



# Town of Carrboro

Town Hall  
301 W. Main St.  
Carrboro, NC 27510

## Meeting Agenda Board of Aldermen



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Tuesday, January 14, 2014

7:30 PM

Board Chambers - Room 110

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- A. **REQUESTS FROM VISITORS AND SPEAKERS FROM THE FLOOR**
- B. **RESOLUTIONS, PROCLAMATIONS, AND ACKNOWLEDGEMENTS**
- C. **CONSENT AGENDA**

- 1. **14-0009** Approval of Previous Meeting Minutes
- 2. **13-0513** Certification of Carrboro Fire-Rescue Department Roster

**PURPOSE:** To satisfy North Carolina General Statute 58-86-25, which requires all certified fire departments to annually submit a complete roster of its qualified fire personnel to the North Carolina Firemen's Pension Fund. The roster must be signed by a representative of the Department's governing body.

**Attachments:** FD Roster Resolution 1-14.doc  
2013 FD Certification Roster.pdf

- 3. **14-0006** Approval of Donation of Surplus Property to Nonprofit Organizations Pursuant to NCGS 160A-280

**PURPOSE:** The purpose of this item is for the Board of Aldermen to consider donation of surplus property to nonprofit organizations, pursuant to NCGS §160A-280.

**Attachments:** Resolution Approving Conveyance of Property To Nonprofit.docx  
Notice.docx

- 4. **14-0010** An Ordinance Amending the Town Code Pertaining to Membership on the Greenways Commission

**PURPOSE:** The purpose of this item is to delete reference to liaison members being appointed to the Greenways Commission from the Planning Board, Recreation and Parks Commission, Environmental Advisory Board, and Transportation Advisory Board and to decrease the number of members required for a meeting of the Greenways Commission.

**Attachments:** LUO amendment on Greenways Commission quorum 11-25-13.docx

5. **14-0011** Proposed format and details for the upcoming Parking Summit Jan. 31, 2014

PURPOSE: The purpose is to update the Board on staff's direction in developing a parking summit.

Attachments: Parkin Summit Announcement

**D. OTHER MATTERS**

1. **14-0004** Durham-Orange Light Rail Transit Project Update

PURPOSE: The purpose of this item is for the Board of Aldermen to receive a status report on the progress of the Durham-Orange Light Rail Transit project.

Attachments: DOLRT-handout-printable-4-sheets

2. **14-0005** Carrboro Tourism Development Authority Proposed Budget FY 2013-14

PURPOSE: The purpose of this agenda item is to update and take comments from the Board of Aldermen on the proposed FY 2013-14 CTDA Budget.

Attachments: CTDA Proposed Budget 12-02-2013

3. **14-0002** Discussion of Future Development of the Martin Luther King Jr. Park Property

PURPOSE: The purpose of this agenda item is for the Board of Aldermen to revisit the potential development of Martin Luther King Jr. Park scheduled for 2016.

Attachments: A RESOLUTION ACCEPTING THE STAFF REPORT ON THE MARTIN LUTHER KING JR. PARK AND PROVIDING FURTHER DIRECTION  
Martin Luther King Jr. Master Plan  
Current Park Design  
Staff Memo - 11/06 Board Mtg. and Chronology of Park Acquisition and Planning  
Excerpts of Minutes of Board of Aldermen Meetings  
DISCUSSION OF FUTURE DEVELOPMENT OF THE MARTIN LUTHER KING 10 4 11

4. [13-0516](#) Discussion on request to allow additional uses in the M-1 Zoning Districts

PURPOSE: The purpose of this item is to provide the Board with an opportunity to more fully discuss alternatives for amending the Land Use Ordinance to allow additional uses in the M-1 Zoning District classification.

**Attachments:** [Att A - Staff memo](#)  
[Att B - LUO PUTABLE 042313-revised for M-1 item](#)  
[Att C - Draft Amendment dated 10-15-2013](#)

**5. 14-0003** Work Session on General Use Zoning Strategy/NSA Implementation

PURPOSE: The purpose of this item is to provide the Board of Aldermen with an opportunity to discuss a possible new zoning classification as part of the strategy to implement recommendations from the Northern Study Areas Plan Implementation Review Committee (NSAPIRC).

**Attachments:** Att A - Staff Memo  
Att B - PB\_Memo 041912

**E. MATTERS BY TOWN CLERK**

**F. MATTERS BY TOWN MANAGER**

**G. MATTERS BY TOWN ATTORNEY**

**H. MATTERS BY BOARD MEMBERS**



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## Agenda Item Abstract

File Number: 13-0513

**Agenda Date:** 1/14/2014

**Version:** 1

**Status:** Consent Agenda

**In Control:** Board of Aldermen

**File Type:** Abstract

**Agenda Number:** 2.

### **TITLE:**

Certification of Carrboro Fire-Rescue Department Roster

**PURPOSE:** To satisfy North Carolina General Statute 58-86-25, which requires all certified fire departments to annually submit a complete roster of its qualified fire personnel to the North Carolina Firemen's Pension Fund. The roster must be signed by a representative of the Department's governing body.

**DEPARTMENT:** Fire-Rescue

**CONTACT INFORMATION:** Travis Crabtree, Fire Chief

**INFORMATION:** It is the responsibility of the Fire Chief and the Board of Aldermen to certify that the personnel listed on the roster have received a minimum of 36 hours of training for the calendar year. The roster is used to determine eligibility for line-of-duty death benefits from the NC State Firemen's Association and to verify enrollment in the Firemen's and Rescue Squad Worker's Pension Fund. The attached roster lists the name and status of each firefighter.

**FISCAL & STAFF IMPACT:** None

**RECOMMENDATION:** The Town staff recommends that the Board of Aldermen adopt the attached resolution authorizing the Mayor to sign the certification.

**A RESOLUTION AUTHORIZING THE MAYOR  
TO SIGN THE ANNUAL CERTIFICATION OF FIREMEN**

**BE IT RESOLVED BY THE BOARD OF ALDERMEN OF THE TOWN OF CARRBORO:**

Section 1. The Mayor is hereby authorized to sign the 2013 Annual Certification of Firemen's Report.

Section 2. This resolution shall become effective upon adoption.



**2014 Fire Department Roster**

**Carrboro Fire Department**

NC State Fireman's Association  
 323 West Jones Street, Suite 401  
 Raleigh, NC 27603  
 800-253-4733  
 919-821-9382

This Roster was last updated on 12/27/2013 10:11:23 AM

**Carrboro Fire Department**

301 W. Main St  
 Carrboro, NC 27510

Day Phone (919) 918-7347

Email [bbrown@townofcarrboro.org](mailto:bbrown@townofcarrboro.org)

Member Id: 100250

Member Type: FDP / Fire Dept Paid

Department Chief: Travis Lloyd Crabtree

Paid thru: 12/31/2013

NCSFA Member Y Certification Letter 2013

Paid	<u>38</u>	Retired	<u>10</u>
Vol	<u>0</u>	Vacant	<u>0</u>
Total	<u>48</u>		
County:	Orange		

Name on Credit Card \_\_\_\_\_  
 Expiration Date \_\_\_\_\_

Credit Card \_\_\_\_\_  
 Signature \_\_\_\_\_

<u>SSN</u>	<u>ID</u>	<u>Name/DOB</u>	<u>Address</u>	<u>PHONE/Email</u>	<u>GE</u>	<u>MAR</u>	<u>P/V/R</u>	<u>CERT</u>
1	144765	Joshua James Asbill			M	M	P	Y
2	133443	Scotty Wayne Barnwell			M	S	P	Y
3	104417	C. J. Clark			M	M	R	N
4	145904	Christopher Murray Covington			M	M	P	Y
5	155837	Richard A. Cox			M	M	P	Y
6	104418	Robert Crabtree			M	S	R	N
7	127567	Travis Lloyd Crabtree			M	M	P	Y
8	104419	William Keith Crabtree			M	M	P	Y
9	145906	Ryan McDonald Downs			M	M	P	Y

10	104420	Jefferson Ray Dunn	M	M	P	Y
11	104422	Boyd Ellington	M	M	R	N
12	104424	Stanley L. Foushee	M	M	R	N
13	104425	Carl William Freeman	M	S	P	Y
14	176968	Brandon Freese	M	S	P	N
15	183211	Max Abemathy Goldstein	M	S	P	Y
16	104426	Tom Griggs	M	M	R	N
17	150576	Andrew Richard Hale	M	S	P	Y
18	104428	Jacob C. Hardee	M	M	R	N
19	104431	Stephen Wesley Jordan	M	M	P	Y
20	133427	William Morlan Kitchin, III	M	M	P	Y
21	133428	Forrest Wayne Lacock	M	M	R	N
22	104427	Michael Jason Law	M	M	P	Y
23	133430	Bruce N. Long	M	S	R	N
24	175143	Dylan Anthony Lowe	M	S	P	Y
25	144764	Andrew Staley Madden, III	M	S	P	Y
26	133431	Larry Foushee Mann, Jr.	M	M	P	Y
27	114149	Hugh Bernard Miles	M	S	P	Y
28	133433	Walter Michael Mills	M	M	P	Y
29	104442	Stephanie Paschall Morris	F	M	P	Y
30	107088	Reggie D Parker	M	M	P	Y
31	133436	David Ryan Petersen	M	S	P	Y
32	110959	Clarence William Potter, Jr.	M	M	P	Y
33	106313	Edwin Jackson Renegar, Jr.	M	M	P	Y
34	133437	David Lee Riggs	M	M	P	Y
35	133438	Gregory Paul Sherman	M	M	P	Y

36	160816	Christophir Michael Smith	M	M	P	Y
37	109120	Daniel Paul Speight	M	M	P	Y
38	134717	Christopher Cole Squires	M	M	P	Y
39	133439	Michael Kent Squires	M	M	P	Y
40	179922	Kennedy Strowd	M	S	P	Y
41	104448	Robert Swiger	M	M	R	Y
42	133440	Scott Joseph Trombley	M	S	P	Y
43	160814	Hendrix Valenzuela	M	S	P	Y
44	173126	Christopher M. Wade	M	S	P	Y
45	149369	Henry Scott Walker	M	M	P	Y
46	133442	Lendo E. Whitaker, Jr.	M	M	R	N
47	133444	Chad Edward Woods	M	M	P	Y
48	133445	Douglas Eric Yates	M	S	P	Y





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## Agenda Item Abstract

File Number: 14-0006

**Agenda Date:** 1/14/2014

**Version:** 1

**Status:** Consent Agenda

**In Control:** Board of Aldermen

**File Type:** Abstract

**Agenda Number:** 3.

**TITLE:**

Approval of Donation of Surplus Property to Nonprofit Organizations Pursuant to NCGS 160A-280

**PURPOSE:** The purpose of this item is for the Board of Aldermen to consider donation of surplus property to nonprofit organizations, pursuant to NCGS §160A-280.

**DEPARTMENT:** Town Manager

**CONTACT INFORMATION:** Matt Efird (918-7314), Andy Vogel (918-7305)

**INFORMATION:** NCGS §160A-280 allows for the Town to donate personal property to non-profit entities, provided that the non-profit is carrying out a public purpose that the Town is authorized to engage in. The statute calls for the Board of Aldermen to adopt a resolution approving the conveyance, and for the Town to give a public notice 5 days before approving the aforementioned resolution. The notice in Attachment B was posted by the Town Clerk on January 8, 2014. The Town Manager has declared the subject personal property (surplus computer equipment) as surplus property. The computer equipment was retired as part of the Town's normal equipment replacement cycle, but is in good working order.

**FISCAL & STAFF IMPACT:** The surplus property has an approximate total auction value of \$300.

**RECOMMENDATION:** Staff recommends that the Board of Aldermen consider the attached resolution authorizing the donation of surplus property to nonprofit organizations.

A RESOLUTION APPROVING CONVEYANCE OF PROPERTY TO NONPROFIT  
ORGANIZATIONS PURSUANT TO G.S. 106A-280

Draft Resolution No.

WHEREAS, The Town of Carrboro may have obsolete surplus computer equipment due to replacement and upgrades; and,

WHEREAS, North Carolina General Statute §160A-280 authorizes a city or county to donate to a nonprofit organization any personal property and equipment that the governing board deems to be surplus, obsolete or unused; and

WHEREAS, the Town Manager has authority to declare property surplus or obsolete up to a value of \$30,000; and,

WHEREAS, some Carrboro nonprofit organizations have expressed a desire to have the Town donate surplus computer equipment to them;

NOW THEREFORE BE IT RESOLVED that the Board of Aldermen hereby authorizes the Town Manager to donate surplus computer equipment to a Carrboro nonprofit organizations provided that:

- a) The equipment has been declared obsolete or surplus;
- b) The value of such donated equipment is less than \$ 300; and,
- c) The transfer of the equipment to the nonprofit complies with North Carolina General Statutes.

The Town Manager shall provide a report annually to the Board of Aldermen that lists the nonprofit organizations and the donated equipment.

Notice Pursuant to G.S. 160A-280

NOTICE OF DONATION OF PROPERTY

The Town of Carrboro proposes to donate surplus personal property pursuant to North Carolina General Statute § 160A-280. The Board of Aldermen intends to consider approval of the conveyance of surplus computer equipment. The conveyance will be made to various nonprofit organizations in the Town of Carrboro.

The Board of Aldermen will consider the Town's proposed conveyance of this property at 7:30 P.M. on Tuesday, January 14, 2013, in the Carrboro Town Hall.



# Town of Carrboro

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## Agenda Item Abstract

File Number: 14-0010

**Agenda Date:** 1/14/2014

**Version:** 1

**Status:** Consent Agenda

**In Control:** Board of Aldermen

**File Type:** Abstract

**Agenda Number:** 4.

**TITLE:**

An Ordinance Amending the Town Code Pertaining to Membership on the Greenways Commission

**PURPOSE:** The purpose of this item is to delete reference to liaison members being appointed to the Greenways Commission from the Planning Board, Recreation and Parks Commission, Environmental Advisory Board, and Transportation Advisory Board and to decrease the number of members required for a meeting of the Greenways Commission.

**DEPARTMENT:** Town Attorney

**CONTACT INFORMATION:** Mike Brough

**INFORMATION:** Based on previous changes to the Town Code regarding the Greenways Commission, the Town Attorney has drafted an amendment that provides needed changes to outdated language and quorum requirements.

**FISCAL & STAFF IMPACT:** N/A

**RECOMMENDATION:** It is recommended that the Mayor and Board approve the ordinance.

AN ORDINANCE AMENDING THE CARRBORO TOWN CODE TO DELETE THE REFERENCE TO LIAISON MEMBERS BEING APPOINTED TO THE GREENWAYS COMMISSION FROM THE PLANNING BOARD, RECREATION AND PARKS COMMISSION, ENVIRONMENTAL ADVISORY BOARD, AND TRANSPORTATION ADVISORY BOARD, AND TO DECREASE THE NUMBER OF MEMBERS REQUIRED FOR A MEETING OF THE GREENWAYS COMMISSION.

THE BOARD OF ALDERMEN OF THE TOWN OF CARRBORO ORDAINS:

Section 1. Subsection 3-24.7(e), which reads as follows, is repealed:

~~Notwithstanding any of the other provisions of this section, the Board of Aldermen shall appoint to the commission, in addition to the members appointed in accordance with subsection (1), one liaison member representing the planning board, one member representing the recreation and parks commission, one member representing the environmental advisory board, and one member representing the transportation advisory board. The terms of each of the members appointed pursuant to this subsection shall commence upon their appointment and shall expire January 1, 2013.~~

Section 2. Subsection 3-24.8(b) is amended as follows:

(b) A quorum for the commission shall consist of ~~six~~ four members, except that if there are two or more shall be taken by majority vote of those present and voting, a quorum being present.

Section 3. All provisions of any town ordinance in conflict with this ordinance are repealed.

Section 4. This ordinance shall become effective upon adoption.



# Town of Carrboro

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## Agenda Item Abstract

File Number: 14-0011

**Agenda Date:** 1/14/2014

**Version:** 1

**Status:** Consent Agenda

**In Control:** Board of Aldermen

**File Type:** Abstract

**Agenda Number:** 5.

**TITLE:**

Proposed format and details for the upcoming Parking Summit Jan. 31, 2014

**PURPOSE:** The purpose is to update the Board on staff's direction in developing a parking summit.

**DEPARTMENT:** Economic Development and Planning

**CONTACT INFORMATION:** Annette D. Stone, AICP 919-918-7319 and Patricia McGuire, AICP 919-918-7327

**INFORMATION:** At the December 10, 2013 Board of Aldermen meeting, after a discussion on parking enforcement in the Downtown, the Board directed staff to organize a parking summit to bring businesses and property owners together to discuss shared parking. Staff has developed a format and a schedule to accommodate as many businesses and property owners, as possible. Attached is a copy of the notice that will go to downtown businesses on Wednesday January 15th with comments from the Board of Aldermen.

