionally mixed areas
 - Also dictates minimum lot sizes, sign requirements, minimum parking requirements, etc.

WHAT IS UDO?

- **Unified Development Ordinance**

- Subdivision

- Minor – Less than 5 lots with no new roads

- Administrative

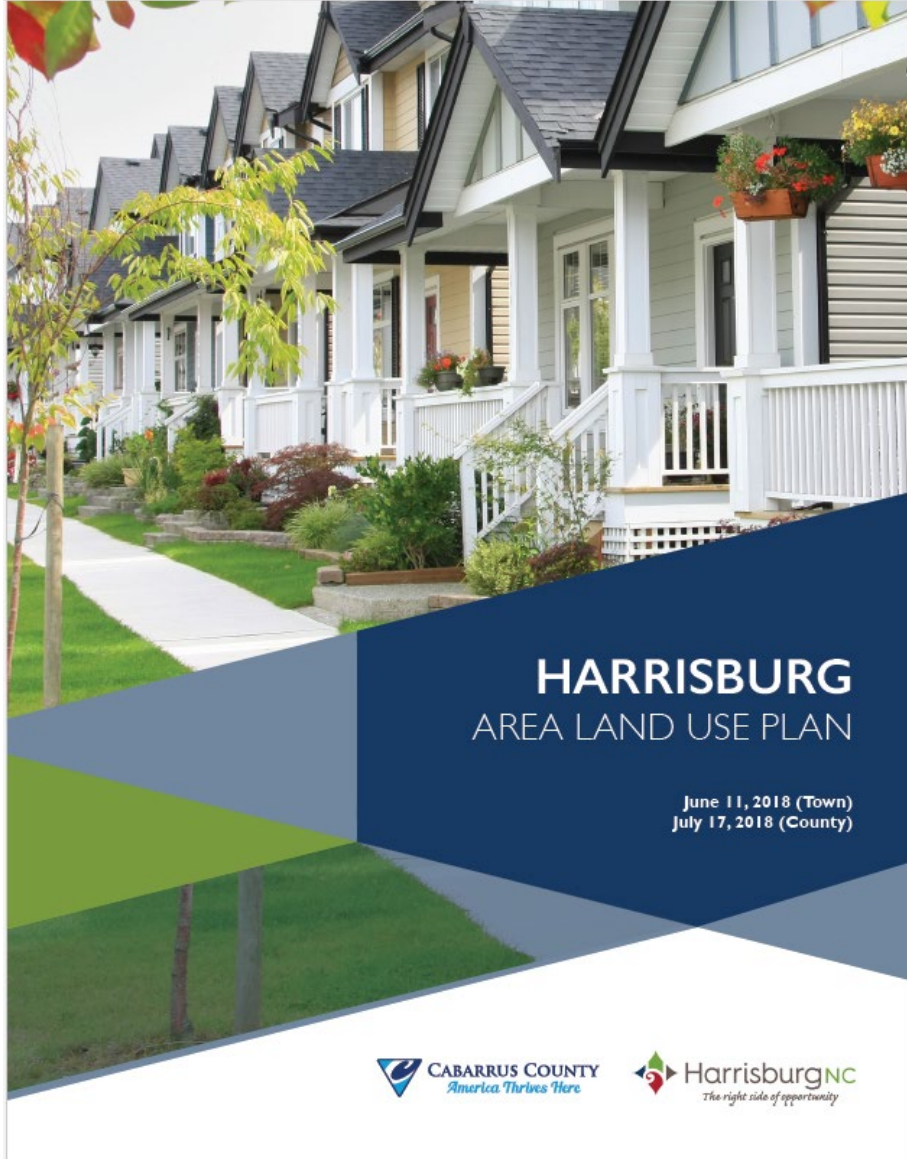
- Major – 5 or more lots or new roads

- Legislative – PZ – TC

- Preliminary Plat – Shows layout that will be built

- Final Plat – shows the layout as it actually is constructed

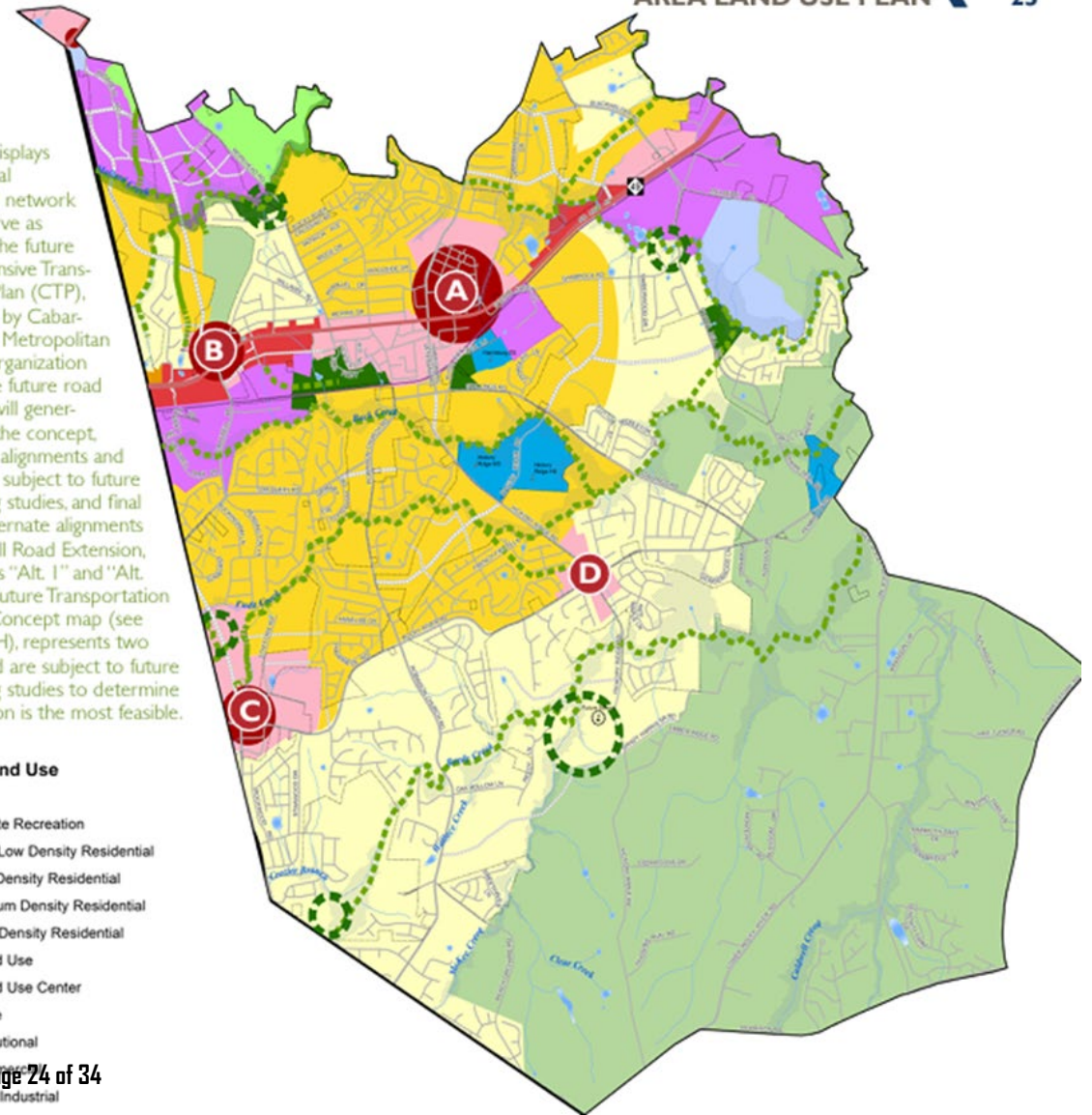
Training – HALUP



This map displays a conceptual future road network and will serve as input into the future Comprehensive Transportation Plan (CTP), maintained by Cabarrus-Rowan Metropolitan Planning Organization (MPO). The future road alignment will generally follow the concept, exact road alignments and designs are subject to future engineering studies, and final designs. Alternate alignments for Caldwell Road Extension, identified as "Alt. 1" and "Alt. 2" on the Future Transportation Network Concept map (see Appendix H), represents two options and are subject to future engineering studies to determine which option is the most feasible.

