

**MINUTES OF  
JOINT INTERLOCAL COMMITTEE MEETING**

Tuesday, July 8, 2019

McSwain Extension Education and Agriculture Center Auditorium –  
2420 Tramway Road, Sanford, NC

The Sanford City Council, Lee County Board of Commissioners and Broadway Town Council held a Joint Interlocal Committee meeting on Tuesday, July 8, 2020, at 11:00 a.m. in the Auditorium of the McSwain Extension Education and Agriculture Center, 2420 Tramway Road, Sanford, North Carolina. The following people were present:

City:

Mayor T. Chet Mann  
Mayor Pro Tem Rebecca Wyhof Salmon  
Council Member Sam Gaskins  
City Manager Hal Hegwer

County:

Lee County Commissioner Chair Amy Dalrymple  
Lee County Commissioner Cameron Sharpe  
Lee County Manager John Crumpton

Broadway:

Mayor Donald Andrews  
Town Manager Eddie Thomas

Others Present:

City Mayor Pro Tem Byron Buckels  
City Attorney Susan Patterson  
City Financial Services Director Beth Kelly  
City Management Analyst Holly Marosites  
Deputy City Clerk Vicki Cannady  
Lee County Asst. Manager/Finance Director Lisa Minter  
Lee County Attorney Whitney Parrish  
Lee County Clerk to the Board Jennifer Gamble  
Community Development Director Marshall Downey  
SAGA Executive Director Michael Smith

Amy Dalrymple, Chair of the Lee County Board of Commissioners, called the meeting to order.

**Plans for Horton Park and Temple Ball Field**

Dr. John Crumpton shared an update on the County park bond funded projects. Renovations are complete at Lett Park in Broadway. Bids on Phase I, which includes Horton Park, O.T. Sloan Park, Temple Park and Kiwanis Children's Park, are due before July 20 and they hope to award contracts in August. Tennis courts will be relocated at Kiwanis Children's Park and O.T. Sloan Park and playground equipment at Kiwanis Children's Park will be upgraded. The basketball court at Horton Park will be redone, along with preliminary work to remove the pool, analyze park equipment and parking lot. Two softball fields will be removed at Temple Park to create more open space for soccer and football and basketball courts will be included in Phase One if funds are available. Depending on available funding, Phase II will include a small splashpad at Horton Park and the sports complex, if approved by voters in November: a resolution requesting the Board of Elections to include the referendum for the sports complex on the ballot is on the agenda for the Commissioners' July 20 meeting.

Mayor Mann thanked the County for their work on parks, especially Temple Park, which is located in East Sanford, an area Council is working to revitalize. Investors have expressed interest and updating the park would have a positive impact on the area's image. He referenced a study done by the UNC School of Government showing that East Sanford is growing faster than other areas of the city and

stated that many residents don't want to move, contributing to its low vacancy rate. Mayor Pro Tem Buckels suggested that removing the pool at Horton Park would disappoint area residents and requested a timeline for improvements. He noted that Brick Capital may be constructing more housing in the area and encouraged the County to make tangible plans for more amenities. Dr. Crumpton stated that work has been done in the last two years on the bathrooms, shelter and building and they will analyze funding when bids on Phase I are received. Chair Amy Dalrymple commented that all parks in the system need work but unfortunately, the only one that has had substantial work since the 2008 recession was San-Lee Park, which required reconstruction after a fire several years ago.

Economic uncertainty and recent job losses related to the COVID-19 pandemic were discussed and Dr. Crumpton noted that people expect more of government during times of struggle. Mr. Buckels commented that the City and County both received more funding from the Alcoholic Beverage Control board than was expected and suggested those funds be considered for park improvements. Ms. Dalrymple requested that park plans be shared with City and Broadway staff and requested suggestions on how to improve communication with residents. She suggested that Lee County Government Relations Coordinator Jamie Brown share information when bids are received and more information is available on how the County plans to move forward. Suggestions were made to perhaps hold small "National Night Out" style events where renderings and information on timelines could be presented and to use social media.