The format allows for three repetitive sessions to be held in the Century Center, January 31, 2014 with sessions starting at 9:00 a.m., 11:00 a.m. and 2:30 p.m. Participants can attend one, two or all three sessions, if they chose. Staff intends to keep the focus for this parking summit very narrow and directed at shared parking. If successful, this format may be used to address some of the other many facets of downtown parking.

**FISCAL & STAFF IMPACT:** Minimal cost to host an all-day meeting.

**RECOMMENDATION:** The recommendation is the Board consider this approach and comment on whether or not staff is meeting the intention of having such a parking summit.



## **Town of Carrboro - Parking Summit**

**January 31, 2014**

**9:00 a.m. – 4:00 p.m.**

### **Century Center**

As promised, the Town will be hosting a parking summit for downtown business and property owners. The Town has an interest in facilitating opportunities for shared parking amongst business/property owners. Many of you already have parking sharing agreements with fellow businesses. Some of you are in need of parking and some of you may have excess parking to share. To be clear, what is meant by excess is you have spaces that are not being utilized during all the hours of the day or every day of the week. For example, your business may be a 9 – 5 office weekday business use, and there is a restaurant that needs evening and weekend parking nearby, that would be an opportunity to share.

We would like to hear from you if you have parking needs or more parking than you need! There will be three (3) repetitive sessions and participants can choose to attend one or all three of the sessions. There will be a new session with a short presentation by staff beginning at **9:00 a.m., 11:00 a.m., and 2:30 p.m.**

- I. Introductions
- II. Why are we here today? – Defining the problem statement – a short presentation by the Town staff.
- III. Large group conversation
- IV. Small group conversations ( as needed)



# Town of Carrboro

Town Hall  
301 W. Main St.  
Carrboro, NC 27510

## Agenda Item Abstract

File Number: 14-0004

**Agenda Date:** 1/14/2014

**Version:** 1

**Status:** Other Matters

**In Control:** Board of Aldermen

**File Type:** Abstract

**Agenda Number:** 1.

**TITLE:**

Durham-Orange Light Rail Transit Project Update

**PURPOSE:** The purpose of this item is for the Board of Aldermen to receive a status report on the progress of the Durham-Orange Light Rail Transit project.

**DEPARTMENT:** Town Manager

**CONTACT INFORMATION:** David Andrews (918-7315)

**INFORMATION:** The proposed Durham-Orange Light Rail Transit (D-O LRT) Project is a 17.1 mile light rail transit line which extends from UNC (UNC Hospitals Station) to east Durham (Alston Avenue/NCCU Station). The D-O LRT alignment connects a range of educational, medical, employment, and other important activity centers, park-and-ride lots, transfer centers, the Durham Amtrak Station, and the Durham Station.

The Carrboro Board of Aldermen, as partners in Chapel Hill Transit and the Durham-Chapel Hill-Carrboro MPO, will receive an update and progress report each year on the status of the project. Triangle Transit staff will be present at the Board of Aldermen meeting to present information.

**FISCAL & STAFF IMPACT:** There is no fiscal or staff impact associated with this item.

**RECOMMENDATION:** Staff recommends that the Board of Aldermen receive the report from Triangle Transit staff.



#### Table of Contents

- Pg. 1...Project Overview
- Pg. 2...What is Light Rail Transit?
- Pg. 2...Project Timeline
- Pg. 3...DEIS Alternatives
- Pg. 4...Project Contacts

#### The Durham-Orange Light Rail Project will provide a transit solution that meets six goals:

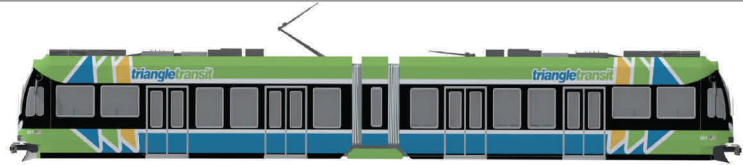
- Improve mobility through and within the study corridor.
- Increase transit efficiency and quality of service.
- Improve transit connections.
- Support local and regional economic development and planned growth management initiatives.
- Foster environmental stewardship.
- Provide a cost-effective transit investment.



Want to Stay Involved?  
Check out page 4!



Comments about the project are always welcome. Please submit comments or questions to:



#### Travel between Chapel Hill and Durham is becoming increasingly difficult as more and more people move to the Triangle region –

Growth between Chapel Hill and Durham continues to outpace national rates, despite an historic recession. The region's ongoing success in attracting new residents and jobs is grounded in a strong economic base that is driven by the Research Triangle Park, the renowned educational institutions of the University of North Carolina Chapel Hill, Duke University, their respective medical centers, and North Carolina Central University, as well as convenient access to the Raleigh-Durham International Airport.

#### High growth rates in the region are expected to continue over the next 20 years, adding to the existing strain on our transportation system –

Long-term regional growth forecasts show population in the Triangle region increasing by 80 percent between 2010 and 2040, from 1.6 to 2.9 million. While the Durham-Orange LRT corridor, population is forecast to double.

#### When traffic congestion increases, the reliability of the transportation system decreases –

To better serve this continued growth in our region, a need exists to provide more predictable and dependable transportation alternatives to driving in a congested corridor.

#### Planning Our Transit Future –

For some time, local leaders and transportation planners have recognized the need for predictable and dependable alternatives to driving in the congested corridor between Durham and Chapel Hill, two of the Triangle's most prominent municipalities. Therefore, the purpose of the proposed premium high-capacity transit investment in the Durham-Orange County (D-O) Corridor is to provide a transit solution that addresses the following mobility and development needs:

- Need to enhance mobility
- Need to expand transit options between Durham and Chapel Hill
- Need to serve populations with high propensity for transit use
- Need to foster compact development

...(continued on page 3)

Cyndy Yu-Robinson, Public Involvement  
Our Transit Future  
P.O. Box 530  
Morrisville, NC 27560  
Email: [info@ourtransitfuture.com](mailto:info@ourtransitfuture.com)

# WHAT IS LIGHT RAIL TRANSIT?

Light rail transit (LRT) operates in more than 20 urban areas in the United States and Canada, including cities like: Charlotte, Portland, Baltimore, St. Louis, Buffalo, Dallas, San Diego, Los Angeles, Minneapolis and San Jose.

LRT travels on a fixed-guideway, primarily along exclusive rights of way and uses electric rail cars, operated with single cars or in short trains of up to four cars. LRT uses an overhead catenary wire as the power source. Rail cars are designed to accommodate persons with mobility limitations and bicycles through level boarding and interior configuration.

Station spacing can vary from one-quarter mile to a mile and maximum speeds can reach 55 mph. Stations frequently include passenger amenities such as seating, climate controlled areas, shelter, lighting, park-and-ride lots, and passenger notification messages such as the arrival of the next train.



**Off-Board Fare Collection**



**Level boarding**



**Train Interior with space for wheelchairs, strollers, and bicycles**

...(continued from page 1)

Through an Alternative Analysis (AA) recently completed for the D-O Corridor, alternative transit technologies and alignments that met the identified transit needs of the corridor were evaluated. The AA concluded with project stakeholders selecting a Locally Preferred Alternative (LPA) which defined the locally preferred transit vehicle technology, the general route, and termini of the proposed transit project. Potential station locations were also identified during the AA process.

On February 8, 2012, the Durham-Chapel Hill-Carrboro Metropolitan Planning Organization (DCHC MPO) adopted Light Rail Transit (LRT) on an

alignment between the University of North Carolina (UNC) Hospitals in Chapel Hill and Alston Avenue in east Durham as the LPA for inclusion in the 2035 Long Range Transportation Plan (LRTP) and subsequent environmental studies.

On April 3, 2012, the Federal Transit Administration (FTA) issued a Notice of Intent to prepare an Environmental Impact Statement (EIS) as required by the National Environmental Policy Act (NEPA) for projects seeking federal funds. To start, government officials, agencies and the public were invited to make comments about the LPA and the draft project Purpose and Need Statement.

...(continued on next page)

## New Starts Process

Special Transit Advisory Commission Recommendations

Alternatives Analysis  
Selection of Locally Preferred Alternative

Project Development  
FTA Approval to enter Project Development

2009

2010

2011

2012

2013

2014

2015

FTA Publishes notice of Intent to prepare Environmental Impact Statement

Draft Environmental Impact Statement

Final Environmental Impact Statement and Record of Decision

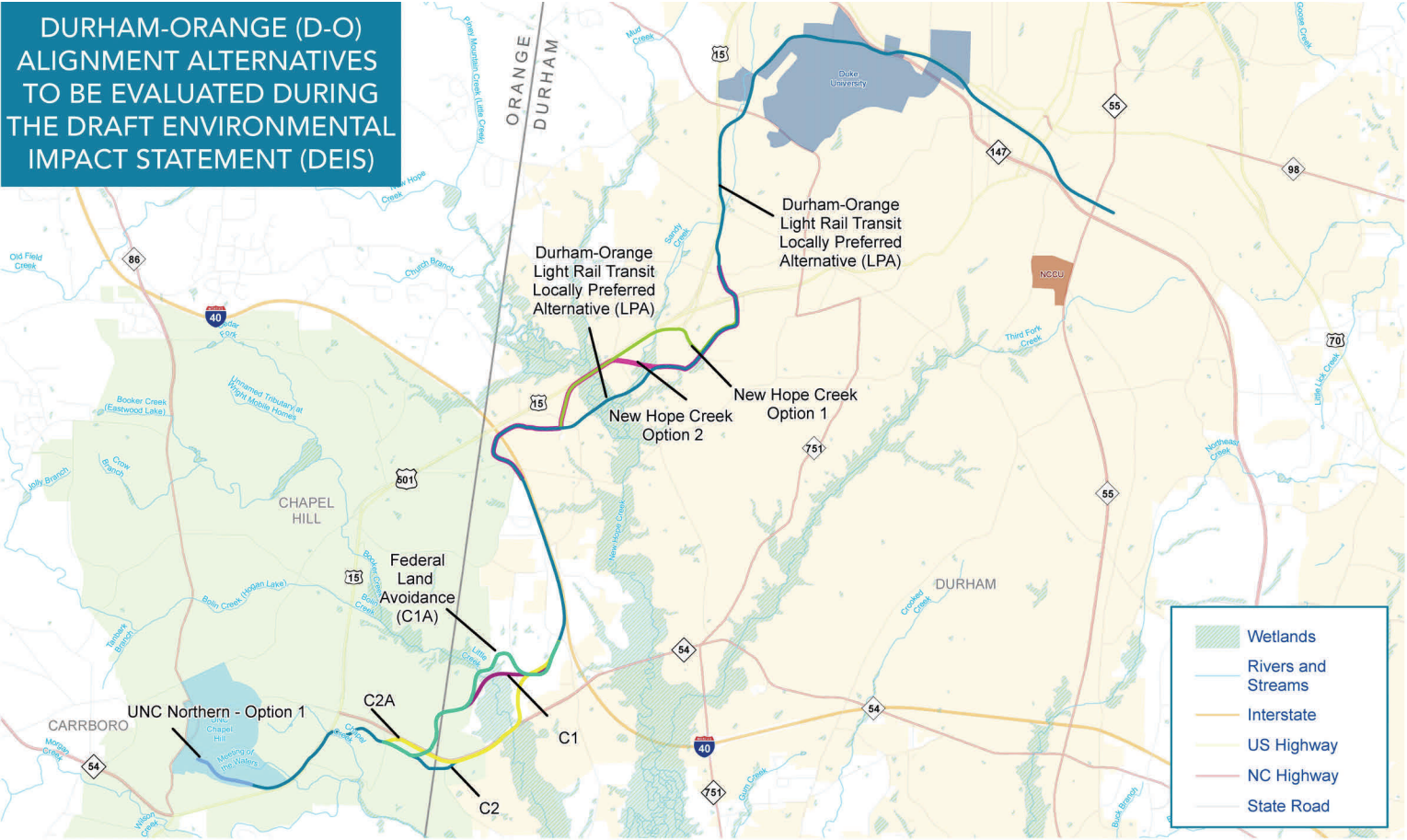
## NEPA Process

Scoping



# ALTERNATIVES CARRIED FORWARD INTO THE DRAFT ENVIRONMENTAL IMPACT STATEMENT

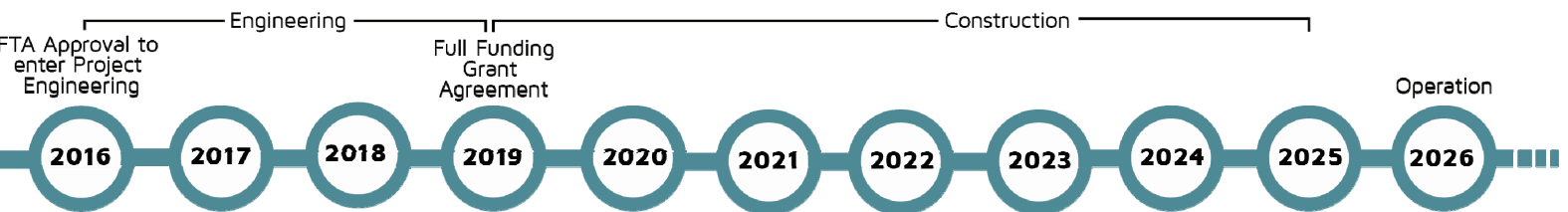
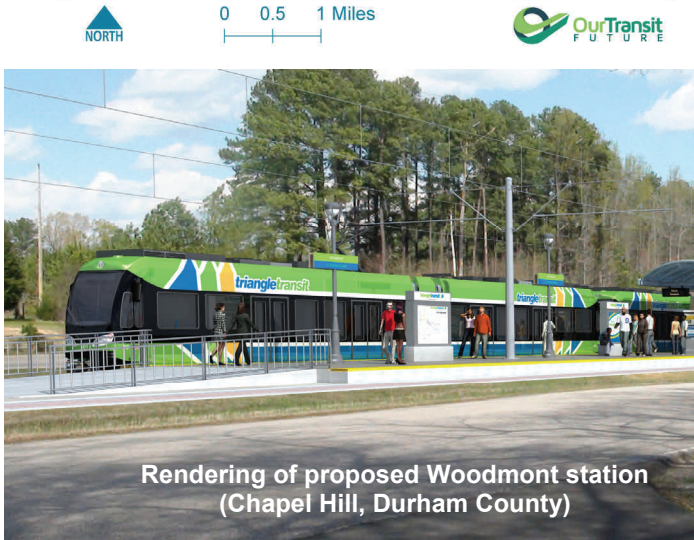
DURHAM-ORANGE (D-O) ALIGNMENT ALTERNATIVES TO BE EVALUATED DURING THE DRAFT ENVIRONMENTAL IMPACT STATEMENT (DEIS)



...(continued from previous page)

**Next Steps:** Triangle Transit and the Federal Transit Administration are preparing a Draft Environmental Impact Statement (DEIS), which will evaluate three proposed alternatives:

- **Light Rail Transit Alternative** — the alignment and station options pictured above
- **The Transportation Systems Management Alternative (TSM)** — the “best bus” solution operating on existing and planned roadways. This alternative is used for project comparison purposes.
- **No Build** — the “do nothing” alternative. This alternative is used for project comparison purposes.





**Stay Involved! We welcome your input.**

**f Facebook: our transit future**

**t Twitter: @TriangleOTF**

**e Info@ourtransitfuture.com**

**☎ 1-800-816-7817**



**Pictured: The Charlotte Area Transit System (CATS) LYNX Blue Line. Charlotte, NC.**

**Photo view, from the Bland Street Station, looking toward Uptown Charlotte.**

- The LYNX Blue Line is the Charlotte region's first light rail service
- It opened November 26, 2007
- It is 9.6 miles long and operates from I-485 at South Boulevard to Uptown Charlotte. With 15 stations including seven park and ride locations, the LYNX Blue Line provides a congestion free commute with a consistent travel time.
- The line carries over 15,000 passengers each day

**Other Project resources, including a slide presentation, a corridor fly-through, maps and narrative boards are available at:**

**Project Website / Página Web del Proyecto: [www.OurTransitFuture.com](http://www.OurTransitFuture.com)**



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## Agenda Item Abstract

File Number: 14-0005

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**Agenda Date:**

**Version:** 1

**Status:** Agenda Ready

**In Control:** Board of Aldermen

**File Type:** Abstract

**Agenda Number:** 2.

**TITLE:**

Carrboro Tourism Development Authority Proposed Budget FY 2013-14

**PURPOSE:** The purpose of this agenda item is to update and take comments from the Board of Aldermen on the proposed FY 2013-14 CTDA Budget.