Future Land Use

- Park
- Private Recreation
- Very Low Density Residential
- Low Density Residential
- Medium Density Residential
- High Density Residential
- Mixed Use
- Mixed Use Center
- Office
- Institutional
- Commercial
- Light Industrial



FUTURE LAND USE

The following descriptions are descriptive, not prescriptive, and indicate the general types of land uses desired in each category on the future land use map.



Rural ← → Urban



PARKS

Various types of passive and active parks and other recreation facilities may be accommodated in all land use categories. Where depicted on the Future Land Use Map, Park areas may be developed as community-serving facilities, such as public greenways, neighborhood or community parks.



PRIVATE RECREATION

This area is intended to include indoor and outdoor recreation facilities that are suited to sites with adequate road infrastructure. Indoor sports arenas, family-oriented entertainment, and special-use outdoor venues are examples of the types of uses that may comprise these areas.



VERY LOW DENSITY RESIDENTIAL

This area is intended to remain predominantly rural while allowing residential uses at very low densities. Conservation design is a common subdivision approach if utilities are available, allowing smaller lots in exchange for more open space. Architecture is sensitively integrated, avoiding valuable natural features. Gross densities are less than one unit per acre for conventional subdivisions, and up to two if conservation design standards are met. Some business uses typically located in rural areas, such as small engine repair, may be appropriate provided such uses adhere to performance standards to minimize potential impacts to surrounding uses.



LOW DENSITY RESIDENTIAL

This area is characterized by low- to moderate-density residential development (up to 3 dwelling units per acre). Single-family detached homes are complemented by natural areas as well as formal and informal open space amenities. Conservation design, which includes more open space in exchange for smaller minimum lot sizes, may be recommended in locations with sensitive natural resources.



MEDIUM DENSITY RESIDENTIAL

This area is comprised of predominantly single-family detached homes but may include attached single family units, such as townhomes and duplexes. The mix of housing types are intended to create neighborhoods with a density range of 3 to 4 dwelling units per acre. Improved open spaces are interspersed and the streetscape is more formal.



HIGH DENSITY RESIDENTIAL

This area is intended to accommodate a variety of age groups and lifestyle preferences. Attached single family and multi-family units are intended for areas where access to the transportation network is high. Density ranges from 4 to 15 dwelling units per acre.



MIXED USE

This area encourages the blending of complementary commercial, office and a mix of residential housing types. These areas typically offer a horizontal mix of uses where changes in use occur between adjacent buildings. Buildings are typically one and two stories. Designed to facilitate access via walking and biking, mixed-use areas should be located near potential commercial and mixed use nodes where access via the road network, sidewalks, greenways, and/or future transit is feasible.



MIXED USE NODE

These areas are intended to be centers of activity that include a mix of retail, restaurant, service, and office uses in addition to a variety of residential housing types. The mix of uses can be horizontal as well as vertical where a change in use can occur between floors of the same building. Buildings of two stories and above are common, and connected streets include short block lengths and pedestrian facilities. Open space is integrated in the form of plazas and greens.



OFFICE

These areas include a mix of professional offices, flex space and supporting commercial uses.



INSTITUTIONAL

These areas include schools, churches, hospitals, campus style development and government uses.



COMMERCIAL

These areas are comprised of local-serving retailers, restaurants, professional offices, and service uses. Such uses may be vertically mixed in multi-story buildings. All such uses should be located along major corridors and concentrated at key intersections.



LIGHT INDUSTRIAL

These areas are intended to be light industrial, office, and multi-tenant flex space. This area promotes the concentration of employment-generating uses in an area with desirable access to highways (I-485 via NC-49). Limitations on use should serve to mitigate negative impacts on residential development, such as traffic congestion, noise, and light pollution.

Training – HALUP

WHAT IS THE HALUP?