#### **Homelessness Initiative (Exhibit A)**

Mayor Mann acknowledged that the City and County operate differently but because our County is so small and intertwined, homelessness affects everyone. The Sanford H3 Housing Connect initiative ("S3") has made an impact but because of the COVID-19 pandemic and the ad valorem property tax distribution method, the City lacks adequate funding, even with assistance from the State (through Representative John Sauls). S3 has helped create an emergency center and went from high-barrier to a low-barrier shelter for men and women. A fundraiser planned as a sponsored dinner was cancelled due to the pandemic and done "virtually", raising more than \$30,000 but the City still needs help with the \$82,000 budgeted. The Bread of Life Ministry is helping with a day center but they have nearly exhausted all funds and are facing a \$39,000 shortfall. He suggested some of the revenue the County received from the Alcoholic Beverage Control board could be used. The County would benefit directly since many of the homeless who spend the day at the County Library would have another option and it would ease the burden on social services and the school system. Mayor Mann noted that his "Open for Business" agenda emphasizes the success seen by the City, County, Broadway and private sector working together to solve problems and achieve economic success. He urged County officials to reconsider funding \$40,000 (about one-half) of the \$82,000 budget (attached hereto as Exhibit A) and agreed to forward financial information to the County. He also commented that many in our area who are considered "homeless" are actually citizens who work at low-wage jobs and often lack transportation or relatively small rent and utility deposits, rather than being chronically homeless. Case managers with Johnston-Lee-Harnett Community Action work to find grants and help individuals develop skills to resolve these issues. The County provided printed information on their programs, which is attached hereto as Exhibit A-2.

Mayor Mann also commented on the lack of programs and facilities for area youth (aged 16 to 22) and requested input from County representatives. Mayor Pro Tem Buckels stated that the City has discussed having programs for late nights. Chair Dalrymple confirmed that she and Dr. Crumpton had discussed this and would like to consult with Boys and Girls Club Manager Daniel Simmons. She was recently involved with a Boys and Girls Club "Youth of the Year" event and four of the five finalists stated that the club's youth center changed their lives; three of the five talked about how important it was for older youth to be separated from younger kids. Staff has reached out to Tim Sherman, the

architect for the Hales Armory Center, a site proposed for a youth center, to analyze plans to update bathrooms, remove bleachers, remove the large front doors and rear bays, and turn the gym into a multi-purpose area. She also noted that this project is on her short list for Alcoholic Beverage Control revenue and suggested it would be a good time for renovations with the current lack of group programming. Commissioner Sharpe also expressed support for a youth center. Council Member Salmon stated that she had spoken with area youth who expressed an interest in helping shape a youth center and suggested they be included in discussions going forward about who would use a center and how it would be used. Chair Dalrymple suggested that the McSwain Center auditorium seemed to work well with social distancing precautions and encouraged everyone to reach out to youth and community leaders involved with youth who serve or could serve as mentors. Mayor Mann suggested that a panel be assembled within the next 30 days to provide feedback and updated renderings for the Hales Center be requested from the architect. Chair Dalrymple agreed to research and coordinate meeting dates and times in the next month.

### **Land Use Planning and Unified Development Ordinance (UDO) Updates (Exhibit B)**

Community Development Director Marshall Downey reviewed the attached Exhibit B, staff observations and client concerns from the first year of the *PlanSanLee* Land Use Plan (“LUP”) and spoke about updating the Unified Development Ordinance (“UDO”), one of the key recommendations that came out of the LUP. He reminded everyone that the goal for the LUP is for it not to serve as a “snapshot” in time but as a “living” document, to reflect what we want to see in our community as policies and zoning standards evolve. Staff is concerned about the trend of new subdivisions being located in designated “growth areas” just outside current city limits, on private septic tank systems with little or no amenities. These subdivisions do not meet expressed goals and if this pattern is repeated on a larger scale, the City’s ability to expand through smart growth – with the planned expansion of public water and sewer services – could be severely crippled; however, the county plays a huge role in dictating smart growth.

Regarding areas that may need to be tightened, Mr. Downey explained that staff could provide stronger recommendations for development in growth areas just outside the city limits and encourage developments with fewer amenities in more rural areas. Mayor Mann suggested that we may regret allowing these types of developments in the future since it will be much less efficient to provide water and sewer services; he also noted that he is receiving more calls regarding development in Broadway recently. Dr. Crumpton noted that having a small extraterritorial jurisdiction area also presents issues. Mr. Downey reminded everyone that the intent was the higher density developments would also provide higher quality and more amenities but without rules in place, this is problematic. He suggested that a new place type, “Rural-Suburban Neighborhood”, for areas on the rural/suburban fringe and revise the “Suburban Neighborhood” place type from four to seven units per acre to three to seven units per acre and establish building standards so developers are aware of expectations. With increased activity along the Highway 1 corridor, Mr. Downey commented on the need to update the LUP actions around its intersection with Colon Road, the site of the proposed Galvin’s Ridge residential subdivision. This site is currently shown as “Industrial Center” and the Bharat Forge industrial facility on Colon Road is currently shown as “Suburban neighborhood”, with the area surrounding it anticipated to include even more industrial uses. He also suggested that Highway 421 may see additional growth, particularly if plans proceed on the proposed Cumnock Village development.