**DEPARTMENT:** Economic and Community Development

**CONTACT INFORMATION:** Phaedra Kelly, CTDA Chairperson; and Annette D. Stone, ECD Director 919-918-7319

**INFORMATION:** The CTDA has developed its first budget for the FY 2013-14 year. Attached the proposed budget lays out estimated revenues and expenditures for the remainder of this fiscal year. Although the Board of Aldermen is not required to take any action on this proposed budget, the CTDA is seeking comments from the Board of Aldermen. Phaedra Kelly, Chairperson of the CTDA will be present to receive your comments and answer questions you may have.

In addition to developing a budget the CTDA is working on a simple two page application for event organizers to submit to request assistance from the CTDA.

**FISCAL & STAFF IMPACT:** None.

**RECOMMENDATION:** Staff recommends the Board review the information and provide comments to the CTDA.

**CARRBORO TOURISM DEVELOPMENT AUTHORITY  
PROPOSED BUDGET FY 2013-14**

The Carrboro Tourism Development Authority (CTDA) was established January 15, 2013 when the Board of Aldermen adopted a resolution establishing a hotel and motel room occupancy tax. The CTDA is a public authority subject to the provisions of the Local Government Budget and Fiscal Control Act (LGBFCA). Because the Town's first and only hotel did not open until August 2013, there was no financial activity for the CTDA prior to FY 2013-14.

**REVENUES**

The primary source of revenues for the CTDA is the hotel/motel occupancy tax levied by the Town of Carrboro. This tax is levied at the rate of 3% of the gross receipts derived from the rental of any room, lodging, or accommodation. The Town on a quarterly basis remits the net proceeds (i.e., gross proceeds less the cost to the Town of administering and collecting the tax) of the occupancy tax to the CTDA.

Because this is the first year of the occupancy tax, there is no historical collection data for use in projecting revenues. Hence, a conservative approach to estimating occupancy tax revenues for FY 2013-14 is warranted. Net occupancy tax receipts for September 2013 were \$5,155. Assuming that monthly occupancy tax receipts for October through June will average \$6,186 (20% above September), revenues for the remaining nine months in the fiscal year are estimated at \$55,674. Including the net receipts for August and September (\$5,573), total occupancy tax revenues for FY 2013-14 are projected to be \$61,247. Interest earnings are expected to be minimal at \$348, for total revenues of \$61,595.

**REVENUES**

Hotel/Motel Occupancy Tax	\$ 61,247
Interest on Investments	\$ 348
<b>Total Revenues</b>	<b><u>\$ 61,595</u></b>

**EXPENDITURES**

The CTDA is required to use at least two-thirds of the funds remitted to it to promote travel and tourism in Carrboro (Section 8A-4). The definition of "*promote travel and tourism*" is "to advertise or market an area or activity, publish and distribute pamphlets and other materials, conduct market research, or engage in similar promotional activities that attract tourist or business travelers to the area. The term includes administrative expenses incurred in engaging in these activities."

The CTDA proposes to use \$41,084 for activities to promote travel and tourism in Carrboro. Two major activities are proposed. One is to provide financial support to local projects and events to enhance, expand, and/or promote them with the goal of increasing tourist to the Town. The second activity is to design, produce, and make available maps and way finding signage to help guide visitors and tourist to the various Town designations.

The CTDA also proposes to provide \$7,090 to the Town of Carrboro to help support the Town's lease of parking spaces at 300 E. Main Street. These parking spaces are available to the public free of charge which encourages increased use of lodging facilities, meeting facilities and retail outlets in the Town.

To comply with requirements of the LGBFCA and provide operating support for CTDA program activities, funds are needed for certain administrative expenses (e.g., audit, fidelity bonds, general liability insurance, advertising, etc.). The Local Government Commission also requires public entities to maintain a fund balance (or rainy day fund) equal to at least 8% of budget. The remainder of funds may be used for tourism-related expenditures, which includes tourism-related capital expenditures.

<b>Promote Travel and Tourism (2/3)</b>		<b>\$ 41,084</b>
Local Projects and Events	21,084	
Maps, Way Finding & Signage	20,000	
<b>Tourism Related</b>		<b>\$ 7,090</b>
300 E Main Parking Contract - TOC	7,090	
<b>General &amp; Administrative</b>		<b>\$ 8,494</b>
Advertising	1,000	
Departmental Supplies	500	
Contractual Services (audit, legal, etc.)	3,000	
Dues and Subscriptions	494	
General Insurance	3,000	
Public Officials Liability Insurance	500	
<b>Fund Balance Reserve (8% per LGC)</b>		<b>\$ 4,928</b>
	<b>Total Expenditures</b>	<b>\$ 61,595</b>

December 2, 2013

**Carrboro Tourism Development Authority**

Phaedra Kelly, Chair person

Barbara Leedy

Finance Director, Arche L. McAdoo



# Town of Carrboro

Town Hall  
301 W. Main St.  
Carrboro, NC 27510

## Agenda Item Abstract

File Number: 14-0002

**Agenda Date:** 1/14/2014

**Version:** 1

**Status:** Other Matters

**In Control:** Board of Aldermen

**File Type:** Abstract

**Agenda Number:** 3.

**TITLE:**

Discussion of Future Development of the Martin Luther King Jr. Park Property

**PURPOSE:** The purpose of this agenda item is for the Board of Aldermen to revisit the potential development of Martin Luther King Jr. Park scheduled for 2016.

**DEPARTMENT:** Recreation and Parks and Planning

**CONTACT INFORMATION:** Anita Jones-McNair 918-7381, Patricia McGuire 918-7327 and Wendell Rodgers 918-7371

**INFORMATION:** Funds were approved in FY 2013-14 budget to update the Martin Luther King Jr. master plan. Staff is currently working on a RFQ and is seeking Board comments and direction prior to moving forward.

The idea to update the plan completed in 2004 has been discussed over the course of several years. The current plan was approved by the Board in October 2004. Since the current plan was completed, requests for space to hold art and vendor oriented events have increased and the needs/wishes of the community have evolved. Additionally, changes in population also make the need to update the master plan for the park more pertinent.

The construction was originally slated for 2008-2009. In the 2007-08 CIP it was recommended and adopted to delay the construction until 2010-11 in order to minimize any potential impact or ballooning effect on the potential tax burden due to implementation of the Fire Station and issuance of bonds for sidewalks and greenways. In the 2009-10 CIP it was recommended and adopted to delay the development until 2011-12 for the same reasons. Also in the 2011-12 CIP it was recommended and adopted to delay the construction until 2012-13. The park is currently slated for planning and design in 2016 and construction in 2017.

In 2011 the Board had an opportunity to discuss the park plan which was



scheduled at that time to begin construction in 2013. During that meeting the Board provided the following direction to Town staff:

- 1) Preserve space for the Community Gardens with the understanding that the Gardens will be incorporated into a future MLK Jr Park Master Plan; and,
- 2) Remove the word “future” from the current sign; and,
- 3) Provide the Board at a future time with information on how, and if, attributes may be phased into the park without triggering a development application. This information should also include estimated costs.

In summary, the current plan includes a “spray ground”, open field, community playground, picnic shelters, restrooms, wildlife native habitat/garden, plaza with concrete ping pong table, sculpture garden, multi-purpose field, bird sanctuary, wildflower display and 24’ road with two 12’ lanes and 45 degree angled spaces long the road in strategic locations to serve the park along the southern edge (see attached master plan and park design).

Since the original plan the community garden was incorporated in the future design and discussion of other suggested amenities include an amphitheater, adult fitness circuit, and skate park. Additionally, the new park master plan will study the initially proposed Tripp Farm Road Extension. It will evaluate the effectiveness (e.g. cost and otherwise) and consistency with the vision for the park off a street connecting Hillsborough Road and Tripp Farm Road versus a series of parking lots. A design other than one with a connecting street has implications for Town policies and regulations; adjustments would be needed for such a design to be permitted.

Should the Board of Aldermen consider development or use of the park for other than the current uses, there will be a significant impact on debt service, personnel and operating costs.

**FISCAL & STAFF IMPACT:**

To date the Town has acquired the park land at a cost of \$552,701. Other expenses include:

- \$ 42,000 master plan
- \$ 4,500 engineering cost for street design
- \$ 12,150 environmental assessment
- \$ 9,500 sewer extension cost
- Total expenses to date for the MLK Park \$620,851

Included in the current year's operating budget is \$25,000 to update the master plan. Based on the original adopted master plan, we had anticipated additional park design and construction cost of roughly \$2.3 million. It may be possible to reduce the park design and construction to around \$2.0 million; however, the actual costs will depend upon the updated master plan.

Once the park is developed, an annual operating cost for personnel, maintenance, supplies and equipment will be assessed and included.

**RECOMMENDATION:** Town Staff recommends that the Board of Aldermen discuss the future development of the Martin Luther King Jr. Park and provide direction to staff on how to proceed.

A RESOLUTION ACCEPTING THE STAFF REPORT ON THE MARTIN LUTHER KING  
JR. PARK AND PROVIDING FURTHER DIRECTION

WHEREAS, the Carrboro Board of Aldermen seeks to ensure that its existing and proposed policies, regulations, actions and plans are appropriate and beneficial, and

WHEREAS, the staff has prepared a report on the approved design of the Martin Luther King, Jr. Parks and other information concerning the property.

WHEREAS, the Board of Aldermen has received the staff report and discussed the future development of the park.

NOW, THEREFORE BE IT RESOLVED BY THE CARRBORO BOARD OF ALDERMEN that they accept the report and provides the following direction to Town staff:

- 1.)
- 2.)
- 3.)
- 4.)

The resolution shall become effective upon adoption.



## TOWN OF CARRBORO

NORTH CAROLINA

## TRANSMITTAL

## PLANNING DEPARTMENT

DELIVERED VIA:  HAND  MAIL  FAX  EMAIL

**To:** Steve Stewart, Town Manager  
Mayor and Board of Aldermen

**From:** Patricia J. McGuire, Planning Administrator

**Date:** November 10, 2006

**Subject:** Follow-up to Board comments related to design of Martin Luther King, Jr. Park

A brief chronology of the acquisition and design of the Martin Luther King, Jr. (MLK, Jr.) park property has been prepared (*Attachment C*). Minutes and other materials from meetings of the Board of Aldermen where actions related to the park were taken are attached (*Attachments D and E*). A copy of the adopted master plan for the park is also attached (*Attachment F*).

Comments offered by Board members during the discussion in March are summarized below. Where applicable, staff observations are provided in italic text. Additional information related to street connectivity and the inclusion of street connections to neighboring development in the design for MLK, Jr. Park, is also provided.

1) Request to review alternative design(s) that included parking lots instead of connecting streets. *Following a request from the Hillsborough Road Park Design Committee in January 2001, the Board of Aldermen adopted a resolution specifying that the park should include connecting streets. Sungate Design Group worked with a new park street design subcommittee on alternative designs. The design which maximized useable area on the park was selected and referred to Site Solutions. In resuming its work with the Park Design Committee in 2003, Site Solutions prepared several alternative concept plans for the park, one of which showed parking lots rather than street connections. These concept plans were reviewed by the committee and referred to the Board of Aldermen. A Board subcommittee made a selection and reported to the entirety of the Board of Aldermen in November 2003. The Board of Aldermen adopted a resolution*

*selecting the concept plan with the connecting streets and forwarded this back to Site Solutions for inclusion in the Master Plan. A copy of the alternative parking plan is attached (Attachment G).*

*2) Expenditures on park to date. The Town paid \$ 552, 701 for the purchase of the park. Installment financing was used to cover \$ 274,000 of the purchase price, the annual debt service payment on which will be \$ 24, 773 through FY 2014-2015. The master plan was completed for \$42,000. An estimate of engineering costs associated with street designs is \$4,500 and with environmental assessment is \$12,150. Sewer extension costs totaled \$9,500. Incidental costs of ownership, including removal of the pond, regular mowing, security lighting around the Burnette home place, gate installation and signage, have not been quantified.*

*3) Suggestion to advance park construction by dropping road and reducing the cost. Town Manager responded during discussion in March that scheduling of projects in Capital Improvements Program (CIP) seeks to achieve a balanced tax impact. Under current demands/needs, advancing the project must be considered in conjunction with all the proposed activities within a particularly time period. It is further noted that the updated CIP also under consideration on the evening of November 14, 2006 projects moving the first phase of construction date for the park from FY 08-09 in the current CIP to FY 10-11.*

*4) Clarification of whether it is easier and cheaper to design and build a parking lot than a road: Within the town and at the level of use that is anticipated for the park, design processes, construction standards, drainage requirements and stormwater quantity and quality standards are the same for parking lots and streets. There is not a measurable difference between the ease or cost of designing and building parking lots or a street.*

*5) Location of MLK, Jr. Park. The MLK, Jr. Park is located at 1120 Hillsborough Road, nearly opposite the intersection of Dove Street with Hillsborough Road. The Dove Street intersection lies approximately 1,100 feet south of the next northern connecting street intersection at Parkview Drive and approximately 1,400 feet north/northwest of the nearest connecting street intersection at Blueridge Road. A map showing the park location has been provided (Attachment H).*

#### Overview of Park Acquisition and Planning.

The Board of Aldermen approved purchase of the 9.4-acre Burnette property in November 1999 at a cost of \$552,701 for use as a neighborhood park. A six-member design committee was established in February, 2000, to make recommendations on the selection of a master planner for the park. On June 13, 2000, 15-year installment financing was approved for \$274,000, the portion of the purchase price that was not covered by payments in lieu for open space and recreation facilities that had been paid to the Town for open space and recreation facilities as part of the development approvals for the Cates Farm, Fair Oaks, Andrews Heights and Quarterpath Trace subdivisions.

Funding for park planning was allocated that year as well. Master planning was initiated in July 2000 when Site Solutions was selected to prepare a plan for the park and the Master Plan was approved by the Board of Aldermen on October 5, 2004.

#### Other relevant information

For many years town officials have recognized the need for interconnectivity of streets. Planning documents referenced this need as early as 1970 and in 1979 a plan for street connectivity around the downtown and in newly developing areas to the south and west of town was adopted. In 1986, the plan was expanded to include areas to the north of town. The Tripp Farm Road Connector was added to the town's street connectivity plans at that time. Town regulations, policy, and planning documents have affirmed and implemented neighborhood interconnectivity concepts. A brief description of each of these, as well as a discussion of how interconnectivity requirements have shaped developments in the town, is presented below.

*Land use ordinance provisions requiring connectivity.* Due to the benefits provided for safety, efficient delivery of public services, and community building, connectivity provisions have been part of Carrboro's regulations for many years. Sections 15-214 and 217 specify the Town's requirements for connectivity, and were adopted to connect with, support and enhance the connections that would be established by connector roads. Until 2002, these sections made up the bulk of the Town's tools to implement the policies for interconnecting streets. These sections call for 1) collector streets to interconnect with arterials, 2) subcollectors, local, and minor streets to connect with all surrounding streets, and 3) development of cul-de-sacs is prohibited unless topography makes interconnecting streets impracticable. There were several mechanisms, however, that provided opportunities for certain developments to avoid neighborhood interconnectivity. In 2002, the Town significantly strengthened the connectivity requirement, removing provisions that allowed developers of unsubdivided developments or those with private roads to avoid interconnecting streets. At the present time, nearly every development involves careful and serious consideration of the need for streets to be built so that they will either connect to existing streets or provide a means for future street connections.

From the perspective of the Land use Ordinance, the need to develop connected neighborhoods is clear. The multi-purpose function, i.e. providing space for vehicles, bikes and pedestrians, at a minimum, of these roads is a long-standing feature of development in Carrboro in support of a multi-modal transportation system.

*How interconnectivity requirements have shaped developments in Town.* A table showing projects whose design has been influenced by connectivity provisions is provided below. Of particular note are those projects where the interconnectivity requirements have represented fairly substantial obstacles to successful development due to complexity, cost or both. Both the Winmore village mixed-used development and Rose Walk at University Lake subdivision have been required to construct bridges to satisfy the Town's interconnectivity requirement. Also of note is the Carrboro Greens development which, in its first iteration was submitted as a special use permit application

without a street connection. After the permit application was denied by the Board of Adjustment for failure to stub out an extension of Pathway Drive, the applicant appealed the decision to Orange County Superior Court. The Town's decision was upheld.