- **Harrisburg Area Land Use Plan**

- Joint County/Town Land Use Plan

- Many Parts

- Current Conditions

- Community Aspirations

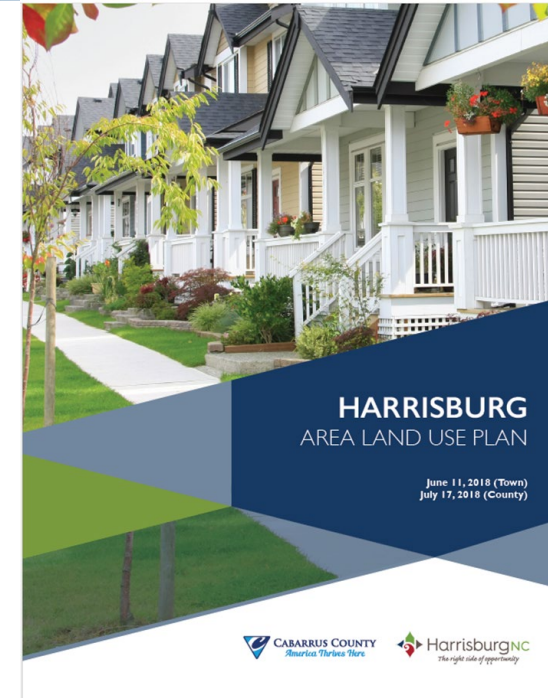
- What does Harrisburg want to be when it grows up?

- Goals and Implementation

- How do we make that dream come true?

- Future Land Use Map

- Advises decision making in approving rezonings and subdivisions



Training – WHAT ELSE?

WHAT ELSE?

- Staff Role
- Town Attorney
- Conflicts of Interest
- Open Meetings

WHAT DOES PLANNING AND ZONING STAFF DO?

- Administrative Duties
 - Review minor site plans, issue permits, investigate violations of development ordinances
 - Answer questions from citizens, PZ/BOA, Town Council, Developers, Real Estate Agents, Land Prospectors, Media Outlets
 - Work with other departments to ensure all sides are being considered
 - Development affects fire, police, water/sewer, even finance
 - Prepare and process development requests
 - Interpret UDO and HALUP

WHAT DOES THE TOWN ATTORNEY DO?

- **Advises PZ/BOA and TC**
 - ALWAYS have one if a QUASI-JUDICIAL decision is being made
 - Attorney will advise on legality of matters, especially procedural issues
 - Attorney also prepares the Consistency Statement for rezonings
 - NCGS requires a Consistency Statement
 - Attorney will NOT tell you how to vote!
 - Attorney also advises on matters relating to Conflicts of Interest

Training – CONFLICT OF INTEREST

CONFLICTS OF INTEREST - LEGISLATIVE

- **NCGS 160D-109 (b)**
 - *“An {appointed board – P & Z} shall not vote/make a recommendation on any legislative decision where the **outcome** of the matter ... is reasonably **likely** to have a **direct, substantial, and readily identifiable financial impact** on the member.”*
 - *An **appointed board member shall not vote on any zoning amendment if the landowner of the property subject to a rezoning petition or the applicant for a text amendment is a person with whom the member has a close familial, business, or other associational relationship.***
 - **When in doubt, better safe than sorry!**

Training – OPEN MEETINGS

OPEN MEETINGS

- **NCGS 143-318.9-18**

- *Public Decisions regarding Land Use should be made in a formal environment, with adequate public notification and out in the open*
- All “official” meetings are subject to the law
- An official meeting occurs whenever a majority of members meet (in person or by some electronic means) to:
 - Conduct a hearing
 - Deliberate
 - Take action; or
 - Otherwise Transact Public Business

Important Resources

- **Harrisburg Area Land Use Plan**
- <https://www.harrisburgnc.org/DocumentCenter/View/2972/Harrisburg-Area-Land-Use-Plan-PDF>
- **Unified Development Ordinance – UDO**
- <https://www.harrisburgnc.org/615/Unified-Development-Ordinance-Adopted-8->
- **Harrisburg Transportation Plan**
- https://www.harrisburgnc.org/DocumentCenter/View/3590/HarrisburgCTP_October-2020_Pages?bidId=

Important Resources

UNC SCHOOL OF GOVERNMENT

About Public Officials Topics Courses Publications Blogs Resources Giving Knapp Library MPA Degree ?