Mr. Downey reminded everyone that the LUP, adopted in 2018, serves as a master plan to guide growth and density but the next challenge is updating our UDO to reflect the desires and expectations of the plan. Council approved funding to begin these revisions and staff had begun to work with an experienced consultant on the first round of UDO updates regarding the need for regulations and standards for residential subdivisions around the time the COVID-19 pandemic struck. He reviewed four

of the local challenges, market demand, entry level vs. signature neighborhoods, amenities, and “conditional” zoning – used when there are inadequate design standards – which is time-consuming for both developers and staff. Meetings (in February) and teleconferences (since the pandemic began) have been held, staff has begun working with developers, the consultant has met with planning staff to discuss the initial draft, and key points have been revamped. Some of the preliminary revisions suggested are replacing R-20 zoning with “Rural-Suburban Neighborhood” (to allow two units per acre of single-family detached residential); replacing R-12 and R-14 with “Suburban Neighborhood” (to allow three units per acre); and updating the Traditional Neighborhood Overlay District to replace conditional zoning and clearly define design standards (sidewalks, open space, etc.). These standards would be subject to legislative action and Council would be aware of all clearly defined standards and expectations and would reduce the problem of all three boards (City, County, Broadway) having to approve subdivisions individually as “conditional zoning.” Mayor Mann commented that the LUP is the blueprint and the UDO provides detailed requirements.

As this process moves forward, Mr. Downey explained that Planning staff would take the matter to the Technical Review Committee, then to a steering committee comprised of staff and members of the City’s Joint Planning Commission (Mayor Mann, Council Member Charles Taylor, Chairman of the Sanford Planning Board) to work with the consultant to guide changes. Formal adoption would include review by the Joint Planning Committee and to all three jurisdictions for public hearings and adoption. Multi-family and commercial development standards will be addressed in Phase II (funded by the City and County) after Phase I residential standards are established, and future phases will address infill, signage and industrial development. Mr. Downey also explained that state statutes regarding planning and development regulations have been reorganized into a new Chapter 160-D to consolidate what was previously separate City and County statutes and several ordinances, are now obsolete. Staff has worked with City Attorney Patterson and County Attorney Parrish to coordinate updating the UDO with help from a third-party prior to July 1, 2021, the date this new law becomes effective. He hopes Phase I standards for new residential subdivisions is complete by fall or winter of this year and explained that he and his staff were open for recommendations. Mayor Mann commented that new businesses will bring a need for new housing and a blueprint and details will definitely be needed. Mayor Pro Tem Buckels commented that we must have all components in place when new growth arrives.

A brief lunch recess was taken from 12:30 p.m. until 12:45 p.m.

### **Code Enforcement**

Broadway Mayor Donald Andrews explained that his staff needs assistance on code enforcement issues in Broadway. They have considered hiring a third-party and he questioned whether the joint City/County Code Enforcement Department could provide any assistance. City Manager Hegwer stated that he has no problem helping Broadway but the current staffing level would not provide adequate manpower. He noted that the department engaged a third-party provider in the past year to help with case overloads and while they had limited success, they were good on small issues. Dr. Crumpton explained that unlike the City, the County has no nuisance ordinance (for overgrown grass, abandoned vehicles, etc.) and without it, there is nothing to enforce. Previous discussions were held but without overwhelming interest, no action was taken. Mayor Andrews commented that his office can handle simple issues like overgrown grass and abandoned vehicles but not complex issues such as minimum housing violations. Chair Dalrymple questioned whether they have considered hiring a retiree interested in a part-time position but Mayor Andrews responded that they were not in a position to hire anyone right now, so issues are just being delayed. Ms. Dalrymple agreed that her board would consider the issue and Mayor Mann commented that it would be a natural evolution to piggyback on the established Code Enforcement department. Council Member Gaskins stated that consideration should be given to

share a position based on the number of hours worked on behalf of each entity and that someone familiar with the area is needed.

**COVID-19 Update (Exhibit C)**

County Manager Dr. John Crumpton explained that he would provide the report on behalf of County Health Director Heath Cain who is working on COVID-19 testing. He reviewed the attached Exhibit C, a report dated July 4 showing that Lee County has had 861 cases through that date and eight deaths attributed to COVID-19. Of these cases, 636 have recovered and 55 percent are female and 45 percent are male. Four testing events have been held and about 1,400 tests have been completed. He noted that case spikes are likely the result of mass testing events and that 35 percent of cases were positive at one of these events. Since Lee County has been deemed as one of nine “hot spots” in the state, additional testing has funded by the CARES Act.

Regarding County services, Dr. Crumpton explained that the O.T. Sloan pool opened on June 2 with a limit of 50 swimmers at any given time and prohibitions on bathroom usage. About 45 participants enrolled in water aerobics classes and the Parks and Recreation Department is offering half-day camps at San-Lee Park. The Lee County Government Center Offices are open with the Department of Social Services and Health Department taking appointments from 8 a.m. through 5 p.m. daily and the Tax Offices open from 12 – 4 daily. Renovations will soon begin in the tax office and staff will likely be relocated to the Commissioners Chambers on the lower level. Library staff is providing pick-up service and the Elections Office and Enrichment Center remain closed to the public.