Year	Project	Year	Project
1980	Bolin Forest	1995	Sunset Creek
1980	Tennis Club Estates	1998	Carrboro Greens
1983	Spring Valley	1999	Hanna Ridge
1984	Cobblestone	2001	Smith Middle School Athletic Fields
1984	Fair Oaks	2001	Jones Ferry Road Park and Ride Lot
1984	Sudbury	2001	Rose Walk at University Lake
1984	Waverly Forest	2002	Horne Hollow
1984	Highland Hills		Tramore West
1988	Quarterpath Trace	2003	Winmore VMU
1990	Camden	2005	Carrboro High School
1991	Wexford		Claremont
1992	Cates Farm	2006	Jones Property
1993	Williams Woods at Cates Farm		
1994	Lake Hogan Farms		

*Summary of issues related to street connections in the MLK, Jr. park...* The need for multiple points of access to Hillsborough Road has been documented for many years. The North Carolina Department of Transportation has allowed the existing cross-section of North Greensboro Street and the proposed expansion to include only two travel lanes and bike lanes, despite this serving as the principal north-south through town, in part because of the town's adopted and implemented policy for street connections. The connector roads policy has been reaffirmed numerous times, most recently in December 2000 when Carrboro Vision2020 was adopted. Policy 4.12 of that document states "The town should continue to implement its connector roads policy." The road has always been planned to connect the western terminus of Tripp Farm Road with Hillsborough Road. The NSA Plan Connector Roads map shows the road intersecting opposite (thus creating a 4-way intersection) the eastern terminus of Dove Street.

*Change to park plan so that interconnecting streets are not included.* That street connections on the MLK, Jr. park to either existing stub-outs or to properties that connect to existing street stub-outs is needed and in keeping with adopted plans and policies is clear. Under these circumstances, any development application for the property will be held to the standards of the ordinance and adopted plans and policies regarding street interconnectivity. The Land Use Ordinance specifies that a zoning permit issued by the Zoning Administrator is needed for outdoor recreational facilities owned and operated by the Town, such as that planned for MLK, Jr. park. Zoning permits are issued based on

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compliance of a development application with the provisions of the Land Use Ordinance. Inclusion of street connections will be needed in order for a site plan to meet the ordinance and for the Zoning Administrator to issue a permit approving such a development.

Should the Board of Aldermen wish to remove street interconnections from the MLK, Jr. park design, the following actions would be needed, 1) amendments to the Land Use Ordinance to amend or delete street interconnectivity provisions, and 2) initiate action with Chapel Hill and Orange County to amend the connector roads provision of the NSA Plan as the plan has been adopted as part of the Joint Planning Area Land Use Plan.



*Chronology of Board of Aldermen Discussion and  
Action Regarding the Martin Luther King, Jr. Park*

<i>DATE</i>	<i>ACTION</i>
11-16-99	The Board held a public hearing on a recommendation to sell a 2-acre tract on Pathway Drive and purchase a 9.4 acre parcel on Hillsborough Road for a park. Staff analysis reviewed the potential of the property for use as a park and noted that a connector road crosses the property. The Board voted 6-1 (Caldwell) to continue the public hearing and to direct town staff to initiate a phase 1 environmental assessment and prepare financing options for the Board's consideration.
11-30-99	The Board voted 7-0 to authorize the purchase of the Burnette property on Hillsborough Road for a park for \$550,000 using a combination of payment-in-lieu funds and other debt financing.
2-22-00	The Board voted 7-0 to adopt a resolution approving a public input process for the park and creating a Hillsborough Road Neighborhood Park Design Committee. Aldermen Dorosin and Gist were appointed to the design committee, which also had two members of the Recreation and Parks Commission, one member of the Ad Hoc Committee on Park Financing, and one citizen at large.
5-23-00	The Board voted 7-0 to adopt a resolution setting a public hearing on the use of lease-purchase financing for the purchase of the park property.
6-13-00	The Board held a public hearing (no one spoke) and voted 6-0 (McDuffee absent) to approve the financing terms for the park property.
6-27-00	The Board voted 4-0 (Dorosin, Gist, Spalt absent) to adopt a budget amendment to reimburse the General Fund for cash borrowed to purchase the park in December 1999.
6-27-00	The Board voted 4-0 (Dorosin, Gist, Spalt absent) to authorize the Hillsborough Road Neighborhood Park Design Committee to negotiate with design firms and the Town Manager to enter into a contract for architectural services for the development of a master plan and subsequent development services for the park. Site Solutions was later selected.
10-3-00	Alderman Dorosin announced that on October 15, 2000, a park design forum would be held at the Hillsborough Road Park site to receive input on the design of the park.
10-24-00	Committee chair, Evie Odum, on behalf of the Hillsborough Road Neighborhood Park Design Committee, asked that the Board respond as to

- whether the road would be built and, if so, that the Board finalize the design of the road. The committee voted to suspend the park planning process and request additional information from the Board of Aldermen before directing Site Solutions to proceed further with the development of design scenarios.
- 10-24-00 Alderman Gist reported that she had contacted Orange County Solid Waste regarding deconstruction or recycling of the buildings on the park site.
- 1-23-01 The Board by a vote of 6-1 (Gist) adopted a resolution specifying that facilities to accommodate cars, pedestrians, and bicycles that satisfy the Town's connector road policy be included in the design of the park. The resolution also established the Hillsborough Road Park Road Design Committee to recommend options for the design and construction of the facilities. Two citizens spoke on the item: Susan Stone expressed concern about the connector road and Richard Ellington commented on a preferred location for the connector road on the property.
- 2-13-01 The Board appointed Susan Stone and Emerald Estock to the Hillsborough Road Park Road Design Committee.
- 3-20-01 As part of a discussion on affordable housing, the Board stated that if any portion of the Hillsborough Road Park site is severed from the whole by the connector road, that portion should be considered for affordable housing.
- 3-27-01 As part of a consolidated request with the Town of Chapel Hill for southern Orange County, the Board voted 7-0 to adopt a resolution requesting that the 2001 Orange County Parks and Recreation Bond include \$250,000 for land acquisition and \$750,000 for development of Hillsborough Road Park.
- 4-24-01 The Board adopted a resolution requesting that the Town proceed with pond work at the Hillsborough Road.
- 6-5-01 The Board unanimously approved a budget amendment of \$11,994 for pond work at the Hillsborough Road Park.
- 10-23-01 Brad Lessler of Sustainable Living, Inc. asked about the disposition of the house on the park property. Mayor Nelson stated that the Board has not made a decision on the house but would notify Mr. Lessler when a decision is made.
- 6-3-03 At the public hearing on the Pacifica AIS development, Marty Mandell suggested that through a land swap Pacifica be built on the Hillsborough Road Park property in order to preserve the Pacifica property on Hanna Street as a park. Alderman Broun stated that she would like to know the legality of this since in-lieu fees were used in the purchase of the park property.
- 8-19-03 The Board by a vote of 5-1 (Gist voting no, Dorosin absent) adopted a resolution setting a public hearing for September 2, 2003 on the advisability

- of issuing bonds for sidewalks and greenways and for the Hillsborough Road Park.
- 8-19-03 Interim Manager Mike Brough told the Board that the Hillsborough Road Park Design Committee's work was stymied until the Board of Aldermen decided where the road would be located within the park and the design of that road. The Board voted 6-0 (Dorosin absent) to reactivate the Hillsborough Road Park Design Committee to resolve the road issue and to plan the design of the park, and to obtain additional community input.
- 9-16-03 The Board by a vote of 6-0 (Nelson absent) adopted a resolution to continue with the current consultant, Site Solutions, for the Hillsborough Road Park Master Plan. The Board requested that the staff schedule an agenda item for the Board to discuss the configuration of the road. This agenda item should include alternatives for the road alignment and background materials.
- 11-18-03 The Board received a presentation from the Hillsborough Road Neighborhood Park Subcommittee Report on a recommended road access option through the park. The Board by a vote of 6-1 (Gist) adopted a resolution to accept the subcommittee report, approve the road alignment option to serve as a guide for the Park Design Committee, and direct staff to reinstate the design committee so that they can work along with Site Solutions to design the Hillsborough Road Neighborhood Park.
- 1-3-04 The Board appointed Mayor Mike Nelson to the seat on the Hillsborough Road Park Design Committee that was vacated by Mark Dorosin.
- 4-20-04 Mayor Nelson announced that on Saturday, April 24, 2004 there would be a public input session for the Hillsborough Road Park.
- 6-15-04 The Board reviewed the Hillsborough Road Neighborhood Park Design Committee's Park Design recommendation and voted 7-0 to adopt a resolution to approve the park design, to direct staff to work with Site Solutions in completing the park master plan, and to name the park Martin Luther King, Jr. Park. The adopted design included the connector road.
- 10-5-04 The Board by a vote of 7-0 reviewed and approved the Martin Luther King Jr. Park Master Plan. The adopted master plan included the connector road.
- 3-14-06 As part of a discussion of the adopted Capital Improvements Program, the Board discussed the Martin Luther King, Jr. Park. There was discussion of the need for the connector road in the park, access to the park, alternative designs that did not include the connector road, and how much as been spent on the approved design and how much expense might be incurred in a redesign process. There was a request to schedule an agenda item in the future.

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**REPORT: HILLSBOROUGH ROAD PARK CONNECTOR ROAD**

The Hillsborough Road Neighborhood Park Design Committee requested clarification on whether the connector road will be constructed through the park property and adjacent property and, if so, clarification of the design and location of the road. A staff review on this matter was presented. A resolution that specifies that the connector road is to be included among the features that will be placed on the Hillsborough Road park property was recommended for the Board's approval.

Trish McGuire, the town's Planning Administrator, made the staff presentation.

Susan Stone stated that a connector road would be a major feature of this park. Ms. Stone stated her concern that the neighborhood felt that when this property was developed, that it would be a residential development--not a park. Ms. Stone asked that the Board consider having a public hearing on whether to put the road through the park.

Richard Ellington stated that the proposed alignment does not make sense. Mr. Ellington proposed that the road be aligned along the northwest side of the property.

The following resolution was introduced by Alderman Allen Spalt and duly seconded by Alderman Alex Zaffron.

**A RESOLUTION SPECIFYING THAT A CONNECTOR ROAD IS TO BE INCORPORATED  
INTO THE DESIGN OF THE HILLSBOROUGH ROAD PARK  
Resolution No. 93/2000-2001**

WHEREAS, the Carrboro Board of Aldermen has adopted a Connector Roads Policy, and,

WHEREAS, the Hillsborough Road park property purchased by the Town in 1999, has been designated since 1986 as the location of the Tripp Farm Road connector.

NOW, THEREFORE BE IT RESOLVED by the Carrboro Board of Aldermen that the Aldermen approves the inclusion of facilities to accommodate cars, pedestrians, and bicycles that satisfy the town's connectivity policy among the features to be planned for the Hillsborough Road park.

BE IT FURTHER RESOLVED by the Carrboro Board of Aldermen that the Aldermen hereby establish a subcommittee of the following Board members (Allen Spalt, Mike Nelson, and Alex Zaffron) and two at-large citizens to meet with Sungate Design Group and recommend options for design and alignment of the proposed facilities for consideration by the Board of Aldermen.

The foregoing resolution having been submitted to a vote, received the following vote and was duly adopted this 23rd day of January, 2001:

Ayes: Joal Hall Broun, Mark Dorosin, Diana McDuffee, Michael Nelson, Allen Spalt, Alex Zaffron

Noes: Jacquelyn Gist

Absent or Excused: None

**A REPORT ON THE HILLSBOROUGH ROAD NEIGHBORHOOD PARK ROAD A**

The purpose of this agenda item was to present the Hillsborough Road Neighborhood Park Subcommittee Report to the Board of Aldermen. This report recommended a road access option through the park.

Mayor Nelson made the presentation.

The following resolution was introduced by Alderman Mark Dorosin and duly seconded by Alderman Joal Hall Broun.

**A RESOLUTION APPROVING THE ROAD ALIGNMENT FOR  
THE HILLSBOROUGH ROAD NEIGHBORHOOD PARK  
Resolution No. 72/2003-04**

WHEREAS, the Recreation and Parks Department has requested that the Mayor and Board of Aldermen accept the subcommittee report, approve the road alignment option to serve as a guide for the Park Design Committee and direct staff to reinstate the design committee so that they can work along with Site Solutions to design the Hillsborough Road Neighborhood Park.

WHEREAS, the Mayor and Board of Aldermen reviewed the information provided.

NOW, THEREFORE, THE MAYOR AND BOARD OF ALDERMEN OF THE TOWN OF CARRBORO RESOLVE

Section 1. The Board hereby accepts the subcommittee report.

Section 2. The Board hereby approves the road alignment option to serve as a guide for the park design committee.

Section 3. The Board hereby directs staff to reinstate the design committee so that they can work along with Site Solutions to design the park.

Section 4. That the Park Design Committee consider the following items when designing the park: traffic calming devices, a drop off area, and parking only on one side of the road.

Section 5. This resolution shall become effective upon adoption.

The foregoing resolution having been submitted to a vote, received the following vote and was duly adopted this the 18th day of November, 2003:

Ayes: Joal Hall Broun, Mark Dorosin, John Herrera, Diana McDuffee, Michael Nelson, Alex Zaffron

Noes: Jacquelyn Gist

Absent or Excused: None

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**REVIEW OF THE HILLSBOROUGH ROAD NEIGHBORHOOD PARK DESIGN**

The purpose of this agenda item was for the Board to approve the Hillsborough Road Neighborhood Park Design Committee's Park Design recommendation and direct staff to work with Site Solutions in completing the park master plan.

Derrick Williams, with Site Solutions, made the presentation.

Alderman Herrera requested that a drop off area be included in the plans.

Mayor Nelson asked that the Sustainable Builders be contacted about removing the house. In addition, Mayor Nelson suggested that the park be named the Martin Luther King Park.

The following resolution was introduced by Alderman Joal Hall Broun and duly seconded by Alderman John Herrera.

**A RESOLUTION APPROVING THE HILLSBOROUGH ROAD PARK DESIGN  
Resolution No. 176/2003-04**

WHEREAS, the Recreation and Parks Department has requested that the Mayor and Board of Aldermen review and approve the Hillsborough Road Park Design Committee's Park Design.

WHEREAS, the Mayor and Board of Aldermen reviewed and approved the RFQ announcement.

NOW, THEREFORE, THE MAYOR AND BOARD OF ALDERMEN OF THE TOWN OF CARRBORO RESOLVE:

Section 1. The Board hereby approves the Hillsborough Road Park Design.

Section 2. The Board hereby directs staff to work with Site Solutions on completing the master plan.

Section 3. That the park be named the Martin Luther King, Jr. Park.

Section 3. This resolution shall become effective upon adoption.

The foregoing resolution having been submitted to a vote, received the following vote and was duly adopted this 15th day of June, 2004:

Ayes: Joal Hall Broun, Mark Chilton, Jacquelyn Gist, John Herrera, Diana McDuffee, Michael Nelson, Alex Zaffron

Noes: None

Absent or Excused: None

**REVIEW OF THE MARTIN LUTHER KING, JR. PARK MASTER PLAN**

The purpose of this agenda item was for the Board to review the Martin Luther King Jr. Park Master Plan. The town staff recommended adoption of a resolution approving the master plan.

Derrick Williams, with Site Solutions, made the presentation.

[Alderman Broun arrived at the meeting.]

The following resolution was introduced by Alderman Joal Hall Broun and duly seconded by Alderman Jacquelyn Gist.

**A RESOLUTION APPROVING THE  
MARTIN LUTHER KING JR. PARK MASTER PLAN  
Resolution No. 28/2004-05**

WHEREAS, the Recreation and Parks Department has requested that the Mayor and Board of Aldermen review and approve the Martin Luther King Jr. Park Master Plan.

WHEREAS, the Mayor and Board of Aldermen have reviewed the master plan.

NOW, THEREFORE, THE MAYOR AND BOARD OF ALDERMEN OF THE TOWN OF CARRBORO RESOLVE:

Section 1. The Board hereby approves the Martin Luther King Jr. Park Master Plan.

Section 2. This resolution shall become effective upon adoption.

The foregoing resolution having been submitted to a vote, received the following vote and was duly adopted this 5th day of October, 2004:

Ayes: Joal Hall Broun, Mark Chilton, Jacquelyn Gist, John Herrera, Michael Nelson, Diana McDuffee, Alex Zaffron

Noes: None

Absent or Excused: None

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Report from the Hillsborough Road Park Subcommittee

The Board of Aldermen is interested in seeking development of the Hillsborough Road Park as soon as possible. To this end, the Board of Aldermen established a subcommittee to resolve the outstanding issue of road access to the park. This subcommittee (Jacquie Gist, Mark Dorosin, and Michael Nelson) was charged with reviewing options and making a recommendation to the full Board of Aldermen. The purpose of this report is to transmit the committee's recommended option.

The committee reviewed road connectivity needs, parking needs, and recreation needs before making a recommendation. The committee's recommended connection is attached.