Resources | Legal Summaries

Development Agreements

David W. Owens
April, 2014
Legislative summary(ies)

Beginning with California in 1979 and Hawaii in 1985, a number of states enacted statutes that expressly authorize cities and counties to enter into formal contractual agreements with landowners that lock in existing local ordinances affecting a project for an extended period. Among the states with these statutes—several of which are substantially similar—are Arizona, California, Colorado, Florida, Hawaii, Idaho, Louisiana, Maryland, Nevada, New Jersey, Oregon, South Carolina, Texas, Virginia, and Washington.[1] Apparently the actual use of these statutory authorizations varies widely among the states, from widespread application in California to rare use in Hawaii.

Summary:

Development Agreements

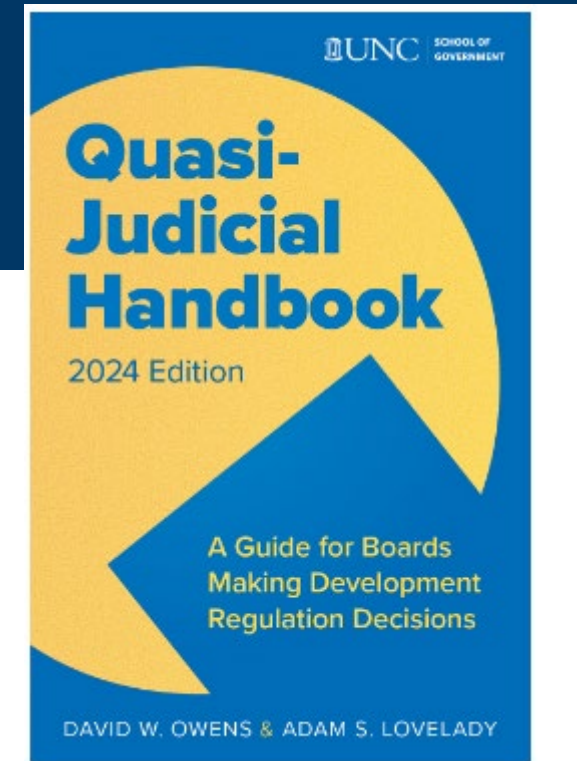
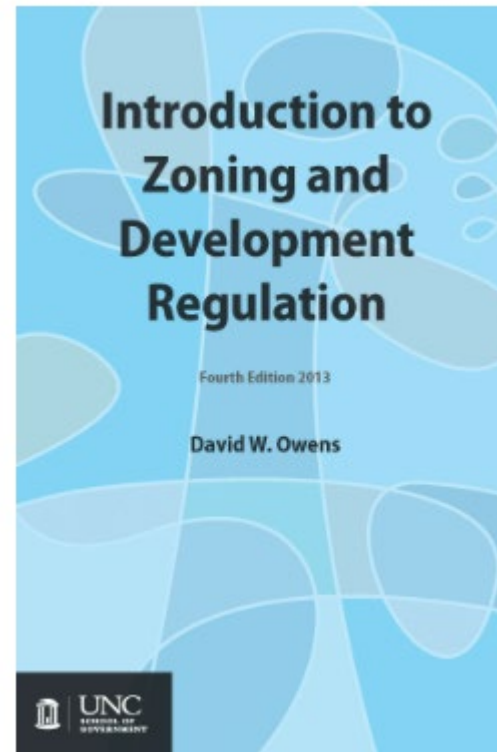
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April 2014

For the purposes of this discussion, "development agreements" refer to the contracts that vest rights to develop a specific project for an extended period of time subject to the terms and conditions specified in the agreement.[2] The principal legal concern has been whether an agreement that fixes the current local development regulations in place for an extended period of time unlawfully bargains away the police power or impermissibly restricts the discretion of future elected boards to amend the ordinances. Courts have reasoned that these agreements do not do so but, rather, that they vest rights in the existing regulations applicable to a specific parcel to the mutual benefit of the landowner and the public.

In 2005 the General Assembly added authorization for these agreements to the North Carolina statutes. The development agreement provisions are codified at G.S. 160A-400.20 through 160A-400.32 for cities and G.S. 153A-349.1 through 153A-349.13 for counties.
[3]



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Thank You

Questions?