Dr. Crumpton stated that another COVID-19 testing event was scheduled for July 28. Chair Dalrymple questioned whether an event could be done at East Lee Middle School or Broadway (since other events were held at Deep River School, Central Carolina Hospital and the Civic Center) and Dr. Crumpton agreed to pass that suggestion along to Director Cain. Mayor Mann expressed frustration with the lack of testing and mass gatherings, particularly those with no social distancing and little mask-wearing, and questioned how enforcement could be increased. Dr. Crumpton responded that issuing citations is likely the only recourse unless business owners want violators arrested for trespassing. Mayor Mann commented that education and personal responsibility are both keys in reducing the spread and suggested that business and property owners who allow mass gatherings be fined and called on everyone to help reduce violations since one case can close a business for weeks. Council Member Gaskins noted that our community has been fortunate to have a death rate of about one percent, compared to an average of about 4.3 percent in the United States and 4.5 to 4.7 percent worldwide. While about 95 percent of cases are not severe, it is a serious illness. Dr. Crumpton added that numbers must begin trending down or it will be difficult for schools to reopen as normal this fall.

Regarding funding received from the CARES Act, approximately \$300,000 was allocated for small business grants and 19 applications have been received to date. With a deadline of July 17, he encouraged everyone to spread the word to interested parties. The goal was to fund \$7,500 to 40 small businesses with a requirement that the business be owned by Lee County residents; however, a request may be made to the Commissioners to waive this request if there aren't too many applicants. Expenses can be claimed for expenses related to COVID-19 from March 1 through December 31. The Commissioners may consider grants to non-profit agencies as well. There have been some requests from groups associated with homelessness for cleaning and safety supplies related to COVID-19, which would allow them to use their funds for their causes. Mayor Mann stressed the importance of keeping employees safe so that workers can provide essential services (fire, law enforcement, trash pickup, etc.). Chair Dalrymple commented that many workers have been able to work remotely and that has reduced risk. Dr. Crumpton noted that it will make planned renovations easier and productivity levels have

remained high. He added that the US has avoided other global pandemics until now and we should all remain vigilant.

**Interlocal Government Operations and Projects**

County Manager Dr. John Crumpton cautioned everyone not to become complacent of all the efficient interlocal partnerships, including the Raleigh Executive Jetport (still referred to by many as the Sanford/Lee County Airport), Community Development, Geographic Information Systems, and 911-Emergency Services. The “one-stop shop” and the Sanford Area Growth Alliance, all located at the Buggy Company Building, are also an indication of collaboration and cooperation not seen in other areas of government. Mayor Mann thanked everyone for their efforts and encouraged everyone to read the “Open for Business” catalog that gave background and detail on collaborative efforts in Lee County. He stated that we have leveraged our small size of three governmental agencies to work together to build community rather than prioritizing geographical borders.

**Other Business (Exhibit D)**

Michael Smith, Sanford Area Growth Alliance CEO, shared copies of “Business North Carolina” (attached hereto as Exhibit D) magazine and informed everyone that Sanford and/or Lee County were referenced five times: the ad was planned but the other were for top economic and job announcements last year. We had four of the top 25 economic development projects and three of the top ten by investment amount. He suggested that even in this uncertain time, we are well positioned for the future, agreed that the key to this success is collaboration and encouraged everyone to continue working together.

Council Member Salmon commented that it was great to have representatives from Broadway, Lee County and Sanford together and suggested doing it more frequently.

Financial Services Director Beth Kelly informed everyone that due to Governor Cooper’s moratorium on utility cutoffs and late fees through the end of July, about 1,500 utility accounts were outstanding as of July 7, with a balance of about \$150,000. Broadway Mayor Andrews stated that no payments had been made on about 40 accounts since March.

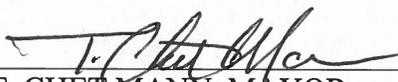
Chair Dalrymple confirmed that she would investigate dates the McSwain Center auditorium is available to help coordinate a meeting on using the Hales Center as a Youth Center. Dr. Crumpton will contact the architect to request updated plans and they will begin the process of analyzing costs.

**Adjournment**

Chair Dalrymple adjourned the meeting at 2:00 p.m.

**ALL EXHIBITS CONTAINED HEREIN ARE HEREBY INCORPORATED BY REFERENCE AND MADE A PART OF THESE MINUTES.**

Respectfully Submitted,

  
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T. CHET MANN, MAYOR

ATTEST:

  
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VICKI R. CANNADY, DEPUTY CITY CLERK