Several key points are worth noting:

- a. The committee is recommending using an existing road bed rather than create new road. The goal of the committee was to preserve as much undeveloped land as possible for recreation uses.
- b. The committee is recommending minimizing impervious surface by providing On-Street parking rather than parking lots.
- c. The number of parking spaces (54) is viewed as the maximum. It is the strong sentiment of the committee that the parking be reduced further. However, a decision on further reducing spaces is not possible until park uses are finalized--some uses are more traffic intensive than others. Because this is a neighborhood park, we wish to encourage citizens to walk and bike. Further, reducing parking will increase the space available for recreation amenities.

The committee believes that creation of this road will meet several goals:

- a. Provide access to the park from both directions.
- b. Decrease the response time of public safety officers (fire and police) to the surrounding neighborhoods
- c. Create commuter access to the bike/pedestrian corridors, which will eventually access the Horace Williams tract from Tripp Farm Rd.

The committee acknowledges that this issue highlights conflicts between two community goals: needed recreation space and neighborhood connectivity. The committee sought a solution that balanced both goals. The committee, after examining numerous options, chose the one that largely utilizes an existing roadbed. By doing so, little additional land is disturbed for the road.

A memo from the Mayor is attached.

Source: November 18, 2003 Board Agenda



# Memorandum

To: Board of Aldermen  
From: Mayor Michael Nelson  
Re: Hillsborough Road Subcommittee

As you know, Jacquie Gist, Mark Dorosin, and I were appointed by the Board of Aldermen to serve as a subcommittee to resolve the issue of the road access to Hillsborough Road Park. The committee met several times over the course of the past 4-6 weeks and we have prepared a recommended solution.

There are several points that I would like to make about this solution.

First, the committee tried our best to resolve the conflict between recreation needs and neighborhood connectivity. We tried to do so in a way that preserved as much recreation space as possible while following the community's desire for connectivity and public safety access to surrounding neighborhoods.

Second, let me address the issue of consistency. Although the board has been applying our roads policy consistently in the past 6-8 years, that hasn't always been the case. Over a decade ago, the board voted to delete a connection at Cobblestone Drive at the request of neighbors. This was the politically expedient thing to do, but it opened the board to criticism and, more important, made it difficult to enforce the connector roads policy later on.

In fact, over the course of the following 5 or 6 years, each time the issue of neighborhood connectivity arose in conjunction with a proposed subdivision, the opponents pointed to the board's decision at Cobblestone Drive as evidence that we were not fairly applying the policy because we deleted the connector in one case but not others.

The next big connector controversy was in the Wexford subdivision--about nine years ago. The Wexford residents pointed to the Cobblestone decision as support for their request not to connect. The board said, in essence, "we made a mistake with Cobblestone, and from here on out we are going to apply this policy consistently." Further, we promised the Wexford and Cates Farm residents that their connector would not be the only one. We have kept that promise by supporting connectors at Autumn Drive, for example.

We also are criticized by developers for requiring connectors that they say raises the cost of their projects.

It would put the board in a very difficult position--with both developers and neighbors-- to exempt ourselves from the very policy we require others to adhere to.

Third, there is a very serious safety issue. There is a long stretch of Hillsborough Rd with no entrance into the neighborhoods to the east. From the entrance to Spring Valley (Morningside Dr/Blue Ridge Rd) to Fair Oaks (Park View) there is no connection into the neighborhoods. This creates a very serious public safety issue. In cases like fires, heart attacks, and strokes, a quick response time is essential to saving lives.

Fourth, Diana points out that if we are serious about requiring a bike/ped corridor from Tripp Farm Road to Carolina North, we need this extension of Tripp Farm. This connection will make the bike/ped access much more efficient for our commuters and will encourage its use.

Source: November 18, 2003 Board Agenda

The foregoing resolution having been submitted to a vote, received the following vote and was duly adopted this 14th day of November, 2006:

Ayes: Joal Hall Broun, Mark Chilton, Dan Coleman, Jacquelyn Gist, Randee Haven-O'Donnell, Alex Zaffron

Noes: None

Absent or Excused: John Herrera

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**REVIEW OF ALTERNATIVE DESIGN FOR MARTIN LUTHER KING, JR. PARK**

During a March 14, 2006 worksession to discuss the adopted Capital Improvements Program: FY 2006-2007 through FY 2011-2012, the Board of Aldermen requested an opportunity to discuss the master plan and alternative design for the Martin Luther King, Jr. Park. Background information has been compiled for the Board's review. A resolution accepting this report was provided.

Dale McKeel, the town's Transportation Planner, made the presentation.

Alderman Zaffron asked about the cost of substituting an alternative design incorporating parking lots and removing the connector/parking combination.

Mr. Stewart stated that the town staff does not know what the difference in cost would be, but that his guess would be that the parking-only option would cost less.

Alderman Zaffron asked what the typical time is between concept review and final approval for a zoning permit.

Marty Roupe, Zoning Administrator, stated that it takes typically between six and twelve months.

Alderman Coleman asked what design changes would be needed to remove the connector road.

Anita Jones McNair, the town's Recreation and Parks Director, stated that design changes would be needed if the road were removed.

Alderman Coleman stated that he does not feel a lot of parking spaces are needed on the Fair Oaks side. He also stated that he feels that putting a connector road through the park puts children in danger and does not feel the neighborhood needs that connection.

Alderman Broun stated that she feels the connector road is needed because people other than neighbors of the park will be using the park

Alderman Haven-O'Donnell stated that she does not think the connector road is needed – a trail or bikeway would be a better use of that land.

Alderman Zaffron stated that he feels the park will be used by the community because of its size.

Mayor Chilton stated that he is concerned about child safety because of the angled parking. He also noted that most of the parking spaces are designed for people coming from inside the neighborhood rather than Hillsborough Rd.

Alderman Gist stated that she would like to see the connector road removed because the road would require removal of significant trees, because of concern for child safety, and the community did not ask for a road through this park

Mr. Stewart stated that if the Board does decide to remove the road from the park, the land use ordinance would need to be amended to change the street connectivity provisions and would require action by Chapel Hill and Orange County because this property is in the Joint Planning Area.

Mayor Chilton asked about shifting the Tripp Farm Road stub-out into private property.

It was the consensus of the Board to request additional information on lots adjoining the park property, the procedural steps needed if the Board wanted to remove the connector road, investigate the possibility of intermediate uses of the park property (walking trails, soccer). In addition, the Board requested that a further discussion of this matter be scheduled for early 2007 on how to proceed with the connector road issue.

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### **DISCUSSION OF PLANNING BOARD RECOMMENDATION FOR A DEVELOPMENT MORATORIUM IN THE NORTHERN STUDY AREA**

On October 3<sup>rd</sup>, the Board of Aldermen considered a proposal from the Planning Board and advisory board comments regarding a moratorium on rezonings, major subdivisions, and special and conditional use permit applications to be established in Carrboro's Northern Study Area. The Board of Aldermen referred the proposal to other advisory boards, neighboring governments, and the University of North Carolina at Chapel Hill. A resolution that provided an opportunity to respond to the Planning Board request was available for the Board's use.

Trish McGuire made the presentation.

Alderman Haven-O'Donnell stated that the New Horizons Task Force had received some emails from residents in support of the moratorium.

Alderman Gist stated that she was not in favor of a moratorium

Alderman Zaffron volunteered to work with the Chair of the Planning Board to develop a proposal for a process to study the NTA for the Board's review.

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### **CONSIDERATION OF A CHARTER AMENDMENT CHANGING THE PROCESS FOR FILLING BOARD VACANCIES**

The Board has had a number of discussions regarding the possibility of seeking a charter amendment from the General Assembly. An amendment has been proposed that would do the following:

- 1) If an unexpected Board vacancy left more than a year before the next general election, then the Board of Aldermen would call a special election to fill that vacancy until the next general election.
- 2) If an unexpected Board vacancy left less than a year before the next general election, then the Board would appoint someone to fill that vacancy until the next general election.

It was the consensus of the Board to reschedule this discussion for December 5<sup>th</sup>.

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DISCUSSION OF FUTURE DEVELOPMENT OF THE MARTIN LUTHER KING, JR. PARK  
PROPERTY – 10/4/2011

The purpose of this item is for the Board of Aldermen to discuss the potential future development of

Martin Luther King, Jr. Park, scheduled for construction in 2013.

Daniel Smith, a concerned citizen, asked the Board to consider keeping the future development of the park compatible with the community gardens that are on the property. He presented the Board with a copy of his documentary called, “Growing It Here, Growing It Now” that features the Carrboro Community Garden and the Growing Healthy Kids Gardens at MLK Park.

Maria Hitt, the project manager for the Growing Healthy Kids Community Garden, asked that the Board continue to support the gardens at the MLK Park and consider including them, permanently, in the future master plan for the MLK Park site. She thanked the Board for allowing the gardens at MLK Park.

Alderman Lavelle asked how often the park is mowed and if there are trash containers. George Siez, the Town’s Public Works director, stated that the park is on a regular mow schedule and that the multi-purpose field is cut lower than the other areas. There are no trash bins at the Park.

Alderman Haven-O’Donnell asked staff to look into the cost of leveling and lining the multi-purpose field. Alderman Slade asked staff to research why the pond was filled in and the feasibility of creating a new one. Alderman Broun asked that the Community Garden rules be made available to the Board.

The following resolution was introduced by Alderman Gist and seconded by Alderman Coleman:

**A RESOLUTION ACCEPTING THE STAFF REPORT ON THE MARTIN LUTHER KING  
JR.**

**PARK AND PROVIDING FURTHER DIRECTION**

Resolution No. 21/2011-12

WHEREAS, the Carrboro Board of Aldermen seek to ensure that its existing and proposed policies, regulations, actions and plans are appropriate and beneficial, and;

WHEREAS, the staff has prepared a report on the approved design of the Martin Luther King, Jr. Park and other information concerning the property.

WHEREAS, the Board of Aldermen has received the staff report and discussed the future development of the Martin Luther King, Jr. Park.

NOW, THEREFORE BE IT RESOLVED by the Carrboro Board of Aldermen that they accept the report and provide the following direction to Town staff:

- 1) Preserve space for the Community Gardens with the understanding that the Gardens will be incorporated into a future MLK Park master plan; and,
- 2) Remove the word “future” from the current sign; and,
- 3) Provide the Board with information on how, and if, attributes may be phased into the Park without triggering a development application. This information should also include

estimated costs.

The foregoing resolution having been submitted to a vote received the following vote and was duly adopted this 4th day of October 2011:

Ayes: Dan Coleman, Sammy Slade, Lydia Lavelle, Mark Chilton, Joal Hall Broun, Jacquelyn Gist,

Randee Haven-O'Donnell

Noes: None

Absent or Excused: None



# Town of Carrboro

Town Hall  
301 W. Main St.  
Carrboro, NC 27510

## Agenda Item Abstract

File Number: 13-0516

**Agenda Date:** 1/14/2014

**Version:** 1

**Status:** Other Matters

**In Control:** Board of Aldermen

**File Type:** Abstract

**Agenda Number:** 4.

### **TITLE:**

Discussion on request to allow additional uses in the M-1 Zoning Districts

**PURPOSE:** The purpose of this item is to provide the Board with an opportunity to more fully discuss alternatives for amending the Land Use Ordinance to allow additional uses in the M-1 Zoning District classification.

**DEPARTMENT:** Planning

**CONTACT INFORMATION:** Christina Moon - 919-918-7325; Marty Roupe - 919-918-7333; Mike Brough - 919-929-3905

**INFORMATION:** In May of 2013, Runyon Woods of Woodhill, Inc. LLC submitted a text amendment request to allow restaurants, banks with drive-thru windows and freestanding ATM tellers within the M-1 Zoning District. During the request to set a public hearing, the Board of Aldermen removed banks with drive-thru windows as a potential new use from the draft ordinance. Staff presented the revised ordinance to Town advisory boards at the November joint review meeting. A public hearing was held on November 19, 2013. The Planning Board and Economic Sustainability Commission had a number of questions and suggestions for refining the draft ordinance. The Board of Aldermen, likewise, had a number of questions during the public hearing and requested additional information.

The addition of new land uses into the M-1 district has the potential to change the character of the zoning category from light manufacturing to a more general mixed-use classification, which while not precluding manufacturing from occurring the district could discourage it due to the higher rent potential associated with other uses. To date, discussions on this item have focused on allowing some higher return land uses in exchange for site improvements and/or building elements that would provide essential public infrastructure and create a more vibrant and successful community. The Town adopted similar performance standard language as part of the establishment of the B-1(g) conditional zoning district (Section 15-141.4) in 2011. Discussions have not included much attention toward potential ways to encourage or even require light manufacturing as a component of a development project in exchange for access to additional land uses. This work session item is designed to facilitate such a discussion using information in the attached staff memo as a starting point (Attachment A). A work session item to discuss the merits of drive-thru windows has been scheduled for February 11th.

**FISCAL & STAFF IMPACT:** There is no fiscal impact related to the discussion of this

item. Costs are associated with public hearings and for staff time, should the Board wish to pursue text amendments. The applicant has paid the Town fee associated with processing a text amendment to the Land Use Ordinance.

**RECOMMENDATION:** Staff recommends that the Board of Aldermen discuss the information included in the memo and direct staff toward potential next steps, which may include modifications to the draft ordinance provided in Attachment C or the preparation of a new ordinance.



## TOWN OF CARRBORO

NORTH CAROLINA

### TRANSMITTAL PLANNING DEPARTMENT

DELIVERED VIA:  HAND  MAIL  FAX  EMAIL

**To:** David Andrews, Town Manager  
Mayor & Board of Aldermen

**From:** Tina Moon, Planning Administrator

**Date:** January 8, 2014

**Subject:** Potential Text Amendments Relating to the M-1 Zoning District

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#### SUMMARY

Runyon Woods of Woodhill, Inc. LLC, submitted a request for a text amendment to the Land use Ordinance to allow additional uses in the M-1 zoning district subject to a conditional use permit. Such “higher return” uses were intended to help offset some of the infrastructure costs related to a development proposal requiring significant stormwater management improvements. Staff prepared a draft ordinance designed to balance the costs associated with substantial infrastructure improvements that offered public benefit with the opportunity for additional land uses, while retaining the possibility for some light manufacturing development to occur in the future. Suggestions for modifying the draft ordinance were presented during the request to set a public hearing agenda item, at joint advisory board review and again during the public hearing. At the close of the public hearing, the Board of Aldermen voted to postpone its decision on the draft ordinance to provide time for additional refinements. The following staff analysis includes a brief history of the text amendment, additional points for consideration and possible suggestions for moving forward. Relevant excerpts from the Land Use Ordinance, including a modified Permissible Use Table (Attachment B) are also provided.

#### BACKGROUND

In May of 2013, Runyon Woods of Woodhill, Inc. LLC, submitted a text amendment request to allow three additional land uses to the M-1 zoning district: restaurants, banks with drive-thru windows, and freestanding ATM tellers. Woodhill, Inc. has since submitted a development proposal for 501 South Greensboro Street (the former Rogers-Triem site) for a conditional use permit. Zoned M-1, the existing conditions at the South Greensboro Street property presents a number of challenges



for redevelopment, among them are necessary upgrades to the stormwater management system offsite. Mr. Woods submits that the potential to include tenants able to pay higher rents than those typically associated with manufacturing uses offers the necessary return to make the project feasible. If adopted, the new uses would be permitted in all M-1 zoning districts including but not limited to the 501 South Greensboro Street site.

Section 15-321(c )(1) of the Land Use Ordinance (LUO) indicates that staff may proceed with the preparation of an ordinance that makes a requested change to the LUO if it believes the change to have significant merit and would benefit the general public. At the October 15<sup>th</sup> regular meeting, staff presented the Board with a draft ordinance crafted to balance the Town's interests in retaining the potential for light manufacturing in M-1 districts, while offering the development of some higher return land uses in exchange for site improvements and/or building elements that would provide essential public infrastructure and create a more vibrant and successful community. The Town adopted similar performance standard language as part of the establishment of the B-1(g) conditional zoning district (Section 15-141.4) in 2011. In its motion to set the public hearing for the proposed amendment, the Board removed use 3.230, Banks with Drive-in windows, from the list of potential new uses for the M-1 district. At the subsequent meeting, on October 22<sup>nd</sup>, the Board requested that staff to prepare an ordinance which would remove drive-in and drive-thru windows as a future permitted use from all zoning districts. A work session item on this topic has been scheduled for February 11, 2014.

The revised draft ordinance to allow restaurants and ATM tellers in the M-1 zoning district was presented at Joint Review on November 7<sup>th</sup> and to the Economic Sustainability Commission on November 13<sup>th</sup>; the ordinance was also referred to Orange County. Advisory boards offered a number of comments on the proposed amendment, such as the need to impose a cap on the amount of developable area available for the new uses.

#### **Advisory Board Comments on Draft Amendment dated 10-15-2013**

(The TAB did not recommend any modifications to the ordinance)

- Eliminate the provision of public art and/or provision of outdoor amenities for public use in new Section 15-176.6 and (8) provision of public art and/or outdoor amenities for public use as a condition to allow the additional uses. **(PB & ESC)**
- Include a clear reference to use 8.100, restaurants with none of the features listed in the use classification below as its primary activity. **(PB)**
- Include use 8.700 mobile prepared food vendors. **(PB)**
- Consider taking a more comprehensive look at the M-1 district to ensure they can better and more flexibly support the Town's vision for a diverse economic base. **(PB)**
- Ensure the status of potential Brownfield sites. **(ESC)**
- Consider establishing a cap on the amount that a development project can incorporate the new land uses. (Not included in the ESC's formal comments but discussed extensively during its review of the proposed amendment.)

#### **Public Hearing Comments on Draft Amendment dated 10-15-2013**

During the November 19, 2013 public hearing, the Board of Aldermen asked a number of questions relating to the long-term implications of the proposed amendment. Discussion included a

comparison of the M-1 Zoning District to the B-4 District and whether rezoning the 501 South Greensboro site to the B-4 classification would offer a preferred solution to the Town and the developer, even if additional text amendments were needed to allow all of the land uses the developer is seeking for its project. The Board requested additional information to help compare the M-1 zoning classification with certain other districts that have similarities, such as the B-4 District and the O/A District.

#### **CHARACTERIZATION OF M-1 DISTRICT DESCRIPTION AND SIMILAR DISTRICTS**

The following excerpts from the Article IX of the LUO, Zoning Districts and Zoning Map, include the zoning district description for the M-1 District and similar districts. A modified version of the Permissible Use Table showing the same districts is provided as Attachment B.

**M-1 LIGHT MANUFACTURING.** This zone is designed to accommodate a limited range of industrial activities and a wide range of commercial uses including wholesaling, storage, mail-order, auto related, and office and retail in conjunction with industrial or wholesaling uses. Permitted industrial uses include enterprises engaged in manufacturing, processing, creating, repairing, renovating, painting, cleaning and assembly where all operations are contained inside a fully enclosed building. The performance standards for the M-1 zone located in Part I of Article XI are more restrictive than those in the M-2 district.

**M-2 GENERAL MANUFACTURING.** This district is designed to accommodate the widest range of industrial uses. Business operations may be conducted within and outside a fully enclosed building. The performance standards for this zone are less restrictive than those in the M-1 district.

**CT CORPORATE TOWN.** This district is designed to create a visually attractive, commercial use district with flexible space. The district is intended to provide space for assemblage and research and development type enterprises. Any structure in this district which is proposed for non-residential use shall be located a minimum distance of 50 feet from any residential dwelling unit in the district that was in existence on July 1, 1985. In order to encourage the creation of flexible space, an average minimum building height of 18 feet for any principal structure is required. The continued use of existing residential dwelling units along North Greensboro Street is encouraged. **(AMENDED 06/20/06).**

**O/A OFFICE/ASSEMBLY.** This district is intended to provide for office, administrative, professional, research, and specialized manufacturing (such as light assembly and processing) activities in close proximity to an arterial street. This district is intended to provide employment near residential areas; therefore, the required development standards are intended to be compatible to adjacent residential uses and provide a park-like setting for employment. It is strongly encouraged that development in the Office/Assembly zoning district be designed so that employees may easily utilize alternative forms of transportation (such riding buses, cycling or walking) to commute to their place of employment. Any development within the Office/Assembly (O/A) district shall comply with the following requirements: **(AMENDED 05/25/99; 5/28/02)**

- a. No area less than five contiguous acres may be zoned as an Office/Assembly district;
- b. The performance standards (Article XI, Part I) applicable to 4.000 classification uses in business zones shall govern uses in an Office/Assembly zone;

- c. As shown in Section 15-308, Table of Screening Requirements, screening will be required between non-residential uses in the Office/Assembly district and adjacent residential properties;
- d. Manufacturer's specifications for proposed outdoor lighting fixtures (including candlepower distribution) must be included in the submitted plans and maximum illumination areas must be delineated on the site plan. Light sources (light bulbs or tubes) shall be shielded to reflect down onto the ground and not out onto neighboring properties. **(AMENDED 04/16/91)**
- e. Not more than 25 percent of the total building gross floor constructed within the proposed district may be used for uses permissible within this district that fall within the 2.000 classification.

**B-4 OUTLYING CONCENTRATED BUSINESS.** This zone is designed to accommodate a variety of commercial enterprises that provide goods and services to a larger market area than those businesses permitted in the neighborhood business district. Development regulations also permit higher buildings and increased density over that allowed in the B-3 zone. This zone is intended to create an attractive, concentrated business district in areas that are outside the town's central business district but that are served by the town's major thoroughfares. Examples of permitted uses include shopping centers, professional offices and motels. Uses that are not permitted include outside storage and drive-in theaters.

**PID PLANNED INDUSTRIAL DEVELOPMENT.** There is also established a Planned Industrial Development (PID) zoning district. The purpose of this district is to provide for the possibility of well planned and tightly controlled industrial development in areas that are suitable for such development but that are not deemed appropriate for M-1 or M-2 zoning because of the less restricted types of development that may occur in such zones. **(AMENDED 6/22/82; 12/7/83)**

- (1) No area less than twenty contiguous acres may be zoned as a Planned Industrial Development district, and then only upon a request submitted by or on behalf of the owner or owners of all the property intended to be covered by such zone.
- (2) As indicated in the Table of Permissible Uses (Section 15-146) a planned industrial development (use classification 30.000) is the only permissible use in a PID zone.
- (3) Subject to subdivision (2) of this subsection, and consistent with the restrictions contained in the definition of a planned industrial development [see Subdivision 15-15(60)], land within a PID zone may be used in a manner that would be permissible if the land were zoned M-1, except that (i) the only permissible uses are those described in the 2.130 and 4.100 classifications and (ii) the performance standards (Article XI, Part I) applicable to 4.100 uses in business zones shall govern uses in a planned industrial development.

## **ANALYSIS**

Discussions on this item to date have focused on preparing an amendment that would allow additional uses in the M-1 zoning district without eliminating the potential for light manufacturing in the future. The draft amendment (10-15-2013) presented at the November public hearing identified performance standards related to public improvements which a developer could fulfill in

exchange for additional land uses. The intent of the ordinance was to encourage developers to use this approach gain sufficient revenues at a site, and to allow for the inclusion of some light manufacturing as part of the project. However, as advisory board members noted without any sort of maximum or cap, a developer could design a project whereby the entire site consisted of restaurants and ATM tellers without any manufacturing or any of the other uses currently allowed in M-1 districts. The draft ordinance neither precluded future manufacturing on the site nor did it encourage, or require it--an important distinction. Should the Town wish to encourage light manufacturing another more incentive-based approach may prove more effective in that effort.

### **Potential Options/Next Steps**

Staff has identified three potential approaches toward moving forward with the request to add land uses to the M-1 zoning district, subject to a conditional use permit.

Option 1. Continue with the proposed amendment with a few minor revisions: omit the public art element, consider capping the amount of developable area of the site dedicated to the new uses to a certain amount—such as 25-35%, and require the developer to meet the public infrastructure improvement test for allowing any of the new uses.

Option 2. Revisit the incentives in order to generate a real opportunity for light manufacturing to occur on M-1 sites, either as part of a current proposal or as part of a future phase of a phased project. Work with Economic and Community Development staff to identify land uses that offer high returns and allow some percentage of those uses to occur in exchange for requiring some lower return uses--such as manufacturing. Research what may be involved in future manufacturing and what would be appropriate for the existing M-1 locations—downtown and within walking distance of downtown. Encourage operations that want a connection to the downtown based on the type of widget they produce—clean/renewable—the number of employees they plan to hire, etc. and cater to businesses interested in community involvement. Encourage each project to become a successful manufacturing operation with land uses traditionally associated with manufacturing such as the assembly space, warehouse space, retail space for direct sales, a restaurant for workers, bank, and perhaps housing.

Option 3. Consider if another zoning district is more appropriate for the 501 South Greensboro site and delay the decision of amending the M-1 district for a larger discussion as part of a potential small area plan or comprehensive plan. This option may have merit if Woodhill, Inc. pursues a car-oriented design geared toward patrons arriving from NC 54 rather than from downtown Carrboro--a project which is more suitable to another zoning district such as the B-4. Such a change in zoning would allow a future M-1 district amendment to focus on the remaining M-1 districts which are located closer to the downtown area and tend to be more pedestrian friendly. However, removing the South Greensboro site from the M-1 zoning classification would substantially reduce the possibility of light manufacturing occurring at the site in the future.

### **SUMMARY**

Each of the three options offers opportunities and challenges and part of the discussion may revolve around the Town's long-term vision and the inclusion of light-manufacturing as part of that vision. Carrboro's history as a mill town may or may not impact future interests in keeping industry

as a potential employer in the Town's jurisdiction and potentially in the downtown core. Should the Town wish to retain that heritage, partnerships may be needed to find and/or grow such businesses in Carrboro. In light of the policy aspects of such changes in relation to the long term vision, staff is seeking direction from the Board for moving forward.

DESCRIPTION	B-4 Outlying Concentrated Business	M-1 Light Manufacturing	M-2 General Manufacturing	CT Corporate Town	O/A Office/ Assembly
<b>1.000 Residential</b>					
1.100 Single Family Residences					
1.110 Single Family Detached One Dwelling Unit Per Lot					
1.111 Site Built/Modular				Z	Z
1.112 Class A Mobile Home					
1.113 Class B Mobile Home					
1.120 Single Family Detached More Than One Dwelling Unit Per Lot					
1.121 Site Built/Modular				*	*
1.122 Class A Mobile Home					
1.123 Class B Mobile Home					
1.200 Two-Family Residences					
1.210 Two-Family Conversion				*	*
1.220 Primary Residence with Accessory Apartment				*	*
1.230 Duplex				*	*
1.231 Maximum 20% units > 3 bedrms/du				*	*
1.232 No bedroom limit					
1.240 Two Family Apartment				*	*
1.241 Maximum 20% units > 3 bedrms/du				*	*
1.242 No bedroom limit					
1.300 Multi-Family Residences					
1.310 Multi-Family Conversion				SC	SC
1.320 Multi-Family Townhomes				SC	SC
1.321 Maximum 20% units > 3 bedrms/du				SC	SC
1.322 No bedroom limit					
1.330 Multi-Family Apartments				SC	SC
1.331 Maximum 20% units > 3 bedrms/du				SC	SC
1.332 No bedroom limit					
1.340 Single-Room Occupancy				SC	
1.400 Group Homes					
1.410 Fraternities, Sororities, Dormitories and Similar Housing				C	
1.420 Boarding Houses, Rooming Houses				C	
1.430 Adult Care Home, Class A				Z	Z
1.440 Adult Care Home, Class B				Z	
1.450 Child Care Home, Class A				Z	Z
1.460 Child Care Home, Class B				Z	
1.470 Maternity Home				Z	Z
1.480 Nursing Care Home				Z	Z
1.500 Temporary Residences					
1.510 Tourist Homes and other Temporary Residences Renting Rooms for Relatively Short Periods of Time					
1.600 Homes Emphasizing Services, Treatment or Supervision					
1.610 Temporary Homes for the Homeless					
1.620 Overnight Shelters for Homeless					
1.630 Senior Citizen Residential Complex					
1.700					
1.800					
1.900 Home Occupation				S	Z

DESCRIPTION	B-4 Outlying Concentrated Business	M-1 Light Manufacturing	M-2 General Manufacturing	CT Corporate Town	O/A Office/ Assembly
<b>2.000 Sales and Rental of Goods, Merchandise and Equipment</b>					
2.100 No Storage or Display of Goods Outside Fully Enclosed Building					
2.110 High-Volume Traffic Generation	ZC	ZC	ZC	C	ZC
2.111 ABC Stores	C			C	
2.112 Specialty High Volume Retail					
2.120 Low-Volume Traffic Generation	ZC	ZC	ZC	C	ZC
2.130 Wholesale Sales	ZC	ZC	ZC	C	ZC
2.140 Drive-In Windows	C	C			
2.150 Retail Sales with Subordinate Manufacturing and Processing					
2.200 Display of Goods Outside Fully Enclosed Building					
2.210 High-Volume Traffic Generation		ZC	ZC	ZC	ZC
2.220 Low-Volume Traffic Generation		ZC	ZC	ZC	ZC
2.230 Wholesale Sales		ZC	ZC	ZC	ZC
2.240 Drive-In Windows		C			
2.300 Storage of goods outside fully enclosed building					
2.310 High-volume traffic generation		ZC			
2.320 Low-volume traffic		ZC			
2.330 Wholesale Sales		ZC			
2.340 Drive-in Windows					
<b>3.000 Office, Clerical, Research and Services Not Primarily Related to Goods or Merchandise</b>					
3.100 All operations conducted entirely Within Fully Enclosed Building					
3.110 Operations designed to attract and serve customers or clients on the premises, such as the office of attorneys, physicians, other professions, insurance and stock brokers, travel agents, government office buildings, etc.	ZC	ZC	ZC	C	ZC
3.120 Operations designed to attract little or no customer or client traffic other than employees of the entity operating the principal use	ZC	ZC	ZC	C	ZC
3.130 Office or clinics of physicians or dentists with not more than 10,000 square feet of gross floor area	ZC	ZC		ZC	ZC
3.140 Watershed research					
3.150 Copy Centers/Printing Operations	ZC	ZC	ZC	ZC	

DESCRIPTION	B-4 Outlying Concentrated Business	M-1 Light Manufacturing	M-2 General Manufacturing	CT Corporate Town	O/A Office/ Assembly
3.200 Operations conducted within or outside fully enclosed buildings					
3.210 Operations designed to affect and serve customers or clients on the premises		ZC	ZC		ZC
3.220 Operations designed to attract little or no customer or client traffic other than employees of the entity operating the principal use		ZC	ZC	C	ZC
3.230 Banks with drive-in window	C		C		
3.240 Watershed research					
3.250 Automatic Teller Machine, Freestanding	C			C	C
<b>4.000 Manufacturing, Processing, Creating, Repairing, Renovating, Painting, Cleaning, Assembling of Goods, Merchandise and Equipment</b>					
4.100 All operations conducted entirely within fully enclosed buildings		ZC	ZC	C	C
4.200 Operations conducted within or outside fully enclosed buildings			ZC		
<b>5.000 Educational, Cultural, Religious, Philanthropic, Social, Fraternal Uses</b>					
5.100 Schools					
5.110 Elementary and secondary (including associated grounds and athletic and other facilities)	Z(1)				
5.120 Trade or vocational school	C	ZC	C	C	
5.130 Colleges, universities, community colleges (including associated facilities such as dormitories, office buildings, athletic fields, etc)	C	C		C	
5.200 Churches, synagogues and temples (including associated residential structures for religious personnel and associated buildings but not including elementary school buildings) school or secondary	ZC	ZC		ZC	ZS
5.300 Libraries, museums, art galleries, art centers and similar uses (including associated educational and instructional activities)					
5.310 Located within a building designed and previously occupied as a residence or within a building having a gross floor area not in excess of 3,500 square feet	S	ZC		ZC	ZS
5.320 Located within any permissible structures	S	ZC		ZC	ZS
5.400 Social, fraternal clubs and lodges, union halls, and similar uses	S	S		ZC	
<b>6.000 Recreation, Amusement, Entertainment</b>					
6.100 Activity conducted entirely within building or substantial structure					
6.110 Bowling alley, skating rinks, indoor tennis and squash courts, billiards and pool halls, indoor athletic and exercise facilities and similar uses.	ZC	ZC		ZC	



DESCRIPTION	B-4 Outlying Concentrated Business	M-1 Light Manufacturing	M-2 General Manufacturing	CT Corporate Town	O/A Office/ Assembly
6.120 Movie Theaters					
6.121 Seating capacity of not more than 300	ZC	S		ZC	S
6.122 Unlimited Seating Capacity	ZC	S		ZC	
6.130 Coliseums, stadiums, and all other facilities listed in the 6.100 classification designed to seat or accommodate simultaneously more than 1000 people	C	C		C	
6.140 Community Center--a Town sponsored, non-profit indoor facility providing for one or several of various type of recreational uses. Facilities in a Community Center may include, but are not limited to gymnasias, swimming pools, indoor court areas, meeting/activity rooms, and other similar uses	Z	Z	Z	Z	Z
6.150 Electronic Gaming Operations	S				
6.200 Activity conducted primarily outside enclosed buildings or structures.					
6.210 Outdoor recreational facilities developed on private lands, without Town sponsorship or investment, such as golf and country clubs, swimming or tennis clubs, etc. and not constructed pursuant to a permit authorizing the construction of a residential development.				C	
6.220 Outdoor recreational facilities developed on public lands, or on private lands with swimming pools, parks, etc., not constructed pursuant to a permit authorizing the construction of another use such as a school					
6.221 Town of Carrboro owned and operated facilities.	Z	Z		Z	
6.222 Facilities owned and operated by public entities other than the Town of Carrboro	C	C		C	
6.230 Golf driving ranges not accessory to golf course, par 3 golf courses, miniature golf course, skateboard parks, water slides, and similar uses.		ZC			
6.240 Horseback riding stables (not constructed pursuant to permit authorizing residential development)		S			
6.250 Automobile and motorcycle racing tracks			S		
6.260 Drive-in Movie Theaters		C			
<b>7.000 Institutional Residence or Care of Confinement Facilities</b>					
7.100 Hospitals, clinics, other medical (including mental health) treatment facilities in excess of 10,000 square feet of floor area				C	

DESCRIPTION	B-4 Outlying Concentrated Business	M-1 Light Manufacturing	M-2 General Manufacturing	CT Corporate Town	O/A Office/ Assembly
7.200 Nursing care institutions, intermediate care institutions, handicapped, aged or infirm institutions, child care institutions				C	
7.300 Institutions (other than halfway houses) where mentally ill persons are confined				C	
7.400 Penal and Correctional Facilities					
<b>8.000 Restaurants (including food delivery services), Bars, Night Clubs</b>					
8.100 Restaurant with none of the features listed in use classification below as its primary activity	Z				ZC
8.200 Outside Service or Consumption	S				ZC
8.300 Drive-in (service to and consumption in vehicle on premises)	C				
8.400 Drive Through Windows (service directly to vehicles primarily for off-premises consumption)	C				
8.500 Carry Out Service (food picked up inside of off-premises consumption)	Z				
8.600 Food Delivery	Z				
8.700 Mobile prepared food vendors		Z			
<b>9.000 Motor Vehicle-Related Sales and Service Operations</b>					
9.100 Motor vehicle sales or rental of sales and service		ZC	ZC		
9.200 Automobile service stations	S	C	Z		
9.300 Gas sales operations	S	C	Z		
9.400 Automobile repair shop or body shop	S	C	Z		
9.500 Car wash		C	Z		
<b>10.000 Storage and Parking</b>					
10.100 Independent automobile parking lots or garages	Z	Z	Z	C	
10.200 Storage of goods not related to sale or uses of those goods on the same lot where they are stored					
10.210 All storage within completely enclosed structures		Z	Z		C
10.220 Storage inside or outside completely enclosed structures		C	Z		ZC
10.300 Parking of vehicles or storage of equipment outside enclosed structures where: (i) vehicles or equipment are owned and used by the person making use of the lot, and (ii) parking or storage is more than a minor and incidental part of the overall use made of the lot		S	S		
<b>11.000 Scrap Materials Salvage Yards, Junkyards, Automobile Graveyards</b>			S		
<b>12.000 Services and Enterprises Related to Animals</b>					
12.100 Veterinarian	S	S	S		
12.200 Kennel		S	S		
<b>13.000 Emergency Services</b>					
13.100 Police Stations	Z	Z	Z	Z	Z
13.200 Fire Stations	Z	Z	Z	Z	Z
13.300 Rescue Squad, Ambulance Service	S	S	Z	S	S
13.400 Civil Defense Operation	S	S	Z	S	S
<b>14.000 Agricultural, Silvicultural, Mining, Quarrying Operations</b>					
14.100 Agricultural operations, farming					
14.110 Excluding livestock			Z		
14.120 Including livestock					
14.200 Silvicultural operations			Z		

DESCRIPTION	B-4 Dutying Concentrated Business	M-1 Light Manufacturing	M-2 General Manufacturing	CT Corporate Town	O/A Office/ Assembly
14.300 Mining or quarrying operations, including on-site sales of products			S		
14.400 Reclamation landfill	Z	Z	Z		
<b>15.000 Miscellaneous Public and Semi-Public Facilities</b>					
15.100 Post Office	C	C	C	C	
15.200 Airport	S	S			C
15.300 Sanitary landfill		C			
15.400 Military reserve, National Guard centers		Z			
15.500 Recycling materials collection operations					
15.510 Using collection facilities other than motor vehicles	Z	Z	Z		
15.520 Aluminum recycling using motor vehicles	S	S	S		
15.600 Public utility service complex					
15.700 Cable Television Signal Distribution Center	S	S	S	S	S
<b>15.800 Town-owned and/or Operated Facilities and Services</b>					
15.810 Town-owned and/or Operated Public Parking Lot	Z	Z	Z	Z	Z
15.820 All other town-owned and/or operated facilities and services		Z	Z	Z	Z
<b>16.000 Dry Cleaner, Laundromat</b>					
16.100 With drive-in windows	C	C			C
16.200 Without drive-in windows	Z	S		Z	S
<b>17.000 Utility Facilities</b>					
17.100 Neighborhood	S	S	S	S	S
17.200 Community or regional		S	S		S
17.300 Cable Television Satellite Station	S	S	S	S	S
17.400 Underground Utility Lines	Z	Z	Z	Z	Z
<b>18.000 Towers and Related Structures</b>					
18.100 Towers and antennas fifty feet tall or less	Z	Z	Z	Z	Z
18.200 Towers and antennas attached thereto that exceed 50 feet in height, and that are not regarded as accessory to residential users under 15-150(c)(5)	C	C	C	C	C
18.300 Antennas exceeding 50 feet in height attached to structures other than towers, [other than accessory uses under 15-150(c)(5)]	S	S	S	S	S
18.400 Publicly-owned towers and antennas of all sizes that are used in the provision of public safety services					
<b>19.000 Open Air Markets and Horticultural Sales</b>					
19.100 Open air markets (farm and craft markets, flea markets, produce markets)		S		S	S
19.200 Horticultural sales with outdoor display		S		S	S
19.300 Seasonal Christmas or pumpkin sales	Z	Z	Z		Z
<b>20.000 Funeral Homes</b>	Z	Z			
<b>21.000 Cemetery and Crematorium</b>					
21.100 Town-owned cemetery	Z	Z	Z	Z	Z
21.200 All other cemeteries		Z	Z		
21.300 Crematorium		Z	Z		
<b>22.000 Day Care</b>					
22.100 Child Day Care Home				Z	S
22.200 Child Day Care Facility	Z	Z		Z	Z
22.300 Senior Citizens Day Care, Class A	Z	Z		Z	Z
22.400 Senior Citizens Day Care, Class B	S	Z		S	Z

DESCRIPTION	B-4 Outlying Concentrated Business	M-1 Light Manufacturing	M-2 General Manufacturing	CT Corporate Town	O/A Office/ Assembly
<b>23.000 Temporary structure or parking lots used in connection with the construction of a permanent building or for some non-recurring purpose</b>					
23.100 Temporary structures located on same lot as activity generating need for structure	Z	Z	Z	Z	Z
23.200 Temporary parking facilities located on or off-site of activity generating need for parking					
<b>24.000 Bus Station</b>	S	S		S	
<b>25.000 Commercial Greenhouse Operations</b>					
25.100 No on-premises sales		Z			
25.200 On-premises sales permitted		Z			
<b>26.000 Subdivisions</b>					
26.100 Major	SC	SC	SC	SC	SC
26.200 Minor	Z	Z	Z	Z	Z
<b>27.000 Combination Uses</b>	*	*	*	*	*
<b>28.000 Planned Unit Developments</b>					
<b>29.000 Special Events</b>	C	C	C	C	C
<b>30.000 Planned Industrial Development</b>					
<b>31.000 Off-Premises Signs</b>			Z		
<b>32.000 Village Mixed Use Development</b>					
<b>33.000 Office/Assembly Planned Development</b>					
<b>34.000 Temporary Lodging</b>					
34.100 Hotels and Motels	C			C	C
34.200 Bed and Breakfast				S	

AN ORDINANCE AMENDING THE CARRBORO LAND USE ORDINANCE TO ADD BANKS WITH DRIVE-THRU WINDOWS, FREESTANDING AUTOMATIC TELLER MACHINES, AND CERTAIN TYPES OF RESTAURANTS TO THE LIST OF USES THAT ARE PERMISSIBLE IN THE M-1 DISTRICT WITH A CONDITIONAL USE PERMIT, SUBJECT TO CERTAIN CRITERIA

\*DRAFT 10-15-2013\*

THE BOARD OF ALDERMEN OF THE TOWN OF CARRBORO ORDAINS”

Section 1. Section 15-146 of the Carrboro Land Use Ordinance (the Table of Permissible Uses) is amended by placing the letter “C” in the M-1 district column opposing the following uses classifications to indicate that these uses are permissible in the M-1 zoning district with a conditional use permit subject to the criteria in subsection 15-176.6.

~~3.230 Banks with Drive-in window~~

3.250 Freestanding Automatic Teller Machine

8.000 Restaurants (including food delivery services), Bars, Night Clubs

8.200 Outside service or consumption

8.500 Carry out service (picked up inside for off-premises consumption)

8.600 Food delivery

Section 2. Subsection 15-176 is amended with a new Section 15-176.6, Banks and Restaurant Uses Within M-1 Districts. Notwithstanding the foregoing provisions in Section 15-146, uses ~~3.230~~, 3.250, 8.000, 8.200, 8.500 and 8.600 shall be allowed in the M-1 zoning district with a conditional use permit subject to the following conditions.

The combined area of uses ~~3.230~~, 3.250, 8.000, 8.200, 8.500 and 8.600 shall not exceed 25 percent of the developable portion of the property, unless the development provides site and building elements that will create a more vibrant and successful community and provide essential public infrastructure.

Site and building elements are intended to be selected from at least two of the following five areas: stormwater management and water conservation, on-site energy production and energy conservation, alternative transportation, creation of new and innovative light manufacturing operations, and the provision of public art and/or provision of outdoor amenities for public use. Conditions that may be included to meet the above stated objective include but shall not be limited to the following:

- (1) Reduction in nitrogen loading from the site by at least 8% from the existing condition, as determined by the Jordan Lake Accounting Tool
- (2) Energy performance in building requirements to meet one or more of the following
  - a. Achieve 40% better than required in the Model Energy Code, which for NC, Commercial is ASHRAE 90.1-2004-2006 IECC equivalent or better, and Residential is IECC 2006, equivalent or better).
  - b. “Designed to Earn the Energy Star” rating.
  - c. Architecture 2030 goal of a 50 percent fossil fuel and greenhouse gas emission reduction standard, measured from the regional (or country) average for that building type.
  - d. AIA goals of integrated, energy performance design, including resource conservation resulting in a minimum 50 percent or greater reduction in the consumption of fossil fuels used to construct and operate buildings.
  - e. LEED certification to achieve 50% CO2 emission reduction, or LEED silver certification
  - f. US Conference of Mayors fossil fuel reduction standard for all new buildings to carbon neutral by 2030.
  - g. Specific energy saving features, including but not limited to the following, are encouraged..
    - i. Use of shading devices and high performance glass for minimizing heating and cooling loads
    - ii. Insulation beyond minimum standards;
    - iii. Use of energy efficient motors/HVAC;
    - iv. Use of energy efficient lighting;
    - v. Use of energy efficient appliances
    - vi. LED or LED/Solar parking lot lighting (50-100% more efficient).
    - vii. Active and passive solar features.
- (3) Provision of onsite facilities (e.g. solar, wind, geothermal) that will provide 5% of electricity demand associated with the project.
- (4) Use of harvested rainwater for toilet flushing.
- (5) Inclusion of Low Impact Development features.
- (6) Use of surface materials that reflect heat rather than absorb it.
- (7) Provision of a safe, convenient, and connected internal street system or vehicle accommodation area designed to meet the needs of the expected number of motor vehicle, bicycle, pedestrian, and transit trips, or substantial improvement to public infrastructure related to transportation or access to transit.
- (8) Provision of public art and/or outdoor amenities for public use.
- (9) Use of devices that shade at least 30% of south-facing and west-facing building facades.
- (10) .The development of clean, innovative light manufacturing operation(s) that creates employment for a more than ten workers.

Section 3. All provisions of any town ordinance in conflict with this ordinance are repealed.

Section 4. This ordinance shall become effective upon adoption.



# Town of Carrboro

Town Hall  
301 W. Main St.  
Carrboro, NC 27510

## Agenda Item Abstract

File Number: 14-0003

**Agenda Date:**

**Version:** 1

**Status:** Other Matters

**In Control:** Board of Aldermen

**File Type:** Abstract

**Agenda Number:** 5.

### **TITLE:**

Work Session on General Use Zoning Strategy/NSA Implementation

**PURPOSE:** The purpose of this item is to provide the Board of Aldermen with an opportunity to discuss a possible new zoning classification as part of the strategy to implement recommendations from the Northern Study Areas Plan Implementation Review Committee (NSAPIRC).

**DEPARTMENT:** Planning

**CONTACT INFORMATION:** Christina Moon - 919-918-7325; Patricia McGuire - 919-918-7327; Mike Brough - 919-929-3905

**INFORMATION:** In February of 2011, the Town hosted two design workshops facilitated by the Durham Area Designers (DAD) to further explore design elements and potential zoning that might better realize the goals of the Facilitated Small Area Plan for Carrboro's Northern Study Area (NSA Plan) as identified by the NSAPIRC. The Board received a presentation on the findings from the design workshop on February 21, 2012.

Shortly thereafter, the Board received a memo from the Planning Board, dated April 19th, outlining concerns with the B-4 Zoning District (Outlying Concentrated Business). The Planning Board asked the Board of Aldermen to consider modifying the B-4 District to encourage more mixed-used developments with a more transit and/or pedestrian focus to better interface with existing neighborhoods. The Board subsequently discussed modifying the B-4 district to respond to the NSA design workshop concept plans during a follow-up presentation on September 18th ([http://www.townofcarrboro.org/BoA/Agendas/2012/09\\_18\\_2012.htm](http://www.townofcarrboro.org/BoA/Agendas/2012/09_18_2012.htm)) and again as part of a discussion with Omar Zinn, the owner of the design workshop study site on January 29, 2013 ([http://www.townofcarrboro.org/BoA/Agendas/2013/01\\_29\\_2013.htm](http://www.townofcarrboro.org/BoA/Agendas/2013/01_29_2013.htm)). Interest in potential modifications to an existing zoning classification came up again a third time, during the November 19, 2013 public hearing for LUO text amendments regarding the M-1 Zoning District when the Board asked for an update of potential changes to the B-4 district.

During its analysis of the three projects: recommendations for zoning changes in the Northern Study Area (NSA), suggested changes to the B-4 district from the Planning Board and requested changes to the M-1 district, staff considered the possibility that one zoning district (existing or new) could meet the needs of all three requests but ultimately determined that single district could not accommodate the distinct qualities of all three situations. With that in mind, staff has



moved forward toward developing a possible new mixed-use zoning classification to respond to the NSAPIRC recommendations, the first project in the work plan.

In the accompanying memo (Attachment A) staff provides a brief summary of the item, an analysis of different approaches toward creating a new or modified zoning classification along with sample language for a potential new district based on the existing Office/Residential Mixed Use District (OR-MU).

**FISCAL & STAFF IMPACT:** There is no fiscal impact related to the discussion of this item. Costs are associated with public hearings and staff time should the Board wish to pursue text amendments to the Land Use Ordinance.

**RECOMMENDATION:** Staff recommends that the Board of Aldermen discuss the possible new general use zoning strategy outlined in Attachment A and provide direction for potential next steps, which may include the preparation of text amendments to the Land Use Ordinance to establish a new zoning district.



## TOWN OF CARRBORO

NORTH CAROLINA

### TRANSMITTAL PLANNING DEPARTMENT

DELIVERED VIA:  HAND  MAIL  FAX  EMAIL

**To:** David Andrews, Town Manager  
Mayor & Board of Aldermen

**From:** Tina Moon, Planning Administrator

**Date:** January 8, 2014

**Subject:** General Use Zoning Strategy/NSA Implementation

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#### SUMMARY

Efforts were already underway to consider establishing a new mixed-use district in response to changing needs in the Northern Transition Area (NSA), when the Board of Aldermen received an April 2012 memo from the Planning Board recommending modifications to the B-4 District (outlying concentrated business). With a subsequent request from the developers of the former Rogers-Triem site to amend the M-1 District, the Town had three separate developers seeking to amend zoning districts in order to develop complex projects involving multiple uses. These circumstances have presented an opportunity to examine a number of the Town's existing zoning districts to determine if minor modifications to any one district could accommodate all of these proposals in a way that is consistent with the Town's expressed goals and adopted plans and policies. The following offers a brief overview of some of the key elements from the different projects, focusing on the findings from the design workshop for the NSA (the first project in the cue) along with sample language for a new general use zoning district based on the framework used in the Office-Residential Mixed Use District (OR-MU). The draft new district is provided as possible zoning strategy to begin implementing the recommendations from the Northern Study Areas Plan Implementation Review Committee.

#### BACKGROUND

In February of 2007, the Board of Aldermen held a work session to consider 13 recommendations from the Northern Study Areas Plan Implementation Review Committee (NSAPIRC). On April 8, 2008, the Board decided to move forward with four of those recommendations including, recommendation #1 to target and rezone specific tracts on the east side of Old NC 86 for

commercial and/or Village Mixed use (VMU) development. (Information from that agenda item may be found at the following link: [http://www.townofcarrboro.org/BoA/Agendas/2008/04\\_08\\_2008.htm](http://www.townofcarrboro.org/BoA/Agendas/2008/04_08_2008.htm)). In February 2011, the Town hosted two design workshops at Morris Grove Elementary School to explore future land uses in the Northern Transition Area. Carrboro had contracted with Durham Area Designers (DAD) to facilitate the workshop which, was a response to rezoning recommendations from NSAPIRC. After an overview session guided by the DAD, workshop participants formed five small groups to design concept plans incorporating the new land uses identified during the overview. The Board received three presentations on the findings from the workshop on February 21, 2012, April 10, 2012 and September 18, 2012. Agenda materials from the September meeting may be found at the following link: [http://www.townofcarrboro.org/BoA/Agendas/2012/09\\_18\\_2012.htm](http://www.townofcarrboro.org/BoA/Agendas/2012/09_18_2012.htm) ). The Board discussed the findings again on January 29, 2013, to provide an opportunity for Omar Zinn, the owner of the design workshop study site to more fully participate in the conversation. Information from the January meeting can be found at the following link: [http://www.townofcarrboro.org/BoA/Agendas/2013/01\\_29\\_2013.htm](http://www.townofcarrboro.org/BoA/Agendas/2013/01_29_2013.htm)).

During the spring of 2012, the Planning Board expressed concerns over the process for considering the concept plan for the Lloyd Farm in a memo to the Board, dated April 19, 2012. The subject property is located within two zoning districts, with the bulk of the property located at the corner of NC Hwy 54 and Old Fayetteville Road zoned B-4. The B-4 zoning district is designed to provide for concentrated commercial uses outside of the downtown along major thoroughfares. Located across NC Hwy 54 from Carrboro Plaza, the concept plan for the new project showed a similar type of development—a shopping center with outparcels that anticipated patrons arriving by car. The Planning Board questioned the suitability of the car-oriented shopping center model for Carrboro's long-term vision and expressed a need to encourage a more urban mixed-use development that would offer more density to support transit and provide a better interface with the adjacent neighborhood, Plantation Acres.

Board members considered the Planning Board memo during their discussion of the NSA findings on September 18<sup>th</sup> and January 29<sup>th</sup> and expressed interest in the possibility of modifying the B-4 district to address the concerns outlined in the memo, and to implement the recommendations from NSAPIRC. The Board asked about the status of B-4 project during the November 19, 2013 public hearing for text amendments relating to the M-1 Zoning District. Staff had considered the possibility of modifying the B-4 district so that it would accommodate all three development proposals: the NSA design workshop site, Lloyd Farm, and the former Rogers-Triem site but ultimately determined that the specifics of each site and each project required at least two different zoning classifications. Staff has moved forward toward developing a possible new mixed-use zoning classification to respond to the NSAPIRC recommendations, the first project in the work plan. Recommendations for modifying the B-4 district are forthcoming as part of the Lloyd Farm development proposal. Potential changes to the M-1 district are under consideration.

### **SUMMARY OF KEY ELEMENTS FROM THE DESIGN WORKSHOP FINAL REPORT**

After a detailed analysis of the five concepts plans and a thorough review of the DAD report the following elements emerged as commonalities that could be used to create the foundation for a

new zoning classification. The overall tone speaks to an interest in a potential mixed-use district that would encourage developments to follow a “design by nature” theme. Comparing the list proposed land uses, the potential district seems most similar to the B-3 and B-4 zoning classifications. Residential density seems to suggest something in the range of R-7.5 to R-15, calculated for the entire site not just the portion dedicated for residential use. The potential for additional residential density at R-5 or higher, perhaps linked to transportation oriented design (TOD), affordable housing, and offers additional options for increasing density based on the merits of a specific project. Potential performance standards based on specific comments are as follows.

Performance standards would focus on four main areas:

- 1) an overall design that respects the character of surrounding properties, particularly in those cases where the project is creating a transition from low-density community to a more urban development pattern which may require including a substantial perimeter buffer to minimize the visual impact of the project from the road and be subject to (15-161) good “neighbors” performance standards;
- 2) a design that respects the existing landscape, maintains a 40% open space requirement including visibly attractive and usable open space near commercial uses that can serve as traditional green square, park or assembly area, and a strong use of shade trees throughout—along street trees and in parking lots;
- 3) a connected network of complete streets and extra sidewalks to encourages pedestrian travel within the complex, and offers multimodal travel as a reasonable alternative to get to and from the complex—TOD along transit route; and
- 4) a clearly defined phased plan, approved as a master plan step, and the ability to increase density as surrounding parcels become more urban. Future subdivision limitations if density calculation—include density bonus for affordable housing, and efforts to encourage transit and multi-model options.

**Common trends identified from the five Design Workshop concept plans, based on the VMU standards:**

Included in all five concept plans:

- 40% open space
- OWASA service
- Require traffic study for any project
- CUP required, with phasing such that residential and nonresidential development occur somewhat in tandem and at a controlled rate—rather than all one or the other
- Require shade street trees
- Require parking lots with more than 19 spaces to have shade trees

Included in the majority of concept plans

1. Approximately 10-12% of project for B-3 or OA district
2. Designated commercial area shall provide for everyday needs
3. Commercial units shall be situated to provide access to open space area
4. Commercial units shall be moderately sized—no big-box stores
5. Buildings located in close proximity to encourage pedestrian travel within project

6. Modestly sized buildings fronting main streets in disciplined manner
7. Configure similar uses to face one another
8. Encourage commercial buildings to have traditional storefronts with flat parapets and cornices, and arrange such buildings based on height as much as is reasonable for a harmonious visual impact
9. Construct buildings of natural materials that will give off a feeling of permanence
10. Incorporate North Carolina vernacular design features to residential buildings that will provide natural climate control as well as a timeless appearance
11. Residential area shall include a townhouse section
12. Residential area shall include single-family section, cottages or otherwise
13. Elements of green space within project—squares, parks, etc. for social activity and visual enjoyment
14. Overall design shall respond to existing landscape and natural forms (Olmsteadian)
15. Open space shall likewise respond to and complement existing landscape and environmental features
16. Provide sufficient off-street parking for residential uses, to the side or rear of homes
17. Provide wide public sidewalks to encourage pedestrian travel, interconnectedness, and usable patio space for business—outdoor cafes, etc. Consider using arcades or colonnades over sidewalks to connect buildings and provide multi-seasonal outdoor use
18. Provide sufficient public facilities along sidewalks, i.e. trashcans, benches
19. Street design shall respect that natural contours of the site, while encouraging multimodal transportation at appropriate speeds, and interconnectedness within the complex and to the greater road network

#### **EXISTING DISTRICTS THAT COULD SERVE AS A STARTING POINT FOR A NEW ZONE**

The following excerpts from the Article IX of the LUO, Zoning Districts and Zoning Map, include the zoning district description for the B-3, B-3T, B-4 and OR-MU districts.

**B-3 NEIGHBORHOOD BUSINESS.** This district is designed to accommodate commercial needs arising at the neighborhood level, such as grocery stores, branch banks, gas sales, and the like, as well as other commercial and office uses that are of such size and scale that they can compatibly coexist with adjoining residential neighborhoods. To insure compatibility between B-3 areas and the neighborhoods, no B-3 district shall be greater than five acres, and no areas shall be zoned B-3 if any portion of a pre-existing business district lies within one-half mile in any direction. **(AMENDED 3/7/2006)**

**B-3-T TRANSITION AREA BUSINESS.** This district is designed to accommodate commercial needs arising in the town's more rural neighborhoods, especially in the joint planning transition areas, and which are more appropriately dealt with at the neighborhood level than at a community or regional level. To insure compatibility between B-3-T areas and their associated rural neighborhoods, no B-3-T district shall be greater than five acres, and no areas shall be zoned B-3-T if any portion of a pre-existing business district lies within one-half mile in any direction. **(AMENDED 11/14/88)**

**B-4 BUSINESS.** This zone is designed to accommodate a variety of commercial enterprises that provide goods and services to a larger market area than those businesses permitted in the

neighborhood business district. Development regulations also permit higher buildings and increased density over that allowed in the B-3 zone. This zone is intended to create an attractive, concentrated business district in areas that are outside the town's central business district but that are served by the town's major thoroughfares. Examples of permitted uses include shopping centers, professional offices and motels. Uses that are not permitted include outside storage and drive-in theaters.

**Office-Residential Mixed Use District (OR-MU)** The purpose of this district is to provide for mixed use developments, i.e. developments that contain both residential and non-residential elements, within areas that are near the downtown commercial districts.

## **ANALYSIS**

While a couple of Town's existing zoning districts allow most of the land uses described in the concept plans, none provide for all of the uses in a way that captures the overall themes repeated in the work of the design workshop participants. Moreover the use of a conditional, conditional use or Planned Unit Development (PUD) mechanism which would allow more flexibility and negotiation requires property owners to petition to rezone their property, an extra step which some owners find undesirable.

Using the OR-MU zoning district as a model, staff has outlined a potential new district designed to allow the land uses identified by the design workshop participants and the site owner, while retaining the "design with nature themes" that seem appropriate for an area under transition. The draft ordinance is provided for discussion purposes. It offers a good starting point to begin to visualize how a medium-to high-density development project could occur in the Town's more rural areas in way that is sensitive to the desires of neighboring residents and consistent with the more rural setting at the edge of Carrboro's jurisdiction.

## **POTENTIAL COMPONENTS OF A NEW ZONING DISTRICT TITLED - Mixed Use Rural-Transition District (MUR-T)**

### **Possible Definition for New District**

There is hereby created a Mixed Use Rural-Transition (MUR-T) zoning district. The purpose of this district is to provide for mixed use developments, i.e. developments that contain both residential and non-residential elements, within the Northern Transition Areas or other areas in transition from rural to urban or already urban in density.

### **Sample Language for New District – Identifying Possible Uses and Performance Standards**

- To promote compatible development in these transitioning areas, MUR-T districts shall retain a \_\_\_\_\_ undisturbed or planted buffer along the right-of-way and \_\_\_\_\_ along boundaries adjacent to less intensively developed properties.

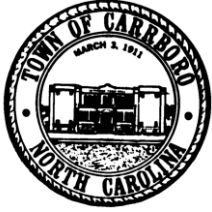
- Any lot or tract within the MUR-T district may be developed as a mixed use project in accordance with the following provisions:
  - (1) Development of property under this subsection requires the issuance of a conditional use permit by the Board of Aldermen in accordance with the applicable provisions of this chapter. Before submitting an application for a conditional use permit, the applicant shall submit a conceptual preliminary plan that shall demonstrate that the proposed development shall satisfy the fourteen objectives in Section 15-50 (g) for major subdivisions. This requirement shall be applicable whether or not the development involves a subdivision.
  - (2) A mixed use project approved under this subsection must have both a residential and a nonresidential component.
  - (3) At least one-third but not more than two-thirds of the gross floor area of the mixed use development shall consist of residential uses listed in use classifications 1.100, 1.200, 1.300, 1.480 and 1.630, provided that use classifications 1.480 and 1.630 ( combined) shall not comprise more than one-half of the residential component. However, the residential component of the mixed use development may be increased to seventy-five percent of the floor area of the mixed use development if \_\_\_\_\_.
  - (4) The permissible residential density within the mixed use development shall be calculated as if the development were zoned R-7.5 to R-15, except that the density shall be calculated as if the property were zoned R-3 if the developer\_\_\_\_\_.
  - (5) Subject to the other provisions of this subsection, the dimensional and other requirements of this chapter applicable to the B-4 district shall apply to a mixed use development permitted under this section. However, the maximum height of buildings within the mixed use development, shall be four stories, except that a fifth story shall be permitted if the developer \_\_\_\_\_. Notwithstanding other provisions of this chapter, any parking levels that are constructed underneath a building within a mixed use development and that are at least in substantial part constructed below the ground service levels shall not be regarded as “stories” for purposes of the height limitations established herein.
  - (6) Permissible uses within the commercial component of the mixed use shall be those listed in the following use classifications within the Table of Permissible Uses: (i) use classification 3.100; (ii) use classifications 2.100, 2.110, 2.112, 2.120, 2.210, 2.220, provided that such uses do not comprise more than fifty percent of the total commercial space within the mixed use development; (iii) churches, synagogues and temples 5.200 and (iv) restaurant uses 8.100, 8.200, 8.500 and 8.700, so long as any one restaurant business does not occupy more than 1,500 square feet of gross floor area and so long as such restaurant uses do not operate during the hours of 2:00 a.m. to 6:00 a.m.; (v) use classification 7.200 nursing care institutions, intermediate care institutions, and (vi) use classification 22.000 day care.

- (7) A mixed use development may be constructed in phases as provided in Section 15-61. However, the phasing plan shall ensure that, as buildings are constructed and occupied, the relative mix of residential and commercial floor space remains substantially consistent with the percentages approved in the plans.
- (8) If portions of the mixed use development are subdivided, the final plat shall contain notations indicating any limitations on uses or the sequencing of development created as a result of approval of the development as a mixed use under this section.
- (9) The mixed-use development shall include a 40% open space requirement. If the development is constructed in phases, each phase shall provide for 40% open space within that phase of the development or within the current phase under development and any previous phases combined. At least 5% of the open space shall be centrally located, usable outdoor space: regularly mowed, and furnished with benches or other outdoor furniture to encourage passive outdoor activities and visual enjoyment.
- (10) The development shall include an internal network designed to facilitate the safe and convenient travel of pedestrians and bicyclists within the development; and provide for the provision of public transit.

#### **SUMMARY –POTENTIAL NEXT STEPS**

The NSAPIRC recommendations called for a mechanism that the Town could use to provide mixed-use development in the NSA. The sample language for the proposed Mixed Use Rural-Transition District offers the beginning framework for a new district using a format already in the Land Use Ordinance. Potential next steps would include fleshing out more detailed performance standards and further refinement.





# TOWN OF CARRBORO

## PLANNING BOARD

***301 West Main Street, Carrboro, North Carolina 27510***

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**April 19, 2012**

### **Policy question regarding development guidelines for Outlying Concentrated Business Zone (B-4)**

The planning review process underway for the Lloyd Property suggests that the Town of Carrboro Land Use Ordinance does not contain language specifically designed to guide the development of new large commercial subdivisions, such as in the B-4 Outlying Concentrated Business Zone. The Site Planning Procedures for Major Subdivisions (Section 15-50) are designed for residential developments. Our concern is that while 15-50 does offer substantive guidance for all subdivisions, it does not include comprehensive guidelines pursuant to the goals of Carrboro Vision 2020 in locations peripheral to downtown. \* Primarily commercial developments such as the one currently proposed for the Lloyd Property may occur in the future at additional locations such as Calvander, or Eubanks Rd., or in the re-development of existing shopping centers. The guidelines in 15-50 do not address characteristics unique to commercial development or opportunities presented by them, such as transit oriented mixed use.

We recommend the Aldermen consider their vision for large commercial mixed-use subdivisions and request town staff to prepare code specific to them, possibly based on or re-using elements of the Village Mixed Use District use described in Section 15-141.2 (a) of Carrboro's Land Use Ordinance. We recommend this review include the requirements of 15-50 (g) and consideration for which of them should be applied to major commercial subdivisions and which should not. Additional considerations may include:

- Incorporating multimodal transit orientation (such as that of Lakewood Colorado Article 22, *attached*);
- Creating walkable shopping and office districts;
- Using at least two-story buildings for commercial;
- Creating landmark structures;
- Interfacing with neighborhoods;
- Addressing mixed uses.

\*Vision policies relevant to this include Shopping Centers 3.31, New Development 4.5, Farmland Preservation 5.6, Carrboro's Character 2.42.